

**Lincolnshire's Resilience Forum**



**PREPARING FOR EMERGENCIES  
WHAT YOU NEED TO KNOW**

# **EXERCISE BARNES WALLIS REPORT & RECOMMENDATIONS**

November 2015



*“The day from my perspective, was a great success.....there was real buzz about the place all day and the fact that the community as a whole seemed completely engaged was fantastic”*

Comment from Nick Brown – Recovery Work-stream Manager, Cabinet Office.

**Written by Sue Whitton  
Emergency Planning & Business Continuity Service  
on behalf of the Lincolnshire Resilience Forum**

## EXECUTIVE SUMMARY

Lincolnshire LRF's Exercise Barnes Wallis, held on Thursday 12<sup>th</sup> November 2015, was the first demonstration of a community led response that integrated the organised voluntary sector and emergency responders.

The exercise provided the opportunity for existing community groups to test the procedures outlined in their Community Emergency Plans and to practise their members in the roles they would need to fulfil when responding to an incident or emergency.

Three community groups took part in Exercise Barnes Wallis. Two through simulated table-top discussion - Wyberton in Boston, and The Suttons on the Wash Group in Sutton Bridge. The third group, Anderby Voluntary Emergency Response Team (AVERT), tested their plan through a "field" exercise in which local volunteers acted out a scenario and the AVERT group tested how to respond and keep the community informed about the incident.

The exercise focused on the need of the community to find a place of safety for their community following the discovery of an unearthed World War II incendiary device. A local builder had unwittingly dug it up whilst setting the footings for an extension to an existing property. The emergency services had been delayed in responding to the incident and urgent action needed to be taken. The same scenario was delivered to all three locations and gave everyone the opportunity to discuss how they activated their members, who they needed to communicate with from an emergency services perspective and what course of action they could take immediately to reduce the impact on their community. They also set up and managed places of safety, evacuated people from their homes and communicated directly with the emergency services and supported organised voluntary sector agencies.

Professor Duncan Shaw and colleagues from the University of Manchester were invited to observe the exercise as part of the research<sup>1</sup> undertaken on the paradox of using spontaneous volunteers as hidden social resilience and the overwhelming effect that an uncoordinated attempt to utilise them creates havoc for the official emergency responders. Their independent review of this exercise is attached which is mainly focused on the live exercise and coordination of spontaneous volunteers at Anderby.

Lincolnshire County Council (LCC) accepted responsibility for the coordination and tasking of spontaneous volunteers and made use of the exercise to test the procedures set out in the new Spontaneous Volunteers Policy and Procedures. Both Legal and Insurance departments of LCC offered support in putting the policy together to ensure that, when tasked by an LCC employee, spontaneous volunteers are covered under the County's indemnity insurance arrangements.

---

<sup>1</sup> **Spontaneous volunteers: Involving citizens in the response and recovery to flood emergencies**  
Final report FD2666 July 2015 – Defra (Joint Flood and Coastal Erosion Risk Management Research and Development Programme).

The exercise also enabled the identification of effective methods of communicating with the Forward Command Post (FCP) established by the Emergency Services and facilitated informing the wider LRF partnership that the incidents were taking place. The proof of concept on using Resilience Direct, a secure web based platform, to share information in this way was problematic due to wi-fi connectivity. Anderby is a small village on the east coast of Lincolnshire with poor mobile phone signal and broadband service. We were however able to demonstrate that the concept could work when the Enhanced FCP was withdrawn back to a local Fire Station, readily equipped with internet connection.

Overall the feedback from all the agencies involved, the independent observation from Manchester University and the Community groups has been that the exercise was a resounding success and has enabled enhancements to be made to the processes of engaging with community groups and the coordination of spontaneous volunteers. Each community group had been able to reflect and add information to their existing Community Emergency Plans.

As a result of this exercise, and the promotion to other community groups, it is hoped we can make Lincolnshire a more resilient county. Lincolnshire LRF recognises the important part local community groups can play in informing other residents about an incident happening on their doorstep. These groups can encourage the community to take some form of action themselves to mitigate the consequences of an incident and offer support to each other in a time of crisis. It is hoped that when the emergency services arrive on scene they will appreciate the local knowledge and support of these community groups. It has been proven that better prepared communities will recover more quickly than those who have not pre-planned.

THIS PAGE HAS BEEN INTENTIONALLY LEFT BLANK.

## TABLE OF CONTENTS

|  |           |
|--|-----------|
| <b>EXECUTIVE SUMMARY</b> .....   | <b>2</b>  |
| <b>TABLE OF CONTENTS</b> .....   | <b>5</b>  |
| <b>1. Background</b> .....   | <b>6</b>  |
| <b>1.1 Scenario</b> .....  | <b>7</b>  |
| <b>2. Exercise Aim &amp; Objectives</b> .....                                    | <b>9</b>  |
| <b>2.1 Aim</b> .....   | <b>9</b>  |
| <b>2.2 Objectives</b> .....  | <b>9</b>  |
| <b>3. Exercise Planning</b> .....  | <b>15</b> |
| <b>3.1 Exercise Design</b> .....   | <b>15</b> |
| <b>3.2 Exercise Assessment</b> .....   | <b>16</b> |
| <b>4. Exercise Conduct and Simulation</b> .....                                  | <b>17</b> |
| <b>4.1 Observers Briefing</b> .....  | <b>17</b> |
| <b>4.2 Additional Support</b> .....  | <b>18</b> |
| <b>4.3 Exercise Artificiality</b> .....  | <b>18</b> |
| <b>5. Exercise Debrief</b> .....   | <b>19</b> |
| <b>5.1 Hot debrief from Community Groups</b> .....                               | <b>19</b> |
| <b>5.2 Recommendations from the Multi Agency De-brief</b> .....                  | <b>19</b> |
| <b>5.3 Acknowledgements</b> .....  | <b>19</b> |
| <b>6. Summary of Recommendations &amp; Action Plan</b> .....                     | <b>21</b> |
| <b>Annex 1</b> .....   | <b>25</b> |
| Key Learning Points .....  | 27        |
| AVERT Community Group (Live Play) .....  | 27        |
| Wyberton PEP Community Group - Tabletop .....                                    | 29        |
| Suttons on the Wash Community Group - Tabletop .....                             | 32        |
| Forward Command Post .....   | 34        |
| County Emergency Centre – Exercise Control .....                                 | 36        |
| Spontaneous Volunteers Exercise .....  | 38        |
| Appendix 1 – Participating Organisations .....                                   | 39        |
| <b>Annex 2 – Manchester University – Reflections on Exercise Barnes Wallis</b> . | <b>40</b> |
| Appendix 1 .....   | 48        |
| Appendix 2 .....   | 51        |

## 1. Background

**Community resilience** is a measure of the sustained ability of a community to utilise available resources to respond to, withstand, and recover from adverse situations. It can also be described as “Communities and individuals harnessing local resources and expertise to help themselves in an emergency, in a way that complements the response of the emergency services.”

Lincolnshire County Council’s Emergency Planning & Business Continuity Service has been liaising with parish/town councils and ward leaders, throughout the county to encourage greater resilience amongst communities in responding to emergencies.

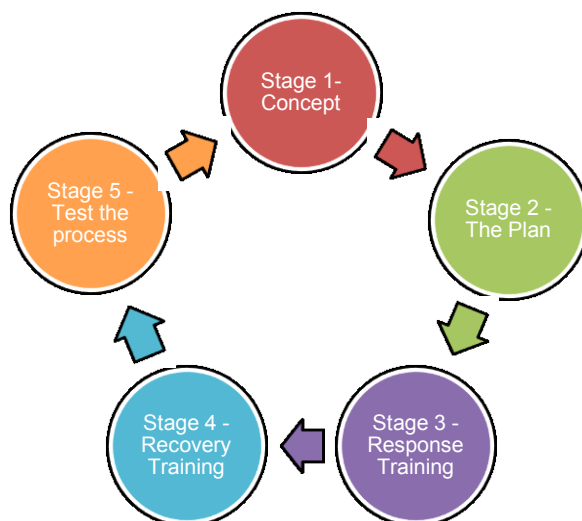
### **Community Emergency Plan Development**

To assist communities to coordinate their response two templates have been produced, the Community Emergency Plan and a Resource Directory. The first document contains only that information the community may require in the event of a crisis, whereas the second, ‘Resource Directory’ contains information the community collate themselves that may be useful in the approach and equipment that could be used.

Support to complete the documentation is provided by way of a five stepped programme. The first step introduces the *concept* of community resilience and preparedness and enables members of the community to identify the types of risks and issues their community could face. It recognises the skills that individuals may have and what welfare support they could provide to the community and the emergency services that arrive at their location to deal with an incident.

The second step focuses on populating *the plan* and identifying individuals within the community with specialist skills useful for some of the roles that need to be performed.

The third and fourth steps have been recently added to the programme as a direct result of this exercise to ensure the *training* around specific roles and procedures within the plan is delivered in a standardised way and to hopefully retain the enthusiasm from the members of the community groups. The last step *exercises* the community’s developed plan against scenarios to ensure its usefulness and to build confidence in its activation.



**Figure 1. The 5 step Community Resilience Programme**

It was as part of this final step that the concept for Exercise Barnes Wallis developed. An approach was made to community groups who already had an active membership and a finalised plan in place and from which the three community groups were selected to take part.

The exercise also offered the opportunity for us to test the activation through a Memorandum of Understanding with the British Red Cross, to make use of our organised voluntary sector. Through the exercise the community group at Anderby were able to initially communicate to the on-call Emergency Planning Officer to notify them of the activation of their Community Emergency Plan, and for the EP officer to facilitate the calling out of appropriate organised voluntary groups to support the community group in their response. When the organised volunteers arrived at the scene the two groups worked together in managing the place of safety and processing evacuees using a registration procedure. The added benefit in using community volunteers in this way is their knowledge of local people and identifying what additional support needs to be provided. For the community affected, having a friendly face they recognise in amongst all the uniformed personnel can offer reassurance and reduce anxiety in what can be a very distressing time for some members of the community.

