



COPE

(Combined Operating Procedures for Essex)
**Multi Agency Response &
Recovery Framework**

Version:	4.2	Dated:	23 Dec 2019
Protective Marking:	Official Sensitive	Formal Review:	August 2020
Plan Owner:	ERF Planning Assurance Group		

Document

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Updated: November 2019
Next Formal Review Date: August 2020

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This plan has been written by members of the ERF as part of their responsibility to protect and assist the community and, as far as is reasonable in the circumstances, all steps have been taken to ensure that no member of the community shall be unfairly treated, discriminated against, or disadvantaged as a result.

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Preface

COPE has been prepared in accordance with the joint agreement reached by the Essex Resilience Forum.

Ownership of the document is shared by members of the ERF, with all agencies responsible for their own contribution and any content referencing their own organisation.

The document is compiled and maintained by the ERF Co-ordinator on behalf of the ERF Planning Advisory Group (PAG). All category 1 and 2 responders are responsible for maintaining their own plans and procedures for their organisations.

This document supersedes any previous document entitled COPE Combined Operating Procedures for Essex.

Distribution List:

Category 1 Responders:	Category 2 Responders:	Other:
British Transport Police East of England Ambulance Service Environment Agency Essex Local Authorities Essex Fire & Rescue Service Essex Police NHS England [East] NHS Acute Trusts Maritime & Coastguard Agency Public Health England Port Health Authority	Network Rail Harbours and Ports Health & Safety Executive Highways Agency NHS Clinical Commissioning Groups Southend Airport Stansted Airport Train Operating Companies Transport for London Utilities Services with customers in Essex	Crisis Support Team Essex MHCLG Resilience & Emergencies Division Met Office Voluntary Agencies NHS Funded Care Providers

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METHANE Notification...

Notification of a Major Incident

To ensure consistency **METHANE** is now the recognised common model for passing incident information between emergency responders, partners and their control rooms on the declaration of a Major Incident

When reporting the notification of an incident to and between responding agencies please use the METHANE model and include the additional information below

M - Major Incident Declared

- Command structure established or to be established
- Initial response strategy set? If so; What is it and does it include recovery?
- SCG/TCG activated? If so; Time of meeting, location and who is required?

E - Exact Location

T - Type of Incident

- Scale - how significant and widespread is the incident or might it become?
- Impact - how bad is it, and how bad could it become?
- Duration - indication how long it is likely to continue?

H - Hazards - present, potential or suspected

A - Access - routes that are safe to use

N - Number - type, severity of casualties, displaced people

E - Emergency Services

- Responding agencies at scene
- Partner agencies required?

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Activation...

Record your decisions

All Responding Partners Notified

What are the key concerns?

Is a LA discussion required?

Have you started to develop situational awareness?

Requirement for Media, Recovery & Scientific advice/support?

Has an initial information message been sent to partners?

What are the options for coordination?

What is the required level of partnership representation?

Have you considered the following factors:

- **S**: What are the **social and welfare** dynamics of the problem?
- **T**: What are the **technical or technological** aspects?
- **E**: What are the **economic** impacts?
- **E**: Are there any **environmental** impacts?
- **P**: Are there any **political** ramifications?
- **O**: Are there **organisational** implications for all agencies concerned or affected?
- **L**: Are there its **legal** implications?
- **E**: Are there relevant **ethical** considerations?

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Coordination...

Partner Declaration of Major Incident and cascade

What are the coordination options - 'virtual or in person'

Open the Strategic Coordination Centre (SCC)

Convene a Strategic Coordinating Group (SCG), Virtual or Real with 2 hours

- **Recovery & Humanitarian Advisory Group (RHAG)**
- **Media Advisory Cell (MAC)**
- **Scientific & Technical Advice Cell (STAC)**

Monitor situation and share information

- **Multi Agency Information Cell (MAIC)**
- **Common Recognised Information Picture/Joint SitRep's**
- **Situation Reports**
- **Teleconference**

Emergency command groups established

Partner agency command groups established/to be established

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Recovery...

Has a Recovery & Humanitarian Advisory Group (RHAG) been established?

When will the SCG hand the incident to the Recovery Coordination Group (RCG)?

What are the impacts?

Which agency will chair the RAG/RCG?

What is the required level of membership at the RAG /RCG?

Have you considered the following factors:

- **S:** What are the **social and welfare** dynamics of the problem?
- **T:** What are the **technical or technological** aspects?
- **E:** What are the **economic** impacts?
- **E:** Are there any **environmental** impacts?
- **P:** Are there any **political** ramifications?
- **O:** Are there **organisational** implications for all agencies concerned or affected?
- **L:** Are there its **legal** implications?
- **E:** Are there relevant **ethical** considerations?

What is the exit strategy?

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Document Structure

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Introduction and Background

Aim

This is a strategic level document which aims to enhance multi-agency response to and recovery from emergencies in Essex.

Objectives

- To outline command, control and coordination (C3) arrangements
- To set out agreed roles and responsibilities for organisations involved in response and recovery
- To outline joint working procedures
- To provide SCG *aide memoirs* for specific emergencies or capabilities to address specific impacts, linking to other ERF plans and expertise

Integration

This plan is the key multi-agency strategic level document for the response to major incidents in Essex and is supported by a range of other hazard and impact specific aid memoirs.

This plan is supported by the following non ERF plans and procedures:

- Category 1 Responder Response and Operational Plans
- Essex COMAH plans (site specific)
- Essex Major Accident Pipeline Plan
- Organisation specific business continuity and crisis management plans

Legislation

This document has been produced as an overview of the multi-agency integrated emergency management arrangements within Essex.

CCA 2004

Part 1 - Local Arrangements for Civil Protection

Sec 1(1) Civil Contingencies Act 2004 defines an emergency as; an event or situation which threatens serious damage to human welfare in a place in the United Kingdom; an event or situation which threatens serious damage to the environment of a place in the United Kingdom; or war or terrorism, which threatens serious damage to the security of the United Kingdom. The event or situation may occur or be inside or outside the United Kingdom

Part 2 - Emergency Powers

The Act repeals previous legislation (the Emergency Powers Act 1920). It sets out a new definition of what constitutes an emergency appropriate to the times in which we live and incorporates new risks and threats which were not so relevant in 1920, including terrorist attacks, contamination of land following a biological or chemical terrorist attack and loss of communications systems on which we increasingly depend.

The Act introduced a range of other new features, mostly designed to ensure emergency powers cannot be misused and can be targeted and proportionate manner.

Emergency powers can be introduced on a regional basis. This ensures any special temporary legislation will apply only in the part of the UK affected by the emergency, leaving those elsewhere unaffected.

National Guidance

The CCA provides a framework for the delivery of local resilience structures and responder engagement in collaborative working, including the functions of Local Resilience Forums.

The Statutory Guidance accompanying the CCA is Emergency Preparedness, and the Non Statutory Guidance is Emergency Response and Recovery. This guidance provides LRF's with a benchmark against which to assess their plans and operational procedure

Community Risk Register

The Civil Contingencies Act (2004) places a legal duty on the wide range of responders to carry out risk assessments and maintain them in a Community Risk Register (CRR). The CRR is the first step in the emergency planning process; it ensures that planning and other work is carried out in proportion to the risk.

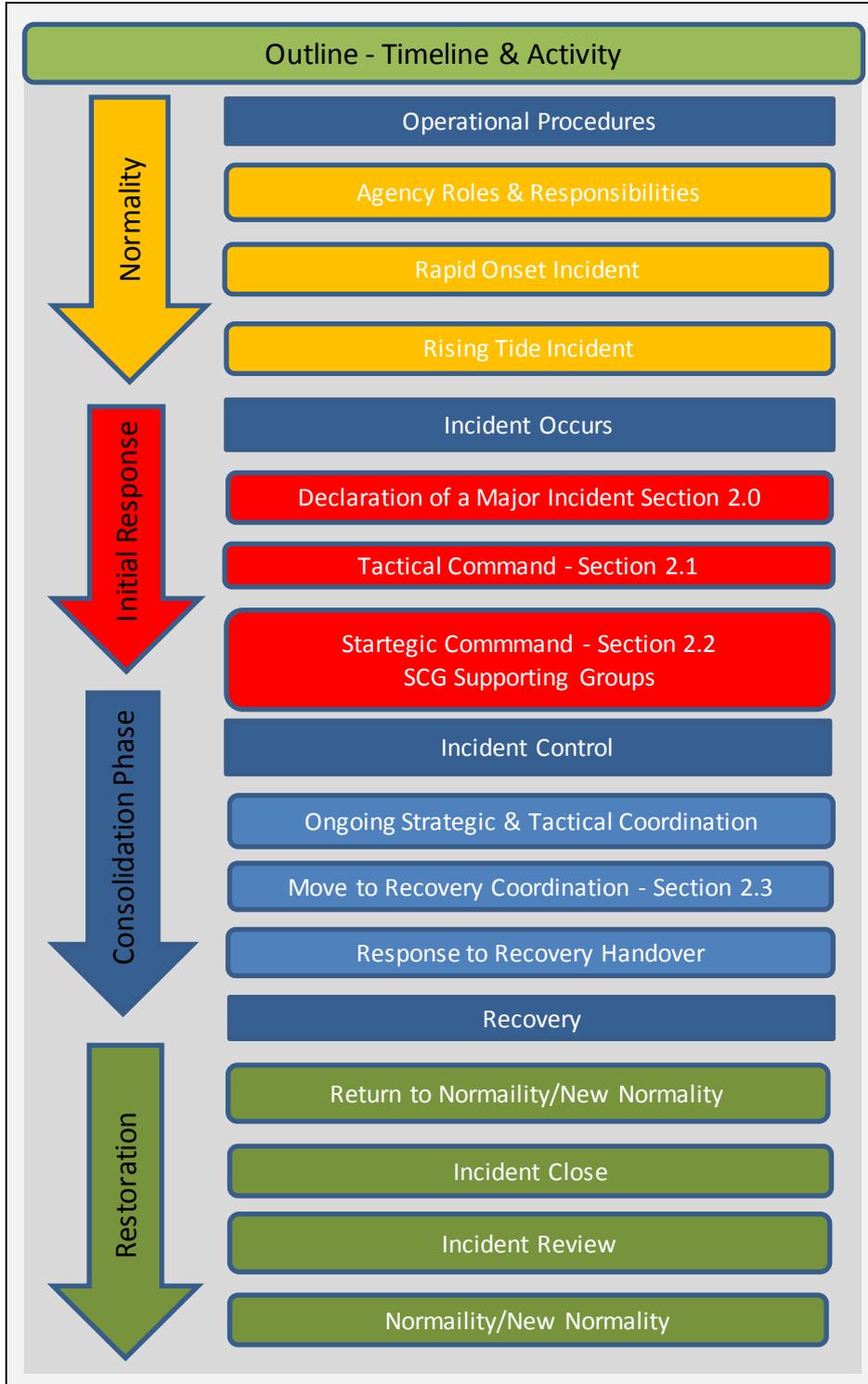
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Section 1: MAJOR INCIDENT

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Major Incident

Phases of a Major Incident



Major Incident Declaration

Defining a 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.

- The rescue, treatment and transportation of a large number of casualties.
- The involvement either directly or indirectly of large numbers of people.
- The handling of a large number of enquiries likely to be generated both from the public and the news media, usually addressed to the police.
- The need for the large scale combined resources of two or more of the emergency services.
- The mobilisation and organisation of the emergency services and supporting services, e.g. local authority, to cater for the threat of death, serious injury or homelessness to a large number of people.

The broad definition above is also applicable to the NHS, as the wording indicates. However for specific NHS purposes, a major incident may be defined as:

“Any occurrence which presents a serious threat to the health of the community, disruption to the service, or causes [or is likely to cause] such numbers or types of casualties as to require special arrangements to be implemented by hospitals, ambulance services or health authorities.”

Declaring a Major Incident

A major incident may be declared by any officer of one of the emergency services, the NHS, or the local authority, who considers that any of the criteria outlined in the above section have been satisfied. 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, with each of the other emergency services attending with an appropriate pre-determined response.

Notification

The agency declaring a major incident is responsible for informing all category 1 responding partners and category 2 partners as appropriate. Assistance in conducting may be available via Police Force Control Room [Police HQ].

The METHANE model is an established reporting framework which should be used by the agency declaring a major incident. It provides a common structure for responders and their control rooms to share major incident information.

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Each responder agency should send a METHANE message to their control room as soon as possible. The first resources to arrive on scene should send the METHANE message so that situational awareness can be established quickly. The information received through multiple METHANE messages will gradually build to support shared situational awareness in those responding to the incident and between control rooms.

