

**EXERCISE SHORT SERMON 2013  
HMNB DEVONPORT, PLYMOUTH  
ALL AGENCIES REPORT**



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## PREFACE

### Introduction

Exercise Short Sermon 2013 was a Level 3<sup>1</sup> Nuclear Emergency Response Exercise, to test the local and national level response to an emergency involving the reactor of a Nuclear Powered Warship (NPW) in HM Naval Base Devonport. The exercise was conducted in accordance with the Radiation (Emergency Preparedness and Public Information) Regulations 2001 (REPPPIR) on 2 October 2013.

### Aim

The primary aim of the exercise was to test the Operator's on-site emergency plan (Dev Nusafe) and the Local Authority (Plymouth City Council) off-site emergency plan. The SAGE and COBR play in MOD London was notional and was hosted in the Defence Crisis Management Centre (DCMC) within MOD Main Building. The interaction between the notional COBR/SAGE and the SCG was focused on providing realistic context and challenge to the local strategic play.

### Scenario

The scenario involved a fictitious Trafalgar Class nuclear powered Submarine (SSN) that was berthed in HM Naval Base Devonport. An unlikely series of catastrophic, highly improbable system and procedural failures resulted in the declaration of an Off Site Nuclear Emergency (OSNE), with a release of radioactive material to atmosphere. This emergency resulted in a number of casualties, some requiring hospital treatment.

### Constraints

In order to achieve key exercise objectives, significant time compression of events was employed. This imposed a number of constraints upon the players and necessitated pre-positioning of responding forces.

<sup>1</sup> *Level 3 Exercise - Key elements of the MOD HQ and cross government arrangements for responding to an emergency involving Defence nuclear assets, as well as the on-site and off-site response arrangements (i.e. Level 1 and 2 exercise), will be tested during a Level 3 exercise. Elements of HQ DNEO will be closed up.*

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### **Participation**

Personnel from MOD, Other Government Departments, Civil Authorities, Civil Agencies and Emergency Services participated in the exercise, including:

- UK Ministry of Defence
- Plymouth City Council
- Cornwall Council
- Devon and Cornwall Police
- DCLG Resilience Emergencies Division
- Devon and Somerset Fire and Rescue Service
- NHS England
- Plymouth Hospitals NHS Trust
- South Western Ambulance Service NHS Foundation Trust
- Babcock Marine Ltd
- Health and Safety Executive – Office for Nuclear Regulation (ONR).
- Public Health England – Centre for Radiation, Chemical and Environmental Hazards (PHE CRCE).

### **Follow Up Action**

Lessons identified from this exercise will be taken forward by each participating agency through their own procedures. Lessons with national implications will be taken forward by MOD, as Lead Government Department for Defence nuclear emergencies, in consultation with national representative bodies.

### **Acknowledgement**

The MOD gratefully acknowledges the significant contribution of all the agencies involved in planning for and exercising of the plans for responding in the very unlikely event of an emergency involving the reactor of a nuclear submarine at HM Naval Base Devonport.

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## 1 MINISTRY OF DEFENCE, LONDON

### 1.1 AIMS

To test key elements of the Central Government response arrangements and support the testing of the Local Authority off-Site response plan.

### 1.2 OBJECTIVES

The Central Government exercise objectives were:

- Provide realistic context for communication links between the Strategic Coordination Group (SCG) and Central Government / National Security Council (Threats, Hazards, Resilience & Contingencies) (referred to as COBR throughout);
- Provide realistic context for the interface between the Scientific Advisory Group for Emergencies (SAGE) and Science and Technical Advice Cell (STAC);
- Provide realistic context for the media interface between the SCG and Headquarters Defence Nuclear Emergency Organisation (HQ DNEO)/COBR, including up-briefing press conferences, news briefs and development of lines-to-take;
- Provide realistic context for requesting Military Aid via the Joint Regional Liaison Officer (JRLO)/Regional Brigade Commander (RBC);
- Provide realistic context for the Mapping/Radiation Incident Monitoring Network (RIMNET) interface between HQ DNEO and SCG to generate required mapping products;
- Test the integration of Department for Communities and Local Government (DCLG) representative at the SCG and upward reporting.

### 1.3 PARTICIPATION

The SAGE and COBR play in MOD London was notional and was hosted in the Defence Crisis Management Centre (DCMC) within MOD Main Building. The interaction between the notional COBR/SAGE and the SCG was focused on providing realistic context and challenge to the local strategic play.

MOD deployed a Government Liaison Officer (GLO), in conjunction with the DCLG Government Liaison Team (GLT), to the SCG at the Police HQ, Middlemoore, to provide interface and reach-back with Central Government.

MOD personnel from Directorate of Business Resilience –Nuclear Emergency Planning (DBR-NucEP), Defence Nuclear Safety Regulator (DNSR) and Defence Science and Technology Laboratory (Dstl) Other Government Departments/Agencies represented included: DCLG; Government Office for Science; Department of Energy and Climate Change (DECC); Cabinet Office; Department for Environment and Rural Affairs (DEFRA); Department of Health; Public Health England (PHE); RIMNET; Environment Agency (EA); Office for Nuclear Regulation (ONR); and Devon & Cornwall Police.

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### **1.4 GOOD POINTS**

- Access to the DCMC was well organised with passes issued at the entrance to Main Building on arrival and separate passes for DCMC were also readily issued and entry gained more efficiently than in previous exercises. The single Health and Safety briefing for all participants also reduced the time taken for exercise play to commence within the DCMC.
- The Dstl players were able to work well with the notional COBR/SAGE construct following the relevant SOPs.
- The upward reporting between the GLO/GLT, including DCLG, at the SCG and the DCMC was demonstrated to work efficiently.
- The interface between RIMNET and Central Government was effectively demonstrated with mapping products generated to meet the requirements of the COBR/SAGE.

