



Avon and Somerset Local Resilience Forum
Working in Partnership

AVON AND SOMERSET LOCAL RESILIENCE FORUM

PROVISION OF EMERGENCY WELFARE FOR PEOPLE TRAPPED ON THE STRATEGIC HIGHWAY NETWORK

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DOCUMENT CONTROL

This document is owned by the Avon and Somerset Local Resilience Forum and is maintained and update by the Avon and Somerset LRF Coordinator on behalf of the Avon and Somerset LRF Business Management Group. No changes are to be made to it without the authorisation of the ASLRF Business Management Group.

Suggestions for changes are to be sent to the ASLRF Coordinator.

This document will be reviewed annually and/or following a real incident, following an exercise and after any major change of personnel or policy.

ASSOCIATED DOCUMENTS

This plan must be read in connection with the following documents:

- ASLRF Major Incident Response Guide (MIRG);
- ASLRF Evacuation and Shelter Plan;
- ASLRF Media and Communications Guidance;
- National Lexicon of Contingency Planning Terminology;
- Joint ACPO/CFOA/Association of Ambulance Chief Executives/Highways England Strategic Road Responders Agreement of October 2013.

TRAINING AND VALIDATION

Individual ASLRF partners are responsible for identifying key staff and for ensuring that they are aware of the arrangements in this plan and of their own responsibilities for implementing it.

The ASLRF Training and Exercise group is responsible for validating the plan through an appropriate exercise programme.

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1: AIM, OBJECTIVES, SCOPE AND KEY PRINCIPLES

Aim

1.1 The aim of this document is to provide a framework to support multi-agency decision-making for the provision of Emergency Welfare in a situation where people are trapped on the strategic road network in the ASLRF area.

Objectives

1.2 Specific objectives are to identify:

- considerations that need to be taken into account when deciding whether emergency provision of welfare is required;
- sourcing of emergency welfare
- responsibilities for delivery of emergency welfare;
- command and control arrangements;
- other issues.

Scope

1.3 This document covers all ASLRF partner agencies which would have a role in responding to an incident which results in people becoming trapped on the highway. These include:

- Police;
- Fire and Rescue;
- Ambulance;
- Local Authorities;
- Highways England;
- Voluntary Agencies;
- Other Category 2 responders (primarily water companies).

1.4 It covers any incident which results in people becoming trapped irrespective of whether the cause is an incident on the strategic road network (SRN) or an off-SRN incident that causes the SRN to be closed. This risk is referenced in the ASLRF Community Risk Register (CRR) as HL10, with a traffic accident as the cause. This risk is currently assessed as MEDIUM. However, other incidents than a traffic accident could cause similar consequences - as an example, an industrial accident could result in an adjacent section of the SRN being closed for safety reasons.

1.5 It applies only to incidents on the SRN and does not cover highways that are not under the management of Highways England (HE). The HE SRN network in the ASLRF area is shown at Annex A.

Key Principles

1.6 It is the primary responsibility of road users to provide themselves with requirements for their journey, such as medicines, and personal comforts.

1.7 Emergency welfare is intended only to provide the basic needs to ensure that those trapped can be kept warm/cool depending on weather conditions.

1.8 It will not supply medium to long-term needs (such as toilet facilities) nor will it supply those personal items that those using the SRN should normally provide for themselves (e.g. clothing). It will not supply fuel.

1.9 The provision of emergency welfare is a last resort – it will only be provided where an impact assessment carried out by HE indicates that trapped vehicles cannot be removed/diverted from the SRN in an acceptable timescale. The issue of what is “acceptable” will depend on a number of circumstances, including weather conditions and the likely timescale for re-opening the carriageway. The decision to invoke emergency welfare will be taken at a TCG where appropriate agencies will be represented.

2: EXCLUSIONS

2.1 These arrangements do not apply to those who:

- Have become casualties as a result of the incident which has closed the highway;
- may require medical evacuation or medical intervention;
- may require rescue;
- Become ill or unwell while they are trapped.

2.2 The requirements of these individuals will continue to be addressed through normal emergency response arrangements, via the 999 system.

