Department
for Environment
Food & Rural Affairs

Generic Contingency Plan for Plant and Bee Health in England

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Glossary

APHA	Animal and Plant Health Agency
ACPHO	Assistant Chief Plant Health Officer
CCG	Contingency Core Group
CCS	Civil Contingencies Secretariat
COBR	Cabinet Office Briefing Rooms
CONFOR	Confederation of Forest Industries
CONOPs	Cabinet Office Concept of Operations
COP	Common Operating Picture
CPHO	Chief Plant Health Officer
CSA	Chief Scientific Adviser
DA	Devolved Administration
Defra	Department for Environment, Food and Rural Affairs
EA	Environment Agency
EOC	Emergency Operations Centre
EPPO	European and Mediterranean Plant Protection Organisation
EU	European Union
GCSA	Government Chief Scientific Adviser
GIS	Geographical Information System(s)
FCCB	Forestry Commission Cross Border
FCE	Forestry Commission England
IAP	Incident Action Plan
IMS	Incident Management System
IMT	Incident Management Team
IPPC	International Plant Protection Convention
LGD	Lead government department
LRF	Local Resilience Forum
NBU	National Bee Unit
NE	Natural England
NSC(THRC)	National Security Council (Threats, Hazards, Resilience and

	Contingencies)
OG	Operational guidance
OGD	Other government department
OIE	World Organisation for Animal Health (formerly Office International des Epizooties)
PHRG	Plant Health Risk Group
PHS	England Plant Health Service
PHSI	Plant Health and Seeds Inspectorate/ Inspector
PPE	Personal protective equipment
SAGE	Scientific Advisory Group for Emergencies
SCS	Senior Civil Service
SMEAC	Situation, mission, execution, administration (and logistics) and command (control and communications)
SOP	Standard operating procedure
SoS	Secretary of State
SSSI	Site of Special Scientific Interest
UK	United Kingdom

Section 1: Purpose and scope of this Generic Contingency Plan

Introduction

1.1 This document explains how Defra will manage outbreaks of plant and bee pests and diseases, and the department's role as lead government department (LGD). It is designed primarily for use by staff in Defra, the Animal and Plant Health Agency (APHA) and Forestry Commission (collectively the Plant Health Service or PHS), who are involved in planning for outbreaks of plant/bee pests and diseases, and for those who would be involved in the response to an outbreak. It will also help others involved in outbreak planning and response arrangements to design their own internal processes to fit with those of Defra.

1.2 For the purpose of this Plan, Defra's role is assumed not to extend beyond England. Plant/bee pest and disease outbreaks elsewhere in the UK are dealt with by the Devolved Administrations (DAs). Where Defra's specific responsibilities extend to the DAs' areas, it is assumed that the policy area concerned will act to support the relevant DA directly. Future references to pests and diseases should be read as either pests or disease of plants and bees unless otherwise stated.

1.3 The Plan is based on the emergency procedures set out in the Cabinet Office's Concept of Operations (**CONOPs**).)[1].

Legislation

1.4 Plant health in England is regulated by the following EU and national legislation:

- Council Directive 2000/29/EC and related EU legislation set out the restrictions and protective measures which aim to protect plant health within the European Union. This legislation is currently being replaced. Changes include an obligation for Member States to have contingency plans in place for priority pest and disease threats, and to ensure that these are subject to regular testing and exercising. The new EU Plant Health Regulation will mostly come into application in December 2019.

- The Plant Health Act 1967 gives the Secretary of State (or Forestry Commission in respect of forest trees and timber), as the competent authority, power to make Orders for preventing the introduction of plant pests or diseases to Great Britain

[1] https://www.gov.uk/government/publications/the-central-government-s-concept-of-operations

(such as setting movement restrictions on plants or plant products), or to prevent the spread of pests or diseases via the exportation of goods.

- The Plant Health (England) Order 2015 (as amended) implements the Council Directive in England and sets out the restrictions and protective measures which aim to protect plant health. It also covers the powers of entry for Inspectors.

- The Plant Health (Forestry) Order 2005 (as amended) sets out the restrictions and protective measures for forestry and timber within Great Britain. It also covers the powers of entry for Inspectors.

1.5 Bee health in England is regulated by the following national legislation:

- The Bees Act 1980 which gives the Secretary of State the powers to introduce provisions to prevent the introduction and spread of bee pests and diseases.

- The Bee Diseases and Pest Control (England) Order 2006 (as amended) which makes certain bee pests and diseases notifiable to the Secretary of State and gives powers to act to control an outbreak of a notifiable pest or disease.

Plant health strategy

1.6 There are many plant pests and diseases, which if they were to become established in Great Britain, could cause serious damage to our crops, forestry and the wider environment. Official controls and restrictions on the import, movement and keeping of plants, plant pests and other material (e.g. soil) are vital to help prevent the introduction and spread of harmful organisms. This document describes how the government will manage an outbreak of a serious pest or disease of plants (including trees) in England. It is one of the key actions for strengthening controls for tackling pests and diseases as set out in Protecting Plant Health – A Plant Biosecurity Strategy for Great Britain[2].

1.7 Under the Strategy, strengthening protection inland includes a commitment to develop effective contingency plans and clear governance to help eradicate or minimise the impact when outbreaks occur. This includes ensuring interested parties play a role in the development of plans and are clear on their responsibilities in the event of an outbreak.

1.8 Protecting the nation against natural threats (including plant health) and hazards, with strong response capabilities, is one of Defra's top objectives, as well as featuring prominently in the priorities of the Scottish, Welsh and Northern Irish governments. While this plan concentrates on the processes in place or being developed with stakeholders to be able to respond effectively to an outbreak in England, it includes arrangements to support effective cross-border working (domestically and internationally) in the event of a shared wider pest or disease risk.

[2] https://www.gov.uk/government/publications/plant-biosecurity-strategy-for-great-britain

1.9 The UK Chief Plant Health Officer (CPHO) based in Defra has overall lead responsibility for contingency planning and co-ordination of the response in the event of a serious outbreak. The response will draw on the combined resources of the Plant Health Service (PHS) involving staff from Defra, the Animal and Plant Health Agency (APHA - primarily the Plant Health and Seeds Inspectorate (PHSI)), Fera Science Ltd, Forestry Commission England (FCE) including Forest Services and Forest Research (FR), and the Forestry Commission (Cross Border) (FCCB) with close co-operation with relevant stakeholder representatives.

Bee health policy

1.10 The outcomes and principles underpinning bee health policy in England are laid down in the Healthy Bees Plan which was launched in 2009. The plan emphasises the importance of partnership working to improve honey bee health and the need for robust contingency planning to prevent the introduction and spread of exotic pests and diseases. In the UK there are four notifiable pests and diseases: Small hive beetle, *Tropilaelaps* mite, American foulbrood and European foulbrood. In addition a notifiable non-native species, Asian hornet, is also a serious pest of bees. American and European foulbroods are endemic in the UK and the National Bee Unit (NBU) has a management plan in place to control these diseases: therefore no contingency plan is in place and an outbreak would not trigger an emergency response. Two pest-specific contingency plans are in place; one covering Asian hornet and a second covering Small hive beetle and *Tropilaelaps* mite.

Planning for pest and disease outbreaks

1.11 This generic plan is a starting point and should be used flexibly as we cannot predict precisely what will be needed. There are many pests and diseases which have significant potential to enter the UK. Some are the subject of pest-specific contingency plans which should be read in conjunction with this generic plan. A list of the plant pest-specific plans that have been drawn up is available on the Plant Health Portal planthealthportal.defra.gov.uk

1.12 This contingency plan sets out Defra's role:

- as lead government department (LGD) in central government planning for and responding to pest and disease outbreaks in England; and
- in dealing with the consequences of outbreaks for other parts of its specific departmental responsibilities - for such matters as waste, water and food supply, impacts on farming and the environment.

1.13 In meeting our LGD responsibilities, we deliberately focus on the strategic objectives for the central government response to emergencies, which are to:

- protect human life and alleviate suffering; and, as far as possible, protect property and the environment;
- support the continuity of everyday activity and the restoration of disrupted services at the earliest opportunity; and
- uphold the rule of law and the democratic process.

We will also endeavour to:

- eradicate the pest and regain pest-free status;
- minimise the burden on the taxpayer and public as well as the economic impact of the outbreak on industry; and
- minimise any adverse impacts on industry, the rural and wider economy, the public and the environment.

1.14 Where there is a need for recovery from a pest or disease outbreak in England, this will be led by Defra in conjunction with internal and external partners. To achieve the LGD objectives, Defra plans to be able to:

- react with speed and decisiveness;
- support local knowledge and decision-making;
- prioritise access to national resources;
- use data and information management systems to gain a national picture and support decision-making, without overburdening front-line responders;
- draw on existing legislation to respond effectively to the outbreak and consider the need for additional powers; and
- work with devolved administrations, international partners and key stakeholders to share information and request assistance if necessary.

Shared responsibility

1.15 The responsibility for preventing outbreaks of plant and bee pests and diseases, reporting suspicion and managing eradication or containment action when they do occur is shared between government, operational partners and stakeholders. Stakeholders include all those who may be affected by operational and policy decisions on the management of pests and disease. This includes the horticultural, agricultural and forestry industries, those who trade in plant material, beekeepers, the scientific and academic communities specialising in plant/bee science and members of the general public. While there are clear legal requirements for those trading in plants/bees (reporting suspected pests/diseases,

complying with any restrictions and maintaining any records required by law, for example), there are also clear practical advantages for stakeholders and government alike when responsibility is shared.

When Defra's lead government department responsibilities end

1.16 Defra will normally scale down its LGD role when Ministers are satisfied that the outbreak response is at an end – i.e. when:

- the immediate emergency has passed; and
- satisfactory cross-government recovery arrangements are in place.

Section 2: What you need to know – national emergency management and the role of the lead government department

The lead government department concept

2.1 Within UK central government, departments are accountable to Parliament for effective delivery of their responsibilities. The lead government department (LGD) usually takes overall responsibility for:

- assessing the situation;
- ensuring that relevant Ministers are briefed;
- handling media and parliamentary interest; and
- providing co-ordinated policy and other support as necessary to local responders.

2.2 Other government departments (OGDs) will provide support to the LGD to ensure a coordinated response. Individual departments will, however, remain responsible, including to Parliament, for their particular policy areas.

2.3 A list[3] of LGD responsibilities for response and recovery for different types of emergency is kept up to date on the resilience pages of gov.uk.

Defra's LGD role

2.4 Defra plays a leading role in the government's preparedness for pest and disease outbreaks:

- Defra is the designated LGD in England for the response phase.
- Defra policy teams would need to be actively engaged in both the response and recovery phases, for example:
    - giving advice on Defra policy issues such as waste, biodiversity, non-native species, animal welfare and environmental pollution;

[3] https://www.gov.uk/government/publications/list-of-lead-government-departments-responsibilities-for-planning-response-and-recovery-from-emergencies

    - representing the interests of Defra sectors, such as agriculture, marine, rural economy etc.

- Defra agencies will play an active role.

