

**West Yorkshire Emergency  
Planning Officers' Forum**



**WHO DOES WHAT IN  
EMERGENCIES?**

**Multi-Agency  
Emergency Procedures**

**Emergency preparedness and response  
in West Yorkshire**

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MAY 2007

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# INTRODUCTORY NOTES

## ACKNOWLEDGEMENT

The following agencies, via the West Yorkshire Emergency Planning Officers' Forum<sup>1</sup>, were involved in the production of this multi-agency emergency procedures guide:

- British Telecom
- British Transport Police
- British Waterways Board
- Calderdale Council
- CE Electric Ltd
- City of Bradford Metropolitan District Council
- City of Wakefield Metropolitan District Council
- Environment Agency
- Food Standards Agency
- Government Office for Yorkshire and the Humber (GOYH)
- Kirklees Council
- Leeds/Bradford International Airport
- Leeds City Council
- Meteorological Office
- Military
- Network Rail and Train Operating Companies
- Northern and Yorkshire Regional Office of the NHS Executive
- United Utilities
- West Yorkshire Fire & Rescue Service
- West Yorkshire Police
- Yorkshire Ambulance Service (YAS)
- Yorkshire Water Services

## AMENDMENTS AND ADDITIONAL COPIES

Bradford City Council, on behalf of the West Yorkshire Emergency Planning Officers' Forum, undertakes the review and maintenance of this document. Any amendments to this document should be forwarded to:

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Further copies are available from the emergency planning representative of each agency listed above or by contacting Bradford City Council at the above address.

<sup>1</sup> *The Forum is a non-statutory or regulatory meeting of Emergency Planning Officers within West Yorkshire and is supported by the Metropolitan Councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield, West Yorkshire Police, West Yorkshire Fire & Rescue Service, Yorkshire Ambulance Service (YAS), Environment Agency, Northern and Yorkshire Regional Health Authority and utilities.*

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# 1.0 INTRODUCTION

## 1.1

### AIM

The aims of the document are as follows:

- **To provide an outline document for multi agency emergency procedures**  
To understand the procedures and processes involved in emergency response in a multi-agency, integrated management setting.
- **To increase awareness of other agencies' roles in an emergency**  
Often, the Police, Fire and Ambulance Services are the first on the scene and bear the brunt of sorting out the chaos and confusion. Frequently, however, they require the involvement and assistance of other bodies to cope fully and effectively with the tragedy i.e. the hospitals, the local authorities, the public utilities, health organisations and the voluntary sector.
- **To provide a briefing document**  
The guide may also be useful for the purposes of briefing on the overall arrangements during an emergency.
- **To improve collaborative efforts**  
The continual improvement of co-operation between all the agencies involved in dealing with an emergency is essential if incidents are to be well managed.
- **To draw together the collective experience of dealing with emergencies**  
In West Yorkshire, we are proud of the co-operation which we have achieved between us in our pre-planned arrangements for managing emergencies. We have years of practical experience of the teamwork needed to handle incidents both large and small.
- **To provide a training aid**  
To outline the structure that exists in West Yorkshire in relation to multi-agency co-operation meetings and forums. It also highlights roles and responsibilities of all the differing agencies and, by so doing, to provide a guide for training purposes.

## 1.2

### SCOPE

The scope of the guide is quite specific and carefully defined. It covers:

- The main agencies in West Yorkshire who have planned arrangements for responding to emergencies and fall under Category 1 and Category 2 responder's definition as described in the Civil Contingencies Act 2004.
- Procedures outlined for emergencies involving a wide range of different scenarios

- Existing locally and nationally agreed arrangements

This guide is not a plan and has no operational status. It has been prepared to meet the aims listed previously. All the statements in this guide at the time of compilation are supported by the operational plans and procedures of the agencies covered.

## 2.0 CIVIL CONTINGENCIES ACT 2004

### 2.1 BACKGROUND

Following a number of incidents which affected the country nationally in the year 2000 the government announced a review of the Emergency Planning arrangements.

On 7<sup>th</sup> January 2004 a new bill was put forward to parliament which subsequently received Royal Assent on 18<sup>th</sup> November 2004 and is known today as the Civil Contingencies Act 2004.

### 2.2 OVERVIEW

The Act is in two parts:

- **Part 1:** Local arrangements for civil protection

The first part of the Act lays down the duties required for emergency preparation and response. This is targeted at a local level and the responders are split into 2 categories.

Category 1 responders are those that would have a primary role in the response such as Emergency Services or the Local Authorities and the Health Service. The responders in this category are also required to implement the duties listed in part 1 of the Act.

Category 2 responders such as utilities or the Health & Safety Executive are seen as the supporting/co-operating bodies who would primarily be involved in the response if the incident was in their area of work. It is for this reason that category 2 responders have fewer duties placed upon them.

- **Part 2:** Emergency powers

Emergency powers allow temporary special arrangements (emergency regulations/legislation) to be created which can help deal with the most serious of incidents. In addition the temporary legislation can be invoked on a regional basis.

Emergency powers will only be invoked for the most serious of incidents and as a last resort. There are a number of safeguards that have been put into place which protect against any misuse of the emergency powers.

### 2.3 MAIN DUTIES

A set of duties are covered in part one of the act which aim to standardise the way emergency planning functions are carried out. Not all duties are placed upon each category or in deed each responding agency.

The chart below shows the 7 duties covered and which responding agencies it applies to.

DUTY	RESPONDERS
<p><b>Co-operation</b> Category 1 and 2 responders need to co-operate with each other and other organisations (depending on local circumstances) to ensure the duties placed on category 1 organisations can be effectively delivered.</p>	Category 1 & 2
<p><b>Information sharing</b> Again in order to deliver the duties placed on category 1 responders both category 1 and 2 organisations need to share information with each other and this duty is closely linked with Co-operation.</p>	Category 1 & 2
<p><b>Local responder risk assessment duty</b> Assessing the risk of hazards/emergencies in the West Yorkshire area occurring and there potential for impact on local society. This is referred to as the Community Risk Register and is found on the West Yorkshire Police Website at:</p>	Category 1
<p><b>Emergency planning</b> Maintaining plans for preventing emergencies. The duty also covers maintaining plans for reducing, controlling or mitigating the effects of an emergency. The third part of this duty requires dealing with secondary affects of any emergency.</p>	Category 1
<p><b>Business continuity management</b> In the event of an emergency occurring category one responders need to ensure business/service continuity of the functions they provide. This process needs to take into account of any internal or external risk the organisation faces.</p>	Category 1
<p><b>Communicating with the public</b> This duty has two aspects; the first is to ensure the public are aware of the risks of emergencies and how they will be responded to. The second part of this duty requires the public to be warned and advised of any potential/current emergencies</p>	Category 1
<p><b>Advice and assistance to business and voluntary organisations</b> Local Authorities must provide general advice and guidance to commercial or voluntary organisations within their area on Business Continuity Management issues in the event of emergencies</p>	Local Authorities only

## 3.0 GENERIC ARRANGEMENTS

### 3.1 COMMON OBJECTIVES

All of the groups, who deal with emergencies, work to a common set of objectives:

- Saving life and alleviating suffering at the scene
- Protecting Property
- Mitigating the incident and preventing its escalation
- Safeguarding the environment
- Establishing liaison between all agencies involved in responding to the incident
- Protecting and preserving the scene
- A structured and informed response to the media
- Contributing to debriefing and subsequent investigation and inquiries into the incident
- Restoring normality
- Maintaining normal services where possible
- Providing resources

### 3.2 COMMAND AND CONTROL IN AN EMERGENCY

In West Yorkshire the emergency services have adopted a structure of command described by the terms Gold (Strategic), Silver (Tactical) and Bronze (Operational). These different 'colours' denote the level at which the incident is controlled and relate to the function rather than the hierarchical position the officer has within his/her organisation. It should be stressed that Fire Service officers will not be using terms such as "Bronze Commander" when addressing each other, but should be aware that Police or Ambulance officers may approach Fire Service officers querying who is the Bronze Commander of a sector or the "Silver" for the incident.

Local authorities and other organisations may adopt similar terminology for their levels of command and control.

#### **Bronze Level (Operational Command)**

This is the level of command concerned with work *at the scene* to mitigate the effects of an incident. Operational work might include fire fighting, treating trapped casualties, rescuing, shoring-up or making buildings safe. At this level personnel are deployed in geographical sectors for a specific role. In most incidents, particularly those where only one or two services are involved, this

may be the only command level which is deployed. In the Fire Service, Bronze Commanders may be Sector Commanders at a large incident, or the Incident Commander of a small incident occurring within a large Police operation.

### **Silver Level (Tactical Command)**

This level of command is usually employed where two or more of the services are required to respond. Each service will appoint an officer who will take charge of the scene and formulate the tactics to be employed by his or her particular service in achieving their goals. The Silver Command will be one stage removed from the incident and should not become involved with the hands-on response. The Silver Command may be established near to the scene or co-ordinated by the Police at a local area 'special operations room'. In the Fire Service, The Silver Commander is the Incident Commander at a large incident. It is important to recognise that this designation describes the function rather than the rank. Therefore, however high ranking the Fire Service officer in charge at the scene of operations is, he/she remains "Silver".

### **Gold Level (Strategic Command)**

This may be established when the level of resources or the level of co-operation required necessitate a broader strategy to deal with the incident. Most organisations involved in the response to an emergency, operate their own Gold Command. In local authorities this strategic group is normally referred to as the Strategy Team and equates to the senior managers of the Local Authority.

It is the function of Gold Fire Commander to provide a policy framework within which tactical fire officers will work, and to provide support for tactical operations in the provision and prioritising of fire resources. The Gold Fire Commander will form part of the Gold Liaison Team co-ordinated by the Gold Police Commander.

In order to provide strategic co-ordination across the services, the Police may convene a meeting West Yorkshire Resilience Forum to act as a Strategic Co-ordinating Group (often referred to as the 'Senior Co-ordinating Group' or the 'Gold Group'). This group would normally be chaired by the Police, who are responsible for providing the required resources, such as communication, office space etc. When an incident has reached the recovery phase, responsibility for chairing these meetings may pass to the Chief Executive of the local authority in whose area the incident has occurred.

In some instances the Strategic Group may be the first command level to be convened, especially in the event of pandemic disease or to plan and responded to a predicted emergency.

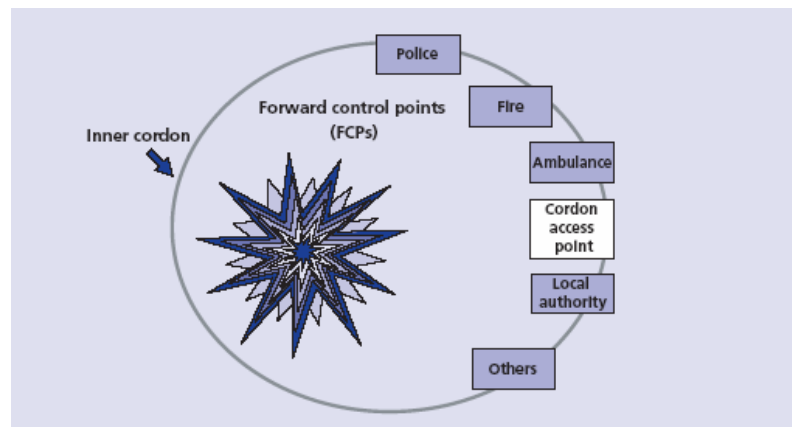
## **3.3 OPERATION OF INNER AND OUTER CORDONS AND FIRE GROUND**

In order to establish control of the scene it is essential that the immediate area of the incident is secured whilst providing access to assist with rescue work.

In the event of a fire, or the possibility of fire, of a chemical or explosive hazard or where a situation exists in which access to the immediate scene is likely to lead to an escalation of the incident, the Police (following liaison with the Fire Service) provide an outer cordon around the incident to enable the site to be secured. A traffic cordon may then further supplement the outer cordon and the police, in liaison with the fire service, will identify safe routes into and out of the cordon for further emergency vehicles and other attending agencies. The fire service, (in conjunction with the police will establish who should be granted access, particularly where terrorist action is the suspected cause) will operate an inner cordon with limited access and egress to minimise safety risks and enable accounting of personnel at the scene of operations.

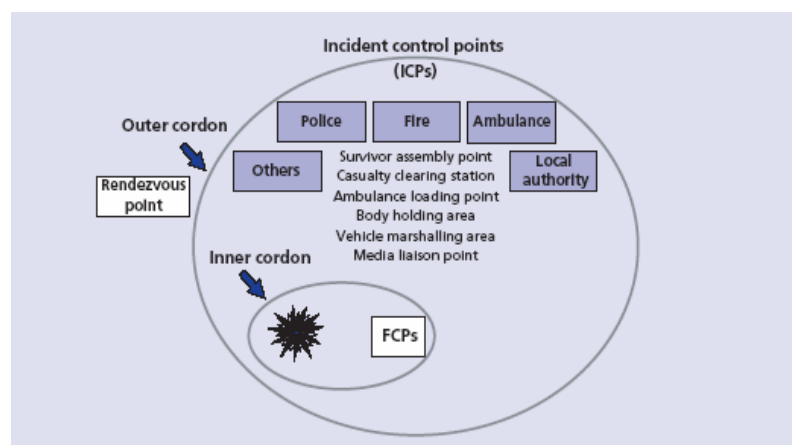
All personnel entering the inner cordon should report to a designated cordon access point. This ensures that they can be safely accounted for should there be any escalation of the incident, and affords an opportunity for briefing about the evacuation signal, hazards, control measures and other issues 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.

However, it must be noted that responsibility for the health and safety of personnel working within the inner cordon remains with individual agencies, which should ensure that personnel arriving at the scene have appropriate personal protective equipment and are adequately trained and briefed.



Inner Cordon

(HM Government, Emergency Response and Recovery, 2005, p25)



Outer Cordon

(HM Government, Emergency Response and Recovery, 2005, p26)

### 3.4 **COMMAND VEHICLES AND COMMUNICATIONS**

Different organisations have different means of communication and control at a site.

#### **Vehicles**

In West Yorkshire the Police will initially utilise the first Police vehicle at the scene. As the incident develops, a specially designed command vehicle may be brought into use to act as the incident control post, which is located with the other command/control vehicles.

The Fire Service forward control point will in the early stages of an incident consist of the first appliance to attend the incident and will be identified by a red flashing beacon. This command support point will be situated in a safe position and the Fire Service will then advise the Police and Ambulance Service on the sitting of their control vehicles.

The control vehicles for each service are parked together (a minimum of ten metres apart to avoid radio interference) and are the only vehicles displaying flashing lights.

As more resources arrive the Fire Service establish a formal command support point. This will usually be run from the 'command support unit', which is further identified by a red beacon.

The Ambulance Service may use a specially equipped communications vehicle sited near or at the scene of a major incident, identified by a green beacon. The vehicle provides a co-ordination and communications centre for medical, ambulance and voluntary first aid personnel.

Local Authorities may also utilise vehicles in their ownership. These vehicles, where privately owned by officers, should display a car sticker (as contained within each Council's emergency handbooks), which is issued to local authority staff who need to attend the site or the various command meetings.

There is also a local authority forward control vehicle, jointly owned by the five Districts and managed by Wakefield Council that is available for use where an incident is expected to be prolonged or where Local Authority personnel are on site.

The Police ensure that each of the responding agencies can park as close together as possible to aid control of the response.

#### **Communications**

For improved communications at the scene of an incident, particularly in large scale events, the Police may provide other responding agencies with one of their 'Airwave' terminals to use until the incident is resolved.

Some local authorities also have radio handsets which enable them to carry out conversations around an incident site. These sets are also available to the emergency services where this helps to co-ordinate the overall response to the event. The local authority forward communications vehicle is equipped with a number of communications facilities.

To provide communications during an emergency, local authorities, emergency services and the health service have mobile telephones which are protected under the ACCOLC scheme (access overload for cell phones). The ACCOLC scheme enables mobile phones on the scheme to continue operating when restrictions have been invoked on the use of mobile phone cells.

The Government Telephone Preference Scheme provides for the "withdrawal of outgoing telephone service from the majority of customers on a telephone exchange". The preference scheme reduces the severe congestion on networks and enables essential users to make and receive calls.

The Internet will also provide organisations with a means of communication, providing a robust electronic mailing system.

### **3.5 IDENTIFICATION OF STAFF**

The identification of staff and the organisation they represent is often difficult to ascertain and this can lead to problems of co-ordination and command. It is imperative that officers of the various agencies responding to an emergency are clearly identifiable. Clearly designated vehicles and staff, who must have their ID cards, enable the Police to facilitate access to and from the site more easily and maintain site security.

In the case of the local authorities and utility services, facings/epaulettes depicting rank are not worn. However, the first responding officers from the local authority often have tabards (fluorescent vests) or high visibility jackets, which may also depict their role, such as Forward Communications Officer, Emergency Planning Officer, etc.

Local authorities provide their staff with Vehicle Identification Stickers/Notices. If staff require the use of their car, when responding to emergencies, the vehicle identification must be displayed in the front window of the vehicle. In addition some local authorities also supply key personnel (i.e. Forward Communications Officers) with a yellow beacon.

### **3.6 ASSISTANCE FROM VOLUNTARY AGENCIES**

In the course of a major incident in West Yorkshire, requests for assistance may be made to the voluntary organisations from the Metropolitan District Councils or, in exceptional circumstances, by the Incident Commander. The search and rescue organisations will primarily be called out and coordinated by the Police and St. John Ambulance could also be called out and coordinated by YAS. An agreement has been reached on how such requests will be co-ordinated. This agreement is contained in the West Yorkshire Emergency Planning Officers' Forum "Voluntary Organisations Plan". (See Appendix A)

The main aim of the plan is to clarify for the voluntary organisations:

- at which phase of an emergency they may be called upon to assist
- what is expected of them
- who will call them out

Two types of assistance from volunteers are distinguished. The first is an "operational" response which would involve direct assistance in dealing with the emergency, for example, with rescue, first aid or running a rest centre. A second role is in a "supportive" response such as providing care for the operational teams dealing with the emergency, i.e. refreshments.

The following voluntary organisations in West Yorkshire are included:

- |                             |                           |
|-----------------------------|---------------------------|
| ● St John Ambulance         | ● Search and Rescue Teams |
| ● British Red Cross Society | ● Samaritans              |
| ● WRVS                      | ● RSPCA                   |
| ● Salvation Army            | ● RAYNET                  |
| ● Faith Communities         | ● Citizen's Advice Bureau |
| ● CRUSE                     | ● Victim Support          |

Details of the call-out arrangements for these organisations, the numbers of their personnel available and the types of equipment at their disposal are also contained within this document.

The key assumption of the plan is that demands on the voluntary organisations will be different depending on the nature and stage of the emergency.

### **3.7 WEST YORKSHIRE MEDIA PROTOCOL**

Agreement has been reached between all category 1 responders in West Yorkshire that their respective press officers will undertake a joint approach to handling the media at an emergency.

The objective of the agreed Emergency Media Protocol (see Appendix B) is to recognise the interests of the media without compromising the ability of the emergency services, and others involved, to handle the incident effectively. The protocol acknowledges the role of the media as a channel of information, communication, reassurance and appeal.

As it is the role of the Police in a major incident to assume control and co-ordination of the operation, it will generally be the senior officer in the Press Office of the lead organisation who will liaise with colleagues in the agencies regarding activation of the media protocol.

Priority will be given to establishing an early media strategy containing basic points of importance to which all agencies can speak.

The main function of the Media Protocol is to ensure liaison with media relation officers from other responding agencies as this is always a key task in any incident response.

### **Facilities**

It will be necessary to establish a Central Media Point close to the scene. This will generally be near to the Forward Command Point and, in the first instance, may be little more than a rendezvous point for the media.

The Central Media Point will be the liaison point for media relations officers from all the emergency services, local authorities, and any other agencies or organisations involved.

All those attending at the Central Media Point, whether media relations officers or media representatives, will be required to have appropriate accreditation/identification passes. Regular media briefings and conferences will take place initially at the Central Media Point. Any arrangements for allowing the media access to the immediate disaster scene will be made at the Central Media Point and may involve pooling arrangements. An early requirement may be to identify suitable locations for outside broadcast units.

Consideration will be given in a prolonged incident, attracting large numbers of media, to establishing a nearby building or other suitable accommodation as a Media Briefing Centre. This will comprise two separate units: an information centre; and a media centre where media representatives can gather and where briefings will be held.

### **Release of Information**

The question of casualties is very sensitive, especially bearing in mind the speed of the media in responding to incidents and the fact that in the very early stages relatives are unlikely to be aware. Where casualties are involved the Police will make it a priority to release accurate information regarding casualty numbers, but no statements will be made about casualties, numbers of dead or their identities without reference to the overall Incident Commander.

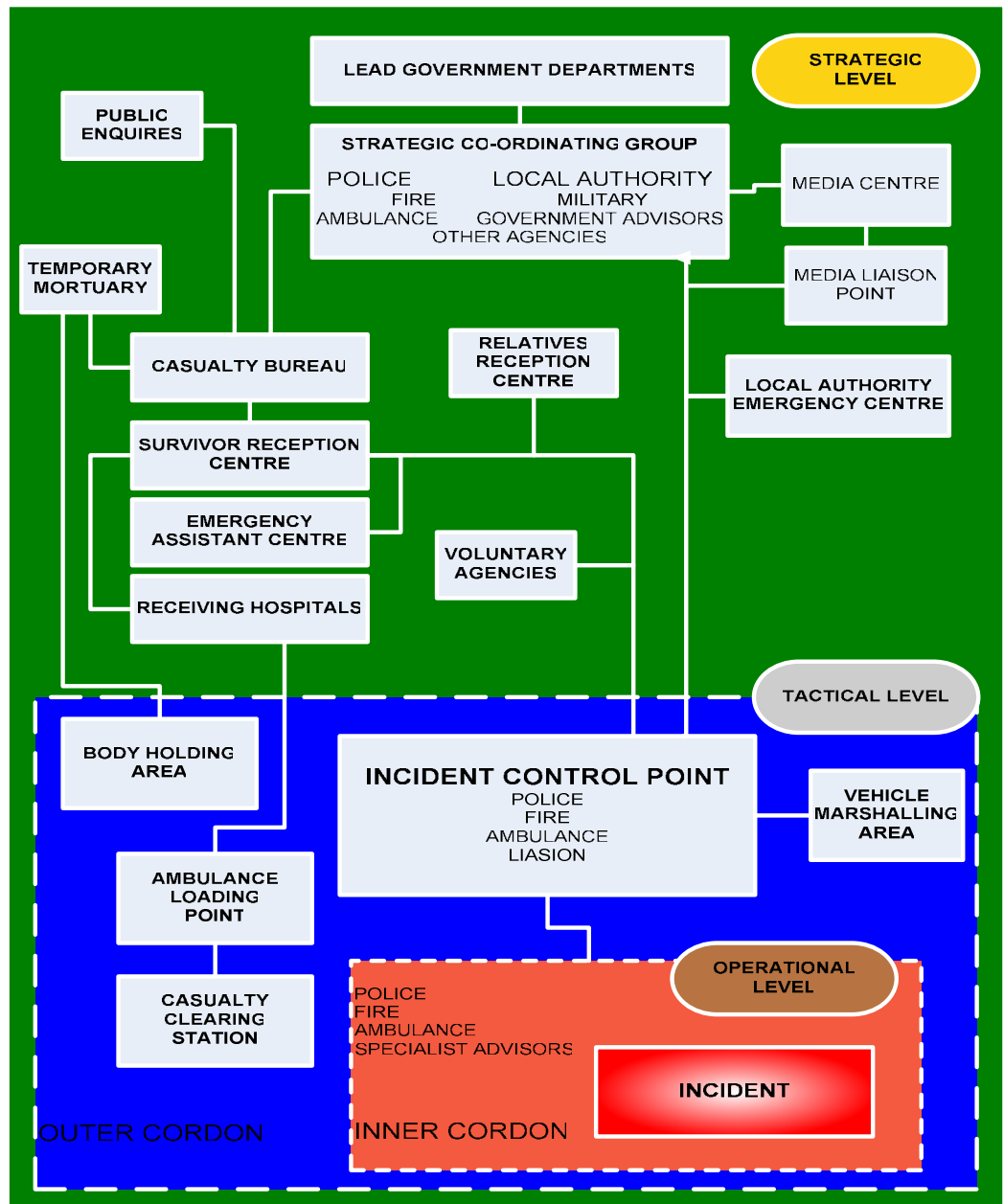
A list of names and telephone contacts for Press Officer's from the emergency services, local authorities, health service organisations, hospitals, etc. is held by the Police Press Office.