2.3 This plan only addresses the provision of water. It does not address requirements such as toilet facilities, food, fuel or accommodation.

3: OVERVIEW

3.1 The ASLRF area contains a high proportion of the SRN where there is a higher likelihood of disruption than on the local road network and with the potential for people to be trapped for long periods of time with no facilities nearby.

3.2 A number of circumstances can cause disruption to the highway network resulting in persons becoming trapped for significant periods of time. Severe weather and major traffic incidents on the SRN can cause congestion with vehicles and people becoming trapped on the network for periods of time.

3.3 HE has proven incident management techniques which will be applied to release trapped traffic in the first instance but there may still be periods when vehicles and people are unavoidably detained for extended periods with consequent implications for their welfare.

Evacuation

3.4 Evacuation of trapped people will only be considered in exceptional circumstances where there is a direct and immediate threat of death or serious injury and the health and safety of those involved becomes a matter of immediate concern, leading to a requirement to provide emergency welfare off-site. The general principle will be to leave people in situ and provide Emergency Welfare at the scene. In the unlikely event that evacuation is adopted as an option, then the arrangements in the ASLRF Evacuation and Shelter and Care in Evacuation plans come into effect.

4: TRIGGERS FOR ACTIVATION

4.1 The guidance in this document will be implemented on the activation of Operation LINK by the Highways England duty operations manager in a situation in which people are trapped on the SRN and are likely to be so for such a period of time such that it might be necessary to provide emergency welfare. HE will normally only invoke Operation LINK where their impact assessment indicates a potential risk

to the physical welfare of trapped passengers given the likely timescale for re-opening of the carriageway and weather conditions. The impact of the incident on roads away from the strategic road network should be considered at this point.

4.2 Even though the incident which has caused people to become trapped may not have been called as a “major incident”, the fact that people are trapped may be a “major incident” in its own right and will require appropriate command, control and coordination arrangements (e.g. a TCG) to be set up.

4.3 When Operation LINK is invoked by the Highways England duty operations manager the normal response will be to establish a telecon between ASLRF partners at which the following information should be shared:

- Area(s) affected (with grid references if possible);
- Estimate of the numbers involved – cars and people;
- Animals and/or livestock involved;
- Any identified vulnerabilities (e.g. school parties);
- Road conditions;
- Weather conditions;
- Any hazardous or time-critical loads;
- Any identified hazards;
- Likely duration and best estimates of extent to and timescale in which congestion can be cleared;
- Possible RV points and access routes.

5: COMMAND, CONTROL AND COMMUNICATION

5.1 Consideration of the possible need to offer emergency welfare to people trapped should be made, on a multi-agency basis, at the earliest possible stage in the response to an incident. The sourcing and delivery of any welfare should also be carried out on a multi-agency basis.

5.2 On activation of operation LINK by HE, a police GOLD commander is to be notified and asked to authorise the establishment of a Tactical Coordinating Group (TCG) to deal with the emergency welfare issue. If a SCG and/or a TCG is already in place to deal with the cause, then the Chair of the TCG must be advised to begin planning for welfare delivery.

5.2 Details of required attendance at a TCG and the TCG agenda are at Annexe “B”

If the incident crosses the boundary with a neighbouring LRF (Devon, Dorset, Wiltshire or Gloucestershire or Gwent), a liaison officer from that LRF should be invited to attend the TCG.

5.3 At its first meeting, a TCG must confirm whether emergency welfare is or is not to be provided. Primary considerations will be set out in the HE impact assessment. Where the initial decision is **not** to offer emergency welfare, the rationale for this must be recorded in the TCG Decision Log and reviewed at regular intervals

5.4 TCG must also develop an informing strategy to cover:

- What messages are to be sent to those who are trapped;
- What needs to be said to the media;
- What communication channels should be used?

5.5 If a need for communication is identified, then the police will coordinate delivery of messages to both the public and the media. HE will continue to disseminate information relevant to their responsibilities for the SRN, such as advice to road users of the likely duration of the incident. It is recommended that a Communications and Media Cell is established.

