



HUMBERSIDE FIRE AND RESCUE SERVICE

Service Delivery Support

Major Incidents Guidance

Owner	Director of Service Delivery Support
Responsible Person	Head of Emergency Preparedness
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1. INTRODUCTION

This guidance relates to Humberside Fire and Rescue Service's planning arrangements and the procedures to be adopted in the event of a Major Incident affecting the Humber area communities.

Major Incidents by nature require the implementation of special arrangements beyond those of normal circumstances and in most cases, necessitate the co-ordinated response of the emergency services and other partner organisations. It is essential therefore, that those organisations have in place robust policies and procedures to ensure the effective management and co-ordination of the multi-agency response, in order to mitigate the impact of the incident to affected Humber communities.

HFRS will incorporate the procedures detailed within the Humber Local Resilience Forum – 'Emergencies Procedures Manual' in order to support an effective multi-agency response to a Declared 'Emergency' as defined in the Civil Contingencies Act 2004.

It is the responsibility of all HFRS personnel to familiarise themselves with the contents of this guidance and any additions or amendments which may be issued from time to time.

2. EQUALITY AND INCLUSION

HFRS aims to continuously improve the standards of service we provide to the community we serve. We recognise the importance of and are committed to promoting equality and inclusion in the provision of our services and to our employees. We are committed to encouraging equality and diversity amongst our workforce and to

eliminating unlawful discrimination. We aim for our workforce to be truly representative of the community we serve and for each of our employees to feel respected and to be able to give their best.

3. AIM AND OBJECTIVES

Aim

The aim of this guidance is to ensure that HFRS personnel are fully conversant with the requirements and procedures that will need to be adopted in order to work effectively and efficiently as part of a multi-agency response to a Declared 'Emergency' as defined within the Civil Contingencies Act 2004.

Objectives

The Major Incident guidance is specific to HFRS and seeks to provide personnel with the necessary guidance to operate either as a single organisation or in a multi-agency capacity, "sign posting" as appropriate to the Humber Local Resilience Forum – Emergencies Procedures Manual.

The Major Incident guidance seeks to provide clarity and guidance in the following areas:

- Civil Protection Duties.
- Definitions of a Major Incident.

- Interoperability principles (JESIP)
- Mobilising & Response Procedures.
- Procedures when a Major Incident is instigated either by HFRS or other Category 1 Responders.
- Multi-Agency Command, Control & Communications (C3).
- Arrangements for seeking assistance via the National Co-ordination & Advisory Framework (NCAF).
- Training & Exercising.

The Emergency Preparedness Manager will have responsibility for monitoring and reviewing this guidance and will report any findings to the Director of Service Delivery Support.

4. ASSOCIATED DOCUMENTS:

- Civil Contingencies Act (CCA) 2004
- The Fire and Rescue Services Act 2004
- Health and Safety at Work 1974
- Human Rights Act 1998
- National Co-ordination Advisory Framework (NCAF)
- JESIP - Joint Doctrine
- Control – FDS Officer Mobilising Response Protocols
- Control – Make Ups – Mobilising Aide Memoirs
- Humber Local Resilience Forum – Emergency Procedures Manual
- National Operational Guidance – Major Incidents
- Humber Local Resilience Forum – Multi-Agency Strategic Holding Area
(Restricted document)
- HFRS - Extreme Weather and Spate Conditions Plan.
- CCA Guidance – Emergency Response and Recovery

5. POLICY STATEMENT

HFRS will produce guidance necessary for the efficient running of the Service. Policies will be produced, amended and presented on the Service Website and internal 'Portal' in the standard format as approved by HFRS.

6. LEGISLATIVE REQUIREMENT

- Fire and Rescue Services Act 2004
- Civil Contingencies Act 2004
- Human Rights Act 1988
- Health and Safety at Work Act 1974

7. PURPOSE OF THE GUIDANCE

The purpose of the Major Incident guidance is to ensure that all HFRS personnel are fully conversant with the requirements and procedures that will need to be implemented in the event of a Major Incident or 'Emergency' as defined in the Civil Contingencies Act 2004. The guidance is specific to HFRS and does not replace the emergency plans or procedures which may be invoked by other agencies.

The guidance builds upon normal operational response planning arrangements in terms of pre-determined asset/Incident Command deployment, outlining the planning arrangements and framework in order to respond and recover from the most serious of incidents, extreme weather events or natural disasters.

No single organisation is responsible for dealing with Major Incidents or natural disasters in the UK and it is likely that most events of this scale will require a multi-agency response of some form. To ensure incidents are dealt with effectively in a multi-agency capacity, it is imperative that all HFRS personnel are familiar with this guidance and the relevant multi-agency procedures.

The need to be familiar with these plans/documents is essential as the Government seeks to ensure greater Interoperability particularly in terms of the "Blue Light Response" to Major Incidents under the Joint Emergency Services Interoperability Principles (JESIP).

6. MAJOR INCIDENT

Civil Protection Duties

The Civil Contingencies Act (CCA) places a duty on fire and rescue services as Category 1 responders to prepare for and respond to major incidents. The act divides local responders into two categories depending on the extent of their involvement in civil protection work and places a proportionate set of duties on each.