### **1.5 LEARNING IDENTIFIED**

1. The battle rhythm for the COBR/SAGE meetings and the SCG/STAC did not align which impacted on the information flow between local and Central Government.
2. The notional COBR/SAGE resulted in limited information flows between the local response and elements of the Central Government response. An example being the disconnect between the STAC and notional SAGE play, with limited understanding centrally of how STAC had informed SCG decisions.
3. For future Level 3 exercises consideration should be given to having a senior member of the SAGE, for example MOD Chief Scientific Advisor, play in the exercise. This would assist the simulated COBR/SAGE play and help develop the strategic direction and inputs for SCG which would generate greater impetus and realism for the exercise.



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**2 HMNB DEVONPORT**

**2.2 AIMS**

The exercise aim of HM Naval Base Devonport (Ministry of Defence (Devonport) and Devonport Royal Dockyard Limited) was to exercise, demonstrate and evaluate the joint nuclear emergency arrangements in response to an emergency on a nuclear powered submarine berthed at the base.

**2.3 OBJECTIVES**

The Site's exercise objectives were as follows:

- To demonstrate declaration and alerting arrangements for a Reactor Safety Alert (RSA), which escalates to an Off-Site Nuclear Emergency (OSNE).
- To demonstrate the evacuation of personnel from the Exclusion Zone and their effective processing within the Exclusion Zone Reception Centre.
- To demonstrate accountability of personnel from the Exclusion Zone.
- To demonstrate the establishment of an On-Site Control Zone and evacuation of personnel from the zone.
- To demonstrate the establishment and effective management of a Forward Command Post (FCP).
- To demonstrate the effective management of intervention activities including an emergency exposure.
- To demonstrate the effective process for distribution of Potassium Iodate Tablets (PITs) off-site.
- To demonstrate the coordination and integration of the Emergency Services in to the on-site response.
- To demonstrate the establishment and effective management of the Tactical Command Centre (DACC).
- To demonstrate the establishment and effective management of monitoring (EMHQ).
- To demonstrate an effective mobile monitoring capability.
- To demonstrate the changeover of personnel in the response organisation as necessary.
- To demonstrate the provision of effective support to the Strategic Command Centre (SCC) (Middlemoor).

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- To demonstrate provision of effective support to the media response plan.
- To test the Devonport Site's support to the multi-Agency Silver at Crownhill police station.

In addition the MoD had an additional strategic objective specific to their role as Lead Government Department:

- To demonstrate effective liaison and communication between the Military Coordinating Authority (MCA) at the SCC and central MoD Lead Government Department national strategic response.

### **2.4 PARTICIPATION**

The full on site Nuclear Accident Response Organisation participated in the exercise. A limited area of the Devonport Site was evacuated to Shelter Stations during the exercise, in addition to the simulated submarine crew who were evacuated to the Exclusion Zone Reception Centre (EZRC). At the Local Strategic Centre (Gold), a combined MoD/DRDL team supported the strategic response. At the Tactical Co-ordination Centre, Crownhill, DRDL provided a technical representative to support off-site agencies.

### **2.5 GOOD POINTS**

The Site's regulatory assessment from the Office for Nuclear Regulation and the Defence Nuclear Safety Regulator was that the exercise represented a good demonstration of the joint on-site emergency arrangements. The Regulators also stated that the exercise was 'a good demonstration of a capable organisation'.

### **2.6 KEY POINTS TO NOTE**

- Declaration and alerting of a Reactor Safety Alert through On Site Incident to Off Site Nuclear Emergency was effective and the NARO formed up promptly.
- Accounting for non-essential and essential personnel evacuating the Exclusion Zone was effective, the route to the EZRC was well sign-posted and arrangements for reception and processing of personnel were good.
- A cordon demarcating the On-Site Control Zone was promptly established and effectively maintained during exercise.
- The Forward Support Commander demonstrated effective command and control in the FCP and maintained effective communication with the submarine and DACC. Personnel entering the On-Site Control Zone were well managed and briefed/debriefed effectively.

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- The emergency services were well integrated into the FCP command structure and communications with the FCP and DACC were effective.
- The DACC functioned well with effective leadership provided by the Emergency Controller and shift changes at the DACC were well managed
- EMHQ was well managed and promptly delivered monitoring data and other key information to the DACC.
- Deployment of the Devonport Strategic Command and MCA teams to Middlemoor was adequate and information exchange between the Strategic and the on-site Tactical team was well managed.

**2.7 LEARNING IDENTIFIED**

- 1 Procedures available for the EZRC should be amended to ensure that arrangements for contamination control are fully effective. A review of the requirement for the triage facility and its location should be undertaken.
1. The arrangements for RPE Fit Testing for NARO personnel should be reviewed and improved as necessary.
2. The arrangements for emergency exposure authorisation should be reviewed to ensure the required formality is understood and the arrangements remain adequate.
3. The arrangements for management of the TASG should be reviewed and in particular the mechanisms for standing down members or reorganising the cell into sub groups as appropriate.
4. During future exercises, Monitoring Land Rovers will be deployed to off-site locations.
5. A review of the support requirements from the Site to the Tactical Co-ordination centre Crownhill will be conducted and will include the deployment of Suitably Qualified and Experienced Personnel (SQEP) MoD personnel.
6. DRDL will review the operator's media response pre and post declaration of an off-site nuclear emergency to ensure arrangements in place for the Company are adequate.

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**3 CORNWALL COUNCIL**

**3.1 AIMS**

- To ensure that all relevant aspects of the Devonport Off-site Emergency Plan (DOSEP) are appropriately tested.
- Test effective liaison and co-operation between neighbouring Local Authorities and the site operator; Cornwall Council with Plymouth City Council in particular.
- To test the involvement and interaction of the Cornwall Commissioning Group.