## 1.1 Scenario

The same scenario was used at all three locations and involved them all contacting the emergency services to request assistance from the Fire Service in what initially appeared to be a gas explosion at a residential property in their village. A dog walker had witnessed the explosion and the subsequent impact on a local builder. The community groups were asked to consider a dilemma in whether to enter a burning building to see if any persons were present and what they could do for the builder who was outside the premise. Using the activation process within their Community Emergency plans they were to make contact with the on call Emergency Planning Duty Officer to notify them of their initial reactions. When the emergency services then arrived on the scene the group were required to liaise with them to

appraise them of the situation and alert them to any vulnerable people. The Fire Service then discovered in the new footings of an extension to the property the tail fin of a World War II incendiary device and the bomb squad were called. In the meantime the Fire Service invoked a cordon and requested assistance from the community group to evacuate the homes in the area to a place of safety. When the bomb squad arrived a wider cordon was then requested due to the type of bomb identified and this included the already established place of safety. The community group along with the voluntary sector and emergency services then had to re-locate the evacuees to another place of safety in a neighbouring village. This ended the morning session.

For the afternoon session we wanted to look at what support a community group could provide in the coordination of spontaneous volunteers as part of the recovery phase of an emergency. The place of safety became a Volunteers Reception Centre (VRC) for the purpose of this session and the group offered assistance to the County Council's Communities, Asset & Resilience Officer and British Red Cross in running through a registration process and tasking of the volunteers as they arrived. Students from Lincoln University and other organised voluntary groups role played the spontaneous volunteers. As a means to test the Co-ordinator of the VRC the volunteers were provided with scripts as part of their role play to cover difficult or challenging behaviours – this in hindsight deterred us from the main objective which was to test the procedure for registration and tasking of volunteers around particular requirements.



## **2. Exercise Aim & Objectives**

### **2.1 Aim**

The aim of Exercise Barnes Wallis was to demonstrate a community-led response to civil emergencies in Lincolnshire

### **2.2 Objectives**

We decided on five key objectives that if met could indicate the success of the exercise aim.

- 1 Test the activation, deployment, integration and tasking & coordination of local community emergency planning and the organised voluntary sector (including 'spontaneous volunteers') in the response to civil emergencies in Lincolnshire
- 2 Test the LRF's ability to identify vulnerable persons through information sharing, collation, analysis, mapping, and local knowledge/intelligence
- 3 Collate, and communicate that information to forward command locations in a secure and confidential manner (using Resilience Direct)
- 4 Test the coordinated provision of technical and/or humanitarian assistance to vulnerable people during civil emergencies in Lincolnshire
- 5 Strengthen community resilience in Lincolnshire by delivering a public-engaging exercise and communications strategy

Following evaluation of the exercise most aspects of the objectives were met. The Community Groups definitely activated and deployed their resources and integrated with the emergency services when they arrived on the scene. There was some confusion over the correct phone number to use to make contact with the emergency services because we couldn't risk the community groups contacting the regional control centre by dialling 999. Instead we asked them to ring an office number which the AVERT team got confused with the number to ring the Emergency Planning Duty Officer, so they assumed EP knew about their incident. EP played the scenario inject through and so there was a delay in contacting the organised voluntary sector which meant they were not immediately available to transport evacuees from one place of safety to another. The Community Groups felt they had little understanding of whom and what resources could be made available to support them.

#### Recommendation 1.

The Community Emergency Plan template to be reviewed to include:

- An activation flow chart
- The roles that can be undertaken by the community group
- Outlining the roles of the emergency services and partners

Tasking around specific roles was achieved even though no formal training had been given to the community group and they had not worked with the organised voluntary sector before. The tasking of spontaneous volunteers in the afternoon session was not as successful partly due to the role playing of challenging behaviour as part of the registration process. The actual tasking around specific jobs that needed to be resourced was not undertaken, however the registration process was identified as requiring a simpler, faster process.

### Recommendation 2.

The Community Emergency Plan template to include:

- The specific roles that community group members could undertake and who they then handed over to or supported

The Resource Directory template to include:

- Relevant documents to establish a place of safety (In/Out Attendance Sheets/ Tasking Records (to account for whereabouts of deployed people), Rest Centre checklist))
- Contact details for community group members identified for specific roles.

### Recommendation 3.

Training to be provided to the Community Groups around the processes and roles – Rest Centre Manager, Loggist, Security, Registration process, activation and lines of communication.

In relation to achieving this first objective we had envisaged activating our Memorandum of Understanding (MOU) with British Red Cross (BRC), however the mock County Emergency Centre (CEC) were tasked with contacting all the organised voluntary sector partners as part of a call-out test and to check the capability offer in relation to the scenario which detracted them from following the normal procedure to activate the MOU. Lincolnshire Police colleagues at the live exercise site spotted the lack of organised voluntary sector being utilised (they were already at the scene) and requested the EP duty officer contact them for transportation requirements. This resulted in evacuees having to wait longer than planned for transportation from Anderby Village Hall to Huttoft Village Hall. This did mean that we were able to test the volunteers policy and the core capability offer.

### Recommendation 4.

Emergency Planning to review the process of activating the MOU with British Red Cross – specifically around the roles required to support the Community Groups and perhaps working more closely through BRC/EP delivering Rest Centre training as part of the 5 step programme.

As part of the tasking arrangements for a wider emergency the role of the Command Support Cell – Community Resilience – was to be utilised during this exercise. However due to the numbers of EP officers available it was decided to concentrate on the live exercise site as we had tested our command and control arrangements on numerous exercises before. Due to the lack of resources we had to design out

testing the tasking and communication between the Community Resilience Cell and the Volunteers Reception Centre.

Recommendation 5.

Training to be provided to LCC Communities, Asset & Resilience Officers around the role of a Volunteer Reception Centre (VRC) Manager and to ensure a process is identified and managed that relates the tasks identified within the Community Resilience Cell and the VRC.

To provide an assurance that the LRF has the ability to identify vulnerable persons through information sharing, collation, analysis, mapping and local knowledge/intelligence it was agreed by the exercise planning group that Resilience Direct (RD), a secure web based platform provided by the Cabinet Officer, should be used. Prior work was undertaken with Adult Care to set up a secure/confidential area on RD and an Information Sharing Agreement established in principle and signed by LRF partners. Partial assurance can be given that this could be achieved due to the nature of the data captors all using different software and formats to record their vulnerable persons details. It is not a question of simply asking all agencies to use one standard template because they all use their own data in different ways. The Supporting Vulnerable People in an Emergency Plan outlines an approach that could expedite the availability of such information and that is for each agency to manage their own vulnerable customer / clients and only alert the LRF if they require assistance to extract or deal with the requirements of a vulnerable person impacted by an emergency.

The immediate assessment of an area affected by an emergency is something best achieved by feet on the ground, physically knocking on doors and ascertaining if support is required. We included as part of this exercise a door knocking procedure that we asked Lincolnshire Police to facilitate. The door knocking process developed after the Boston Floods of 2013 using a simple A4 questionnaire readily identifies if the occupants of a household are deemed to need further assistance and when the process is followed utilising the British Red Cross First Call Connect Service to carry out more detailed needs assessments and ultimately signposting/facilitating the provision of that support. Due to the nature of our exercise scenario the need to evacuate people from a hazardous area did not provide the opportunity to conduct the questionnaire process – however some assurance from Lincolnshire Police that the process and joint working with BRC has been tested at some stage would be extremely useful.

Recommendation 6.

Lincolnshire Police to provide assurance that post event door knocking process has been tested with the British Red Cross interaction and that any additional resources gaps have been identified.

We were able to test a process with Adult Care on providing them with a post-code area for the incident which enabled them to search their database for clients who may need to be contacted. The postcode was provided pictorially on Resilience Direct and it was identified that neighbouring postcodes should also be displayed to enable wider consideration for other vulnerabilities.

### Recommendation 7.

Emergency Planning to obtain and map the post codes within Lincolnshire and make the dataset available on Resilience Direct Maps ensuring that all partners are signed up to use Resilience Direct.

As part of the identification of vulnerable people is the requirement to collate and communicate this information in a secure and confidential manner to the forward command location(s). Resilience Direct provided the secure and confidential manner by enabling a private area for the Vulnerable Persons group to share information. What limited the sharing was the technicality around the speed and accessibility of the internet around the coastal area of Anderby. There are some communication black spots in the county that would suffer the same issue. The forward command post established at the place of safety (exercise artificiality) resulted in the use of Resilience Direct being limited. We were able via Police mobile phones to share vulnerable people data and could map them in the CEC. It wasn't until the FCP was withdrawn back to Alford Fire Station (due to the extended cordon put on by the bomb squad) that access to LCC servers was achieved and Resilience Direct mapping came into its own. It is true to say that workarounds always need to be considered when there is a requirement for IT to work but that is not to say that further consideration should be taken to improve the connectivity of an FCP.

### Recommendation 8.

Further work required on the FCP concept especially around static locations, support personnel and roles, as well as physical requirements for establishing an Enhanced FCP.

### Recommendation 9.

Ascertain an effective method of communicating visual mapping of the incident to the wider LRF partnership by establishing a wi-fi hotspot to enable functioning of Resilience Direct within an FCP arena.

### Recommendation 10.

To provide awareness training for Incident Commanders on the availability of resources from Community Groups and how to find out which ones have Community Emergency Plans.