Category 1 responders are those organisations at the core of emergency response e.g. F&RS and they are subject to the full set of civil protection duties and required to:

- Assess the risk of emergencies occurring and use this to inform contingency planning:
 - Put emergency plans in place.
 - Put business continuity management arrangements in place.

- Put arrangements in place to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency.
- Share information with other local responders to enhance co-ordination.
- Co-operate with other local responders to enhance co-ordination and efficiency.
- Provide advice and assistance to businesses and voluntary organisations about business continuity management (local authorities only).

Category 2 organisations e.g. Telecommunications/Utility providers are co-operating bodies that, while less likely to be involved in the heart of planning work, will be heavily involved in incidents that affect their sector.

Military and voluntary organisations are not classified as category 1 or 2 responders however, they may have an important role to play in responding to a major incident.

Definition of a Major Incident

Major Incident is defined within the JESIP Doctrine: The Interoperability Framework (Edition 2 – July 2016) as:

‘An event or situation with a range of serious consequences which requires special arrangements to be implemented by one or more emergency responder agency.

Note:

1. *“Emergency responder agency” describes all category one and two responders as defined in the Civil Contingencies Act (2004) and associated guidance.*
2. *A major incident is beyond the scope of business-as-usual operations, and is likely to involve serious harm, damage, disruption or risk to human life or welfare, essential services, the environment or national security.*
3. *A major incident may involve a single-agency response, although it is more likely to require a multi-agency response, which may be in the form of multi-agency support to a lead responder.*
4. *The severity of the consequences associated with a major incident are likely to constrain or complicate the ability of responders to resource and manage the incident, although a major incident is unlikely to affect all responders equally.*
5. *A major incident ‘Standby’ may be invoked in some instances to alert responders to a potential escalating situation, in order to consider the implications and need to instigate any preparatory actions in advance of a confirmed declaration.*

The decision to declare a major incident will always be a judgement made in a specific local and operational context, and there are no precise and universal thresholds or triggers. Where LRFs and responders have explored these criteria in the local context and ahead of time, decision makers will be better informed and more confident in making that judgement.

It is feasible that only one emergency service may determine an incident as a Major Incident based on the type of incident and scale of their resources required. This may not necessarily mean it is a Major Incident for all other services.

Definition of an ‘Emergency’

The definition of an ‘emergency’ as defined in the Civil Contingencies Act 2004 and amended in Humber LRF Emergency Procedures Manual (EPM) as:

‘An event or situation, which threatens serious damage to human welfare, or the environment, in a place in the Humber area (this includes at sea incidents within the geographical responsibility of MCA)’.

For an event or situation to be declared an ‘emergency’ it must involve the occurrence, or potential occurrence, of one or more of the consequences below:

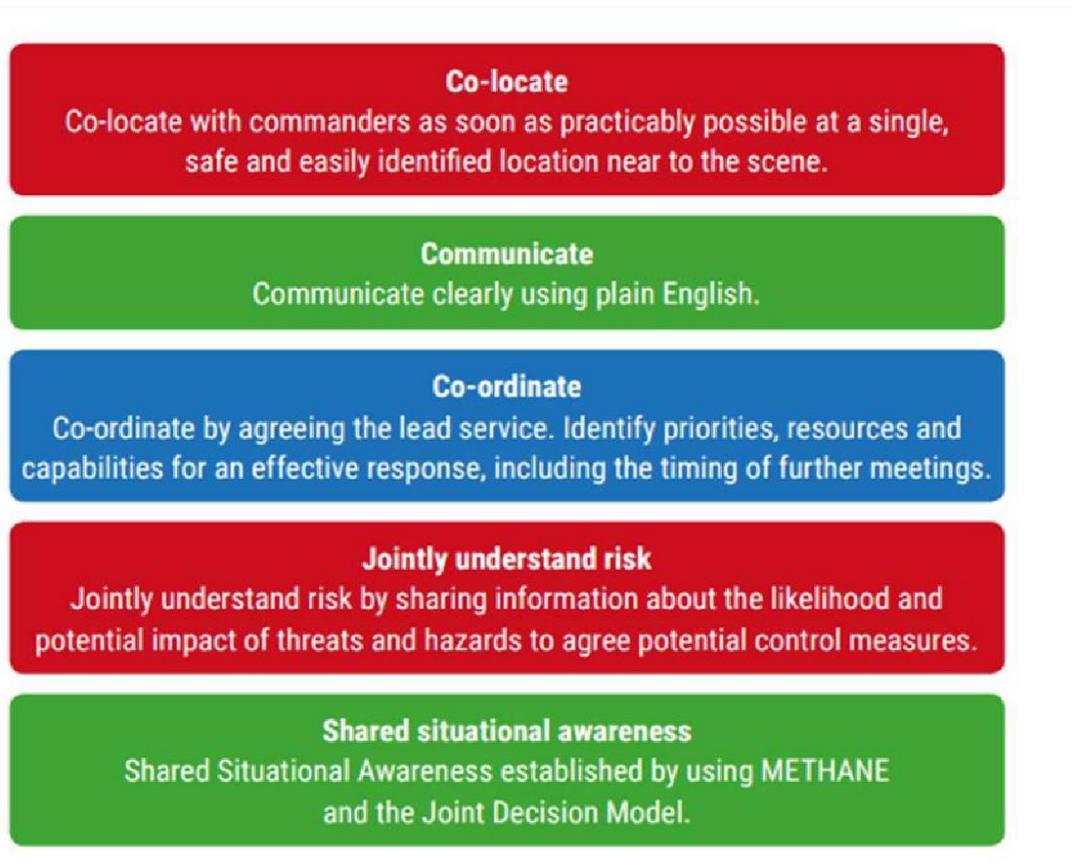
- loss of human life
- human illness or injury
- homelessness
- damage to property
- disruption of a supply of money, food, water, energy or fuel
- disruption of a system of communication
- disruption of facilities for transport, or
- disruption of services relating to public health
- contamination of land, water or air with biological, chemical or radio-active matter, or
- disruption or destruction of plant life or animal life.

