



Exercise Heron 4 Recovery
Thursday 5th November 2009



Exercise Management Brief

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Information

On Thursday 5th November 2009, Exercise Heron 4 Recovery will be held at the Lancashire County Emergency Centre, Red Rose Hub, Bluebell Way, Preston PR2 5PZ. This Exercise will take place following Exercise Heron 4 (Operational Phase) held on Wednesday, 4th November 2009, to test the off-site plan for Springfield Fuels Ltd., under the Radiation (Emergency Preparedness and Public Information) Regulations 2001 (REPPiR) and the Control of Major Accident Hazards Regulations 1999 (as amended 2005).

The primary focus on Exercise Heron 4 Recovery is on the activation of the recovery process, the initial structure and an examination of the activities and resilience to recover from an incident at Springfield Fuels Ltd. The exercise will contribute to the ongoing discussions to develop a national template for the recovery strategy in a nuclear incident. A particular feature of this exercise is to examine the role of elected members. Whilst the majority of activity will take place on Thursday 5th November 2009 some elements of the recovery process will occur during the operational phase on Wednesday 4th November.

The response will use current advice and guidance in:

- Nuclear Emergency Planning Liaison Group (NEPLG) Consolidated Guidance – NEPLG consolidated guidance: chapter 18. UK nuclear recovery plan template. <http://www.berr.gov.uk/files/file50461.pdf>
- Health Protection Agency (Radiation Protection Division) UK Recovery Handbook for Emergency Response to Radiation Incidents http://www.hpa.org.uk/webw/HPAweb&HPAwebStandard/HPAweb_C/1215416656061?p=1197637096018
- H.M. Government: Emergency Preparedness and Emergency Response and Recovery (issued under the Civil Contingencies Act) (<http://www.ukresilience.info/home.htm>)

Reporting Arrangements

Details of participants are listed in Appendix 2. Participants, unless notified otherwise should register at the Red Rose Hub between 9am – 9.30am.

Intention

The overall intention of Exercise Heron 4 Recovery is to test the efficiency of multi-agency working to achieve the process of rebuilding, restoring and rehabilitating the community following an emergency with the primary aim of developing an agreed strategy for returning areas affected by the emergency to a state as close as possible to that existing before the release of radioactivity

and the population to a lifestyle where the accident is no longer a dominant influence.

Within the overall intention are the following key objectives:

- (a) To examine the process of establishing the Recovery Advisory Group and its interface with the Strategic Co-ordinating Group, (during the Operational Phase on 4th November)
- (b) To examine the process relating to the transfer of responsibility from the Strategic Co-ordinating Group (response phase at the Strategic Co-ordination Centre, Police HQ) to the Strategic Recovery Co-ordinating Group (SRCG) via the Recovery Advisory Group.
- (c) The establishment and functioning of the Strategic Recovery Co-ordinating Group, including the provision and assessment of technical data.
- (d) The provision of advice and information to the public relating to health, consumption of food and water and general reassurance.
- (e) Dealing with the media.
- (f) Dealing with environmental, economic and community issues.
- (g) Examining the role of elected members.

Method

1) Preliminary

On Wednesday 4th November 2009 the operational phase of Exercise Heron 4 is to be held at Lancashire Police Headquarters. The scenario is based on an "incident" involving the release of Uranium Hexafluoride – "Hex" (UF₆) starting at approximately 7:30 a.m. and concluding mid-afternoon. To allow for a proper sequencing of events, a number of injects will occur during the operational phase which leads to, in the first instance, to the establishment of the Recovery Advisory Group and subsequently to the Strategic Recovery Co-ordinating Group led by Steve Browne (Lancashire County Council Director of Waste and Natural Resource Management and Acting Director of Highways and Environmental Management). During this phase Steve Browne will be supported by Sue Procter, Lancashire County Council and Paul Walker, Fylde Borough Council and will work closely with members of the Strategic Co-ordinating Group. (See Appendix 2)

During the operational phase the overall purpose of the Recovery Advisory Group (RAG) is to advise the Strategic Co-ordinating Group (SCG) on the emerging recovery issues arising from the nuclear emergency. This will include agreeing with the Strategic Co-ordinating Group the conditions that need to

prevail before the operational phase can be closed down and management handed over to the Strategic Recovery Co-ordinating Group (SRCG).

