CO-ORDINATION PLAN

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https://collaborate.resilience.gov.uk/RDService/home/38124/Co-Ordination

The Plan is published following discussion and agreement with the principal emergency services and other agencies that may be involved in its implementation. It is essential that all agencies and organisations are fully conversant with these arrangements and that their internal operational plans are compatible.

The Council's Resilience Unit must be informed promptly of any changes affecting the contents of this Plan; when necessary, amendment pages will be issued by the Unit. It is the responsibility of all recipients to ensure that plans are updated promptly.

Date	Version	Amendments
01/04/12	2.0 (Version 8.9 Cascade)	Significant reformat
09/01/19	3.0 (Version 9.0 Cascade)	Merging of Alerting and Activation Plan v2.0 with Co-ordination Plan v2.0

1 INTRODUCTION

This section of the Cumbria Emergency Plan (CEP) describes how a multi-agency response in Cumbria is co-ordinated from initial notification of an incident (alerting) to stand down arrangements. It also specifies arrangements to establish and maintain an effective integrated response to an emergency which necessitates a co-ordinated response from all agencies involved.

The overarching aim of the Co-ordination Plan is to highlight the arrangements in place to support CLRF responders as defined by the Civil Contingencies Act 2004 (CCA) during a major incident, major incident standby or other incident that requires multi-agency co-ordination.

2 CUMBRIA LOCAL RESILIENCE FORUM (CLRF) RESPONSE STATUS

The Civil Contingencies Act 2004 has defined an Emergency as an event or situation, which threatens serious damage to:

- Human Welfare in a place in the United Kingdom
- The Environment in a place in the United Kingdom
- War or Terrorism, which threatens serious damage to the security of the United Kingdom

The term 'emergency' is used to cover all major incidents which require a co-ordinated response by CLRF beyond the scope of their normal operations.

The plan establishes the response state, in line with the Joint Emergency Services Interoperability Principles (JESIP) definitions https://www.jesip.org.uk/definitions and within Cumbria the emergency response state is categorised into three distinct levels:

Table 1: Status Descriptions

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

2.1 Major Incident

An event or situation with a range of serious consequences which requires special arrangements to be implemented by one or more emergency responder agencies.
(Jesip Doctrine)

Declaring a 'major incident' triggers a predetermined strategic and tactical response from each emergency service and other responder agencies. It takes time for operational structures, resources and protocols to be put in place. Declaring that a major incident is in progress as soon as possible means these arrangements can be put in place as quickly as possible.

2.2 Major Incident Standby

When an incident occurs, or is forecast, which has the potential to escalate into a major incident, or which may require large scale multi-agency co-ordination, a Major Incident Standby should be declared.

2.3 Potential Incident

Agencies that would be expected to respond to a major incident/major incident standby are carrying out high end business as usual (BAU) protocols. This could also include participation in Multi-Agency Assessment Teleconferences (MAAT) which assists in confirming the response status.