A Category 1 or 2 responding organisation must also consider it necessary or desirable to act to prevent, reduce, control, or mitigate the event’s or situation’s effects, and must be of the opinion that they would be unable to act optimally without setting up multi agency command and control, communication and recovery arrangements.

The definition of an emergency is concerned with consequences, rather than with cause or source. Therefore, an emergency may be declared following an event that has occurred outside of the Humber area, provided it has significant consequences inside the Humber area.

Major Incident - JESIP Principles

The Joint Doctrine sets out five principles which must be applied by responders when they are determining an appropriate course of action in the response to and co-ordination of an emergency.



These five principles are equally relevant from a major incident perspective and relate to operations at the scene as well as at remote locations. In terms of strategic actions relating to an incident the local resilience forum will likely to be the means by which the principles are applied at a strategic level.

Co-location – at a strategic coordinating centre (SCC) as part of a strategic coordinating group (SCG).

Communicate clearly – with multiple agencies working at the SCC and representatives from each attending the SCG's, it is vital that plain English is used with no jargon, acronyms or technical language that is not commonly understood.

Coordinate across the agencies – one of the first requirements of an SCG will be to agree priorities and objectives using JESIP.

Jointly understand risk – at the SCG this is likely to be risks to the wider community, to infrastructure, to the local economy or other significant but strategic risks, rather than just those present at the scene of operations.

Shared situational awareness - at the SCC using the METHANE message from the scene, the Joint Decision Model and locally agreed multi-agency (LRF) plans and processes.

Major Incident – Shared Situational Awareness.

Incident Commanders who initiate a Major Incident should be aware of the type of information that may be required by responders from other Blue-Light & Category 1 & 2 organisations. This is particularly relevant if the Major Incident is of sufficient magnitude to necessitate a multi-agency response.

Shared situational awareness & the identification of hazards are essential to ensure a safe and effective resolution to an incident. Therefore, it is important that Incident Commanders transmit the required information at the developing stages of an incident utilising the following mnemonic:

- M** - Major Incident Declared?
- E** - Exact Location
- T** - Type of Incident
- H** - Hazards present or suspected
- A** - Access routes that are safe to use
- N** - Number, type & severity of casualties
- E** - Emergency Services present and those required.

This will assist other responders/commanders at the incident ground, remote commanders and Service Control to form a common situational awareness picture. It will also inform the Duty Director and Duty Gold decision making process in terms of instigating a wider Humber LRF declared 'Emergency'.

Major Incident – Mobilising.

When a Major Incident is declared by an HFRS Commander, Service Control **will** mobilise any pre-determined or requested appliances plus specialist, functional and support roles. Any additional response resources required at an incident are to be determined and specifically requested by the Incident Commander and subsequently mobilised by Service Control utilising, resource mobilising standard operating procedures Make Up's – Mobilising Aide Memoir.

Service Control however will immediately inform the Duty Director and Duty Gold of the Incident, who will decide whether to issue a Major Incident notification (to inform LRF partners) as defined in the Civil Contingencies Act 2004. The consequences of declaring a major incident are detailed below.

When a Major Incident is declared by another agency, Service Control will inform the Duty Director who will in turn contact the Lead Agency for the incident to establish what FRS resources and support are required and what multi agency command structures are required.

Major Incident – Considerations

For an event or situation to be a Major Incident, a responding organisation must consider it necessary or desirable to act to prevent, reduce, control, or mitigate the event's or situation's effects, **and must be of the opinion that they would be unable to act optimally without setting up multi-agency command and control, communication and recovery arrangements.**

Clearly within the HFRS area the circumstances detailed above, do not occur on a frequent basis and would not therefore warrant the incident to be categorised as a Major Incident. It is the element of **not being able to act optimally** without setting up multi-agency command and control, communication and recovery arrangements that should prompt the Duty Director or Duty Gold to consider invoking a Major Incident.

Examples of these types of incidents may include:

1. Serious transport accidents (road, rail, aircraft and shipping) with large numbers of casualties and/or potential for serious environmental damage.
2. Major fires and explosions particularly involving COMAH premises.
3. Leakage of toxic or flammable gases and radioactive substances involving a serious threat to on site employees, members of the public or emergency responders.
4. Large scale damage to property, particularly critical local & national infrastructure.
5. Extreme weather events or spate conditions, including extensive widespread flooding.
6. CBRNE incident.
7. Acts of terrorism including marauding terrorism.