2.5 In this role Defra will:

- act as the focal point for communication between central government and the multiagency recovery co-ordinating group(s) at local level;
- agree, across government, clear aims and objectives for the recovery process, including criteria for standing down recovery mechanisms and structures;
- ensure that recovery issues are identified and acted on during the response phase of an emergency and that there is a smooth and effective handover from response to recovery;
- produce brief, accurate situation reports on the nature and scale of the emergency;
- produce a handling plan as soon as possible;
- draw upon and apply the relevant capabilities applicable to recovery from the emergency in hand and, if required, co-ordinate the support needed from OGDs and agencies through COBR;
- use its authority decisively to take whatever executive decisions and actions are needed from the centre to help the local responders to deal with the incident;
- co-ordinate and disseminate information for the public and the media at the national level, collaborating with OGDs and the Civil Contingencies Secretariat (CCS);
- account to Parliament and lead in the submission of evidence to any subsequent government-appointed inquiry; and
- learn and share the lessons from the emergency.

2.6 In addition to the LGD role, Defra would maintain ongoing responsibility for sectoral responsibilities falling within the department's portfolio (e.g. agriculture, food, drinking water, waste, biodiversity). Depending on the incident this may involve Defra:

- liaising with affected sectors and stakeholders;
- advising on (and potentially changing) Defra regulations e.g. on environment, wildlife, waste;
- offering leadership and public communications (e.g. on environmental issues, contamination of water);
- engaging at EU and international level (eg trade or EU law issues).

National emergency management

2.7 Contingency planning falls into 3 broad phases of activity:

- anticipation and assessment of potential threats (analysing present and future threats);
- prevention and preparation (mitigating and adapting to an immediate risk via normal sector management and developing and implementing contingency plans, via training and exercises); and
- response and recovery (a short and longer-term activity of assessing the scope and addressing the pest or disease incident and restoring and rehabilitating the environment to the new normal).

2.8 The response (incident) and recovery phase involves bringing the outbreak under control, followed by restoration and rehabilitation. The response timescale can be relatively short (e.g. days), while recovery may be considerably longer (weeks, months or years).

Incident phases

2.9 Incidents can be broken up into eight phases to help define a Common Operating Picture (COP) across to all levels of incident management. Table 3 in Appendix I provides a description of the phases and timescales across response and recovery.

2.10 The response comprises two separate but closely-related and often overlapping matters:

- crisis management; and
- consequence (or impact) management.

These are both designed to control and minimise the immediate risks arising from an incident.

2.11 In national emergency management terms, **crisis management** involves the phase of the response that assesses the incident and attempts to prevent or avert an imminent emergency. This is a critical first step to ensure the response is effective. This phase also involves putting in place protective or other measures to mitigate the effects of an emergency, preventing further damage or disruption and securing the scene. It includes actions taken to address the immediate effects of the incident, such as surveillance and control of a pest or disease and disseminating information to industry and/or the public.

2.12 **Consequence management** usually takes place in parallel to crisis management and is concerned with steps taken to prevent the impact of an incident escalating. It

includes managing wider consequences and services such as managing relationships with key national and local stakeholders and local communities.

2.13 Further information on national emergency management will be in the EOC Manual and is on the Cabinet Office pages of gov.uk: www.gov.uk/guidance/emergency-response-and-recovery

Role of other government departments

2.14 Other government departments (OGDs) may have a substantial role to play and will be expected to contribute fully, including covering those costs which they would normally bear.

2.15 The role of LGD does not mean Defra is responsible for everything to do with the recovery, and a priority for Defra will be to make sure that others in government fulfil their responsibilities (e.g. the Department for Transport would still be responsible for the transport sector, the Department for Communities and Local Government will lead on Local Authority issues, etc.). [4]

Split of national/local responsibilities

2.16 The split of national/local responsibilities will depend on the incident. The general presumption in CONOPs is that decision making and responsibility should be devolved to local level as much as is practical in the circumstances. Factors to consider include:

- scale, cost and timescale of the response effort;
- complexity of response;
- willingness and ability of local organisations to lead;
- appetite of central government to lead; and
- expectations of people directly affected, the wider public and the media.

2.17 Depending on the circumstances (and recognising the very broad range of possible plant and bee health outbreak scenarios) central government may play a minimal role; or a major supporting role; or it may directly lead the response effort.

[4] CONOPS (para 2.19) says that, '…whilst the lead department brings the major expertise, other departments will have a substantial role to play and will be expected to contribute fully, including by covering those costs which they would normally bear'.

Local/national coordination

2.18 During the response Defra, APHA and Forestry Commission will work closely with local authorities, Local Resilience Forums (LRFs) and other relevant agencies in the affected areas.

2.19 The principal mechanism for multi-agency co-operation under the Civil Contingencies Act is through LRFs. Although neither APHA nor Forestry Commission are statutory responders under the provisions of the Civil Contingencies Act, in practice LRF membership often expands to include all relevant responders and Defra, APHA and Forestry Commission actively engage with individual responders and chairs of LRF to maintain the strong links that have been developed.

Local responsibilities

2.20 As mentioned above, the PHS/NBU will work closely with local authorities and agencies in the response and recovery phases. The local authority will:

- have a vital role in local, public and media communication;
- Work with Defra, APHA and Forestry Commission as needed in the response and recovery phases; and
- Consider wider regeneration opportunities.

Section 3: Pre-planning

3.1 This section highlights the planning roles, activities and resources of the PHS required to ensure that there is a high level of preparedness for an outbreak.

Resources, systems and processes

Staff resources

3.2 Staff from the PHS/NBU will provide the initial emergency response capability at Strategic, Tactical and Operational levels. If necessary the CPHO will seek authority to require the release of further staff from Defra and Defra Agencies to work on emergency duties.

Specialist and support staff

3.3 During an outbreak there is a need for specialist and support staff to be part of the response team to provide advice on specific aspects of the response. These include natural scientists, social scientists, statisticians, economists, lawyers, procurement, finance, IT specialists, Customer Contact Unit and Human Resources. In the first instance these would come from the Plant Health, Bees and Seeds Programme in Defra and their usual providers of advice and support. If the outbreak is large or is prolonged then further specialists may be required from the Animal and Plant Health Directorate in the first instance. The Emergency Response Group includes a number of specialists from various disciplines.

Defra Emergency Response Group

3.4 Defra has arrangements in place which has identified suitable volunteers who could provide assistance to an emergency for core Defra policy roles. The Emergency Response Group has volunteers from across the department who would support Defra emergency teams in the event of a serious and sustained outbreak. These volunteers often work in other emergency areas or have been used previously in emergencies in those areas, e.g. flooding or animal disease outbreaks. They undergo specific training for the type of emergency they have volunteered for to familiarise them with the terminologies, processes and procedures.

3.5 APHA and FCE have arrangements in place to identify suitable staff beyond the PHS/NBU to provide field support plus other required support in the event of a serious and sustained outbreak. These staff have appropriate skills and experience in incident response.

3.6 If necessary, Defra will also trigger the use of the cross-government Memorandum of Understanding on Mutual Aid and the Redeployment of Human Resources. This relates to the loan of staff from OGDs.

Military aid

3.7 In large outbreaks it might be necessary to request assistance from the Ministry of Defence using routine procedures.

Operational instructions

3.8 Defra is developing an Emergency Operations Centre (EOC) Manual to be used by staff involved in the strategic response to a plant pest or disease outbreak. It provides direction and guidance on the many tasks involved in the outbreak response, ensuring that there is a consistent approach taken.

3.9 These operational instructions will be reviewed regularly, particularly after exercises and actual outbreaks, and updated as necessary. They reflect current best practice in relation to dealing with a disease investigation and disease outbreak response.

3.10 In addition to the guidance provided within this plan and pest-specific plans, APHA has well developed Standard Operating Procedures (SOPs) and FCE has internal processes that are used by their staff in response to outbreaks of certain pests and diseases as well as general guidance on operational response. These documents are reviewed regularly and updated as necessary.

Procurement, contractors and framework agreements

3.11 In the event of a significant outbreak it is important that equipment and external services, required as part of the disease control operation, can be accessed rapidly if required.

3.12 A number of contractual arrangements are already in place to meet anticipated operational needs for jobs such as tree felling, pesticide spraying, and pest destruction/ nest removal in an outbreak. A full list of the types of activities covered under current contracts and how to access these resources will be included in the EOC Manual currently in development.

Equipment

3.13 Both APHA and FCE have stores of relevant equipment at regional/area offices to enable them to carry out their routine duties. Further detail on what equipment is available will be included in the EOC Manual.

Laboratory capacity

3.14 Diagnostic and surveillance testing for pests and diseases is provided by Fera Science Ltd and Forest Research (FR). This service includes provision for scaling up activity in the event of a major outbreak, including liaison with other UK laboratories with plant/bee health responsibilities where the pest risk has cross border implications. Further detail on capacity for diagnostics and how this will be scaled up in an incident will be included in the EOC Manual.

Emergency Operations Centre – Defra

3.15 An Emergency Operations Centre (EOC) is located in Nobel House, London and may be used for emergency planning and response for a major outbreak. The EOC enables key policy colleagues to come together during an emergency or crisis to co-ordinate and manage the Defra response and recovery actions and resources. The facility is managed and maintained on a regular basis by the Contingency Planning and Security Team.

3.16 The EOC houses nine dedicated desks and has the capacity to accommodate an additional 36 responders should the need to 'ramp up' arise. It is equipped with IT facilities, two meeting rooms complete with teleconference and video conference facilities and its own emergency electricity generator which provides back up in the event of a power failure.

Pest-specific contingency plans

3.17 Serious or significant pests can require the development of more strategic level pest-specific plans. These describe the overall aim and high level objectives to be achieved and the proposed response strategy to either eradicate or contain an outbreak to ensure a rapid and effective response to an outbreak of the pest or disease described. The actual response will be determined by the situation on the ground. The pest-specific plans should be read in conjunction with this Generic Contingency Plan for information on response structures and strategic actions. The Incident Management Team (IMT) established in the event of an outbreak will have responsibility for determining the response which will be set out in an Incident Action Plan (IAP).

3.18 Following identification by the Plant Health Risk Register, pest-specific plans are commissioned by the Plant Health Risk Group (PHRG) for those plant pests that pose the greatest risk and require stakeholder consultation.

3.19 Pest-specific plans follow a standard format with the same major headings as described in Appendix II. The plans are developed with input from key stakeholder organisations and representatives of the industries likely to be affected by the implementation of such plans, including what role they could undertake in supporting a contingency response. Establishing what role might be undertaken by volunteer groups,

for instance in helping with surveillance for pests/diseases, is also part of the forward planning.

3.20 In addition the PHS has a range of response plans for plant pests and diseases detected on a regular basis in England for which mitigations exist. These usually take the form of standard operating procedures (SOPs) or operational guidance (OG) for inspectors. This approach will normally be used for dealing with pest outbreaks which are judged as relatively low risk, with potential for limited spread only and which can be handled locally (see **Section 4: Response** for more detail on categorisation of outbreaks and associated alert status and response). Forestry Commission England (Forest Service) will use OGB17b 'Managing Incidents in the Forestry Commission' in conjunction with their own Incidence Response Plan for relevant incidents.

Training

Key administrative, field and technical staff

3.21 Incident Management Teams will require staff that are able to take up key positions on confirmation of a disease outbreak. Key posts have been identified in the PHS together with responsibilities and working instructions (see Appendices IV and V).

3.22 Key administrative, field and technical personnel will take part in training on the contingency plans and processes exercises on a regular basis. This is part of their job description and work objectives.

Exercises

3.23 Members of the PHS/NBU will schedule annual programmes of short exercises within each organisation in order to test and improve incident preparedness to deal with outbreaks.