3 CUMBRIA LOCAL RESILIENCE FORUM NOTIFICATION AND ACTIVATION

3.1 Agency Responsibilities

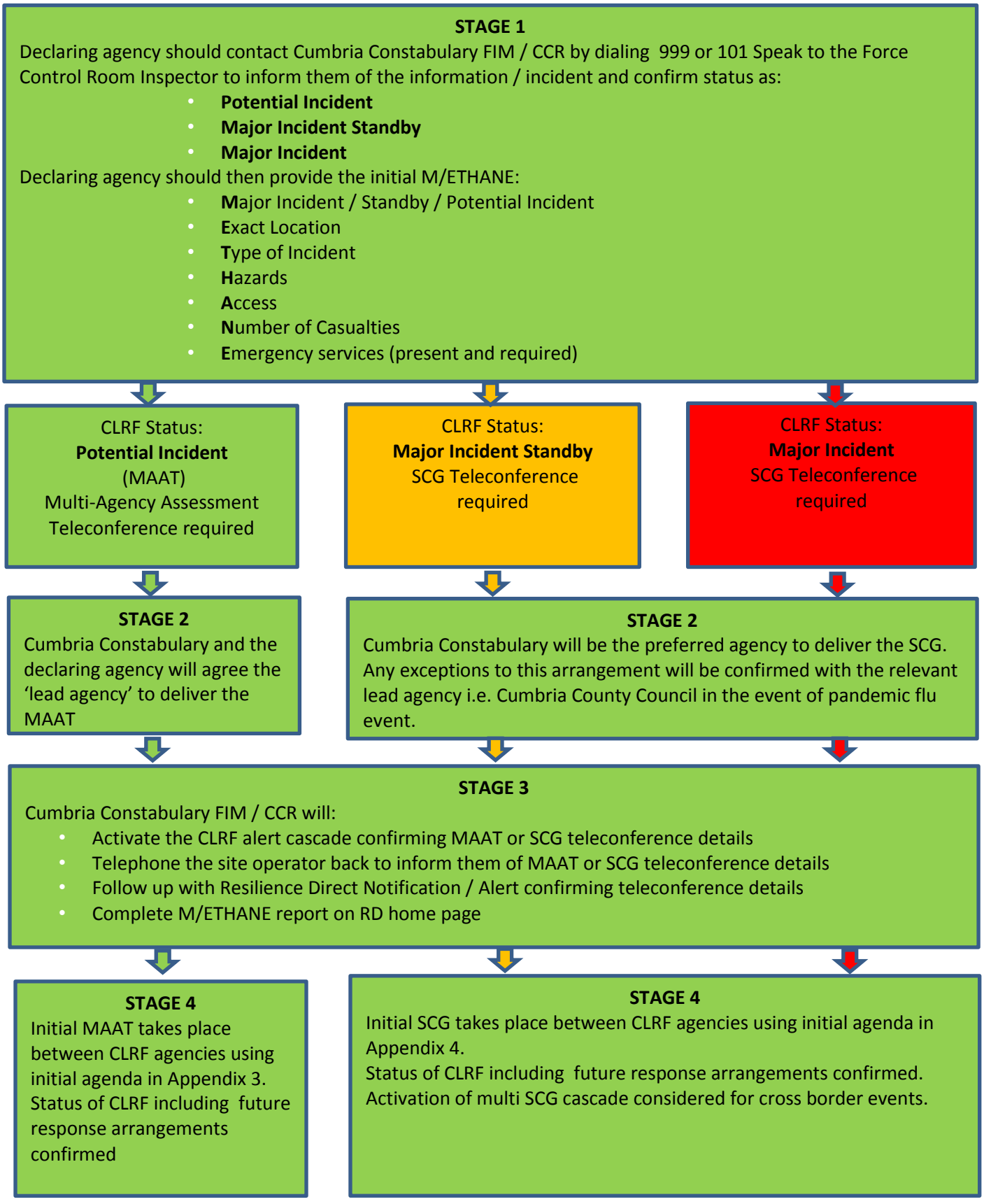
Category 1 and 2 agencies have a duty to assess, plan and advise on emergencies. It is therefore possible for any responding agency to declare their own internal response state which is specific to that agency's or site's own emergency arrangements and which does not require a multi-agency strategic response. This may be particularly relevant to organisations such as the NHS and COMAH or REPPIR sites where there are explicit site alert states and arrangements for notification in these circumstances will be recorded in the agencies or site emergency plans:

https://collaborate.resilience.gov.uk/RDService/home/294/Cumbria-Emergency-Plans---Site-Specific-Plans

3.2 Notification and Activation Procedure

Any agency that wants to declare an alert state for an incident and instigate a multi-agency response must contact Cumbria Constabulary Command and Control Room (CCR) to activate this plan. The steps for notification relate to the CLRF status determined by the declaring agency.

Table 2: Four stages of notification and activation (below)



3.3 Notification and Activation Supporting Arrangements

To respond effectively during the early stages of a major incident Commanders may use Airwave multi-agency talk groups to enable information sharing and joint decision making. This facility is in addition to the arrangements detailed in this plan.

National Inter-agency Liaison Officer (NILO) arrangements will also run in parallel to the CLRF response and will complement the existing Strategic, Tactical and Operational inter-agency co-ordination.

3.4 Duty to Share Information

Under the Civil Contingencies Act 2004 and the Contingency Planning Regulations, Category 1 and 2 responders have a duty to share information with other Category 1 and 2 responders. This is required for those responders to fulfil their duties under the CCA. Information sharing is also encouraged as being good practice.

Information sharing is necessary so that Category 1 and 2 responders are able to make the right judgements. If Category 1 and 2 responders have access to all the information they need, they can make the right decisions about how to plan and what to plan for. If they do not have access to all the information, their planning will be weakened.