In addition to briefing the Strategic Co-ordinating Group the Recovery Advisory Group will be expected to prepare and deliver a briefing to Elected Members from Lancashire County Council, Fylde Borough and Preston City councils at the close of the operational phase. (A separate briefing will be given on this point).

Figure 1 Transition from operational phase to recovery phase

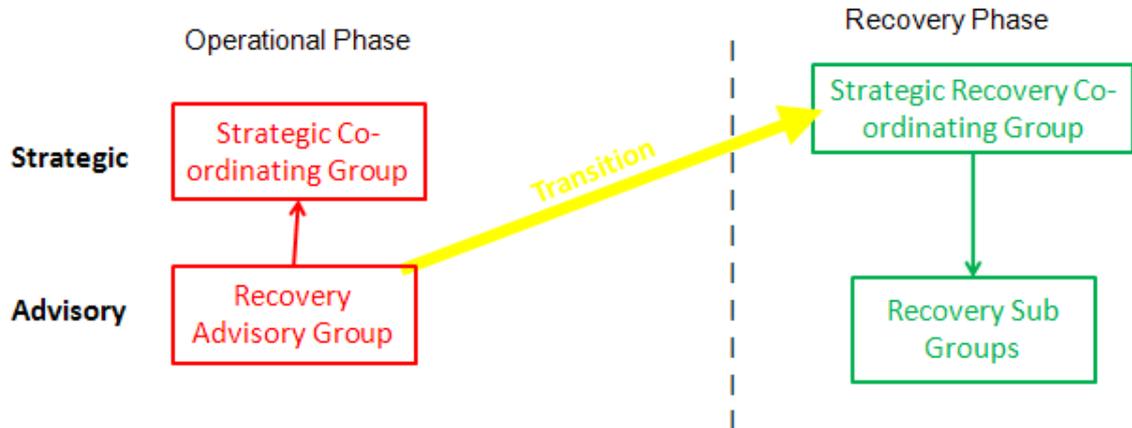
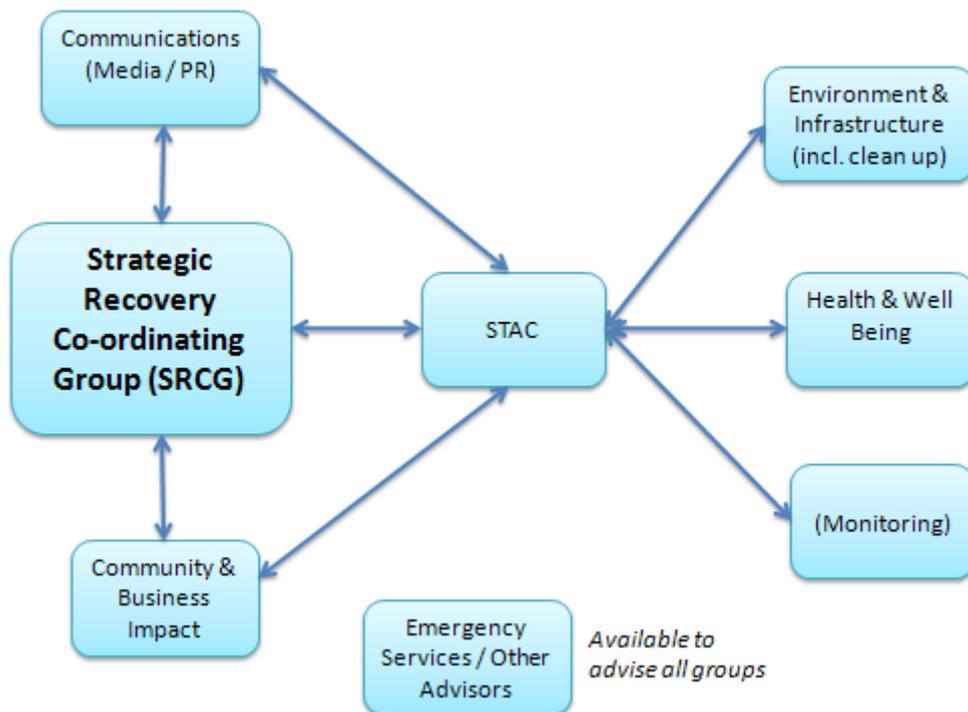