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# 4.0 ROLES AND RESPONSIBILITIES

This chapter identifies the various contingency arrangements developed by individual organisations and highlights appropriate emergency plans, manuals or handbooks which contain more detailed information.

**Fig 1 Example of a typical organisation for dealing with disaster**



Extract from Home Office 'Dealing with Disaster' Third Edition, Page 10

## 4.1 POLICE

### Role

The *Emergency Procedures Manual*, published by the Association of Chief Police Officers of England, Wales and Northern Ireland (ACPO), advises that the role of the Police at any disaster in the United Kingdom is to co-ordinate the response of the emergency services and any other supporting organisation.

### Responsibilities

- The primary responsibilities of the Police are:
- To save life (in conjunction with the other emergency services)
- To protect property
- To co-ordinate the emergency services and other supporting organisations
- To protect and preserve the scene
- To investigate the incident (in conjunction with any other relevant bodies)
- To collate and disseminate casualty information
- To identify any deceased persons on behalf of HM Coroner
- To restore normality at the earliest opportunity

### Organisation

West Yorkshire Police is divided into territorial divisions whose boundaries correspond to Local Authority Districts. For a full overview visit the website at [www.westyorkshire.police.uk](http://www.westyorkshire.police.uk).

In addition, there are several departments (mostly located at Headquarters) that support the central policing function in the following areas of responsibility:

- Management and Information Support
- Operations Support
- Personnel
- Administration
- Community Safety

### Communications

The Force maintains a comprehensive system of communications with the following main features:

- A Force Call Centre (comprising a centralised switchboard) that serves the whole county.
- A Duty Inspector, Force Communications, who has oversight of all current incidents and mobilising resources throughout the county.
- Two Area Despatch Centres (ADCs), one located at Bradford and one at Leeds, with Special Operations Room (SOR) facilities which provide a Command and Control base for incidents that fall outside the scope of normal day to day policing.
- An "Enhanced Communications Facility" (ECF) is installed at each Divisional Police Station to provide monitoring and management capabilities locally until an SOR is activated.

### Control and Initial Response

The command, control and co-ordination of any incident is the responsibility of the relevant divisional staff with the various supporting departments and divisions assisting as required.

For a localised incident, the initial management and monitoring (from information supplied by the "Forward Control Point" at or near the scene) will be undertaken at the ECF until such time as the SOR is established.

Urgent contact and liaison for any such incident should be made directly to West Yorkshire Police using the emergency number (999) or the universal Force number: 0845 6060606.

When reporting an incident, ask for the "IBIS Number".

This will be the unique reference number for the incident and it can be quoted in all subsequent communications.

Once a co-ordinated response has been established for an incident, ideally other agencies should establish liaison at, or communication with, the location from which the "Silver Commander" in charge of the police response is operating.

Initial logistical and tactical support for all incidents will derive from the SOR that is established but, on those occasions that warrant additional support (e.g. a Major Incident or Disaster), a strategic level of management and logistics may be established at the Force (or Gold) Command Room, Headquarters, Wakefield.

## 4.2 BRITISH TRANSPORT POLICE

The role and responsibilities of the British Transport Police is similar to that of the Home Department police forces. The British Transport Police provide a police service on any land, premises or property of any person who has entered into a Police Service Agreement made under the relevant Act of Parliament. These premises etc. are mostly, but not entirely, Network Rail and Train Operating Companies.

**Organisation**

British Transport Police is a national police force which is divided into 8 Areas. The Area which covers West Yorkshire is the North East Area. There is a Police Station at Leeds City Station and a Police Station at Bradford Interchange Station.

**Communications**

British Transport Police has an Area Control Room for the N.E. area based at Leeds City Station.

**Contact**

The number to contact in an emergency is 999 for a BTP response. There is a priority contact number for urgent calls on 0113 247 9899 and a free phone number of 0800 40 50 40 for reporting anything requiring British Transport Police attendance.

There is a Web Site at <http://www.btp.police.uk> on which up to date information will be posted when a major incident is happening.

**4.3 FIRE SERVICE****Role**

The role of the Fire Service is derived from its long experience in fire fighting and rescue operations of all types. In particular the service has responsibility for the following:

- rescue of trapped casualties
- preventing further escalation of the incident by tackling fires, dealing with released chemicals and other hazardous situations
- provision of information and hazard assessment in order that the Police can make decisions on evacuation and providing text for public safety information
- Liaise and work with the police to maintain an inner cordon around the immediate scene of operations, to exercise control of the scene'
- provision of safety advice for all personnel involved in the inner cordon
- advice and assistance with the mitigation of any harmful effects to the environment
- liaison with the Medical Incident Officer and other medical/ambulance services with regard to providing assistance at ambulance loading points and the priority evacuation of injured persons

- assisting the Police with the recovery of the dead
- participating, where appropriate, in the investigation and preparation of reports for post incident inquiries
- In the aftermath of a fire/chemical release, to continue to monitor the area affected to ensure that the site poses no further hazard to the public or environment.

## Resources

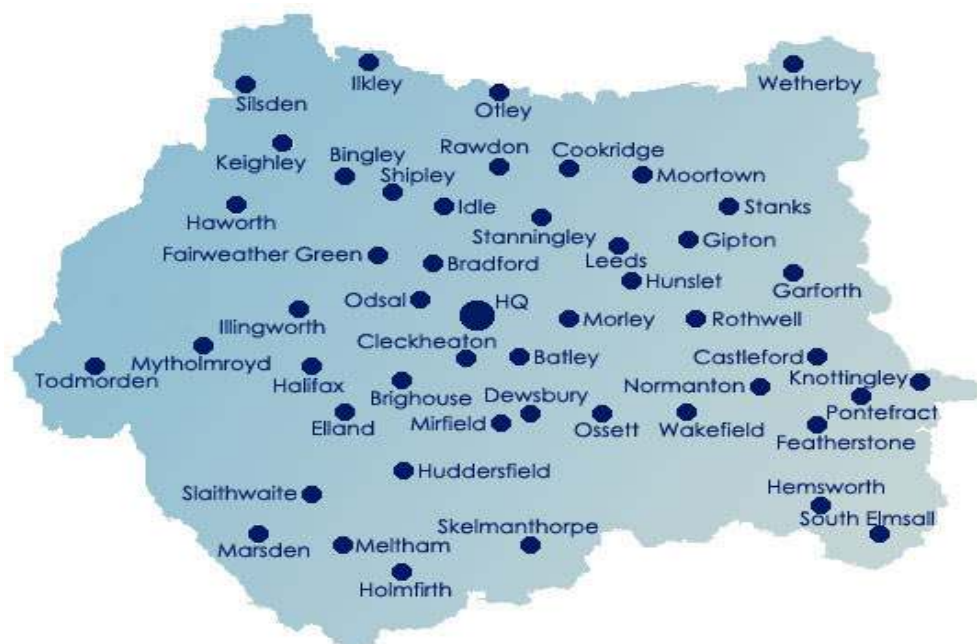
West Yorkshire Fire & Rescue Service has the following resources:

- 49 Fire Stations
- 63 Pumping / Rescue Appliances
- 6 aerial appliances
- 6 Demountable Unit carrying vehicles
- 15 Demountable Units
- 1 Command Support Unit

## New Dimension Equipment

- 1 Urban search and rescue unit
- 1 Incident response unit
- HazMat/Detection Identification Monitoring Equipment (DIM)
- High volume pumping equipment

**Fig 2. Location of West Yorkshire Fire Stations**



**4.4****YORKSHIRE AMBULANCE SERVICE (YAS)****Role**

The primary roles of the ambulance service are triage, treatment and transportation. YAS will also co-ordinate the overall medical response to a major incident, including medical teams and voluntary agencies such as St John. The Ambulance Service also has the responsibility of decontaminating patients, other than in mass casualty situations where those who are injured or vulnerable will be decontaminated. More explicitly the Ambulance Service role encompasses the following:

- Provision of sufficient ambulances, suitably qualified staff and equipment to ensure casualties are effectively treated and speedily evacuated to designated centres
- Control of ambulance resources by experienced officers practised in the management of incidents
- Establishment of an effective communications system between Ambulance Personnel, other emergency services, hospitals and volunteer groups, using the Mobile Communications Unit where appropriate.
- Co-ordination of mobile medical teams, other attending doctors and first aid/medical staff from the voluntary services. We will also provide transportation for medical teams and their equipment, as required.
- Provide a Hazmat Advisor at any scene which poses a threat from a chemical, biological or radiological hazard
- During the incident the Ambulance Service will provide a link into the wider NHS and public health specialist through the A&E Communication Centre
- Provision of appropriate emergency cover for denuded areas, effective liaison with neighbouring Ambulance Services regarding supportive measures
- Maintenance of an accurate account of all medical information relating to the incident
- Provision of post-traumatic counselling for all ambulance personnel involved in an incident
- The restoration of normality at the earliest opportunity
- YAS will liaise closely with the receiving hospitals and will arrange the transfer or discharge of patients to other hospitals/locations in order to free up beds or other resources. This may include the transfer of patients from the incident once they have been stabilised, to either a specialist unit, or to a lesser hospital.

**List of YAS Stations within the West Yorkshire area**

- |              |               |
|--------------|---------------|
| ● Bradford   | ● Dewsbury    |
| ● Bramley    | ● Gildersome  |
| ● Castleford | ● Grassington |

- Halifax
- Honley
- Huddersfield
- Ingleton
- Keighley
- Leeds
- LGI
- Menston
- Seacroft
- Settle
- Sherburn
- Skipton
- South Kirkby
- St James Hospital
- Todmorden
- Wakefield

YAS operate out of 22 ambulance stations and in addition use numerous locations as standby points.

The Air Support Unit operates out of Leeds Bradford International Airport. This unit operates one aircraft, but further aircrafts could be made available through the Northern Air Ambulance Support Group if required.

In addition to the normal 'ambulance' vehicles YAS operate a number of single manned Operational Supervisor and Rapid Responder vehicles.

The operational support (major incident/CBRN) unit is now fully commissioned at Morley.

#### **Further resources include:**

- Two Emergency Equipment Vehicles
- Two Airshelta inflatable tents
- A number of inflatable decontamination units
- A rigid decontamination unit is held at the YAS Operational Support Unit at Morley and is transported to scene by the Fire Service using one of their Demountable Unit carrying vehicles.
- Two Incident Support Units

## **4.5 DISTRICT COUNCILS**

The District Councils will make available wherever possible resources under their control to help the emergency services in responding to an incident. In particular, the Local Authorities may assist with:

- Asbestos removal and monitoring
- Animal welfare and accommodation
- Bedding, blankets, clothing etc.
- Catering

- Co-ordination of the welfare response to an incident, including the use of volunteers in these circumstances
- Co-ordination of Interpretation Service
- Counselling
- Disaster Appeal Fund launch, management and disbursement
- Drainage
- Environmental monitoring
- Flood alleviation
- Human welfare and accommodation - Rest Centres/involvement of other agencies as required
- Infectious Disease - animal and human
- Manual workers and plant
- Pollution control
- Refugee Reception
- Schools, sports centres/leisure centres and theatres
- Structural safety advice and enforcement where necessary
- Structural repair
- Temporary mortuary facilities and City Mortuary
- Transport

The five local authorities in West Yorkshire have signed a statement of intent to provide mutual assistance to other affected local authorities in the event of a major incident (see Appendix C).

Almost all Council Departments within local authorities have been affected in the past by compulsory competitive tendering (CCT) and more recently by Best Value and outsourcing etc. Frequently, the Council Departments responding to an emergency act as the client and call out a contractor to undertake emergency work. The contractor may be a separate division of the local authority, or a private operator. Both client and contractor may attend the scene, or it may only be the contractor. Both are governed by the Council's emergency procedures.

During office hours, local authority staff respond as part of their normal duties. Out of office hours, most Council departments close down and officers are called out as needed.

The following section identifies the resources and services available from each of the five district councils in West Yorkshire.

#### **4.5.1 CITY OF BRADFORD METROPOLITAN DISTRICT COUNCIL**

## Background

Bradford City Council is the 4<sup>th</sup> largest Metropolitan District Council in the UK, with a population of 481,100 It currently employs approx. 23,000 people.

Emergency Management Team is within the Department of Policy and Executive Support. This department is housed under the 'Office of Policy and Corporate Support'. Further information about Bradford Council services can be located at [www.bradford.gov.uk](http://www.bradford.gov.uk).

Bradford borders with Leeds, Kirklees, Calderdale, Lancashire and North Yorkshire, and includes Keighley and Ilkley in its area. Whilst encompassing Bradford City it also has large rural areas and covers 36,635 hectares. The area is served by the M1, M62 and M606.

Although the Leeds/Bradford International Airport is situated in Leeds, Bradford Council would also play an important role in any incidents which occur there.

Bradford has 2 COMAH sites situated on the Calderdale/Kirklees borders.

Two main rivers flow through the district. The River Wharfe travels through Addingham and Ilkley to Burley, Otley and Leeds. The River Aire travels from Skipton to Keighley, Bingley, Shipley, Baildon and Apperley Bridge to Leeds.

The Emergencies Handbook consists of the Emergency Management Plan (EMP) and various specific plans (listed below) which can be implemented by the Emergency Management Team as required.

### Specific Plans:

- COMAH
- City Centre Evacuation Plan
- Fatal/Serious Injuries Incident
- Landfill Gas Emergency Procedures
- Mortuary Plan
- Radioactive Hazards
- Rest Centres
- Flood Plan
- Severe Weather

The Council's response to an incident is supported by these comprehensive plans. The Emergencies handbook details the different levels of communication and control which the Council may implement in order to respond to any particular incident.

## Special Operations

The Emergency Management Team can be accessed 24hrs a day via a group pager system. The on call Emergency Planning Duty Manager (EPDM) will then respond to the pager message.

## Roles and Responsibilities

**Control at the scene** – A Council Liaison Officer will be dispatched to the scene of the incident, if required and safe to do so. The Council Liaison Officer will be identifiable in all or some of the following ways: tabard; high visibility jacket; Council employee identity card.

**At the Police Silver Command** - If required, the Council will dispatch a Council Liaison Officer to Silver Command to provide further liaison between this service and the Council.

Depending on the nature of the incident the Council will either:

- In the event of a large incident set-up its own Emergency Control Centre, or
- For smaller incidents the Emergency Planning Duty Manager may co-ordinate the Council's response at the scene. This option may be used when responding to incidents which involve few members of the public, or are contained in a small localised area and are unlikely to escalate, such as during minor gas or water leaks where small numbers of residents may require temporary accommodation for a short period of time.

The Emergency Control Centre will manage the Council's overall response to the incident; maintain liaison with officers at the scene and at Police Silver Command; respond to requests for assistance from the Police and other agencies involved; plan a strategy for continuing Council services and recovering the affected area to normal as soon as possible.

The ECC will include the following:

- An Emergency Management Group - Chief Officers with full decision making powers on behalf of the Council, acting at Gold level
- Functional Co-ordinates - Chief Officers from the Council Departments able to commit their own staff and resources, acting at Silver level
- Emergency Planning Manager - to provide advice and guidance at Silver/Gold level
- Administrative support staff
- Liaison Officers from the Police and, if necessary, from other services or agencies responding to the incident

## Resources

The Council has a large number of employees with a diverse range of expertise, from structural engineers, who can advise on the safety of structures after an incident, through to professional social workers who can assess the counselling needs and emotional support required by people involved in an incident. Alongside this, the Council has access to a wide range of equipment and administrative buildings, depots, recreation centres and schools. All these resources can be used as required during and after an emergency and are detailed in the Emergencies Handbook.

### 4.5.2 METROPOLITAN BOROUGH OF CALDERDALE

## Background

The Metropolitan Borough of Calderdale covers an area of 36,379 hectares (140 square miles) with a population of 193,700.

It is bordered to the east and south by Kirklees, the M62 motorway at its highest section almost exactly defining the southern boundary, to the west by Lancashire CC and Greater Manchester and to the north by Bradford. There are several centres of population, the largest and the administrative centre being Halifax. The remainders are for the most part rural.

The River Calder flows from the high Pennines through a narrow steep sided valley making it vulnerable to localised severe flash flooding along its length. Because of the speed that the river rises, it is extremely difficult for adequate flood warnings to be given, however several flood warning sirens, activated by the Environment Agency in Leeds, are situated at strategic points and those residents and businesses who wish are connected to the Environment Agency automatic voice warning system.

Although there are no COMAH sites in the Borough there are sites just over the boundary in both Kirklees and Bradford.

The Emergency Planning function is seated within Personal Services with responsibility held by Group Director and /or the Chief Executive.

The Councils Emergency Incident Plan is produced by the section along with various other "add on" plans covering rest centres, temporary mortuaries, rabies, schools, security, and severe weather.

## Special Operations

In an emergency situation the Emergency Planning Section can be contacted directly during normal office hours.

Out of hours the council operates a one number emergency contact system from the Battinson Road Depot, Halifax - 01422 365101. The operator will contact an Emergency Planning duty officer immediately who will then activate the appropriate council services.

Three further ex-directory lines are available for use at the depot during an incident.

Depending upon the nature and size of the incident it will be dealt with by the council from either Battinson Road or the Main Incident Control Room at Halifax Town Hall.

If requested staff will be located in the Special Operations Room at Halifax Police Station.

## Roles and Responsibilities

### Control at the scene

If requested, and provided that it is safe to do so, a forward incident liaison officer will be sent to the scene to liaise with the emergency services and report back to the councils control room.

All officers attending the scene of an incident will wear an authorised high visibility jacket/tabard and will have Council identification. All vehicles that do not display the official Calderdale Council Logo will have a windscreen sticker identifying them as Council emergency response officers.

If necessary, an on site control vehicle will be also be summoned. A site control room may be established in premises as near to the police incident control as may be convenient.

### **Control at the Centre**

The Chief Executive, or his nominee, will always take control of the council's response to emergency incidents that affect the district and will usually operate from the Town Hall, Halifax, where allocated rooms will be established as the local authority incident control room. This facility will be staffed by senior members from appropriate council services with administrative support.

The Emergency Planning function is carried out under control of the Chief Executive and/or Group Director.

If requested a senior officer, with the authority to make decisions on behalf of the council, will be sent to the relevant command rooms.

For small scale incidents the Emergency Planning Advisers may operate from the scene without the need for the control room to be opened. They will keep the Chief Executive briefed and be prepared to activate the control centre if the situation escalates.

### **Resources**

The council has a large, skilled and varied workforce at its disposal and in the event of a major incident all every possible effort will be made to make them available to respond.

Support for emergency planning is given by the Health and Safety Section of Personnel Services.

Stores of dedicated emergency planning equipment and materials are maintained at Battinson Road and Northgate House in Halifax. Facilities and resources from other council services will be made available as necessary.

The council is a member of the West Yorkshire Mutual Aid scheme and as such may be able to draw upon the expertise and resources of the other four councils within the scheme.

Several council buildings have been identified as rest centres.

Dedicated sandbag stores are situated along the Calder valley.

### 4.5.3 KIRKLEES METROPOLITAN COUNCIL

#### Background

Kirklees is the seventh largest Metropolitan local authority in England and Wales in terms of population (393,000) and the third largest in area. It covers an area of 41,439 hectares, (160 square miles).

Local Authority boundaries are shared in West Yorkshire with Bradford, Calderdale, Leeds and Wakefield, plus Barnsley, Derbyshire and Oldham in adjoining counties.

The trans-pennine motorway M62 approximately follows the northern boundary and the main trans-pennine railway line between Leeds and Manchester passes through the District.

Civil aviation routes to/from Leeds/Bradford, eastern approaches to/from Manchester and trans-continental flights on the north Atlantic route between the south of England/Europe to the USA/Canada overfly Kirklees MC area.

Ten top-tier COMAH sites are located in or impinge upon the Kirklees MC area.

The River Calder flows in a generally west to east direction through south Kirklees with the tributary rivers Colne and Holme joining it near to Mirfield. All three rivers rise in the Pennine hills which form the western boundary of the District.

For Kirklees MC a major disaster is defined as: -

“a serious disruption to life, arising with little or no warning, causing or threatening death or serious injury to, or rendering homeless, such numbers of people in excess of those which can be dealt with by the Local Authority or other public services operating under normal procedures, and which calls for the special mobilisation and organisation of those services.”

#### Special Operations

The Emergency Planning Officer contacts, for major emergencies, are listed on the gold coloured “Emergency Contact List” at the front of the Council’s Emergency Plan.

Kirklees operates a three-tier notification system for responses to major emergencies or the threat of:

- **Level Three = Information Only**

Information will be passed to the relevant Service Areas about prevailing or anticipated conditions that may affect services and the public within the Kirklees area. No further action is taken unless the situation deteriorates.

- **Level Two = Inform/Standby**

In which information will be circulated to relevant Service Areas about anticipated or potential conditions that may require the participation of Kirklees Council. Resources and equipment/accommodation should be identified and checked as to availability of responding personnel in case Level One is later activated.

- **Level One = Respond**

A major emergency has occurred, or is imminent and the special mobilisation or co-ordination of Kirklees MC resources is immediately required to achieve the aims of the Council and/or the emergency services. Service Area plans should be implemented as a matter of urgency.

The Council has common objectives with all the responding agencies plus its own objectives: -

- To support the emergency services;
- To support, care for and rehabilitate the community;
- To restore the environment.

The Kirklees MC Emergency Plan contains generic procedures following the receipt of information about a major emergency or disaster. The Information Section is supplemented by plans for Evacuation; Temporary Mortuaries; Hazardous Substances; Radiation; Weather/Flooding/Reservoirs; Media; Major Utility Failures, Rabies, CBRN and Standedge Tunnel, Fuel Contingency Plan and Influenza Pandemic Plan.