CLRF Information Sharing Protocol is in place for the sharing of personal data and sensitive (special) personal data. These arrangements are outside the scope of this Plan.

4 RESILIENCE DIRECT (RD)

4.1 RD Initial Response

Cumbria Constabulary will create an Incident Response Page on RD to notify CLRF partners that an incident has occurred.

When the nature of the incident means that it is more appropriate, Cumbria County Council (CCC) will create the Incident Response Page on RD.

RD mapping will be utilised where necessary to enhance situational awareness. A 'View Only' link for any RD Mapping will be available on the RD Incident Response Page.

It will be the responsibility of agencies to share situational awareness through RD.

4.2 RD Continued Response

The outcome of the MAAT or SCG assessment, arrangements and actions will be communicated through the RD Response Page.

The RD Response Page will include the battle rhythm of meetings in the format presented in table 3.

Table 3: RD Response Page battle rhythm table

MAAT or SCG (Delete as appropriate)	**Last meeting:**	**Next Meeting:**
Current Chair: Insert chair name and organisation Current Loggist: Insert loggist name and organisation	05/04/2017 00:00 insert venue	05/04/2017 00:00 insert venue

Agencies should be aware that access to an incident page is also available to RD through RD Lite.

5 MULTI-AGENCY ASSESSMENT TELECONFERENCE (MAAT)

The initial parties assess the current and potential risks posed by the incident using a multi-agency assessment teleconference (MAAT). Once the risks are jointly understood a decision may be made to change the CLRF response status.

The roll-call for the MAAT (Appendix 2) will follow the Briefing Table/SCG layout.

The declaring agency will be expected to Chair the initial MAAT. However this will be agreed with Cumbria Constabulary before the MAAT takes place. As a guide, the MAAT will follow the same objectives set for the SCG (Appendix 4).

Examples of where a MAAT may be required:

A responding agency may declare a *major incident* which is specific to that agency's emergency arrangements which does not require a multi-agency strategic response. Other agencies may be notified for information purposes only.

6 COMMAND LEVELS

The command and co-ordination arrangements may include the use of a strategic facility, agency control centres and multi-agency tactical facilities. The principle is co-location with teleconferencing used if more appropriate. JESIP sets out the principles Commanders are expected to follow when planning a joint incident response.

The arrangements for responding to and recovering from emergencies, irrespective of cause or location, requiring co-ordinated central government action are set out in the Central Government CONOPS[1].

[1] https://www.gov.uk/government/publications/the-central-government-s-concept-of-operations

Emergency responders adopt levels of command when responding to incidents. The level does not convey seniority or rank but the level of command an individual has at the incident.

The table below shows the generic tiers of co-ordination:

Table 4: Responsibilities

Strategic	Strategic Co-ordinating Group	• Sets strategic direction • Co-ordinates responding organisations • Prioritises resources
Tactical	Tactical Co-ordinating Group	• Interprets strategic direction • Develops tactical plan • Co-ordinates activities and assets
Operational	Operational Co-ordination Group (Individual Responder Agencies)	• Executes tactical plan • Commands single-service response • Co-ordinates actions

6.1 Strategic Co-ordinating Group (SCG)

The Strategic Co-ordinating Group (SCG) does not have the collective authority to issue commands or executive orders to individual responder agencies. Each organisation represented retains its own command authority, defined responsibilities and will exercise control of its own operations in the normal way and utilise the JESIP Joint Decision Model as part of that process.

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

- determine and promulgate a clear strategic aim and objectives and review them regularly
- establish a policy framework for the overall management of the event or situation
- prioritise the requirements of the tactical tier and allocate personnel and resources accordingly
- formulate and implement media-handling and public communication plans, potentially delegating this to one particular agency
- agree planning and operations beyond the immediate response in order to facilitate the recovery process.

For the majority of incidents Cumbria Constabulary will act as the lead agency and will ensure a senior officer chairs the SCG during the response phase of the incident.

This may not be the case within certain defined arrangements/specific plan protocol where the most appropriate agency will act as the lead agency e.g. Pandemic Influenza.

An initial teleconference will review/determine initial actions and strategic co-ordination arrangements. If it is determined that a SCG should physically meet a Strategic Co-ordination Centre (SCC) will be activated from a suite of three options depending on the nature of the incident:

Table 5: SCC's

In the preparation phase, consideration should be given to the arrangements suitable for a range of scenarios and alternative locations should be identified for business continuity purposes. However it should be noted that for the majority of incidents Carleton Hall, Cumbria Constabulary HQ, Penrith is regarded as the default location. The exceptions being some Site Specific Plans where pre-identified default SCC locations are identified.