3.24 The PHS/NBU will regularly carry out a larger scale and real-time exercise often involving the participation of Operational partners and stakeholders. Smaller scale exercises may take place instead of a full-scale one in order to test linkages between organisations, or to focus on specific aspects of the response.

3.25 Each exercise will be assessed and an exercise evaluation report produced. These reports are used to highlight and promote best practice and lessons identified are used to review and update contingency plans as appropriate.

Lessons learned

3.26 CONOPs requires the LGD to, '*Identify, learn and share the* lessons *from the response phase at national level*'. The output from the outbreaks/exercises will be used to

compare lessons across the department and its agencies, identify common good practice and areas for improvement. This is essential in order for the Defra response to improve.

Establish a lessons log

3.27 A lessons log should be established very early in an outbreak and updated so ideas and issues can be recorded as they arise.

Decide when/how to undertake lessons exercises

3.28 Lessons and reviews are not solely for the end of the response phase. An early stocktake after the first few days/week might help refine the approach by checking:

- whether there are clear aims and objectives, and whether staff know them;
- staffing levels and skills;
- whether partners/stakeholders are engaged at the right levels (including Parliament/Cabinet/OGDs/agencies/local partners/external bodies);
- whether Defra communications strategy is fit for purpose; and
- whether the battle rhythm, information sharing and coordination arrangements are fit for purpose.

3.29 Other considerations include:

- How do we keep the review process proportionate?
- Would a publically announced exercise help to build confidence and trust?
- Should stakeholders be asked for their views?

3.30 Reviews should consider issues such as:

- What went well and why?
- What went less well and why?
- What would you do differently next time?

3.31 One way of conducting a review is to hold a debrief session (ideally a ‘hot’ debrief to capture immediate thoughts) and then a considered session a couple of weeks later (‘cold’ debrief) when people have had time to reflect.

Evaluation and review of the contingency plans

3.32 A review of the generic and pest-specific contingency plans should be carried out following all outbreaks, particularly those with a major operational impact or where there has been a multi-agency response. These should take into account any lessons identified during the outbreak.

3.33 The review does not need to be a full review, dependent on the lessons learned from any other outbreaks that year. Minimally, the plans will have a light-touch review on an annual basis to take into account any organisational or other changes and lessons from minor outbreaks. A review should also be triggered where generic lessons are identified from other emergencies and can be applied to a plant/bee health situation. A full review should be carried out once every 3-5 years.

3.34 At the Incident Commander's discretion, a review can be carried out on minor operational incidents where the hot debrief has identified wider impacts. A lessons learnt review will also be carried out on desktop or exercise simulations.

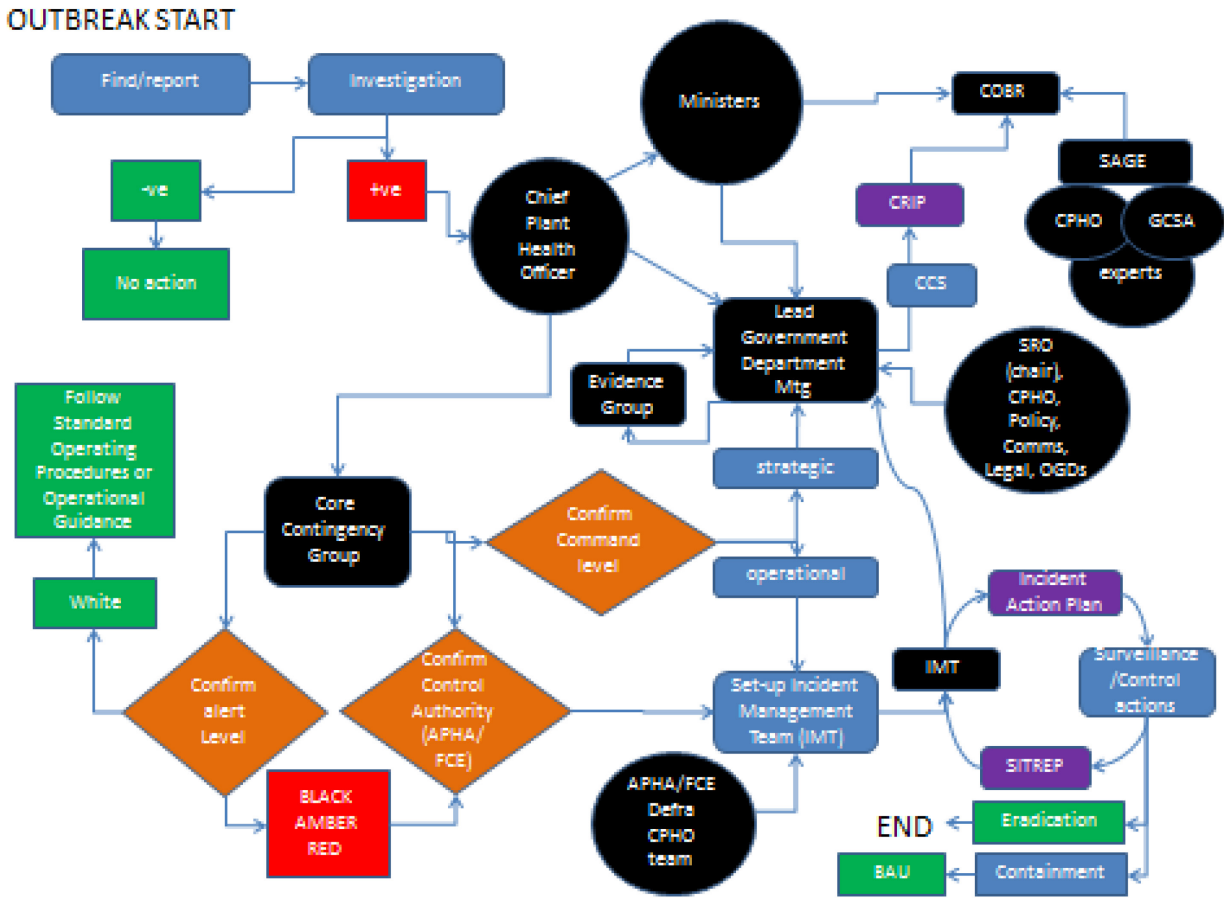
3.35 Pest-specific contingency plans should be reviewed once a year and should take account of in particular any change in the distribution of the pest and range of known host species.

Section 4: Response

4.1 This section provides an overview of the processes involved in the investigation of a pest or disease and the actions taken if confirmed. A number of templates are provided in appendices to this document as models, for instance in reporting outbreak information, from which the relevant organisations can produce their own versions.

Response process

Figure 1 – The response process



Levels of incident management

4.2 Outbreaks can be managed at three levels increasing in complexity and resources.

- An initial outbreak will activate an **Operational** level of command implementing predetermined procedures.

- Outbreaks can progress to more comprehensive levels of management such as **Tactical** which is responsible for command and co-ordination of actions determined at a higher level.

- A **Strategic** level of command is responsible for overall policy, co-ordination and control.

4.3 Flexibility and proportionality in the delivery of the response is important. For a small outbreak it may not be necessary to establish all the structures required for a major outbreak. Most of the activities and functions delivered through the response structures will still need to be delivered, but there may be variations in the way that they are delivered.

Suspicion of an outbreak

Trigger points

4.4 Triggers for alert consideration:

- the finding of a suspect quarantine plant pest/disease outbreak in England;

- an interception of a suspect quarantine plant pest/disease that suggests such an outbreak may have occurred;

- a reported quarantine plant pest/disease outbreak that puts England or other areas in the UK/EU at risk; or

- the finding or credible report of a notifiable bee pest.

Initial investigation/reporting

4.5 A suspect quarantine or notifiable pest/disease may be notified from several sources e.g. during official surveillance, reported by industry professional or by a member of the public. When a potential sighting or outbreak that meets one or more of the trigger points noted above is notified to the PHS/NBU, it is essential that an initial investigation is undertaken by the Response Officer. The local PHS inspector/field officer or the Regional Bee Inspector where the suspect case is located, is by default designated as the Response Officer. The information gathered will be used to determine if this is an isolated case or an established outbreak.

4.6 The Response Officer should rapidly collate as much information as possible to provide a basis for further decision making using the template at Appendix III. Elements should include:

- the exact location of the suspect quarantine/notifiable pest or disease outbreak;

- provisional or confirmed identification or diagnosis of the pest or disease;
- likely origin of pest, with date and means of arrival; including if available, the likely consignment details and quantity involved. This may include information on staging points during transit, or if the consignment has been split on route, details of other recipients;
- host or commodity affected;
- level of infestation and damage;
- known extent of outbreak and likelihood of further spread; and
- any other factors which may influence eradication or containment action, such as mechanisms of spread within the area, climatic and soil conditions, cultivation practices, local infrastructure and the location of any designated sites or sensitive habitats e.g. Sites of Special Scientific Interest (SSSI).

4.7 If the Response Officer suspects a significant or serious quarantine/notifiable pest or disease, either in the field or following laboratory confirmation, they should immediately contact the relevant manager and/or their appropriate deputy within their organisation who is responsible for eradication and containment.

4.8 Consulting where necessary, the manager will assess the information considering if a significant or serious pest is involved, the scale of the outbreak and determine the preliminary alert status. For plant pests, if the preliminary alert status is Black, Amber or Red (see following section for alert levels) the manager will without delay inform the CPHO of the outbreak.

4.9 Once alerted the CPHO may decide to convene a Contingency Core Group (CCG), by teleconference where necessary, to assess the report and decide on the alert status. The decision to hold a meeting will depend on, amongst other things, the preliminary assessment of the alert status, what the pest is and/or what host it was found on, whether there are other outbreaks of the pest already under active management, what potential media/public interest there may be in the pest or host.

4.10 Once the alert status is decided, the CPHO will discuss timescale and method of notification to Ministers regarding the outbreak with policy leads.

Alert system to indicate plant pest/disease status

4.11 An alert system has been adopted to describe the situation, set the appropriate command level and scale of response. This is set out in Table 1 below:

Table 1: Alert system to indicate pest/disease status

ALERT	STATUS	COMMAND LEVEL
White	Non-significant plant pest/disease with potential for limited geographical spread	Instigation of Incident Management Plan involving Operational command at appropriate level and follow Standard Operating Procedures or scientific advice where applicable
Black	Significant plant pest/disease with potential for limited geographical spread	Instigation of Incident Management Plan usually involving joint Tactical and Operational command at appropriate level and follow plant pest/disease specific response plans where applicable
Amber	Serious plant pest/disease with potential for relatively slow but extensive spread leading to host death and/or major economic, food security or environmental impacts	Instigation of Incident Management Plan usually involving joint Strategic and Tactical command and follow plant pest/disease specific response plans where applicable
Red	Serious or Catastrophic plant pest/disease with potential for rapid and extensive geographical spread leading to host death and/or major economic, food security or environmental impacts	Instigation of Incident Management Plan involving Strategic, Tactical and Operational command and follow plant pest/disease specific response plans where applicable

Outbreaks can progress to more comprehensive levels of management such as **Tactical** and **Strategic** as necessary.

Contingency Core Group (CCG)

4.12 The CCG is an 'ad hoc' group put together quickly (usually within 24 hours) in response to a notification to facilitate swift action in order to prevent spread and/or enable eradication. It is chaired by the CPHO or appropriate deputy. Participants will depend on the pest or disease in question but will include representatives from policy, communications, operations, evidence and others as appropriate, often drawn from the PHRG.