Figure 2 Organisation of recovery effort in the recovery phase of a nuclear incident



2) Commencement of Recovery Day 5th November – Lancashire County Council – Red Rose Hub

At the start of Exercise Heron 4 Recovery on Thursday 5th November 2009, a “situation report” will be presented, led by the Health Protection Agency (Radiological Protection Division) supported by other key organisations. This will summarise the incident and actions from the operational phase in connection with Exercise Heron 4 and detail the prevailing conditions that could be expected the day following a real incident. In addition a DVD consisting of a current news bulletin will be shown in addition to the HPA RPD briefing.

3) Injects

The exercise participants will then be presented with a number of issues to consider, in the form of injects, with a view to achieving the aims and objectives of the Exercise (see Appendix 3 Exercise Management Team only). It is a matter for the Chair of the Strategic Recovery Co-ordinating Group to determine the precise process, but it is anticipated that whilst the detail of the issues will be considered by the working groups and advisory cells, the Group will meet three or four times during the exercise to consider progress and address new issues. (Provisional arrangements are being made for a Press Conference to be held during the Exercise).

Participants have been allocated to various working groups; details are given in Appendix 2.

4) De-brief

A critical part of the exercise is to capture “lessons learnt” and identify best practice to contribute to local knowledge and national guidelines. The exercise will conclude with a debrief process. (Further details of the format will be supplied.)

Administration

1) Exercise Management

The Exercise Director is Bernard Kershaw, Lancashire County Council Emergency Planning Officer, assisted by a management team (Appendix 2). The Exercise Director will have final responsibility for the management and direction of the Exercise. In the event of a real incident requiring suspension / cancellation of the exercise, the Exercise Director will issue the appropriate statement “exercise Heron Recovery suspended / cancelled – no duff gen”.

2) Health & Safety

A Health & Safety briefing will be provided to all participants at the commencement of the exercise.

3) Catering

Refreshments will be made available throughout the exercise.

4) Observers

There are a number of observers for this exercise, (see Appendix 2) who will be present to assist in the evaluation and compilation of the debrief report.

Communications

General

The running of the exercise on the 5th November will be conducted from within the Red Rose Hub using a number of conference rooms. No “injects” will be externally generated and agencies will not be required to operate their Control Centres. If for any reason, participants communicate with agencies outside the Red Rose Hub, messages should be prefaced with the term “Exercise Heron 4 Recovery”.

Media (Exercise)

Within the running of the exercise there will be the requirement to prepare a media strategy as determined by the chair of the SRCG.

Media (General)

In the event of enquiries from media regarding the exercise they should be referred to the Exercise Director who will liaise with participating organisations before responding.

Exercise Heron 4 Recovery Index of Appendices

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APPENDIX 1: Structure and Terms of Reference

Strategic Recovery Co-ordinating Group (SRCG)

Once the operational phase of the emergency has been concluded the management and co-ordination of the recovery phase will be undertaken by the Strategic Recovery Co-ordinating Group. (SRCG)

The SRCG is the strategic decision making body for the recovery phase providing a broad overview and representing the interests of agencies and their statutory responsibilities. It ensures the co-ordination and delivery of consistent messages to the public and media and seeks to provide visible and strong leadership during the recovery phase.