Declaration by Humberside Fire & Rescue Service Personnel

HFRS personnel attending an incident which in their opinion fits the definition and criteria above **must** send a message to Service Control stating that the incident is a “**Major Incident**”.

On receipt of a Major Incident message from HFRS Incident Commander Service Control will:

- Immediately inform the Duty Director (or in their absence another strategic level officer) who will consult the Incident commander and decide whether to cascade a “Major Incident” declaration.
- Inform the Duty Gold who will liaise with the Duty Director as appropriate.
- Respond to assistance messages from the Incident Commander (IC) in terms of requests for additional resources. **Note:** The IC will remain responsible for assessing and requesting the mobilisation of necessary appliances and equipment to deal with the situation.
- Mobilise a Tactical Advisor and Functional Officers as per standard mobilising protocols.
- Mobilise a WM Operational Support to attend Service Control for Ops Support

purposes.

- Inform relevant officers and Sections as per the “Make Up” Aide Memoir”.
- Inform other “Blue Light” Emergency Services – Police, Ambulance, and Coastguard and other Category 1 & 2 responders (where applicable).
- Inform the Duty Manager at Humber Emergency Planning Service.
- The Duty Director will authorise approval for notification of a Major Incident to the National Fire Chiefs Council.

Declaration from other Emergency Services or Category 1 Responders (i.e. Police/Ambulance Services/local Authority)

For events where Service Control receives notification of a Major Incident from another blue light service or a Category 1 responder, they will:

- Confirm the resource requirement for an immediate HFRS response to the incident. Resources/FDS Officers should be mobilised in accordance with the standard mobilising protocols. Not all Major Incidents will necessitate an HFRS emergency response at the scene e.g. major utilities outage, but may require suitable representation to support a multi-agency command structure i.e. SCG/TCG.
- Specific HFRS resources should NOT be mobilised at the request of another agency. Requests of this nature should in the first instance be passed to the Duty NILO for consideration.
- Inform the Duty Director who will arrange contact with the Lead Agency for the incident to establish details of the situation and what HFRS response is required and if there will be a requirement to establish a multi-agency Tactical or Strategic Coordination Group and the details of any proposed teleconference.
- Ascertain any multi-agency command & control arrangements (Tactical Coordination Group (TCG) or Strategic Coordination Group (SCG) and their location(s).

The Duty Director will determine if HFRS attendance is required at the TCG or SCG and the appropriate level (Gold/Director/GM or SM).

Mobilise a WM Operational Support to attend Service Control for Operational Support.

Control will also inform:

- Duty Gold
- Neighbouring FRS Control Rooms
- Duty GM
- Media Officer if available (Media response is under review & subject to change)

Major Incident - Lead Responder

The Lead Responder for co-ordination of a multi-agency response to certain types of Major Incident has been identified within the Humber Emergency Procedures Manual (EPM). This is based on the role that organisation has in the response. The Police will normally take the Lead Responder role in the first instance, particularly where it is not

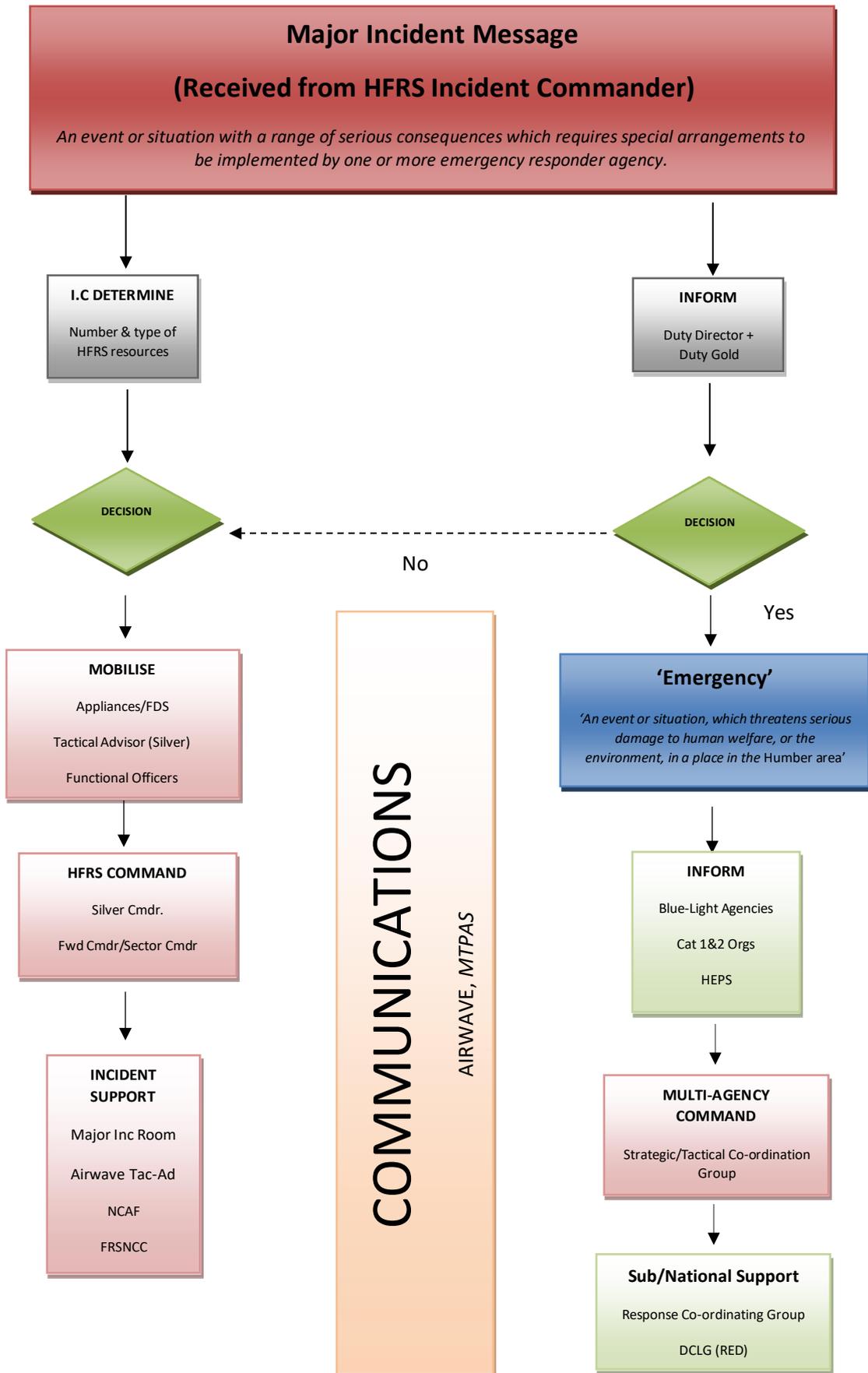
Emergency Preparedness Major Incidents Guidance