The fourth objective to test the coordinated provision of technical and/or humanitarian assistance to vulnerable people during civil emergencies in Lincolnshire was considered initially as a training opportunity for the community groups to engage with retained fire fighters to enable members of the community to support the emergency services with more technical / trained provision. We had envisaged the community being used to fill sandbags and deploy them to properties however there was not the appetite to achieve this as part of the exercise. The planning group therefore focused on the provision and joint working that the

organised voluntary sector could support the community with. British Red Cross showed the community volunteers how to complete a registration form as part of establishing a place of safety and the County Council's Communities, Asset and Resilience Officers provided structure to a registration process in the afternoon for capturing the offers of help from spontaneous volunteers. The AVERT community group provided hot drinks and refreshment at the village hall and were actively on hand to support their fellow residents when issues were raised where support was required. AVERT had also procured a battle box with supplies of paper, pens, torches, high viz vests etc... which has been used with the Resource Directory going forward as good practise. Recommendations have already been mentioned in relation to this objective.

Finally to achieve the fifth objective of strengthening community resilience in Lincolnshire by delivering a public-engaging exercise and communications strategy we have managed to raise the profile of community groups and enhance the project deliverables of the Community Resilience LRF project group. We promoted the exercise across existing community groups with the help of the Local Association of Lincolnshire Councils (LALC) and the AVERT group coordinators.

Articles were written about the exercise by members of the LRF Warning & Informing Group and disseminated via free press newspapers.

Subsequent funding has been secured, at present, for community groups in South Holland to promote community resilience by hosting and supporting community engagement events at Crowland, Holbeach & Spalding. Any community group within the districts will receive, funding permissible, a battle box and initial supplies upon completion of a Community Emergency Plan.

The Local Association of Lincolnshire Councils (LALC) along with the LCC Communities, Asset & Resilience Officers as part of the PREVENT / Contest Strategy are working alongside the LCC Emergency Planning & Business Continuity Unit in running introductory events to a collective audience of parish councillors and established community groups to encourage them to progress this community resilience approach.

As a result of the exercise and the revised Community Resilience programme we have seen a marked increase in the levels of engagement from Communities in comparison to the previous 18 months.

THIS PAGE HAS BEEN LEFT INTENTIONALLY BLANK

### **3. Exercise Planning**

An exercise planning group was established with membership from:

Lincolnshire Emergency Planning and Business Continuity Service  
Lincolnshire Fire & Rescue Service  
Anderby Volunteer Emergency Response Team (AVERT)  
Wyberton Parish Emergency Plan (PEP)  
Suttons on the Wash Community Group  
Lions  
Manchester Business School  
Lincolnshire County Council – Communications & Adult Care  
Lincolnshire Police  
L-CAT (Lincolnshire Community Assistance Team)  
Lincs 4x4 Response  
LIVES  
Faith Responders  
Lincolnshire Community Voluntary Service  
British Red Cross  
East Lindsey District Council

The group met initially to review a proposed exercise scenario and discuss individual community groups as well as organisation's exercise objectives. A presentation was given that ensured everyone had the same level of understanding of Community Resilience and what we wanted to be able to achieve. There were subsequent meetings to discuss the inclusion of volunteers at the live exercise site and to identify the resources that were required to run the exercise.

#### **3.1 Exercise Design**

As the main focus for this exercise was the integration, coordination and deployment of the community groups, we decided in order to achieve a sense of realism we asked the community group(s) to telephone the Fire Control as they would if a real incident occurred. We also decided to establish a token command, control and coordination centre in the Emergency Planning office. A number of command support cells were set up but with very limited membership.

##### Command & Control – command post exercise

Warning & Informing Cell – to monitor social networking sites for any community concerns or issues and produce a statement to encourage the communities to evacuate to a place of safety.

Community Resilience Cell – to establish what assistance could be provided to the community group(s) and through the County Council Officer (Community Asset & Resilience), in the Volunteer Reception Centre, coordinate both spontaneous volunteers and the organised voluntary sector in allocating appropriate tasks.

Information Cell – to instigate the communications to the wider LRF partnership and test the alert process on Resilience Direct. Create a Common Operating Picture using RD Maps and share on the secure web-based platform. Liaise with Adult Care on ascertaining vulnerable persons data to share with the Incident Commander on the scene.

We also tested the activation of our Memorandum of Understanding during the course of the exercise with the organised voluntary sector. Contact was made in order to ascertain available resources at the time and the results recorded. This will enable us to review the resource capability and test the call-out aspects of the MOU.

### Simulated Table-top discussions

Two of the community groups were offered a facilitated table-top scenario with injects in order to test their local Community Emergency Plan. Wyberton PEP near Boston and the Suttons on the Wash group in Sutton Bridge decided to host a 3 hour exercise. Facilitators from Boston Borough Council and South Holland District Council along with two Emergency Planning Officers from Lincolnshire County Council facilitated the exercise by managing the time-keeping and inputting of injects for the community groups to consider. The two community groups liaised with the Command Control and Fire & Rescue Control Room as part of the exercise in order to activate their plan and receive information from the Emergency Planning Duty Officer.

### Field Exercise 'live'

The Anderby AVERT group decided to host the 'field' part of this exercise which meant that their community group needed to physically activate their plan, remove people from their homes to a place of safety and liaise with the Emergency Services when they arrived on the scene.

This part of the exercise enabled us to also demonstrate how an Incident Commander within a Forward Command Post could utilise the knowledge and response of a local community group in order to ascertain a quick analysis of the situation and to aid with the identification of vulnerable people affected by the type of incident.

It also allowed us to test our coordination of spontaneous volunteer's process with assistance from the organised voluntary sector as well as the community group.

## **3.2 Exercise Assessment**

In order to ensure the safety of the public and emergency services during the exercise, site risk assessments were carried out and recorded and then subsequently shared with each community group. For the exercise day itself we appointed a Safety Officer at Anderby to observe practises on the day and to rectify any that were unsafe. Some vehicles needed to be moved to a safer parking location than outside the community hall but nothing major was reported back to exercise control.



## **4. Exercise Conduct and Simulation**

In order to monitor the progress against the exercise timeline and to ensure that adequate time was given to deal with each inject in order to achieve the objectives sets by the group we created two posts to facilitate these functions.

The Exercise Director - whose main purpose was to ensure that the exercise objectives desired by each of the participating community groups could be delivered. Each one, at their respective sites, monitored the responses during exercise play and noted them down, capturing the data for the production of this report. Directors were allowed to interject if the direction of the exercise veered off track. They were identified by wearing marked red tabards.

The Facilitators' primary role was to ensure that exercise players responded to issues set by the exercise team; to assist with the delivery of injects and provide support and guidance when requested.

Facilitators did not contribute to any group decision making but were available to "prompt" in order to ensure the community group stayed within exercise boundaries. All facilitators were identified by the wearing of marked blue tabards.

The scenario for each exercise site was the same, however additional injects were added into the two table-top locations to ensure that topics were discussed that were being played via role players for the live field exercise at Anderby.

Prior to the exercise we asked for members of the communities in each location as well as the organised voluntary sector groups and students from Lincoln University to volunteer to role play for the field exercise. A week before the exercise we facilitated a meeting at which the volunteer could be advised about what was exactly required of them on the day as well as getting them to complete the necessary paperwork to enable us to photograph and record the exercise (Model Release Forms) and to assure them that they were insured under the County Council's Indemnity Insurance should they suffer an injury during the exercise. It also provided us with an opportunity to go through the exercise protocol.

### **4.1 Observers Briefing**

Observers attended the live exercise from the Cabinet Office, the Environment Agency, Elected Members of the Local and County Councils, British Red Cross and Leicestershire LRF. Manchester University also had a small team on hand during both the planning phase and exercise day to observe the interaction between the community groups and spontaneous volunteers. They have produced a separate report which can be found in Annex 2.

## **4.2 Additional Support**

Special thanks goes to the organisation listed below who also gave up their time to support the community group at Anderby.

University Students – actively took part in role playing to enable the registration process of coordinating spontaneous volunteers to happen.

The Lincolnshire 4x4 Response Team in transporting players between the two Places of Safety as part of exercise play.

Welfare provisions from both the Salvation Army, Derbyshire who provided a bacon butty van and the community group themselves for the provision of hot drinks and other refreshments.

## **4.3 Exercise Artificiality**

In reality a community spokesperson would not physically be in a Forward Command Post. The conduit would be the on-call Emergency Planning Officer via telephone, however for the purpose of learning and raising the awareness and usefulness of local knowledge we invited the Anderby Coordinator into the FCP.

Due to the location and resources available to facilitate the exercise we also allowed the exercise role play volunteers to wait in the village hall, albeit segregated in one side of the hall prior to deployment into the village, alongside the AVERT team as they were setting up a place of safety. In hindsight this was a mistake, because although the role play volunteers were briefed alongside the community group at the beginning of the exercise, they would not normally be kept informed in this way. This led to some feedback at the end of the morning session claiming that on-going updates for role players were not forthcoming.

### Recommendation 11.

Consider providing exercise players with a story board as part of their briefing on the day of an exercise – this may resolve the concern expressed by role players in the past that they were not kept informed about how the exercise was progressing.

In order to keep to the running schedule for the exercise play we also asked our volunteer 4x4 group to assist with the movement of evacuees between the two places of safety Anderby and Huttoft village halls. In reality there would have been a time delay due to distance required to be covered to get to the site but we had the 4x4 group on standby in the village cutting down on the deployment time. This was also true for the RAF Explosive Ordnance Disposal Team and the Emergency Services who would have taken much longer to arrive on site.

## **5. Exercise Debrief**

Each Community Group held a separate debrief of the exercise as well as participating in a multi-agency debrief carried out on 17<sup>th</sup> December 2015.

### **5.1 Hot debrief from Community Groups**

Immediately after the exercise a hot debrief was held after the live play event at Anderby and the initial feedback was that the exercise had been a very successful test considering nothing like this had been exercised on this scale before.