## **Roles and Responsibilities**

Kirklees Council operates a three-tier emergency management structure, which mirrors the emergency services Strategic, Tactical, and Operational levels.

The Strategic tier comprises one or more of the Chief Executive, Directors from the Executive Management Group and Specialist Advisors. The lead Director for Emergency Planning is the Director of Environmental Services.

The Tactical tier comprises the Lead Director, Emergency Planning Manager, Corporate Control Manager, Senior Site Officer and Service Area Liaison Officers.

The Operational tier comprises the Senior Site Officer, Emergency Planning Officer, Forward Control Officer and Supervisors from the responding Service Areas, external services and voluntary organisations.

Each tier is linked vertically for management purposes and horizontally to the emergency services for liaison links.

However, if the incident is deemed to be a major one from the outset, it is likely that the Corporate Control Room would be opened at Deighton immediately. A single dial-in telephone number will be issued with the capability of accepting up to 30 incoming lines within a short timescale. A public Helpline number is available for activation if necessary. Expansion of the emergency telephone system at Deighton Centre can be achieved in a relatively short time period, once the room facilities have been determined. Training rooms and data links are available at the Centre.

## Resources

An equipment store contains overnight sleeping and associated equipment for up to 250 persons. Additionally small stocks of emergency lighting/generating and refreshment equipment are stored. Four leisure centres have been identified as major rest centres for larger numbers of evacuees. A further 70+ smaller community centres, church halls etc are available for smaller, short term rest centres throughout the Kirklees area.

Kirklees Council is a member of the West Yorkshire Mutual Aid scheme.

Service Areas providing emergency responses include: Building Control; Building Services; Catering and Cleaning; Education; Environmental; Environmental Waste; Estates and Property; Highways; Housing; InTech; Legal; Leisure and Recreation; Publicity and Media Relations; Social Services and Transport.

## 4.5.4 LEEDS CITY COUNCIL

### Background

Leeds City Council is the second largest Metropolitan District Council in the UK, with a population of almost 725,000 and a budget of over £1,000 million. In addition to the resident population it is estimated that around 80,000 additional people commute to work in the city during the week and there are around 50,000 students studying at the universities and higher education colleges. The district covers 552 square kilometres with boundaries extending 25 km from east to west and 22 km from north to south. Leeds has borders with North Yorkshire County Council (Harrogate and Selby districts) to the north and east, Bradford to the west, and Kirklees and Wakefield to the south. The district is one of contrasts, encompassing not only the large urban centre of Leeds and its suburbs, but also a large rural hinterland containing a number of towns (e.g. Otley and Wetherby) and villages of the Wharfe and Aire valleys and areas adjacent to the A1.

Leeds has 2,600km of highways within its boundaries. Of particular note are the motorway routes (M1, M62, M621 and A1), and Leeds Inner Ring Road (which has six road tunnels). Leeds City Station is a major hub on the rail network for the East Coast main line (between London and Edinburgh), Intercity Cross-

Country routes (between Scotland and the South-West), Transpennine services (Newcastle to Liverpool) and many commuter routes served by local stations. Leeds-Bradford International Airport is located at Yeadon in the north-west of Leeds and the city is on the flight path for several domestic and international routes.

There are two 'main rivers' flowing through the district: the River Aire transects the whole district from Rawdon in the north-west to Allerton Bywater in the south-east via the city centre); the River Wharfe flows across the north of the district between Otley and Wetherby. There are flood warning arrangements in place for both rivers which have a history of flooding. The Cock Beck in East Leeds (near Stanks) and Oulton Beck in South Leeds (near Rothwell) are also designated as 'main rivers' and present a localised flood risk, although no flood warning schemes are in place. In 2006, another 50 miles of watercourses, some of which suffer periodic flooding (including the Wortley Beck and Wyke Beck) have been re-classified as 'Main River'.

### **Special Operations**

In an emergency Leeds City Council may be contacted by the emergency services and other partner agencies on a confidential 24 hour number. During office hours, calls are dealt with directly by officers of the Peace and Emergency Planning Unit, who contact other Council departments and arrange for action to be taken as requested. Out-of-hours, all calls are switched through automatically to the corporate contact centre where the customer services officers contact PEPU officers and senior managers, as required.

### **Roles & Responsibilities**

#### **Peace and Emergency Planning Unit**

The duties as a Category 1 responder under the Civil Contingencies Act fall upon the Council as a whole and all departments have a role to play in planning for and responding to emergencies. Specifically the Peace and Emergency Planning Unit is responsible for:

- Undertaking risk assessments of hazards facing the city to which the Council may have to respond
- Preparing and maintaining corporate and multi-agency emergency plans
- Ensuring effective liaison arrangements with partner agencies
- Providing advice and support to departments in the preparation of their own plans
- Initiating and co-ordinating the Council's response to an emergency including liaison with the emergency services and other partner agencies
- Promulgating warnings and information for staff, elected members and the public;
- Developing training and exercises to ensure emergency arrangements are validated

- Maintaining the Council's Emergency Control Centre and emergency communications capabilities
- Arranging debriefing sessions after any incidents
- Preparing an annual report for CMT on the adequacy of the Council's arrangements and compliance with statutory obligations; and ensuring agreements are in place with each department which specify the key services required in an emergency.

To this end PEPU produces and maintains the Council's Emergencies Handbook. The Major Emergency Plan is the Council's generic procedure for responding to a major incident. In addition the handbook contains 18 specific plans outlining the response to particular scenarios or for provision of specific services e.g. aircraft accidents, evacuation, interpretation, flooding etc.

In an emergency the Peace and Emergency Planning Unit is responsible for calling out Council staff and resources, the co-ordination of the response and for ensuring effective liaison with partner agencies. This may necessitate the presence of an Emergency Planning Officer at the scene, at multi-agency silver control at the Police Special Operations Room (SOR), or in support of a senior officer at multi-agency Gold at Police Headquarters as is deemed appropriate for the circumstances. For a major incident, where the Chief Executive activates the Major Emergency Plan a number of special teams are mobilised to co-ordinate the Council's response. This operation is managed from the Council's dedicated Emergency Control Centre (ECC) at the Town Hall. Teams that are set up at the ECC include the Emergency Management Team (EMT), Central Control Team (CCT) and Emergency Communications Team (ECT).

These teams are responsible for:

**Emergency Management Team** - Strategic level team responsible for the strategic direction of the incident, forward planning, resourcing and press and media policy.

**Central Control Team** - Tactical level team responsible for mobilising, managing and co-ordinating the Council's resources. This team consists of a Central Control Team Co-ordinator, Emergency Planning Officer(s) and Departmental Liaison Officers supported by an administration team.

**Emergency Communications Team** - this tactical level team is responsible for ensuring timely and effective communication with the public, staff, media and elected members

In addition a number of operational teams and resources would be deployed either at the scene or elsewhere (e.g. at a rest centre).

## Resources

The Council has access to a wide variety of equipment, vehicles and other resources and has a large number of staff with specific skills and expertise. These resources would be made available to assist the emergency services, to

support the community affected and to ensure a swift return to normality in the event of a major incident. In addition resources and equipment held by authorised contractors may also be mobilised if required. These resources are accessed via the relevant Departmental Liaison Officers. Leeds City Council is responsible for the provision of a Temporary Mortuary on behalf of the 5 West Yorkshire Local Authorities.

#### 4.5.5 CITY OF WAKEFIELD METROPOLITAN DISTRICT COUNCIL

##### Background

The City of Wakefield MDC area covers 33,669 hectares (130 sq. miles) and is bounded by the Kirklees, Leeds, Barnsley, Doncaster and Selby Council areas. The population of the District is approximately 315,000 making it one of the largest Council areas in the country. The area is served by the M1 and M62 motorways, the A1 and the main rail line from Yorkshire to London. There are four COMAH sites and two main rivers within the District. Further information on the council generally and emergency planning specifically can be found at [www.wakefield.gov.uk](http://www.wakefield.gov.uk)

The Authority is split into the Chief Executive's Office and five corporate services with responsibilities including:

**Corporate Services** – legal and democratic services, human resources, finance and strategic procurement and e services.

**Neighbourhood Services**–, neighbourhood environment, waste services, parks and public realm, bereavement services, neighbourhood patrollers, ASB, CCTV, environmental health, environmental management, parking, cleaning and catering, transport, building services, markets and facilities management.

**Family Services** – education services, children's services, community care, services of the elderly, adult training centres, mental health services homelessness and youth offending together with numerous other social care activities.

**Regeneration Services** – planning, building control, urban management and economic development, transportation and highways, major projects.

**Culture Services** – access and culture, partnerships and performance, museums and galleries and sport.

##### Special Operations

The Council's minor or major emergency schemes can be activated at any time of the day or night. Under normal circumstances the emergency services will be the notifying organisation and they have a 24-hour ex-directory contact number for the Council's call centre.

The Duty Emergency Manager will determine the level of activation / response from level 3 (information only) through level 2 (standby) to level 1 (activation).

The activation level has two “sub levels” – minor emergency which would be dealt with by the DEM and / or the Emergency Planning staff from the Emergency Planning Office and major emergency which would entail the establishment of the District Emergency Control.

Once the scheme is activated, a cascade call out system is initiated which ensures that the Authority is represented at the incident scene and the Council’s emergency centre is established at County Hall, Wakefield. The Council’s Emergencies Handbook sets out detailed procedures for implementation, together with comprehensive instructions for staff appointed to emergency response posts.

Communications are an essential ingredient of a successful response to an emergency and the following systems are in place:

- Featurenet telephone system with 17 lines in the emergency centre, plus a further three lines in the emergency planning office. In addition, there are 10 lines for use as a helpline or other similar use.
- Satellite phone
- Mobile phones registered as ACCOLC supplement the above.
- The emergency centre is also equipped with four computers with email/internet facility, GIS and also fax.
- At the emergency site the forward control vehicle has email/internet capability, fax, three mobile phones (ACCOLC registered) together with a number of set-to-set mobile short wave radios for on-site communication.

### Roles and Responsibilities

During an emergency, a number of officers are assigned specific posts:

**Duty Emergency Manager (DEM)**, responsible for establishing procedures and ensuring the smooth operation of the District Emergency Control.

**Assistant Duty Emergency Manager (ADEM)**, to assist and deputise for the Duty Emergency Manager

**Site Officer (SO)**, responsible for the deployment and coordination of on-site Council resources in the first instance

**Site Co-ordinator (SC)**, the Corporate Director of the main responding Service who will be responsible for ongoing site resources

**Service Liaison Officers (SLOs)** are representatives from Services who attend District Emergency Control to form the emergency team (tactical level)

**Service Site Representatives (SSRs)** are officers from relevant Services who attend site to supervise and deploy their Service’s resources

**Evacuation Officer (EO)**, is responsible for co-ordinating evacuation procedures and the establishment of rest centres

**Rest Centre Manager (RCM)**, manages a particular rest centre under the control guidance of the EO

**Rest Centre Welfare Officer (RCWO)**, is a representative from Family Services who ensures the wellbeing of evacuees

**Rest Centre Housing Officer (RCHO)** is a representative from Family Services who deals with all housing related matters, both private and public sector, of evacuees. Wakefield and District Housing will also assist in this process.

**Rest Centre Transport Officer (RCTO)**, arranges for all transport needs of the rest centre and liaises with the Site Transport Officer

**Site Transport Officer (STO)**, is responsible for the organisation of all site related transport matters for evacuees, equipment, personnel etc

**Strategic Level Representative (SLR)**, is the Chief Executive or his nominee who attends Strategic (Gold) level meetings

**Admin Co-ordinator (AC)**, is responsible for the efficient operation of systems at the emergency centre, arranges staff rotas etc

**Press Officer (PO)** is responsible for all media and PR activities

**Strategic Recovery Manager (SRM)** – would lead and coordinate the multi-agency recovery phase following a major incident

## Resources

The Emergency Planning Section maintains communications systems (featurenet, satellite, mobiles, computerised etc) for the emergency response together with a supply of beds, sleeping bags and other equipment required at a rest centre. The Forward Control Vehicle with communications systems is maintained by the Emergency Planning Section on behalf of the West Yorkshire Local Authorities.

The provision of other resources is the responsibility of the relevant Service.

## Plans

The Council's Emergencies Handbook contains a number of comprehensive emergency plans, procedures and other documents. These include

- Emergency Contacts
- Check Lists for emergency response staff
- Major Emergency Scheme
- Rest Centres and Evacuation

- Flooding
- Temporary Mortuary
- COMAH
- Utilities and Supplies
- CBRN
- Mutual Aid and Military Assistance
- Public Information and Media Relations
- Voluntary Organisations
- Communications
- Finance and Appeals
- Community Recovery
- Fuel Disruption
- Emergency Plans for each Service

#### 4.6 NATIONAL HEALTH SERVICE

##### **NHS Emergency planning and response to major incidents:**

The purpose of this section is to summarise the main roles and responsibilities of NHS organisations and the Department of Health in planning for and responding to major incidents.

Full details of the NHS's Emergency Planning Guidance 2005 can be found at:

[http://www.dh.gov.uk/PublicationsAndStatistics/Publications/PublicationsPolicyAndGuidance/PublicationsPolicyAndGuidanceArticle/fs/en?CONTENT\\_ID=4121072&chk=yCJURQ](http://www.dh.gov.uk/PublicationsAndStatistics/Publications/PublicationsPolicyAndGuidance/PublicationsPolicyAndGuidanceArticle/fs/en?CONTENT_ID=4121072&chk=yCJURQ)

##### **Summary of roles and responsibilities**

Throughout the document it is assumed that Chief Executives will ensure that these roles and responsibilities are carried out within their NHS organisations and post-holders within organisations to achieve this are therefore generally not specified.

It is recognised that there has to be flexibility in arrangements for representation at the Police strategic 'Gold Controls' e.g. in London, this is through the Regional Director of Health and Social Care. What is critical is that local arrangements are made explicit and that representation at Strategic Controls such as 'Gold' is by post-holders who are empowered to be there.

## Background

Primary Care Trusts (PCT) are responsible for the delivery of the vast majority of current Health Authority functions. Emergency planning which includes the preparation of major incident plans is one of these functions and this is in keeping with the three main roles of PCTs which are to:

- Improve the health of the community
- Secure provision of high quality services
- Integrate health and social care locally.

## NHS Trusts

The first response to major incidents is normally by Ambulance Services NHS Trusts and Acute Trusts who have expertise and training to handle casualties in the immediate aftermath. These mechanisms have operated well for many years with Police, Fire, Local Authority, the voluntary sector and a range of partner agencies involved in local planning groups.

## Primary Care Trusts

The PCT ensure that there are mechanisms to mobilise primary care and community resources at any time in response to a major incident. This may mean taking steps to relieve pressure on receiving hospitals e.g. they may need to discharge patients to the community.

PCTs may need to deal with an influx of patients e.g. those who have minor injuries or who are affected by an environmental exposure such as a toxic plume. PCTs may also need to administer preventive measures such as vaccines or drugs to protect the health of their populations in the event of accidental or deliberate release of hazardous materials or communicable disease outbreak.

## Strategic Health Authorities

The Strategic Health Authority will act as the headquarters of the local NHS response with appropriate arrangements to be able to co-ordinate the response to a widespread incident, or one that significantly threatens NHS capacity in their areas and that these arrangements are set out in explicit local agreements.

## Department of Health - Directorates of Health and Social Care

**Directors of Health and Social Care (DshSC)** are the first point of contact within DH for Chief Executives of Strategic Health Authorities (or their nominees) on operational matters. Arrangements will need to be in place to enable DshSC to be briefed and to establish regional co-ordination of the operational response as the incident dictates.

**Regional Directors of Public Health (RDsPH)** lead the Public Health response involving the public health network.

The Director of Operations acts as a focal point within HQ for the DHSC in support of the Chief Executive of the NHS and works in conjunction with the Chief Medical Officer. This arrangement provides for operational and public health leadership in England according to the nature of the incident. The Department provides upward reporting, cross-government briefing and representation as necessary. It provides national advice and information and liaises with the devolved administrations, other nations and international bodies as appropriate. It also is responsible for obtaining and making available pharmaceutical and vaccine countermeasure stocks.

### **Department of Health – Chief Medical Officer (CMO) and Regional Directors of Public Health**

Working closely with the DH Director of Operations **CMO** will provide national public health leadership in conjunction with **RDsPH** and the internal DH response to the incident, including briefing, cross-government and international activity as required.

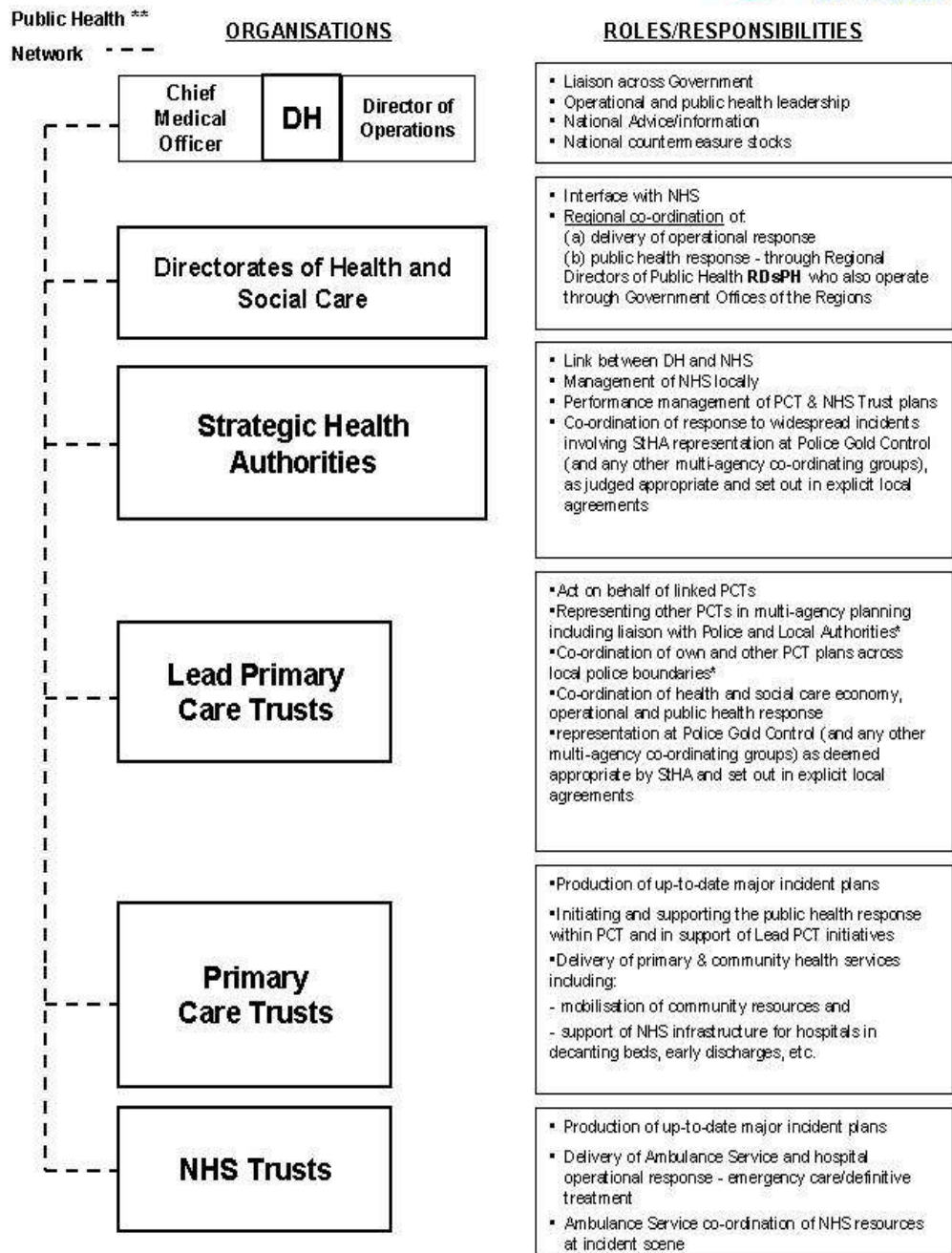
**RDsPH** play a very important role as leaders of the public health networks that should connect with all parts of the NHS. RDsPH have responsibility for health emergency planning within their areas. They are linked to non-NHS agencies at regional level.

### **Department of Health – Health Protection Agency (HPA)**

The Health Protection Agency is an independent body with responsibility for protecting the health and well-being of everyone living in England and Wales. They provide up-to-date, impartial and authoritative advice for government, health professionals and the public. The HPA work at local, regional, national and international levels to reduce the impact of infectious diseases and exposure to chemicals and poisons. The HPA will ensure that there is a rapid response to prevent harm when hazards involving infections, chemicals, poisons or radiation\* occur, and during major emergencies, will help to co-ordinate public health services and offer specialist support.

Fig 3.

**ANNEX A. EMERGENCY PLANNING AND RESPONSE TO MAJOR INCIDENTS: ROLES & RESPONSIBILITIES**



\* In London PCTs are co-terminous with London Boroughs, each of which has its own emergency planning group which the local PCT will attend. Representation @ Police 'Gold Controls' is undertaken by DHSC.

\*\*The proposed **Health Protection Agency** will provide advice and support at local, regional and national levels on chemical, biological and radiological and nuclear incidents

## 4.7 ENVIRONMENT AGENCY

### Role

In the context of emergency response, the Environment Agency has responsibilities for:-

- Monitoring rainfall and river levels to allow forecasting of flood events. The Agency will issue warnings, where a warning system is in place, to those premises at risk of flooding (see section 4.5). An Operations Delivery Team will provide support in a flood event in respect of utilising washlands, maintaining sluices and valves, and sandbagging to protect the integrity of existing flood defences and the agency's assets (not the public).
- Regulation of industrial processes at sites with greatest polluting potential; regulation of all liquid discharges to surface or underground waters; the control of solid waste disposal and transport of Special Wastes; regulation of the disposal of radioactive wastes. In these areas, appropriate Agency staff can provide advice on the specific sites, safe disposal routes, appropriate contractors, etc.

### Organisation

The area of West Yorkshire is within the Agency's North East Region. The Region is sub-divided into Areas and West Yorkshire is wholly within Ridings Area (together with South and East Yorkshire). However, currently (2002) water pollution and flood defence matters for the whole of the River Wharfe catchment are operated by Dales Area, based at York.

### Resources

The Operations Delivery Team is similarly split: for the River Wharfe it will be deployed from York, and for the Rivers Aire and Calder from Leeds. These groups have various earth-moving, digging, etc. plant and equipment.

Within the water pollution function, there is a wide range of equipment to effectively deal with a variety of pollution incident types, although specialist contractors would normally be used in protracted incidents.

## 4.8 YORKSHIRE WATER SERVICE, YWS

### Background

Responsible for the supply and treatment of water for domestic and commercial use.

### Special Operations

All emergency/incident liaison must be via Operations Control.

### **Roles and Responsibilities**

YWS have a 24hr Duty Manager available who would be the first contact in the event of an emergency, unless otherwise informed.