clear who that should be, however this may likely change during the response as the dynamics and priorities of the emergency change.

The list of Lead Responders differs from those identified for warning and informing during a Major Incident, for example, the Environment Agency is best placed to inform and warn about flooding, but the Police or Local Authority are best placed to deal with the consequences.

Type of Declared Emergency	Lead Responder							
	Police	British Transport Police	Local Authority	NHS England	Public Health England	Coastguard	Environment Agency	Fire and Rescue
All land-based incidents that present an immediate threat to human life, a serious risk of injury, potential evacuation of homes and businesses or significant numbers of fatalities. All incidents involving terrorism, the road network and public protests.	Y							
All non-terrorism incidents on the Railway		Y						
Any land-based incident that is not immediately life threatening but that will have a significant impact on the community or local economy – e.g. low temperatures / heavy snow, major contamination incident with impact on the food chain, exotic animal disease (both in conjunction with lead government agencies), drought, failure of electric network or water treatmentworks			Y					
Any emergency where the health issues are the main focus of the response – e.g. Influenza Endemic, Pandemic Influenza, Sars type disease, Legionella, Heat wave			A lead will be agreed between these organisations					
Any non-terrorist incident at sea (e.g. maritime pollution, passenger vessel sinking / on fire, blockage to key ports, aircraft ditching at sea)						Y		
All in land environmental incidents - air quality, land contamination, water treatment failures, accidental release of radioactive material							Y	
Any emergency on land where search and rescue is the main focus of the response, where life is still believed to be viable, and where no other agency is better suited to coordinating.								Y

FLOW CHART



7. COMMAND AND CONTROL STRUCTURES

If a Major Incident is triggered it is likely that a multi-agency Command and Control structure will be established to co-ordinate the activities of the different responding organisations.

This structure will operate in addition to the command and control arrangements established by individual organisations. The multi-agency structure will be chosen by the 'Lead Responder' in consultation with Humberside Police based on the demands of the Major Incident. This will generally be in accordance with the procedures outlined in the LRF EPM.

At the outset of a Major Incident HFRS and other organisations will respond under their own normal command and control arrangements. It is likely that these will continue even after the multi-agency response has been established to facilitate an organisation's own response to the incident. For example, a Tactical Co-ordination Group (TCG) may be established to coordinate the multi-agency tactical response to an incident, whilst HFRS 'Fire Silver' Command will continue operating to implement tactics agreed at the multi-agency TCG and to manage HFRS tactical response.

Within the FRS the concept of Bronze, Silver & Gold as defined within the National Operational Guidance (NOG) – Incident Command is well understood, and it is important to describe HFRS various commands using the terminology as outlined below:

- Fire Bronze (There maybe multiple Fire Bronze Commands i.e. widespread flooding).
- Fire Silver (There maybe multiple Fire Silver Commands i.e. widespread flooding).
- Fire Gold (One only)

In contrast when working in a multi-agency capacity the levels of Command are described as either:

- Operational Coordination Group (OCG)
- Tactical Coordination Group (TCG) or
- Strategic Coordination Group (SCG)

It is also important to utilise the correct terminology when describing the various officers working within the above groups i.e. Tactical Coordination Group (TCG) Chair or Fire Service TCG Representative.

Working protocols, check lists & action cards related to TCGs & SCGs can be found contained within the Humber Emergency Procedures Manual (EPM).