Strategic Co-ordinating Group (SCG) must comprise of CLRF representatives of appropriate seniority and authority in order to be effective, and representatives should be empowered to make executive decisions in respect of their organisation's resources. In a long-running emergency, the need for personnel to hand over to colleagues will undoubtedly arise. This underlines the necessity for each organisation to select, train and exercise sufficient senior individuals who are capable of fulfilling this role i.e. participants representing their agency must be suitably qualified and experienced people (SQEP), able to make accountable decisions at the SCG.

The requirement for strategic management may not apply to all responding agencies owing to differing levels of engagement. However, emergencies almost always require multi-agency co-ordination and rarely remain entirely within the ambit of a single agency. It may, therefore, be appropriate for an agency not involved at strategic level nevertheless to send liaison officers to meetings of the Strategic Co-ordinating Group (SCG).

To enable the SCG to discharge its functions, the setting of strategic objectives, co-ordination of the local response including countermeasures and advice to protect the public and environment, several support or advisory groups may be established. Key sub groups include:

- Science and Technical Advice Cell (STAC)
- Strategic Media Advisory Cell (SMAC)
- Recovery Advisory Group (RAG)
- Multi-Agency Transport Advice Cell (MATAC)

A full listing can be found at Appendix 5

During any recovery phase the most appropriate local authority will act as the lead agency and will ensure a senior officer chairs the Recovery Advisory Group (RAG) and Strategic Recovery Co-ordinating Group (SRCG).

All lead agencies will ensure that administrative support is available to the SCG, RAG, or SRCG, plus Information Communication Technology (ICT) support will be provided by the host of the facility. In addition some multi-agency specific roles will be co-ordinated by Cumbria County Council Resilience Unit (CCCRU) e.g. Briefing Officer.

6.2 Tactical Co-ordinating Group (TCG)

Where formal co-ordination is required at the tactical level then a Tactical Co-ordinating Group (TCG) may be convened. This will usually comprise the most senior officers of each agency committed within the area of operations, and will undertake tactical co-ordination of the response to the event or situation.

The purpose of the tactical level is to ensure that the actions taken by the operational level are co-ordinated, coherent and integrated in order to achieve maximum effectiveness and efficiency. For the majority of incidents Cumbria Constabulary will act as the lead agency and will ensure a senior officer is available to chair the TCG during the acute phase.

The lead agency will ensure that administrative support is available to the TCG. Information Communication Technology (ICT) support will be provided by the host of the facility.

While a single agency will usually be identified at an early stage to be the lead responder, they do not have the authority to command the personnel or assets of other involved responders.

Working in co-ordination the responder agencies' Tactical Commanders will:

- determine priorities for allocating available resources
- plan and co-ordinate how and when tasks will be undertaken
- obtain additional resources if required
- assess significant risks and use this to inform tasking of Operational Commanders
- ensure the health and safety of the public and personnel

Working in co-ordination the responder agencies' Tactical Commanders will follow the JESIP principles for Joint Working.

A TCG location may be a local police, fire station, or Joint Incident Command Unit (3 blue light collaboration vehicles accessible 24/7 via CFRS National Inter-Agency Liaison Officer (NILO)) to ensure that an effective co-ordination can take place. Although the identification of a locality for co-location may be a dynamic one or based on a risk assessment it is recognised in Cumbria there are several locations which can host immediate TCG's:

Table 6: TCG's

The TCG should meet as frequently as required by the circumstances of the incident. All key decisions should be recorded in writing for audit purposes. A standard agenda may be focused on tactical issues.

TCG can activate a Logistic & Resource Cell.

6.3 Operational Co-ordinating Group (OCG)

Responder first on the scene will take immediate steps to assess the nature and extent of the incident, reporting a shared situational awareness to their respective control room and/or their Tactical Commander using the JESIP Methane model.

Multi-agency co-ordination at an operational level will be established in line with the JESIP principles.

A suitable and safe co-location should be identified. This may be local police, fire station, or Joint Incident Command Unit (3 blue light collaboration vehicles accessible 24/7 via CFRS National Inter-Agency Liaison Officer (NILO)) to ensure that an effective co-ordination can take place.

A key function of an Operational Commander will be to consider whether circumstances warrant a tactical level of management.