### **Resources**

In the event of an emergency YWS can provide:

- control and diversion of effluent and any repairs to water mains
- control of run-off liquids entering sewers
- adjustment of water supply system to increase the flow of water available to the Fire Service
- provision of scientific support regarding water quality
- provision of digging equipment
- temporary water supplies

## **4.9 FOOD STANDARDS AGENCY**

### **Role and Responsibilities**

Primarily responsible for:

- protecting the public from contaminated foodstuffs
- ensuring alternative food supplies are available
- providing information and advice to the farming community and to the general public
- keeping the media clearly and unequivocally informed of the actions the Ministry is taking to protect consumers and the reasons for such actions
- isolation of animal disease (via the State Veterinary Service)

FSA run their operations from an emergency room at FSA HQ in London and are supported in the regions by Government Offices.

## **4.10 GOVERNMENT OFFICE FOR YORKSHIRE AND THE HUMBER (GOYH)**

The Government Offices (GOs) represent central government in the English regions. In each GO a Regional Resilience Team has been established to improve co-ordination and the flow of information across and between regions, and between local areas and the centre in preparation for an emergency and, if

necessary, in supporting the response to an emergency or subsequent recovery efforts.

### **Role and Responsibilities**

- supporting the local response and providing a channel for the exchange of information between central and local tiers
- monitoring the wider impacts of an emergency;
- supporting the co-ordination of the response where the emergency affects a number of localities within the region; and
- providing support to the Home Office GLO in a terrorist incident where there are significant wider impacts;
- providing local responders with a first port of call for requests for advice or assistance from central government.

There may be exceptional circumstances in which the scale and geographical extent of an incident requires the response and recovery effort to be co-ordinated at a regional level. In these circumstances a Regional Civil Contingencies Committee (RCCC) will be set up and Government Office will provide the secretariat support.

### **Resources**

In an emergency GOYH is involved in coordinating information with Central Government and the Civil Contingencies Secretariat, nominating Government Office senior staff to attend Strategic Co-ordinating Groups (GOLD commands) and providing staff and resources to support whatever emergency is underway.

## **4.11 BRITISH WATERWAYS BOARD**

### **Role and Responsibilities**

Responsible for the following where an incident occurs on British Waterways Board watercourses:

- the recovery of any damaged craft or floating debris
- assistance with the recovery of casualties
- assist with evacuation
- removal of blast material from navigations
- implementation of the Dangerous Substances in Harbour Areas Regulations
- assistance in flood incidents
- control of navigation
- provision of floating craft to recover casualties

- provide early warning and assistance in pollution incidents

### Resources

The Board has 2 floating maintenance craft with lifting facilities (based locally) and an additional 2 heavy floating lifting craft. In addition stocks of water pumps, diggers and labour are also held.

## 4.12 HEALTH PROTECTION AGENCY – Radiation Protection Division

### Role and Responsibilities

Provision of advice to the public and radiation monitoring. For further advice consult the National Arrangements for Incidents involving Radioactivity (NAIR) scheme.

## 4.13 MILITARY

### Military Aid to Civil Authority (MACA)

### Role

With the exception of specific national standing arrangements<sup>1</sup> and the deployment of Liaison Officers the provision of MACA cannot be guaranteed and should not be included in contingency plans. It is guided by 3 principles:

- Military aid should always be the last resort. The use of mutual aid, other agencies and the private sector must be insufficient or unsuitable.
- The Civil Authority lacks the required level of capability and it is unreasonable to expect it to develop one.
- The Civil Authority has a capability, but the need to act is urgent and there is an immediate lack of Civil Authority resources.

### Definitions

#### Military Aid to Civil Authority (MACA)

Military operations in the civilian environment are grouped under the overarching term of MACA. MACA consists of 3 types of military aid:

- Military Aid to the Civil Power (MACP)  
MACP involves assistance by the Armed Forces to the Civil Power (usually the police) in the maintenance of law, order and public safety using specialist capability or equipment (e.g. Explosive Ordnance Disposal). Ministerial authority is required for MACP<sup>2</sup>.

<sup>1</sup> Such as Explosive Ordnance Disposal (EOD) and Search and Rescue (SAR).

<sup>2</sup> The provision of EOD is a standing arrangement between the Home Office and the MOD for which ministerial authority has already been given. EOD support is requested through the police.

- **Military Aid to the Other Government Departments (MAGD)**  
MAGD is the assistance provided by the Armed Forces on urgent work of national importance or in the maintenance of essential supplies and services essential to the life, health and safety of the community (e.g. during the Foot and Mouth disease outbreak). Ministerial authority is required for MAGD.
- **Military Aid to the Civil Community (MACC)**  
MACC is the provision of unarmed military assistance to the civil authorities when they have an urgent need for help to deal with the aftermath of a natural disaster or a major incident; or to sponsors either by carrying out special projects of significant value to the community, or by attaching volunteers full-time for specific projects. MACC arrangements can often be made at a local level and consist of 3 categories of aid:
  - **Category A**  
Assistance in an emergency such as natural disaster where there is immediate danger to life
  - **Category B**  
Routine assistance for projects and events
  - **Category C**  
Individual assistance by volunteers in the social services field

### **Requests**

Requests for military assistance should normally be made in the first instance to Headquarters 15 (North East) Brigade at Imphal Barracks in York, or the Aeronautical Rescue and Co-ordination Centre (ARCC) at RAF Kinloss if Search and Rescue (SAR) Forces are likely to be needed. All forms for military activation are already held by all relative authorities and organisations. If the need for assistance is immediate and life or property is at risk then the nearest military unit may be contacted and if the task is within their capability they are empowered to respond.

Such requests should ideally be passed through the Civil Police or Local Authority Emergency Planning Officers as appropriate. Further details can be found in the HQ 15 (NE) Brigade Contacts List for United Kingdom Operations and Emergencies which is issued biannually to Local Authority Emergency Planning Units in the region.

### **Resources**

The military have resources and skills, which may be available in an emergency. These assets include personnel, plant, vehicles, helicopters, and reconnaissance aircraft.

**4.14 BRITISH TELECOM****Role**

Provide provision of emergency communications, including restoring essential services where infrastructure damage has occurred. BT also engages between the telecommunications industry and the responding agencies on matters of mutual interest.

**4.15 NETWORK RAIL/TRAIN OPERATING COMPANY (TOC)****Background**

The rail industry is responsible for 3 main areas:

- railway network
- railway stations
- trains

Network Rail is responsible for the railway network and major railway stations. Trains are operated by various companies such as GNER and Virgin Trains and these may be collectively referred to as 'Train Operating Companies (TOC's).

**Role****Network Rail:**

- Network Rail is the lead railway organisation for rail accidents and incidents and provides the incident command structure with the Rail Incident Officer (RIO) and Rail Gold cell which would be established in the Route Control Centre in York
- Responsible for the operation of the railway network and Major Stations (e.g. Leeds)
- Responsible for providing technical and safety advice and information for the responding agencies at a rail incident.
- Assist and advise on the establishment of a safe system of work for incidents on railway infrastructure (see note below).
- To gather perishable evidence at the scene of a rail incident (will be undertaken by the Rail Accident Investigation Branch (RAIB) using one of their inspectors or an officially appointed "Accredited Agents" who are rail staff who are appointed to work on behalf of the RAIB until their inspectors can arrive to take over).
- To conduct investigations into incidents on Network Rail infrastructure (this only applies if the incident is below the threshold to warrant an RAIB investigation).

**Train Operating Company (TOC):**

- Responsible for passengers and their families in the aftermath of a rail accident.

- Provide specialist information and advice for any of their trains involved in an accident.
- Liaise with Local Authority / emergency services with regards to the setting up of Rest Centres, Hospital liaison etc.
- Provide response staff, on duty 24hrs a day, throughout the area concerned.

### Resources

- Network Rail brought back track maintenance back in house about 18 months to 2 years ago so the track engineering and repair staff are now directly employed Network Rail staff not contractors staff.
- Network Rail has response staff on duty 24 hrs a day covering the rail network
- Network Rail has access to considerable amounts of engineering equipment, plant and railway infrastructure repair teams with additional equipment available through specialist contractors if required(e.g. Recovery Engineers from English, Welsh and Scottish Railways (EWS))
- Network Rail has considerable numbers of fixed assets including buildings and structures.

All requests for stopping trains, cautioning trains, switching off overhead electrical traction lines and earthing (making safe to touch) overhead electrical traction lines must be made through Network Rail Control.

TOC's have specially trained Rail Incident Care Teams available on call in the event of a major passenger rail accident but, they can also be approached in the event of a non-rail incident for help with travel arrangements for affected families and such like.

## 5.0 TYPES OF EMERGENCY

### 5.1 BOMB THREATS/EXPLOSIONS

Most bomb hoaxes are dealt with by the Police with little or no disruption or need for assistance. Bomb threats which the Police believe should be taken seriously can be depicted in stages of severity. (it should be noted that an incident need not commence at Stage 1.)

Stage 1 - police aware of the possibility of a bomb;

Stage 2 - suspicious package identified;

Stage 3 - either a controlled explosion or the device explodes

#### Stage 1 - Possibility of a Bomb

Where the Police cannot discount the incident as a hoax, they will probably wish to evacuate the public and any shop owners/workers nearby. At this stage the Police may contact the local authority to provide accommodation for those temporarily displaced. The local authority may also be asked to assist with traffic diversions and crowd control barriers. At this stage the Police establish a control point at a safe distance from the suspected area of the bomb.

The local authority co-ordinate the accommodation of evacuees. Transport may also be required and this may involve liaison with the local public transport providers.

The Police may also conduct searches (where necessary utilising shop or office staff to locate any suspicious packages.

#### Stage 2 – Suspected Device Identified

The Police contact the Army Bomb Disposal Team (*Explosive Ordnance Team*), who on arrival will identify whether or not the device is viable. In the event that the local authority has not been contacted in stage 1 the Police will contact the local Emergency Planning Officer.

#### Stage 3 - Bomb Explodes

The *Police* in liaison with the Fire Service secure the area (by introduction of an inner cordon, if appropriate) to assist fire fighting and rescue operations. The maintenance of a security cordon is needed to protect evidence required for criminal proceedings and also to protect the public and other services from the danger posed of a secondary device.

The *Ambulance service* will establish a safe working area in which to triage and treat patients. This may be outside the affected area and is likely to be at a location on or near the inner cordon. Any decision to deploy ambulance or medical staff into the area will be taken on the day by the Ambulance Bronze and/or Ambulance Silver Commander, in consultation with the police and fire

service. Transportation from the scene will be carried out under the YAS Major Incident Procedure, which includes liaison with the receiving hospitals regarding the number and disposition of patients.

The *Health Service* in consultation with YAS receives casualties from the scene and arranges for their treatment and welfare. Many of these survivors may be traumatised and the receiving hospitals will need to liaise with the local authority social services hospital teams for counselling. Assistance in the welfare of displaced people may be provided by voluntary organisations personnel.

The *Local Authority* is likely to respond in three main ways:

- assisting the police and other emergency services in diverting traffic to enable access and egress to the site.
- advising on the structural integrity of buildings following the explosion and, when the Police authorise access to the scene, shoring up buildings and cleaning up the area to enable normality to be re-established.
- providing counselling, transportation and, where necessary, temporary accommodation for those people displaced by the bomb.

#### **Local Agreements and Additional Information**

Kirklees M C, in conjunction with West Yorkshire Police, has developed specific evacuation plans for both Huddersfield and Dewsbury town centres.

Leeds City Council has developed an evacuation plan for the Central Area of Leeds with City & Holbeck Police Division; see Specific Plan 8B in the Council's Emergencies Handbook. This includes the Leeds Alert, a system for alerting major employers in the city centre via e-mail, pager and SMS text messages. Specific evacuation procedures for all council buildings have also been drafted and a Plan has been developed with the bus companies to assist evacuating members of the public from the Central Area.

## **5.2**

### **CHEMICAL INCIDENTS**

This section deals with releases or potential releases of hazardous chemicals into the environment. The number of chemical carriers, stockists and producers within the county heightens the potential for a chemical incident. A number of firms in West Yorkshire manufacture or store hazardous chemicals at a level which has the potential to present a serious threat to the public and the natural environment. These are known as COMAH sites after the Control of Major Accident Hazards Regulations 1999. The Regulations require site operators to have prepared an on-site emergency plan and for the Fire Service to have prepared an off-site emergency plan designed to coordinate a multi-agency response to an accident at the site. At the time of publishing this document there were 15 'Top Tier' COMAH sites in West Yorkshire.

### The Initial Response

The Police are responsible for the co-ordination of the response outside the immediate area of the spillage or leak; for traffic control and diversions; for public announcements (in particular regarding evacuation); and for undertaking casualty identification, as well as facilitating the preservation of the scene for investigative purposes. In particular, the site operator will notify the emergency services and the Police will notify the various statutory bodies, such as: Local Authority Emergency Planning Officer, Environment Agency, Yorkshire Water, FSA, Health and Safety Executive, Health and other agencies. They may arrange for a joint services co-ordinating group to be formed to ascertain the overall situation and future requirements.

In addition to a predetermined attendance, the Fire Service will mobilise a HAZMAT unit with a supporting appliance as well as an officer who carries out the role of a Hazardous Materials adviser.

The role of the Fire Service is to save life and property. In order to carry out this role the Fire Service will:

- Utilise the various marking schemes and other information systems to deal with the incident.
- Liaise with the other emergency services to recover injured persons from the scene of the incident.
- Liaise with on-site chemists to identify the substance(s) involved.
- Protect the surrounding area.
- Prevent dangerous chemicals entering watercourses.
- In the event of a serious incident, establish an "Inner Cordon" in liaison with the police.

### Additional Sources of Information

Chemet (Chemical meteorological) Procedures are a method by which the responding agencies can obtain rapid and detailed advice on the effects of any, released substance. This service is undertaken by the Met Office. The service takes into account the topography of the area, the type of substance, wind speed/direction and cloud height, etc.

*Agrochemicals.* There are a number of registered premises in West Yorkshire which store and/or use pesticides. These premises are subject to a system of self-regulation by the industry also the Fire and Rescue Service Safety Department perform Inspections of these Sites (British Agrochemicals Storage and Inspection Scheme – BASIS). Under the procedures of registration site operators are required to prepare contingency plans for on and off-site spillage and fires. The police hold a list of such premises and where appropriate police plans exist for action at these sites.

*Hazardous substances in transit* - The majority of vehicles used in the transportation of Dangerous Substances are required to be marked in one of the following ways:

- Tankers and tank-carrying vehicles display Hazchem marker boards whilst carrying any dangerous substances within this country. If the vehicle originates from, or is going to somewhere outside of the UK, then international ADR / Kemler markings are required.
- Vehicles carrying certain packaged goods; dependent on the type and the quantity of product, display Orange Rectangular markers to the front and rear.
- Vehicles carrying compressed gases display orange rectangular plates in addition to hazard warning diamonds.
- Vehicles carrying explosives display Orange Rectangular Markers front and rear in addition to which a Hazard warning diamond illustrating an explosion is exhibited.

Certain vehicles which travel abroad or enter this country from abroad may be marked with an orange plate front and rear which may contain a number. These plates are known as *Kemler* labels. The number is the United Nations Identification Number for the substance carried. A second set of numbers also identifies the nature of the hazard. Some tankers and tank-carrying vehicles may display, for a low hazard non UN identified substance, a Hazchem plate, which operates under the 'Black and White' system i.e. white plate with black lettering and hazard warning diamond.

*Hazchem code* - The basic principle of the Hazchem code is to give immediate information to the emergency services on the action to be taken in the first minutes of an incident involving chemicals without the need to refer to text books. The information is conveyed by means of an orange plate displaying the identification number of the chemical, emergency action code, hazard warning diamond and a contact telephone number.

The information required to deal with an incident involving chemicals (Hazchem action code) can be conveniently classified under five headings:

- what fire fighting media is to be used
- what personal protection is required
- is there any risk of a violent reaction with the substance, e.g. explosion
- what are the methods of dealing with spillages - dilute or contain

- is there any major danger to local residents, and the need to consider evacuation.

*Hazardous substances on the highway/public place.* The Fire Service have direct access to information via "AEA Technology, Harwell, Oxfordshire". The fire service has a computer system, called Chemdata, which contains data on thousands of pure chemicals and trade name products. The data includes essential information for emergency response such as physical properties, hazards, containment, Decontamination, basic first aid, protective measures and action in the event of fire.

*Hazardous substances on the rail network.* Network Rail Control will provide the information on what is being carried and what state the wagons are in (i.e. Full, discharged (empty but may contain vapours etc) or purged (cleaned and free of vapours etc)). Network Rail can also confirm the makeup and load of the entire train and will make contact with the operator of the train for specialist advice etc.

### **Control of the Incident**

In the case of a spillage the Police will liaise with the land owner or relevant authority depending on the location of the Incident, such as motorways is the domain of the highway agency or in the case of smaller roads the Local Authorities highways department. the Environment Agency who will advise and give information on the disposal of the substance. If an owner or operator is not present or cannot be found the Fire Service will pursue arrangements for the removal of any such substance.

The Fire Service control access and egress from the immediate scene of the incident or fireground. This control of access to the scene will ensure that safety procedures are followed and will assist in the preservation of the scene. It will also fall upon the fire service personnel to contain the incident and undertake the rescue of casualties.

The Ambulance Service provide for the immediate treatment of casualties and transportation in consultation with the health service to receiving hospitals. The Ambulance Service co-ordinate the health service response to the incident. The Health Authorities have a responsibility to contract with NHS trusts for health care for their local population and chemical contamination may require additional services being contracted in to deal with the long-term health effects. This may involve Public Health doctors and a Consultant in Communicable Disease Control (CCDC) of the Health Protection Agency in both immediate and longer-term assessments of the problem and its outcome.

Public Health Doctors will work closely with hospitals, environmental health and other bodies to collate information on patients attending hospital/GPs and to identify chemicals present in the environment, as well as undertaking special survey work in the localities involved. Health authorities in West Yorkshire have contracted the University Of Newcastle to assist in Chemical Incidents, both in the provision of chemical information and in the, collation of health surveys.

The local authority provides accommodation for persons displaced by the leak. It may also provide assistance in the monitoring of chemical dispersal and advice to the public; undertake work to reduce the pollution to watercourses;

and assist the police in implementing traffic diversions and signposting. The Environment Agency, the local authority and Yorkshire Water may also need to work closely together to safeguard the water supply and aquatic environment.

Where other forms of environment are threatened (Sites of Special Scientific Interest, country parks, woodlands) the local authority in consultation with English Nature undertake to preserve where possible or replace flora and fauna affected by chemical contamination.

### **Local Agreements and Additional Information**

The four district health authorities have a contract with the University of Newcastle to provide toxicology advice and health surveillance. This specialist service is reinforced by the "National Focus" initiative which provides a national chemical advice service based at Cardiff.

Off-site plans for COMAH are prepared by the West Yorkshire Fire and Rescue Service.

Bradford Council has plans in place for its two COMAH sites and other Hazardous Premises.

Calderdale MB has no COMAH sites but has plans for other hazardous sites. The Council also has an agreement with Hoechst UK that they will assist in any chemical incident.

Within, or immediately adjacent and impinging upon, Kirklees MC area there are/will be ten top tier plus four lower tier COMAH sites. The A62 Leeds Road, Huddersfield corridor includes a number of 'domino sites' that have a 36 square kilometre consultation zone which encompasses much of the area to the north east of Huddersfield town centre. There is a specific Hazardous Substances chapter to the Emergency Plan. Two COMAH sites lie outside the District boundary – A.H. Marks and CIBA Chemicals at Bradford. Their consultation zones extend into the Kirklees MC area.

Kirklees MC Environmental Waste Service has trained operatives, with vehicles and container accessibility, for the removal and disposal of chemical spillages, once the products have been declared by experts to be safe for removal.

Leeds City Council has a generic plan for dealing with this type of incident (see Specific Plan 3) as well as the off-site plans for the two sites within Leeds City Council's area Leeds also has plans for the two sites just beyond its boundary.

Wakefield M D C has specific plans in place for the district's COMAH sites.

The Fire Service has an agreement with each of the five districts whereby hazardous chemicals are removed by the council once they have been made safe and stored until they can be removed by the Environment Agency. The Ambulance Service has a plan for dealing with such incidents.

The Fire service has an operational procedure for dealing with such incidents.

### 5.3 CHEMICAL/BIOLOGICAL/RADIOLOGICAL & NUCLEAR INCIDENTS (CBRN)

In the case of an incident involving Chemical, Biological, Radiological or Nuclear (CBRN) it is vital that the multi-agency response is co-ordinated effectively. In order to achieve this the West Yorkshire Emergency Planning Officers' Forum CBRN Sub-group on behalf of the West Yorkshire Resilience Forum has developed a multi-agency "Concept of Operations" (CONOPS). This is a 'high' level guide to facilitate the response to the threat, or actual release of a CBRN material, and is produced to ensure that each organisation understands not only their own specific roles and responsibilities, but also each others. This document does not replace each agencies' own specific response plans but complements and incorporates key aspects from these plans and from national guidance. In addition to clarifying the respective roles, the Concept of Operations also identifies the specialist equipment and resources that are available to assist with the response.

The CBRN Multi-agency CONOPS has primarily been developed to respond to the whole range of incidents that may occur as a result of a deliberate criminal misuse of chemical, biological, radiological or nuclear materials. However, some or all aspects of the CONOPS may also be activated to respond to accidental releases at industrial sites; transport accidents or an outbreak of serious communicable disease.

### 5.4 CRISIS SUPPORT AND WELFARE (INC. REST CENTRES)

#### Background

Crisis support and welfare activities to assist the public in the aftermath of a disaster are usually remote from the scene of the incident; they may be long term projects and include:

- The provision of temporary accommodation
- Counselling and/or interpretation service for the bereaved and the traumatised
- Establishment of a temporary mortuary
- The administration of a disaster appeal fund
- Rebuilding and redevelopment work within the community
- Visits by VIPs

In addition some aspects of the welfare provision may come into force when local authorities may be asked to assist with the reception and support of a large number of refugees arriving into their area, as part of a government sponsored humanitarian evacuation programme (HEP).

## Arrangements

Although the Police (and in some instances the Fire Service) are usually in overall charge of the incident, the local authority has a key role to play in the welfare of victims and relatives during and after a major incident. The Police may in addition provide a Family Liaison Officer in some circumstances, who should work with staff from the local authority's Social Services department also allocated to the family.

## Response – Police

The Police operate the Casualty Bureau using a computerised system for recording and collating details of casualties and people reported as missing.

Details of people involved are forwarded from the scene, Rest/Reception Centres or from 'Hospital Documentation Teams' at the receiving hospitals to the Casualty Bureau. A national telephone number is also published through the media and people are encouraged to contact the Bureau with any reports of relatives or friends missing and believed to be involved in the incident.

The aim of the Bureau is to collate all this information and identify all the casualties involved in the incident. Relatives will then be informed in an appropriate way. Where people have died (or been severely injured) as a result of the incident, 'Family Liaison Officers' will be assigned to work with each family concerned alongside Social Services staff.

## Response – local authority

The local authority may be requested by the Police, or may choose once it is aware of the incident, to provide a wide range of welfare services.