SCG/TCG Teleconference Arrangements

Not all Major Incidents will inevitably apply to the FRS and necessitate an immediate response to the scene, e.g. major utilities outage. However, when HFRS representation is requested at a multi-agency TCG/SCG command it will be to identify the wider community impacts and internal Business Continuity implications.

When the Humber LRF triggers an Emergency or wishes to convene a multi-agency teleconference or virtual TEAMS meeting; relevant personnel will be notified by an SMS text alert sent by Humber Emergency Planning Service.

Those personnel identified in Humberside FRS are:

- Strategic Managers
- Tactical Managers (GM/SM)
- NILO's
- Control

On receipt of this message, the Duty Director **must** be contacted by Service Control to confirm that the alert has been received and to determine the action required.

Multi-Agency Command Locations

Clough Road Police Station, Hull is the pre-identified location for a Tactical & Strategic Co-ordination Group; however other alternative locations may be used dependant on the nature and location of the event.

There are a number of work stations that will be made available to Category 1 responder organisations that will include a telephone and an email account; Wi-Fi facilities are also available. Personnel representing HFRS at a TCG or SCG should arrange collection of a "command grab pack" located in Service Control.

Alternate TCG/SCG back up locations includes:

- Humberside Fire & Rescue Service H.Q. Summergroves Way, Hessle
- Humberside Fire & Rescue Service. Immingham West Training Centre.
- Health House, Willerby
- County Hall, Beverley
- Hull City Council Offices, Bond Street, Hull

8. SUB NATIONAL & NATIONAL ARRANGEMENTS

Multi-SCG Response Co-ordinating Groups (ResCG)

Whilst most emergencies will be dealt with by local responders at a local level through Tactical or Strategic Coordinating Groups, a Multi-SCG Response Coordination Group (ResCG) may be convened where the local response has been or may be overwhelmed and wider support is required, or where an emergency affects a number of neighbouring Strategic Coordinating Groups and would benefit from co-ordination (e.g. to obtain a consistent, structured approach) or enhanced support. In situations where there are a number of concurrent incidents on-going

across England, Cabinet Office Briefing Room (COBR) will be used to draw together the National picture.

The precise role of the ResCG may vary depending on the nature of the emergency. However, the role is likely to cover:

1. developing a shared understanding of the evolving situation, including horizon scanning to provide early warning of emerging major challenges.
2. assessing the emergency's actual and/or potential impact.
3. reviewing the steps being taken to manage the situation, and any assistance that may be needed/offered, including through facilitating mutual aid arrangements between SCG responders if required.
4. ensuring an effective flow of communication between and across local and national levels, including reports to the national level on the response effort, to ensure that the national input is coordinated with the local effort.
5. co-ordinating a coherent and consistent public message, and
6. identifying any issues which cannot be resolved at local level and need to be raised at national level, including advising on priorities and guiding the deployment of scarce resources across the area.

DCLG Resilience & Emergencies Teams (RED Teams) will co-ordinate this process in consultation with the Cabinet Office. ResCG meetings will normally take place via tele/videoconference. Further details relating to the constitution of the ResCG and working protocols can be found in Section 5 of the EPM.

Fire & Rescue Service – National Co-ordination & Advisory Framework (NCAF)

A Major Incident within the Humber area may be of such a magnitude that it simply overwhelms HFRS resources and capability. Therefore, a National FRS response may be required particularly if the emergency impacts across a number of FRS's or is over a pro-longed period. The National Fire Chiefs Council (NFCC) in conjunction with the Home Office (HO) have produced a National Framework to co-ordinate the response to such incidents.

The National Coordination and Advisory Framework (NCAF) is part of the mechanism to provide the coordination of Fire & Rescue assets. Home Office (HO) National Resilience & Fire Directorate (NRFD) and the Office of Security and Counter Terrorism (OSCT) works with other government departments, partner organisations and the devolved administrations during "no notice" and "rising tide" major incidents to provide guidance, reach back and advice, ministerial briefings, co-ordination across government and management of communications. NCAF enables decision makers, both locally and nationally, to receive clear and unambiguous advice on how best to co-ordinate the fire and rescue service response to relevant emergencies.

The National Coordination and Advisory Framework (NCAF) supports:

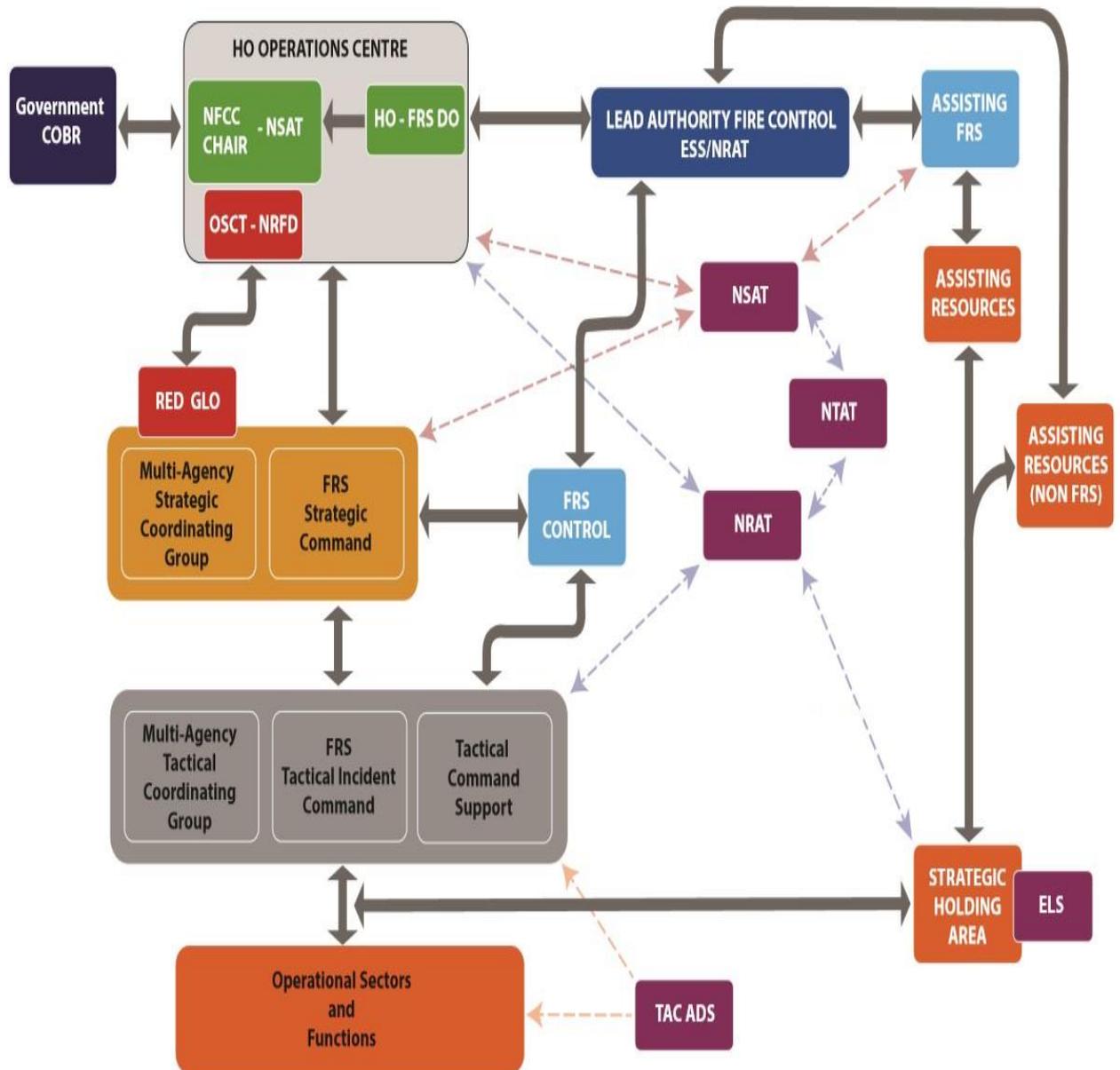
- Everyday assistance and collaboration between fire and rescue services on the occasions that specialist national resilience capabilities can support the resolution of an incident.
- Fire and rescue services to be provided with specialist assistance where an incident warrants it and it is available from elsewhere, or additional resources where the resolution of an incident is, or is likely to be, beyond a service's own resources.
- Coordination of the combined fire and rescue services' response to relevant incidents, and when required, the integration of that coordination with that of other first responders, for example police, ambulance and the military, at any geographical scale.
- The Chair of the National Fire Chiefs Council/ and or the National Strategic Advisory Team (NSAT), who by exception will deputise for the Chair of the Co-ordinating Group NFCC, to provide the Home Secretary, and other ministers within the Cabinet Office Briefing Rooms (COBR), with expert timely advice in accordance with central government's requirements. Further explanation of this requirement is set out within the Fire & Rescue Service Supporting Guidance to NCAF.
- The provision of information between the affected services, the National Fire Chiefs Council, other agencies and government where that is necessary for the framework to operate effectively.

It is vital that all personnel, but particularly FDS Officers & Control personnel are aware and fully conversant with these arrangements and how to access National Resilience resources and specialist advice.

Broadly, the mobilisation process includes the following principles:

- Authority to deploy FRS assets. (Delegated to the CFO in accordance with Part 3, Section B2(h)(i) of the Fire Authority's Constitution).
- The FRA affected by the incident may request neighbouring FRSs for cross-border support (this may be through local mutual aid agreements) or by submitting a request to the Fire & Rescue Service National Coordination Centre (FRSNCC).
- When national support is required or requested the FRSNCC will request support for the incident from appropriate FRAs, which will deploy within the Framework of the national mutual aid protocol and the Emergencies Order.
- Central co-ordination may be necessary to support Strategic Commander(s) of serious incidents.
- An FRA may be requested to deploy, not deploy, or return from self-mobilising, its resources by the FRSNCC.
- The FRSNCC co-ordinates the mobilisation of ND assets, including Mass Decontamination (MD), Urban Search and Rescue (USAR) High Volume Pump resources, Water Rescue Boat & Flood Assets & Enhanced Logistics Support.
- The FRSNCC will work in close consultation with CLG Emergency Room regarding the prioritisation and mobilisation of ND assets.