The facilitators at each of the table-top exercise sites also carried out a hot debrief in order to capture the initial considerations the group felt had been identified as part of the exercise.

Evaluation forms were completed by the majority of players and the comments have been considered and outlined in the subsequent individual key learning points for each location.

### **5.2 Recommendations from the Multi Agency De-brief**

The Multi Agency debrief took place on 17<sup>th</sup> December 2015 and representatives from all agencies and community groups were in attendance. Discussion took place over whether the objectives of the exercise had been achieved and what lessons could be learned for any future community engaging exercise.

The key recommendations from the debrief are outlined in the subsequent key learning points from each location (see Section 7)

### **5.3 Acknowledgements**

The exercise planning group would like to extend their thanks to all the organised voluntary groups, university students and other volunteers who role played on the day as well as the organisations that gave up their time and resources to enable the facilitation of Exercise Barnes Wallis.

THIS PAGE HAS BEEN LEFT INTENTIONALLY BLANK

## **6. Summary of Recommendations & Action Plan**

Exercise Barnes Wallis provided the first ever opportunity, during an exercise in Lincolnshire, for the Emergency Services and the community affected to work together in planning for and subsequently dealing with the consequence of an incident.

The exercise provided the LRF with an assurance that the approach taken by the Community Resilience Project Group could achieve a greater integration with community groups as part of the wider response and recovery arrangements.

The exercise planning team were able to test the offers of assistance provided by the voluntary sector as outlined in the Memorandum of Understanding and to identify the types of tasks that could be delegated to Spontaneous Volunteers. The exercise enabled a review of the Spontaneous Volunteers Policy and validated the work undertaken at a national level by Manchester Academics in the management of spontaneous volunteers.

It has identified gaps in our current processes and training, progress is now being achieved in this area by developing the community resilience programme to include sustainable offers of training to community groups. British Red Cross will be assisting with training on the registration procedures to follow as well as just-in-time training for spontaneous volunteers in tasks that require the use of PPE and methods of working – an example being the assistance to clean up someone's property affected by flood waters.

The identification of vulnerable people and sharing this information can be facilitated using Resilience Direct but a solution needs to be found around wi-fi hotspots in FCP's. The production of new datasets for mapping purposes which shows the postcode boundaries will enable all agencies involved to look at the wider consequences of an incident on their current service users.

Further work is also required around the template used by Community groups in establishing their own Community Emergency Plan to include specific roles that need to have people allocated to them in order to achieve the welfare support to the affected community. Communication between the Community Group Coordinator and the Emergency Planning Officer through to the Incident Commander also needs to be highlighted as an important aspect of the Community groups activation process, because without the Emergency Planning Unit being notified that a community group has activated their plan, further voluntary sector support will not be forthcoming.

Additional training needs to be carried out with Incident Commanders from each of the blue light services to raise the profile of Community group engagement at incident scenes and access to local knowledge via the communication link the community group has with on the on-call Emergency Planning Duty Officer.

The tasking and coordination of spontaneous volunteers requires greater clarity over the process to follow and the location being different to the Forward Command Post (FCP), subsequently a Volunteers Reception Centre (VRC) has been suggested. The lines of communication from the VRC to the FCP needs to be more formalised and specific roles identified to do so.

Overall the exercise successfully raised the profile and work of the Community groups and the joint work that could be achieved with them and the organised voluntary sector during the initial response to an incident. It enabled a more focused and coordinated opportunity to utilise spontaneous volunteers to support the recovery of the community around what the community actually wanted to reinstate as well as providing a great opportunity for emergency responders to engage with the public. Although a lot of learning has evolved as a result of the exercise the day was an extremely enjoyable event for all involved and there have already been requests from other community groups to run a similar if not smaller exercise for their own communities.

**Recommendations & Action Plan.**

| No. | Recommendation  | Assigned To  | To be completed by  |
|-----|---|--|---|
| 1   | The Community Emergency Plan template to be reviewed to include: <ul style="list-style-type: none"> <li>- An activation flow chart</li> <li>- The roles that can be undertaken by the community group</li> <li>- Outlining the roles of the emergency services and partners</li> </ul>  | Emergency Planning & Business Continuity Unit                                  | End April 2016  |
| 2   | The Community Emergency Plan template to include: <ul style="list-style-type: none"> <li>- The specific roles that community group members could undertake and who they then hand over to or support.</li> </ul> The Resource Directory template to include: <ul style="list-style-type: none"> <li>- Relevant documents to establish a place of safety (In/Out Attendance Sheets/Tasking Records (to account for whereabouts of deployed people), Rest Centre checklist.)</li> </ul> | Emergency Planning & Business Continuity Unit                                  | End April 2016  |
| 3   | Training to be provided to the Community Groups around the processes and roles – Rest Centre Manager, Loggist, Security, Registration process, activation and lines of communication.   | Community Resilience Project Group   | End July 2016   |
| 4   | Emergency Planning to review the process of activating the MOU with British Red Cross – specifically around the roles required to support the Community Groups and perhaps working more closely through BRC/EP delivering Rest Centre training as part of the 5 step programme.   | Emergency Planning & Business Continuity Unit / British Red Cross              | Process/training package to be delivered by July – on-going delivery as Community groups come on board. |
| 5   | Training to be provided to the LCC Communities, Asset & Resilience Officers around the role of a Volunteer Reception Centre (VRC) Manager and to ensure a process is identified and managed that relates the tasks within the Community Resilience Cell and the VRC.  | Emergency Planning & Business Continuity Unit                                  | End July 2016   |
| 6   | Lincolnshire Police to provide assurance that post event door knocking process has been tested with British Red Cross interaction and that any additional resource gaps have been identified.   | Lincolnshire Police & British Red Cross (1 <sup>st</sup> Connect Call Service) | tbd   |

| No. | Recommendation  | Assigned To                                    | To be completed by  |
|-----|---|--|---|
| 7   | Emergency Planning to obtain and map the post codes within Lincolnshire and make the dataset available on Resilience Direct maps ensuring that all partners are signed up to use Resilience Direct.   | Emergency Planning & Business Continuity Unit. | End May 2016  |
| 8   | Further work required on the Forward Command Post (FCP) concept especially around static locations, support personnel and roles, as well as physical requirements for establishing an Enhanced FCP.   | LRF Interoperability Project Group             | tbd   |
| 9   | Ascertain an effective method of communicating visual mapping of an incident to the wider LRF partnership by establishing a wi-fi hotspot to enable functioning of Resilience Direct within an FCP arena.   | LRF Interoperability Project Group             | tbd   |
| 10  | Awareness training for Incident Commanders on the availability and resources of Community Groups and how to find out which ones have Community Emergency Plans. It should also cover the support that can be provided by them, as well as a clear process on how they can be contacted via the EP on call duty officer. | Emergency Planning & Business Continuity Unit  | To be scheduled into the current Commander training schedules for Police, Fire & Ambulance. |
| 11  | Consider providing exercise players with a story board as part of their briefing on the day of an exercise – this may resolve the concern expressed by role players in the past that they were not kept informed about how the exercise was progressing   | LRF Training & Exercising Project Group        | To be implemented for any live exercise in the future.                                      |



## Annex 1

The timeline for each location is listed below.

ANDERBY VILLAGE HALL, Sea Road, Anderby, Lincolnshire PE24 5YE

|                      |   |
|----------------------|---|
| <b>08:00</b>         | <b>EP staff arrive at Village Hall, met by key holder.</b>  |
| <b>08:15</b>         | <b>AVERT team, L-Cat &amp; Lincs 4x4 arrive at Village Hall – Briefing for 4x4 groups</b>                                 |
| <b>08:30 – 09:00</b> | <b>Volunteers park at Anderby Creek / Park &amp; Ride - Lincs 4x4 Group transport volunteers to Anderby Village Hall.</b> |
| <b>Hall.</b>         | <b>Exercise Facilitators &amp; Multi Agency Partners park at Gerry's</b>  |
| <b>Hall.</b>         | <b>House, transported via L-CAT volunteers to Anderby Village Hall.</b>   |
| <b>09:00</b>         | <b>Exercise Play commences</b>  |
| <b>despatched to</b> | <b>All Volunteers to receive Exercise Briefing and then locations on Sea Road.</b>  |
| <b>09:20</b>         | <b>Blue Lights arrive on scene + 2 BRC First Call Connect</b>   |
| <b>09:35</b>         | <b>Multi Agency Live Play commences</b>   |
| <b>12:00 - 1300</b>  | <b>LUNCH at Anderby Village Hall</b>  |
| <b>13:00</b>         | <b>Registration for afternoon Volunteers</b>  |
| <b>13:15</b>         | <b>Briefing to all players</b>  |
| <b>13:30</b>         | <b>Live Play commences</b>  |
| <b>15:30</b>         | <b>EndEx, Hot Debrief, Evaluation Forms &amp; Safety Briefing</b>   |
| <b>16:00</b>         | <b>Dispersal</b>  |

WYBERTON WI/SCOUT HALL, TYTTON LANE EAST, WYBERTON, BOSTON, LINCOLNSHIRE. PE21 7HW

|              |   |
|--------------|---|
| <b>08:15</b> | <b>EP staff arrive at Hall, met by key holder</b> |
| <b>08:30</b> | <b>WYBERTON PEP team arrive at Hall</b>           |
| <b>09:00</b> | <b>Exercise Play commences</b>                    |
| <b>10:30</b> | <b>Coffee Break</b>                               |
| <b>10:45</b> | <b>Exercise Play resumes</b>                      |
| <b>11:45</b> | <b>EndEx</b>                                      |
| <b>12:00</b> | <b>Hot Debrief and Dispersal</b>                  |

THE CURLEW CENTRE, Bridge Road, Sutton Bridge, Spalding. PE12 9SA

|              |  |
|--------------|--|
| <b>08:15</b> | <b>EP staff arrive at Curlew Centre, met by key holder</b> |
| <b>08:30</b> | <b>THE SUTTONS team arrive at Curlew Centre</b>            |
| <b>09:00</b> | <b>Exercise Play commences</b>                             |
| <b>10:30</b> | <b>Coffee Break</b>  |
| <b>10:45</b> | <b>Exercise Play resumes</b>                               |
| <b>11:45</b> | <b>EndEx</b>   |
| <b>12:00</b> | <b>Hot Debrief and Dispersal</b>                           |

THIS PAGE HAS BEEN LEFT INTENTIONALLY BLANK

## **Key Learning Points**

### **AVERT Community Group (Live Play)**

The following key learning points were captured from the facilitator's notes at Anderby, individual's exercise feedback forms, individual's log books, initial correspondence with the community group themselves and recommendations from the multi-agency debrief.