M	MAJOR INCIDENT	Has a major incident or standby been declared? (Yes / No - if no, then complete ETHANE message)	<i>Include the date and time of any declaration.</i>
E	EXACT LOCATION	What is the exact location or geographical area of the incident?	<i>Be as precise as possible, using a system that will be understood by all responders.</i>
T	TYPE OF INCIDENT	What kind of incident is it?	<i>For example, flooding, fire, utility failure or disease outbreak.</i>
H	HAZARDS	What hazards or potential hazards can be identified?	<i>Consider the likelihood of a hazard and the potential severity of any impact.</i>
A	ACCESS	What are the best routes for access and egress?	<i>Include information on inaccessible routes and rendezvous points (RVPs). Remember that services need to be able to leave the scene as well as access it.</i>
N	NUMBER OF CASUALTIES	How many casualties are there, and what condition are they in?	<i>Use an agreed classification system such as 'P1', 'P2', 'P3' and 'dead'.</i>
E	EMERGENCY SERVICES	Which, and how many, emergency responder assets and personnel are required or are already on-scene?	<i>Consider whether the assets of wider emergency responders, such as local authorities or the voluntary sector, may be required.</i>

Section 2: COMMAND & CONTROL

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COMMAND & CONTROL

Initial Control

It is possible that members of one Service early on in the incident will spontaneously carry out tasks normally the responsibility of another. As soon as sufficient staff arrives each Service can be expected to establish unequivocal command and control of the functions for which it is normally responsible.

Inter-Agency Resources

Any service may request the temporary assistance of personnel and equipment of another. In these circumstances, while the supporting service will relinquish the immediate control of those resources to the other service for the duration of the task, it will nevertheless retain overall command of its personnel and equipment at all times.

For example, the Fire Service at a rescue operation may request the assistance of police officers with a rescue. The senior police officer will decide how many personnel can be provided. When offered, such police officers will come under the temporary control of the senior Fire Service officer in charge of the rescue operation.

Personnel from one service who assist another in this way should only be given tasks for which they are trained and not simply to supplement the other service in a potentially dangerous situation. For instance, police officers may be directed to implement cordons or become stretcher bearers in order to release fire fighters for rescue work. They should not undertake hazardous rescue work themselves.

Command Structure

The Strategic (Gold), Tactical (Silver) and Operational (Bronze) tiered command structure used by the emergency services is nationally recognised and accepted. The command structure is role, not rank specific and follow the JESIP principles throughout, including the use of the Joint Decision Model [JDM] and IIMARCH reporting.

In summary the roles of each designated officer can be described thus.

Strategic (Gold)

Strategic Commander in overall charge of each organisation, responsible for formulating the strategy for the incident. Each organisation's strategic officer is in direct command of the resources of their own service/organisation but delegates tactical decisions to their organisations respective Tactical Commander.

Each organisation's strategic officer will: consult with the other Strategic officers; liaise with central government and other bodies; provide additional resources for the scene; and maintain a strategic overview.

Tactical (Silver)

The Tactical Commander will attend the scene, take charge and be responsible for formulating the tactics to be adopted by their service to achieve the desired goal. The Tactical Commander should not become personally involved with activities close to the incident but remain detached. When more than one agency is operating at the tactical level there must be consultation and co-operation between the various Tactical Commanders. In order to affect co-ordination, an inter-agency meeting should be held at regular intervals attended by each Silver Commander. The Police will normally chair the meetings and maintain a written record.

Operational (Bronze)

The Operational commander will control and deploy the resources of their respective service within a geographical sector or specific role to implement the tactics defined by the Tactical Commander.

It should be understood that the titles do not convey seniority of service or rank but depict the function carried out by that particular person. At the outset, and before this formal structure is established, it is imperative that the senior officers of each service on scene liaise with each other. This will be the foundation upon which all later meetings will be based.

As the incident progresses and more resources attend the RVP, the level of supervision will increase in proportion. As senior managers arrive they will be assigned functions within the Strategic - Tactical - Operational structure. Within the police service, the officer who began the role should remain with his supervisor to maintain continuity of policy and to act as staff officer. The Fire Brigade will invariably re deploy that officer to other duties. It is important that the titleholder wears a uniquely identifiable tabard and passes it on to their successor.

The emergency services will appoint a number of Operational officers who will perform various supervisory functions depending on the areas of operation designated by the Tactical Commander.

By the use of this universal structure the emergency services and partner responding officers will be better able to communicate with each other and understand each other's' functions and authority. It is critical that Local Authority Liaison Officers [LALOs] fully understand the principles of the command structure and are able to work within it to optimise emergency response and LA engagement.

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Section 2.1

TACTICAL CO-ORDINATION

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Tactical Co-ordination Centre (TCC)

Tactical Commanders are responsible for formulating the tactics to be adopted by their service to achieve the strategy set by strategic commanders. They should make every effort to achieve the closest coordination with counterparts in other Services and Agencies by meeting face-to-face regularly and sharing information at the earliest opportunity.

Where the incident requires the coordination of a larger number of partner agencies the lead tactical Commander, in consultation with other emergency responders, will decide whether it is necessary to refer the incident to the lead duty strategic commander who in consultation with other partner agencies will decide the following:

- Whether it is necessary to form a Tactical Coordination Centre (TCC) and to convene the Tactical Coordinating Group (TCG).
- The identity of the Lead Tactical Commander and Chair of the TCG
- The location of the TCC

Chair of TCG

The chair of the TCG may be undertaken by a Senior Officer from any of the partner agencies; however, this role will be undertaken by the Police Tactical Commander where the incident is likely to involve:

- Immediate threat to human life
- Criminal or terrorist activity
- Significant public order issues

Location of the TCC

Tactical Commanders should be located where they can most effectively undertake their responsibilities, and should remain detached from the immediate response activities. There will be occasions when tactical coordination is best achieved remotely from the scene, such as in multiple simultaneous incidents or where a command structure is already in place for a pre-planned event / operation.

The tactical coordination meeting should initially meet close to the scene; it may be moved to premises which are better served, although further from the scene, as operations progress.

Minimum requirements for a TCC location are:

- Good Wi-Fi Connection
- Close By But Away From The Scene
- Teleconference Facilities (Landline)
- Good Mobile Phone Reception with 4G
- Ideally Suitable For Airwave Reception
- Toilet/Catering Facilities
- Parking
- Ideally Breakout Rooms Available
- Secure Access with 24/7 Capability

Various venues are available for a larger/purpose TCC, these being: [not in order]

- Police Special operations Room, Police HQ
- Police Operational Command, Boreham
- Latton-Bush Centre, Harlow
- Fire HQ, KP [note - also SCC location]
- QinetiQ [ref COMAH]
- Grays Police Station
- Thurrock Council Offices

Tactical Co-ordination Group (TCG)

The membership of the TCG will be determined by the Tactical Commander and will consist of those agencies thought necessary to effectively manage the agreed aims and objectives and to achieve a resolution of the incident at the earliest opportunity. Whilst the exact membership of the TCG will be incident specific, consideration should be given to including the following:

- Police
- Fire
- Ambulance
- County, Unitary and or District Authorities affected by the incident
- Central Government Representatives
- Other relevant category 1 Responders such as the MCA or Environment Agency
- Military Representatives.
- Company reps
- Cat 2 if relevant

The Chair should seek to maintain the membership of the TCG at a workable level requiring only those individuals essential to the decision making process to attend. Attendance should be limited to one Executive Officer for each organisation who must hold sufficient authority to make decisions concerning the resources controlled by their organisation or to seek the aid of other organisations in support of their role. The executive officer may be accompanied by one support member

It may be beneficial to have specialist advisors attend tactical coordination meetings dependent on the nature of the incident and industry affected. Individuals are available from industry who may be able to make important contributions to aid a coordinated and effective response to the incident and to the tactical decision-making process.

Records and Logs of Tactical meetings should be recorded, particularly key decisions taken (with rationale). These provide an *aide-mémoire* of the development of the operation and may be called at subsequent legal proceedings.

Frequency of Meetings

The Tactical Commander will seek to form the initial meeting of the TCG at the earliest reasonable opportunity. Early consideration needs to be given to the frequency of TCG meetings enabling officer time to pre-plan their attendance and to ensure that operational activity/meetings are synchronized to ensure that the information upon which decisions will be based is readily available.

In general, the nature and difficulties of the operation will govern the frequency of meetings. The aim will be to ensure a smooth transition from the first operational states of the incident to the later recovery stage.

TCG Agenda (example):

1. METHANE update
2. Brief update from each organisation:
 - Significant Issues
 - Immediate Tasks/Objectives to be achieved and progress
 - Control measures
3. Horizon scan - What is coming up, likely to happen, needed for the future
4. Agree a plan
5. Comms issues
6. Next meeting time

Section 2.2

STRATEGIC CO-ORDINATION

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STRATEGIC CO-ORDINATION

Where an incident occurs that has the potential to impact upon one or more Category 1 Responders then consideration should be given as to whether there is a need to co-ordinate the multi-agency response at a strategic level through the appointment of a single Strategic Commander, particularly where there is a need to:

- Determine clear aims and objectives across the multi-agency platform,
- Establish a policy framework for the overall management of the incident;
- Prioritise the requirements of the Tactical Command including the provision of resources and other equipment necessary to bring about a successful resolution to the incident;
- Formulate and effectively manage a media and public communication strategy to meet the communication needs of the Tactical Command and to keep the public informed of the progress;
- Direct and co-ordinate multi-agency activity beyond the initial response phase to ensure that a return to normality is achieved at the earliest opportunity through a multi-agency recovery process.
- Establish a framework for the provision of additional financial assistance and control
- Establish an interface with National Government

Within the Civil Contingencies Act the Police retain the overall responsibility to co-ordinate any multi-agency activity and will appoint the Strategic Commander except where the circumstances of the incident clearly indicate that the role should be performed by a member of a partner agency (*eg a public or animal health incident*).

Telephone Conference

Where the Strategic Commander considers it appropriate or time sensitive, co-ordination could be achieved through the use of a telephone conference. This would only be appropriate where:

- The incident is limited to the involvement of a small number of partner agencies or
- The requirement to conduct strategic coordination within 2 hours and where a physical meeting is not feasible within that time.
- The lead agency considers that strategic coordination is necessary prior to convening the SCC or
- The lead agency considers attendance at a single place is not conducive to the incident (*ie a severe weather event*)

The conference will normally be coordinated by Essex Police, but could be organised by another Category 1 Responder if appropriate. Relevant agencies will be contacted directly with details of the telephone conference number and time of the meeting.(or as a pre-requirement) poor weather.

Strategic Co-ordination Centre (SCC)

Where the incident requires the coordination of a larger number of partner agencies the lead tactical Commander, in consultation with other emergency responders, will decide whether it is necessary to refer the incident to the lead duty strategic commander who in consultation with other partner agencies will decide the following:

- Whether it is necessary to open the Strategic Coordinating Centre (SCC) and to convene the Strategic Coordinating Group (SCG).
- The identity of the Lead Strategic Commander and Chair of the SCG
- The location of the SCC

Chair of SCG

The chair of the SCG may be undertaken by a Senior Executive from any of the partner agencies; however, this role will be undertaken by the Police Strategic Commander where the incident is likely to involve:

- Immediate threat to human life
- Criminal or terrorist activity
- Significant public order issues

Location of the SCC

The SCC can only be established at predetermined and approved location considered suitable to facilitate the work to be undertaken by the SCG. Approved locations each have their own Activation Plan and can be selected from the following:

- ✚ **Essex Police College, Police Headquarters, Springfield, Chelmsford, Essex CM6 6DN**
- ✚ **OCAT Facility, Essex County Fire & Rescue Service, Service HQ, Kelvedon, CM8 3HB**

The SCC must be able to provide office accommodation and administration facilities for Senior Executives from all partner agencies to manage their organisational response to the incident. In addition it must provide a suitable venue allowing all Senior Executives to come together at a single meeting of the SCG to co-ordinate those responses in conjunction with all other partner agencies.

Strategic Co-ordination Group (SCG)

The membership of the SCG will be determined by the Strategic Commander and will consist of those agencies thought necessary to effectively manage the agreed aims and objectives and to achieve a resolution of the incident at the earliest opportunity. Whilst the exact membership of the SCG will be incident specific, consideration should be given to including the following:

- Police
- Fire
- Ambulance

- County, Unitary and or District Authorities affected by the incident
- Central Government Representatives
- Other relevant category 1 Responders such as the MCA or Environment Agency
- Military Representatives.
- Company reps
- Cat 2 if relevant

The Chair should seek to maintain the membership of the SCG at a workable level requiring only those individuals essential to the decision making process to attend. Attendance should be limited to one Executive Officer for each organisation who must hold sufficient authority to make decisions concerning the resources controlled by their organisation or to seek the aid of other organisations in support of their role. The executive officer may be accompanied by one support member

Frequency of Meetings

The Strategic Commander will seek to form the initial meeting of the Strategic Coordinating Group at the earliest reasonable opportunity. Early consideration needs to be given to the frequency of SCG meetings enabling Executive member's time to pre-plan their attendance and to ensure that Operational and Tactical Command Meetings are synchronized to ensure that the information upon which strategic decisions will be based is readily available.

In general, the nature and difficulties of the operation will govern the frequency of meetings. The aim will be to ensure a smooth transition from the first operational states of the incident to the later recovery stage.

Vetting

Vetting requirements for membership of the SCG will depend upon the nature of the incident that has occurred. Where the incident is managed by Police the vetting requirements will be in accordance with the arrangements contained within the SCC Trigger Plan.

Where an SCC is convened at any other location or is under the control of an appointed Chair from any other partner organisation it will be for the Chair to decide the vetting requirements in those particular circumstances.

