UK Emergency Planning: Our context and approach

Civil Contingencies Secretariat
Twitter: @UKResilience
Outline agenda:

• Integrated Emergency Management
• Bottom-up Approach for Emergency Planning
• Response structures
Integrated Emergency Management
A series of key activities...

Anticipation

The need to 'horizon scan' for new hazards or threats that may cause potential emergencies.

Assessment

The analysis of emergencies to understand their likelihood of occurrence and impact (incorporating health and economic elements)

Prevention

Activities to reduce the likelihood or impacts of an emergency.
... form the basis for planning...

Preparation

Developing and validating emergency plans to test response arrangements for known risks and unforeseen events.

Response

The decisions and actions taken to deal with *immediate* effects of an emergency.

Recovery

The process of rebuilding, restoring and rehabilitating the community following an emergency.
... and set our principles for response.

<table>
<thead>
<tr>
<th>Preparedness</th>
<th>Clarity on roles and responsibilities and up-to-date exercised plans.</th>
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</thead>
<tbody>
<tr>
<td>Continuity</td>
<td>Grounded in the usual ways of doing things, just at greater speed, larger in scale and in more testing circumstances.</td>
</tr>
<tr>
<td>Subsidiarity</td>
<td>Decisions are taken at the lowest possible level.</td>
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<tr>
<td>Direction</td>
<td>Clear strategic aims and objectives.</td>
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<tr>
<td>Integration</td>
<td>Effective coordination of effort at all tiers of response.</td>
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<tr>
<td>Communication</td>
<td>Effective two-way communications and reliable information.</td>
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<tr>
<td>Cooperation</td>
<td>Developing trust for effective relationships</td>
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<tr>
<td>Anticipation</td>
<td>Forecasting problems and issues</td>
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</table>
Building from the bottom-up

Thankfully emergencies are rare in the UK...
Focus on local responders

• The vast majority of emergency planning and response work is undertaken at a local level by ‘Category 1 emergency responders’.

• ‘Category 1’ covers those bodies likely to be involved in the direct frontline response to emergencies and includes the police, fire service, ambulance, NHS, local authorities and the Environment Agency.

• Category 2 responders are those organisations who are less likely to be in the heart of multiagency planning but will be involved in preparing for incidents affecting their sectors. This includes public bodies e.g. Health and Safety Executive and aspects of the private sector e.g. Telecommunications companies.

• The Civil Contingencies Act 2004 (CCA) defines these two categories and the duties placed on them [see next slide]
The Civil Contingencies Act (Part One Duties)

- Cooperation
- Information Sharing
- Communicating with the public
- Emergency planning
- Business Continuity Management
- Risk Assessment
- Advice to business

Adapted from figure 1.1 of Emergency Preparedness, [www.gov.uk/publications/emergency-preparedness](http://www.gov.uk/publications/emergency-preparedness)

Category 1 responders
Category 1 & 2 responders
Local Authorities only
Switching to response...

- The CCA sets duties for **planning**, the need to respond is defined within other legislation or common law e.g. Saving life and limb.

- **Command, Control and Coordination** structures will be applied dependent on the scale of the incident. Each agency also has their own Command and Control model to meet their role and requirements.

- Within a single agency these are often designated Gold, Silver and Bronze commanders.

```
+-------------------+                      +-------------------+                      +-------------------+
| Gold Commander    |                      | Silver Commander 1|                      | Silver Commander 2|
|                   |                      | Bronze Commander 1.1|                  | Bronze Commander 2.1|
|                   |                      | Bronze Commander 1.2|                  | Bronze Commander 2.2|
|                   |                      |                    |                  | Police: Minimum of Constable
+-------------------+                      +-------------------+                      +-------------------+
| Police: Minimum of Superintendent | | Police: Minimum of Inspector |
```
Multiagency Response Structures

- Responding to civil emergencies is complex with a high number of organisations involved this increases the risk of responding ineffectively.