Operational Commanders become responsible for implementing the Tactical Commander's tactical plan within their geographical area or functional area of responsibility. To discharge this successfully, they need to have a clear understanding of the Tactical Commander's intent and plan, their tasks, and any restrictions on their freedom of action, on which they in turn can brief their staff.

Operational Commanders will maintain timely communication with Tactical Commanders.

Individual agencies retain command authority over their own resources and responders deployed at the scene, but each agency must liaise and co-ordinate with all other agencies involved, ensuring a coherent and integrated effort. In some circumstances this may require the temporary transfer of one organisation's personnel or assets under the control of another organisation.

7 STAND DOWN

The process to implement stand-down arrangements and cancel any declaration state must be agreed through the appropriate organisations. If a Strategic Co-ordinating Group has been established following a declaration of major incident or major incident stand by there should be agreement between the SCG Chair, the Chair of the Strategic Recovery Co-ordinating Group, Regulator (e.g. HSE or ONR) and if applicable site operators or an appropriate government department e.g. MHCLG.

Following agreement there should be a co-ordinated approach to the removal of any countermeasures, via STAC for example, and a scaling back of communications strategy via SMAC. In addition to the necessary notifications/alerts via Resilience Direct to agencies with regard to such stand down arrangements.

APPENDIX 1: CLRF ALERT CASCADE

APPENDIX 2: INITIAL MAAT/SCG INVITED ATTENDANCE LIST

1. Operator / Originating body
2. Cumbria Constabulary
3. Cumbria Fire & Rescue Service
4. NWAS North West Ambulance Service
5. PHE Public Health England
6. NHS England
7. Cumbria County Council
8. Allerdale Borough Council
9. Barrow Borough Council
10. Carlisle City Council
11. Copeland Borough Council
12. Eden District Council
13. South Lakeland District Council
14. Environment Agency
15. United Utilities
16. Electricity Northwest
17. Northern Gas Networks
18. Highways England
19. Network Rail
20. BT / Comms Networks
21. Met Office
22. Media
23. Lt Col. HQ 42 Brigade (MOD)
24. Maritime & Coastguard Agency
25. Aeronautical Rescue Co-ordination Centre
26. Ministry for Housing, Communities and Local Govt (was DCLG)
27. Civil Nuclear Constabulary
28. Sellafield
29. BAE Systems
30. Spirit Energy (Centrica)
31. MoD Longtown
32. APHA – Animal and Plant Health Agency
33. Voluntary Agencies

APPENDIX 3: INITIAL MAAT AGENDA

Cumbria Resilience Forum

Initial Multi Agency Assessment Teleconference Agenda

Teleconference: Log in at least 2 minutes before start time, use mute (attendees can press ***** and then **6** to use the mute and un-mute facility on your key pad) and announce yourself as you speak

Item	Item Lead
Introductions: • Welcome and reason for hosting the MAAT • Complete agency roll call (Appendix 2). Are all organisations required present? • Remind MAAT that meeting is recorded/minuted on RD	Chair
Situational Awareness: • Update from Key information providers/polluters/experts/risk sites • Declaration of urgent items for attention/questions from agencies • Confirmation of decisions on actions required • Agency updates ***by exception only*** (current response/possible escalation)	Chair
Confirm Situation Overview: • Agree COP (common operating picture) and understanding of risks/consequences (use M/ETHANE if appropriate)	Chair
Confirm Situation Assessment: • Agree incident status and direction of travel (major incident stand-by / major incident) • Agree command, control and co-ordination options for managing the incident (Appendix 6)	Chair (All)
Actions: Develop and agree actions and priorities including: • Countermeasures/Interventions • Public Communications • Responder safety and tactical parameters • Resource options Determine and allocate responsibility for actions required	Chair
Confirm: • Additional organisations to join the response/next meeting/teleconference • Confirm date and time of next meeting and required attendees (battle rhythm) • Record of meeting, decisions and actions (on RD)	Chair

APPENDIX 4: INITIAL SCG AGENDA

Cumbria Resilience Forum

Initial Strategic Coordinating Group Agenda

Teleconference: Log in at least 2 minutes before start time, use mute (attendees can press ***** and then **6** to use the mute and un-mute facility on your key pad) and announce yourself as you speak