### **Key Issues**

The group needed to be prompted to contact the Emergency Planning Duty Officer by the exercise Facilitator. There was some confusion over the telephone numbers to call as these had been artificial for exercise purposes. This delayed the activation of the MOU for organised Voluntary Groups as the on call duty officer was unaware of the incident at Anderby within the exercise timescale. This was resolved by a local police officer requesting EP's attendance at the FCP. It did however result in a delay for evacuees being transferred to Huttoft Village Hall.

An observation was made that clearly defined roles for the management of the group were not established, which would need to be addressed going forward.

### **People Learning Points**

The AVERT coordinator became overwhelmed at times with numerous requests. Delegation of tasks should be considered as part of the roles required to be undertaken by the community group and listed in the plan.

Due to exercise artificialities the AVERT coordinator was requested to speak with the media which wouldn't happen in reality but did detract his time away from engagement in the FCP and communication with the on-call Emergency Planning Officer.

### **Process Learning Points**

The Community Emergency Plan should be followed when activated.

Communication between the Community Group and Emergency planning officer when plan is activated.

The factoring in of 'Spinning the Wheel' allowing community responders to come together in order to gain a common operating picture, reassessing the situation and to plan further interventions.

## **Amendments to Anderby Community Emergency Plan**

Areas that need to reflect change in the Community Emergency Plan template include:

- Activation flow
- Specific Roles to be outlined
- Joint Decision Model (JDM) (spinning of the wheel)
  - Gather information
  - Assess risks & develop working strategies
  - Identify options and contingencies
  - Take action & review what has happened

## **Exercise Objectives achieved**

1. Implement the Community Emergency Plan – achieved in Inject 2
2. Implement the procedures within the CE Plan – partially achieved – EP duty officer not notified at initial activation.
3. Assess Communications between AVERT members – achieved throughout the Exercise.
4. Assess Communications between AVERT members and the public services – achieved by Inject 3 and when emergency services arrived on scene.
5. Assess the need for PPE and identify any shortfalls – considered by group as part of Inject 4.
6. Assess AVERTS reaction to an escalation or de-escalation of the exercise – considered in Inject 4 and subsequent live play and role players activation.
7. Assess communications and physical capabilities – achieved from Inject 4 onwards.

## **Recommendations**

1. A specific role is created amongst the group members to make reference to their plan and provide a situational awareness update to all the activated members.
2. Communication with Emergency Planning Duty Officer to be established and maintained to ensure conduit to Incident Commander at the incident ground is kept informed of local knowledge and considerations.
3. Further training on how the community emergency group could utilise JESIP for the benefit of the group
4. Assign defined roles within the community emergency group and provide training incorporating any processes that the local authority / voluntary sector would take over from when they arrive.
5. The security around “places of safety” needs considering in the Community Emergency Plan to ensure undesirables do not gain access and there is a clear understanding of who is on the premises and who has left.
6. Rather than key holders for community buildings, the group to look at key safe(s).

## **Wyberton PEP Community Group - Tabletop**

The following key learning points were captured from the facilitator's notes, individual's exercise feedback forms and the multi-agency debrief.

### **Key Issues**

Lack of knowledge around which organisation dealt with what aspects of the incident.

Having the community emergency wardens on the ground and staying in the location until they were part of the evacuation process worked as they had planned. The group were able to identify vulnerable people and shared the information on paper. How they would achieve this through the Emergency Planning on-call duty officer needs to be clarified in their plan.

Communications it was felt was not particularly tested as part of this exercise – probably due to it being a table-top and only having to respond to the injects and the exercise facilitator rather than actually contacting people in reality.

The exercise provided the community group with confidence in the command post role that they had.

### **People Learning Points**

Currently there is a very strong lead for the Community Group who holds a lot of information about the plan and procedures to follow. Support was provided at the time of the exercise by the deputy to the team lead, and the vice deputy. The Senior Warden (the fourth executive member) was in telephone contact. Information held by these four key members should be included within the Resource Directory to ensure that a consistent approach is achieved in any one of their absences.

The support provided by the WI in establishing and setting a place of safety proved extremely helpful and allowed the community group itself to consider the wider aspects and consequences that could potentially affect the community.

### **Process Learning Points**

The group identified that for longer term issues they would need to allocate a rota for staff which had not been considered as part of their plan.

Post incident support had also not been featured within their plan and the roles that this may subsequently require.

### **Amendments to Wyberton's Community Emergency Plan**

1. Consider longer term issues and staff roles – subsequent training around role.

2. Make someone responsible for welfare of community group and to assess the rotation needs of staff.
3. A process whereby those tasked to carry out certain requirements were noted and checked back into the command centre once achieved.

### **Exercise Objectives achieved**

1. Test the Activation of the Community Group – Achieved.
2. Test the Communications between the Community Group, and between the Community Group and the public services – Not achieved with the public services apart from Fire & Rescue Control due to table-top exercise. Communication between the community group requires further work.
3. Test the tasking and coordination of the community group members – tasking was achieved but monitor the progress requires further work.
4. Test the integration of the Community Group in supporting the public services – vulnerable people identified by the wardens and the community group, clear communication channel to be identified in sharing this information with the Incident Commander.

### **Recommendations**

1. A further exercise to be carried out focusing on the communication channels that the community group will utilise to share vulnerable people information.
2. A tasking record to be included into the plan to account for the whereabouts of deployed group members.
3. Specific roles in the recovery phase of an emergency to be considered and incorporated into the Community Emergency Plan.
4. Take Mike out of the equation and get someone else to facilitate the coordination of the group.
5. Awareness training for the group around what the emergency services can provide and what support they would anticipate being available from the community group.

## **Suttons on the Wash Community Group - Tabletop**

The following key learning points were captured from the facilitator's notes on the Cell, individual's exercise feedback forms and the multi-agency debrief.

### **Key Issues**

Group felt the pace of the exercise was a bit rushed, they would have like longer to discuss issues.

Gaps were identified within their Community Emergency Plan – clarification on what type of roles were required and who in the group should cover them, fatalities and what to do with them needs adding.

Clarity required over the role of the Community group and the role of responders

More people were required in the initiation group.

### **People Learning Points**

Meeting etiquette needs work to remain focused.

We need more people on the group and more wardens out in the community.

Unclear on what resources the organised voluntary group can provide.

Need to create a cascade call out so all members are contacted.

Need to consider how many actions / tasks were given to each individual member – need to avoid overloading one person.

### **Process Learning Points**

Need a call-out cascade diagram in the plan.

Understand how to complete a log.

Clarity around how communication is maintained with the chief officer on site.

## **Amendments to the Suttons on the Wash Community Emergency Plan**

1. Inclusion of specific roles.
2. Cascade call out.
3. Movement monitoring – knowing where people have gone and what task they are undertaking.
4. Need for contact details of community wardens at St Matthew's Drive.
5. Contact details for community facilities at the Port, in surrounding villages in Norfolk (village halls, community centres) so they can be used as possible emergency centres.
6. Contact details for emergency services etc in Norfolk need to be considered.
7. Include in plan contact details for local places of safety, at the port, The Anchor, The Bridge Hotel.
8. Nothing in the plan about how to deal with fatalities – need to consider dignity/blankets.
9. A designated runner / champion in each street.
10. Contact list of surrounding hospitals and specialist hospitals e.g. Kings Lynn, Boston, Nottingham, Lincoln, Peterborough.



11. Add a directory of local organisations that can offer longer term support – befriending schemes, church, age uk, british red cross, LCVS, WI etc.

### **Exercise Objectives achieved**

1. To deliver and test the Emergency Plan - Yes
2. Identify strengths and weaknesses of the Emergency Plan –Yes
3. Add information to the Emergency Plan - are there any gaps? - Yes
4. Identify any training and resource needs within the group and the wider community – the group identified that they would like Dementia Friends training following an inject scenario and Loggist training.
5. Establish and see if the chain of command is effective – Work to be done in this area, however this was the first time the plan had been tested.
6. Test how the team works together, identify where peoples individual strengths are – Yes
7. Clarify and identify the different roles needed within the group and allocated these appropriately to individuals –Further work required and to be included in the plan.
8. Test the communication channels between the different agencies, is it effective?- Yes

### **Recommendations**

1. Run another exercise for the Suttons on the Wash group early 2016 to further test the communications aspects of the plan, what people the group need to advise and who would assist them.
2. Update the Suttons on the Wash plan with the gaps identified – roles of individuals, the group and what to do with fatalities.
3. Recruit more volunteers onto the group.
4. Engage with Emergency Planning for further training specifically Loggist training.
5. Provide the group with guidance on what roles the community could consider doing and what they should leave to the authorities.

## **Forward Command Post**

The following key learning points were captured from the emergency services personnel at the Anderby Live play site and from the multi-agency debrief.