4.13 The CCG will assess the initial investigation report using the criteria in Appendix IV to confirm the alert status. If the alert status is confirmed as Black, Amber or Red then a decision will be taken by the CCG to nominate the Control Authority, decide on command level and indicate the scale of response required.

4.14 If, having assessed the report, the CCG decides the alert status is White either the precautionary statutory action will be removed or the appropriate SOP or OG implemented.

4.15 Where the CCG considers the outbreak to be the result of sabotage or terrorism, action must be taken rapidly to contact the appropriate security authorities, namely the Police, Home Office and Cabinet Office.

4.16 The CCG may continue to be used as a review group during the outbreak at the discretion of the CPHO.

Control Authority

4.17 The Control Authority carries with it the responsibility for tasking other organisations in accordance with the needs of the situation. As a guide, for Black or White alerts the Control Authority will usually be APHA, unless the outbreak involves a tree pest or disease. In such cases FCE may be nominated as the Control Authority (see Table 2).

Table 2: Control Authorities for various outbreak situations

Location	**Control Authority**
Outbreak within a nursery/ horticultural trade facility / Orchards	APHA
Outbreak within a nursery, which has spread into the immediate surrounding environment	APHA
Outbreak in a domestic garden / allotments	APHA
Outbreak in the wider urban environment, including street trees, public parks etc. (may incorporate areas of woodland or situations where there is a direct threat to forests or woodland)	APHA or FCE on a case by case basis
Outbreak in a forest/ woodland (may incorporate non-forest areas)	FCE
Bee pest	Defra
Other scenarios	To be decided on a case by case basis

4.18 For Black, Amber and Red alerts requiring a more extensive co-ordinated response and for bee pests, Defra may decide to take responsibility as the Control Authority. This

would particularly be the case for Amber or Red alerts where there is potential for major economic impacts.

Confirmation of outbreak

4.19 Following confirmation of a Black alert (or higher) outbreak, several things need to happen:

Organisational structures for command, control and co-ordination

4.20 Following a decision by the CCG to confirm the alert status as Black, Amber or Red, or confirmation of a bee pest, an incident management system (IMS) will be followed. The size, frequency and complexity of plant health outbreaks has led to increased multi agency responses which have placed a greater emphasis on the need for consistent, universally understood and applied IMS.

4.21 IMSs achieve a more effective and efficient response by providing a common management framework that can be applied to any size outbreak and provides the basis for an expanded response as an outbreak grows in size and complexity. A key element of this system is one person, the Incident Commander, being in charge of an outbreak.

4.22 FCE and APHA have developed compatible IMS supported by internal documents.

4.23 The principles and structure of the Plant and Bee Health Incident Management System are described in Appendix V.

Incident Action Plans

4.24 The Incident Action Plan (IAP) is a key document in any IMS. It is used as a tool to manage the outbreak and communicate the outbreak objectives. The IAP is developed at the most appropriate level for strategic, tactical and operational incident management, and to set the objectives of the outbreak.

4.25 It can range from a simple verbal briefing for small, short duration outbreaks or as a more comprehensive document for action over a longer period of time but must be adaptable, as circumstances change, allowing for or anticipating future developments. In either case it must be supported by written notes that document the decisions made to develop them.

4.26 The initial IAP for those pests/diseases identified by the Plant Health Risk Register will be developed from pest-specific plans. As much information as can be prepared in advance should be included in the pest-specific plan in order to expedite the process in an outbreak situation.

4.27 A response planning cycle exists to develop, implement and monitor IAPs. However it is only a guide as following the steps in sequence is not always possible. They may occur concurrently or the order may be dictated by the outbreak.

4.28 The IAP is comprised of various components that together provide staff, within the IMT and in the field, with clear aims, set priorities, direction on what is to be achieved, how it is to be done (including Health and Safety procedures), timescales, resources required, communication protocols and any other information required to direct the response.

4.29 What, when and where form the basis of any outbreak objectives and this is best achieved by making them **SMART**:

- **S**pecific (so that it's clear what is expected);
- **M**easurable (to determine whether further action is required);
- **A**chievable (is it realistically possible);
- **R**elevant (look to achieve something consistent with plant health policy); and
- **T**imed (to develop strategies, tactics and the resources needed).

4.30 The IAP can also be supported by underpinning or task specific plans e.g. external communication plan, evidence commissioning plan. An IAP template is at Appendix VIII.

Lead government department meeting

4.31 Defra, as the lead government department (LGD), is responsible for the strategic command of the incident. The LGD meeting should be initiated by the CPHO to ensure the strategic Incident Management Team (IMT) in Defra have oversight of the incident. The meeting should take place regularly, dependent on the battle rhythm set by the Incident Commander (e.g. daily to begin with, but becoming less frequent as the response scales down). The meeting should discuss the latest Common Operating Picture along with any operational, policy or evidence issues etc. A template agenda for these meetings is at Appendix XII.

4.32 Participants will include key members of the strategic IMT, representatives from the Control Authority, Evidence Group, Communications, relevant policy teams, OGDs and/or Devolved Administrations and others as needed (e.g. Legal, other policy teams).

Evidence Group

4.33 An Evidence Group should be put together at the request of Defra's Head of Plant Health Evidence to assess evidence needs to support policy and planning decisions in the response and longer-term recovery phases. This group should consist of key personnel from the Plant Health Evidence and Analysis team (PHEA), plus other experts (internal

and external) as needed. The group should report to and be represented at the LGD meeting.

Notifications

4.34 Once the pest or disease has been confirmed, the relevant policy team will work with the CPHO to ensure that Ministers are informed. Defra will take responsibility for all appropriate notifications informing of the outbreak and action being taken by government, including stakeholders, the European Commission, the European and Mediterranean Plant Protection Organisation (EPPO) or the World Organisation for Animal Health (OIE).

Internal communications

Situation report

4.35 A situation report (Sitrep) is a brief report that is updated and distributed (on a daily or weekly basis at least initially) periodically during the response to an outbreak (template in Appendix IX). Sitreps may be used for reporting to Ministers, higher management, informing involved parties and as a basis for briefing staff within an IMT or in the field. The content of the report may need to be tailored according to the audience. The Sitrep will also feed into the core brief to ensure that the briefing and communications teams have the most up to date information available. It will also feed into the common operating picture for discussion at LGD meetings.

4.36 Sitreps are produced at set points in time during the response and outline details of the current situation, what is being done to resolve the outbreak, the outlook (or prognosis) and any issues that need to be resolved to achieve the outbreak objectives. When issued, new information can be included in **RED** as a quick reference to what may have changed from the previous Sitrep. The Situation Report should be factual and largely without interpretation or conjecture.

Common operating picture

4.37 The common operating picture (COP) sets out the latest position on the incident for use at a strategic level. It is used to inform the strategic IMT and LGD meeting and should go into more detail than the Sitrep. It should highlight the key issues for discussion and resolution at a strategic level.

4.38 The COP should be produced regularly to align with the timing of LGD meetings. As with the Sitrep, any new information should be highlighted in **RED** as a quick reference to changes from the previous report. A template for the COP is in Appendix XI.

Core brief

4.39 The core brief is a structured document prepared in peacetime by the relevant policy team covering all aspects of potential outbreaks. It is used to collate all the relevant information prior to an outbreak so that when one occurs, surplus information can be deleted (on non-relevant pests, management options, etc.) and it can be used by the briefing (for Ministers/senior management/Parliamentary Questions/etc.) and communications (internal and external) teams as a single source of information. It should contain the latest Sitrep and key issues, lines to take and background information on the pests/hosts/management options etc.

Briefings

4.40 Briefings allow for a structured update, usually provided orally, for teams/meetings often at the beginning of an operational period. At a strategic level they will usually be prepared by the relevant policy team, however at an operational or tactical level they will be prepared at an appropriate level. The briefing should follow the SMEAC format (template at Appendix X) to ensure that appropriate information is provided in an appropriate order. SMEAC is an acronym for situation, mission, execution, administration (and logistics) and command (control and communications), with recent convention adding an additional ‘S’, for safety, at the end.

4.41 Regular (e.g. weekly) Ministerial briefings will be prepared at a strategic level by the relevant policy team as an update on the latest situation or for discussion at the Monthly Biosecurity Meeting (MBM).

Battle rhythm

4.42 The Strategic Incident Commander, working with operations, will put in place a battle rhythm proportionate to the scope and magnitude of an outbreak situation. Updates for senior managers, including Cabinet Office (CCS) and No.10, and regular media briefing would be the norm for a major/significant outbreak. Outbreaks involving ministers (Defra or OGDs) will need to fit in with Cabinet Office/ministerial requirements particularly if COBR has been activated.

4.43 The 24 hour news cycle means that a major outbreak of a plant or bee pest or disease could maintain a high media profile. This also recognises that press officers may be dealing with a high level of media queries round the clock. We must also recognise that, in terms of the pace of the incident, while a plant health outbreak response usually differs from other contingency situations, including animal pest or disease emergencies, the communication of the government response must reflect the public perception of the scale and seriousness of the disease outbreak.

4.44 An example battle rhythm for the IMT and strategic command level during a major outbreak will be in the EOC Manual. The battle rhythm adopted should be proportionate to the scale of the incident and can be replicated at other command levels. The main point is

to ensure that there is a common understanding amongst those involved and that the battle rhythm supports working together.

Information sharing

4.45 To prevent unnecessary email traffic of large data files e.g. maps and photographs, which often leads to data limits being exceeded, outbreak teams will use an identified secure cloud based system (such as Huddle). Use of such a system prevents fire wall issues within the PHS and allows for information to be shared securely with stakeholders not part of government systems.

4.46 It is important that all information collected and used during an outbreak is securely stored and version control is followed when drafting documents.

4.47 Outbreak teams will follow an agreed data structure/scheme. The data items, including definitions and type (the "metadata") needs to be formally agreed before any sharing. This agreement needs to include, where appropriate, defined accuracy (e.g. GIS references) and update frequency.

External communications

4.48 It is important when an outbreak of a notifiable pest or disease of plants (including trees) and bees is confirmed that there are effective, timely and accurate communications with stakeholders, trade, the public and the media. A variety of communication methods will be used to provide information relevant to the pest or disease, reduce its impact and spread and to help with its eradication or control.

4.49 This section sets out how communications will be managed during an outbreak of a serious pest or disease of plants/bees in England.

4.50 Defra, as the LGD, is the focal point for:

- communication between central government and the multiagency recovery co-ordinating group(s) at local level; and
- co-ordinating and disseminating information for the public and the media at a national level.

4.51 The CPHO, based in Defra, has lead responsibility for contingency planning and co-ordination of the response in the event of a serious outbreak.

4.52 The Defra communications team is responsible for:

- ensuring that a robust and proportionate communications strategy is in place to meet the needs of a pest/disease outbreak situation;

- ensuring that internal and external communications channels are updated as appropriate;
- managing communications with the media;
- advising the Defra Secretary of State, other Defra Ministers and the CPHO on communications issues; and
- working with APHA and Forestry Commission communications colleagues as appropriate.

4.53 Within the incident management structure the Communication Officer will decide, in liaison with the Incident Management Team and the Defra communications team, on the appropriate communication protocol. See Appendix VI for more information on the Communication Officer role.

4.54 The key objectives for communications with stakeholders, trade, the public and the media are to:

- reassure people in affected areas that the government is effectively dealing with the outbreak;
- provide clear, factual information on what the disease or pest is, and point to existing resources on the Forestry Commission England website or GOV.UK;
- provide clear advice on any health risks the disease/pest poses to people and/or animals, and what the public can do to mitigate them;
- raise awareness of the outbreak among key stakeholders, industry and the general public; and
- encourage people to report findings and ensure they know the correct channels for doing this where appropriate.