Developing the SCG Strategy

The Strategic Commander must establish the immediate and on-going strategic requirements of the incident enabling the appropriate response activity to be undertaken. The requirements should include the agreed strategic aims and objectives,

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kept under regular review and should readily available to all members of the SCG.

In order to contain the incident it is advisable that any documented strategy should be developed using the JESIP Joint Decision Model and to include but not be limited to the additional considerations at page 26:



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A) WHY ARE WE DOING THIS?	<ul style="list-style-type: none">• What goals are linked to this decision?• What is the rationale, and is that jointly agreed?• Does it support working together, saving lives and reducing harm?
B) WHAT DO WE THINK WILL HAPPEN?	<ul style="list-style-type: none">• What is the likely outcome of the action; in particular what is the impact on the objective and other activities?• How will the incident change as a result of these actions, what outcomes do we expect?
C) IN LIGHT OF THESE CONSIDERATIONS, IS THE BENEFIT PROPORTIONAL TO THE RISK?	<ul style="list-style-type: none">• Do the benefits of proposed actions justify the risks that would be accepted?
D) DO WE HAVE A COMMON UNDERSTANDING AND POSITION ON:	<ul style="list-style-type: none">• The situation, its likely consequences and potential outcomes?• The available information, critical uncertainties and key assumptions?• Terminology and measures being used by all those involved in the response?• Individual agency working practices related to a joint response?• Conclusions drawn and communications made?
E) AS AN INDIVIDUAL:	<ul style="list-style-type: none">• Is the collective decision in line with my professional judgement and experience?• Have we (as individuals and as a team) reviewed the decision with critical rigour?• Are we (as individuals and as a team) content that this decision is the best practicable solution?

Governing Objectives

- Protect and preserve life
- Mitigate and minimise the impact of the incident
- Maintain life support infrastructure and essential services
- Promote restoration and recovery in the aftermath of the incident

Enabling Activity

To promote an effective response, Strategic Commanders are advised to consider

- The creation and dissemination of a Situational Report (Sitrep) across all responding organisations
- The creation of an effective command structure with clearly defined lines of communication;
- Simplified joint decision making procedures together with clear and timely direction;

- Clear prioritization of tasks;
- Allocation of finite resources;
- The development of cross boundary co-operation between partner agencies and central government

Functional Activity

Strategic Commanders should ensure that the following functional activity is appropriately reflected within their overall strategy:

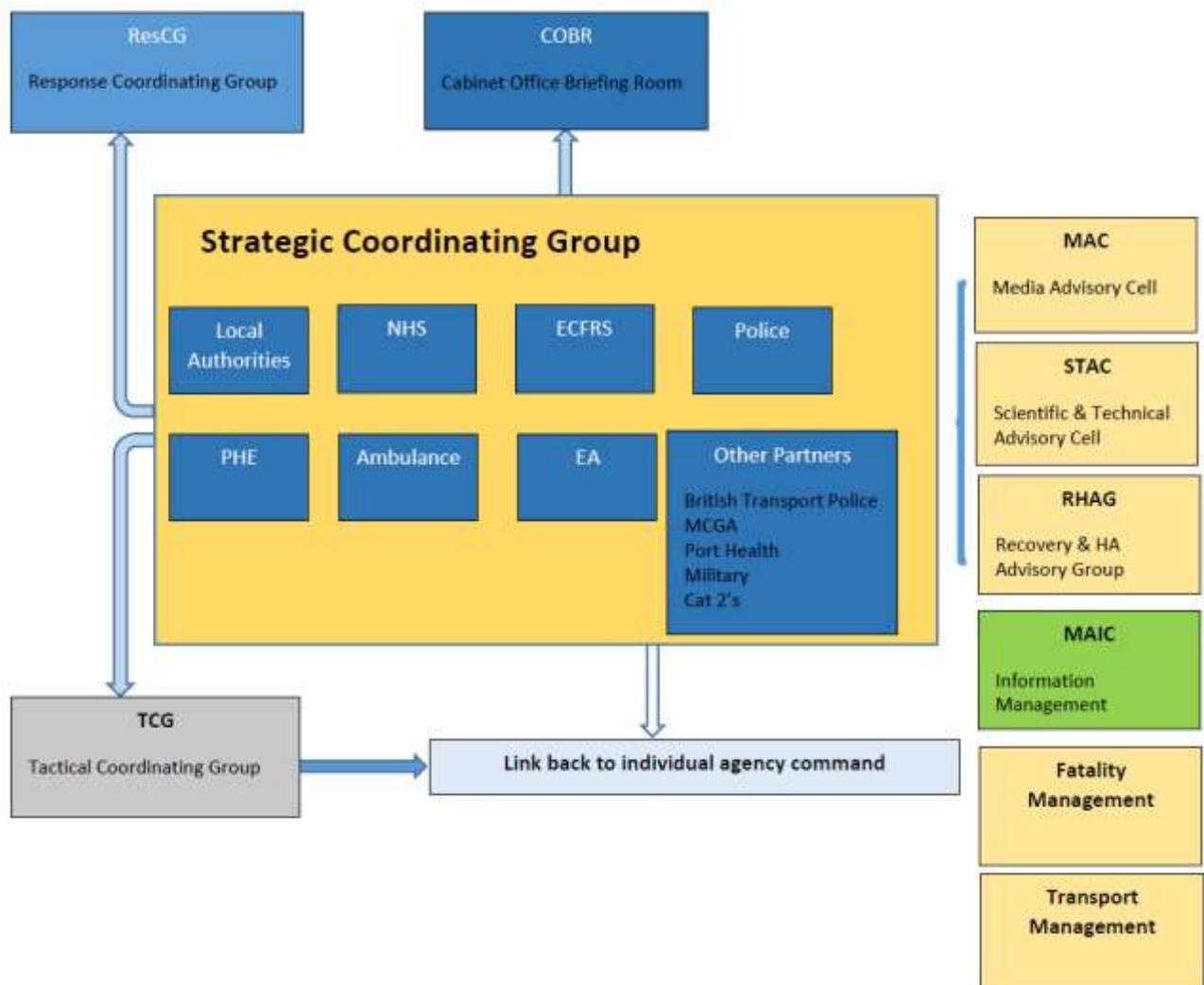
- Saving and preserving human life;
- Relief of suffering through effective treatment at the scene and or at designated hospitals;
- The provision of long term humanitarian assistance through the creation of a Humanitarian Assistance Centre;
- Containing the emergency by limiting its escalation and spread
- Provide reassurance to businesses and the public through the issuing of warnings, information or advice;
- Provide effective Health and Safety risk assessments concerning the deployment of all responding personnel;
- Ensure adequate and reasonable measures are in place to safeguard the environment;
- Protection of property
- Maintaining or restoring critical activities;
- Maintaining normal services at an appropriate level;
- Promoting and facilitating self-help with the community;
- Facilitating an effective investigative process to establish cause or criminal culpability through the preservation and collation of available evidence appointing specialist resources where necessary:
 - Major Incident Control Room co-ordinator;
 - Casualty Bureau;
 - Senior identification Manager (SIM);
 - Scene Evidence Recovery Manager (SERM);
 - Senior Investigating Officer (SIO);
- Facilitating the recovery of the community.
- Initiate the recovery process
- Ensure an appropriate debrief process is in place to identify and take action on lessons learnt.

The purpose of the strategic level of management is to establish a framework of policy within which the Tactical Commanders (Silver) will work. They give consideration to the provision of resources and prioritisation of demands from the Tactical Commanders.

SCG Structure

To assist the SCG and provide technical advice, the SCG may agree to convene the following supporting groups:

- Recovery & Humanitarian Advisory Group (RHAG)
- Media Advisory Cell (MAC)
- Scientific and Technical Advisory Cell (STAC)



In addition to the supporting groups, the SCG should also consider the requirements for:

- Information Management and setting up a MAIC [Multi-Agency Information Cell] to support the response and running of the SCG.
- Fatality & Transport Management as appropriate

Multi-Agency Support Group East MASGE

The primary function of the MASG (E) is a planning forum whose membership is open to any organisation that has responsibility for delivering goods, services, transport or logistics on which the public rely and which could be threatened or disrupted by a civil emergency or major incident across multiple counties over an area loosely based around the East of England. Local Resilience Forums are invited to attend MASG (E).

A crisis meeting could be called by any partner organisation delivering a response to a crisis or emergency across multiple counties. Members of the MASG(E) can become members of the Multi-SCG Response Co-ordinating Group (ResCG) if activated and would communicate with the SCG via this response group.

Response Co-ordinating Group (Regional SCG)

MHCLG has the authority to bring together representatives from a number of SCGs to form a Response Coordinating Group (ResCG). The ResCG will help aid communication where local response has been, or may be, overwhelmed or where an emergency affects a number of SCGs who may benefit from enhanced coordination or support.

The ResCG can include a number of different organisations depending on the emergency. For example, Met Office or Environment Agency resources in a weather-related emergency may be far more efficiently used by briefing partners through one ResCG, than dialling into many separate SCGs to impart information.

Cabinet Office Briefing Room COBR

COBR underpins the UK Central Government's response to a level 2 or 3 emergency. From COBR the central response is activated, monitored and co-ordinated, providing a focal point for the Government's response and an authoritative source of advice for local responders. Ministers and senior officials from relevant Government departments and agencies as appropriate along with other organisations as necessary are brought together in COBR to ensure a common appreciation of the situation and to facilitate effective and timely decision making.

MHCLG Resilience Emergencies Division RED

Through RED, MHCLG represents the whole of Whitehall, passing information to and from the local level to central government, so partners have one contact instead of several.

RED staff perform the role of government liaison officers (GLOs) – the one point of contact between emergency responders at the local level, and central government. It is DCLG's role to ensure information is passed effectively between the SCG and central government and vice versa.

In certain situations, for example a terrorist incident or the release of chemical, biological, radioactive or nuclear material, another government department supplies the GLO. DCLG forms part of a government liaison team (GLT) with a specific remit to relay information on the

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consequences of the incident and how they are being managed. In this situation, RED staff support the GLO as a consequence management liaison officer.

SCG Attendees

The SCG is a strategic decision making body, and the people must be Senior Managers with executive level decision making authority on behalf of their organisation. The SCG should be of a manageable size, with attendance restricted to those whose presence is necessary for the strategic decision making process.

The SCC will only accommodate TWO attendees per organisation, to allow for another member of staff to attend in support of their senior manager. In the event of a protracted incident consideration must be given to continuity of the role with suitable handover arrangements being made by individual organisations.

Where the incident is believed to involve the commission of a crime which is likely to result in the dissemination of intelligence or information assets then all SCG members forming the Strategic Co-ordination Group must have valid Management Vetting clearance

The typical representatives required at an SCG will include:-

Police	Who will [normally] chair the meeting Strategic Commander (Overall Incident Coordinator) Senior Investigating Officer (SIO) Minute taker [<i>desirable</i>]
Fire	Senior Fire Officer (Gold Fire) Inter-Agency National Liaison Officer (NILO) Fire Emergency Planning Officer
Ambulance	Senior Ambulance Officer (Gold Commander) Emergency Planning Manager
Local Authority	District Chief Executive or senior representative (impacted district) Support Officer (DEPO) County Council Chief Executive or senior representative Support Officer (ECPEM)
NHS England	NHS England Executive NHS England Support Officer
Public Health England	Health Executive Support Officer

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Environment Agency Executive Officer

JRLO Military Liaison if Military Aid to the Civil Communities [MACC] is (or may be) sought.

GLO Government Liaison Officer

A senior press officer (usually provided by Essex Police) will co-ordinate the media response.

Other: Additional representation will depend on the particular incident e.g. HSE Inspectors, Network Rail, Rail Accident Investigation Branch (RAIB), Air Accident Investigation Branch (AAIB), Marine Accident Investigation Branch (MAIB), public utilities and an HM Coastguard Senior Officer during maritime emergencies.

SCG Agenda

The SCG will follow the generic agenda as set out in JESIP: The agenda has also been included at Appendix 1.

Item	Item Lead
Introductions (by exception and only where deemed necessary)	Chair
Identification of Key Attendees	Chair
Declaration of items for urgent attention	Chair
Confirmation of decisions on urgent items	Chair
Adjourn as necessary to action urgent issues	
Situational briefing (including any clarifications or recent updates from chief of staff/ information manager/attendees by exception only)	
Review and agree strategy and priorities	Chair
Review outstanding actions and their effect	Chair
Determine new strategic actions required	Chair
Allocate responsibility for agreed actions	Chair
Confirm date and time of next meeting and required attendees (alongside an established meeting rhythm)	Chair
Post Meeting: Distribute record of decisions, ensure decision log is updated and complete	Sec/Chair

SCG Reporting

Agency Reports at SCG

Each agency should briefly describe the situation as it affects its own operations and, if necessary, mention those matters for which it requires assistance or co-operation of others.

Situation Report

Each agency should complete Appendix 2 Situation report template as requested by the SCG. The latest version is available via Resilience Direct [SCG-Situation-Report-Template](#)

Communication with own Organisation

Each agency is responsible for keeping their own organisation fully briefed on the strategic objective of Gold, outcomes from Gold meetings and relaying actions/requirements.

Multi-Agency Strategic Objectives

During the first SCG meeting the Strategic Commander will set, with the agreement of partners an overarching strategic objective.