Item	Item Lead
Introductions: • Complete agency roll call (Appendix 2). Are all organisations required present? • Aim & Objectives noted *(amend if required)* • Remind SCG that meeting is recorded/minuted on RD	Chair
Situational Awareness: • Update from Key information providers/polluters/experts/risk sites • Declaration of items for urgent attention/questions from agencies • Confirmation of decisions on urgent items • Agency updates ***by exception only*** (current response/possible escalation)	Chair
Confirm Situation Overview: • Agree COP (common operating picture) and understanding of risks/consequences (use M/ETHANE if appropriate)	Chair
Strategy: • Develop and agree strategy and priorities Consider options for: • Countermeasures/Interventions • Public Communications • Responder safety and tactical parameters	Chair
Resources: Consider options for: • Local and national mutual aid • additional agencies • MACA support	Chair
Actions: • Agree incident status (major incident stand-by / major incident) • Agree command, control and co-ordination options for managing the incident (Appendix 6) • Agree if any SCG advisory groups required (Appendix 5) • Early consideration of Recovery including crowdfunding. • Determine and allocate responsibility for strategic actions required	Chair
Confirm: • Any changes to Aim & Objectives • Additional organisations to join the response/next meeting/teleconference • Confirm date and time of next meeting and required attendees (battle rhythm) • Record of meeting, decisions and actions (on RD)	Chair

APPENDIX 5: SCG SUB GROUPS

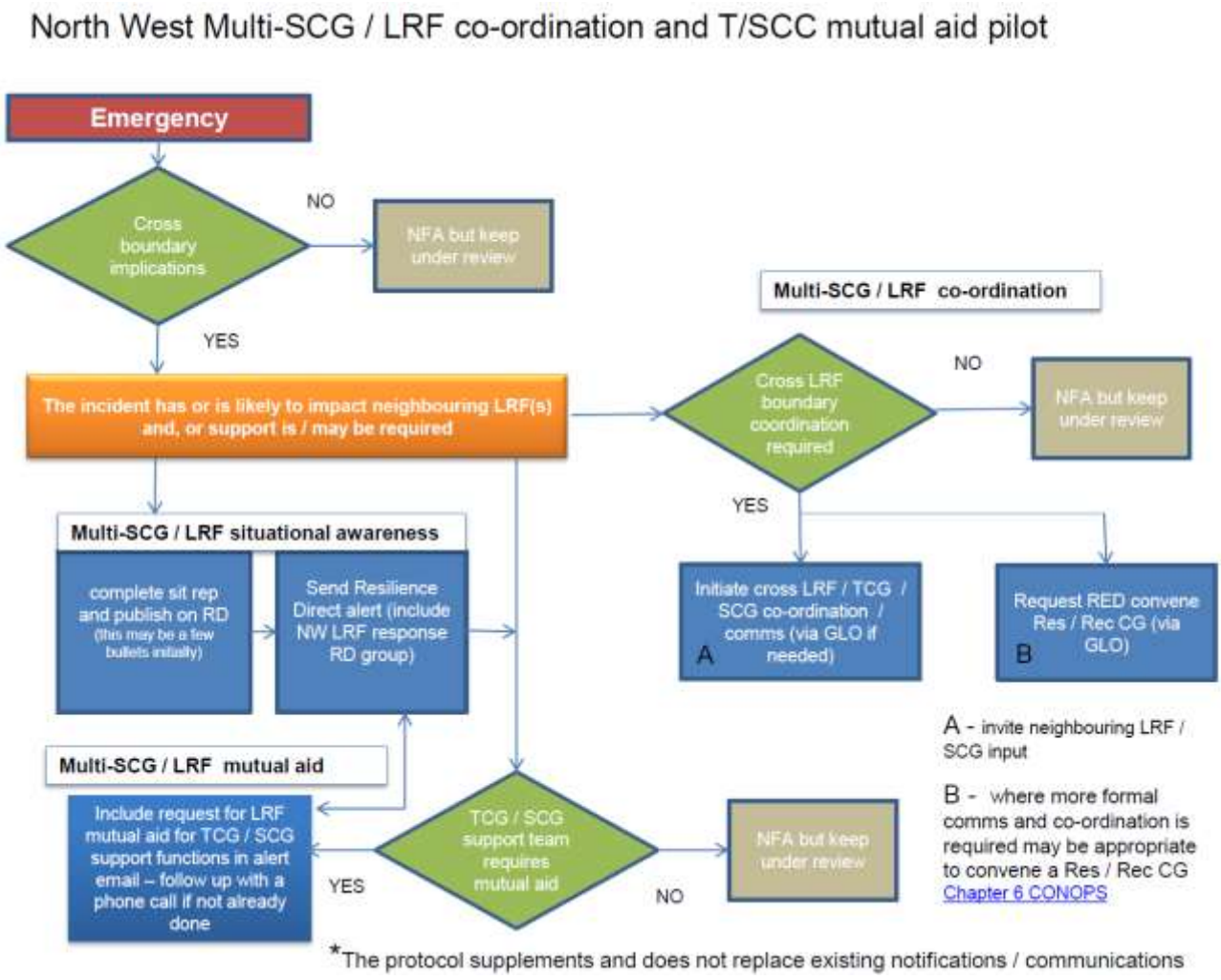
Sub Group Name	Purpose	Chair/Lead Agency	Key Members/ Roles	Interdependencies	Link to Guidance
Multi-Agency Transport Advice Cell	To enable strategic co-ordination across all transport infrastructure/ operations during a major incident.	Highways Authority	CCC Highways Voluntary Agencies Police Highways England	Multi Agency Information Cell	Co-ordination Section Annex
Strategic Media Advice Cell	To deliver a co-ordinated media response.	Incident Dependent	All agencies	Multi Agency Information Cell	Public Communications Section
Welfare Co-ordinating Group	Support SCG to provide a single point of welfare advice and situational awareness to the Multi-Agency Strategic Control and its constituent organisations.	Cumbria County Council	Voluntary organisations and faith groups Cumbria Constabulary CFRS NWAS District Councils NHS England. Clinical Commissioning Groups Cumbria Partnership Trust	Multi Agency Information Cell	Welfare Section
Science and Technical Advice Cell	To ensure timely co-ordinated scientific and technical advice during the response to an emergency.	Public Health England			North West Science and Technical Advice Cell Plan
Recovery Advisory Group	To develop a recovery strategy and feed in recovery issues whilst the Strategic Co-ordinating Group (SCG) is in operation.	Senior Local Authority Officer from Cumbria County Council or a District Council.	See Recovery Plan	See Recovery Plan	See Recovery Plan