To assist with the provision of advice to and the determination of policy by the Strategic Recovery Co-ordinating Group (SRCG) a number of "recovery sub-groups" will be established, as follows:

- **STAC (Scientific, Technical Advice Cell)**

Three workstreams will be co-ordinated by the STAC:

- **Environment and infrastructure (including clean-up)**

- To provide advice to SRCG to assist in the determination of a strategic policy for the clean-up (remediation) of contaminated areas.

- **Health and Well Being**

- To provide advice to SRCG to assist in the determination of a strategic policy to co-ordinate the provision of practical assistance, support and, where necessary, counselling to those directly or indirectly affected by the nuclear emergency.

- **Monitoring**

- To provide information to SRCG on the collection and dissemination of environmental monitoring data.

- **Community & Business Impact**

To provide advice to SRCG to assist in the determination of a strategic policy to assess the community and economic implications for the affected area and provide assistance to enable communities and businesses affected by the emergency to return to normality as soon as possible.

- **Communications**

To provide advice to SRCG to assist the determination of a strategic media policy. This will reflect the impact of the clean-up arrangements, the concerns of local community and business sector and the need to utilise the media to assist in providing reassurance.

APPENDIX 2: Participants

4th November Exercise Heron 4 (Operational Response) Lancashire Police Headquarters

Recovery Advisory Group

Chair	Steve Browne	Lancashire County Council
Support	Paul Walker	Fylde Borough Council
Support	Sue Procter	Lancashire County Council

5th November Exercise Heron 4 (Recovery Phase) Red Rose Hub

Strategic Recovery Co-ordinating Group

Chair	Steve Browne (LCC)	Lancashire County Council
Deputy Chair	Paul Walker (FBC)	Fylde Borough Council
Proposed Membership - (drawn from sub groups)	Mark McAdam (LCC)	Communications
	Tracy Scholes (FBC)	Community & Business Impact
	Steve Gee (HPA LaRS)	STAC Chair
	Sue Procter (LCC)	Environment & Infrastructure co-ordinator
	Mike Leaf (NL PCT)	Health & Well Being co-ordinator
	Tiberio Cabianna (HPA RPD)	Monitoring co-ordinator
	Dave Peacock (SFL)	Springfields
Minutes/support	Karen Harrison (LCC) Julie Walmsley	Lancashire County Council Lancashire County Council
Facilitator	Peter Ashfield	Consultant

STAC with workstreams;

- Environmental & Infrastructure Group (incl. clean-up);
- Health & Well Being and
- Monitoring

STAC

Chair	Steve Gee	HPA LaRS
Vice Chair	Pete Fox	Environment Agency
Admin		HPA LaRS
Emergency Planning	Paula Bull	Lancashire County Council

STAC Workstream: Environment & Infrastructure (including clean up)

Co-ordinator	Sue Procter	LCC Environment
	Gareth Roberts	HPA RPD
	George Kowalczyk	CHaPD
	John Tittley	Environment Agency
	Phil Dent	Fylde Borough Council
	Gonzalo Sanchez	Animal Health
	Bill Patterson	Animal Health
	Carol Darbyshire	Springfields
	Paul Rhodes	United Utilities
	Peter Mayes	RADMIL (County Analyst)
	Helen Millatt	RADMIL (EHO)
	Shaun Capper	LCC Highways
	Julie Buttle	Elected Member Preston City Council

STAC Workstream: Health & Well Being Advisory Group

Co-ordinator	Mike Leaf	North Lancs PCT
	Carol Clark	Lancashire CC Adult & Community Services
	Frank Gore	Lancashire CC Children & Young People
	<i>Clare Platt</i>	Fylde Borough Council
	Shelagh Snape	HPA (LaRS) Cumbria & Lancashire
	Cheryl Little	Elected Member Fylde Borough Council
	Peter Collins	Elected Member Fylde Borough Council
	Susan Fazackerley	Elected Member Fylde Borough Council
	Lesley Miller	RADMIL (Chorley BC)
	Marilyn Hähn	LCC Emergency Planning