Devolved Authority/cross border working

4.55 For incidents assessed as having cross border implications, the CPHO (for Black, Amber or Red outbreaks), the PHSI (for White outbreaks) or FCE where appropriate, will contact the relevant Devolved Administration officials to alert them and instigate an appropriate combined response.

Disease outbreak roles and responsibilities

4.56 At the beginning of this section the three levels of command (strategic, tactical and operational) that may be established during a pest outbreak (or where suspicion is strong

and confirmation is pending) and the process leading up to confirmation of a pest outbreak in plants/bees are described. This segment explains the command structure in more detail.

Strategic

Cabinet Office Briefing Rooms (COBR)

4.57 The United Kingdom maintains the capability to respond to a range of hazards and threats facing the country through the activation of central response arrangements within the Cabinet Office Briefing Rooms (COBR). The COBR mechanism facilitates cross-government decision-making and ensures Ministers and senior officials are provided with timely, coordinated and quality advice to enable quick and efficient decision making during times of national crisis.

4.58 COBR arrangements bring together Defra (the LGD), OGDs, international partners and other response organisations where appropriate to maintain a common understanding of the latest situation and provide advice on strategic issues to Ministers. It consists of a Ministerial decision group (National Security Council (Threats, Hazards, Resilience and Contingencies) (NSC(THRC)) and a number of supporting elements which ensure they have access to coordinated, timely, well-balanced advice. COBR is designed to be a flexible mechanism that can be adapted to the circumstances.

4.59 The decision to activate COBR in response to an outbreak in trees or plants would be taken jointly by Defra Ministers and by the Cabinet Office, Civil Contingencies Secretariat (CCS), in conjunction with No. 10. Once activated, CCS is responsible for running the COBR mechanism to co-ordinate the cross-government response to the outbreak in support of the LGD, although significant resources from the LGD will be required to input into COBR, in terms of staff resources and briefing. COBR meetings may be at ministerial or official level and chaired by Ministers or officials depending on the nature of the outbreak.

4.60 It is not anticipated that plant health outbreaks will usually escalate beyond a Level 1 emergency (as described by Cabinet Office). This means that there will not usually be a need for fast interdepartmental/agency decision making which might necessitate the activation of the collective government response although there may be value in using the COBR complex to facilitate the briefing of senior officials and ministers on an outbreak and its management.

Defra Ministers

4.61 The Secretary of State (SoS) has overall responsibility for the response. Their direct involvement will be dependent on the scale and circumstances of the outbreak and certain responsibilities may be delegated to other Defra Ministers. Their involvement is likely to be greater in a national scale outbreak with regional spread of the pest/disease. The SoS may be required to brief Parliament, the Cabinet and No. 10 about current risks and

pest/disease control measures. They may also be required to attend or chair COBR if activated.

4.62 During an outbreak in trees or plants Defra Ministers may be directly involved in the outbreak response. If considered necessary, the Minister may attend meetings of the Defra Emergency Executive Team (EET) and IMT briefings. The Minister will respond to Parliamentary Questions concerning the pest/disease outbreak and chair or attend meetings of the COBR (NSC(THRC)) if sitting. The Minister may also need to brief the Environment, Food and Rural Affairs (EFRA) Select Committee.

4.63 Defra Ministers may also be required to brief the media, although the CPHO will normally be Defra's main media spokesperson.

Government officials

4.64 Responsibilities of Senior Civil Service (SCS) officials will be delegated to an appropriate SCS level reflecting the circumstances of the outbreak. Officials will work in close collaboration to ensure an effective and optimum response to the outbreak, and the management of associated risks, consistent with our strategic objective for eradicating the pest/disease where possible and containment where not.

4.65 The main responsibilities of the senior officials involved in the outbreak response, as appropriate, are detailed below:

Defra Permanent Secretary

- Has ultimate responsibility for strategic decision making in Defra and as accounting officer for Defra;
- Decides if the outbreak merits an extraordinary meeting of the Defra Emergency Executive Team (EET);
- If necessary triggers, through CCS, the protocols set out in the Central Memorandum of Understanding on Mutual Aid and the Redeployment of Human Resources; and
- Works with the Secretary of State and the Director General of Food, Farming, Animal and Plant Health to ensure that No.10 is appropriately engaged and informed and horizon scan for wider government issues.

Director General for Food, Farming, Animal and Plant Health

- Member of the EET and principal advisor to Ministers on an outbreak;
- Provides strategic leadership and direction;

- Has overall responsibility for the disease response, in particular ensuring all issues – policy, scientific and operational – are properly considered;
- Provides direction on reprioritising work within Defra, if necessary, to ensure resources are made available for the outbreak effort; and
- Is responsible for resolving issues where it hasn't been possible to arrive at an agreed policy position.

Chief Veterinary Officer UK (CVO UK)

- Is also the CVO for England and confirms presence of animal disease in England;
- Leads a coordinated response to outbreaks relating to animals (including bees), working closely with the Director General for Food, Farming, Animal and Plant Health, the Director for Animal and Plant Health and the Chief Executive of APHA, taking account of risk and evidence and issues such as impact on stakeholders, public acceptability and practicality of delivery;
- Acts as Defra's main spokesperson on animal and bee related outbreaks and the disease control policies deployed;
- Provides challenge to veterinary (and scientific) advice given to inform outbreak decision making and is ultimately responsible for veterinary advice to ministers and senior officials; and
- Leads on behalf of the UK in international veterinary fora and is responsible for liaison with the European Union Standing Committee on Plants, Animals, Food and Feed Health (SCoPAFF), other EU member states and the OIE.

Defra Director for Animal and Plant Health

- Owns plant and bee health policy and leads the policy response at strategic level;
- Ensures the outbreak is aligned with Defra's plant health strategy and that all of the relevant policies are taken into account;
- Sets the overall objectives for the outbreak in conjunction with the CPHO and the Chief Executive of APHA and Forestry Commission Director for England; and
- Undertakes horizon scanning for strategic issues and shape of future policy.

Chief Plant Health Officer (CPHO)

- Confirms presence of plant pest or disease outbreak in England on the basis of appropriate test results;

- Leads co-ordination of the response to the outbreak, working with the DG for Food, Farming, Animal and Plant Health, and the Director for Animal and Plant Health, plus the Chief Executive of APHA and Forestry Commission Director, Forest Services, taking account of risk, evidence and issues such as impact on stakeholders, public acceptability and practicality of delivery;

- Acts as Defra's main spokesperson on the outbreak and on the disease/pest control policies deployed;

- Provides challenge to scientific advice given to inform outbreak decision making and is ultimately responsible for plant health advice to Ministers and senior officials;

- Leads on behalf of the UK in international phytosanitary fora, and is responsible for liaison with the International Plant Protection Convention (IPPC), EPPO and the European Commission Directorate General for Health and Consumers;

- Leads on developing and interpreting control and movements policy and delivering the policy response at a tactical and strategic level;

- Ensures advice, recommendations and briefing is provided to Ministers and others on tactical strategic aspects of the outbreak, including exit strategy;

- Ensures stakeholders are informed at national level when controls are put in place, pest/disease is confirmed and on policy decisions during an outbreak;

- Works in partnership with other parts of the disease response, stakeholders and devolved administrations to identify risks and issues which may impact on the disease control objectives;

- Ensures appropriate control measures are implemented within the relevant legislative framework; and

- Chairs the CCG and LGD meetings.

Defra Director of Food and Farming

- Leads on food policy; and

- Leads on re-establishment of international trade.

APHA Chief Executive / Forestry Commission Director Forest Services

- Leads delivery of operational and tactical response (as appropriate where APHA or FCE are the Control Authority) and briefs Ministers and senior officials on pest/disease control operations;

- Plans effective delivery of strategic and tactical decisions;

- Ensures appropriate management of all operational pest/disease control staff (including those from the Defra family and elsewhere) and authorises recruitment of extra staff where appropriate;

- Provides Defra's Permanent Secretary with information regarding control and recovery operations; and

- Liaison and engagement with relevant LRF's, Category 1 and 2 Responders and other sectorial organisations (e.g. CONFOR, Woodland Trust, private woodland, farm and nursery owners).

Defra Chief Scientific Adviser (CSA) and Deputy Chief Scientific Adviser (DCSA)

- Provides challenge to scientific advice provided and accountable for challenges to all scientific advice on disease outbreaks to Ministers;

- Communicates with the Government's Chief Scientific Adviser (GCSA) and strategic bodies e.g. NCS(THRC). Considers activation of the Government's Scientific Advisory Group for Emergencies (SAGE) in consultation with the CVO, CCS and GCSA;

- Represents science and Defra at high level meetings, public fora and communicates with the media on science underpinning Defra matters; and

- Horizon scans for strategic issues, attend media briefings, stakeholder group meetings and other meetings as necessary and provide regular briefing to the GCSA.

Assistant Chief Plant Health Officer (ACPHO)

- Deputises for the CPHO as needed;

- Makes recommendations to the Plant Health Risk Group (PHRG); and

- Undertakes horizon scanning for tactical risks and issues and attends stakeholder meetings as necessary.

Strategic Incident Management Team

4.66 The roles of a Strategic Incident Management Team within the Plant and Bee Health Incident Management System are described in Appendix VI. The team will work at a strategic level. These roles are likely to be filled by people from Defra. Both FCE and APHA Incident Management Teams report to the Strategic IMT.

4.67 At a strategic command level the key roles are:

- Strategic Incident Commander;
- Strategic Operations Commander;
- Strategic Communication Officer;
- Strategic Intelligence Officer.

Plant Health, Bees and Seeds Programme, including Risk and Horizon Scanning Team

- Supporting the CPHO and ACPHO in their roles;
- Development of generic and pest-specific contingency plans;
- Providing personnel to take up key roles in the Strategic Incident Management Team;
- Liaising with Fera Science Ltd. or Forest Research on diagnostic issues and other pest-specific issues, inviting them to join the IMT as necessary;
- Assisting with mapping of outbreaks as necessary;
- Liaising with Defra communications colleagues to respond to media queries, as well as dealing with any correspondence, parliamentary questions, or briefing as required;
- Ensuring a core brief relating to an outbreak is drawn up with key high-level lines to take, and more detailed standardised lines for briefing Ministers;
- Ensuring that finance issues are resolved;
- Liaising with Defra Legal in relation to any legal issues, including where there may be a need for legislation (e.g. national movement restrictions);
- Liaising with other policy areas across Defra as required to ensure any issues are resolved/mitigated as quickly as possible; and
- Liaising with EU and International counterparts regarding the outbreak as needed, including notification to the European Commission where required to do so.

Plant Health Evidence and Analysis (PHEA)

- Reviewing the evidence available in relation to the confirmed pest/disease;
- Assessing and commissioning additional research/evidence requirements relating to the outbreak;

- Analysis of the socio-economic impacts of the outbreak and the costs and benefits of the policy options on industry and the wider economy;
- Analysis of the environmental impacts of the pest/disease; and
- Providing experts for the Evidence Group.

Non-native species policy

- Delivery of the GB invasive non-native species strategy;
- Advice in relation to legal provision for control of Asian Hornet (and other non-native species); and
- Liaising with the Non-Native Species Secretariat.