**3.2 OBJECTIVES**

- Cornwall Tactical coordinating group and functional sub groups established and working;
- Sufficient coordinated information flow between Plymouth Tactical Coordinating group and Cornwall Tactical Coordinating Group to enable a planned response;
- Cornwall Recovery coordinating Group and functional sub groups established and working as appropriate for response phase;
- Implementation of appropriate emergency countermeasures in affected areas of Cornwall;
- Coordinated messages to schools re closure, future education provision and clear advice provided with respect to lifting of emergency countermeasures as necessary;
- Coordinated warning and informing/media/communications messages agreed and promulgated;
- Transport infrastructure disruption impacts tested (road, rail and ferry) as appropriate;
- Information shared effectively, including 'silver' to 'silver' communications;
- Joined up messages agreed for media and affected people.

**3.3 PARTICIPATION**

Cornwall Council was fully involved in the planning, scenario setting and delivery of the exercise.

The exercise story board was deliberately enhanced to ensure that all of the above objectives would be met as the exercise unfolded.

A full multi agency Tactical Co-ordinating Group was established at County Hall, Truro in accordance with the DOSEP and existing emergency response procedures.

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A Recovery lead Director was identified and briefed early in the exercise. The Recovery lead liaised with the Strategic Recovery Lead at Police HQ (SCG level) but that liaison produced little of value.

### **3.4 GOOD POINTS**

Development of the scenario highlighted the need to have a better aware and trained workforce in Cornwall. This prompted the provision of two very well attended Local Procedures Awareness courses and attendance by five staff at the Nuclear Emergencies procedures Courses run at Devonport.

Preparatory work brought a number of Cornwall based services (e.g. Council, Health and associated services, Tamar Bridge & Ferry Company) together to work through potential issues relating to a nuclear emergency response. The new National Health structure arrangements provided a useful springboard for developing a major incident response understanding and capability.

All relevant services within Cornwall Council fully supported the need for the exercise and provided appropriate representation to the Cornwall tactical Co-ordination process during the exercise.

### **3.5 LESSONS IDENTIFIED**

1. There is a need for a single exercise planning document containing all of the relevant information, storyboard and exercise instructions. Part of the information needed was information for the directing staff from the other 'Non Royal Navy/SONERT' teams concerning requirements, facilities available etc.
2. Neither the Police Silver Commander nor the Cornwall Council Duty Director complied with the DOSEP requirements and they did not sit as members of the Crownhill based Tactical Co-ordinating Group (Crownhill Silver). Therefore there was no easy or immediate information flow to Cornwall nor action agreement at the overarching Tactical level.
3. Information flow into the Cornwall TCG relied solely upon feedback from the 1:1 conversations between the Police Commanders in Plymouth Truro and was therefore limited and role specific.
4. Media/Comms involvement with Cornwall Council Communications staff and the media cell was fragmented. The cell did not involve Cornwall Council reps in their deliberations, decision or outputs until very late into the exercise. The existence of media reps at Crownhill as well as at Police HQ is an improvement overall but did not improve the liaison/agreement position with participants in Cornwall.
5. The story board was curtailed during the exercise. A statement was clearly issued at lunchtime that there would be no further release from the submarine. That meant that there would and could not be any

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impact on Cornwall (wind-shift planned for later in the day). From that point onwards there was virtually nothing for the Cornwall TCG to do and nothing whatever for the Recovery lead.

6. Liaison with the Science and Technical Advice Cell (STAC) was difficult. Their eventual advice to Cornwall TCG was severely flawed and wrong. (Instructed after the end of the release that Torpoint should be evacuated and countermeasures deployed whereas there had been no such evacuation direction to responders in Plymouth where the release was occurring.) Better liaison needs to be established in future and clarity established to ensure that advice is discussed and agreed within STAC and a single agreed output provided to responders and decision makers. This issue was raised in 2010 and has clearly not improved.

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### **4 DEVON COUNTY COUNCIL**

#### **4.1 AIM**

To support and assist in validation of the response phase to the Devonport Off-Site Emergency Plan.

#### **4.2 OBJECTIVES**

Prior to the Exercise DCC amended its objectives to incorporate the 'iModus' Incident reporting software.

- Test the Devon County Local Authorities newly acquired software 'iModus', during the process of communication between the DCC Strategic (Gold) and Tactical (Silver) Officers through a nominal DCC Emergency Centre.
- Test the communication and 'iModus' software links between DCC nominal Emergency Centre and South Hams District and West Devon District Councils Emergency Response lead.
- Test the communication links between DCC Gold Media Officer, DCC nominal Emergency Centre, South Hams DC and West Devon DC Media Manager

#### **4.3 PARTICIPATION**

Strategic: DCC dispatched two Senior Managers to cover both the Strategic Co-ordination Group (SCG) and Recovery Group aspects of the Exercise; also a Media and Public Relations Officer to participate within the media cell and be in a position to provide real time relevant media issues, directly back to the Local Authority. DCC's representatives at Gold had also agreed to represent the District Councils with any on site issues that may have arisen outside of normal telecoms.

Tactical: DCC provided an Emergency Planning Officer to perform the Silver role and to work directly with representatives from South Hams and West Devon District Councils.

DCC Emergency Centre: A nominal response was initiated, staffed by an Emergency Planning Officer and an Admin Officer; for the purpose of co-ordinating all communications between LA participants, and maintaining and supervising the continuity of the iModus Incident Log.

#### **4.4 GOOD POINTS**

Devon County Councils overall Aim, Objectives and Success Criteria were achieved during this exercise, although there were some media issues that are discussed in the lessons identified.

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The communication link between local authority participants was quickly established and maintained throughout the exercise. Both DCC and Districts initiated separate Incident Response Logs within the iModus software, which were shared at the appropriate levels allowing for joint monitoring. The software was also successfully tested on mobile phone and tablet devices at both Gold and Silver allowing for greater communication.