- **Coordinating Groups** can be added at each level so that response efforts can be integrated and work towards shared situational awareness.
Structures and Roles

Command, Control and Co-ordination

SINGLE AGENCY  →  MULTI-AGENCY

Gold
- Strategic
  Identifies issues & determines priorities
- Tactical
  Translation of strategy into actions and co-ordination of assets
- Operational
  Implementing tasks
- Deliberates results and evaluates strategy
- Monitors and analyses results
- Defines specific expectations and tasks

Silver
- Strategic
  Establishes & communicates strategic direction
- Tactical
  Co-ordinating Group (TCG)

Bronze
- Strategic
  Co-ordinating Group (SCG)
Crisis Response

It can take time for the elaborate coordination structures to be implemented. As such standing objectives are set for the Silver Commander to work to, which in the initial stages for the police will be the ‘Force Incident Manager’.

i. saving and protecting human life  
ii. relieving suffering  
iii. protecting property  
iv. providing the public with information  
v. containing the emergency – limiting its escalation or spread  
vi. maintaining critical services  
vii. maintaining normal services at an appropriate level  
viii. protecting the health and safety of personnel  
ix. safeguarding the environment  
x. facilitating investigations and inquiries  
xii. restoring normality as soon as possible  
xiii. evaluating the response and identifying lessons to be learned.
## Typical roles of cat 1 responders in response

<table>
<thead>
<tr>
<th>Police</th>
<th>Fire Service</th>
<th>Ambulance Service</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Coordinate the activities of those responding</td>
<td>• Rescue of people trapped by fire, wreckage or debris</td>
<td>• Coordinating the on-site NHS response.</td>
</tr>
<tr>
<td>• Preserve the scene for any possible future investigation</td>
<td>• Work to render incident site safe by fighting fire and neutralise contaminants.</td>
<td>• Sustain life through life saving interventions.</td>
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<tr>
<td>• Maintain cordons around the incident</td>
<td>• Assist casualty-handling and body recovery.</td>
<td>• Prioritisation of patients via triage process</td>
</tr>
<tr>
<td>• Liaise with HM Coroner regarding any fatalities</td>
<td>• Mass decontamination of the public.</td>
<td>• Identify and notify receiving hospitals</td>
</tr>
<tr>
<td>• Coordinate search activities</td>
<td></td>
<td>• Arrange patient transportation</td>
</tr>
</tbody>
</table>
Typical roles of cat 1 responders in response (contd)

<table>
<thead>
<tr>
<th>Local Authorities</th>
<th>Environment Agency</th>
<th>Maritime and Coastguard Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Immediate shelter and welfare for survivors</td>
<td>• Flood: predict location, timing and magnitude of flooding</td>
<td>• Initiation and coordination of civil maritime search and</td>
</tr>
<tr>
<td>• Provide medium-term support to survivors</td>
<td>operate flood defences</td>
<td>rescue.</td>
</tr>
<tr>
<td>• Support investigative efforts</td>
<td>• Pollution: prevent, control and monitor input of pollutants,</td>
<td>• Manage pollution at sea and assist local authorities with</td>
</tr>
<tr>
<td>• Inspect dangerous structures</td>
<td>including air quality</td>
<td>shoreline clear up.</td>
</tr>
<tr>
<td>• Scene clear up, including pollution</td>
<td>• Regulate and advise on waste disposal</td>
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<tr>
<td>• Coordinate voluntary sector contribution</td>
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Levels of emergency

The majority of incidents are managed effectively at the local level.

The Cabinet Office Briefing Room [COBR] can be activated to support or direct response efforts for particularly challenging incidents.
In conclusion:

- Integrated Emergency Management is built on six steps: anticipation, assessment, prevention, preparation, response and recovery.
- Government policy is clear and built on a bottom-up approach with a complimentary framework at the national level.
- The stakeholder environment is complicated but working together is essential.
References

UK Resilience Website: www.gov.uk/government/policies/improving-the-uks-ability-to-absorb-respond-to-and-recover-from-emergencies

