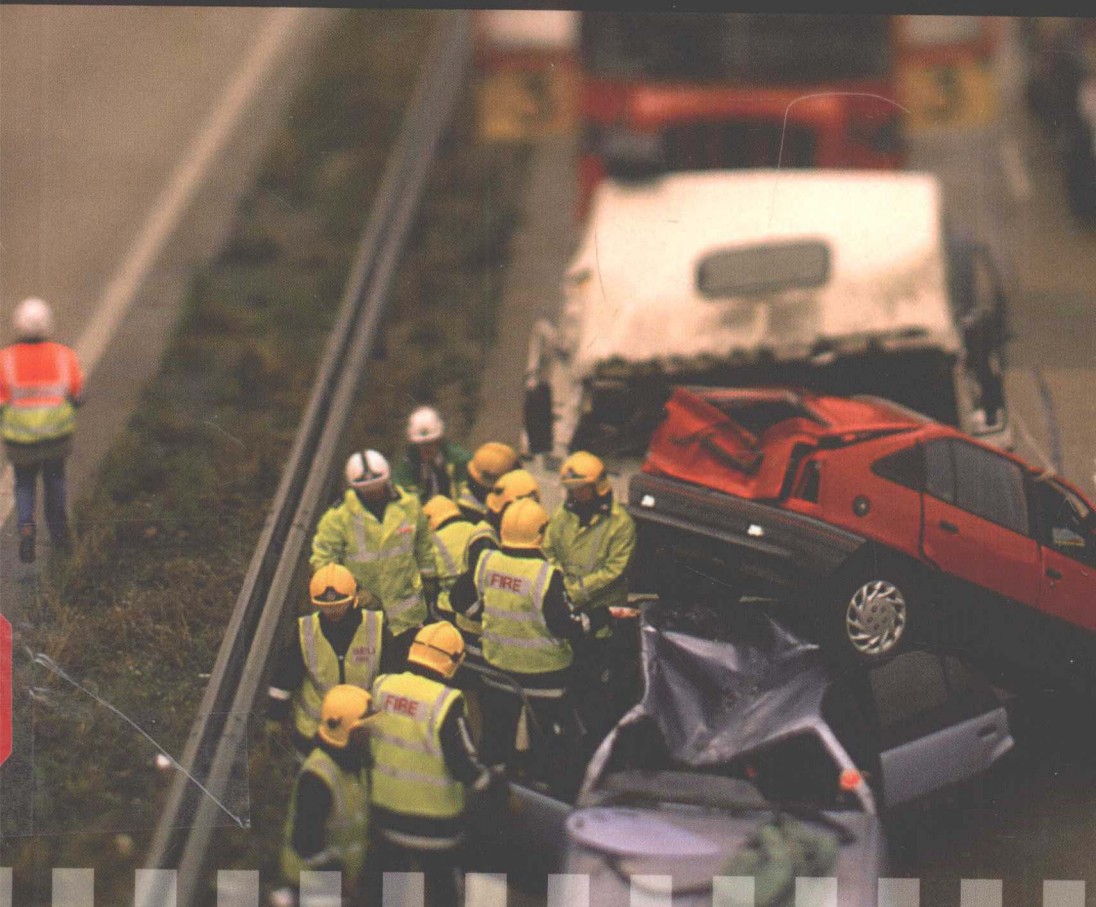


BLACKSTONE'S Emergency Planning, Crisis and Disaster Management

Second Edition

Brian Dillon



Blackstone's

Emergency Planning, Crisis and Disaster Management

Brian Dillon



Consultant Editors

Ian Dickinson

Professor Keith Still

John Williamson

Second edition

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Blackstone's
Emergency Planning, Crisis and
Disaster Management

To all the emergency services and front line responders across all sectors for their dedication, commitment and bravery both physical and emotional, in particular those who are prepared to make those life-changing decisions without the benefit of hindsight.