Very positive feedback from both Silver and Gold at response levels, well organised, regular updates with good liaison and communications between participants. Multi-Agency meetings were well chaired, concise and clear actions identified. Within the Recovery Group positive examples of partnership working with reasonable objectives set, albeit in these early stages with little information to work on.

### **4.5 LESSONS IDENTIFIED**

1. Media: Similar to the previous exercise, messages were not being released to Silver in a timely manner that would allow the Devon Local Authorities to brief within their own organisations, prior to general public release. The Local Authority representative on the media cell was re-tasked to another duty and communication was inconsistent. In a future event we would ensure that a second representative was present to address this need or a consistent outlet was pre identified.
2. Gold and Silver Staffing: The benefits gained with two representatives working together at Gold and with DCC working directly with District representatives, enforces the requirement of considering additional support staff to these areas subject to the type and potential duration of the incident.
3. Mapping: Greatly improved over previous 2010 exercise. With plume mapping and directions provided from military partners present, although there was some initial confusion caused by not all participants knowing whether the wind described was blowing from or to the direction named, a subject identified to discuss at initial briefings. Consideration should also be given to the inclusion of a pre-determined clock face style plume map which could also include a number of wind weather, variants to assist at initial briefings.



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### **5 PLYMOUTH CITY COUNCIL**

#### **5.1 INTRODUCTION**

Plymouth City Council [PCC] led on the Off-Site Exercise Short Sermon 2013 planning, testing and validation of version 4.0 of the Devonport Off-Site Emergency Plan. It also led on a multi-agency Recovery exercise to validate PCC's Recovery Plan using the Exercise Short Sermon scenario at 3 days, 3 months and 6 months post off-site nuclear emergency and release of radiation into the Community.

#### **5.2 AIMS**

PCC presented the Exercise Short Sermon aim to all participating agencies during the planning process who agreed that it would be to "To test the Response Phase of version 4.0 of the Devonport Off-Site Emergency plan."

#### **5.3 OBJECTIVES**

- To test the procedures for Plymouth City Council's attendance at the Strategic Coordinating Centre, Middlemoor and the Tactical Coordination Centre, Crownhill;
- To test Plymouth City Council's procedures to video and/or audio conference into the Strategic Coordinating Group meeting;
- Jointly with multi-agency partners to test the coordinated response to the media at the Strategic, Tactical and Operational levels;
- To test the participation of elected members throughout the response phase of the exercise;
- To validate the procedures of the set up and running of the Recovery Coordinating Group in line with the Plymouth City Council's Major Incident Recovery Plan.

#### **5.4 PARTICIPATION**

At the Strategic Co-ordination Centre/Gold (Devon and Cornwall Police Headquarters), within the Plymouth City Council Cell were the Chief Executive supported by the Civil Protection Manager. One Director took the lead for Recovery and Chaired the first multi-agency Recovery Coordinating Group. Further support was provided by three Data Officers, one GIS mapping officer, and one IT Technician. Media support was given by one Head of Service as a Talking Head, the Head of Communications supported by one Communications Officer.

At the Multi Agency Tactical Coordinating Centre/Silver (Crownhill Police Station), within the PCC Cell, were an Authority Liaison Officer (Head of Service) supported by a Civil Protection Officer acting as a Tactical Support Officer. Further support was provided by three data officers and one GIS mapping officer. In addition we provided a Director as Media Talking Head supported by two Communications officers to the Media Cell.

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For the first time Plymouth City Council ran a Control Focus Group (Simulation Cell), within its Emergency Operation Centre, Windsor House throughout Exercise Short Sermon. This group was coordinated by Civil Protection Officers and an Emergency Operations Centre Controller supported by two data officers. All Service areas of the Council were represented and the emergency response was tested in a smart and effective fashion. An Elected Member also was actively involved in this group so testing Objective 4.

For the first time following the Health restructure and the transition of Public Health to Plymouth City Council the Office of the Director of Public Health (ODPH) took part in this Exercise. ODPH gave Public Health support to all levels within the Command structure.

At the start of the Exercise Planning process reference was made to the All Agency Report of 2010.

### **5.5 GOOD POINTS**

- The Plymouth City Council Cell at the Strategic Coordination Centre worked well and officer numbers were again proven to be at correct levels;(Objective 1 achieved);
- There was a vast improvement in the performance of the Plymouth City Council Cell at the Tactical Coordinating Centre and it worked extremely well in its support of the Strategic Coordination Centre. This was identified in 2010 as further work required(Objective 1 achieved);
- The Control Focus Group worked well and did prove to be a smart, cost effective way of testing Plymouth City Councils response. PCC will build on this way of exercising and it will be developed within a future three year Modular training and exercise programme;
- The Multi Agency Recovery Coordinating Group was set up during the early stages of response at the Strategic Coordination Centre. The meeting held worked well and was attended by key partners and stakeholders. An Initial Mission statement was developed and Strategic direction for the sub groups was agreed (Objective 5 achieved).
- Plymouth City Council did test the coordinated response to the media at the Strategic, Tactical and Operational levels with its multi-agency partners (Objective 3 achieved). It was the first time that realism was applied to media play in Exercise Short Sermon which was a positive response to lessons learned in 2010. The simulated press tested our response to social media which created a challenging exercise environment.