Delivery of Emergency Welfare – the Logistics Group

5.6 If it is concluded by the TCG that Emergency Welfare should be delivered, the TCG should establish a Logistics Group to coordinate the sourcing and delivery of emergency welfare from potential supply sources onto the SRN.

Logistics Group responsibilities

5.7 The Logistics Group must develop a logistics plan to cover:

- What is to be delivered;
- How is it to be sourced;
- Who will deliver it;
- Health and Safety and welfare.

5.8 The Logistics Group will

- Establish priorities for providing emergency welfare to those who are likely to be trapped the longest;
- Establish and maintain close relationships with responders at the scene;
- Establish an RVP as a transit point to which emergency welfare can be delivered and from which it can be taken to those trapped on the SRN;
- Unless there are operational reasons, RV points should be at laybys or local authority roads adjacent to the motorway junction.
- Marshal vehicles at the RVP;
- Update TCG with developments in terms of clearing the SRN of trapped vehicles, people, animals and livestock;
- Ensure the Health and Safety of all those involved at the RVP through a process of dynamic risk assessment;
- Ensure that all those involved in the delivery of emergency welfare are told of the intention to re-open the carriageway, account for them once the carriageway has been re-opened and tell TCG that all those involved have left the carriageway;
- Maintain records of emergency welfare supplies delivered to the RVP, their source and who delivered them;

- Maintain records of emergency welfare supplies handed over for delivery on to the carriageway.

Animals and Livestock

5.9 Responsibility for the welfare of animals and livestock lies with their owners or transporters. However, if difficulties arise, the Highways England Traffic Officer Service (TOS) has an arrangement in place with the Royal Society for the Prevention of Cruelty to Animals (RSPCA) who may be contacted via the TOS. If the incident is in Somerset, support and advice may be available for the owners of cattle, equines and domestic pets from the Somerset Animal Welfare Network. The AWN Coordinator should be contacted via the Somerset Local Authorities.

The Logistics Plan

What is to be delivered?

5.10 Emergency welfare will be focussed on keeping people warm/cool and alive. Core Emergency Welfare provision will, therefore, consist of:

- Water

How is it to be sourced?

5.11 No single ASLRF partner is likely to hold sufficient stocks of water to meet the immediate emergency welfare needs of those trapped on the SRN. Equally, no single external source (e.g. a supermarket) is likely to be able to supply the quantities required. The logistics plan will need to identify potential sources and provide for arrangements to approach sources for supplies and to negotiate release/purchase. It is likely that there will need to be a multiplicity of sources to procure the required amounts of emergency welfare supplies.

5.12 However, some agencies may be able to provide limited supplies direct from their own stocks. Examples are:

- Fire and Rescue Services;
- Water Companies;
- Local Authorities;
- Voluntary Agencies.

5.13 Other potential sources are:

- Supermarkets;
- Retail parks;
- Motorway service areas.Pre-existing procurement arrangements
- LRF partner organisations' supplies
- Or any combination of the above

Who will deliver it?

5.14 Delivery of emergency welfare supplies to the RVP can be undertaken by private sector suppliers, emergency services, Local Authorities and Voluntary Agencies operating their own transport. The Logistics Group is responsible for establishing a traffic plan for the RVP and for advising potential suppliers of the location of the RVP, approach and egress routes and health and safety issues.

5.15 However, delivery of emergency welfare onto the SRN can only be undertaken by personnel who have received the appropriate on-road training for the role being undertaken. This requirement is likely to preclude any but the emergency services and the HE Traffic Officer Service (TOS) actually delivering emergency welfare onto the SRN.

How will it be paid for?

No single agency has primary responsibility for providing emergency welfare on the SRN. Costs, therefore, should lie where they fall.

Personal Protective Equipment

5.16 Everyone working either in delivering emergency welfare onto the carriageway or at an RVP must wear appropriate Personal Protective Equipment (PPE) to British Standard BS EN 471:2003 Class 3.

Health and Safety and Welfare

5.17 Emergency welfare will not be delivered on to the SRN if, in doing so, it would introduce risks to the safety and welfare of the public and responders both on and off the SRN. Emergency welfare will only be delivered in a signed carriageway closure and where traffic is stationary in that carriageway. The police have overall duty of care for the protection of life and must consider the needs of persons, including responders, who attend without appropriate PPE or without appropriate training.