Response Objectives

There are some common objectives which apply to all emergency services and other organisations responding to an emergency or major incident. The primary objectives are:

- Saving and protecting human life.
- Relieving suffering.
- Containing the emergency, limiting its escalation or spread.
- Providing the public and businesses with warnings, advice and information.
- Protecting the health and safety of responding personnel.
- Safeguarding the environment.
- As far as reasonably practicable, protecting property.
- Maintaining or restoring critical activities.
- Maintaining normal services at an appropriate level.
- Promoting and facilitating self-help in the community.
- Facilitating investigations and inquiries (eg. By preserving the scene and effective records management).
- Facilitating the recovery of the community (including humanitarian assistance, economic, infrastructure and environmental impacts).
- Evaluating the response and recovery effort.
- Identifying and taking action to implement lessons learned.

Recovery Objectives

There are some common objectives which apply to all organisations in recovering from the impact of an emergency or major incident. The primary objectives are:

- An Impact Assessment (covering impacts on residents, businesses, infrastructure, environment, etc.) is carried out as soon as possible and is regularly reviewed and updated.
- A concise, balanced, affordable recovery action plan is developed that can be quickly implemented, involves all agencies and fits the needs of the emergency.
- The community is fully involved in the recovery process.
- All agencies work closely with the community and those directly affected, including the monitoring and protection of public health and health surveillance.
- Utilities and transport networks are brought back into use as soon as practicable;
- People returned to their home or permanently re-housed.
- Support to businesses is quickly established.

- Environmental protection and recovery issues are co-ordinated.
- Information and media management is co-ordinated.
- Effective protocols for political involvement and liaison (Parish, District / County / Unitary and Parliamentary) are established.
- An agreed and consistent internal and external media and communication strategy.

Priorities

Priorities are essential to create a cohesive joint strategy. This will indicate how the resources available can be deployed in the most effective and efficient manner.

Each Service will have objectives to meet within its own area of responsibility. It is important to establish which of these should have priority at the particular stage the incident has reached. In that way inter-service difficulties may be avoided and each may concentrate upon those actions which contribute most to the success of the operation.

Tasks for Consideration by the Co-ordinating Group

The agenda should, as far as practicable, be restricted to items that concern three or more of the relevant Services as those matters concerning only two Services can usually best be resolved by direct two-way liaison. Some items, such as safety, situation reports, the establishment of priorities, the media, and future developments will always be necessary.

Future Developments

Consideration should be given to the requirements of later phases of the operation, including the identification of actions which need to be taken in advance e.g. If heavy lifting equipment is expected to be needed, it may be necessary to identify and secure roads to the scene, widening access and strengthening surfaces etc.

Media Liaison

The Gold Commander will make arrangements for a press liaison point or, where appropriate, a media centre and for the attendance of senior Press Officer who will co-ordinate the media response. Local authority and other involved agencies Media liaison staff should be consulted and involved in any joint press release.

Police will also be responsible for co-ordinating facilities available to the media and the opportunity for press conferences. Information should only be released to the media after consultation with the media representatives of all members of the Co-ordinating Group. The press officers from each of the agencies will consult closely and ensure a co-ordinated approach is made to the media.

Police will be responsible for the security of buildings and areas that may attract media attention e.g. survivor reception centres, evacuee rest centres, holding and audit area for deceased people and human remains, mortuaries, and family and friends reception centres.

Incident Logs & Information Management

Minutes, or a 'Log of Decisions Taken', must be kept of all meetings of the Co-ordinating Group. It is also essential that individual members of the Group make their own notes of meetings. Minutes, Logs of Decisions Taken and individual notes, should provide the detail of the continuing overall progress of the operation. They will provide a perspective against which decisions on priorities can be made.

A major incident will necessarily result in an investigation as to its cause and quite possibly a formal inquest, inquiry or criminal trial. The actions of the senior officers of the emergency services will be of considerable interest. Minutes, Logs of Decisions Taken and individual notes will be made available in subsequent proceedings.

VIP Visits

It is not uncommon for visits to be made by VIPs to the scene of a disaster and to injured survivors. These visits place additional strain on the operation in terms of security, public order, increased media attention, and interruption to normal rescue functions. Police Strategic Commander will undertake the planning and liaison role for the visits.

SCG Supporting Groups

Media Advisory Cell (MAC)

A room will be provided at the Strategic Co-ordination Centre for the public relations officers from all agencies represented at the SCC to share. This will be known as the Media Advisory Cell (MAC). Its purpose is to ensure that all organisations have access to current and accurate information on the progress of the emergency. It should also enable all concerned to work as a co-ordinated team and ensure a consistent approach. The media will not have access to this room.

Further details on the MAC can be found in the ERF Media Major Incident Plan

NOTE: Prior to the MAC becoming operational, agencies must consult with the Police Press Liaison Officer on behalf of SCG, before any statements are issued to the press. Copies of all media statements should be forwarded to the MAC.

Media Liaison

Police will also be responsible for co-ordinating facilities available to the media and the opportunity for press conferences. Information should only be released to the media after consultation with the media representatives of all members of the Co-ordinating Group. The press officers from each of the agencies will consult closely and ensure a co-ordinated approach is made to the media.

The MAC lead by the Police will lead on and facilitate the Media Briefing Centre. Casualty figures will only be released through the Police Strategic Commander who has been in contact with the Casualty Information Bureau.

Scientific and Technical Advisory Cell (STAC)

Where there is likely to be a requirement for co-ordinated scientific or technical advice within the multi-agency Strategic Co-ordination Centre this should be provided through the establishment of a Science and Technical Advice Cell (STAC).

The establishment of a STAC is likely to be particularly important where there may be significant wider health and environmental consequences. The STAC will bring together technical experts from those agencies involved in the response and who may provide scientific and technical advice to the Gold Commander.

The initial focus of the STAC will be the provision of public health advice to the SCG commander. As the incident progresses, the membership of the STAC may expand to include other appropriate scientific and technical specialists in relation to the risk, who can provide wider scientific advice to the SCG commander.

The STAC will continue to provide advice during the recovery stage as necessary. The Essex Resilience Forum has produced a specific STAC Plan to support this element of response. Public Health England will lead the establishment of the STAC as and when requested.

Scientific Advisory Group for Emergencies SAGE

SAGE aims to ensure that coordinated, timely scientific and/or technical advice is made available to decision makers to support UK cross-government decisions in COBR.

SAGE can only be activated by COBR in support of collective cross-government responses to and/or recoveries from level 2 or 3 emergencies. Whether SAGE is needed should be considered when COBR is first activated and reviewed throughout the emergency. It is possible that scientific and technical advice will be required in some but not all phases of response and recovery.

In most circumstances SAGE and STACs will not operate in parallel. However, both STAC and SAGE may operate in parallel if:

- scientific and technical advice is needed to inform both strategic UK cross-government and local decisions;
- coordination of this advice is required at both levels (as determined by COBR and SCGs/RCGs respectively); and strategic scientific and/or technical advice needs to be interpreted locally to inform local decisions (e.g. for more specific and/or detailed advice).

For instance both SAGE and STAC(s) may be required for:

- CBRN (terrorist and accidental hazards) emergencies with distinct situational variations;
- wide area flooding events with significant variations in risks and/or consequences by area;
- multi risk emergencies with different consequences in different areas; and
- emergencies that cross national borders and have significant local operational issues that require scientific and/or technical advice.

Recovery & Humanitarian Advisory Group (RHAG)

Recovery & Humanitarian Support is an integral part of the emergency management process and it is recognised that the local authority will take the lead co-ordination role in the process of rebuilding, restoring and rehabilitating the community following an emergency.

In order to ensure the earliest possible return to normality possible the recovery and humanitarian process will need to be implemented as soon as practicable. Therefore multi-agency recovery & humanitarian operations should start as soon as possible after the onset of an emergency.

The recovery and humanitarian process will comprise the following activities:

- Consequence management: preventing the impacts of an emergency from escalating (e.g. restoring essential services following a disruption or securing evacuated premises).

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- Restoring the well-being of individuals, communities and the infrastructure that supports them.
- Identifying at an early stage the possible long term impact of the emergency on individuals, communities and the environment and plan how to deal with them over the longer term.
- Provide resources in the short term which will mitigate the long term effects.
- Establish what has happened, identifying where improvements could be made, and applying lessons learned.
- Adapting systems, services and infrastructure affected by emergencies to meet future needs.

The Strategic Co-ordination Group will establish a RHAG and start considering recovery and humanitarian alongside the response itself. The RHAG will highlight Recovery & HA issues whilst the SCG is activated. This is essential to ensure that the impact of the emergency on both the individual and communities are addressed at the earliest opportunity both to gain the initiative and to reinforce public confidence. An early assessment of the likely impact of the incident is essential. There is a template for carrying out a Community Impact Assessment as an Appendix of the ERF Tactical Recovery Guide and guidance in the document body.

On handover from Response to Recovery, the RHAG will facilitate the formal handover process from SCG to RCG strategic command. The RHAG membership would extend and assume the role of the Recovery Coordination Group.

Section 2.3

RECOVERY CO-ORDINATION

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Recovery

Introduction

The nature and extent of the recovery process will depend upon the on the nature, scale and severity of the emergency itself. The impact of the event could include:

- Disruption to daily life (e.g. educational establishments, welfare services, highways infrastructure, transport systems).
- Disruption to utilities/essential service impacts.
- Public displacement, which could include evacuation of homes, business premises etc.
- Serious injury and deaths.
- Contamination of the environment including eco-systems, and dealing with waste and pollution.
- Suffering (including physical and psychological effects).
- Economic impact both Macro and Micro.
- Environmental – long term environmental disruption and damage including clean up, waste issues, loss of natural resources and environmental induced economic impact.

Experience has highlighted several key factors that underpin the success of the recovery process. These are:

- Clear leadership, robust management and long-term commitment.
- Community engagement and involvement.
- Private sector involvement.

Community Impact Assessment (CIA)

Emergencies can have a wide range of economic, social, health and environmental impacts. The establishment of the policy and priorities for the recovery effort requires leadership from elected representatives and active participation from affected communities. This will be crucial in ensuring that communities are engaged with the process as ownership is fundamental to most recovery operations and will contribute to the recovery of the community itself and its members.

Whereas urgency and decisiveness are key to the response phase, the recovery phase requires thorough consultation with partners and stakeholders, and must include effective and timely communication with the public to ensure that key messages, timescales and details of the process are clearly explained to those most affected so that expectations do not become unrealistic. Having said this, those involved in the recovery process will be expected to make every effort to speed up the recovery process where possible.

In most cases, the private sector will contribute most to the recovery operation, the assets and resources deployed, and the work done. In addition, if the physical losses caused by the emergency are insured, then the insurance companies will be heavily involved with individual policyholders and contractors through loss adjustment and settlement. This has been evident following the major floods events and is heavily referenced in the Pitt Report 2008, where the

burden of recovery operations on public-sector bodies was light in comparison with the costs borne by the insurers.

Recovery Co-ordination Group (RCG)

Once the initial phase of the emergency has been concluded the Strategic Co-ordinating Group (SCG) will officially hand over strategic control of the incident to the Recovery Co-ordination Group (RCG) who may build on and continue the work of the Recovery Advisory Group (RAG).

The RCG will bring together the key agencies involved and is led by a senior officer of the agency most appropriate to the task. In many cases, the RCG will be chaired by the local authority, given its functions in relation to restoring the physical environment, coordinating welfare support, and community leadership.

The location of the Recovery Co-ordination Centre (RCC) will be determined by the Chair of the RCG, it may be agreed to move the RCC to alternative location in which case transition from one site to another should be smooth and the replacement site should be set up prior to the move.

The RCG is the strategic decision-making body for the recovery phase. It will give a broad overview and represent each agency's interests and statutory responsibilities.

The purpose of the RCG is to:

- Provide visible and strong leadership during the recovery phase.
- Produce a dynamic impact assessment of the situation.
- Establish recovery sub-groups, as appropriate to the emergency.
- Coordinate the recommendations and actions of the sub-groups, monitor progress and take advice.
- Decide final standard for recovery of physical infrastructure and natural environment affected by the emergency.
- Recovery to baseline, or opportunity for regeneration.
- Decide the overall recovery strategy around humanitarian assistance, health and welfare; infrastructure; communication; environmental including clean-up; financial and legal; and economic and business recovery.
- Ensure that relevant stakeholders, especially the communities affected, are involved in developing and implementing the strategy and that the RCG is able to give the broad overview and represent each agency's interests and statutory responsibilities.
- Agree exit strategy criteria and timescales.
- Take measures to ensure the rebuilding of public confidence.
- Ensure the coordination and delivery of consistent messages to the public and media.
- Provide reassurance to the public through a public information strategy.
- Monitor financial matters and pursue funding and other assistance.
- Deal with other issues that fall outside the scope of the working group and designate an appropriate agency to address them.