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### **5.6 LESSONS IDENTIFIED**

1. Plymouth City Council's procedures to video and/or audio conference into the Strategic Coordination Group meetings were not tested so Objective 2 was not achieved. Further opportunity to test this will be explored within the three year Modular training and exercising programme;
2. Support was received from only one elected member during the response phase and recovery exercise [Objective 4]. It was felt that there needed to be much more proactive elected member's participation. It is recognised that their role in any emergency is important and that has been seen particularly in their response to the recent winter storms. A review of elected members Civil Protection training is underway and PCC would expect to see much more involvement from them in the future;
3. Plymouth City Council must explore opportunities for Community involvement in future exercises;
4. A need was identified to use and interact with Social Media in a more effective manner. It has been recommended that all agency modular media training around the further development of the Local Resilience Forum Media and Social Media framework is required on an annual basis. There was also a need to involve real media in future exercises;
5. It was found that if the Strategic Coordinating Group meetings were long it would be a good idea to have a pre meet to agree the Terms of Reference for the Recovery Coordinating Group and devise an early strategy based on the information from the Situation Reports from that point in time.

### **5.7 CONCLUSION**

Short Sermon 2013 had 29 participating agencies taking part the majority of whom were represented at the Strategic, Tactical and Operational levels from HMNB Devonport itself to Whitehall, London. The exercise proved once again to be most challenging for all agencies that took part.

Overall the Office for Nuclear Regulation, an agency of the Health and Safety Executive, considered the exercise to have been successful and quotes were received from the Superintending Regulator such as "high quality demonstration, "A quality Off-Site Emergency Plan used and stuck to," "Clear tasks set and resolved."

Finally, once again following all exercise debriefs with our partners, there has been agreement to develop and introduce a three year training and exercising Modular programme to replace Exercise Short Sermon. This way forward is in accordance with Chapter 5: The Testing of Off-Site Preparedness, Nuclear Emergency Planning Liaison Group Consolidated Guidance. The Modular training and exercising will introduce a smart

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programme that will be more cost effective; give our staff regular training and keep their knowledge current; exercise in a proportionate way relative to the risk; and give the necessary alignment with Category 1 and 2 Responders existing training and exercising programme within the Devon, Cornwall and Isles of Scilly Local Resilience Forum.

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### **6 SOUTH HAMS DISTRICT AND WEST DEVON BOROUGH COUNCILS**

#### **6.1 AIM**

To support and assist in the validation of the response phase to the Devonport Off-Site Emergency Plan. Specifically:

- Test the communication links between Gold/Silver and South Hams District Council/West Devon Borough Council (SHDC/WDBC) Communications Team to ensure the councils receive current press updates.
- Ensure appropriate officers and elected members within South Hams and West Devon councils were regularly updated by the Communications Team in order to facilitate each council's response to this incident, as well as keeping local people informed.

#### **6.2 PARTICIPATION**

Strategic: South Hams and West Devon Councils were represented by Devon County Council Senior Managers at the Strategic Co-ordinating Group (SCG).

Tactical: SHDC/WDBC provided two Environmental Health Officers to perform the Silver role and to work directly with representatives from Devon County Council.

SHDC/WDBC Emergency Centre: The Emergency Planning Officer, Administrator, Communications Team Manager and Head of Customer Service staffed the Emergency Centre for the purpose of co-ordinating all communications between the SCG, Silver and council offices, and maintaining the iModus Incident Log. These officers ensured appropriate council officers/elected members were regularly updated.

#### **6.3 GOOD POINTS**

SHDC/WDBC's overall Aim, Objectives and Success Criteria were achieved during this exercise, although there were some media issues that are discussed in 'Lessons Identified'.

The communication link between county and district/borough councils was quickly established and maintained throughout the exercise, with ready access to the Incident Response Logs within iModus software, which were shared at the appropriate levels allowing joint monitoring.

#### **6.4 LESSONS IDENTIFIED**

1. Media: Similar to the previous exercise, messages/press releases were not being released to Silver in a timely manner that would allow Devon Local Authorities to brief within their own organisations, prior to

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general public release. Silver LA representatives were receiving information direct from SHDC/WDBC Emergency Centre who had accessed information from the iModus Incident Log set up between Devon and District Local Authorities.

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**7 DEPARTMENT FOR COMMUNITIES AND LOCAL GOVERNMENT  
(DCLG) RESILIENCE AND EMERGENCIES DIVISION (RED)**

**7.1 AIMS AND OBJECTIVES**

- Support MoD as the Government Liaison officer (GLO) until MoD GLO arrives if required;
- Contribute to and act as a conduit for communications (e.g. sit rep reporting, briefing,) between central Government, other than MoD, and local responders, and across Whitehall;
- Provide clarity of information on consequence management of the situation;
- Ensure that DCLG Ministers are informed of developments which impact on the Department's responsibilities;
- Test DCLG resources (people and IT) through: assessing quality of Situation Report completion.

**7.2 PARTICIPATION**

DCLG deployments.

2 officials to the Strategic Co-ordination Centre.

1 official to MoD Whitehall.

2 officials acting as Desk Officers (Bristol).

**7.3 GOOD POINTS**

- Good relationships with MoD and tested our processes, internal communications were good;
- Good relationships at national level;
- Value added from DCLG (situation reports came through consequences element);
- Pace was good, accuracy good;
- Whole GLT did well in the exercise and displayed positive image
- Desk officers supported Government Liaison Officers via phone when needed;
- All objectives achieved.

**7.4 LESSONS IDENTIFIED**

1. Reconsider number of staff deployed to SCC in light of partner expectations and duty of care;
2. Lack of print facilities highlighted need for laptop printers;
3. Development of situation reports - further training required;
4. MoD and DCLG to become more familiar with each others resources available in the GLT - share resource as a team
5. Access to Police HQ took too long.

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### **8 BRITISH TRANSPORT POLICE**

#### **8.1 AIMS**

- To provide British Transport Police participation within the SILVER command structure in accordance with the Response Plan in force for a 'Dockyard Incident'.
- Provision of a BTP representation within the Command structure in respect of the railway affected by a 'Dockyard Incident'.
- To provide an opportunity to 'Multi Agency' work within the Command Structure and manage the consequences arising from an incident and its effects on the railway with regard to services, passengers and staff as well as the infrastructure within the affected area.