6: STAND DOWN AND RECOVERY

6.1 The police and Highways England are jointly responsible for deciding when a carriageway can be re-opened and for advising the TCG. The TCG will identify a time for re-opening and inform on-scene commanders who will then instruct all parties involved in the delivery of emergency welfare that they are to leave the carriageway to return to the RVP, confirm that this has been done and tell TCG.

6.2 Once any requirement for emergency welfare has ceased, the on-scene commander will also make arrangements to collect any debris left on the carriageway and will tell TCG when the carriageway is clear.

6.3 TCG will only authorise the re-opening of a carriageway when the on-scene commander has confirmed that the carriageway is:

- Clear of anyone involved in the delivery of emergency welfare, and;
- Clear of debris.

7: INFORMING THE PUBLIC

7.1 There will be a need to keep those trapped informed about what is going on. The lead agency for coordinating messages to those trapped, through whatever channel, will be the police working to the TCG informing strategy.

Considerations

7.2 The following considerations must be taken into account when passing information:

- Motorists must be kept informed as lack of information is often a greater frustration than the delay itself. Basic information should include the likely duration of the closure;
- During such a situation, motorists are open to a variety of communication channels, including mobile telephones, social media and radio. Consideration must be given to using all of these channels in passing information; local radio stations are an important communication facility.
- An incident of this nature will attract the attention of both local national media. Consideration must be given to activating the ASLRF Media and Communications Guidance to respond to media interest;
- The timing and frequency of messages is important. Messages should not raise the possibility of emergency welfare being provided until this plan has been activated.

Key Messages

7.3 The following key messages must form part of any communication to trapped motorists:

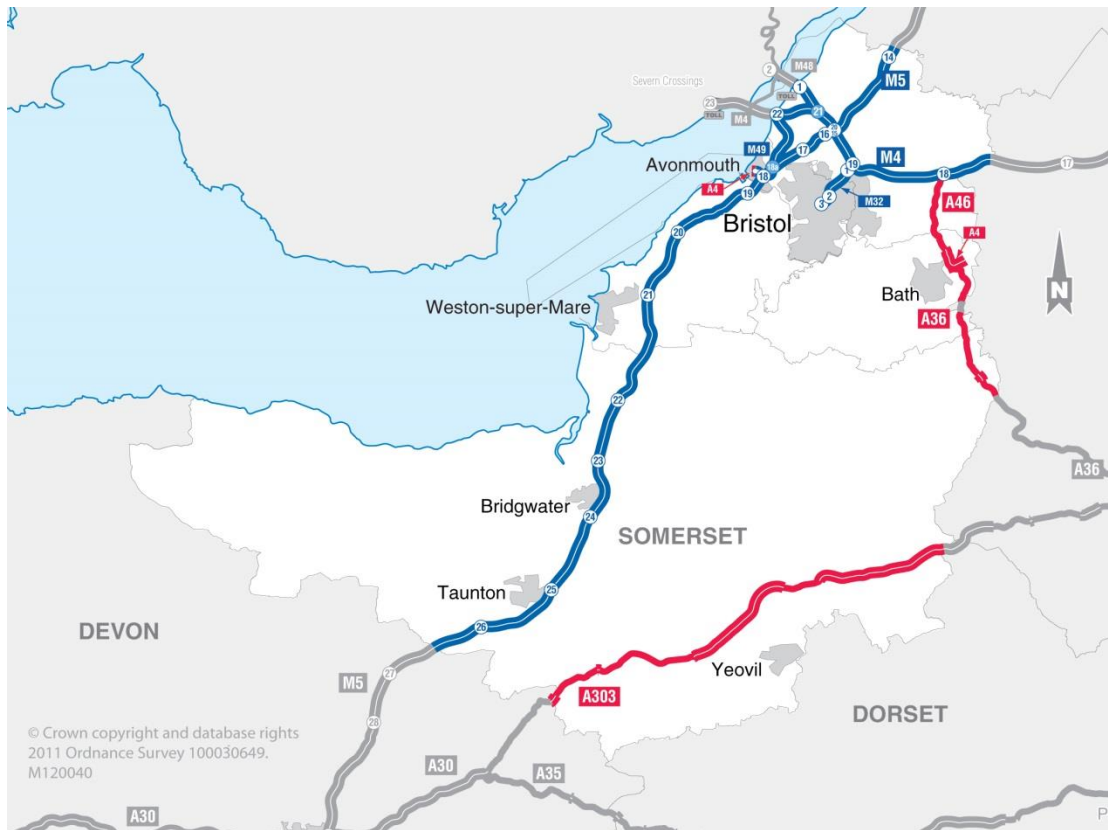
- Stay with your vehicle;
- Don't leave rubbish on the carriageway;
- Check neighbouring vehicles for anyone who might be in distress if safe to do so and ring 999 if necessary;
- The emergency services and Highways England are doing everything possible to re-open the carriageway as quickly as possible;
- Listen to local and national radio and social media for travel news updates;
- If emergency assistance is required, dial 999;
- The Highways England Information Line (HEIL) is available to give advice to the public 24/7 and can be accessed on 0300 123 5000.