STAC Workstream: Monitoring Group

Co-ordinator	Tiberio Cabianca	HPA RPD
	Mike Walker	Fylde Borough Council
	Craig Sharp	Preston City Council
	Jennifer Mullin	RADMIL
	Les Finlayson	Springfields
	Chris Fellows	RADMIL (County Analysts)
	Ray Pemberton	Environment Agency

Community and Business Impact Group

Chair	Tracy Scholes	Fylde Borough Council
	Christine Miller	Fylde Borough Council
	Donna Callon	Lancashire CC Fylde Assistant Partnership Officer
	Paula Fodor	Lancashire CC Fylde Partnership Officer (late arrival)
	Claire Gooch	Lancashire CC Preston Assistant Partnership Officer
	Steve Whitehead	Springfields
	Bernard Whittle	Chair of SSSG
	Bill Winlow	Elected Member Lancashire County Council
	Neil Cartwright	Elected Member Preston City Council
	Jacqui Stapleton	Elected Member Clifton Parish Council
	Mark Taylor	LCC Business Continuity

Communications

Chair	Mark McAdam	Lancashire County Council
	(via STAC Chair)	HPA LaRS
	Nathan Skelton	Fylde Borough Council
	Carl Holloway	Preston City Council
	Graham Hall	Springfield Fuels Ltd.
	Helen Robinson	LCC Emergency Planning

Emergency Services Advisory Group

Peter O'Dwyer	Lancashire Police
Mark Smith / Frank Robinson	Lancashire Fire & Rescue Service
TBC	N.W. Regional Ambulance Service

Government Advisory Group

Louise Fell	Dept. of Energy and Climate Change
Gordon Jones	GONW
Rob Foot	GONW
Bob Powell	Nuclear Installations Inspectorate

Observers

Exercise Heron Recovery – 5th November 2009

Carol Attwood	NEPLG Recovery Sub Group
David Humphreys	NEPLG Recovery Sub Group
Ciara McMahon	Republic of Ireland
Mark Bartlett	Lancaster City Council
Sarah Dean	Blackpool Council

Pseudo Media

Alistair Clarke	Private Journalist
Sally Maude	Private Journalist
Charlotte Bradshaw	Blackburn with Darwen
Faye Adams	Blackburn with Darwen
Bill Place	South Ribble Borough Council
Angela Birchal	Edge Hill University
Media/Journalism Students x6	Edge Hill University
Caroline Emberton	Lancashire Police CCU
Martyn Butlin	British Energy
Delwyn Swingewood	UCLAN Journalism Tutor
Laura Wild	UCLAN student
Melanie Mingas	UCLAN student
Alasdair Gill	UCLAN student
Alan White	UCLAN student
Will Cook	UCLAN student
Michael Fleming	Lancashire Police Imaging Unit
Chris Blayden-Harrison	Lancashire Police Imaging Unit
Mick Gradwell	Private Journalist

Exercise Management Team

Bernard Kershaw	Lancashire County Council Emergency Planning Service
Steve Ridings	Lancashire County Council Emergency Planning Service
Katherine Bentley	Lancashire County Council Emergency Planning Service
Kevin Gilchrist	Springfields
Vicki Nixon	Springfields
Alan Wilton	HPA LaRS
Peter Ashfield	Consultant
Colin Hardman	Environment Agency
Kevin Topping	Lancashire County Council Emergency Planning Service

Appendix 3: Exercise Timetable and Injects

(Note: After commencement of exercise precise timings will be determined by exercise play)

09:00 – 09:30 Registration (Restaurant)

09:30 - 10:00 (Beacon Fell)