#### **8.2 PARTICIPATION**

One Police Sergeant within Crownhill Silver Command as initial BTP representative.

#### **8.3 GOOD POINTS**

- The exercise was well planned with a credible scenario.
- The facilities available at SILVER command were found to be adequate for BTP operations to be carried out at this location.
- The scenario enabled the likely effects on the railway to be brought to the attention of our Partner Agencies and identified the wider area effects disruption to services affected by the incident would have on the network.

#### **8.4.1 LESSONS IDENTIFIED**

- 1 The likely effects on the railway should an incident actually occur within the Dockyard.
2. The extended time frame likely to be incurred before a response regarding the viability to run train services through the affected area is received from expert guidance. (Science and Technical Advice Cell, STAC).
3. The usefulness of having a Multi Agency attendance within the SILVER structure providing early and easy access to Partner Agencies when the need to confer with them arises within an incident.



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**9 DEVON AND CORNWALL POLICE**

**9.1 AIM**

To test and evaluate the strategic command, control and coordination responsibilities of the Devon & Cornwall Police during the response phase with regard to a radiation emergency, as detailed in the Devonport Offsite Emergency Plan (DOSEP).

**9.2 OBJECTIVES**

- To exercise coordination of the emergency response phase. Emphasis on testing internal and external communication and enhancing joint working.
- To test and validate the Strategic Coordination Centre (SCG) and Silver Control Room plans and procedures.
- To increase the capability of D&CP to respond to a major incident whilst maintaining public confidence

**9.3 PARTICIPATION**

- COBR - Chief Inspector deployed to London as liaison Officer.
- Local Strategic Command – Police as lead coordinating authority (as DOSEP), with the establishment of a Strategic Coordination Centre (SCC) at Police headquarters, Middlemoor. Gold Commander ACC Bickley, with support from sixty three police staff.
- Local Tactical Command (Plymouth) – Police as coordinating authority (DOSEP), with a Tactical Coordination Group (TCG) established at Crownhill Police Station, Plymouth. Silver Commander Supt Singer, supported by forty police staff.
- Local Tactical Command (Cornwall) - Tactical Coordination Group (TCG) established at County Hall, Truro by Cornwall Council, supported by five police staff.
- Exercise Coordination – A total of nine police staff as exercise directors and umpires.

**9.4 GOOD POINTS**

- The Force exercise aim, objectives and success criteria were achieved.
- Familiarisation visits for partner agency staff at Silver and Gold assisted in managing expectations and were well received.
- Partner agreement on communication protocols: Having an agreed template for passing 'situation reports' between command locations/control rooms.

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**9.5 LEARNING IDENTIFIED**

1. The planning process did not capture learning from SS 10. As a consequence, a number of the lessons from 2010 were not addressed in 2013.
2. Police IT was 'stretched' in a number of locations.
3. Plymouth City Council & the police were not supported as well as they might have been by a number of partner agencies.
4. Communication protocols were not always adhered to.

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**10 DEVON AND SOMERSET FIRE AND RESCUE SERVICE**

**10.1 OBJECTIVES**

- The Effectiveness of communication between the various Command and Control Centers.
- Effective inter agency working at each Command Centre where DSFRS is involved.
- Effective and safe information exchange and close cooperation at bronze level with Health Physics at the scene of operations.
- Effective use of information gained at off-site Silver for resilience within the city and surrounding area.
- Efficient call cascade and initial mobilisation to commands.

**10.2 PARTICIPATION**

GOLD – Area Manager Steve Widnell  
STAC – General Manager Dale Durante  
SILVER – Station Manager Shaun Davis  
DACC – Group Manager Rick Selley  
FCP – Station Manager Wayne Rawlings  
Facilitation – Station Manager Mark O’Kane

**10.3 GOOD POINTS**

- Communication between Fire commanders at the various centres worked well using airwave, although early clarification from control of an appropriate channel would be useful.
- The use of two Fire officers at the FCP when fire operations are taking place was outlined as good practice.
- All officers reported that the distribution of information within each centre was on the whole good.

**10.4 LESSONS IDENTIFIED**

1. Officers at Silver and Gold (offsite) reported that although internal communication at the centres was good there were a number of occasions when communication between centres was poor and this led to confusion particularly with regard to the status of the incident and the real-time risk (e.g. offsite release) timings.
2. Once again it was reported that the SCG often became engaged in tactical level considerations (e.g. Torpoint ferry closure).
3. The STAC officer reported a lamentable lack of information mapping or charts at its first meeting. These had to be asked for and were provided but it was felt they should be provided up front.
4. Mobilisation and coordination of appliances to a separate event within the EPZ was confused with DSFRS control making assumptions on locations. DACC will in future be informed and coordinate all appliance movements on-site at these times.

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**11 SOUTH WESTERN AMBULANCE SERVICE NHS FOUNDATION TRUST**

**11.1 OBJECTIVES**

- Demonstrate the ability to complete a safe handover of a patient suffering from radiation related contamination.
- Demonstrate a suitable and appropriate command and control capacity.
- Support the overall emergency response to the incident / exercise.
- Support Plymouth City Council and HMNB Devonport in the successful execution of this regulatory exercise.

**11.2 GOOD POINTS**

Objectives three & four were fully achieved, we provided good attendance before during and after the exercise, as stated above we are prepared to accept that we have learnt our lessons for the future.

The level of information provided was first class and documentation received was both appropriate and well presented.

**11.3 LESSONS IDENTIFIED**

1. There was a problem with the Patient Handover as there was no forward bronze so the local First Aiders decided to carry on to Hospital, which caused confusion because the Hospital was not expecting any patient play during the exercise. It would not happen during a real life emergency.
2. Command and Control, objective two, was compromised due to the fact that we didn't present a physical Gold Commander having indicated that we would support this function via Teleconference. This approach was deemed unsatisfactory and again it is a valuable lesson which has been learnt.
3. SWASFT have learnt valuable lessons during Short Sermon 2013. We look forward to Short Sermon 2016 to enable us to show that we can and will respond with a full team in all areas. The exercise is a brilliant opportunity for Commanders at all levels to put plans into practice and to work for an extended period of time in what is a truly Multi Agency Environment.