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The membership of this Group will consist of a number of organisations which, depending upon the type and scale of the emergency, could include representatives from the following:

- Local Authority (County/District/Borough/Unitary)
- Scientific and Technical Advisory Cell (STAC)
- Business and Economic Community Leaders
- Faith/Cultural Groups
- NHS / Health Providers / Public Health England
- Parish/Town/Community Leaders
- Environment Agency
- Utilities
- Local Media
- Government Agencies (DEFRA; DoT; DCMS etc.)
- Transport Companies

This list is not exhaustive and other agencies/organisations will be included at RCG as appropriate and depending upon the nature and impact of the emergency.

The RCG will be closed once regular multi-agency co-ordination is no longer needed and individual agencies can deal with the remaining issues as a part of their normal business.

The Chair of the RCG, in discussion with the members, will decide when it is appropriate to stand down. The needs of the community will be key to this decision.

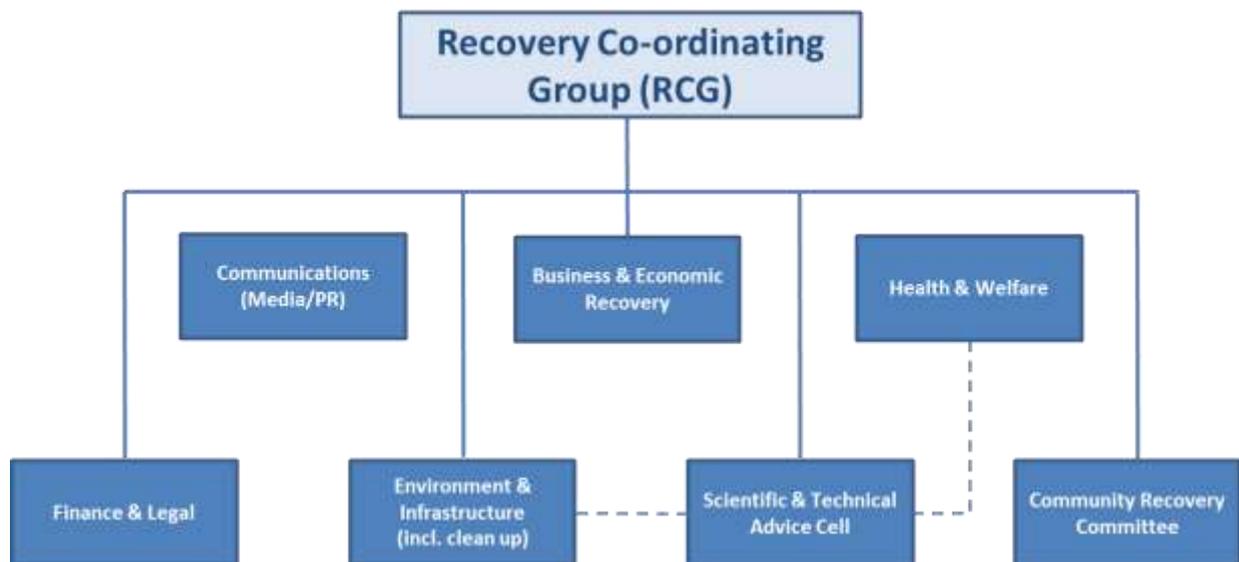
The length of time that the RCG has to continue meeting will vary according to the nature and scale of the emergency. Some emergencies may involve long-term issues.

Recovery Structures – RCG and Sub Groups

The Local Authority will usually lead the recovery process. A suggested structure for managing the recovery is shown below. It is a matter for the organisations concerned to decide what structure best suits them for their particular situation. Early assessment should be made of the responding organisations' capacity and resources, and mutual aid agreements activated as required.

In the event of a wide area emergency affecting more than one county co-ordination is likely to be required. Contact should be made with the MHCLG Resilience Emergency Division (RED) team to discuss how this may best be delivered. MHCLG RED team could be used to access additional resources from central government.

RCG Sub Groups



Communications Group

This Group may already be existing within 'Gold' and therefore can be assimilated to the RCG. Chaired by Local Authority PR and Communications Manager.

Business and Economic Recovery Group

To assess the economic implications for the affected area and provide assistance whilst enabling businesses affected by the emergency to resume trading as soon as possible.

Chaired by Director from Economic and Business / Regeneration Team in the local authority or Regional Development Agency (ExDRA).

Health & Welfare Group

The remit of this Sub-Group is wide ranging and, depending on the nature and scale of the emergency, it may instead need to be split into two or more separate Sub-Groups looking at, for example, housing issues or health issues, etc. Chaired by NHS England (Health) or Director of Public Health or Local Authority Head of Adult Social Care (Welfare)

Finance and Legal Group

To assess the financial and legal implications for the affected area and provide advice to the RCG. Chaired by Senior Financial Manager / or Solicitor of the local authority.

Environmental and Infrastructure Group

To use internal and contracted expertise to provide options for clean-up, repair and replacement. Chaired by Local Authority Planning & Transportation or Head of Environmental Services.

Scientific and Technical Advice Cell (STAC)

To co-ordinate and provide specialist scientific and technical advice including public health and the environment. Not all agencies will need to be present at an emergency or present throughout its length. Chaired by the most appropriate senior specialist dependent upon the particular immediate risk. The Top Tie Local Authority DPH Team for the area affected should be involved and may be nominated as chair. This may change as the recovery phase progresses.

Community Recovery Committee

This is a group drawn from the affected community to reflect concerns and assist in informing the wider population. They can help with any Impact Assessment. They have a non-executive role and make no operational decisions. They will:

Stand-Down

The Chair of the RCG, in consultation with other RCG members will decide when it is appropriate to stand-down the Group. The needs of the community will be key to this decision. The length of time that the RCG is required to continue meeting will vary according to the nature and scale of the emergency. The RCG will be closed once there is no longer the need for regular multi-agency co-ordination and the remaining issues can be dealt with by individual agencies as a part of their normal business. The decision to stand-down the RCG will be formally communicated to all relevant agencies by the RCG Chair.

Post Incident Actions

Structured Debrief

All agencies involved in the response and recovery process should consider internal debriefing following the incident.

The purpose of debriefing is to allow those involved in an incident, event, operation or other activity to communicate their experiences in order that lessons can be identified and recommendations made for future improvement. In essence the debriefing process looks for answers to the following three questions:

- What did not go so well? How well prepared were we?
- What did go well? How well did we do?
- What should we do next time? What can we do better in future?

It is vital that the debriefing process is seen as an opportunity to learn from experiences to develop good practice. They should not be used as a method of apportioning blame for any failings identified.

Multi-Agency Structured Debrief

Following a major incident where an SCG has been convened, arrangements for conducting a multi-agency debrief are to be agreed.

Evaluating Issues in Recovery Phase

It is important to ensure that there is a continuous evaluation of the recovery phase and that any issues are identified and actioned as necessary. The formal debrief process should identify issues from all partners involved in the recovery process. Consideration should also be given to obtaining views from the affected community.

Debrief Report

A final debrief report will be produced. The report will be taken to the Essex Resilience Forum for identification and allocation of any further action required. Issues of regional and national significance, or requiring regional or national action, will be escalated by the Chair of the Essex Resilience Forum and Chief Officers of Category 1 Responders for resolution or onward transmission to the relevant government departments.

Inquests & Inquiries

Major incidents may be the subject of an investigation whether for HM Coroner, a Public Inquiry, or Civil or Criminal Court Proceedings. Major incidents can occur as a result of human or mechanical fault; consequently a major incident becomes a potential crime scene.

Section 3: AGENCY ROLES & RESPONSIBILITIES

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Essex Police

Response:

The primary areas of police responsibility at a major incident are: -

- the saving of life in conjunction with the other emergency services;
- the co-ordination of the emergency services, local authorities, media and other organisations acting in support at the scene of the incident;
- to secure, protect and preserve the scene, and to control sightseers and traffic through the use of traffic control and cordons:
 - **Inner Cordon**-In conjunction with the Fire Service, provides immediate security of the rescue zone and potential crime scene.
 - **Outer Cordon** - Seals off an extensive controlled area surrounding the rescue zone. All access and exit points will be controlled and persons requesting access vetted. The control/command vehicles of the emergency services must be positioned between the inner and outer cordons.
 - **Traffic Control** - Deployed at or beyond the outer cordon preventing vehicular access to the area surrounding the scene.
- Press and media control in liaison with other emergency services, and other responding agencies
- the investigation of the incident and obtaining and securing of evidence in conjunction with other investigative bodies where applicable;
- the collation and dissemination of casualty information;
- the identification of the dead in liaison with and on behalf HM Coroner;
- short-term measures to restore normality after all necessary actions have been taken.

Essex County Fire & Rescue Service

Response

The primary areas of Fire Service responsibility at a major incident are:-

- Rescue of people trapped by fire, wreckage or debris;
- Assist other agencies in the rescuing of people trapped as a result of flooding;
- To prevent further escalation of an incident by controlling or extinguishing fires, rescuing people and undertaking other protective measures;
- To deal with released chemicals or other contaminants in order to render the incident site safe or recommend exclusion zones;
- Ensure reasonable steps are taken to prevent or limit serious harm to the environment;
- Assist other agencies in the removal of large quantities of flood water;
- Assist the ambulance service with casualty handling and if necessary the treatment of casualties;
- Assist the Police with the recovery of bodies;
- Liaison with the police regarding establishment of an inner cordon and if required manage gateways into the inner cordon. However the responsibility for the health and safety of personnel working within the inner cordon remains with their individual agencies;
- If requested and on behalf of the NHS (MOU agreed), undertake mass decontamination of the general public in circumstances where large numbers of people have been exposed to chemical, biological, radiological or nuclear substances;
- Participation in investigations and preparation of reports with supporting evidence for subsequent inquiries;
- Standing-by during the non-emergency, recovery phase as appropriate and if resources are available

Recovery

During recovery Essex County Fire and Rescue Service (ECFRS) will:

- Provide reassurance by physical presence where necessary, if resources are available
- Provide decontamination support, advice and reassurance to the public;
- Provide the use of specialist equipment during the recovery phase;
- Provide professional advice on Fire and Rescue issues;

East of England Ambulance Service

Response

It is recognised that the ambulance service is the 'gatekeeper' to other NHS services, therefore in the initial stages of a major incident the ambulance service provides an essential link between the NHS and the many other agencies that play a part. It is therefore imperative that the Ambulance Service rapidly identifies and declares a major incident, or the potential for a major incident.

The key strategic responsibilities of ambulance services are:

- The saving of life, in conjunction with the other emergency services
- To instigate a command structure
- To protect the health and safety of all health service personnel on site
- To co-ordinate the NHS communications on site and to alert the main 'receiving' hospitals for the receipt of the injured
- To carry out a health service assessment for the incident
- To instigate a triage process when required
- To treat casualties
- To transport casualties to hospital
- To provide clinical decontamination of casualties and to support mass decontamination
- To maintain adequate emergency cover throughout other parts of the Ambulance Service area
- To reduce to a minimum, the disruption of the normal work of the Service
- To alert and co-ordinate the work of the Voluntary Aid Societies within the denuded areas of the ambulance service

Essex Local Authorities

Response

The main functions of a local authority during a major emergency will reflect their usual activity and statutory responsibilities, focusing on particular areas as demanded by the incident, i.e. highways, welfare, housing. The objective will be to maintain as normal a service as possible to the community, together with the support of the emergency services.

Each of the 12 Boroughs/Districts and the two Unitary Authorities at Southend and Thurrock, normally employ their own Emergency Planning Officer, whose functions include the preparation and maintenance of the Borough/District Emergency Plan and the co-ordination of the Local Authority response with that of the Emergency Services and other Agencies involved.

Each local authority has procedures in place that can respond to an emergency and continue to provide services to the community within the integrated Emergency Management concept as laid down by the Cabinet Office to meet the Authority's statutory obligations for Emergency Planning as detailed in the Civil Contingencies Act 2004.

Following the declaration of a major incident, a Local Authority will initially act in support of the emergency services, but may subsequently take a leading role in the return to normality in the recovery phase. Their response will be flexible and commensurate with the resources available to them at the time.

Most Local Authorities have a designated Emergency Centre from where their response will be co-ordinated.

They will be alerted either directly by an emergency service, (normally the Police) initiating the Major Incident Procedure or via the County Duty Emergency Planning Officer using the County Call-Down List. Key local authority staff will then implement the County / Borough or District Emergency Response Plan.

In a widespread incident affecting more than one District Council area, the County may assume a co-ordinating role on behalf of the Local Authorities involved.

The responsibility to lead, manage and coordinate spontaneous volunteers has been accepted by those local authorities with lower tier responsibilities. This is primarily due to reasons of liability insurance

Notification

Notification should be activated through the appropriate County or Unitary Emergency Planning Duty Officer who provide a 24-hour service. The County Duty Officer will then make contact with the impacted District/s [includes Borough & City] Councils. County & Unitary Council Service Providers will be alerted of the incident, who will where necessary activate their Incident Management Team (IMT) to support the response to the community/communities involved.

If necessary, the County Duty Officer will also co-ordinate arrangements for providing mutual aid between local authorities if the demands of the incident are beyond the capability of one local authority, for example a major coastal flooding event.

NB The majority of Local Authority resources are not on a 24-hour standby and therefore it is essential that the earliest possible notification is given. Regular updates as the incident progresses will ensure that their response is measured and appropriate.