**Rest/reception centres** - Temporary accommodation which may be either a communal reception/rest centre or could be vacant council housing. The type of building used as a reception centre varies from district to district, but includes schools, sports centres, municipal administrative buildings (town halls), theatres, community centres and social services day care centres. The choice of building is at the discretion of the local authority and this information should be transmitted to the Police as soon as possible.

**Counselling** - The local authority may also be needed to provide support and counselling which would be co-ordinated by Social Services. Local authorities have specific plans to ensure that a co-ordinated approach is taken to counselling. Schemes involve immediate support at the scene of a disaster, at rest centres and at the hospitals. Provision is then made for telephone helplines and drop-in centres to be set up which those affected by the disaster can contact. Those deeply affected may require long-term support.

**Disaster Appeal Fund** - The local authorities may well act as the trustees for any subsequent disaster fund. It is important that these appeals be properly constituted and are sponsored by leading organisations in the community. Following the Bradford Fire, efforts have been made to ensure that the generosity of the public is matched by a well managed Disaster Fund.

**Rebuilding and redevelopment work** - Following the initial emergency the rebuilding role falls upon the local authority who will co-ordinate the multi-agency response.

**Mass Fatalities Plan** – The Local Authority makes available such a facility to the Coroner who is assisted by the Police and a pathologist appointed by the Home Office. The arrangements for establishing the facility are contained in the 'Mass Fatalities Plan'. Its purpose is to provide an alternative to the use of existing public mortuaries that are unlikely to have sufficient resources to deal with a sudden influx of additional deaths.

The 'Temporary Mortuary' should not be confused with a 'Body Holding Area'. Both are temporary facilities for the dead, but the Body Holding Area is simply an immediate answer to the problem of where to place bodies removed from the scene of a disaster. It is purely a storage facility located in the immediate vicinity of the incident and requires only privacy, security and a cool temperature.

When appropriate, the bodies will be transferred to the Temporary Mortuary where the formal work of the pathologist and the Identification Commission will take place. The Mortuary will require a properly equipped working area and facilities for a large number of staff working there for several days.

#### **Local Agreements and Additional Information**

Bradford Council will access its Department of Social Services should counselling be required. It has a specific Rest Centre plan, Mortuary plan and a section in the Emergency Management Plan highlighting Disaster Appeal Funds.

Calderdale Council Social Services Crisis Team will provide access to counselling if required.

Kirklees MC has identified and provided training for a number of staff, mainly within Social Services, who have volunteered to provide bereaved family support following a major disaster. It is anticipated that the Police will appoint Family Liaison Officers and will request Local Authority support in pairing off FLO's with trained Council staff to provide appropriate support in the short term. Activation of this support team will be via the Emergency Planning Officer.

Leeds City Council have specific plans for Crisis Support, Rest Centres and Interpretation Services.

## **5.5 DISEASE/HEALTH EMERGENCIES (ANIMAL AND HUMAN)**

This section deals with those emergencies caused by communicable disease such as: Tuberculosis (TB), cholera and rabies. Epidemics or widespread illness could include new viruses, laboratory escapees or even a contamination of a food/water consumable.

### **Response - Human Health**

The Consultant in Communicable Disease Control (CCDC), a Public Health physician employed by the Health Authority, has executive responsibility for surveillance and control of communicable disease affecting humans, whether the disease is notifiable or not. The CCDC is informed at the earliest stage of suspicion of an infectious disease emergency, and co-ordinates a response according to the Health Authority incident plan. Health Authorities have the responsibility and expertise to lead such incidents, but rely on collaborative working with local authorities, Hospital Trusts, Water Companies, Environment Agency, Food Standards Agency, and others in mounting an operational response.

The possibility of a combined problem including trauma, chemical and infective hazards must be considered when managing any incident.

### **The Response - Animal Health**

In the case of animal health the Police liaise closely with the local authority Animal Health Inspector and with DEFRA who have overall responsibility for managing such an outbreak.

Where appropriate the Police may assist the other lead organisations in dealing with issues arising from outbreaks of disease in animals.

### **Local Arrangements and Additional Information**

The local authorities have a statutory duty to monitor animal health and have animal warden services. Each of the authorities has a plan for an outbreak of Rabies. This is a statutory plan and will normally be led by the Environmental Services with Corporate support from the Emergency Planning Unit.

City of Wakefield MDC has comprehensive arrangements for all types of animal health emergencies.

## **5.6 FLOODING**

Flooding can lead to widespread disruption to services and infrastructure, as well as representing a real threat to life and property. Its aftermath may also see the spread of disease and the contamination of homes and businesses.

### **Flood Warning Arrangements**

The current Flood Warning System operated by the Environment Agency became operational on the 12 September 2000 and is based on a system of increasing severity. The Flood Warning Codes and their definitions are as follows:



**Flood Watch:** Flooding of low lying land and roads is expected. Be aware, be prepared, watch out!

**Flood Warning:** Flooding of homes and businesses is expected. Act now!

**Severe Flood Warning:** Severe flooding is expected. There is extreme danger to life and property. Act now!

**All Clear:** Flood Watches or Warnings are no longer in force for this area.

The areas covered by Flood Watches and Flood Warnings are shown in the Environment Agency's Local Flood Plans. The following plans are within West Yorkshire area:

- Calderdale
- Kirklees
- Leeds
- Bradford
- Wakefield

The Environment Agency Provides detailed maps of the areas surrounding the Rivers Aire and Wharfe among others the Environment Agency, North East Region – Local Flood Warning Plan, applies to all rivers and streams in West Yorkshire and is issued to all relevant departments and authorities.

Flood Warning and Severe Flood Warning apply only to statutory main river where the Environment Agency has a forecasting and warning capability. Flood Forecasting is undertaken from the Agency's North East Regional Forecasting Room based in Leeds. Forecasts can be produced from:

- Real-time rain gauge data
- River and/or tidal forecasting
- Flow and/or level data from river catchments
- Weather forecasts from the Met. Office
- Weather Radar
- Rain and snow observer readings
- Storm Tide Forecasting System
- Astronomical tide levels
- Wind and wave forecasts

## The Response

The response of each organisation to flooding is defined in the Flood Defence Emergency Response (FDER) Project Report and the West Yorkshire Flood Planning and Response Working Group CONOPS:

### Environment Agency

The Environment Agency role in a major flooding event is as follows:

Issues Flood Warnings;

Maintenance and operation of vital flood defences.

Monitors water levels and flows, assessing risk and advising the emergency services and local authority.

Checks flood defences and undertake essential repairs and maintenance as necessary, monitors and clears blockages of culverts, and breaches of defences.

Advises the Police on the need to declare a major civil emergency.

Supports the joint response by providing representatives to the various emergency control points.

By local agreement, once it has ensured that its own systems and defences are secure, the Agency supports the Police and Local Authority by providing materials, equipment and manpower, as far as its resources and other duties permit.

### **Police**

At a major flooding event, the Police Service is responsible for:

Co-ordinating the emergency services;

Assisting in the saving of life and protection of property.

Where practicable establish cordons to facilitate the work of other emergency services in the saving of life, the protection of the public and the care of survivors;

Oversee any criminal investigation.

Facilitate inquiries carried out by the responsible accident investigation body.

Process casualty information and have responsibility for identifying and arranging for the removal of the dead.

In the event of the agreed procedures for warning and informing communities at risk not being effective, then, where practicable, assistance will be given.

### **Local Authority**

In major flood situations, local authorities provide an immediate response in order to care for people affected. The precise nature and extent of the response will depend on available resources and local arrangements. Local authorities could provide the following:

Co-ordination of the local authority response and liaison with other organisations, including provision, if required, of a representative to support Police arrangements for co-ordination;

Emergency care including feeding, accommodation and welfare for those who have been evacuated from their homes or those affected by flooding but remaining in their homes;

Emergency transport for personnel, equipment, materials such as sandbags and if, necessary, evacuation.

Information services for liaison with the media on the local authority response and for information to the public, relatives of evacuees etc.

Flood alleviation and recovery – for flood prevention, e.g. clearance of blocked culverts, for dealing with flooded roads and diversions and may also include

other assistance to the public, such as drying-out facilities, and issuing of sandbags.

Emergency environmental health advice for action relating to environmental problems caused by flooding.

Joint emergency co-ordination of non-life threatening floods and of the recovery phase following a flooding incident;

Co-ordination of the voluntary response.

### **Fire and Rescue Service**

The Fire Service role in a major flooding event is as follows:

The saving of life and rescuing trapped persons from fire, wreckage or debris;

The containment and extinguishing of fires and undertaking protective measures to prevent them;

To prevent, contain and make safe spillage or release of chemicals, radioactive materials or other hazardous substances;

To assist the Ambulance Service with casualty handling;

To assist the police with the recovery of bodies;

The provision of monitoring procedures in respect to health and safety of those persons operating within an established inner cordon;

Carrying out essential damage control operations, such as pumping out flood water and salvage works – some fire services charge for such operations;

To assist other relevant agencies, particularly the local authority, to minimise the effects of major flooding on the community.

### **The Ambulance Service**

The primary areas of Ambulance Service responsibility are summarised as follows:

To provide a focal point at the incident, through an ambulance Control Point, for all NHS/medical resources.

The saving of life, in conjunction with other Emergency Services;

The treatment and care of those injured at the scene, either directly or in conjunction with medical personnel;

Either directly or in conjunction with medical personnel, determination of the priority evacuation needs of those injured;

Determining the main "Receiving" hospitals for the receipt of those injured;

Arranging and ensuring the most appropriate means of transporting those injured to the Receiving hospitals;

Ensuring that adequate medical manpower and support equipment resources are available at the scene;

The provision of communications facilities for National Health service resources at the scene;

The restoration to normality at the earliest opportunity.

### **Public Utility Companies**

Public utility companies will:

Secure their services and equipment to ensure continuity of supply;

Repair services disrupted by flood events;

Provide alternative means of power supply during service disruption if life and health risks are identified;  
Advise local authorities and the communications media when disrupted service will be reinstated.

### **British Waterways**

British Waterways' role in a major flooding event is as follows:  
Protecting its own structures, some of which are flood defences;  
On its own navigation system and along with other bodies helps to warn the public using the navigation.  
British Waterways could also provide specialist equipment, materials and other resources as appropriate by local agreement.

### **The Communications Media**

The communications media organisations will:  
Disseminate flood warnings received from the Agency to agreed standards;  
Disseminate updated information during a flood event;  
Disseminate stand-down messages received from the Agency to agreed standards.

### **The General Public**

Members of the general public are advised to:  
Make themselves aware of the action which they should take in the event of flooding if they live or work in an area covered by a flood warning service;  
Avoid putting themselves at risk;  
Move property, including motor vehicles, to higher ground upon receiving a flood warning;  
Stay aware of developing conditions by listening to local radio and/or listening to Floodline.  
Riparian owners and occupiers have particular responsibilities in respect of watercourses, and these are set out in the Environment Agency's publication "Living on the Edge".

### **Local Arrangements and Additional Information**

Further information from the Environment Agency can be found at this link:  
<http://www.environment-agency.gov.uk/subjects/flood/?lang=e>

In West Yorkshire a Flood CONOPS has been produced outlining the actions and response of the various agencies.

Within Calderdale MBC at Mytholmroyd, Hebden Bridge and Todmorden, Sirens can be used to disseminate Flood Warnings. The sirens can be sounded manually on site or remotely via the Environment Agency's Northern Telemetry System from the Area Incident Room in Leeds. Calderdale have a specific section in their Major Peacetime Emergency Plan for Flooding (River Calder). The areas most at risk within Calderdale are parts of Brighouse, Sowerby Bridge, Mytholmroyd, Hebden Bridge and Todmorden.

Kirklees Metropolitan Council has a specific section in their Emergency Plan for Flooding. The areas most at risk within the Kirklees MC area are those areas within close proximity to the River Calder as it passes through Mirfield and Dewsbury.

Wakefield MDC has a specific section in their Emergencies Handbook for Flooding. The areas most at risk within the Wakefield area include Thornes lane Wharfe to Calder Vale and Horbury to Wakefield from the River Calder and Allerton Bywater, Central Castleford, Knottingley, Lock Lane – Castleford, and Ferrybridge from the River Aire.

Bradford MDC has a specific section in their Emergencies Handbook for Flooding. The areas most at risk from the River Wharfe within the Bradford area include Ilkley and Addingham. Other areas at risk from the River Aire include Steeton, Stockbridge, Crossflatts, Bingley, Shipley, Esholt and Apperley Bridge.

Leeds City Council has a specific section within their Emergencies Handbook for River and Beck Flooding. This plan covers areas at risk of flooding from the River Aire and those at risk from the River Wharfe. Areas at risk from the River Aire include; Horsforth, Kirkstall, Burley, Central Leeds, Knostrop, Mickletown and Allerton Bywater. Areas at risk from the River Wharfe include; Otley, Pool in Wharfedale, Collingham and Wetherby.

## 5.7 RADIATION EMERGENCIES

Whilst West Yorkshire has no major sites employing radioactive substances, the Chernobyl incident illustrated that large areas can be contaminated in a radiation emergency. The A1, M62 and M1 are all used to transport radioactive material (both civil and military), as is the county's rail network.

### Arrangements

The management of information in a radiation emergency is contained in the West Yorkshire Public Information in Radiation Emergencies (WYPIRE) document.

Various plans and monitoring procedures exist to cover these eventualities.

- NAIR Scheme (National Arrangement for Incidents involving Radiation)
- IFTFEP Scheme (Irradiated Fuel Transport Flask Emergency Plan)
- NRP (National Response Plan)
- RIMNET (Radioactive Incident Monitoring Network)

- LARRMAC (Local Authorities Radiation and Radioactivity Monitoring Advice Collection Centre), represented locally by YAHPAC (Yorkshire and Humberside Pollution Advisory Council)

In the event of an incident Police action in the first instance will be to activate the NAIR Scheme.

### The Response

The NAIR scheme is in 2 stages:

- Stage 1 - Assistance is provided by a radiation expert who, with the aid of monitoring, equipment, is able to assess the hazard and then advise the Police of the appropriate action which is required. Within West Yorkshire, Leeds General Infirmary & Bradford Royal Infirmary have been identified as receiving hospitals to assist in a radiation emergency.
- Stage 2 - This level of assistance is provided from all major nuclear establishments throughout the United Kingdom and is intended to provide more extensive resources for handling an incident.

Reference should also be made to the West Yorkshire Public Information for Radiation Emergencies (WYPIRE) Plan which is also likely to be invoked.

Police action is threefold:

- To alert other emergency services and public bodies
- To alert and notify the public
- To co-ordinate the arrangements for establishing an Advisory Group and Media response.

#### Local Arrangements and Additional Information

Kirklees MC has a specific Radiation Section in the Emergency Plan.

Bradford Council also has a Radioactive Hazards Plan within the Emergencies Handbook.

The Ambulance Service has a plan for dealing with such incidents.

## 5.8

### SEVERE WEATHER

## Background

Severe Weather Warnings issued by the Met Office are received directly by the Police, the Fire Service and Local Authorities. In West Yorkshire, the Fire Service then fax these to the ambulance service and other bodies.

## Arrangements

During the winter months the police supply weather reports at 0700 and 1600 hours daily to the Manchester Met Office plus weather situation reports from exposed locations, such as Windyhill, M1 and A1. The Weather Centre reciprocates by supplying to the emergency services a two tier system of Severe Weather Warnings.

- EARLY

Early Warnings of Severe Weather events likely to result in widespread disruption and/or present danger to life. These are issued from Bracknell, Berkshire, up to 5 days in advance.

- FLASH

Flash Message of Severe Weather likely to result in considerable inconvenience to a large number of people and/or present a danger to life. These are issued from the Manchester Weather Centre 0 to 6 hours in advance.

- SEVERE WEATHER WATCH

From 1 November 2000 the 'Weather Watch' was replaced with a new 'Severe Weather Watch', however this will not be a frequently used option.

The criteria for early and flash warnings are severe weather conditions of:

- Gales/storms
- Snow/blizzards/drifts
- Heavy rain
- Dense fog
- Frost/widespread icy roads
- Heat wave
- Motoring warnings

Warnings of hazardous conditions (less stringent than severe weather) are also issued by the Met Office. The prime concern is of adverse weather conditions affecting, road traffic. These warnings are also issued 0 to 6 hours in advance.

## Response

In a Severe Weather Emergency extensive liaison may be needed between the Police and the local authority to co-ordinate:

- media broadcasts
- public information
- clearance of damage and drainage works
- local authority Building Surveyors (Building Control) and in liaison with them to arrange for specialist contractors for dangerous structures.
- Specialist equipment (4x4 vehicles, boats, gritters, snow clearance)
- Evacuation and the provision by the local authority of a reception centre for evacuees
- Security of property
- Diversionary traffic routes and road closures in conjunction with the local authority
- Notification/liaison with the utilities
- Local Authority Environmental Health Officers
- Local authority Social Services and Voluntary Organisations
- Joint services/agencies co-ordinating group meetings
- Specific flood, snow, "cold snap" plans

### Local Agreements and Additional Information

Bradford M D C has a specific plan for Severe Weather.

Leeds City Council have three specific plans for a severe weather emergency:

a) Severe Weather Plan (Specific Plan 17) for dealing with snow and severe gales.

b) 'Cold Snap' Plan (Specific Plan 4), sets-out arrangements for ascertaining council tenants who may be without water or heating as a result of burst pipes in a prolonged frozen spell. Schools and other public buildings are opened up to provide hot water, cooking facilities and warm areas to sit.

c) Severe Weather Public Transport Co-ordination plan, is an agreed procedure with the bus and rail companies to ensure that, during severe weather disruptions, passengers who normally use trains or buses have good access to up-to-the-minute information on their alternative travel options. It aims to make available comfortable accommodation for passengers who are stranded and cannot get home, and provides them with appropriate information.

Kirklees MC has a specific section in the Emergency Plan for severe weather warnings. The Council receives weather warnings by fax and e-mail from the National & Regional Meteorological Offices 24 hours a day, 365 days a year. In addition to graduated warnings circulated internally to front-line services, there is provision for staff information to be disseminated and, in the worst case scenario for staff to be offered shelter overnight in selected Council buildings, separate from public rest centres.

City of Wakefield MDC has arrangements for disseminating weather warnings throughout the authority. The response to a severe weather incident would be determined by specific events.

The Ambulance Service has a plan for dealing with such incidents.

## 5.9 TRANSPORTATION ACCIDENTS

### Road/motorways

The Police hold a specific action plan in respect of an incident on the Motorway network in West Yorkshire which includes contingencies which the Fire and Ambulance services will also activate. The plan has activation criteria and aide memoirs for the roles key officers will play.

### Rail

British Transport Police have jurisdiction on the rail network which extends to all Network Rail property including sidings, embankments and station approaches. In the event of a large scale or major incident on the rail network agreement will be reached between the local Police and the BTP about the division of responsibilities to manage the incident, if beyond the resources of BTP alone.

Information on dangerous goods carried on the rail network (if the train crews are not available or unable to advise) can be obtained via Network Rail's Total Operations Processing System - T.O.P.S.

T.O.P.S is a computer system which can identify:

- Train formation details.
- Where wagons containing dangerous (and non dangerous) goods are located either on trains or in sidings.
- Specific dangerous goods carried by a UN number on each wagon or container.
- Specialist advice for each consignment.

**Air**

Tunnels present a particular problem and many railway tunnels pass under densely populated areas, which carry both passenger and freight traffic. Local contingency plans exist for such tunnels which are made in liaison with the relevant local authority.

The Fire Service has contingency plans for rail and tunnel accidents.

A detailed Contingency Plan exists an incident occurring at Leeds Bradford International Airport including and air crash. In addition all individual responding agencies have their own detailed plans which complement this plan. In accordance with Civic Aviation Authority requirements this plan is regularly tested. Furthermore where a civil aircraft has crashed and death, serious injury or substantial damage to the aircraft has resulted, then the Department of Transport's Air Accident Investigation Branch (AAIB) will be informed, who may subsequently attend and conduct an enquiry.

Guidance for Police action in response to air accidents, including low flying, balloons, kites, airships, dropping persons or articles from aircraft, etc. is contained in a Home Office Booklet "Police and Aircraft - A Guide to Procedures".

**Inland Waterways**

The Merchant Shipping (Passenger Counting and Recording Systems) Regulations 1990 requires operators of pleasure trip boats to record the number of passengers on and off such vessels, and to leave the records at a place where emergency services have access to the information.

Within West Yorkshire there are nine vessels operating upon the rivers and canals to which these regulations apply (i.e. vessels which carry over 12 passengers). In most cases they pass through more than one Police Division on their authorised routes.

The responsibility for search and rescue in relation to inland waterways lies with the fire and rescue service. The lead agency specified in the Merchant Shipping (Co-operation with Search & Rescue Services) Regulations, 1998, is the Maritime and Coastguard Agency (MCA).

West Yorkshire Police maintains an "Underwater Search Unit" for the purposes of preventing and detecting marine crimes, searching waterways (including sewers and drains) for missing persons or property and securing evidence in major enquiries.

**Local Agreements and Additional Information**

Leeds City Council has an Aircraft Accident Plan (Specific Plan 1).

The M62 motorway runs along the northern boundary line for Kirklees. From Junction 23 at Outlane to Junction 22 at Rockingstones, the M62 has the longest, highest stretch of motorway in England, reaching approximately 1200 feet above sea level. Specific information about motorway evacuation

procedures is included within the Kirklees MC Emergency Plan Evacuation Section.

The trans-Pennine Leeds to Manchester railway line passes along the Colne valley and through the three miles long Standedge tunnel between Marsden and Diggle. The railway tunnel runs parallel to a disused twin bore tunnel and the newly re-opened canal tunnel, all of which have internal link passages. In addition to local authority boundaries between Kirklees/Oldham, there are emergency service boundaries between West Yorkshire and Greater Manchester Ambulance, Fire and Police services.

The Bradford area has a small grassed airstrip at Black moor between Cullingworth and Oxenholme. Major international airlines to/from Leeds/Bradford; Manchester; London and Europe over-fly a beacon at Pole Hill en route to the USA/Canada.

The Huddersfield narrow canal has been re-opened between Standedge tunnel and Aspley Basin, linking to the Broad Canal and The Calder Canal at Cooper Bridge for Brighouse and Wakefield.

## 5.10 UTILITY FAILURES

In the event of a major utility failure, causing a significant loss of supply to large areas, assistance may be requested by the utilities directly or by West Yorkshire Police. There is now a number of different companies supplying/selling gas – e.g. YEDL now supply/sell both gas and electricity. However, Transco has sole control of the pipelines through which the gas passes to the consumer.

### Telecommunications

In the event of a British Telecom failure in the network, the Police will liaise with BT Emergency Planning Team and endeavour to maintain contact between the emergency services and co-ordinate the actions of local authorities and voluntary agencies (RAYNET Radio Amateurs Emergency Network).

If practicable officers with personal radios will be directed to staff strategic radio junctions, or existing telephone boxes in strategic areas, to relay emergency requests and liaise with local press and radio to assist in public notification of the situation.