8: DEBRIEF

8.1 Any incident that causes this plan to be invoked must be debriefed in line with the ASLRF debriefing protocol.

END

Annex A



Strategic Road Network in the Avon & Somerset LRF Area which is managed by Highways England.

Annex B

Attendees required for TCG Meeting and TCG Agenda

Highways England Duty Operations Manager
Duty Local Authority or Authorities' Emergency Planning Officer
Avon Fire and Rescue Service/Devon and Somerset Fire and Rescue Service
South West Ambulance Service NHS Trust
Avon and Somerset Police
British Red Cross on behalf of the AAVAG and SEVAG Voluntary Agencies
Liaison officers from neighbouring LRF for cross border incidents

AGENDA

Introductions

Brief overview of situation to include an estimate of the numbers of stranded people involved in the incident and timescales for the incident to open a lane or reach a conclusion

Immediate safety issues

Updates from all agencies represented

Decision to provide welfare

Communications and Media

Any other business

Confirmation of actions

Date and time of next meeting

Annex C

Highways England Data

Road Name	Direction	Junctions	Lanes	Length (Miles)
M5	Southbound	14-15	3	6.8
		15-16	3	0.7
		16-17	3	2.4
		17-18	3	3.4
		18-19	3	2.3
		19-20	3	6.6
		20-21	3	5.6
		21-22	3	8.5
		22-23	3	5.0
		23-24	3	4.9
		24-25	3	6.5
		25-26	3	6.9
		26-27	3	3.8
	Northbound	27-26	3	3.8
		26-25	3	6.9
		25-24	3	6.5
		24-23	3	4.9
		23-22	3	5.0
		22-21	3	8.5
		21-20	3	5.6
		20-19	3	6.6
		19-18	3	3.3
		18-17	3	3.4
		17-16	3	2.4
		16-15	3	0.7
		15-14	3	6.8
M4	Eastbound	22-21	2	3.2
		21-20	3	2.2
		20-19	3-4	3.0
	Westbound	19-18	3	7.6
		18-19	3	7.6
		19-20	3-4	3.0
		20-21	2	2.2
		21-22	2	3.2
M32	Southbound	M4 J19-1	3	0.6
		1-2	2	2.6
		2-3	2	0.9
	Northbound	3-2	2	0.9
		2-1	2	2.6
		1-M4 J19	3	0.6
M48	Westbound	M4-J1	2	2.5
		1-2	2	2.8
	Eastbound	2-1	2	2.8
		J1-M4	2	2.5
M49	Northbound	M5-M4	2	5.0
	Southbound	M4-M5	2	5.0

To calculate the number of vehicles that may be trapped behind an incident, assuming all lanes are full of vehicles, the calculation of number of miles x 650 vehicles per mile should be used. The time of day, day of the week, season, weather and events in the region will all have an influence on the make-up of the traffic in terms of LGVs and cars which should be taken into account.