Good liaison between the emergency services and the Local Authority particularly at the scene, is essential and will be enhanced by the presence of a Local Authority representative located near the Silver Control, or a police liaison officer being attached to the local authority emergency control centre.

A senior officer from the relevant Local authority may be requested to attend SCG. The County/Unitary Authority Emergency Planning Officer or nominated deputy will support the senior officer at the SCG.

Recovery

The County, Unitary or District Local Authority key involvement during the recovery period and return to normality may be prolonged and extensive. The ERF Recovery Framework provides a comprehensive list of organisations and agencies involved in the recovery phase and their roles.

NHS England & NHS Improvement

NHS England & NHS Improvement - East of England

Two major roles in preparing and responding to major incidents:

- To ensure that local health providers plans are consistent with NHS major incident planning guidance and other relevant legislation and guidance
- Taking Strategic command and control of widespread major incidents that cannot be contained within the resources of a local health economy;

Outline responsibilities:

- Make provision for a 24 hour a day emergency response
- Provide support to the local NHS response
- Provide support to the local public health response, including health protection
- Assess the ongoing situation and identify emerging issues
- In liaising with local Clinical Commissioning Groups CCG's maintain links with urgent and non-urgent telephone advice services & out of hour providers
- In liaising with both PHE and local CCG partners to support screening, epidemiology and long term assessment and management of the effects of an incident
- Liaise directly with the health organisations incident co-ordination centers involved in the response.
- Act as a conduit for information and instructions to the local NHS and the SCG
- Act as the co-ordination point for health media strategy for the NHS in liaison with local and regional health communication teams
- Co-ordinate the establishment of facilities for mass distribution of countermeasures; for example, vaccinations and antibiotics in partnership with CCG's.
- NHS England & NHS Improvement is required to take such steps, as it considers appropriate, for facilitating a response to an emergency. In order to comply with this requirement NHS England & NHS Improvement will lead the 'health' response at the SCG;
- On occasion where more than one SCG has been established, NHS England & NHS Improvement may request that its functions are exercised by a 'lead' CCG. NHS England & NHS Improvement will endeavor to virtually join any SCG, to ensure communication with the key local decision makers;
- Broker mutual aid between NHS organisations within the East of England where necessary, and escalate to NHS England & NHS Improvement national structures, where support/assistance is required from outside the area of responsibility;
- It is likely that NHS England & NHS Improvement nationally will declare a level 4 incident and assume national management of NHS resources as per the NHS Act 2012. In this instance NHS England & NHS Improvement, will coordinate NHS resources across the East of England.

Essex Acute Trusts

The term Essex Acute Trust is used to cover both NHS Trusts and Hospital Trusts. An outline of the responsibilities of Trusts is to:

- Provide a safe and secure environment for the assessment and treatment of patients
- Provide a safe and secure environment for staff that will ensure the health, safety and welfare of staff
- Provide a clinical response including provision of general support and specific/specialist health care to all casualties, and victims and responders
- Liaise with the local health community and other agencies in order to manage the impact of the incident
- Ensure there is an operational response to provide at scene medical cover using, for example, BASICS (British Association for Immediate Care Schemes) and other immediate care teams where they exist. Ensure that the hospital reviews all its essential functions throughout the incident
- Support to any designated receiving hospital that is substantially affected including provision of effective support to any neighboring service
- Provide limited decontamination facilities and personal protective equipment to manage contaminated self-presenting casualties (National Memorandum of Understandings (MOU) exist with the Fire And Rescue Service for mass decontamination
- Trusts will need to make arrangements to reflect national guidance from the Home Office for dealing with the bodies of contaminated patients who die at the hospital.
- Liaise with activated health Incident Coordination Centers as appropriate
- Maintain communications with relatives and friends of existing patients and those from the incident, the Casualty Bureau, the local community, the media and VIPs
- All hospitals should enact plans to enable them to free up 20% of their bed base, 10% of which should be in the first 6 hours and a further 10% within 12 hours of the incident declaration (Mass casualty)
- Identify patients suitable for rapid discharge - utilise Integrated Discharge Planning Team
- All hospitals with level 3 intensive care capability should prepare to surge to double their normal level 3 ventilated bed capacity, and maintain this for a minimum of 96 hours (Mass Casualty)
- All acute trusts to immediately provide to the East of England ambulance service receiving capacity (Mass casualty)
- Maximise bed availability and rapidly free up capacity in conjunction with community and primary care partners throughout the incident.
- Maximise theatre capacity and capability (Mass casualty)
- Increase Mortuary capacity for the management of excess deaths in a hospital setting
- Assist the recovery of NHS assets and services and aid the return to normality.

Public Health England (PHE) East of England Health Protection Team

PHE provides an integrated approach to protecting public health through the provision of public health support and advice to the NHS, local authorities, emergency services, other arms-length bodies, and the Department of Health and devolved administrations.

PHE provides risk analysis and assessment of emerging diseases, natural extreme events, chemical and radiological incidents and deliberate release threats (including CBRNE), to inform the Department of Health and other stakeholders in health.

PHE Health Protection Teams deliver a 24/7 public health response to its specialist advice areas which includes infectious diseases, outbreak surveillance, chemical, and biological and radiation hazards.

Maritime and Coastguard Agency (MCA)

Through its 24/7 fully integrated and flexible network of nine Operations Centres (and London Coastguard) around the UK with the National Maritime Operations Centre at its hub, HM Coastguard fulfils its responsibility for the initiation and co-ordination of civil maritime and aeronautical SAR. This includes the mobilisation, organisation and tasking of adequate resources to respond to persons in distress in the air, at sea, in tidal waters or at risk of injury or death on the sea cliffs and shoreline of the UK.

In port and harbour areas, the overall responsibility for maritime SAR response and coordination rests with HM Coastguard. When alerted or notified by a Harbour Authority, or in the event of being the first recipient of an alert or notification, HM Coastguard will liaise closely with and support the Harbour Authority by co-ordinating the SAR phase of any Distress incident within the harbour limits.

The Coastguard Rescue Service (CRS) is part of HM Coastguard but its Coastguard Rescue Team (CRT) members are volunteers. These teams are strategically located around the coast of the UK and are equipped to deal with incidents that are likely to occur in their area, given the coastal terrain, shoreline activities and conditions. These incidents can include cliff, water and mud rescue and coastal searches.

Maritime & Coastguard Agency (MCA) will:

- Engage and standby for Search and Rescue to preserve and save life;
- Salvage and remove vessels and plant that could adversely affect the environment;
- Engage in any cleanup at sea aimed at containing and removing oil or other pollutant that has spilled into the marine environment.
- Engage in any onshore cleanup aimed at containing and removing oil or other pollutant that has been washed ashore.

Environment Agency

The Environment Agency (EA) has primary responsibility for the environmental protection of land, water and air in England and Wales.

- Maintain and operate their flood defences on river and coastlines and warn those at risk from flooding.
- Advise and assist in the prevention and/or mitigation of the effects of pollution arising from an incident.
- Advise on the disposal of hazardous substances and waste.
- Advise and assist in the restoration and monitoring of the environment following an incident.
- Gather evidence to support any prosecution or enquiry.

Warning

The EA is responsible for providing and operating a flood warning service.

Essex is covered by a number of Environment Agency offices. During an incident the Environment Agency will ensure that the appropriate staff attend the SCG and RCG depending on the geographical area.

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Recovery

In Recovery the **Environment Agency will:**

- Advise and support the multi-agency effort and perform its regulatory duties;
- Provide advice to those with responsibility for removing waste during an emergency, helping them manage compliance with waste regulations;
- Exceptionally (and with provisos), directly remove waste where it poses a serious and imminent risk to the public and/or environment;
- With appropriate partners, analyse and identify unknown substances and assess risks to public health and the environment.
- Investigate the causes of the incident if the incident involves:
 - a COMAH site;
 - a site permitted under the Radioactive Materials Substances Act;
 - or if an offence is suspected.

Category 2 Responders and Others

Utility Companies

The public utilities can be mobilised by any of the emergency services and will normally be co-ordinated by police in the first instance. They will be able to moderate or control gas, water and electrical supplies together with the facilitation of Communications.

Clinical Commissioning Groups

Clinical Commissioning Groups (CCG's) are responsible for the commissioning of local healthcare services throughout Essex and vital in the planning and response phase of an incident. NHS England will, in all incidents, liaise closely with local CCG partners and their commissioned, NHS funded providers.

In responding to an incident CCG's will:

- co-ordinate commissioned providers at a local level
- provide a 24 hour emergency management and clinical response
- co-ordinate the primary care (in partnership with NHS England), community and mental health response
- liaise with providers to identify suitable and sufficient clinical settings for the treatment of people with minor injuries and conditions such as reception centres, minor injury centres, walk in centres, community hospitals and general practice
- coordinate the provision of care and advice to evacuees, survivors and relatives, including replacement medication
- assist acute trusts by providing staff where appropriate and supporting accelerated discharge
- co-ordinate community hospital bed capacity in liaison with local community providers, local acute hospitals and any available local bed management system
- liaise with local authorities for a coordinated response
- assess the effects of an incident on vulnerable care groups, such as children, dialysis patients, elderly, medically dependent, or physically or mentally disabled
- coordinate the administration of medications, prophylaxis, vaccines and counter measures
- provide support, advice and leadership to the local community on health aspects of an incident
- support screening, epidemiology and long term assessment and management of the effects of an incident
- coordinate the provision of psychological and mental health support to staff, patients and relatives in conjunction with the appropriate provider
- proactively communicate information to all healthcare staff and ensure relevant guidance and advice is available, including private facilities where appropriate
- continue to provide core business services

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- work with the local authority and community to support the recovery phase
- assess the medium term impact on the community and the health priorities for the recovery phase
- consider the need for long term monitoring
- preserve all plans and documentation used or produced during the course of the emergency response
- prepare a post-incident report for consolidation in the NHS report to be forwarded to the appropriate healthcare, and other interested organisations
- Liaise with NHS England as required to assist with the mobilisation of the NHS locally
- On occasions where more than one SCG has been established, NHS England & NHS Improvement, East of England may request that its functions are exercised by a 'lead' CCG. The lead CCG will ensure a trained strategic health commander attends the SCG in person;
- The lead CCG will also provide tactical representation to the TCG as required
- Potentially facilitate care of P3 patients in the community settings (subject to scale and capacity in the system);
- Consider provision of medical support to designated off scene treatment centres;
- Ensure effective Directory of Services is maintained for NHS111;
- Be prepared to activate Mutual Aid agreements.
- Support repatriation

Highways England (HE)

In responding to an incident, HE will:

- Manage and maintain the Strategic Road Network (SRN)
- Assist Police with general management and clearance of traffic incidents, including diversions.
- Provide the provision of traffic management capabilities.
- Provide coordinated traffic information to support the public awareness of traffic incidents.
- Assist with the provision of humanitarian welfare on the SRN.
- Return the SRN to an acceptable level following an incident – including repairs, environmental clean-up and vehicle recovery.
- Ensure that diversion routes are fit-for-purpose.
- Will liaise with Essex Highways authority

Port of London Authority (PLA)

As a Statutory Harbour Authority the PLA is responsible for the management of navigational safety on the tidal Thames between Teddington and the outer port limits. The PLA is also a Competent Harbour Authority within the provisions of the Pilotage Act 1987.

The Port of London Authority provides conservancy and vessel traffic services for ships and craft using the Port, including the maintenance of navigational channels, moorings, lights and buoys and

the provision of hydrographical, tidal and other information. The PLA is also the pilotage authority for the tidal Thames.

Other responsibilities include registration of craft, and the licensing of watermen and lighter-men, and of river works extending into, over, or under the Thames below mean high water level.

In the event of a major maritime incident within the area of jurisdiction of the PLA which did not include SAR, the PLA would co-ordinate the response and the major incident procedure - POLACAP or POLASEA would be initiated in line with the guidelines contained in the PLA Emergency Manual.

This co-ordination would be exercised initially from the Port Control Centre at Gravesend, but would pass to the adjacent Emergency Management Centre if deemed necessary.

Harwich Haven Authority (HHA)

Harwich Haven Authority (HHA) was established by Act of Parliament in 1863 to safeguard the best natural haven on the east coast of England. Its jurisdiction covers the River Stour, the lower part of the River Orwell, Harwich Harbour and an area to seaward extending 12 nautical miles from the harbour entrance and covering 150 square miles.

As the conservancy and pilotage authority, HHA provides services for shipping using the commercial ports of Felixstowe, Ipswich, Harwich International, Harwich Navyard and Mistley and also boarding and landing services for the rivers Thames, Medway, Blackwater, Colne and Crouch.

The HHA's emergency response plans were drawn up in consultation with the Maritime & Coastguard Agency (MCA), Haven Oil Working Group (HOWG), the Royal National Lifeboat Institution (RNLI), and Suffolk & Essex Police, Fire and Ambulance Services. They are regularly reviewed, through internal "walkthrough" and major external exercises.

Voluntary Organisations

Under the terms set out in "Emergency Preparedness", Local Authorities are required to co-ordinate the support supplied by the Voluntary Services.

There are numerous Voluntary Aid Societies who can contribute towards the successful outcome of an incident. Most of them are members of the Crisis Support Team for Essex and Voluntary Network under the ERF that is co-ordinated by Essex Civil Protection and Emergency Management on behalf of Essex County Council. They are contactable through the Essex Civil Protection and Emergency Management Duty Officer.