Strategic Recovery Co-ordinating Group (SRCG)	The group will be formed following handover from the response phase to the recovery phase of the emergency. It will function as the strategic decision-making body for the recovery phase. It can be anticipated that the handover from the response phase to the recovery phase will be a transitional process.	Senior Local Authority Officer from Cumbria County Council supported by District Councils.	See Recovery Plan	See Recovery Plan	See Recovery Plan
Health Coordination Group (HCG) **Note:** This is not a direct sub-group of the SCG but it may be convened by NHSE and has dependencies with other SCG sub-groups	To co-ordinate the Cumbrian health system response to an emergency	NHS England	NHSE Comms NWAS PHE North Cumbria CCG North Cumbria University Hospitals Cumbria Partnership Foundation Trust Cumbria Health on Call CCC Dept Public Health CCC Adult Social Care Trauma Network (if required)	SMAC Welfare Co-ordination Group	

APPENDIX 6: OPTIONS FOR MANAGING AN INCIDENT

	Options for Command, Control and Co-ordination	
Strategic Co-ordinating Group	Teleconference	Physical Group
Tactical Co-ordinating Group	Teleconference	Physical Group
Operational Co-ordinating Group	N/A	Physical Group
Multi Agency Assessment Teleconference	Teleconference	N/A

APPENDIX 7: NORTH WEST MULTI-SCG CASCADE



APPENDIX 8: GUIDE TO ACRONYMS

CEP	Cumbria Emergency Plan
CCA	Civil Contingencies Act
BAU	Business as Usual
MAAT	Multi Agency Assessment Teleconference
NHSE	National Health Service England
NWAS	North West Ambulance Service
COMAH	Control of Major Accident Hazards
REPPIR	Radiation (Emergency Preparedness and Public Information) Regulations
JESIP	Joint Emergency Services Interoperability Principles
PHE	Public Health England
RAG	Recovery Advisory Cell
STAC	Science and Technical Advice Cell
SCC	Strategic Co-ordination Centre
SCG	Strategic Co-ordinating Group
SMAC	Strategic Media Advice Cell
SRCG	Strategic Recovery Advice Cell
TCG	Tactical Co-ordinating Group
OSG	Operational Co-ordinating Group
MATAC	Multi Agency Transport Advice Cell