### **Key Issues**

- 6 Room layout was too small, and difficult to be co-located with the Emergency Support Centre. Ideally locations would be separate, particularly to avoid emergency service traffic close to evacuees.
- 7 There were insufficient resources available to fully establish an FCP. Incident Commanders in the FCP need access to white boards and flipcharts to record objectives and contact details. These could have been supplied from a mobile command support vehicle if one was deployed.
- 8 There was insufficient IT connectivity to enable full use of Resilience Direct to take place. The use of mobile phone internet dongles allowed the use of laptops to connect to Resilience Direct and meet some of the objectives regarding sharing of vulnerable people data. However mapping was not possible via this method.

### **People Learning Points**

- 9 The exercise was a good opportunity to get operational level commanders together to discuss a community focused scenario. The introduction of the Explosive Ordnance Disposal team into the mix proved a valuable learning opportunity.
- 10 The room layout did not give Incident Commanders the opportunity to fully explore the FCP concept (although a complete METHANE report was radio'd to LFR Control).
- 11 The Community Representative was not able to fully engage with the FCP members, but instead was moving between the FCP, the AVERT team and the main evacuation centre, minimising their ability to contribute local knowledge to the wider operational management process.
- 12 There is still some distance to travel in integrating Community Representatives into emergency service operational response, and identifying the benefits of the local knowledge that they can provide.

### **Process Learning Points**

- 13 Currently there is no specific FCP process to improve. However, the key learning points above need to be incorporated into any subsequent development or understanding of FCPs, particularly in terms of minimum size and stationary requirements.

### **Amendments to the Forward Command Post Process**

See above

### **Exercise Objectives achieved**

Collate, and communicate that information to forward command locations in a secure and confidential manner (using Resilience Direct)

|   |   |
|---|---|
| Feedback from the Community Engagement Officer responsible at the FCP for the coordination and management of convergent volunteers.                                   | This was tasked by Incident Commander to AVERT, with mixed success. |
| Ensure that Resilience Direct is used as part of the Exercise.  | Access to Data was achieved within the Forward Command Post         |
| A GIS analyst will map the locations of the vulnerable persons data and share via RD Maps with the FCP  | Access to maps was not achieved.                                    |
| Collate, and communicate that information to forward command locations in a secure and confidential manner.   | Data was communicated to FCP via Resilience Direct                  |
| Share the vulnerable persons map with the Community Engagement Officer and organised Voluntary sector to use and add to in terms of local knowledge and intelligence. | Not achieved  |
| Ensure two way communications between the CEC and FCP with updates on vulnerable persons status.  | Not achieved.   |

### **Recommendations**

1. Further work required on the FCP concept especially around static locations, support personnel and roles, as well as physical requirements of establishing an Enhanced FCP.
2. Incident Commander training should include an awareness of Community Groups and how to find out which ones have Community Emergency Plans. It should also cover the support that can be provided by them, as well as a clear process on how they can be contacted via the EPO on call duty officer.

## **County Emergency Centre – Exercise Control**

The following key learning points were captured from the facilitator's notes, and individual's log books.

### **Key Issues**

Organisations that hold vulnerable people data do so according to their own requirements. When the LRF request details of vulnerable people likely to be affected by an emergency the format in which the information is provided is not the same, so time is necessary to sort the data before it can be used. This is one of the last options on seeking vulnerable people data under our policy of support Vulnerable People in a Crisis – we prefer each organisation to make contact with their own customer base and only raise an issue if they cannot provide the appropriate support to a vulnerable person.

During the exercise we tried to test the process of sharing vulnerable people data in a secure/locked down area on Resilience Direct. The same issue arose as that of providing a list of lists in that the format the organisation hold the data is not consistent across all the organisations.

### **People Learning Points**

Not everyone taking part in this aspect of the exercise had been trained up on how to use Resilience Direct or didn't have an account set up. Organisations need to understand the process of uploading data directly onto Resilience Direct.

### **Process Learning Points**

The visual aid of Resilience Direct maps was beneficial in the fact that the area was easily recognisable, however if the postcode areas had been labelled up it would have made it easier for the organisations that hold vulnerable people data to establish both the area affected by the incident and any knock on effects to surrounding postcode areas.

Involving the RAF Explosives Ordnance Team in our exercise identified a number of requirements placed upon a local authority in support of them. We were asked to provide resources to the site such as sandbags (both individual and 1 tonne bags), diggers to move the 1 tonne bags into position around the device, to liaise with the bomb squad on identifying local infrastructure that may be in the area and contacting the utility companies to advise of the incident as well as notifying the Civil Aviation Authority for air cordons.

The address used for the Wyberton site, unbeknown to us, was the exact house where someone had died as a consequence of a house fire. We had decided to keep the details of the scenario secret to the community groups taking part – in hindsight perhaps someone with local knowledge should have been privy to the detail to avoid such occurrences in the future.

## **Amendments to Documentation**

Emergency Planning needs to have an up to date list of organisations and the main contacts to ensure time is not wasted during an incident trying to get hold of the correct person. Those contacts need to understand their role in the event of an incident, and what information they would be expected to provide at short notice.

## **Exercise Objectives achieved**

The ability to search for and identify vulnerable people from an incident location by providing a postcode was achieved. The identification of vulnerable people face to face as part of the door-knocking process was not wholly achieved and the process of prioritising the needs of the vulnerable through assistance from British Red Cross was not tested at all.

The communication between the Community Resilience Cell and the Asset & Resilience Officer at the Forward Command Post in ascertaining the tasks that volunteers could undertake did not occur. Because the coordination of volunteers took part in the afternoon session the focus was changed into ensuring the registration process was effective rather than the communication back to the command and control centre. It is recommended that the communication test be carried out as part of a future exercise.

## **Recommendations**

1. Postcode boundary layer to be added to the dataset register, map produced and shared with Adult Care.
2. Further training required in Adult Care on Resilience Direct.
3. Further training required with Lincolnshire Police to gain an assurance that the door-knocking process is fully understood in terms of what to do once vulnerable people are identified.
4. A standard template designed for the submission of a request for assistance from organisations that hold vulnerable people data to the LRF – hosted on RD.
5. Further exercise to test the coordination of volunteers through the Community Resilience Cell to the Forward Command Post.

## **Spontaneous Volunteers Exercise**

The afternoon of the live play exercise at Anderby was a test of the Lincolnshire County Council Coordination of Spontaneous Volunteer's Policy and Procedure.

Spontaneous Volunteers are individuals who are unaffiliated with existing official response organisations, yet, without extensive pre-planning, are motivated to provide unpaid support to the response and/or recovery to a disaster.

The aim of the exercise was to test the procedure that Lincolnshire County Council will adapt to co-ordinate voluntary offers of assistance from roles, activation and processes for tasking and co-ordination, risk assessment and co-ordination.

Role players were used to pose as spontaneous volunteers and go through a Volunteer Reception Centre and complete the registration documentation with the volunteer co-ordinators.

Volunteer co-ordinators were led by staff from LCC Community Resilience and Assets Team supported by members of the British Red Cross, LCVS and AVERT.

It was very challenging to simulate a 'spontaneous' response but the role players did a fantastic job at acting out numerous scenarios that the volunteer co-ordinators had to manage. Such roles included unsuitable volunteers, visually impaired volunteers, volunteers taking ill whilst in the Volunteer Centre and disgruntled volunteers.

It was acknowledged that this was a test of the process not people and that the artificiality of the exercise had to be taken into account. We had a bank of 5 co-ordinators dealing with around 40 volunteers and there was some delay in processing, however this will not necessarily reflect how this would happen in a real exercise. In general the registration forms were seen as fit for purpose and easy to complete.

## **Recommendations**

A training need was identified to support staff undertaking the Volunteer co-ordinator role.

LRP partners to be informed of the policy and co-ordination arrangements.

Recommendations were suggested by observers, staff registering the volunteers and feedback from the role players. These recommendations have been included in the final version of the policy and procedure and supporting documentation. This has also been fed back to the CCS National steering Group on Spontaneous Volunteers who are looking to produce some National Guidance on this subject.

The Lincolnshire County Council Co-ordination of Spontaneous Volunteers Policy and Procedure and supporting document pack can be found on Resilience Direct.

**Appendix 1 – Participating Organisations**

AVERT – Anderby Voluntary Emergency Response Team  
BBC Radio Lincolnshire  
Boston Borough Council  
British Red Cross  
East Lindsey District Council  
East Midlands Ambulance Service  
Faith Responders  
L-Cat  
Lincolnshire 4 x 4 Response Team  
Lincolnshire Police  
Lincolnshire Fire & Rescue  
Lincolnshire County Council  
    Adult Services  
    Asset & Resilience Team  
    Communications Team  
    Emergency Planning  
    Elected Members  
Lincoln University Students  
Lions  
Lives  
RAF Explosives Ordnance Disposal Team  
RAYNET  
Salvation Army  
South Holland District Council  
The Suttons on the Wash Community Group  
The Wyberton PEP Community Group

**Observing Organisations**

Cabinet Office  
Manchester University  
Environment Agency  
Leicestershire LRF  
British Red Cross  
Local and County Council elected members

## Annex 2 – Manchester University – Reflections on Exercise Barnes Wallis



## Reflections on Exercise Barnes Wallis

Duncan Shaw, Chris Smith and Ayham Fattoum

University of Manchester

Humanitarian & Conflict Research Institute

Alliance Manchester Business School

8<sup>th</sup> December 2015





## Introduction

This brief report reflects on Exercise Barnes Wallis which was held on 12<sup>th</sup> November 2015. It focuses on the live play portion of the exercise that was run at Anderby (Lincolnshire) which concentrated on community resilience. This part of the exercise was observed and numerous interviews were conducted to inform this report.

The exercise was a tremendous success with a great deal being learned about the preparations. This report outlines a handful of these successes as there are too many to cover them all. The purpose of this report is also to provide an independent reflection and, thus, take a more critical approach to identify opportunities for future development.