Foreword by Ian Dickinson

Emergency Planning, as a dedicated and identified role in public and private organisations, has grown considerably in the last ten years and become established as a vital element of civil resilience. The role has been professionalised as an activity and the body of knowledge on which it relies has expanded greatly, particularly following the Civil Contingencies Act.

During my years as a police officer a well thumbed and often updated edition of *Blackstone's Police Law* was a permanent feature of my office library. It provided practical and ready access to the most relevant and necessary elements of police law that I needed without researching volumes of other texts.

Brian Dillon's *Blackstone's Emergency Planning, Crisis and Disaster Management* is likely to fulfil much the same role for Emergency Planners and be a reliable and often used source for those both new and experienced in the field.

It is a detailed but broad brush Emergency Planning reference which accurately brings together the essential elements of resilience and civil risk for those in this growing profession. Of course the activity of Emergency Planning in the UK relies much more on non-statutory guidance and established good practice than on clearly codified and established law. This book provides the statutory detail where necessary but also supports that with a clear summary of the broader doctrine base in each area of reference together with an outline of a straightforward route to self-learning of the most important or most relevant information. As a practitioner (and this book is written for practitioners) Brian has included a great deal of personal and practical advice throughout the text—the sort of 'critical friend' suggestions that are invaluable between professionals.

The style which Brian Dillon has adopted is also practical and direct: he uses straightforward, uncomplicated language and readily understood explanation that is familiar to those who are active in this field. He has not written the book as an academic text but rather a source of easy understanding of the breadth of Emergency Planning doctrine with more than adequate 'signposts' towards more detailed information if required.

Brian himself is a seasoned professional in his field and also spends time supporting postgraduate study of UK Resilience. He understands both the knowledge base detail as well as the way it may be applied. He brings both together in this book; a copy will become a permanent feature of my briefcase

and I commend it to colleagues and students in the rapidly developing field of Emergency Planning.

Ian Dickinson
Associate lecturer, Cabinet Office
Emergency Planning College

Foreword by Professor Keith Still

'If history repeats itself, and the unexpected always happens, how incapable must Man be of learning from experience.'

George Bernard Shaw

I have had the pleasure of working with Brian, both as expert witness on a major safety case and as a fellow lecturer at the UK Cabinet Office Emergency Planning College for almost a decade. Brian is the emergency planning specialist with over 30 years experience and he has produced emergency plans for the police, prepared and delivered bespoke multi-agency training packages at all levels of the emergency management process, directed large-scale exercises and managed the implementation of the Civil Contingencies Act 2004.

Emergency planning requires a thorough understanding of all aspects of the process, from the initial risk and threat analysis to the development and testing of robust emergency plans. However, as Brian highlights throughout this book, it is not enough to develop a minimum or standard approach to the problems of emergency management. All too often we find pockets of isolated wisdom in key areas of emergency management that are known only to a few working in specific areas. What is required is both the vision and the imagination to encompass the wide spectrum of emergency management, to collate and disseminate best practices, outline the process and to provide a comprehensive guide for both novice and experienced professional alike. This book covers all of the above and to the appropriate depth required for a thorough appreciation of all aspects of emergency planning.

Keith Still
Institute of Civil Protection and
Emergency Management (FICPEM)

Foreword by John Williamson

Major emergency incidents occur very often without any warning and even those that do provide some warning (occasional natural disasters, for instance) frequently surprise us with their ferocity and destruction. The impact of terrorism has left us feeling vulnerable right across the world. There is very often a feeling of disbelief during the first phase of the incident. The only way to be prepared for these occurrences is to plan for their eventuality. Emergency planning has evolved from experiences of previous disasters and very often from the mistakes and omissions encountered along the way.

Major incidents and disasters bring all of the emergency services together and very often it will be the first time that these people will have worked together. Each organisation is used to working with its own people as a team, but very often the 'team' can experience difficulties when organisations come together. The problem can often be complicated because people do not understand or appreciate each other's role. They only really get together on the job and this is really not the place to learn.