Their support at an incident can alleviate some pressure on the statutory bodies by providing humanitarian services. This is especially so during the consolidation and recovery phases when Fire, Police and Ambulance personnel are fully deployed elsewhere.

Initiating Service

Listed below are some of the more regularly used societies and their initiating service. On arrival the relevant VAS should either report to an emergency service control vehicle as indicated below via the RVP and Marshalling Area, or if in support of the local authority to the Local Authority representative.

East of England Ambulance NHS Trust

British Assn. of Immediate Care Schemes (BASICS) Doctors

St John Ambulance Brigade

British Red Cross Society

Essex County Council

Women's Royal Voluntary Service

British Red Cross Society

St John Ambulance Brigade

Salvation Army

Essex Churches

Radio Amateur Emergency Network (RAYNET)

The Samaritans

Radio Amateurs' Emergency Network (RAYNET)

RAYNET is a nation-wide voluntary group of qualified radio amateurs who are able to provide emergency radio communications to the emergency services, local authorities and central government departments. They have pledged that their time and equipment will be made available to provide voice and data communications at very short notice.

There radio communications equipment is specifically designated for use in emergencies

RAYNET can provide specialist VHF/UHF radio communications assistance across Essex. National and international radio communication scan can also be provided if requested.

Individual organisations should seek the assistance of RAYNET as appropriate.

Royal National Lifeboat Institution (RNLI)

A voluntary organisation funded totally by contributions, any request for the services of a lifeboat will be made by HMCG to the local launching officer of the RNLI who will authorise the launching of a lifeboat.

Lifeboats in Essex area are based at Harwich, Walton, Clacton, West Mersea, Burnham, and Southend.

A permanently staffed inshore lifeboat has operated from Gravesend since 2002.

Search and Rescue (SAR) – Geographic Responsibilities

In all maritime areas of Essex, MCA is responsible for the co-ordination of all civil maritime SAR operations and undertakes this from either the Maritime Rescue Sub Centre (MRSC), at Walton on the Naze (Thames Coastguard), or the station at Woolwich (London Coastguard).

HMCG initiate and co-ordinate all available SAR resources, which include RNLI lifeboats, Ministry of Defence helicopters and aircraft, other vessels, private and commercial, as required.

HMCG can also request deployment of SAR assets whenever life is in danger upon the coastline of the UK even if the incident is not of maritime origin.

National and Other Organisations

Military Assistance

Military Assistance

The Armed Forces contribute to UK resilience through providing specialist capabilities (such as search and rescue, and explosive ordnance disposal) and by assisting civil authorities and structures when the need exceeds civil capability or capacity. The Armed Forces do this in response to specific requests for a planned response or to a crisis, but military aid is not guaranteed.

Military Aid to the Civil Authorities (MACA)

MACA can be sought to support the civil authorities when they need help to deal with an emergency arising from a natural disaster or an incident. However, assistance is provided on an 'as available basis and the Armed Forces cannot make a commitment that guarantees assistance to meet specific emergencies. Category 1 and 2 responders should not base plans and organise exercises on the assumption of military assistance.

The Joint Regional Liaison Officer (JRLO) from HQ 7 Infantry Brigade and HQ East is the primary focus for integrating military UK operations with civil authorities in the East of England.

Involvement of the JRLO at the earliest opportunity is essential whenever a need for military support is a possibility. He can be considered to be a military tactical advisor (TACAD) providing advice on all aspect of military assistance and will assist in the drafting and submission of any formal MACA requests

He is a member of Essex Resilience Forum Executive Programme Board (and every other East of England Local Resilience Forum (LRF)), and would represent Defence, usually within the Strategic Co-ordination Group (SCG). He is supported by Military Liaison Officers who would deploy as required to support the co-ordination of MACA.

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The RAF Regional Liaison Officer for the East of England (RAFRLO EE) is the point of contact for RAF-specific MACA, military aircraft post-crash management and related issues. The RAF RLO would provide RAF-specific advice and assistance at SCG and / or TCG as required. Contact with either Regional Liaison Officer can range from informal requests for information or advice to formal requests for MACA; the latter should be made as early as possible. Contact details for JRLO E, HQ 7 Infantry Brigade and HQ East Brigade Duty Officer and RAFRLO EE are in the Essex Resilience Forum emergency contacts list.

MACA – Principles

The provision of MACA is guided by three key principles which apply to each request for MACA:

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

MACA – Considerations

When considering military assistance, it is important to bear in mind the qualitative and quantitative characteristics of the Armed Forces:

- Armed Forces personnel are few compared to the number of staff in the emergency services, health service and local authorities.
- The skills, equipment, and capabilities of the Armed Forces are designed for military use, mainly for expeditionary operations.
- The Armed Forces draw on civil capabilities wherever necessary.
- The Armed Forces are not designed to provide an emergency response service, with certain exceptions.
- The Armed Forces do not have a monopoly on equipment suitable for use in emergencies.

Early involvement of the JRLO in any circumstances where there is the potential for a MACA request is crucial. The JRLO will provide expert advice on military capabilities to civilian organisations. In addition the JRLO will keep the military updated on the developing situation and any potential requests for assistance.

Requests for MACA should normally be generated in conjunction with the JRLO and, where necessary, the RAFRLO. The request should describe the effect required, the general situation (especially if it is part of a criminal investigation), the capability gap (including efforts to address the requirement through mutual aid or commercial contractors), and where and for how long MACA is required.

The provision of MACA requires approval by a Defence Minister following a request by a government department. If MACA is urgently needed to alleviate distress and preserve and

safeguard lives and property in time of disaster, local military commanders may be contacted directly for assistance. JRLO E should be informed of such requests as soon as possible after contact is made.

Defence capabilities and roles that may be of use to civil responders include general support (disciplined manpower) and logistic support (advice, transport, engineering, estate, fuel and telecommunications).

Cost of MACA

MACA activity is, with a few specific exceptions, not funded within the Defence budget and is therefore provided on a repayment basis. Treasury rules dictate that Government Departments charge for services that are not part of their funded tasks. Defence will charge full costs except where there is imminent danger to life when charges would be waived.

Doctrine

The MoD Joint Doctrine Publication 02 (Operations in the UK – The Defence Contribution to Resilience – 3rd Edition Feb 2017) sets out the detailed rules and procedures governing the employment of the Armed Forces for MACA operations, and can be found at:

<http://www.cabinetoffice.gov.uk/resource-library/operations-uk-defence-contribution-resilience>

Appendix 1 – SCG Standing Agenda

Item	Lead
Introductions (by exception and only if deemed necessary)	Chair
Identification of Key Attendees	Chair
Declaration of items for urgent attention	Chair
Confirmation of decisions on urgent items	Chair
Adjourn as necessary to action urgent issues	
Situational briefing (including any clarifications or recent updates from chief of staff/ information manager/attendees by exception only)	
Review and agree strategy and priorities	Chair
Review outstanding actions and their effect	Chair
Determine new strategic actions required	Chair
Allocate responsibility for agreed actions	Chair
Confirm date and time of next meeting and required attendees (alongside an established meeting rhythm)	Chair
Post Meeting: Distribute record of decisions, ensure decision Log is updated and complete	Sec/Chair

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Appendix 2a Strategic Coordinating Group (SCG) Situation Report

EVENT/INCIDENT			
DATE & TIME			
SCG CHAIR	<i>(name and contact details)</i>		
SITREP POINT OF CONTACT	<i>(name and contact details for amendments / collation)</i>	SITREP No.	

SUMMARY OF GUIDANCE FOR COMPLETION OF THE TEMPLATE (REMOVE WHEN COMPLETE)

- *This SITREP will focus on the strategic dimensions of the emergency and issues arising from that. It will be based on operational reporting, but the strategic issues should not be obscured by operational detail.*
- *The template is intended for use in civil emergencies and CT incidents alike.*
- *The RAG status will reflect a judgement of the situation, progress and likely developments – there is no detailed method or metrics to follow, just a defensible judgement of these three dimensions.*
- *Reporting the assessed quality of information, together with source and time is critical.*
- *Where images (e.g. maps) and tables (e.g. progress against key indicators) support situational awareness they will usually be appended in annexes.*

SITUATION OVERVIEW

A concise and strategic overview of the situation, its impacts and implications. This should be written as paragraph of text or using a few bullet points, and will draw on the operational (METHANE – see annex one) reporting, but emphasise the strategic dimensions and issues.

SUMMARY OF THE RESPONSE

A concise overview of the operational response, drawing attention to any current or foreseen resource or capability issues. This should also summarise the Command, Control and Coordination (C3) arrangements that have been established.

FORWARD LOOK

A summary of possible developments, emerging risks and critical uncertainties that have potential strategic implications for the response and recovery effort.

RESOURCE ISSUES

A summary of current and foreseeable resource and capability issues, highlighting any potential or possible requirements for assistance, for example mutual aid between responders or through MACA.

STRATEGY

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Working strategy	<i>A course of action integrating ends, ways and means to meet policy objectives.</i>
Overarching aim	<i>A short, precise and measurable statement of the overall end state you want to achieve. Influenced by, and consistent with, overarching policy.</i>
Objectives	<i>A list of steps, phases or tasks that have to be completed in order to achieve the overarching, strategic aim.</i>
Public comms strategy	<i>A statement of intent and brief description of the course of action to inform and communicate with the public.</i>

AGENCY SITUATION REPORTS TO INCLUDE SUMMARIES OF:

- Direct and wider impacts
- The operational response
- Significant risks, emerging issues
- Assumptions and critical uncertainties
- Forward look
- Other resilience issues arising
- RAG status explanation
- Point of contact and time/date of last update/check of the information

Emergency Services	RAG Status	
Police	R A G	
Fire	R A G	
Ambulance	R A G	
Maritime & Coastguard Agency	R A G	
Other	R A G	

Local Authority(ies)	RAG Status	
Local Authority NAME Department NAME	R A G	
Local Authority NAME Department NAME	R A G	

Health	RAG Status	
NHS England	R A G	
Public Health England	R A G	

Met Office	RAG Status	

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Current situation	R A G	
Forecast	R A G	
Likely impacts and risks arising	R A G	

Environment Agency	RAG Status	Note: For pluvial and groundwater flooding the Lead Local Flood Authority (LLFA) will also be involved and reporting
Current situation	R A G	
Forecast	R A G	
Likely impacts and risks arising	R A G	

Animal & Plant Health Agency	RAG Status	
Current situation	R A G	
Forecast	R A G	
Likely impacts and risks arising	R A G	

Transport	RAG Status	
Highways England	R A G	
Highways Authority (see LA)	R A G	
Network Rail	R A G	
British Transport Police	R A G	
Train Operating Company	R A G	
Other	R A G	

Utilities	RAG Status	
Electricity	R A G	
Gas	R A G	
Water	R A G	
Telecoms	R A G	
Other	R A G	

Voluntary Sector	RAG Status	
Organisation NAME	R A G	
Organisation NAME	R A G	

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Military	RAG Status	
Overview	R A G	
By unit or by capability area	R A G	Capability areas would for example include logistic support, EOD (explosives), engineering or air support.

Summary of other involved groups	RAG Status	
STAC	R A G	
Humanitarian Assistance	R A G	
Recovery Group	R A G	
Other	R A G	

Other Responders	RAG Status	Note when other org's are involved, their input will usually be included in the report of their 'sponsoring organisation'
Organisation NAME	R A G	

On completion – To be marked and treated as Official Sensitive

ASSESSMENT OF PUBLIC PERCEPTION OF THE SITUATION, RESPONSE EFFORTS AND PROGRESS

This should reflect the perception, established from a range of sources including social media, of different public and community groups, including residents, businesses and those who are indirectly as well directly affected by events.

PUBLIC AND COMMUNITY RESPONSE

This should cover:

- a) **Key messages** being issued, in line with the public communications strategy;
- b) Means being employed to **send** key messages to public and community groups;
- c) Means being employed to **receive** communications from public and community groups.