## About Exercise Barnes Wallis

The exercise was organised and run by the Emergency Planning Unit in Lincolnshire County Council (LCC). It involved around 50 community members of Anderby and its surrounding county, most notably including the volunteer group called Anderby Volunteer Emergency Response Team (AVERT). It also involved members of the Cat1 responders, the RAF Bomb Squad and other organised voluntary groups such as BRC, Salvation Army, Lincolnshire 4x4, L-CAT, Faith Responders, LCC, Lincolnshire CVS, Raynet.

The exercise in Anderby was split into two parts. First, the morning concentrated on the initial response from the community followed by the integration with the emergency services and organised voluntary sector. Second, the afternoon concentrated on the process for registering spontaneous volunteers. Simultaneously table top exercises were run in Wyberton and Sutton Bridge, although these were not observed and so are not included in this report.

## Evaluation Process

The contents of this document is based on the involvement of three researchers working across three stages of data collection:

- **Stage 1:** We conducted 13 interviews on the 25<sup>th</sup> and 26<sup>th</sup> of August to understand the perceptions and expectation of the organising committee and participants for the exercise.
- **Stage 2:** We conducted 8 interviews around 8-10<sup>th</sup> November to find out if the expectations of the main players in the exercise had changed.
- **Stage 3:** We observed the exercise on 12<sup>th</sup> November in Anderby as follows:

Morning:

- Observing the FCP for its entirety.
- Shadowing Gerry Chidley (Head of AVERT) 100% of the time.
- Shadowing Steve Harris (Exercise Director) during the beginning of the exercise.
- Interviewing representatives of almost all organisations that were at the exercise, for example, interviewing many members of AVERT several times on their situational awareness.

Afternoon:

- Playing as spontaneous volunteers and going through the registration process.
- Observing participants go through the registration process.

- Interviewing a large number of responders, community members and volunteer spontaneous volunteers.

## **Aim and Objectives**

The aim of the exercise was:

- To demonstrate a community-led response to civil emergencies in Lincolnshire.

We believe that this aim was met.

The objectives relevant to the community resilience portion of the exercise that we observed were:

- Test the activation, deployment, integration and tasking & coordination of local community emergency planning and the organised voluntary sector (including 'spontaneous volunteers') in the response to civil emergencies in Lincolnshire.
- Test the co-ordinated provision of technical and/or humanitarian assistance to vulnerable people during civil emergencies in Lincolnshire.
- Strengthen community resilience in Lincolnshire by delivering a public-engaging exercise and communications strategy.

We believe that these objectives were met.

Other objectives included:

- Test the LRF's ability to identify vulnerable persons through information sharing, collation, analysis, mapping, and local knowledge/intelligence.
- Collate, and communicate that information to forward command locations in a secure and confidential manner (using Resilience Direct).

We had much less visibility of the delivery of these objectives and so are not able to provide an independent assessment of whether they were met. It seems that the identification of vulnerable persons was not entirely accomplished, and we had no view of Resilience Direct for information management.

It is relative easy to give a yes/no assessment of accomplishment of aims/objectives but, in truth, it is more useful to consider the extent to which these were achieved. Consequently, below we provide some reflections on how these were achieved.

Also, Appendix 1 contains the expectations/objectives from the interviewees involved in Stage 1 of the data collection and assessment on whether these have been met.

## **Particular strengths**

Below we identify notable strengths from the exercise:

- *Community relations with officials*: It was clear from almost every conversation that we had with community groups that they had huge respect and trust for the members of LCC who they were interacting with on an almost daily basis in the build up to the exercise.
- *Camaraderie*: One of the most palpable vibes on the day of the exercise was the strong camaraderie between members of AVERT. This strength and support of each other was impressive. This was also evident in the other organised voluntary groups who participated.
- *Giving control to the community*: AVERT was given substantial scope to test the principles of community resilience, make errors, invent novel solutions and stress test their plans.

- *Testing the plans:* As Appendix 1 shows, a great strength of the exercise was the community's engagement in community resilience which allowed for the testing of LCC and Parish plans.
- *Case study:* There is a wonderful case study to be developed from this exercise and the first testing of a process for community resilience and spontaneous volunteers in the UK, that we know of.

## Opportunities

We focus this report on our main observations from the exercise:

- *Community involvement in the FCP:* As expected, the dominant players in the FCP were Category 1 responders. While the BRC presence in the FCP was formal and continuous, the head of AVERT visited the FCP only when he needed to convey or request information. Although the BRC was represented in the FCP the voice of the voluntary sector was not significant and AVERT was not reachable at times when FCP needed information.
- *Activation of voluntary groups:* AVERT self-activated at time zero. However, other voluntary groups were not activated until well into the exercise (e.g. Raynet, 4x4) or utilised. The AVERT Chair was unaware that he could ask for these services to assist with community tasks.
- *Tasking of voluntary groups:* Three aspects on the tasking of voluntary groups are:
  - o *Activation:* LLC activates voluntary groups initially through the memorandum of understanding with the voluntary sector.
  - o *Tasking:* The forward command post task community groups and voluntary groups.
  - o *Informal arrangements:* Community groups such as AVERT can informally request voluntary groups to carry out tasks that are required and relevant given the situation and the experience of the voluntary group.

These three aspects were not clearly evident or played out during the exercise as reporting lines were, at times, ambiguous.

- *AVERT Chair being overloaded:* The Head of AVERT had at least four jobs: leading AVERT; liaising with the FCP; tasking other voluntary groups; and media appearances. For a member of the community who was not experienced in doing these tasks, this is a big ask. Even though it was done very well during the exercise, it may be possible for two of these tasks to be formally allocated to others. For example:
  - o An AVERT member could take a media role, and
  - o The community could be represented in the FCP by the Parish Council who would then liaise with AVERT (as well as other community groups) – allowing the AVERT Chair to manage AVERT, or
  - o The AVERT Chair could sit in the FCP and the command of AVERT could be done by a different member.

Similar principles could be followed for other Parish level community groups.

- *Tasking leaders:* When the community group is initiating a new critical activity or sending a team off site to make decisions, it is important that leaders are in charge to ensure that problems can be quickly confronted and decisions immediately actioned.
- *Operational versus foresight:* The AVERT community group performed very well given the newness and pressure of the situation. Understandably, most of the AVERT activity was operational for immediate problems, but there was good use of Time Outs to pool the information. We noted that there was an opportunity for additional foresight in the

community response and perhaps this could be part of the AVERT Chair role (if some of the operational duties were done by others).

- *Control of the rest centre:* There was a little confusion over who was playing as a responder and who was participating as a volunteer – made more difficult by everyone being in the same room. For example, one responder from Faith Responders claimed to have participated without telling anyone and questioned whether others could do likewise.
- *Voice of community members:* It is very difficult for everyone to have a voice in a pressured environment (indeed, even if it is desired), but it may be important to remind people of the potential advantages of listening to sensible ideas. Several times less powerful voices offered (what seemed at face value to be) very sensible actions. Often these were heard but immediately dismissed without consideration. Perhaps a less contentious example of this is the suggestion of the Facilitator to consult the Parish Emergency Plan which was heard but ignored.
- *Community phone directory:* There was some confusion over the phone numbers to be used by AVERT. Perhaps a laminated reference card could be made available for all community group leaders to ensure they have them on their person at all times.
- *Communication to the community:* Due to the artificiality of all participants being contained in one room those who were ‘not in play’ could have been separated from the operational exercise until required. Role play volunteers were sat watching the exercise unfold without knowledge of the scenario when in reality they were not in play at that point. The volunteers playing as part of the local community asked for additional information on the incident whilst in the rest centre. Many community members stated, in post exercise interviews, that they were not informed on what is going on. To address this, it may be useful for community groups to have a Community Liaison role to share relevant updates during an incident.
- *Coordination of voluntary groups:* There were at least five organised volunteer groups participating in the response. The coordinators for these groups seemed to have difficulty sharing information with each other easily. Perhaps some coordination between them could be facilitated.
- *Training for community resilience:* It is only because AVERT members were extremely well prepared that we observed the less obvious gaps that could usefully be addressed. For example, information could be provided to community groups on:
  - The duties that a community group like AVERT may need to perform, including:
    - The operational tasks e.g. controlling the community space, rest centre management, and the spontaneous volunteer registration process.
    - The cross-cutting tasks e.g. media and foresight.
    - How to structure community response groups i.e. operational cells.
  - Which duties could be performed by the Chair and which could be performed by other members.
  - Expectations of community members in a rest centre.
  - Protocols for liaison with the FCP or other higher-level commanders – and appropriate levels of assertiveness for community groups.
  - What community resources may be available (e.g. Raynet, 4x4) and how to deploy these.
- *Spontaneous volunteer registration:* The process for registration of spontaneous volunteers met the ‘Lincolnshire County Council co-ordination of Spontaneous Volunteers Policy’. However, there was opportunity for further consideration of the process in particular: the time taken to secure the needed information to make a risk based assessment of suitability; the training and competence of the interviewers; the

layout and flow of the process and time savings from a single person processing a spontaneous volunteer. To address these points an alternative process and layout has been suggested in Appendix 2.

The process in Appendix 2 requires four roles.

- **Welcome Officer:** This role is to distribute forms and pens to all potential SVs for them to complete and then to answer questions about the form.
- **Queue Keeper:** Once the potential SV has filled out the form they take it to the Queue Keeper who checks the form to ensure all sections have been completed, if this is the case the potential SV can join the queue to be processed. This role is responsible for ensuring the queue moves forward.
- **Processor:** This is a trained role to review all sections of the form that have been answered by the potential SV, asking pertinent questions to get more information from (and answer questions posed by) the SV. On completion, the Processor should identify if the SV is to be involved at this stage in the response/recovery and which task(s) they are eligible to perform. If the task that the SV is to perform requires further briefing the SV is directed to a place where all SVs performing this task will be briefed simultaneously.
- **Supervisor:** This role is responsible for managing any SVs who are asking complex questions or becoming difficult. If an SV falls into this category either the Processor or Welcome Officer will move the SV to a separate queue where they will wait to see the Supervisor. When the Supervisor has dealt with the enquiry, the SV will re-join the process at the appropriate stage.