Plant Health Risk Group

- Complete and review Pest Risk Analyses in relation to pests and diseases of high risk to the UK;
- Undertake a monthly review of threats; and
- Horizon scanning for new and emerging plant pest/disease risks.

Defra communications

- Ensuring that the department has a robust and proportionate communications strategy in place to meet the needs of a disease outbreak situation;
- Providing personnel to cover the Strategic Communications Officer role in the Strategic Incident Management Team;
- Ensuring that internal and external communications channels (including gov.uk, Defra Helpline and social media) are updated as appropriate;
- Manage communications with the media;
- Advise the Secretary of State, other Ministers and CPHO on communications issues; and
- Work with APHA and Forestry Commission communications colleagues as appropriate.

Defra Legal

- Providing advice to ensure any outbreak response operation complies with our domestic and international legal obligations; and

- Liaising with policy colleagues to ensure pest and disease control policies support the above.

Other Defra policy areas

4.68 It may be necessary to liaise with other Defra policy areas including: biodiversity; food and farming; and waste. These policy areas will retain an overall lead in relation to that policy but may be required to input to planning, response or recovery from an outbreak as needed.

Tactical and Operational

4.69 The tactical response is co-ordinated by the Incident Management Team. Key roles at a tactical command level are:

Incident Management Team

4.70 The roles of an incident management team within the Plant and Bee Health Incident Management System are described in Appendix VI and FCE's Operational Guidance Booklet 17b – Managing Incident in the Forestry Commission (please see for further details on Forestry Commission specific IAP, SitRep etc.).

4.71 At a tactical command level the key roles are:

- Incident Commander;
- Operations Commander;
- Communications Officer;
- Intelligence Officer;
- Planning Officer;
- Logistics Officer;
- Finance Officer.

Animal and Plant Health Agency (APHA)

4.72 APHA is an executive agency of Defra. The Plant Heath and Seeds Inspectorate (PHSI), comprising of the Plant and Bee Health Advisory team and Field Operations, will undertake the role of the Control Authority.

4.73 In relation to outbreaks APHA's role includes national and/or local incident management; commanding, controlling and coordinating one or more Tactical and

Operational Incident Management Teams and reporting to Defra's strategic command level as LGD.

Forestry Commission England (FCE)

4.74 FCE is formed from two agencies and one non-ministerial government department.

4.75 Forest Services is the non-ministerial government department / public body which has undertaken the role of the Control Authority for tree health on behalf of Forestry Commission England. In relation to outbreaks, FCE's role includes National incident management; commanding, controlling and coordinating one or more Site or Local Incident Management Teams and reporting to Defra's strategic command level as LGD.

Natural England (NE)

4.76 As government's independent adviser on the natural environment, NE is focussed on conserving and enhancing England's biodiversity and landscapes, and maximising the benefits they bring to the public. This includes:

- Providing advice in relation to maintenance and condition of protected sites such as SSSIs and National Parks;
- Managing the majority of the National nature reserves;
- Managing England's agri-environment schemes;
- Licensing authority for protected species; and
- Implementation of open access legislation, including regulation for temporary closure.

4.77 NE will provide advice regarding any action taken during the response or recovery phases that may impact on areas it has responsibility for. It will also need to be involved operationally where action is needed on sites that it manages and may need to be involved at a strategic level in some cases.

Environment Agency (EA)

4.78 The EA will work mainly at a tactical and operational level with, and provide support to, the PHS as well as landowners to minimise the environmental effect of an outbreak and the necessary control measures. They may also need to be involved at a strategic level in some cases. They will:

- Provide advice and management options, particularly in relation to waste;
- Advise on pollution prevention issues;
- Monitor the impact of the outbreak on the environment as needed; and

- Provide liaison officers if required.

Local Resilience Forums

4.79 Local Resilience Forums (LRFs) are multi-agency partnerships made up of representatives from local public services, including the emergency services, local authorities, the National Health Service (NHS), the EA and others. These agencies are known as Category 1 Responders, as defined by the Civil Contingencies Act.

4.80 LRFs are supported by organisations, known as Category 2 responders, such as Highways England and public utility companies. They have a responsibility to co-operate with Category 1 organisations and to share relevant information with the LRF. The geographical area the forums cover is based on police areas.

4.81 The LRFs aim to plan and prepare for localised incidents and catastrophic emergencies. They work to identify potential risks and produce emergency plans to either prevent or mitigate the impact of any incident on their local communities.

4.82 LRFs should be contacted and utilised where needed in the response phase. They can be a useful source of local knowledge.

Section 5: Recovery

Scale down of the disease control response

5.1 As part of the recovery phase it will be necessary to scale back on resources once certain parts of the outbreak or incident management response are completed. The CPHO, FCE's Forest Services Director, Corporate and Forestry Support, APHA's Chief Executive or Director of Plant Health and the strategic Incident Commander will decide when it is appropriate to de-escalate and reduce the battle rhythm. When operations are at a sufficiently low level, they will agree the timing of the closure of the IMT.

5.2 To enable affected stakeholders to submit views and plan effectively, consideration of options to scale back control action will be communicated as early as possible in advance of decisions being taken.

5.3 When and if policy makers deem that eradication is no longer a viable option then there will be a move towards containment. The determination of such a break point could be based on a number of evidence-based criteria such as % of host species lost, a set number of hectares lost, number of individual outbreaks, resources needed, or a combination of these.

5.4 This and other contingency plans will be reviewed on an annual basis to accommodate any significant changes in pest/pathogen distribution, dispersal, refinement of surveillance techniques, legislation changes or changes in policy.

Appendix I: Incident phases

Incidents can be broken up into distinct phases to help define a common operating picture (COP) across to all levels of incident management. Table 3 provides a description of the phases and timescales across response and recovery.

Table 3 – Incident phases

<table>
<tr><td>Timescale</td><td colspan="4">Short-term</td><td colspan="2">Medium to Long term</td><td colspan="2">Long-term</td></tr>
<tr><td>Phase</td><td>1</td><td>2</td><td>3</td><td>4</td><td>5</td><td>6</td><td>7</td><td>8</td></tr>
<tr><td>Description</td><td>Detection</td><td>Initiation</td><td>Incident assessment</td><td>Start of operations</td><td>Maturity of operations</td><td>Handover</td><td>Recovery</td><td>New Normal</td></tr>
<tr><td>Response</td><td rowspan="2">Possible detection of quarantine or other harmful pest or disease</td><td rowspan="2">CCG defines control authority and alert status and informs relevant IMT to set up</td><td rowspan="2">IMT assessment of incident and planning for response and recovery</td><td rowspan="2">IMT start of response and recovery</td><td>IMT response tactical and operational activities mature</td><td>Closure of response operations and IMT</td><td colspan="2">N/A</td></tr>
<tr><td>Recovery</td><td>IMT recovery strategy is implemented</td><td>Handover of incident into the recovery</td><td>Ongoing recovery activities</td><td>Closure of recovery activities</td></tr>
</table>

Appendix II: Template for a pest-specific contingency plan

Introduction

- A general description of the purpose of pest-specific contingency plans, including reference to the generic contingency plan.

Scope

- Identity of the pest covered by the plan;
- The environmental scope i.e. does it cover outbreaks in just agricultural / horticultural / forestry situations etc.;
- A description of the stakeholder consultation procedure that the plan has been through if applicable.

Anticipation and Assessment

- Brief background information on pest and risk assessments carried out. Data sheet on pest should be included as an annex;
- Outbreak objectives;
- Legislation relevant to the pest/outbreak.

Response: Official action on suspicion

Strategic actions on suspicion

- Hold a CCG – indication of the organisations and roles to be involved;
- Precautionary communications lines (if might become or is public knowledge);
- Agree way forward.

Tactical/Operational actions on suspicion

- Holding consignments and movement / planting restrictions;
- Restrictions on movement of material and equipment to and from the place of production;
- Precautionary measures to prevent further spread of the pest;

- Preliminary tracing forward and backward to identify suspect material located at suppliers, propagators and wholesalers, including any clonally-related or potentially contaminated stocks, where appropriate.

Confirming a new outbreak

Information requirements

- How to survey to determine whether there is an outbreak including a list of the information that needs to be gathered in the field such as:
    - Likely origin of the pest and, if a consignment of plant and plant product is suspected to be at the origin of the outbreak, details such as other points of destination;
    - Geographical location and ownership of the affected site including any abiotic factors that may influence the outbreak e.g. public access, presence of watercourses, etc. Include maps if possible;
    - Hosts infested at the site (species, variety, development stage, etc.);
    - When and how the pest was detected and identified (including photographs of symptoms);
    - Level of pest incidence and where appropriate, life stages present;
    - Extent and impact of damage (including part of host affected);
    - Recent import or movement of host plants or host plant products into and out of the affected site;
    - Movement of people, products, equipment and vehicles, where appropriate;
    - Relevant treatments applied to host plants that may affect development of symptoms or detection and diagnosis of the pathogen;
    - Relevant cultural practices (e.g. grown indoor/outdoor, irrigation, cropping history, etc.);
    - History of the pest on the site, place of production or in the area.

Sampling

- A description of the procedure for the dispatch of the samples to a laboratory and details of the test method together with the diagnostic criteria that will lead to presumptive diagnosis. Records to be made and linked to sample.

Diagnostic procedures

- The test(s) required for a positive confirmation will be given and, if available, reference to the EPPO Diagnostic Protocol (series PM 7) or other published test(s) should be made. The diagnosis should be rigorous enough to withstand scientific or legal challenge.

Criteria for determining an outbreak

- Description of the circumstances that will initiate an eradiation campaign. e.g. will an outbreak only be declared if the organism is found on established as opposed to recently imported plants.

Response: Official Action on confirmation

Strategic actions on confirmation:

- Notifying ministers/seniors – pest-specific;
- Notifying others – EU, etc.;
- Outline communications strategy including media handling, direct stakeholder communications, direct public communications, social media, sleeping webpages, etc.

Tactical/Operational Actions on confirmation

This section may be repeated for different environments as necessary, e.g. outbreaks in nurseries / outbreaks in private gardens / outbreaks in forests. Should be short summaries with detail included in SOPs.

Surveillance

- Definition of areas to be surveyed, methods to be used and frequency and timescale. Reporting procedures (where does the information go? where is it held?).

Demarcated zones

- Define whether voluntary or statutory demarcated zones will be established and how relevant parties will be informed. What restrictions on movement and cropping will apply?
- Note what these zones are for – decontamination / movement restrictions / management?

Tracing forwards / backwards

- Procedures for completing the tracing activities.

Pest Management procedures

- Description of pest management activities that should be carried out such as the application of plant protection products, destruction of infested plants / potentially infested plants.

Decontamination procedures

- How to decontaminate footwear, clothing, tools and machinery, growing areas (including fields, glasshouses, hydroponics where appropriate).

Tracing forwards / backwards

- Procedures for completing the tracing activities.

Pest Management procedures

- Description of pest management activities that should be carried out such as the application of plant protection products, destruction of infested plants / potentially infested plants.

Disposal plan

- Methods for safely storing and disposal of infested or probably infested plants or plant parts, solid waste or liquid waste, including appropriate timescales:
    - Infested or probably infested plants or plant parts;
    - Solid waste (including material used for handling plants, equipment, gloves etc. on outbreak site); and
    - Liquid waste (including irrigation water, disinfection liquids, etc.).