- Introduction – Bernard Kershaw (LCC EPS)
- Compilation DVD of Day 1
- Situation Report” - HPA (Radiological Protection Division) (PowerPoint)

10:00 – 10:45

TASK 1 (given in Beacon Fell, work in designated rooms)

“Throughout yesterday and through the evening numerous elected councillors from Lancashire County Council, Fylde Borough Council, Preston City Council and local Parish Councils have been in contact with their Chief Executives and Leaders requesting more information on yesterday’s incident and the consequences for the local community. Leaders of all councils and parties have agreed that the Strategic Recovery Co-ordinating Group should prepare a briefing for a private meeting of all councillors in the affected areas of Preston and Fylde to be held at 4pm to-day in Red Rose Hub.”

- **To allow the Chair of the SRCG to prepare the briefing, each working group should appoint a vice chair and prepare a strategy for dealing with the key tasks over the next 24 hours, 1st week and 3 months.**

Note: Elected members will form part of various sub-groups

You will reassemble at 10.45am in Beacon Fell to report back to the SRCG.”

10:45 - 11:15

Groups report back to SRCG (Beacon Fell)

Including comments from Elected members

11:15 – 12:00

“Two streams of work need to be addressed”.

TASK 2 11:15- 11:45 (Darwen Moor)

- **The SRCG will meet with a representative from each of the working groups (in Darwen Moor) to prioritise the key tasks and issues raised by the working groups. By no later than 11:45am the working group representative will return to their groups.**

TASK 3 11:15- 12:00

Working Groups:

Local health officials are reporting an increase in the number of residents seeking advice e.g. through NHS Direct as to what measures, if any they should take if they were in the vicinity of Springfields yesterday. In addition there is extensive media interest in the incident and press officers have fielded many calls since yesterday. Copies of various press releases and TV news bulletins from yesterday are available in the Longridge Fell room. This morning, media interest is focussing on the details of the recovery process. It has been agreed to hold a media conference here at 12:30 pm involving TV and press representatives.

- Bearing in mind that there is considerable anxiety amongst the public in Clifton and the wider area of Fylde and Preston regarding the risk to health, and concern over the impact on the environment and any remedial measures that may be needed. Each working group needs to prepare a media statement of key messages (NB: there will be keen interest in the environmental implications because of the “green” influence in the Fylde area).
- You need to advise the chair of the SRCG as to which agencies should be in attendance and who in your group will “front” the media conference, including the role of elected members.

The deadline for the preparation of the “key messages” is 12:00 when the appointed media representative from your group will return to the SRCG to finalise arrangements for the Press Conference at 12.30pm.

In addressing both Tasks 2 & 3, you should be aware that your output will be used to inform briefings for central government and representatives of the Isle of Man, Republic of Ireland and Northern Ireland.”

TASK 4 12:00 – 12:30 (Darwen Moor)

- **The SRCG and the media representatives from the working groups need to prepare for and attend the press conference at 12.30 pm in Longridge Fell.**

TASK 5 12:00 – 12:30 (Beacon Fell)

Following the meeting with representatives of commercial interests and the farming community, it is clear that there is considerable concern in the area. Early indications are that the Clifton industrial estate (outside the immediate area affected by contamination) has not opened because staff have declined to travel into the area and BAE at Warton have reported high absences today for the same reason. There are rumours from Blackpool Airport that one airline is reluctant to use the airport. Local traders are asking if they should take any special action regarding foodstuffs that were delivered during the incident, and a national supermarket chain voiced concern on national TV (last night's Newsnight) about continuing to use foodstuffs from the Fylde. Local garden centres are asking about the plants which were left outdoors yesterday and agricultural growers from the Marsh are looking for advice on the safety of their crops. There are also several queries from the farming community regarding the safety of animal feeds, much of which is stored in the open. There remains some confusion about the correct advice for dairy farmers – as far as can be ascertained, all herds were milked yesterday morning and some were milked again in the afternoon. Others were not, following the advice given to the NFU yesterday.