## Conclusion

The exercise was a resounding success both in terms of what went very well and in terms of the opportunities for further learning which would not otherwise have been realised. Such learning, including that presented in this report, can be considered in the development of future exercises. For example, the points in Appendix 1 that were out of scope for Exercise Barnes-Wallis could be included in future exercises, such as SVs use of low level PPE.

## **Appendix 1**

Below we outline what participants wanted to achieve from the exercise – gleaned from the Stage 1 interviews. We also offer our assessment of whether these should have been met from the exercise we observed.

| <b>What will be learned to increase resilience in Lincolnshire</b>   |                |
|--|----------------|
| 1. Sales pitch to other community groups   | Met            |
| 2. Sales pitch to other Emergency Responders about the resource provided by community groups & what can be achieved with them                                | Met            |
| 3. Test communication to Spontaneous Volunteers  | Met            |
| 4. Processes for registering Spontaneous Volunteers  | Not evaluated  |
| 5. Testing Resilience Direct   | Met            |
| 6. Learn reflect and improve upon these processes  | Met            |
| 7. How the processes with respect to Spontaneous Volunteers and SVs fit into the wider system  |                |
| <b>What should we focus on during the exercise</b>   |                |
| 8. How the processes put in place by LCC are tested during the exercise  | Met            |
| 9. How the processes put in place by the community group are tested during the exercise  | Met            |
| 10. How the community group manage decision making   | Met            |
| 11. The relationship between the Cat1/2 responders and the community group   | Met            |
| 12. Do the relationships between Cat1/2 responders need to be adjusted   | Met            |
| 13. The communication flows between Cat1/2 responders and the community groups   |                |
| <b>Our expectation from the autonomy of Spontaneous Volunteers / Community groups</b>  |                |
| 14. We expected that the groups will have a high level of autonomy during the 'Golden hour' before emergency responders are able to set up their own systems | Met            |
| 15. As more Cat1/2 resources arrive the autonomy of the community groups is expected to reduce   | Met            |
| 16. During a recovery phase the community groups are expected to increase their autonomy again   | Not applicable |
| <b>Support to help Spontaneous Volunteers</b>  |                |
| 17. Single point of contact for ease of information flows  | Met            |
| 18. PPE  | Not applicable |
| 19. Identification   | Met            |
| 20. Structure for Spontaneous Volunteers to be put into  | Met            |
| 21. Post event support if they have gone through trauma – depending on the type of event and their exposure to it  | Not applicable |

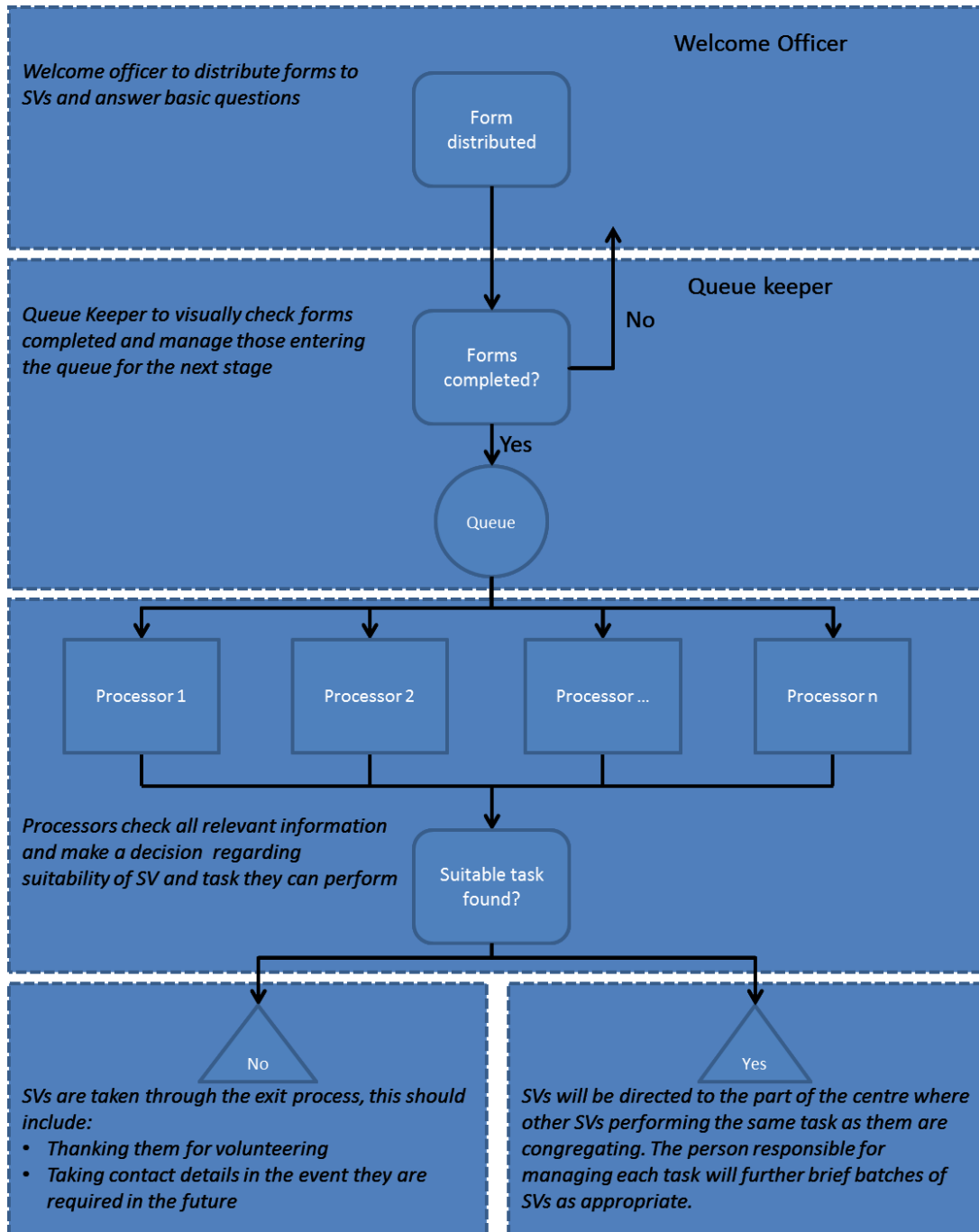


| Potential responses to Spontaneous Volunteers and Community groups by emergency responders  |                |
|---|----------------|
| 22. Prevent – stop Spontaneous Volunteers from partaking in any sort of activity within a specified cordon  | Met            |
| 23. Task – give tasks to Spontaneous Volunteers to perform with some sort of monitoring, training and health and safety is typically required   | Met            |
| 24. Delay – details of SV are taken for future use (perhaps recovery) SVs are sent away until they are needed   | Met            |
| 25. Maintain – allow continuation of activity by SVs without taking responsibility for their action, responders are somewhat complicit in allowing this action but not  | Not applicable |
| 26. Ignore – do not engage with SVs but do not stop their activity  | Not applicable |
| How should SVs and officials communicate  |                |
| 27. Single point of contact between the community group and local command (FCP)   | Met            |
| 28. Communication should be two-way   | Met            |
| 29. Spontaneous Volunteers cannot have a single point of contact due to their emergent nature, therefore they need to be put into a structure for Spontaneous Volunteers. This could be <ul style="list-style-type: none"> <li>a. Community groups</li> <li>b. British Red Cross (through MoU)</li> <li>c. County Council</li> <li>d. Official on the ground</li> </ul>   | Met            |
| Decision making for community groups  |                |
| 30. Start – community groups take control and do what they feel appropriate given their training and plans  | Met            |
| 31. Arrival of emergency responders – as officials arrive there is a perception officials and community groups will work in partnership to come to appropriate solution given the incident <ul style="list-style-type: none"> <li>a. No recognition that they will be under the control of emergency responders</li> <li>b. Emergency managers will be expecting compliance</li> <li>c. Community groups expect their local knowledge will be invaluable – this may only get them so far</li> </ul> | Met            |
| 32. Groups unsure which decisions they are able to make and which fall under someone else's remit   | Met            |
| 33. Decisions made by community groups should be cascaded up to emergency managers  | Met            |
| Decision making by SVs during the exercise  |                |
| 34. Most participants want to minimise decision making and autonomy of SVs – perhaps giving them simple tasks   | Met            |
| 35. Minimising their role should free up the resources of community groups and responders as their management role will reduce  | Met            |
| 36. Before help arrives at the very beginning of an incident SVs will act to help people who have been made vulnerable by an incident/ in immediate danger  | Met            |
| 37. SVs can act as a reasonable person – and perhaps help during recovery   | Met            |

| Availability of SVs and their work during the exercise                             |                |
|--|----------------|
| 38. SVs act as a separate system and so no information needs to be collected       | Not applicable |
| 39. Log information including, name, and task – this raised data protection issues | Met            |

## Appendix 2

Below is a potential process for registering Spontaneous Volunteers based upon the observations from the afternoon of Exercise Barnes Wallis.



### Supervisor

The Supervisor is to answer more difficult questions posed by SVs. Processors and the Welcome Officer identify SVs who are posing challenging questions or exhibit more challenging behaviours. Challenging SVs are directed to a queue and will be seen when the Supervisor is available. When their enquiry has been resolved they re-join the process at the point they exited or exit the process if decided by the Supervisor.

This page is intentionally left blank