Recovery: Review measures in the cases of prolonged official action

- If continuing official action is required within the delimited area over a prolonged period, a review of eradication and containment measures should be regularly undertaken to determine the success and cost-effectiveness of measures in the longer term. This review will involve consultation with stakeholders and should include:
    - Evaluation of the effectiveness of current measures;
    - Evaluation of the economic impact and cost-effectiveness of continuing existing measures;

    - Consideration of further measures to strengthen containment and eradication actions;
    - Consideration of statutory obligations and impact on import and export procedures;
    - Consideration of alternative approaches, including pursuing measures to contain the pest rather than eradication or even the cessation of statutory action.

- In circumstances where it is considered that the pest cannot be eradicated or contained and official action is no longer considered appropriate, stakeholders should be consulted and a timetable and mechanism agreed for the removal of official measures and for the dissemination of pest management information as appropriate.
- Review recommendations are likely to need ministerial agreement, particularly where prolonged management incurring significant costs; and/or significant impacts on import/export are involved.

Criteria for declaring eradication / change of policy

- The period of pest freedom required to confirm eradication will depend on the biology of the pest concerned and the level of infestation found. It will also take into account the reliability of the evidence which can be influenced by characteristics of:
    - Inspection and detection methods;
    - Intensity of monitoring program;
    - Ease of detection;
    - Characteristics of the surveillance area.
- Eradication success will be determined by confirmation of an agreed period of freedom from the pest. This may be for at least two generations of the pest or two complete crop cycles, or a suitable time period without relevant hosts and will be determined on a case-by-case basis. The lifecycle and epidemiology of the pest may result in long-term crop restrictions being placed on the infested area to prevent re-infestation. Monitoring activities will also be undertaken as appropriate to confirm absence of the pest.

Evaluation and review of the contingency plan

- When the plan will be reviewed – post-outbreaks; and/or annually as a minimum;
- Lessons Identified from outbreaks should be included in any review of the plan; other internal documents and tools; and any SOPs in place.

Appendix III: Investigation template

PLANT PEST INVESTIGATION TEMPLATE – FOR SUSPECT AND CONFIRMED OUTBREAKS

Response Officer	
Date of first report	
Name of pest/disease	
Provisional or confirmed identification or diagnosis of pest/disease (estimated date of confirmation, if applicable)	
Location of outbreak (including Map/s)	
Host or commodity affected	
Level of pest/disease and damage	
Known extent of outbreak including premises, fields/crops, plants affected.	
Likelihood of further spread	
Any provisional action taken	
Any other factors which may influence eradication or containment action, such as mechanisms of spread within the area, climatic and soil conditions, cultivation practices, local infrastructure and the location of any sensitive habitats e.g. SSSI	
Any intelligence on trade/public, media or political interest	

Appendix IV: Outbreak assessment by CCG

Factors for CCG to consider in assessing severity of an occurrence in England of a non-indigenous pest or disease of plants.

General Factors to be considered	**Response**	
What precisely is the organism?		
Are there strain differences within the species?		
What is its statutory status?		
Is it listed by the EC or EPPO?		
Where does it occur? Are there any previous UK or EC records?		
What is the host/s and its host range?		
How damaging is it to known hosts?		
Is there potential for it to affect new hosts?		
How likely is it to become established in the UK or EC?		
What is its potential likely to be as a pest in the UK or EC?		
What are the possibilities for control or eradication and the likely costs?		
Factors to be considered	**Scale of risk**	
	LOW	**HIGH**
Number of premises known to be infected	<5	>5

Probability of other premises/crops being infected	low probability	high probability
Possible number of premises/crops infected	<5	>5
Value of plants/crops potentially infected	<10k	>10k
Is the outbreak in a protected crop, rather than an outdoors crop?	Yes	No
Is there a high potential for spread of the pest/pathogen?	No	Yes
Will the outbreak interfere with exports?	No	Yes
Is the outbreak a threat to human health?	No	Yes
Is the outbreak a threat to animal health?	No	Yes
Has the pest/pathogen a ‘public’ profile?	No	Yes
Has the host a ‘public’ profile?	No	Yes
Will the presence of the pest have a significant environmental impact?	No	Yes
Is sabotage/terrorism suspected?	No	Yes

Appendix V: Plant and Bee Health Incident Management System

An incident management system (IMS) provides the following:

- Adaptability and scalability – The size and structure of the Incident Management Team (IMT) should reflect the size and complexity of the outbreak and the stage of the response and recovery;
- Uniform terminology – Agreed terminology and definitions will enable effective communications between agencies and between members of the IMT;
- Defined management structure – Clearly defined and agreed management structures that can be applied and understood by all based on functional management;
- Defined roles and responsibilities – Clearly defined and agreed responsibilities for all appointed to a role in the management structure;
- Defined information flows – Clear reporting lines within the management structure;
- Common operating picture – A description of the shared and consistent understanding the IMT has of the outbreak, gathered from a variety of sources to support decision making.

Incident management structure

A key element is of one person, the Incident Commander, being in charge of an outbreak. The Incident Commander will set up a management structure to deliver the functions of incident management. By delegating these functions the Incident Commander creates an IMT, thereby retaining accountability, but no longer the responsibility, for the delegated task.

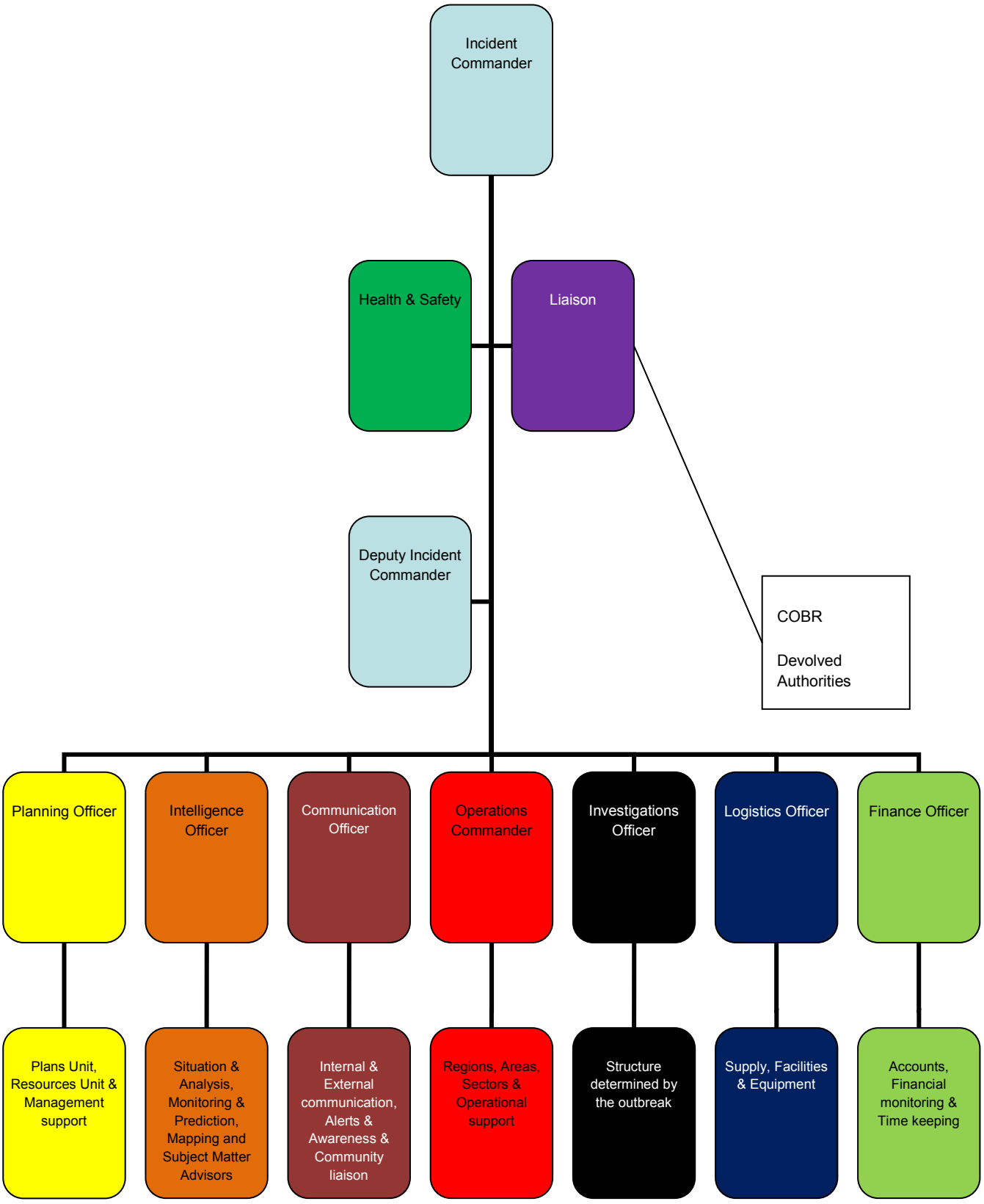
When creating a management structure the outbreak determines its size and nature. It must be adaptable and reflect the complexity and scale of the outbreak. At a small outbreak e.g. Black alert or during the early stages of what may become a large or complex outbreak e.g. Amber alert, the Incident Commander may manage all functions.

At the onset, or as the outbreak develops, the Incident Commander may choose to delegate the responsibility for managing some or all of the management functions due to the need for deployment of resources beyond initial response, regionalisation, an increase in complexity, scale or risk e.g. Amber alert.

In large or complex outbreaks groups of tasks may be delegated further to allow for a manageable span of control. The management structure may expand to have separate people and teams managing delivery of each management function. This will be

determined by the volume of information, need for specialisation, level of threat, size and complexity, duration and available resources. A fully expanded structure is demonstrated at Figure 2.

Figure 2 Fully expanded structure



The IMT comprises the Incident Commander, any appointed Deputy, and appointed officers leading the functional sections. They are the individuals responsible for implementing the plan.

For a Strategic Command the minimum IMT structure should consist of the Incident Commander, Operations Commander, Communications Officer, Planning and Intelligence Officer.

Appendix VI: Incident Management Team

Incident Commander

- One Incident Commander will be appointed to take overall responsibility for managing all activities related to an outbreak. The Incident Commander is usually appointed by the Control Authority.
- The role of Incident Commander is formally delegated from the control authority and the appointment is communicated and understood by all persons and agencies involved with the outbreak.
- The role of the **Operational Incident Commander** is to:
    - Assess the extent of the outbreak, the number of resources and risks;
    - Prioritise objectives;
    - Develop and implement the plan taking into account SOP's and OG;
    - Communicate and control the plan; and
    - Evaluate effectiveness of the plan.
- In addition the role of the **Tactical Incident Commander** is characterised by the need for one or a combination of:
    - Deployment of resources beyond the initial response;
    - Dividing the outbreak into sectors or regions; and
    - Establishing functional sections due to its complexity.
- The role of the **Strategic Incident Commander** is to:
    - Establish a framework for the overall management of the incident;
    - Establish a policy within which the Tactical Incident Management Team(s) will work;
    - Determine and record strategic objectives;
    - Provide resources, or set limitations on resources;
    - Prioritise the demands coming from Tactical Incident Commanders;
    - Ensure clear lines of communication;

    - Undertake appropriate liaison with other agencies and stakeholders; and
    - Plan beyond response.
- The Incident Commander will approve, implement and monitor the Incident Action Plan.