In order to allay anxiety and provide accurate, up to date information, the chair of the Strategic Recovery Co-ordinating Group will convene a meeting at 5pm (following the meeting with local councillors) with representatives from the Chamber of Trade, N.F.U., BAE and Blackpool Airport.”

Prepare a brief for this meeting to include key messages relating to:

- **Safety of employees/drivers travelling through the area for local businesses**
- **Issue of advice regarding possible contamination of food stuffs, crops and garden plants**
- **Provision of information on remediation and impact on road usage and public transport**
- **Advice on animal health and disposal of yesterday's milk**
- **Advise on disposal of radioactive and/or hazardous material arising from the incident**
- **Issues regarding financial compensation, including premises that remain closed if staff decline to attend**

- **Advice on who should attend the meeting including the role of elected members.**

In preparing this briefing, it should be noted that the meeting will not be open to the media but that the press officers from Chamber of Commerce and N.F.U. will be releasing a statement after the meeting. The briefing should be completed by 12.30.

TASK 6 12.30 – 13:15 (Longridge Fell)

- **The SRCG and designated officers attend the Press Conference.**
Note: can be viewed by all groups.

TASK 7 13:15 – 13:45 (Beacon Fell)

Plenary feedback session from Tasks 4 & 5 for all participants.

TASK 8 13:45 – 14:15

Following the Press Conference and initial meetings with nominated representatives from local councils, commerce, farming community, it is clear that there is a need to have a public meeting regarding the incident regarding the incident to update the public and provide reassurance. Discussions have also been held with the Chairman of the Springfields Site Stakeholder Group (the public consultation forum for the site) and several members of the Group and it has been agreed that a public meeting will be held at Lowther Pavilion at 8pm this evening.”

- **Prepare key messages drawing from earlier briefing notes, emphasising the need to continue to provide timely and accurate information and reassurance. Also consider who should chair the meeting, who should address the meeting and the role of elected members.**

This task to be completed by 2.15pm with the submission of key messages to the Chair of the Strategic Recovery Co-ordinating Group in Beacon Fell.

TASK 9 14:15 – 14:45 (Beacon Fell)

- **Groups report back to SRCG on Tasks 8**

14:45 – 15:30

TASK 10 (given in Beacon Fell)

Review and De-brief

- “1. Given all the tasks you have participated in today, will you please review your initial strategies for dealing with the key issues arising over the first 24 hours, 1st week and 3 months and decide if you would do anything differently in the light of your discussions and what subsequently happened.**

- 2. The debrief process is a critical part of the Exercise and time has been allocated for discussion within your own group to culminate in a “hot” debrief in about 30 minutes. For this, you are requested to complete the individual forms which have been left in your rooms and in addition, working groups are asked to identify 4 key learning points from the whole group.**

The comments and learning points from Exercise Heron Recovery will help to inform the guidance on recovery both for nuclear and other incidents. If there are any further points you wish to raise please forward them to katherine.bentley@lancashire.gov.uk by Monday 30th November 2009.