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### **12 NHS ENGLAND**

#### **12.1 AIMS**

The area team shared exercise objectives that were agreed across all health organisations. The overall aims were:

- To test the command and control effectiveness: communications links and interface between Strategic Coordination Centre (Gold), Middlemoor, Tactical Coordination Centre (Silver), Crownhill Police Station and the new Health Command Systems including:
  - Area Team
  - Clinical Commissioning Group
- Providers (as required by Scenario).
- To provide a health cell in the Strategic Coordinating Centre.
- To assess how a nuclear emergency would impact on the Health Services normal provision of service to the general public.
- To ensure the provision of timely and sound advice to the Health Gold Commander by the STAC chair.

The exercise was ambiguous regarding the involvement of health as there were no plans to have casualties leave the base.

#### **12.2 PARTICIPATION**

- Devon, Cornwall and Isles of Scilly Area (IoS) Team
- New Devon Clinical Commissioning Group
- Plymouth Hospitals NHS Trust
- Royal Devon and Exeter Foundation NHS Trust

To coordinate the Devon, Cornwall and IoS Health Economy at a strategic level, a full incident management team was assembled in the health room with the Strategic Coordination Centre at Middlemoor, Exeter. The team was led by a director with supporting staff roles including communication lead for Devon and Cornwall from NHS England. The duration of the exercise enabled two directors to participate. New Devon and Plymouth Hospitals were represented at Tactical Coordination Centre (Silver) Crownhill Police Station. Royal Devon and Exeter Foundation NHS participated in health conference calls. Both Plymouth Hospitals and Royal Devon and Exeter Hospital also ran an internal incident Control Room.

#### **12.3 GOOD POINTS**

- The exercise successfully tested the health command and control structure between the Strategic Coordination Centre and the Tactical Coordination Centre.

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- A health cell was full implemented at Strategic Coordination Centre
- There was timely and soundly advice from the STAC chair to the Health Gold Commander.

### **12.4 LESSONS IDENTIFIED**

Whilst the health team successfully tested their command and control structure there were a number of lessons identified:

1. The new Health agencies recognise that they need to finalise the health command structure and cascade details e.g. role of Clinical Commissioning Groups and NHS England Area Team and undertake more training and exercising.
2. Health were unable to assess how a nuclear emergency would impact on the Health Services normal provision of service to the general public as there were no plans to include casualties outside of the dockyard. Although on the day of the exercise it was ambiguous regarding play of casualties which caused some confusion.
3. Although a health cell was successfully implemented within the strategic coordinating centre there were some concerns about the working layout of the room that is provided. Despite checking the broadband system paid for by health this was not fully available to us on the day. The layout of the room was not suitable for team meetings etc a request to the Police has been made to review the room.

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### **13 PLYMOUTH COMMUNITY HEALTHCARE**

#### **13.1 AIMS AND OBJECTIVES**

The aims for Plymouth Community Healthcare (PCH) were to evaluate the resilience of local Major Incident Plan to respond to a nuclear incident at HM Naval Base Devonport, Plymouth and to assess how a nuclear emergency would impact on PCH normal provision of service.

Since there have been changes to NHS service commissioning and provision both nationally and locally, another aim was to identify the role of PCH, the CCG and NHS England in such an emergency.

The Objectives for the Exercise were as follows:

- Evaluate the multi-agency and local response to a major incident.
- Test the command and control effectiveness, communication links and interface between Gold (Middlemoor), Multi Agency Silver (Crownhill Police Station) and Bronze (Mount Gould Hospital).
- Assess operational considerations made by all commanders to incidents occurring in affected areas.
- Implement and evaluate the new arrangements for Health at both Gold and Silver.

#### **13.2 PARTICIPATION**

- David McAuley – Locality Manager Central and North East Locality – Silver PCH Commander
- Kirstie Spencer – Health, Safety and Security Management Advisor – Silver PCH Support
- Alison Wadley – Risk Management Advisor – Silver PCH Loggist
- Anne Prue – Locality Manager South West Locality – Bronze PCH Commander
- Helen Faulkner – Deputy Locality Manager – Bronze PCH Support
- Claire Journeaux – Deputy Locality Manager – Bronze PCH Support
- Gill Ashdown, PA – Bronze Loggist
- Chris Hutt, PA – Bronze Loggist
- Helen Sharples, PA – Bronze Loggist

#### **13.3 GOOD POINTS**

- Access to and facilities at Silver were very good (excluding IT).
- Opportunity to test individual plans, resources and facilities.
- Familiarisation training at Silver and Gold was very helpful.
- Opportunity to test the new Health Command Structure.
- STAC worked well and was adequately represented at Gold and well chaired.
- Joining instructions and players packs were very helpful.

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**13.4 LESSONS IDENTIFIED**

1. IT Infrastructure – impacting on timeliness of communications from SCG / TCG.
2. Command structure not followed, the representatives at SCG were communicating straight to bronze and wanting detailed operational information rather than through the command structure.
3. Communications – lack of key messages regarding public health and media.
4. Review call out cascade and stand down – impact on agency response and agree communication routes. Exercise directory required as personal emails and office emails were used.
5. Review locations of PIT's distribution centres- to include The Torpoint Ferry and MIU Cumberland Centre.
6. PNN and NRE went down on the day.
7. Timeliness and adequateness of SITREP from site – did not allow for appropriate direction from Silver to Bronze.
8. Mapping capability – needs to be available to all and cascaded centrally (GIS support required from LRF).
9. No access at Silver / Bronze to social network sites.