Operations Commander

- The operations function is responsible for the implementation of strategies and the management of all activities and resources assigned to the Operations Section that are used to resolve the outbreak.
- The Operations Commander has overall responsibility for:
    - Establishing and managing an Operations Section, if necessary, for large and complex outbreaks;
    - Managing resources allocated to the Operations Section;
    - Managing resources allocated to resolve the outbreak;
    - If delegated by Incident Commander establish and review Health and Safety procedures; and
    - Ensure effective communication of the Incident Action Plan, Situation Reports and intelligence gathered from the IMT to operational staff.
- The complexity of the outbreak may require the Operations Section to be split into units allowing for greater specialisation. These units may include:
    - Infected/infested premises operations – All activities to eradicate or contain the pest/disease;
    - Forward command posts – Establishing local command posts. If established these will report directly to the Operations commander; and
    - For large incidents define and communicate divisions and sectors to help management.

Planning Officer

- The planning function is responsible for evaluating and analysing intelligence, developing potential objectives and strategies, preparing and disseminating plans and the collection and maintenance of resource allocation.
- The Planning Officer has overall responsibility for:

- Establishing and managing a Planning Section, if necessary, for large and complex outbreaks;
- Preparing and delivering the plans and strategies required to eradicate or contain the outbreak;
- Maintaining a management system to register all resources requested, allocated to or released from the outbreak; and
- Assemble, maintain and provide outbreak information.

- The complexity of the outbreak may require the Planning Section to be split into units allowing for greater specialisation. These units may include:
  - Plans unit – Develops and documents the Incident Action Plan, and any supporting plans, needed to deal with the outbreak;
  - Resources unit – Gathers, maintains and presents information on outbreak resources. This unit should include resource management, resource tracking and demobilisation; and
  - Management support unit – Provides administrative and document management services.

Intelligence Officer

- The Intelligence function will generally be undertaken by an Intelligence unit within the Planning section. However, the Incident Commander in liaison with the Planning Officer may decide that the complexity or scale of the outbreak requires a separate Intelligence section.
- The Intelligence function is responsible for the collection and processing of information and the Common Operating Picture.
- The Intelligence Officer has overall responsibility for:
  - Establishing and managing an Intelligence Section, if necessary, for large and complex outbreaks;
  - Collecting information on the current and forecast situation;
  - Processing that information into timely, accurate and relevant intelligence;
  - Organising and displaying that intelligence in a form that is relevant and accessible;
  - Assessing evidence needs and recommending potential evidence work; and

- Ensuring that critical intelligence needs are met and a Common Operating Picture is shared to support decision making, planning and monitoring the outbreak.

- The complexity of the outbreak may require the Intelligence Section to be split into units allowing for greater specialisation. These units may include:

    - Situation and Analysis unit – Collects, analyses and organises situation information and data for the Common Operating Picture ensuring it is current and relevant. Provides advice to the IMT, senior managers and stakeholders including regular Situation Reports;

    - Modelling and Predictions unit – Using modelling tools to predict outbreak developments and potential outcomes of actions to feed into the planning process;

    - Mapping unit – Provide mapping information with relevant supporting documentation;

    - Subject Matter Advisers unit – Subject matter advisers are delegated by the Incident Commander or the appointed Officer, for example the Intelligence Officer to:

        - Communicate professional and technical (e.g. scientific, policy and regulation) advice in reply to an incident;

        - Ensure that professional and technical advice is fully considered in the Incident Action Plan;

        - Ensure that professional and technical advice is being used effectively in strategy and tactics as well as operationally.

Investigations Officer

- The complexity, scale or nature of the outbreak may require the establishment of an Investigations function with responsibility for identifying how a pest/disease entered, where it has spread and proving freedom from the pest/disease.

Logistics Officer

- The logistics function is responsible for obtaining and maintaining human and physical resources, facilities, services and materials.

- At a small outbreak the Incident Commander may deliver the logistics function but, if necessary, a Logistics Officer may be appointed with overall responsibility for:

    - Establishing and managing a Logistics Section, if necessary, for large and complex outbreaks;

- Managing those activities necessary to provide logistical support during the outbreak.

- The complexity of the outbreak may require the Logistics Section to be split into units allowing for greater specialisation. These units may include:
    - Supply unit – acquire and distribute equipment required;
    - Facilities unit – To obtain and manage necessary facilities and accommodation e.g. Portable welfare units.

Finance Officer

- This is normally a unit within the Logistics Section, however the complexity, scale or nature of the outbreak may require the establishment of an Finance Section.

- The Finance function is responsible for the management of contracts and procurement, payments, account records and time records.

- The Finance Officer is responsible for:
    - Establishing and managing a Finance Section, if necessary, for large and complex outbreaks;
    - Managing those activities necessary to provide sound financial management during the outbreak.

- The complexity of the outbreak may require the Finance Section to be split into units allowing for greater specialisation. These units may include:
    - Accounts unit – Accounts of purchases and to manage contracts;
    - Financial Monitoring unit – Collect cost data, performing cost-benefit analysis and providing cost estimates for the outbreak.

Communications Officer

- The Communications function is responsible for the provision of clear, accurate and targeted information to the appropriate audiences.

- The Communications Officer is responsible for:
    - Informing and coordinating Defra and central government information;
    - Identifying early any issues of interest to the media and the public;
    - Managing communications with the media (which are likely to be extensive for a high profile outbreak) and assist policy colleagues with key messages, deliver timely, integrated communications advice to Ministers;

- Providing key messages to staff and liaise with local Communications teams; and

- Communication with all affected stakeholders. For each significant outbreak or incident of a pest or pathogen it is important that there are effective, timely and accurate communications targeted at the affected importers, nurseries, grower, private landowners, farmers, landscapers and amenity sectors, beekeepers, other affected stakeholders including across government, the public and the media. Appropriate communications tools including online and social media will be used to assist in influencing behaviours to reduce the impact and spread of disease and to provide accurate, timely updates on the latest situation.

- The complexity of the outbreak may require the Section to be split into units allowing for greater specialisation. These units may include:

    - News and Media unit - Developing materials for use in media briefings, obtaining the relevant approval for media releases, informing media and conduct media briefings, consider and oversee appropriate use of social media, arranging for tours and other interviews or briefings as requested and obtaining media information that can be useful to incident planning and management;

    - Web and Social media unit - Posting information relating to the incident onto government websites and other web based interfaces including social media;

    - Helpline unit - Supervising and facilitating the establishment and maintenance of a helpline, as a source for stakeholder information. Such helplines may be internally hosted or outsourced to another organisation or commercial provider;

    - Stakeholder engagement unit - Relates to the affected stakeholders including the local community. This may involve engaging with individuals either directly or indirectly affected, as well as affected industries and their member organisations; and

    - Internal Communications unit – Working with the Planning Sections Communications Planning unit to develop and ensure staff receive timely, appropriate and accurate information on the outbreak including staff lists, with responsibilities, and the Incident Action Plan.

Appendix VII: Key posts in Defra, APHA, FCE & FCCB and potential roles

Preliminary assessment

Job title

Incident Management Team (IMT)

Function	Job title	Organisation
Incident Commander		
Planning Officer		
Intelligence Officer		
Investigations Officer		
Operations Commander		
Communications Officer		
Logistics Officer		
Finance Officer		

IMT Supporting Team

Function	Unit	Job title	Organisation
Planning Section	Resource Unit		
	Communications Unit		
	Management Unit		
	Subject Matter Advisors		
Intelligence Section	Situation & Analysis Unit		
	Modelling & Predictions Unit		
	GIS		
	Subject Matter Advisors		
Communications	Information & Warning Unit		
	Media Unit		
	Community Liaison		
	Internal Communications		
Investigations			
Safety Officer			
Logistics			
Liaison Officers			

Subject Matter Advisors

Specialism	Job title	Organisation

Appendix VIII: Template Incident Action Plan for a Plant/Bee Health Incident

Operational/Tactical/Strategic **Incident Action Plan** Date:
Outbreak title
Location
Situation
Current
Predicted
Outbreak Objectives (Specific objectives needed to fulfil the strategy for the pest)
Overall outbreak objectives
Objectives for this operational period:
Alternative objectives:
Response (Specific actions needed to fulfil the objectives)
Command, Control & Co-ordination
Management structure (Include IMT structure, reporting lines, functional managers/teams, contact lists)
Liaison (Detail liaison arrangements with stakeholders, LRF, DA's etc)
Communications (Media plans, data structure, internal communications, COP, Battle rhythm etc)

Health & Safety (Site assessments, PPE requirements, hazards, mitigations)	
Resources	
Staff (Staff available, needed, location, skills required, contact details)	
Equipment (Equipment lists, locations, quantity)	
Accommodation	
Supporting documentation (Any additional maps, tables or diagrams)	
Prepared by:	Approved by:

Note: Forestry Commission England will use its own IAP. See OGB17b for more details.

Appendix IX: Situation Report template

SITUATION REPORT	
Outbreak:	
Subject:	Date / Time:
Sit Rep from: (Team / Function)	
Sit Rep to:	
Report number:	

Current situation/progress since last report:
Current action/action since last report:
Issues outstanding:
New issues:
Support required:
Next Sitrep:
Distribution:

Note: Forestry Commission England will use its own IAP. See OGB17b for more details.

Appendix X: Briefing template (SMEAC format)

Situation	Describes what has happened and perhaps what has been done. Maps and other GIS products can be useful in describing the current situation.
Mission	Describes what is to be achieved. This may include the response objectives appropriate to the level at which the briefing is being delivered.
Execution	Describes how the response objectives are to be achieved. It will include instructing groups or individuals to undertake specific functions or tasks. A briefing will generally explain what needs to be done, not how to go about doing it. Execution may be expressed in terms of : • General Outline; • Groupings and tasks; • Coordination Instructions.
Administration and Logistics	Describes the administrative and logistical arrangements required to undertake the allocated functions or tasks. At a higher level this may include transport, accommodation and catering arrangements for all involved, where at a lower level it may include details on how to obtain stationery or the forms required for a specific task.
Command and **C**ommunication	Describes clearly the chain of command and communication arrangements for the response. Organisational charts and diagrams can be useful to convey this information.
Safety (if included)	Describes the Health & Safety, PPE, biosecurity requirements and safety hazards relevant to the level of briefing being conducted.
Questions	Conclude the briefing by seeking and answering questions from those being briefed.

Appendix XI: Common Operating Picture template

Common Operating Picture

SITREP number:

Date: dd-mm-yyyy

Time (24hrs): xx:xx hrs

Lead Official:

Email:

Tel:

Alternative contact:

Email:

Tel:

This Situation Report provides key information and data on the present situation. It has been validated by the IMT. The information contained herein can be disseminated to other agencies as necessary – where clarification is required the lead official should, in the first instance, be contacted.

New information is highlighted in RED

1. Department key issues

2. Key issues for COP

3. Current situation

Ad hoc information will be required on issues/concerns in the following areas:

Plant/Bee Health – Details of impact on plant/bee health

Transport – Road and rail disruptions

Tourism – Details of impact on local/regional tourism industry

Community – Details of local issues, safety etc

Business issues – Businesses affected

4. Operational response

5. Resources and readiness

6. Forward look

7. Political/policy

8. Media/communicating

9. Manpower and staffing issues

10. Other information not covered elsewhere

Appendix XII: Template agenda for LGD meetings

Agenda:

1. Department key issues
2. Key issues for COP
3. Current situation
4. Operational response
5. Resources and readiness
6. Forward look
7. Political/policy
8. Media/communicating
9. Manpower and staffing issues
10. Other information not covered elsewhere