OTHER ISSUES NOT COVERED ELSEWHERE

DATE AND TIME OF NEXT SITREP UPDATE

Appendix 2b Agency Situation Report
AGENCY SITUATION REPORT

DESCRIPTION

This report is organised in such a way to assist in the creation of the summary SCG SITREP document. Please complete the details and update specifically prior to the TCG/SCG meetings

AGENCY DETAILS

AGENCY NAME:		REPORT NO:	
COMPLETED BY:		TIME OF ISSUE	
CONTACT DETAILS:			

AGENCY SITUATION REPORTS TO INCLUDE SUMMARIES OF:

- Direct and wider impacts
- The operational response
- Significant risks, emerging issues
- Assumptions and critical uncertainties
- Forward look
- Other resilience issues arising
- RAG status explanation
- Point of contact and time/date of last update/check of the information

RAG Status	RAG	UPDATE
SITUATION		
RESPONSE		
FORWARD LOOK		

Annex 2c Guidance Notes For Completing The SCG & Agency Sitrep Templates

Purpose, audience and completion of the SITREP

- The primary audience for the SITREP is the SCG/RCG. Additional audiences will include DCLG Emergency Room, COBR, neighbouring or otherwise affected SCGs and other stakeholders as required.
- The SITREP will draw heavily on METHANE and other forms of reports from the tactical and operational levels but these should be summarised to emphasise the strategic issues
- The SITREP will usually be drafted in advance of an SCG meeting, then completed and disseminated up/down/sideways as required following the meeting, with agreed actions.
- The SCG and its support staff should determine who completes the SITREP. The GLO/GLT will have a role in synthesising strategic information from the completed SITREP for onward transmission to COBR.
- *Agency Sitreps* - The three dimensions are separated but are combined into a single indicator, and in the absence of a prescribed method of doing so, the RAG status will reflect the collective judgement of the Agency. This will be reflected on the SCG SITREP.
-

Logic of the template

- The template is a starting point for situational reporting at the strategic level
- The template can be adapted if necessary to fit the specifics of a situation
- Adaptation should not however be done to reflect personal preferences

Protocols for updating

- Material that is new or revised since the previous SITREP should be in red text
- The date/time/source of material should be prominent and clear

RAG status

- The RAG status is an honest and defensible appraisal of three dimensions of the emergency: a) the situation, b) the response to it and c) foreseeable developments.
- Because three dimensions are being combined into a single indicator, and in the absence of a prescribed method of doing so, the RAG status will reflect the collective judgement of the SCG.
- There is no merit in 'talking up' or taking an unrealistically optimistic view of where things stand and how they are projected to develop.
- The relevant text entry should adequately explain the RAG status given.
- Indicators of the three levels are defined as follows:

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RED	<p>SITUATION: The incident is having a strategically significant impact; normal community business has been significantly affected.</p> <p>RESPONSE: The response is at or has exceeded the limits of capacity or capability, and further resources are required.</p> <p>FORWARD LOOK: The situation is expected to either get worse or remain at this level for the short to medium term.</p>
AMBER	<p>SITUATION: The incident is having a moderate impact with issues of strategic concern; normal community business has been affected, but the situation is being effectively managed.</p> <p>RESPONSE: The response is being managed, at this time, within current resources and through the activation of local contingency plans and/or coordinated corrective action; mutual aid might be required in the short to medium term.</p> <p>FORWARD LOOK: The situation is not expected to get any worse in the short to medium term although some disruption will continue.</p>
GREEN	<p>SITUATION: There is limited or no strategic impact from the incident; normal community business has largely returned or is continuing.</p> <p>RESPONSE: Ongoing response is being managed locally, and within the capacity of pre-planned resources.</p> <p>FORWARD LOOK: The situation is expected to improve with residual disruption being managed.</p>

Reporting provenance and quality

- The source/time and assessed quality of information should be clearly and prominently reported.
- Where critical uncertainties (i.e. factors that are unknown, but which have the potential to strategically alter the situation if they become known) exist they should be clearly identified and associated risks set out.

Defining concepts and terms for common understanding

- Where common understanding of a concept or term is necessary for shared situational awareness it should be clearly explained.
- Common understanding of terms cannot be assumed – terms should be defined.
- Where agreed definitions exist these should normally be adopted and explained (e.g. there is a definition of 'flood' in the Water Flood and Water Management Act 2010).
- Acronyms and abbreviations should be minimised, and always explained at their first use in every issue of the SITREP.

Examples of content for each of the template sections, including nature and severity of impacts and other details as required. **Note** that this is an indicative list, not a comprehensive checklist to report against:

Key locations (incl. grid reference and/or postcode)	Relevant timings (e.g. timescale to mobilise assets or shut down a facility)
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<p>Impact on health and humanitarian assistance</p> <ul style="list-style-type: none"> • Casualties / fatalities / missing persons • Public Health / primary and secondary healthcare / welfare • Mortuary capacity and operations • Humanitarian assistance - Rest Centre and other facilities occupancy • Social care 	<p>Impact on essential services</p> <ul style="list-style-type: none"> • Electricity, gas, water, telecoms, fuel • Sanitation, waste management, sewage • Burials/cremations • Transport: aviation, maritime, rail, road, bus • Postal services • Status of reserves or alternative supplies
<p>Economic impact</p> <ul style="list-style-type: none"> • Businesses directly and/or indirectly affected (numbers or range if estimate) • Supply chain consequences • Impact on workforce • Impact on tourism • Rural economy: farms, food production sector, etc. 	<p>Environmental impact</p> <ul style="list-style-type: none"> • Water or land contamination, air pollution • Waste management issues which may be associated with the response • Impact on agriculture • Food availability/supplies • Animal welfare
<p>Impact on communities</p> <ul style="list-style-type: none"> • Private dwellings, public premises / assets • Vulnerable people/groups, homecare • Evacuation • Housing and temporary accommodation • Community transport • Education • Community response; nature and extent • Engagement by the voluntary sector 	<p>Response and capability issues</p> <ul style="list-style-type: none"> • Specified, implied, essential, and potential tasks • Weather: forecast and associated risks • Current status of resources / capabilities (dispositions and availability) • Mutual aid including military support • Key considerations and assumptions • Constraints on the operation (e.g. time, resources, sustainment, demand) • Contingency planning • Capacity of local tier to respond / requests for support from national tier / central government • Finance, Bellwin Scheme
<p>Emerging recovery issues</p> <ul style="list-style-type: none"> • Infrastructure and essential services repair and/or reconnection • Financial assistance (e.g. business rates or council tax relief) • Insurance issues • Any bureaucracy or “red tape” challenges • Future resilience investment • Lessons (to be) identified 	<p>Criminal justice issues</p> <ul style="list-style-type: none"> • Public order/crime • Prisons and probation • Courts • Protection of property • Community safety / community cohesion Issues

Appendix 3 - Aide-memoire for Strategic and Recovery Coordinating Group Chairs participating in ministerial meetings

Government may decide to activate its central response arrangements through COBR (Cabinet office briefing Room) where an incident is likely to have significant consequences; or threaten a wide area. In recovery, a Ministerial Recovery Group will coordinate Government's recovery activity. Chairs of Strategic Coordinating Groups or Recovery Coordinating Groups may be invited to participate in these meetings via a teleconference. Chairs are expected to share information on how the local multi-agency response or recovery effort is being managed; reassure ministers that actions are being taken to mitigate impacts (and further risk); and identify where government could help.

Top tips

- ❖ **Be confident, clear and concise** – ministers will want assurance you are effectively leading the multi-agency response or recovery and have considered future risk and contingency arrangements. Where possible speak as the lead voice of the multi-agency structure.
- ❖ **Know the detail of the situation** - ministers may require some detail you may not be familiar with. Acknowledge what information gaps you have and how you will tackle this.
- ❖ **Have experts present** - to support you and provide detail e.g. a STAC Chair, tactical adviser or relevant strategic lead for the type of incident.
- ❖ **Tell ministers where experts are being used to support strategic coordination**- confirm whether the military are involved.
- ❖ **Prepare written evidence to support your position**- submit any maps, photographs, supporting data or action plans in advance of the meeting- if you think it's necessary.
- ❖ **Answer the questions honestly** – if there is a problem, say so. Be ready to provide details of remedial action taken and offer tangible solutions to problems.
- ❖ **Represent the whole multi-agency structure**. Be clear where there is effective multi-agency structures in place and where you are working jointly to an agreed strategy / priorities. Highlight where there are process in place to enable joint decision-making, problem-solving and action. Ensure there is input from all necessary responders including category 2 organisations (e.g. energy, water, telecoms, and transport) and the voluntary sector. Highlight where engagement is problematic.

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- ❖ **Be clear on what support you need from Government** e.g. military support and the outcomes you want to achieve. Is there an international dimension? Are foreign nationals involved?
- ❖ **Provide advance warning** to ministers where you are seeking support or assets (through your Government Liaison Officer). Ministers are willing to help but it must be a two-way dialogue.
- ❖ **Request a copy of information that has been provided to ministers from your Government Liaison Officer** so you are sighted on what information they may have had access to.

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STRATEGIC	
S	Strategy – what is the plan for now/the next few hours/days?
T	Tactical – have you got all you need in place to achieve your objectives? Has military aid been considered? Any gaps?
R	Resources – do you have everything you need now and in near future (people, assets, mutual aid)? Do you need any support from Government?
A	Anticipate – what is the extent or length of the emergency? When will you transition to recovery?
T	Truth – be honest about any problems and issues and try to suggest solutions to problems. Avoid acronyms. Use plain English.
E	Experts – have access to knowledgeable staff/organisations to support you
G	Geography – be ready to provide maps and data on area affected
I	Information – key facts: situational awareness; community/economic/environmental impacts, numbers (confirmed and estimates). Ensure your reporting is sourced correctly (fatalities and casualties- NHS England) and you are communicating effectively between responders and the public
C	Costs & communications – record costs. What are the implications? What needs to be communicated to responders, the public and into Government?

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Frequently Asked Questions

Who will chair or participate in ministerial meetings?	Meetings could be chaired and attended by a variety of ministers. In a major event the Prime Minister would chair COBR. The Secretary of State from the lead government department responsible for response or recovery would chair e.g. DEFRA SoS for a flooding emergency. Other Cabinet Ministers (or deputies) from across government will be present. Senior officials may be present to provide support or technical advice. Where the PM chairs, a larger number of ministers may be involved. If you flag a problem or seek assistance you need to be very prepared to explain the situation why that request is being made.
Do I phone into ministerial meetings?	Officials will usually phone you on a telephone landline. You will provide a name and telephone number in advance via your Government Liaison Officer/Recovery Liaison Officer. HITS or BRENT may be utilised in a CT incident.
Do I dial into ministerial meetings on my own?	You may wish to have advisers in the room with you- although you will be expected to be the main speaker. A military commander or technical expert can provide further confidence on the information being given. If there is a Government Liaison Officer (GLO) /Recovery Liaison Officer (RLO) present, include them. Ensure that you have a pre-meeting to agree a united approach. If there are emerging issues, use the GLO to forward information to ministers in advance.
What should I expect from ministers?	All ministers have their own style of questioning. Speak to your GLO/RLO who will provide guidance on styles. Ministers will have high expectations. You may not always have access to the required detail early on. Be open and honest with ministers with what information <u>is</u> available and provide an indication of a timescale for providing more detailed replies and a full response.
How much information do ministers want?	Ministers will have access to a commonly recognised information picture (CRIP), prepared by officials. Ministers will want to establish the essential local facts but be ready to provide supplementary information backed up with written advice should it be required. Ask your GLO/RLO for any CRIP information relating to your situation.
Ministerial expectations are unrealistic – what do I do?	Provide reassurance that you have a grip of the situation or, if not, then why not. Assure ministers that information will be available and agree a timescale and format for providing it.
How should information be presented?	Ministers will have some understanding of the situation based on the CRIP sourced from the national sit rep or GLO. COBR or MRG may request further formation in specific formats. Your GLO/RLO can advise on information requests. It is essential that information is provided to officials preparing for COBR or MRG in a timely manner to ensure that ministers are given up to date information on your situation.
How do I communicate with ministers after the meeting?	You should make use of your GLO/RLO to seek any additional advice or submit papers. You may be requested to participate in a multi response or recovery coordinating group– or you may request one to be activated.
Can I ask for help from central government?	Ministers are keen to understand the situation and offer what help they can. Do not be afraid to ask. However, if you are asking for help be very specific on what the “ask” is and the outcome you want to achieve.

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What should I do if there is more than one SCG/RCG Chair dialling into the meeting?	If it is a multi-area approach and more than one SCG/RCG is reporting on the call it is worth you talking to other chairs to identify similar and different issues. This will demonstrate to ministers that you are working together. It will identify any assistance that is required over multiple areas. Be aware that ministers may decide to spend more time on one area than another. Be patient.
Should I report from sub-groups?	Yes. If this is relevant. For example, if STAC have met and produced supporting scientific evidence then this should be referenced.
What issues am I likely to be asked about?	<p>This will be very much dependent on the nature of the response or recovery situation. Some things you may wish to consider in response:</p> <ul style="list-style-type: none"> • Has a major incident been declared? If not then why not? Are multi agency strategic structures in place? Is JESIP being followed? • Numbers/source of fatalities/casualties • Social/community tensions/ background of victims? • Establishment of casualty bureaux/rest centres • Are hospitals and the health sector working effectively? • What is the worst case scenario? Anything that could emerge which ministers need to know about? • Impact on important local infrastructure or critical national infrastructure. • Economic and environmental impact? Indicative costs? • Are you developing a recovery strategy? • Do you have all the relevant sub groups in place? • Are there any media issues? Have your comms teams communicated with Government? • Are you making full use of information sharing capability (RD)
What other meetings will I be invited to?	As an SCG Chair you are likely to be invited to a COBR or another ministerial meeting. In recovery, you may be invited to a Ministerial Recovery group or participate in bi-laterals with a smaller group of ministers. In all cases apply the top tips and ensure you are clear on the purpose of the meeting and how the information you are providing is feeding into Government. If you are unsure then speak with your GLO/RLO.
Where can I access situational awareness quickly?	ResilienceDirect is the government’s secure digital platform to share information and is supported by JESIP. JESIP doctrine also supports the concept of a Multi-Agency Information Cell (MAIC) at an SCG to support situational awareness and decision making.