### Water

Types of emergencies for both clean water and Waste water:

- Equipment Failure
- Drinking Water Inspectorate notifiable incident
- Human safety, injury or death
- Impounding reservoir safety
- Media attention

- Political or public reaction
- Raw water quality
- Security incident
- Treated water quality
- Treated water quality (Customer Contacts)
- Unplanned interruptions to supply (DG3)

### Arrangements

YW has considered the potential value that pre-developed emergency procedures would add to the response to the three incident classifications. This assessment has taken account of:

- procedures already in existence
- the effort involved in developing such procedures
- the likelihood of the events occurring at all
- the time-scale within which a response would be required

### Incident classifications:

- Incidents are fairly frequent events that are dealt with at a local level. The response to incidents is well understood and defined by existing operating procedures and protocols. Dedicated emergency procedures are therefore not considered appropriate for incidents.
- Significant incidents require the reorganisation of priorities at a functional level within the Business Units. This often requires the mobilisation of support services. The management of such incidents represents a less routine activity at a local level. Although significant incidents are not frequent, the risk that they pose, demand the development of emergency procedures at generic and local levels. See listings above.
- Emergencies are seen as an escalation of significant incidents, which differ only in terms of their scale and impact. As such, the development of dedicated emergency procedures to manage such events is considered inappropriate. In the event of an emergency, the significant incident emergency procedures would be used to formulate the initial response and the same incident management structure would be implemented. The emergency procedures and resources requirements would subsequently be reviewed and modified to address the developing requirements of the emergency and associated response.

Incident management structures have been developed to deal with specific types of crises but with the capacity to be adapted to a range of scenarios. The

crisis management structure will allow for the ongoing management of normal business, whilst a dedicated team address the longer term response to the crisis. The rarity of crises precludes the maintenance of detailed emergency procedures.

The company policy is therefore to focus the development of emergency procedures around the response to significant incidents. Such a policy requires the consideration of significant incidents affecting the Water and Waste Water Business Units and supporting functions.

### The Response

Generic and specific plans are in place to deal with significant incidents listed above.

#### Local Agreements and Additional Information

Local authority joint arrangement plans have been developed. The local Consultant in Communicable Disease Control needs to be contacted in order to advise and monitor public health issues which might arise from cuts to the water supply.

### Electricity

CE Electric UK (the Electricity Distribution Company covering the geographic area from North Derbyshire up to North Northumbria) activates its emergency procedures in the event of a "major loss of supply". This indicates that large scale prolonged problems have occurred (in excess of 20 thousand customers will experience a power failure for more than 3 hours). In general, 96% of customers have their power restored within 3 hours therefore major losses of supply are infrequent events.

Severe weather conditions (snow and ice, lightning, high winds) are the most likely cause, but in many cases power supplies can be rapidly re-routed to primary or lower tier sub-stations.

Broadly speaking, CE Electric UK would need assistance in two circumstances:

- When severe weather makes the restoration of supplies difficult and Local Authority assistance is required for snow clearance on blocked roads.
- Where the loss of supply is likely to last more than 24 hours and CE Electric UK feel that they are unable to deal with the needs of a large number of people, they would like support from the Local Authority for the vulnerable (in the form of food, heating, etc).

Following a major loss of supply, CE Electric UK will provide details of the affected area, the estimated time scale of the power loss and any other relevant information to the Local Authority. Alternatively, the Local Authority can contact the CE Electric UK Customer Call Centre (using restricted telephone numbers) to receive updates on the status of emergencies.

## Gas

It is unlikely that any of the companies that supply gas will be involved in an emergency situation that would require the mobilisation of any resources from Local Authorities.

It is probable that if a gas emergency situation does arise it will be the responsibility of Northern Gas Networks and United Utilities, and will in all probability arise from: -

- A major loss of gas supply (if not caused by a major gas leak, the Local Authority may be asked to identify vulnerable persons, or premises which may contain persons at risk, who could be adversely affected by a prolonged loss of gas supply).
- A major gas leak (if a major gas leak occurs with the resultant need to evacuate inhabitants from the immediate area, the local authority may be asked to assist the inhabitants from the immediate area, the local authority may be asked to assist with the evacuation and to provide temporary accommodation for the evacuees).
- A major gas explosion (if a major gas explosion occurs with the resultant need to evacuate inhabitants from the immediate area, the local authority may be asked to assist with the evacuation and provide accommodation for the evacuees).
- A leak or explosion involving a "Major Accident Hazard Pipeline" as described in the West Yorkshire plan prepared under statutory obligations by the WYF&RS.

### Local Agreements and Additional Information

The Local Authorities have agreements with the private utilities that they will automatically contact the council in question, in the event of a major service failure (MSF).

Kirklees MC and City of Wakefield MDC have a section of the Emergency Plan dealing with major utility failures.

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## **APPENDIX A**

# **VOLUNTARY ORGANISATIONS**

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## 1. Introduction

This plan addresses the requirements surrounding requests for assistance by Category 1 Responders from the Voluntary Organisations during and after a major incident, as defined by the Civil Contingencies Act 2004, in conjunction with Category 2 responders as and where necessary.

This document does not attempt to include demands likely to be made by the NHS Trusts on Voluntary Organisations in the course of a major incident. Neither does it cover any other separate agreement entered into between any Voluntary Organisation and any other organisation or responder or individuals not connected with the organisations referred to in this document.

### 1.1 Definition of a Major Emergency

For the purposes of this plan a major emergency, as defined by the Civil Contingencies Act 2004, is as follows:

An 'emergency' means an event or situation which threatens serious damage to

- Human welfare in a place in the United Kingdom, or
- The environment in a place in the United Kingdom, or
- War or terrorism, which threatens serious damage to the security of the United Kingdom

For the purposes of the Act an event or situation threatens damage to human welfare only if it involves, causes or may cause -

- Loss of human life,
- Human illness or injury,
- Homelessness,
- Damage to property,
- Disruption of a supply of money, food, water, energy or fuel,
- Disruption of an electronic or other system of communication,
- Disruption of facilities for transport, or
- Disruption of services relating to health

An event or situation threatens damage to the environment only if it involves, causes or may cause -

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

### 1.2 Definition of a Category 1 Responder

The definition of a Category 1 Responder is contained in Part 1, Schedule 1 of the Civil Contingencies Act 2004. In relation to the West Yorkshire area the Category 1 responding agencies are as follows:

- All West Yorkshire Local Authorities
- Emergency Services
  - West Yorkshire Police
  - British Transport Police
  - West Yorkshire Metropolitan
  - Ambulance Service
  - West Yorkshire Fire and Rescue Service
- Health Services
  - Health Protection Agency
  - West Yorkshire NHS Acute Trusts
  - West Yorkshire Primary Care Trusts
  - West Yorkshire Foundation Trusts
  - Port Health Authorities
- The Environment Agency

### **1.3 Definition of a Voluntary Organisation**

For the purposes of this plan the definition of a Voluntary Organisation is as follows:

Bodies, other than public or local authorities, whose activities are not carried on for profit.<sup>1</sup>

The role of a voluntary organisation, generally, is to provide support to the Category 1 and 2 responders, as required. Under no circumstances will a member of a voluntary organisation be requested or required to undertake work which they are not qualified, competent or willing to perform. It is the responsibility of the individual organisations to ensure that their members are appropriately qualified or trained.

### **1.4 Equality and Diversity Statement**

The Organisations represented on the West Yorkshire Emergency Planning Officers Forum are committed to the principles of equality and diversity. Those organisations aim to provide support and assistance to all members of the community before, during and after a major incident embracing these general principles.

## **2. Aims and Objectives**

### **2.1 Aim**

The aim of this plan is to establish a framework to facilitate cooperation and effective working relations between Category 1 & 2 Responders and the Voluntary Sector within the requirements of the Civil Contingencies Act 2004.

## **2.2 Objectives**

This document provides a planning framework which will:

- Outline the resources and services which may be provided by the Voluntary Organisations
- Predict the type of requests likely to be made and the most appropriate organisation to fulfil those requests
- Provide a call out and notification procedure

## **3. The three phases of an emergency**

Major incidents generally fall into three phases as indicated in the Home Office publication 'Responding to Emergencies'<sup>ii</sup>.

It should be understood that assistance may be initially requested from any voluntary organisation at any stage of the response and will not necessarily be at the outset of the incident. In summary the phases are:

### **Phase 1 The Initial Response**

In the initial response, where rescue of victims is being undertaken and there may still be a risk to the general public, the emergency services are most likely to make requests to the Voluntary Sector.

### **Phase 2 Short and Medium Term Response**

In the second phase, as the focus moves on to caring for those who have survived or been affected by the incident, it is likely that the request will be made by the Local Authority in whose area the incident occurred. Where there are two or more Local Authority areas affected there will be a coordinated approach and one point of contact for the Voluntary Organisations.

### **Phase 3 Long Term Response**

Long-term support for victims of a major disaster will be shared between the local authority and the voluntary sector.

## **4. Call out Procedures**

### **4.1 Notification**

In order to maintain a coordinated approach the call out notification will be by either:

- The Local Authority Emergency Planning Officer, or his/her representative, in consultation with the Incident Commander, or
- In exceptional circumstances, directly by the Incident Commander in consultation with the Local Authority Emergency Planning Officer.

In the case of Search and Rescue organisations the single point of contact will remain the Police unless specifically delegated by them.

#### **4.2 The Voluntary Organisations**

Representative will be given the name and details of the Incident Commander (at the site) or Principal Contact (at the Rest/Reception Centre) and will be given instructions on where, when and to whom to report.

An agreed format for callout notification can be found at Appendix F

#### **4.3 Responsibilities to Vulnerable Persons Procedures**

The Principal Contact will arrange an initial briefing with the Voluntary Organisations Representatives which will include relevant Health and Safety information and personal working procedures.

Wherever possible, staff will be advised to work in pairs, unless and until their CRB Checks are verified. Voluntary Organisations will be asked to advise, where possible, which staff are CRB checked.

#### **4.4 Definition - Incident Commander**

The incident commander is the person who has overall responsibility for determining tactics and resource management at the site of the incident. At a major incident this is generally the Police tactical (Silver) Incident Commander but, in terms of voluntary organisations response, may be any of the Category 1 responders involved in the incident and will be dictated by the incident circumstances.

#### **4.5 Identification Badges**

The Voluntary Organisations' members will be expected to produce their organisation's identification card or badge and must ensure, where practicable, that this is visible at all times. Those members of voluntary organisation who have been issued with protective clothing or a uniform should ensure that these are worn at all times during their involvement in

the response.

## **5. Command and Control Structure**

### **5.1 Management and Coordination Arrangements**

Representatives from the Voluntary Organisations, called out to assist, will work under the direction of the service which requested their help.

The Voluntary Organisations will be responsible for management and supervision of all their organisation's staff involved in the response. The Voluntary Organisations Principal Representative will agree with the Principal Contact<sup>iii</sup> the resources required to meet the specific need.

### **5.2 Arrangements for scaling up or down in response to need.**

Voluntary Organisations' resource requirements may need to be adjusted at different times during the response. Accordingly, Voluntary Organisations Principal Representative may be required to increase or decrease the number of staff in attendance at the request of the supervising Site Officer.

### **5.3 Winding up arrangements and debriefs**

Winding up arrangements will be determined by the Principal Contact Officer from the requesting organisation who will advise the Voluntary Organisations representative, as soon as possible, when their involvement is no longer judged to be necessary.

Debrief arrangements will be dictated by the individual circumstances of the incident, however, all organisations will be encouraged to hold an internal debriefing once their involvement has ceased.

In certain circumstances a multi-agency debrief may be appropriate. Where this takes place voluntary organisations will be invited to attend and/or contribute.

During protracted incidents regular briefings and debriefings will be held, as appropriate, but particularly during shift changes.

## **6. Media contact procedures for Voluntary Organisations' staff**

It is important at a major incident that all media contact is coordinated through the Incident Commander (at the incident ground) or Emergency Planning Officer, or his representative, at Rest or Reception Centres etc. In West Yorkshire, media issues are governed by the West Yorkshire Emergency Media Protocol and all Voluntary Organisations will be required to adhere to the provision of that protocol throughout the duration

of the response. (See Appendix G)

## **7. Training and Validation**

Voluntary Organisations will be encouraged to attend or undertake training with, or in regard to, the Category 1 responders. The Category 1 responders will have regard to the Voluntary Organisations when planning training and exercises.

## **8. Voluntary Organisations**

### **8.1 Specific Organisations Roles and Responsibilities**

#### **8.1.1 General Requirements of the Voluntary Organisations**

Each Voluntary Organisation should ensure that it has appropriate plans and procedures to coordinate its members and resources in support of the Category 1 responders during a major incident.

Each Voluntary Organisation should provide a point of contact for call out before and liaison throughout a major incident.

Voluntary Organisations should be prepared to provide a representative, as a liaison officer, at the relevant Control or Coordination centre, if requested.

All Organisations should protect the welfare and health and safety of their members at all times during and after the response to a major incident. Welfare, health and safety should be an integral part of training carried out by Voluntary Organisations.

For specific resources details see 8.2. However, a general summary of the services provided for each organisation are listed below.

#### **8.1.2 St John Ambulance**

St. John Ambulance is able to provide teams of trained personnel for duties both at or near the scene of a major incident and in support roles at hospitals, Reception Centres and Rest Centres as well as Adverse weather support. St John can also provide specialist equipment and crews such as equipped Ambulance, 4-wheeled drive vehicles and mobile catering facilities.

#### **8.1.3 British Red Cross**

BRCS in West Yorkshire support the Category 1 Responders by providing volunteers who are trained in general welfare and First Aid. This support includes transport and escort for non-emergency casualties, evacuees or

relatives, befriending by skilled volunteers and international tracing and messaging services. BRCS can also provide a cosmetic camouflage service (on referral from GPs and consultants). All volunteers have specialist skills relating to the community service they regularly deliver, and are trained to assist with general rest centre support.

In addition, the BRCS provide The Fire Victim Support Vehicle and volunteers and can provide assistance, under separate cover, with setting up and management of appeal funds (Appendix D). [www.redcross.org.uk](http://www.redcross.org.uk)

#### **8.1.4 Salvation Army**

In addition to the provision of premises for Rest and Reception Centres, The Salvation Army can also offer uniformed personnel for assistance with practical tasks such as

- General support at Reception and Rest Centres;
- Provision of light refreshment and/or assistance in the provision of meals and other welfare related functions;
- The provision of clothing, furniture and household items, where available;
- Offer counselling and support to victims, their families and others involved in the incident regardless of religious faith.
- Psychological welfare

The Salvation Army has 2 hostels in West Yorkshire and is part of the Faith Communities' response to major incidents.

#### **8.1.5 Search and Rescue**

The responsibility for the co-ordination of land-based and inland waters Search and Rescue rests with the Police and each Search and Rescue team is responsible to, and works under the authority of, the Police Service<sup>iv</sup>. Search and Rescue Teams have detailed knowledge of their primary areas of operation but are able to work elsewhere as required.

#### **8.1.6 RAYNET**

RAYNET is a voluntary organisation with members throughout Britain. The members are organised into local groups and provide emergency radio communications facilities for various organisations at the request of a user service as defined in the Amateur Radio Full License Terms (which includes any Category 1 or 2 responder or other relevant voluntary organisation) <http://www.raynet-uk.net/main/index.asp>

#### **8.1.7 The Faith Communities**

The Churches offer support to people of all denominations and the Church involvement is covered in detail under the West Yorkshire Churches Major Incident Plan.

#### **8.1.8 WRVS**

Members of the WRVS are volunteers who are able to provide support at Rest and Reception Centres and welfare services to Category 1 responders, victims of disaster, and the relatives of such victims. A number of WRVS personnel have catering and administrative skills which could be used in a supporting role during a major incident.

[www.wrvs.org.uk](http://www.wrvs.org.uk)

#### **8.1.9 Samaritans**

The Samaritans provide confidential emotional support for people in personal crisis through their 24-hour telephone service. See contacts (Appendix A).

#### **8.1.10 CRUSE**

Cruse Bereavement Care is the largest bereavement organisation of its type in the United Kingdom. It offers help to anyone who has been bereaved, whatever their age, nationality or beliefs.

#### **8.1.11 Citizens Advice Bureau (CAB)**

The CAB's function is to advise the public of the availability of help and the means of obtaining that help. If required, the CAB can set up a satellite Bureau, in a suitable location, to give advice within easy reach of those affected by a major incident. Staff working in this Bureau will be aware of the normal arrangements for dealing with personal crises but will need to be kept informed by the Local Authority and other agencies of any special arrangements being made for handling that particular major incident.

#### **8.1.12 RSPCA**

The RSPCA covers the whole range of animal protection. It employs veterinary experts and consultants in the care and treatment of farm livestock, wildlife, domestic pets and animals used in research and may be involved in the handling and carriage of animals and the emergency humane destruction of animals, as appropriate.

#### **8.1.13 Victim Support**

Victim Support is a national registered charity that supports victims of crime and raises awareness of the effects of crime and the rights of victims

of crime. Through its work Victim Support has developed much experience and knowledge which could be of benefit in a major incident.

## 8.2 Specific Resources

	Staff	Equipment	Specific Expertise	Est. Response time (hours)	24 hour contact
<b>British Red Cross Society</b>	30 West Yorkshire  (200 North, South Yorkshire & Humber)	<ul style="list-style-type: none"> <li>• Fire Victim Support Vehicle</li> <li>• 2 x minibus</li> <li>• Mutual aid (neighboring counties)</li> </ul>	<ul style="list-style-type: none"> <li>• First Aid</li> <li>• Transport &amp; escort</li> <li>• Rest Centre Support</li> <li>• Welfare support</li> <li>• Tracing &amp; Messaging</li> </ul>	2	<b>Yes</b>
<b>Calder Valley Search &amp; Rescue</b>	45	<ul style="list-style-type: none"> <li>• Land Rover</li> <li>• Command control vehicle</li> <li>• Life Saving medical equipment</li> <li>• Rescue Base</li> </ul>	<ul style="list-style-type: none"> <li>• Search &amp; Rescue</li> <li>• First Aid</li> <li>• 2 x doctors</li> <li>• 3 x paramedics</li> <li>• 1 x EMT</li> </ul>	15 minutes (1 hour full team)	<b>Yes</b>
<b>Holme Valley Search &amp; Rescue</b>	40	<ul style="list-style-type: none"> <li>• 2x Ambulances (1 4x4)</li> <li>• Radio communications</li> </ul>	<ul style="list-style-type: none"> <li>• Search &amp; Rescue (from height)</li> <li>• Casualty Care</li> </ul>	30 minutes	<b>Yes</b>
<b>RAYNET (Keighley)</b>	40	<ul style="list-style-type: none"> <li>• 10x 4x4 vehicles</li> </ul>	<ul style="list-style-type: none"> <li>• Radio communications</li> </ul>	1	<b>Yes</b>
<b>RAYNET (Calderdale)</b>	18	<ul style="list-style-type: none"> <li>• 8x mobile outstations</li> <li>• 1x Control Station</li> </ul>	<ul style="list-style-type: none"> <li>• Radio communications</li> </ul>	3 hours full deployment	<b>Yes</b>
<b>RAYNET (Leeds)</b>	20	<ul style="list-style-type: none"> <li>• Group equipment</li> </ul>	<ul style="list-style-type: none"> <li>• Radio communications</li> </ul>	2 hours full deployment	<b>Yes</b>
<b>Salvation Army</b>	Not specified	<ul style="list-style-type: none"> <li>• 2x Hostels</li> <li>• 30 x Halls</li> <li>• Minibuses</li> </ul>	<ul style="list-style-type: none"> <li>• Refreshments</li> <li>• Counselling</li> <li>• General welfare</li> </ul>	2	<b>Yes</b>

			<ul style="list-style-type: none"> <li>• Blankets / clothing</li> </ul>		
<b>St John Ambulance</b>	500 Plus Mutual Aid with adjoining St John Counties	<ul style="list-style-type: none"> <li>• 6x 4x4 response vehicles</li> <li>• 5x mobile first aid units</li> <li>• Radio Communications</li> <li>• 6x front-line ambulances</li> <li>• 2x inflatable shelters</li> <li>• 1x catering trailer</li> </ul>	<ul style="list-style-type: none"> <li>• First aid</li> <li>• Transport</li> <li>• Catering</li> </ul>	1	<b>Yes</b>
<b>West Yorkshire Churches</b>	100+	<ul style="list-style-type: none"> <li>• Vehicles (not specified)</li> <li>• Buildings / halls</li> </ul>	<ul style="list-style-type: none"> <li>• Church ministry</li> <li>• Pastoral care</li> <li>• General welfare</li> </ul>	1	<b>No</b>
<b>WRVS</b>	150	<ul style="list-style-type: none"> <li>• Hot water boilers and pump pots/flasks</li> </ul>	<ul style="list-style-type: none"> <li>• Rest Centre staffing and management</li> <li>• General welfare and catering</li> </ul>	1	<b>Yes</b>

**8.3 General Resource Availability Matrix**

Organisation	Feeding	Welfare ('Tea & Sympathy')	Rest centre / admin support	First aid	Transport	Comms	S&R
British Red Cross Society		*	*	*	*		
Calder Valley Search & Rescue				*			*
Holme Valley Search & Rescue				*			*
RAYNET (Keighley)						*	
RAYNET (Calderdale)						*	
RAYNET (Leeds)						*	
Salvation Army	*	*	*				
St John Ambulance	*			*	*		
West Yorkshire Churches		*			*		
WRVS	*	*	*				

## **APPENDIX B**

# **EMERGENCY MEDIA PROTOCOL**

## West Yorkshire Emergency Media Protocol

### 1. Background

- 1.1 On 14<sup>th</sup> November 2005, The Civil Contingencies Act 2004 – part 1 came fully into force. As a result, Category 1 Responders are required to maintain arrangements to warn the public if an emergency is likely to occur or has occurred. In addition to warning, they must also have arrangements to inform or provide information and advice to the public if an emergency is likely to occur or has occurred.
- 1.2 The duty to warn and inform only extends as far as maintaining arrangements to facilitate the issue of warnings and information which reserves the decision about when to issue warnings to the local Category 1 responders themselves. There is an implied expectation that the arrangements to warn will be utilised where an emergency has occurred, making it necessary or desirable for the responder to take action.

**Appendix 1** shows a list of Category 1 & 2 responders.

- 1.3 For the purposes of this protocol, an emergency is defined as:

***An event or situation which threatens serious damage to human welfare in a place in the UK, the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK***

***This covers emergencies inside or outside the UK provided it has consequences in UK***

### 2. Intention

- 2.1 It is the objective of this protocol to recognise the interests of the media without compromising the ability of Category 1 & 2 responders to handle the incident effectively. The protocol acknowledges the role of the media as a channel of information, communication, reassurance and appeal

### 3. Identification of Category 1 responders with Lead responsibility

- 3.1 The duty to maintain arrangements to warn the public applies to all Category 1 responders whose functions are likely to be seriously impacted by an emergency or who consider it necessary or desirable to take action in relation to that emergency and would require a deployment of resources or additional resources to do so.