**Key Recommendations:**

1. Finalise the health command structure and cascade the details to all – particularly the role of the CCG and the Area Team.
2. Agree and stick to the plan to ensure a consistent response.



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**14 PUBLIC HEALTH ENGLAND, CENTRE FOR RADIATION,  
CHEMICAL AND ENVIRONMENTAL HAZARDS.**

**14.1 OBJECTIVES**

- Deploy a team to the Police SCC/MBC to provide expert advice.
- Deploy as team as necessary to Central Government (SAGE) to provide expert advice.
- Notionally coordinate monitoring resources of the PHE and those which are made available to it by other organisations.
- To effectively use the Nuclear Emergency Response Information Management System (NERIMS) at the PHE Chilton Emergency Operations Centre.
- Consider the Health & Safety implications of the response for PHE staff.

**14.2 PARTICIPATION**

PHE CRCE staff participated in the exercise at the following locations:

- Police Strategic Coordination Centre – Exeter;
  - Science and Technical Advice Cell (STAC)
  - Media Briefing Centre (MBC)
- Science Advice to Government in Emergencies (SAGE) – Whitehall, London.
- PHE CRCE Chilton Emergency Operations Centre.

**14.3 GOOD POINTS**

- The co-location of PHE CRCE staff with DSTL staff at the SCC increased the effectiveness of liaison between the two organisations.
- The scenario provided a useful test of scientific debate over countermeasures within PHE CRCE.

**14.4 LESSONS IDENTIFIED**

1. STAC meetings must be held in a manner which permits organisations to obtain the necessary data to provide advice. Constant session without members being able to leave is not conducive to this.
2. PHE CRCE need to ensure that sufficient staff are deployed to the SCC to be able to provide inter-agency liaison and effective communication of tasking out of STAC to the PHE CRCE Emergency Operations Centre.

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**15 METEOROLOGICAL OFFICE**

**15.1 AIMS**

- To test the response of Met Office Hazard Centre - specifically EMARC (Environmental Monitoring and Response Centre) - following notification of a nuclear incident – only upon receipt from the appropriate external agency. (The Met Office can supply feedback on receipt timings etc). In particular to test the timely production and delivery to responding agencies of PACRAM (Procedures and Communications following Release of radioactive Material) forecasts and of NAME (Nuclear Accident Model) output for use by RIMNET (Radiation Incident Monitoring Network).
- To test the relevant and appropriate internal notification procedures of Met Office - including Hazard Centre - specifically EMARC (Environmental Monitoring and Response Centre).
- To test the internal communications between the various Met Office staff who would be involved in the response to a nuclear incident (EMARC, Met Office Advisors, ADG (Atmospheric Dispersion Group) and RIMNET Team).
- To test the deployment of a Met Office Advisor to SCC/STAC (Strategic Command Centre)/ (Scientific and Technical Advice Cell for a nuclear incident) and possibly SAGE (Scientific Advisory Group for Emergencies). To improve Advisor/s familiarity with STAC and possibly SAGE, plus the Advisor is available to explain fully the types of meteorological information available to the various agencies managing the incident.

**15.2 PARTICIPATION**

Met Office HQ in Exeter (EMARC):	1 player
SCC and SCG Middlemoor:	1 player
	2 observers
SAGE:	0 personnel

**15.3 GOOD POINTS**

- The Met Office achieved its aims for the exercise.
- As usual, because predetermined wind directions and speeds were used, plus pre-set change for wind direction - it was impossible to exercise the Met Office's response fully.
- Although the NAME model had been run pre-exercise to ensure the weather scenario was correct and the exercise PACRAMSs were obtained - the Met Office successfully deployed an ad-hoc run on the day – and was also successful in delivering NAME model output to the RIMNET system.
- Met Office advice at STAC was effective – plus to SAGE too – through telecon.

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**15.4 LESSONS IDENTIFIED**

1. A delay of around an hour was experienced at the Moto services due to incorrect list of met office player and observer names for registration. The list at SCC reception was also incorrect. Information supplied by Met Office for player and observers names via email was noted to be correct and in order – when checked post exercise.
2. The initial sitrep weather information was wrong – and no-one was aware where this had originated from. It had not originated from the met office. It took nearly all the exercise to get this corrected and for the correct forecast wind direction and information to be present in the sitreps.
3. It was also noted that sitreps printed in black and white made it difficult to highlight new information – which showed as red on a colour version.
4. It also became clear during the exercise that not all agencies understood the conventions used in communicating wind directions. This was also noted in the media cell – where the term ‘downwind’ was used. There appeared to be a lack of understanding what this meant in relation to the ‘plume’. Training can be provided by the Met Office on these topics.
5. There were no maps available initially in the STAC – or ability to overlay different sets of information – which would have been very useful to understand the geography, meteorology and infrastructure of the incident – as it evolved.
6. While attending STAC meeting the Met Office representative was called away by urgent phone calls which led to missing vital information at meeting until the minutes became available.
7. Information from RIMNET would be welcomed by met office staff at STAC/SCG. Access to RIMNET secure web pages should make this available in due course, however in the meantime it may be worth developing a short list of standard products that are available on RIMNET, which may be appropriate to email to Met Office at STAC/SCG.
8. The decision was made not to have a Met Office representative at SAGE. If actual weather was to be employed in a future exercise – then a full met office response could be tested in real time, including representation at sage and involvement of the Atmospheric Dispersion group (ADG).
9. The Met Office laptop used by their player did not work adequately, due to functional issues, which resulted in relying solely on blackberry mobile to receive and communicate information – other than verbally passing on information to various agencies through the STAC and the incident control room. This led to additional time being used to receive and communicate information from and to various agencies. This also led to printing issues of documents.
10. Internal Met Office issues were noted re cover for EMARC and ADG – when on breaks and/or out of the office. This may benefit from a review.