The only way to achieve successful outcomes is to plan for them. Brian Dillon has provided us with a one stop shop for this planning. *Blackstone's Emergency Planning, Crisis and Disaster Management* provides everyone who might be involved in a major incident or disaster at any level with a complete guide. This guidance comes from someone who has been involved at the sharp end for many years. He uses his experience and vision to bring the emergency services together so that they can plan a cohesive strategy to deal with whatever might face them.

John Williamson
Institute of Fire Safety Managers

Preface

This edition of the Blackstone's Emergency Planning, Crisis and Disaster Management builds on the concepts and ideas contained in the first edition. It reflects changes in organisational structures and procedures, with some updates but maintains its original purpose and goal; to provide practical advice and guidance for those involved in emergency response and preparedness both within the public and private sectors. This is not theory, nor does it claim to follow an academic path, but rather it is a companion reference for the practitioner. Feedback has been incorporated from readers of the first edition and includes much new material relating to the role of the EPO operating in the private sector or acting as a consultant. This is as relevant to those in the emergency services and first responders as it is to those in the private sector, as it gives insights across a range occupational areas to enhance understanding and aid better collaboration and effectiveness. It also includes significant guidance on setting up a control room. Again, this is included not only to assist the private sector develop resilient arrangements but to offer a benchmark or assessment model for those reviewing or giving advice—this may be from the emergency services or local authority to a private operator. There is also additional material for those who may have to give evidence as an 'expert' witness around civil contingencies and the attributes required in that situation. This edition also focuses more upon the qualities of the EPO in articulating and communicating information as this forms an increasingly important role of the EPO as a skilled communicator.

The world of emergency preparedness is constantly changing and evolving and I have tried to reflect some insight into the areas that may prove a challenge in the years to come for the EPO and for those charged with taking command of emergency situations. I am grateful to those who have supported me in the completion of this edition, in particular my consultant editors for their knowledge, insight and their undoubted expertise. I would also like to thank both Peter Daniell and Lucy Alexander from Oxford University Press for their incredible patience and support.

Author

Brian Dillon MSc SBCI MIFSM is a former UK Police Inspector and was a Local Resilience Forum Secretary and Strategic Command Centre Manager for over 10 years. He was a police instructor responsible for both internal and external training in all aspects of risk crisis and disaster management. He has worked in the private sector as an emergency planning consultant and trainer. Brian is a specialist in exercise planning and management responsible for directing and umpiring major live play exercises, in particular civil nuclear emergencies where he represented the police service at Government level. His plans have been used to manage a wide range of emergencies including the Morecombe Bay cockling disaster of 2004.

Consultant Editors

Ian Dickinson BEd QPM is former Assistant Chief Constable of Lothian & Borders Police, where he served at the rank of chief officer for more than 20 years. He is an experienced Gold Commander, having led the Scottish response to terrorist incidents and many major events, incidents and civil emergencies in the Lothian and Borders Area. Since 2002 he has had responsibility for Specialist Operations, including the planning of the G8 summit, the Edinburgh Tattoo, Hogmanay, the Golf Open and civil nuclear resilience issues. He is an associate lecturer at the Cabinet Office Emergency Planning College.

Professor Keith Still FIMA FICPEM has 25 years of experience of crowd risk analysis, crowd modelling and simulations and both advising and planning for crowd safety in places of public assembly. Keith works around the world on projects such as the UK Royal Wedding crowd management planning, Olympic events, the annual pilgrimage to Makkah (Haj). Keith has lectured at Easingwold, the UK Cabinet Office Emergency Planning College, on human factors and safety considerations to the events industry for 15 years. He is a fellow of the Institute of Mathematics and its Applications (FIMA) and a fellow of the Institute of Civil Protection and Emergency Management (FICPEM)

John Williamson Dip FM, MSc, FIFSM is Chairman of the Institute of Fire Safety Managers. He is a former Assistant Chief Fire Officer and has commanded many major incidents, such as the Piper Alpha platform disaster. John is a Fellow of the Institution of Fire Engineers and provides expert evidence for the Courts. He also lectures on fire risk assessment and fire safety.