- 3.2 In terms of media management and warning and informing duties, lead responders have been pre-identified to co-ordinate the media response to an incident. This task may be delegated to another responder by mutual consent and will be communicated via the West Yorkshire Media Group.
- 3.3. Attached at Appendix 2 is a list of risk categories and identified lead responders. It is important that at the time of an emergency the Category 1 responder who has accepted lead responsibility for warning, informing and advising the public:
- Is able to contact the other Category 1 responders whose functions are exercisable in relation to that emergency;
  - Informs those Category 1 responders of the actions it is taking
  - Is able to collaborate with those Category 1 responders in warning, informing and advising the public.
- 3.4 In cases where more than one risk category is involved in an incident, then the Lead responders will liaise closely and agree the media strategy. Alternatively one responder will be nominated as the lead responder by agreement.
- 3.5 Where a incident has occurred which does not involve a risk category already identified, then the media strategy will be lead by;
- The Police if they have responded to the incident or
  - The Lead agency who has responded to the incident.

#### **4 Joint discharge of functions**

- 4.1 Category 1 responders may also decide to deliver their responsibility to maintain arrangements to warn, inform and advise the public by
- Making arrangements to operate jointly with another Category 1 responder,
  - Delegating the task to another Category 1 responder by agreement.

#### **5. Category 2 responders and other bodies**

- 5.1 Category 1 responders are not the sole responder bodies likely to be involved in arrangements to warn, inform or advise the public. The Regulations recognise that some Category 2 responders, such as utilities,

have a duty under their own regulatory framework to provide warning, information and advice in certain circumstances when their services are interrupted. Similarly, the Meteorological Office, the Foods Standards Agency and the Department for Environment, Food and Rural Affairs, which are not covered by the Act, also provide a warning service. Accordingly, Category 1 responders should have regard to these arrangements and need not duplicate them unnecessarily.

## **6 Avoid alarming the public**

- 6.1 Category 1 responders must take into account a duty to avoid alarming the public when making arrangements to warn, inform and advise them.

## **7. Public information produced by central government and national bodies**

- 7.1 The Government has published general advice in the form of a booklet delivered to all households. The booklet has been promoted through TV and press advertising. It covers a number of types of emergency, including terrorist – related emergencies. Other sources of information include:

- [www.preparingforemergencies.gov.uk](http://www.preparingforemergencies.gov.uk)
- [www.ukresilience.info](http://www.ukresilience.info)
- [www.homeoffice.gov.uk/terrorism/protect/index.html](http://www.homeoffice.gov.uk/terrorism/protect/index.html)
- [www.mi5.gov.uk](http://www.mi5.gov.uk)
- [www.londonprepared.gov.uk](http://www.londonprepared.gov.uk)
- [www.meto.gov.uk](http://www.meto.gov.uk)
- [www.environment-agency.gov.uk](http://www.environment-agency.gov.uk)
- [www.nscwip.info/goinstayintunein.htm](http://www.nscwip.info/goinstayintunein.htm)
- [www.bbc.co.uk/connectinginacrisis/index.shtml](http://www.bbc.co.uk/connectinginacrisis/index.shtml)

## **8. Activation**

- 8.1 It is the responsibility of the Category 1 or 2 responder identified as “lead responder” to activate the protocol and inform or liaise with other responders who are likely to be involved in the incident. A media strategy should be established by the “lead responder”.

Appendix 3 details contact details of Communications/Media Officers.

- 8.2 The media response and deployment of personnel will be dictated by the incident circumstances but where more than one responder is involved in the response it is recommended that a central communications point be established early or advantage is taken of other facilities to ensure a consistent message is given to the media at the outset.
- 8.3 If the Police are involved in the incident then they will co-ordinate the media strategy in the first instance. The Police press office will establish an early media statement containing basic points of importance, which all agencies can share or issue. This will provide a reassuring uniform message in the early stages of the incident. In these cases, a member of West Yorkshire Police Press Office, will liaise with colleagues from other Emergency Services and/or Category 1 or 2 responders.

## **9 Deployment of police media relations resources**

- 9.1 If West Yorkshire Police are taking lead responsibility for the incident, then one member of staff will be deployed to the scene, one to the incident command room and one to the Press Office. A further 6 members of staff are available for deployment should the need arise. Liaison with communications/media officers from other agencies will be a key task.

Appendix 4 outlines communications/media resources, equipment available, premises and any specialist knowledge that exists from all Category 1 & 2 responders who are included in this protocol.

## **10 Facilities**

- 10.1 It will be necessary to establish a Central Media Point close to the scene. This will generally be near to the Forward Control Point and, in the first instance, may be little more than a rendezvous point for the media. All police media relations officers at the incident site will be identified by wearing fluorescent tabards with the words "Police Press Officer". The officer directed to the incident site will keep in regular contact with colleagues directed to other relevant locations.
- 10.2 The Central Media Point will be the liaison point for media relations officers from all the emergency services, local authorities, and any other agencies or organisations who may be involved in the incident.

- 10.3 All those attending at the Central Media Point, whether media relations officers or media representatives, will be required to have appropriate accreditation/identification passes.
- 10.4 Regular media briefings and conferences will take place initially at the Central Media Point. Any arrangements for allowing the media access to the immediate disaster scene will be made at the Central Media Point and may involve pooling arrangements. An early requirement may be to identify suitable locations for outside broadcast units.
- 10.5 Consideration will be given in a prolonged incident, attracting large numbers of media, to establishing a nearby building (or incident command vehicle on loan from a neighbouring Police force) as a Media Briefing Centre. This will comprise two separate units: an information centre staffed by media relations officers from the various organisations; and a media centre where media representatives can gather and where briefings will be held.
- 10.6 Power, telecommunications and IT links will be required. The availability of car parking should be considered.
- 10.7 The lead agency Press Office will take responsibility for organising a press 'cuttings' service on the incident and for monitoring and recording of television, radio and web output, as appropriate. Experienced staff from each agency should monitor media and web coverage and advise on any action that needs to be taken as a result.
- 10.8 The lead agency Press Office will provide regular briefings for officers dealing with the media before conferences are held. At this stage they will be updated as to the latest media output and any issues which need to be addressed or redressed.

## **11      Release of information**

- 11.1 Initial statements to the media from all agencies should be confined to the correct statement of facts as far as they are known, e.g. time, nature and location of incident, and, if appropriate, the type of response that is being made by the agency concerned.
- 11.2 The question of casualties is very sensitive, especially bearing in mind the speed of the media in responding to incidents and the fact that in the very early stages relatives are unlikely to be aware. The police will make it a priority to release accurate information regarding casualty numbers, but no statements will be made about casualties, numbers of dead or their identities without reference to the overall Incident Commander.

## **12      Code of conduct**

12.1 In order to avoid conflicting or contradictory information being given, each media relations officer will restrict their comments to matters concerning the agency that they represent, and will observe the following code of conduct:

- They will inform media relations officers from each Category 1 and 2 responder after giving verbal statements to the media;
- They will inform media relations officers from each Category 1 and 2 responder when issuing news releases;
- They will each be responsible for keeping a record of the information they release to the media;
- They will ensure, where possible/appropriate that joint news conferences are held;
- They will contact people within their own organisations who may be approached by the media, or who may wish to make statements, and brief them about the requirement for co-ordination with the lead agency media relations officer;
- The media relations officers will fax or e-mail statements to the other media relations officers, as they are issued to the media.

12.2 Consideration will be given to allowing the media access to responding agency eyewitnesses, survivors or their relatives and friends, subject to them being willing and able. Responding agency eyewitnesses should avoid any speculation about the cause of the incident and should not give premature or uncorroborated estimates of numbers of casualties.

## **13 Media Access**

13.1 An immediate priority for the police media relations officer at the incident site will be to establish a vantage point for the media which will give them a view of the site without hindering the recovery operation.

13.2 Thereafter, access to the various locations involved with the incident should be facilitated, 'pooling' material where possible, in accordance with the following procedures:

The Immediate Vicinity of the Scene - at the discretion of the Incident Commander and managed by a media relations officer. Consideration may be given to creating a media pool to visit the site.

Emergency Control Centres - at the discretion of the relevant officer in charge and managed by a media relations officer.

Casualty Receiving Hospitals - co-ordinated by the hospital press relations officer, with permission of the hospital management, and accompanied by a media relations officer or other properly briefed member of staff.

Survivor Rest Centres - only after consultation with the Survivor Centre Manager and the survivors themselves and then accompanied by a media relations officer.

Emergency Rest Centres - co-ordinated by a media relations officer in consultation with the Rest Centre Supervisor.

## **14 Press Centre Management**

- 14.1 If an incident is expected to last several hours consideration should be given to appointing a Press Centre Manager to ensure administrative and operation backup systems are in place and implemented to enable press officers to concentrate on their primary tasks. It is anticipated that the Press Centre Manager will be drawn from the lead agency but may be from any of the responding agencies by agreement.

## **15. Press Centre Manager - Roles & Responsibilities**

- 15.1 Where a Press Centre Manager is appointed then he/she should act as facilitator to ensure the media plan is actioned, working alongside the lead press officer as a key member of the crisis response team. Duties could include:
- (a) Make arrangements for setting up the media centre as a follow through to the forward media centre.
  - (b) Arrange and staff facilities for the reception of media representatives including accreditation facilities.
  - (c) Liaise with other agencies involved in the crisis response to ensure lines of communication are established and sustained.
  - (e) Maintain staffing levels for the duration, and establish shifts.
  - (e) Identify/set-up reception areas, catering, refreshments, accommodation for crisis response team.
  - (f) Maintain call-out working to pre-set call-out lists.
  - (g) Liaise with outside agencies and groups providing additional resources, e.g. Telephone network/service providers, Audio/visual suppliers and broadcast monitoring agencies.
  - (h) Set up top-table facilities for briefings/press conferences.
  - (l) Ensure media monitoring is carried out and information relayed as appropriate.
  - (j) Generally identify problem areas and trouble-shoot.

- (k) Ensure distribution and logging systems are in place for information arising, press conferences and briefing, interview bids and rebuttals.

## **16      Debrief and hand over considerations**

- 16.1 Often the lead agency will change during the course of an incident and hand over arrangements will need to be established. The Press and Media relations lead agency responsibilities will hand over at the same time as the emergency response or recovery hand over. Consideration should be given to holding a media relations multi-agency debrief either separately or as part of the incident multi-agency debrief.

## **17      Review and monitoring**

- 17.1 Media/Communications Managers from each Category 1 & 2 responders involved in this Emergency Media Protocol will meet annually to review the protocol and make any necessary amendments. Each agency will be responsible for monitoring the protocol and if any issues arise that require action, then details will be circulated to each responder by the agency who identified the issue.

Dated - January 2006

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## **APPENDIX C**

# **STATEMENT OF INTENT TO PROVIDE MUTUAL AID ASSISTANCE BETWEEN LOCAL AUTHORITIES**

## STATEMENT OF INTENT

### ASSOCIATION OF WEST YORKSHIRE AUTHORITIES CHIEF EXECUTIVES CO-ORDINATING GROUP STATEMENT OF INTENT

We, being the Chief Executive Officers of the Metropolitan District Councils in the Association of West Yorkshire Authorities, will endeavour to provide assistance in the form of personnel and/or equipment, following, or in anticipation of, a major emergency or a disaster, which affects another Council area whose Chief Executive is a signatory to this Statement of Intent, in accordance with the following guidelines:-

1. A formal request for mutual aid shall only be made by a Chief Executive Officer, or other authorised person acting on behalf of a Chief Executive Officer, to a Chief Executive or authorised officer acting for the other Council.
2. A Chief Executive Officer or authorised person who receives a request for assistance shall take the appropriate action to respond to the request without delay and, in the case of an authorised person, shall inform their Chief Executive Officer or other delegated person at a suitable time.
3. "Authorised" person includes Executive and Emergency Planning Officers for the Council.
4. The responsibility for co-ordinating mutual aid, supervisory control and the financial arrangements rests with the Council where the emergency has occurred, or jointly where more than one Council area has been affected by the emergency.
5. A Council requesting mutual aid agrees to reimburse the Council providing assistance their reasonable financial costs incurred on the termination of the aid and within 28 days of the submission to that Council of a fully documented account for settlement.
6. The Council providing assistance undertakes, so far as is reasonable practicable, to provide suitable staff for the task to be performed.
7. In the event of a claim arising from any act or omission of a Council employee acting in the course of their employment and providing aid to another Council, then such liability shall be borne by the Council which has requested assistance.
8. All parties to this Statement of Intent shall endeavour to amicably resolve any dispute through ordinary, negotiations. Any failure to resolve a dispute shall be referred to a meeting of the respective Chief Executive Officers with a view to early resolution. If still unresolved, then the matter shall be referred to an independent Chief Executive Officer, who shall determine a solution to the dispute within 14 days of the first referral.
9. This statement is not a legally binding contract enforceable through the courts.

## **APPENDIX D**

# **EVACUATION PLANS FOR WEST YORKSHIRE**

## EVACUATION PLANS FOR WEST YORKSHIRE

### Introduction

This Evacuation Plan has been prepared by a Sub Group of West-Yorkshire Emergency Planning Officers Forum for the benefit of the Ambulance, Fire and Police services, Local Authorities, Environment Agency, PCG, the utility companies and voluntary organisations serving the Metropolitan Districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield.

The information is intended to provide a generic ready reference aide-memoire from which standard operating procedures may be derived for dealing with public evacuation, whatever the cause. It is complimentary to local emergency plans.

Except in a terrorist situation, there is no legal requirement for people to evacuate their homes. Under the Police and Criminal Evidence Act 1984, Section 17 (i)(e) there is a power for police to enter premises to save life or limb and prevent serious danger to the safety of others and to property when such a threat is imminent.

It should be understood that public evacuation may range from relocating a few people to many hundreds, away from a place of danger to safety; from an immediate rescue operation by the emergency services needing to move people away from a life threatening situation as a matter of urgency, to a planned evacuation from an escalating threat. The operation will involve the emergency services, Local Authority and utility companies. Account must be taken of the needs of the services involved with a flexible approach to demands on their resources. A 'major incident' for one organisation may not be for another. The nature of the emergency may be such that there may be more than one scene, two or more related or unrelated incidents, in the same area, or elsewhere, at the same time, which depletes the availability of resources.

The following points should be considered by the services shown:

**1) Notification (All Agencies)**

When any service or authority is considering or implementing public evacuation it is essential that the emergency services, the Local Authority and any other relevant organisations for the area are notified. Whilst WYMAS may not be present in the initial stages, it is good practice for the three emergency services to cross check that all are aware of the evacuation and that the Local Authority Emergency Planning Officer has been informed.

**2) Co-ordination and Liaison (Police/Fire/Ambulance/Local Authority)**

a) The Police have overall responsibility for on-site co-ordination linking in with the Fire Service (rescue) and Local Authority (rest centre and transport).

b) Unofficial offers of external assistance may be expected and considered if appropriate and suitable.

- c) An off-site tactical Police Control/Special Operations Room should include a liaison officer from the other services/agencies.
- d) Larger evacuation areas may be divisible into sectors. Electoral registration records may assist with evacuation management, verifying addresses and occupants. Large scale maps may be acquired.
- e) Consideration should be given to opening the Police Casualty/ Information Bureau.

### 3) Risk Assessment

- a) Organisations involved, should include:  
  - Police, Fire, Ambulance, Local Authority, Health Authority, Environment Agency
- b) The Nature and Scale of the Emergency
  - i) Is it safer for residents to shelter indoors preferably upstairs, with windows/doors/air vents closed?
  - ii) Is it necessary to evacuate people immediately or at a later time?
  - iii) What are weather conditions now? Forecasted to be?
  - iv) What is the risk to rescuers – emergency services/Local Authority personnel?
  - v) Estimated duration of evacuation period – hours/days/weeks.
  - vi) Safe exit routes to be identified for self evacuees.
- c) How many people need to be evacuated  
  - Size and nature of population to be evacuated, especially young, infirm or those particularly at risk. Managers of business premises may need to consider the risks associated with maintaining, or stopping, critical processes.
- d) Review the situation at intervals to determine whether those people who remain may need to be evacuated later if the situation deteriorates.

### 4) Assembly Point (All Agencies)

- a) Has a safe assembly point been identified for evacuees – inside or outside?  
Capacity limit -
- b) Is it available and staffed?

### 5) Evacuee Information (Police/Fire/Ambulance/Local Authority)

## a) Advise people:

- i) WHY they are being evacuated.
- ii) WHERE they are being evacuated to, including the assembly point if applicable.
- iii) HOW they will be transported.
- iv) WHAT they should do to protect their own homes (security/crime prevention; switch off appliances, water, electricity and gas).
- v) WHAT to take with them – medicines for themselves and other family members who may be out; (check refrigerator for canister with medication list); spectacles; hearing aid; walking stick; special foods; clothing; small personal effects (at own risk); relatives/friends address/telephone book; cash; credit cards.
- vi) WHAT to do about pets. In consultation with the Local Authority, determine whether or not domestic pets will be accommodated. Guide/hearing dogs should receive separate consideration.

**6) Documentation (Police/Local Authority)**

- a) If time and circumstances permit on-site documentation - record details of persons evacuated or remaining at home. Have evacuees gone to a rest centre, to relatives or friends or elsewhere? (Record alternative address and phone number.)
- b) If required, full evacuee documentation will be processed at the rest centre for transmission to the Police Casualty/Information Bureau, when operating.

**7) Transport (Police/WYMAS/Local Authority)**

- a) The Local Authority can arrange appropriate transport for evacuees.
- b) Have transport pick up point(s) at assembly building/on street bus stops/junctions been identified and staffed?
- c) Public transport operators providing buses will require information about safe entry points, route(s) to follow, assembly point(s), exit point(s) and the rest centre location. Where bus routes/stops are to be used for evacuee pick up, the first and last stops should be identified. Route indicators should display "999 Special".
- d) Evacuees wishing to use their own transport should be made aware that vehicle parking conditions in the vicinity of official rest centres will be very restricted.

- e) Co-ordination of transport arrangements for infirm, vulnerable, special risk cases will be undertaken by WYMAS/Local Authority.
- f) Helicopters may be considered, dependant upon the location and type of incident, hazards present and factors outlined above.

**8) Rest Centres** (Local Authority/health authority)

- a) Will be identified by the Local Authority in accordance with local plans. Consider location, capacity for sitting/sleeping, staffed by person i/c – staffing may include voluntary organisations arranged by the Local Authority. Additional demands on disabled facilities should be anticipated.
- b) Alternative safe premises for aged/infirm may be required through Social Services or health authorities.
- c) The Local Authority will determine whether or not domestic pets and guide/hearing dogs will be accommodated at a Rest Centre or whether separate arrangements will be made for them.
- d) The health authority may make arrangements for a doctor/nurse to attend the rest centre to issue essential prescriptions if necessary.
- e) The dissemination of situation reports to evacuees should be arranged at frequent intervals.
- f) For long term evacuation, e.g. flood damage, alternative accommodation may be required through Housing Services/Social Services. Co-ordination of access to insurance companies may be considered.

**9) Security** (Police)

- a) The security and safety of evacuated premises may require particular arrangements to be made. However, increased Police vigilance will be necessary.
- b) The whole area may be cordoned under Police supervision to limit access to essential parties only.
- c) Roads, footpaths and railways passing through the evacuation zone may require closure.
- d) Police vehicle and foot patrols should be in evidence to deter sightseers, media, cowboy builder's etc. from taking advantage of a situation.

**10) Evacuee Return** (All Agencies)

- a) The Local Authority will need to liaise with the Police and property owners if repairs are required prior to re-occupation.

- b) As soon as circumstances and safety permit, arrangements should be made for evacuees to re-occupy their affected premises.
- c) A safe and controlled return for the evacuees must be planned.
- d) Advice/counselling may be necessary through the Local Authority if damage has been caused to property.
- e) Utility companies and crime prevention advice will be desirable if properties are to remain unoccupied for a longer period of time.
- f) Evacuees may wish to have contact with their insurers' loss adjuster before returning home.
- g) The health authority can issue health guidance notes about the disposal of food, cleaning advice etc.
- h) Transport from the rest centre to the evacuee homes may be required.