15:30- 16:00

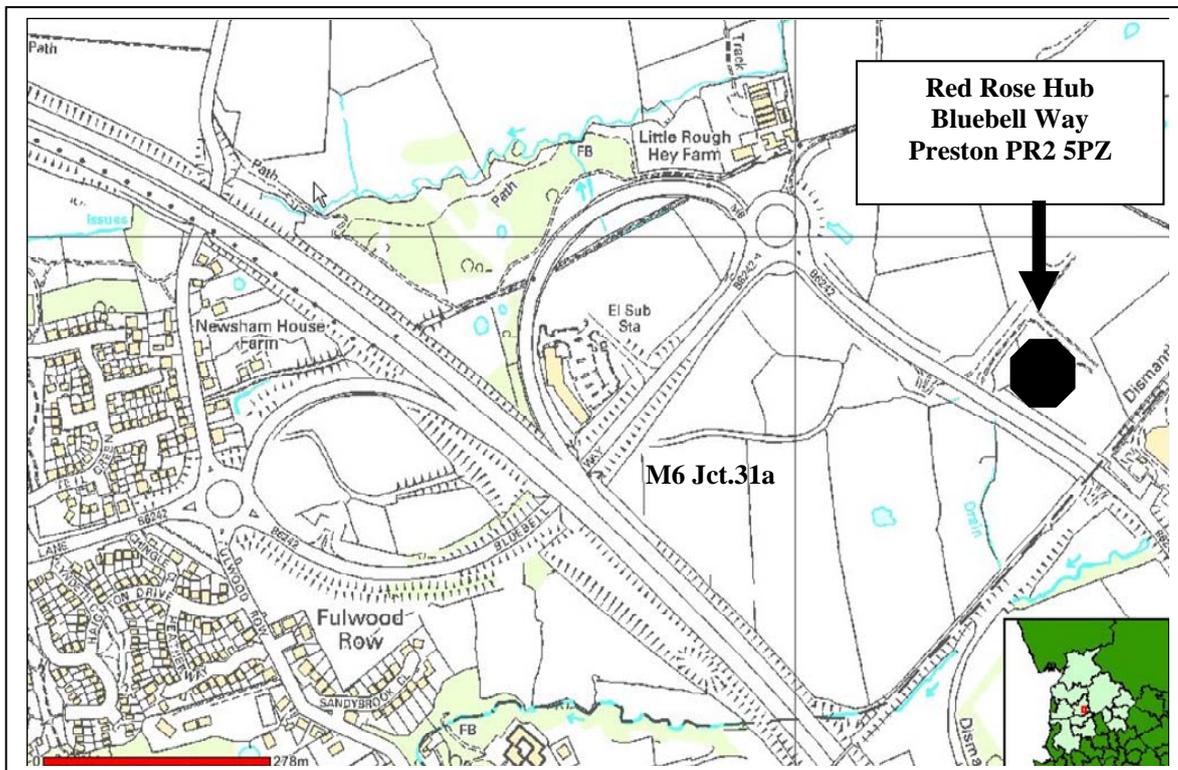
Feedback and closing remarks

APPENDIX 4: Abbreviations

HPA (CHaPD)	Health protection Agency (Chemical Hazards and Poisons Division)
HPA (LaRS)	Health Protection Agency (Local and Regional Services)
HPA (RPD)	Health Protection Agency (Radiological Protection Division)
GONW	Government Office North West
LCC	Lancashire County Council
NEPLG	Nuclear Emergency Planning Liaison Group
NII	Nuclear Installations Inspectorate
RADMIL	Radiation Monitoring in Lancashire (LA)
RAG	Recovery Advisory Group
REPIIR	Radiation (Emergency Preparedness and Public Information) Regulations 2001
RIMNET	Radiation Incident Monitoring Network
SCC	Strategic Co-ordination Centre
SCG	Strategic Co-ordinating Group
SRCG	Strategic Recovery Co-ordinating Group
SSSG	Springfield Site Stakeholder Group (public consultation group)
STAC	Science and Technical Advice Cell
UCLAN	University of Central Lancashire

APPENDIX 5: Directions to The Red Rose Hub

By car:



Note:

M6 Jct. 31a is a restricted junction. There is no exit from the southbound carriageway, and no entry to the northbound carriageway.

If travelling from the north, you are advised to continue to Junction 31 and join the northbound carriageway.

By public transport:

The nearest train station is Preston. The Preston Orbit buses (routes 88a anticlockwise and 88c clockwise) run every 15 minutes and serve the railway station, Riversway, Larches, Lea, Cottam, Ingol, Cadley, Royal Preston Hospital, Eastway, Longsands, Bluebell Way (the Red Rose Hub), Brookfield and Preston North End.

For full details visit <http://www.stagecoachbus.com/>