List of Abbreviations

ACPO	Association of Chief Police Officers
ARCC	Aeronautical Rescue Co-ordination Centre
BCM	Business Continuity Manager/Management
CBRN	Chemical, Biological, Radiological and Nuclear
CCA	Civil Contingencies Act 2004
CC	Control Centre
CCF	Core Competencies Framework
CCG	Clinical Commissioning Group
CCS	Civil Contingencies Secretariat
CCTV	Closed Circuit Television
CEO	Chief Executive Officer
CNC	Civil Nuclear Constabulary
COMAH	Control of Major Accident Hazard Regulations
COBR	Cabinet Office Briefing Room
CPD	Continuing Professional Development
CPS	Crown Prosecution Service
CRR	Community Risk Register
DECC	Department of Energy and Climate Change
Defra	Department of Environment Food and Rural Affairs
DoH	Department of Health
DoT	Department of Transport
DTI	Department of Trade and Industry
ECC	Emergency Control Centre
EP	Emergency Procedures
EPO	Emergency Planning Officer
EPS	Emergency Planning Society (UK)
FCP	Forward Control Point
FLO	Family Liaison Officer
FMB	Forward Media Briefing
FRC	Family Reception Centre
FSA	Food Standards Agency
GO	Government Office (Regional)
GPMS	Government Protective Marking Scheme
GSB	Gold, Silver and Bronze
HAC	Humanitarian Assistance Centre
HRA	Human Rights Act
HSE	Health and Safety Executive
ICP	Incident Control Post

IEM	Integrated Emergency Management
LA	Local Authority
LGD	Lead Government Department
LRF	Local Resilience Forum
MA	Marshalling Area
MACA	Military Aid to the Civil Authority
MACC	Military Aid to the Civil Community
MACP	Military Aid to the Civil Power
MBP	Media Briefing Point
MCC	Media Co-ordination Centre
MDP	Ministry of Defence Police
MI	Major Incident
MOU	Memorandum of Understanding
NAIR	National Arrangements for Incidents Involving Radioactivity
NARO	Nuclear Accident Response Organisation (MOD)
NCC	National Co-ordination Centre (Media)
NHS	National Health Service
NOSCC	National Occupational Standards for Civil Contingencies
NPIA	National Police Improvement Agency
NRE	National Resilience Extranet
PA	Public Address
PCT	Primary Care Trust
PIO	Police Incident Officer
PNICC	Police National Information and Co-ordinating Centre
QA	Quality Assured
RADSAFE	Radiation Safety (Transport)
RAWG	Risk Assessment Working Group
RC	Rest Centre
RCCC	Regional Civil Contingencies Co-ordinating Committee
REPPIR	Radiation Emergency Preparedness and Public Information Regulations
RNLI	Royal National Lifeboat Institution
RPD	Radiation Protection Division of Health Protection Agency
RVP	Rendezvous Point
RWG	Recovery Working Group
SAR	Search and Rescue
SCG	Strategic Co-ordinating Group
SCC	Strategic Co-ordination Centre
SIM	Senior Identification Manager
SIO	Senior Investigating Officer
SRC	Survivor Reception Centre
STO	Strategic, Tactical and Operational
STAC	Scientific and Technical Advice Cell
TCC	Tactical Coordination Centre (multi-agency)
TOR	Terms of Reference

List of Useful Websites

www.england.nhs.uk

www.nhs.uk

www.police.uk

www.fireservice.co.uk

www.thebci.org

www.epcollege.com

www.the-eps.org

www.environment-agency.gov.uk

www.gov.uk

www.dft.gov.uk/mca

www.local.gov.uk

www.gov.uk/government/organisations/ministry-of-defence

www.ifsm.org.uk

www.readyscotland.org

www.scotland.gov.uk

www.wales.gov.uk

www.dhsspsni.gov.uk

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