# APPENDIX E

## FLOOD CONOPS

**West Yorkshire Emergency Planning Officers Forum  
Flooding Concept Of Operations**

<b>Intention</b>	<b>Co-ordination of an effective multi-agency response to all types of flooding:</b>	
	<ul style="list-style-type: none"> <li>• Main River</li> <li>• Non-Main River (becks, sewers, culverts, highway gullies and drains, surface water run-off)</li> <li>• Dams, Lakes and Reservoirs</li> </ul>	
<b>Incident: Alert</b>	<b>FLOODING IS PREDICTED:</b>	
	<ul style="list-style-type: none"> <li>• Met Office Weather Warnings</li> <li>• Environment Agency Forecasts</li> <li>• Environment Agency Flood Warnings                             <ul style="list-style-type: none"> <li>- Flood Watch (flooding to low-lying land / roads expected)</li> <li>- Flood Warning (flooding to homes / businesses expected)</li> <li>- Severe Flood Warning (severe flooding is expected. Extreme danger to life and property)</li> </ul> </li> </ul>	
<b>Stage</b>	<b>INITIAL RESPONSE</b>	
<b>Intention</b>	<b>Co-ordination of an effective multi-agency response</b>	
<b>Strategy</b>	Objectives <ul style="list-style-type: none"> <li>• Preserve and protect lives</li> <li>• Mitigate and minimise the impact of the incident</li> <li>• Inform the public and maintain public confidence</li> <li>• Assist an early return to normality</li> <li>• Respond to all types of flooding</li> </ul>	
<b>Emergency Services Actions</b>	<b>Public Sector Actions</b>	<b>Private Sector Actions</b>
<u>Police</u> <ul style="list-style-type: none"> <li>• Liaise with Environment Agency on weather and river level forecast</li> <li>• Produce a computerised log</li> <li>• Inform WYP Press Office</li> <li>• On receipt of a Severe Flood Warning, consider establishment of Silver (Tactical) Control</li> <li>• If prediction is for major flooding over a wide-area, establish</li> </ul>	<u>Environment Agency</u> <ul style="list-style-type: none"> <li>• Inform key partners that flooding is predicted</li> <li>• Issue Flood Watch (where appropriate) to professional partners, media and selected members of the public</li> <li>• Issue Flood Warning or Severe Flood Warnings (where appropriate) to professional partners, media &amp; members of the public</li> <li>• Inspect critical flood defences</li> <li>• Monitor main river levels</li> <li>• Forecast main river levels</li> <li>• Monitor and forecast non-main river levels where</li> </ul>	<u>Yorkshire Water</u> <p>Flood Watch:</p> <ul style="list-style-type: none"> <li>• Receive Fax – watching Brief</li> </ul> <p>Flood Warning:</p> <ul style="list-style-type: none"> <li>• Establish if any YWS assets are within the flood warning area</li> <li>• Assets in warning area to be monitored by use of:                             <ol style="list-style-type: none"> <li>1. Regional Telemetry Systems (RTS)</li> <li>2. Catchment Management Team</li> </ol> </li> <li>• Continue monitoring the weather</li> <li>• Ensure appropriate</li> </ul>

<p>Gold Control (Strategic)</p> <p><u>Fire &amp; Rescue Service</u></p> <ul style="list-style-type: none"> <li>• Liaise with Environment Agency on weather and river level forecast</li> <li>• Notify First-Call Officer</li> <li>• Ensure appropriate level of resources available</li> </ul> <p><u>Ambulance Service:</u></p> <ul style="list-style-type: none"> <li>• Liaise with Environment Agency on weather and river level forecast</li> <li>• Notify Locality Director/General Manager</li> <li>• Notify Air Support Unit, if appropriate</li> </ul>	<p>possible</p> <ul style="list-style-type: none"> <li>• Ensure appropriate level of resources available, e.g. sandbags for EA defences, where possible</li> <li>• Ensure appropriate level of staff available</li> <li>• Open Area Incident Room</li> <li>• Consider establishment of Regional Call Handling Centre</li> </ul> <p><u>Local Authority</u></p> <ul style="list-style-type: none"> <li>• Liaise with Environment Agency on weather and river level forecast</li> <li>• Consider filling sandbags</li> <li>• Consider appropriate level of resources available, including mutual aid, where possible</li> <li>• Consider appropriate level of staff available for key functions, e.g. Highways, Street Cleansing</li> <li>• Consider appropriate level of staffing in place for out-of-hours services, e.g. call centres</li> <li>• Inspect local authority water assets connected with flood alleviation measures if possible</li> <li>• Clear local authority water assets connected with flood alleviation measures where identified as blocked</li> <li>• Identify vulnerable individuals and establishments potentially at risk if possible</li> </ul>	<p>level of resources and level of staffing is available if the forecast is expected to deteriorate</p> <ul style="list-style-type: none"> <li>• Pre-warn internal YWS departments of expected escalation</li> <li>• Pre-warn Service Partners of expected escalation</li> </ul>
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<b>Intention</b>		<b>Co-ordination of an effective multi-agency response to all types of flooding:</b> <ul style="list-style-type: none"> <li>• Main River</li> <li>• Non-Main River (becks, sewers, culverts, highway gullies and drains, surface water run-off)</li> <li>• Dams, Lakes and Reservoirs</li> </ul>	
<b>Incident: Alert</b>		<b>FLOODING IS IMMINENT:</b> <ul style="list-style-type: none"> <li>• Met Office Weather Warnings</li> <li>• Environment Agency Forecasts / Updates</li> <li>• Environment Agency Flood Warnings                             <ul style="list-style-type: none"> <li>- Flood Watch (flooding to low-lying land / roads expected)</li> <li>- Flood Warning (flooding to homes / businesses expected)</li> <li>- Severe Flood Warning (severe flooding is expected. Extreme danger to life and property)</li> </ul> </li> <li>• Site report from responders</li> <li>• Site report from residents / businesses affected</li> </ul>	
<b>Stage</b>		<b>The Consolidation Phase</b>	
<b>Intention</b>		<b>Co-ordination of an effective multi-agency response</b>	
<b>Strategy</b>		<b>Objectives</b> <ul style="list-style-type: none"> <li>• Preserve and protect lives</li> <li>• Mitigate and minimise the impact of the incident</li> <li>• Inform the public and maintain public confidence</li> <li>• Prevent, deter and detect crime</li> <li>• Assist an early return to normality</li> <li>• Respond to all types of flooding</li> </ul>	
<b>Emergency Actions</b>	<b>Services</b>	<b>Public Sector Actions</b>	<b>Private Sector Actions</b>
<u>Police</u> <ul style="list-style-type: none"> <li>• Establish and chair Silver Control (Tactical)</li> <li>• Monitor calls to despatch for reports of flooding</li> </ul> <u>Fire &amp; Rescue Service</u> <ul style="list-style-type: none"> <li>• Attend Silver Control (Tactical) if operational</li> <li>• Attend Gold Control (Strategic) if operational</li> <li>• Monitor calls to</li> </ul>		<u>Environment Agency</u> <ul style="list-style-type: none"> <li>• Inform and update key partners on flooding predicted</li> <li>• Ensure stability of critical flood defences</li> <li>• Continue to monitor main river levels</li> <li>• Continue to forecast main river levels</li> <li>• Continue to monitor and forecast non-main river levels where possible</li> <li>• Attend Silver Control (Tactical) if operational</li> <li>• Attend Gold Control (Strategic) if operational</li> </ul>	<u>Yorkshire Water</u> <ul style="list-style-type: none"> <li>• Check YWS assets in the flood area are working as normal via RTS or a site visit</li> <li>• Ensure any known blockages in sewer system are cleared where possible</li> <li>• Operate YWS assets connected with flood alleviation methods</li> <li>• Attend Silver Control (Tactical) if operational and if required</li> <li>• Attend Gold Control (Strategic)</li> </ul>

<p>despatch for reports of flooding</p> <p><u>Ambulance Service:</u></p> <ul style="list-style-type: none"> <li>• Attend Silver (Tactical) Control if operational</li> <li>• Attend Gold (Strategic) Control if operational</li> <li>• Provide transport to evacuate vulnerable individuals</li> </ul>	<ul style="list-style-type: none"> <li>• Monitor calls to Control Centre for reports of flooding</li> <li>• Establish Regional Call Handling Centre</li> </ul> <p><u>Local Authority</u></p> <ul style="list-style-type: none"> <li>• Arrange for delivery of sandbags to mitigate flooding of properties in line with Council policy</li> <li>• Continue to clear local authority water assets connected with flood alleviation measures where identified as blocked</li> <li>• Ensure appropriate measures in place for identified vulnerable establishments if possible</li> <li>• Attend Silver (Tactical) Control if operational</li> <li>• Attend Gold (Strategic) Control if operational</li> <li>• Continue to inspect and clear local authority water assets connected with flood alleviation measures where identified as blocked if possible</li> <li>• Establish public helpline if necessary</li> <li>• Identify rest centres to use if flooding occurs and evacuation is necessary</li> </ul>	<ul style="list-style-type: none"> <li>• Control if operational and if required</li> <li>• Monitor calls to Call Centre for reports of sewer flooding or flooding</li> <li>• Prepare automated voice message for call centre for use if required</li> <li>• Notify service partners of expected increase in workload</li> <li>• Implement internal escalation procedures</li> <li>• Notify Service Partners to implement escalation procedures</li> </ul>
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<b>Intention</b>	<b>Co-ordination of an effective multi-agency response to all types of flooding:</b> <ul style="list-style-type: none"> <li>• Main River</li> <li>• Non-Main River (becks, sewers, culverts, highway gullies and drains, surface water run-off)</li> <li>• Dams, Lakes and Reservoirs</li> </ul>		
<b>Incident: Flooding</b>	<b>FLOODING IS OCCURRING:</b> <ul style="list-style-type: none"> <li>• Met Office Weather Warnings</li> <li>• Environment Agency Forecasts / Updates</li> <li>• Environment Agency Flood Warnings                             <ul style="list-style-type: none"> <li>- Flood Watch (flooding to low-lying land / roads expected)</li> <li>- Flood Warning (flooding to homes / businesses expected)</li> <li>- Severe Flood Warning (severe flooding is expected. Extreme danger to life and property)</li> </ul> </li> <li>• Site report from responders</li> <li>• Site report from residents / businesses affected</li> </ul>		
<b>Stage</b>	<b>The Response</b>		
<b>Intention</b>	<b>Co-ordination of an effective multi-agency response</b>		
<b>Strategy</b>	Objectives <ul style="list-style-type: none"> <li>• Preserve and protect lives</li> <li>• Mitigate and minimise the impact of the incident</li> <li>• Inform the public and maintain public confidence</li> <li>• Prevent, deter and detect crime</li> <li>• Assist an early return to normality</li> <li>• Respond to all types of flooding</li> </ul>		
<b>Emergency Services Actions</b>	<b>Public Sector Actions</b>	<b>Private Sector Actions</b>	
<u>Police</u> <ul style="list-style-type: none"> <li>• Inform key partners flooding has occurred regardless of time of day or source</li> <li>• Provide co-ordination of the response of the emergency services and local authorities</li> <li>• Provide co-ordination of the media response (in line with WY Emergency Media Protocol)</li> <li>• Establish an Bronze</li> </ul>	<u>Environment Agency</u> <ul style="list-style-type: none"> <li>• Inform key partners flooding has occurred regardless of time of day or source</li> <li>• Continue to issue Flood Watch, Flood Warning and Severe Flood Warnings where appropriate</li> <li>• Continue to monitor EA-owned critical flood defences, and of third parties if possible</li> <li>• Continue to monitor and forecast river levels</li> <li>• Continue to monitor and forecast non-main river levels</li> </ul>	<u>Yorkshire Water</u> <ul style="list-style-type: none"> <li>• Inform key partners flooding has occurred regardless of time of day or source</li> <li>• Maintain safety and integrity of clean and waste water systems</li> <li>• Deal with sewer flooding in public sewers where possible and safe to do so</li> <li>• Provide public information on water quality and sewer</li> </ul>	

<p>(Operational) Control close to the scene, including cordons where appropriate</p> <ul style="list-style-type: none"> <li>• Establish cordons and evacuate public from properties at risk</li> <li>• Co-ordinate traffic management to prevent vehicles driving through floodwater</li> <li>• Provide advice and assistance to the public, including supporting the Environment Agency in disseminating warnings</li> </ul> <p><u>Fire &amp; Rescue Service</u></p> <ul style="list-style-type: none"> <li>• Inform key partners flooding has occurred regardless of time of day or source</li> <li>• Rescue members of public affected by floodwaters</li> <li>• Provide H&amp;S monitoring procedures for staff within inner cordon</li> <li>• Undertake damage control operations</li> <li>• Liaise with Bronze (Operational) Control close to the scene(s)</li> <li>• Liaise with Gold (Strategic) Control if established</li> </ul> <p><u>Ambulance Service:</u></p> <ul style="list-style-type: none"> <li>• Inform key partners flooding has occurred regardless of time of day or source</li> <li>• Save life, treat and</li> </ul>	<p>where possible</p> <ul style="list-style-type: none"> <li>• Provide updated information to the public via the Floodline system</li> <li>• Support operational response role by providing materials (including sandbags), equipment and staff where resources allow</li> <li>• Undertake data collection activities</li> </ul> <p><u>Local Authority</u></p> <ul style="list-style-type: none"> <li>• Inform key partners flooding has occurred regardless of time of day or source</li> <li>• Assist in placement of sandbags in line with Council policy</li> <li>• Establish Rest Centres following evacuation</li> <li>• Organise provision of transport for evacuation of members of public to a rest centre</li> <li>• Co-ordinate voluntary sector response</li> <li>• Support Police in traffic management</li> <li>• Clear debris from highway and culverts where working conditions permit</li> <li>• Clear blocked street gullies</li> <li>• Take emergency preventative action for non-critical ordinary watercourses where possible</li> <li>• Provide Environmental Health advice to the public</li> <li>• Invoke plans to inform public if necessary</li> </ul>	<p>flooding issues – via call centre</p> <ul style="list-style-type: none"> <li>• If resources are available, provide public information on Health and Hygiene advice, water quality and sewer flooding at Rest Centre(s)</li> <li>• Liaise directly with power companies regarding potential power outages</li> <li>• Maintain liaison with Environment Agency, Local Authority and other professional partners.</li> </ul>
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<p>care for the injured</p> <ul style="list-style-type: none"> <li>• Transport injured to hospital</li> <li>• Provide focal point for medical resources at Ambulance Control Point near incident scene</li> </ul>		
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<b>Intention</b>	<b>Co-ordination of an effective multi-agency response to all types of flooding:</b> <ul style="list-style-type: none"> <li>• Main River</li> <li>• Non-Main River (becks, sewers, culverts, highway gullies and drains, surface water run-off)</li> <li>• Dams, Lakes and Reservoirs</li> </ul>	
<b>Incident: Flooding</b>	<b>FLOODING SUBSIDES:</b> <ul style="list-style-type: none"> <li>• Met Office Weather Warnings</li> <li>• Environment Agency Forecasts</li> <li>• Site report from responders</li> <li>• Site report from residents / businesses affected</li> <li>• Environment Agency Flood Warnings                             <ul style="list-style-type: none"> <li>- All Clear</li> </ul> </li> </ul>	
<b>Stage</b>	<b>The Recovery Phase</b>	
<b>Intention</b>	<b>Co-ordination of an effective multi-agency response</b>	
<b>Strategy</b>	<b>Objectives</b> <ul style="list-style-type: none"> <li>• Preserve and protect lives</li> <li>• Mitigate and minimise the impact of the incident</li> <li>• Inform the public and maintain public confidence</li> <li>• Prevent, deter and detect crime</li> <li>• Assist an early return to normality</li> <li>• Respond to all types of flooding</li> </ul>	
<b>Emergency Services Actions</b>	<b>Public Sector Actions</b>	<b>Private Sector Actions</b>
<u>Police</u> <ul style="list-style-type: none"> <li>• Maintain cordon until deemed safe for a controlled return to evacuated properties</li> <li>• Advise the public when it is safe to return to their homes</li> <li>• Close down Silver (Tactical) Control Group</li> </ul> <u>Fire &amp; Rescue Service</u> <ul style="list-style-type: none"> <li>• Continue to undertake damage control operations</li> </ul> <u>Ambulance Service:</u> <ul style="list-style-type: none"> <li>• No further action</li> </ul>	<u>Environment Agency</u> <ul style="list-style-type: none"> <li>• Issue 'All Clear' where appropriate to professional partners, media and selected members of the public</li> <li>• Continue to monitor weather forecasts and subsequent effects on river levels</li> <li>• Provide written information for the public on the clean-up and restoration of properties after a flood</li> </ul> <u>Local Authority</u> <ul style="list-style-type: none"> <li>• Investigate flooding from or around non-critical ordinary watercourses or land drainage</li> <li>• Examine safety of bridges affected by flooding</li> <li>• Provide emergency repairs to bridges where appropriate</li> </ul>	<u>Yorkshire Water</u> <ul style="list-style-type: none"> <li>• Prioritise the jetting and removal of blockages in sewer</li> <li>• Where possible, assist customers in the general clean up within YWS legal boundaries – resources allowing</li> <li>• Continue to maintain safety and integrity of clean and waste water systems</li> <li>• Deploy Operations Support Vehicle as forward control point for public liaison and welfare for workers</li> <li>• Liaise with Local Authority regarding clean-up procedure</li> </ul>

	<ul style="list-style-type: none"><li>• Examine safety of buildings affected by flooding</li><li>• Provide remedial work to buildings where appropriate</li><li>• Continue to provide Environmental Health advice</li><li>• Stand-down standby staff</li><li>• Arrange for collection of sandbags</li><li>• Ensure gullies and culverts cleared</li><li>• Give regard to advice for affected community</li></ul>	<ul style="list-style-type: none"><li>• Prepare to stand-down standby staff</li><li>• Continue to provide public information on water quality and sewer flooding issues</li></ul>
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<b>Intention</b>		<b>Co-ordination of an effective multi-agency response to all types of flooding:</b>	
		<ul style="list-style-type: none"> <li>• Main River</li> <li>• Non-Main River (becks, sewers, culverts, highway gullies and drains, surface water run-off)</li> <li>• Dams, Lakes and Reservoirs</li> </ul>	
<b>Incident: Flooding</b>		<b>FLOODING SUBSIDES:</b>	
		<ul style="list-style-type: none"> <li>• Met Office Weather Warnings</li> <li>• Environment Agency Forecasts</li> <li>• Environment Agency Flood Warnings</li> <li>- All Clear</li> </ul>	
<b>Stage</b>		<b>The Restoration of Normality</b>	
<b>Intention</b>		<b>Co-ordination of an effective multi-agency response</b>	
<b>Strategy</b>		<p>Objectives</p> <ul style="list-style-type: none"> <li>• Preserve and protect lives</li> <li>• Mitigate and minimise the impact of the incident</li> <li>• Inform the public and maintain public confidence</li> <li>• Prevent, deter and detect crime</li> <li>• Assist an early return to normality</li> <li>• Respond to all types of flooding</li> </ul>	
<b>Emergency Actions</b>	<b>Services</b>	<b>Public Sector Actions</b>	<b>Private Sector Actions</b>
<p><u>Police</u></p> <ul style="list-style-type: none"> <li>• Attend Strategic Recovery Group</li> </ul> <p><u>Fire &amp; Rescue Service</u></p> <ul style="list-style-type: none"> <li>• No further action</li> </ul> <p><u>Ambulance Service:</u></p> <ul style="list-style-type: none"> <li>• No further action</li> </ul>		<p><u>Environment Agency</u></p> <ul style="list-style-type: none"> <li>• Issue 'All Clear' where appropriate to professional partners, media and selected members of the public</li> <li>• Continue to monitor weather forecasts and subsequent effects on river levels</li> <li>• Undertake post-event surveys</li> <li>• Attend Strategic Recovery Group</li> <li>• Arrange debrief if appropriate</li> </ul> <p><u>Local Authority</u></p> <ul style="list-style-type: none"> <li>• Provide strategic lead for recovery following hand-over from Police</li> <li>• Arrange debrief</li> </ul>	<p><u>Yorkshire Water</u></p> <ul style="list-style-type: none"> <li>• Attend Strategic Recovery Group</li> <li>• Debrief internally and externally</li> </ul>

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# APPENDIX F

## GLOSSARY / TERMINOLOGY

**GLOSSARY / TERMINOLOGY**

AAIB	Air Accident Investigation Branch
ACPO	Association of Chief Police Officers
ADC	Area Despatch Centre
ADR	International hazardous chemicals marking scheme used during transport
AEPO	Assistant Emergency Planning Officer
ARCC	Aeronautical Rescue and Co-ordination Centre
Body Holding Area	Temporary area where bodies are held (in the vicinity of the incident) until moved to the Mortuary facility. (also known as the 'Body Collection Point')
Bronze	Operational Level of Command
BTP	British Transport Police
BV	Best Value
BCM	Business Continuity Management
BWB	British Waterways Board
Casualty	A person involved in or affected by an incident. (injured, uninjured, deceased or evacuated).  An uninjured person is not a casualty from a NHS perspective.
CCA	Civil Contingencies Act 2004
CCC	Civil Contingencies Committee
CCDC	Consultant in Communicable Disease Control
CCS	Civil Contingencies Secretariat
Channels 69 & 70	Emergency Command Channels
Chemdata	Chemical Data System detailing the hazard and first aid procedures for specified chemicals
CHEMET	Service operated by the Met Office providing information on the potential direction that a chemical will be dispersed in an incident

CIO	Council Incident Officer
Client/Contractor	Local government terms for the demarcation of roles within a council in services subject to CCT. The client is the Council the contractor may be external to the local authority and merely working on their behalf
CMO	Chief Medical Officer
COMAH	Control of Major Accidents Hazards Regulations 1999
DEFRA	Department of Environment Food and Rural Affairs
DfES	Department for Education and Skills
DFID	Department for International Affairs
DH	Department of Health
DHA	District Health Authority
DOP(IT)	Cabinet Committee dealing with Defence & Overseas Policy, Sub-Committee on International Terrorism. Its branches are chaired by the Home Secretary.
DTI	Department of Trade and Industry
EA	Environment Agency
EEV	Emergency Equipment Vehicle (WYMAS)
ECC	Emergency Control Centre (central control facility usually referred to by Local Authorities)
ECF	Enhanced Control Facility (This equipment is usually installed in the office of Duty Inspector at each division and allows that officer to monitor radio and computer communications with the Area Despatch Centre)
ECN	Emergency Communications Network
EPCU	Emergency Planning Coordination Unit within the Department of Health
EPDM	Emergency Planning Duty Manager
EPM/ EPA	Emergency Planning Manager/Advisor
EPO	Emergency Planning Officer
EOD	Explosive Ordnance Device
FCO	Forward Control Officer/Forward Communications Officer

Fire Ground	Immediate area of the incident (need not necessarily involve fire)
FLO	Family Liaison Officer (This will be an officer who has been trained primarily for working with families in the aftermath of serious crimes where the victim has died or been severely traumatised by an incident. Such officers are also available to be used following any other major incident or disaster)
Flood Warning	Issued by the EA as predictions of flooding based on meteorological information and river levels.
FSA	Food Standards Agency
FTA	Freight and Commonwealth Office
FTO	Federation of tour Operators
Gold	Strategic level of command
Hazchem	Marker boards displayed by tankers and lorries carrying hazardous chemicals on UK domestic journeys (only)
HPA	Health Protection Agency. A new Agency the Government is proposing to set up to provide specialist advice on health protection and health emergency planning.
HEP	Humanitarian Evacuation Programme
IFTFEP	Irradiated Fuel Transport Flask Emergency Plan
Inner and Outer Cordon	Security arrangements for protecting the scene of an incident
Kemler Code	International hazardous chemicals marking scheme used during transport
LARRMAC	Local Authorities Radiation and Radioactivity Monitoring Advice Collection Centre
LRF	Local Resilience Forum
MACA	Military Assistance to the Civil Authorities
MCU	Mobile Communications (or Control) Unit
Mela	Cultural Event attracting many thousands of visitors
Met Office	Meteorological Office, local office based at Manchester
MIO	Medical Incident Officer
MMT	Mobile Medical Team

MSF	Major Service Failure, (term used by the utilities)
NAIR	National Arrangements for Incidents Radiation, activated by the Police
NHS	National Health Service
NRPB	National Radiological Protection Board
PCT	Primary Care Trust
Raynet	Radio Amateurs Emergency Network. - volunteer group who can provide emergency communications
Receiving Hospital	Hospitals identified for receiving casualties from an incident
Rendezvous Point / RVP	At the outer cordon of an incident scene where all the resources arrive
Rest Centre	Temporary Accommodation for evacuees set up by the local authority
REPIR	Radiation (Emergency Preparedness and Public Information) Regulations 2001.
RIMNET	Radioactive Incident Monitoring Network - administered by the Department of the Environment, Food and Rural Affairs
RIO	Rail Incident Officer
RRF	Regional Resilience Forum
RRT	Regional Resilience Team
RSPCA	Royal Society for the Prevention of Cruelty to Animals
RVP	Rendezvous Point
SAR	Search and Rescue
Severe Weather Warnings	Issued by the Met Office as predictions of severe weather
Silver	Tactical level of command
SIO	Senior Investigating Officer (This will be a senior detective in the Force who is tasked with the investigation of homicide incidents. An SIO will normally be appointed following major incidents where the cause may be attributable to criminal actions)
SIO	Station Incident Officer (rail)

SOR	Special Operations Room (Police control for major incidents)
StHA	Strategic Health Authorities
Temporary Mortuary	Mortuaries established where fatalities cannot be stored in either hospital or city mortuaries, due to the number or condition of the bodies
TOC	Train Operating Company
TOLO	Train Operations Liaison Officer
TOPS	Total Operations System operated by Railtrack to provide information on all hazardous goods transported on the rail network
Triage	Medical prioritisation based on the condition of the patient
WYEPO Forum	West Yorkshire Emergency Planning Officers' Forum
WRVS	Women's Royal Voluntary Organisation
YAS	Yorkshire Ambulance Service

# APPENDIX G

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## BIBLIOGRAPHY

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<sup>ii</sup> Draft Guidance replacing Dealing with Disaster Revised Third Edition.

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