NCAF in Operation



COBR	Cabinet Office Briefing Rooms	HO OC	Home Office Operations Centre	OSCT	Officer for Security and Counter Terrorism
ELS	Enhanced Logistics Support	NFCC	National Fire Chiefs Council	RED	Resilience and Emergencies Directorate
ESS	Electronic Support System	NRAT	National Resilience Assurance Team	TAC ADS	Tactical Advisors
FRS	Fire and Rescue Service	NFRD	National Resilience Fire Directorate		
GLO	Government Liaison officer	NSAT	National Strategic Advisory Team		
HO FRS DO	Home Office Fire and Rescue Service Duty Officer	NTAT	National Tactical Advisory Team		

The above diagram represents NCAF as it operates at a strategic level, and how it is flexible in application depending on the nature of the incident and resources required.

Strategic Holding Areas (SHA)

These are pre-identified locations with suitable space and facilities to accommodate large numbers of crews, appliances and equipment. Should a SHA be required it should be established under the provisions and coordination of the host fire and rescue and supported by the NCAF. A list of possible sites suitable for use by FRS resources is shown below and will be determined at the time subject to their availability and location of the incident.

- Humber Bridge, Hessle – North Bank car park.
- Moto Services – Junction 5 M18/M180
- KCOM Stadium, Hull – South Stand car park, Hull
- Walton St, Hull – Hull Fair Showground

The Location for a Multi-Agency SHA (MASHA) has been identified by Humber LRF at the Humber Bridge Country Park, Hessle.

The SHA considers a wide variety of requirements including:

- Parking Arrangements
- Fuel, Catering & Accommodation Facilities
- Utilities available (Water/Electric etc.)
- I.T. & Communications Capability
- Traffic Management Systems
- Helicopter Landing Sites
- Command & Briefing Facilities
- Security

With any large-scale deployment of National Resources a member of the National Resilience Advisory Team (NRAT) would be available to provide advice to the Service as appropriate.

Military Aid to the Civil Authority (MACA)

On occasions a Major Incident may be of such a scale that the deployment of Military Resources may be requested via Military Aid to the Civil Authority (MACA) arrangements.

If a situation appears likely to require military assistance, the Civil Authorities should contact the Joint Regional Liaison Officer (JRLO) through HQ 15 (NE) Brigade, giving brief details of what assistance may be needed. It is recommended that the JRLO is contacted at the earliest opportunity in order to be able to assess the situation and assist with staffing a MACA request. In reality a military representative is likely to be present when a TCG or SCG is in operation and the request will usually originate from the SCG chair. This should greatly assist with the governance arrangements related to the process.

Exceptionally local units are authorised to respond if there is an immediate risk to life or property or to alleviate distress and may be contacted direct by a Civil Authority.

Full details of the MACA arrangements can be viewed within the EPM.

9. OPERATIONAL COMMUNICATIONS

In the event of a Major Incident, a considerable strain may be placed on HFRS communication systems. The implementation of a robust communications infrastructure is fundamental to the successful management of large-scale emergencies requiring the involvement of several responder organisations. Lessons learned from previous large-scale emergencies routinely identify poor communication arrangements as the primary cause for organisations failing to maintain a clear understanding of other agency priorities and actions throughout an event.

Loss of Communications

The consequences of certain emergencies could result in the loss of communication systems that are relied upon during the response to an emergency.

Category 1 and 2 responders hold communications equipment that could be shared with other responders to help overcome such a loss; these are listed within the EPM. However, the principal means of inter-agency communication between blue-light responders will be via the 'Airwave' network.

Airwave

Airwave provides the Service's primary communications platform between Fire Control and operational mobile resources i.e. appliances and FDS officers.

During major incidents, the ability to inter- and intra-operably communicate is essential and because of the nature of major incidents the channels used to communicate can become many and complex.

HFRS and the other blue-light emergency services have trained Airwave Tactical Advisers who will assist in managing the Airwave digital network communications by limiting the number of talk groups used at the incident and restricting the use of point to point and telephony calls. In most cases this is done by providing incident commanders with advice and, if necessary, producing a communications plan which considers the needs of the incident as well as the capacity of the local digital network base site.

The Airwave network monitoring centre (NMC) can also assist in managing capacity and can provide appropriate advice and information throughout the duration of a major incident.

HFRS have been allocated a number of Airwave 'Talk Groups' for specific use and during normal operating conditions make use of the following talk groups for mobilising and incident communications purposes.

FHUMB-OPS1: Primary talkgroup for incident and other operational communications.

FHUMB-OPS2: Hailing talkgroup for all FDS officers.

During a Major Incident it may be advantageous to assign incident related communications to an alternative HFRS talk group to avoid congestion with other concurrent operational communications.

Fire Control in consultation with the HFRS Airwave Tac-Advisor or 'Fire Silver' Commander will determine the appropriate talk group to be used and communicate this to the Command Point and other relevant personnel.

Note: An additional Fire Control operator or other staff member will be required to monitor

communications of any assigned talk group. (Normally via the Incident Support Room Airwave terminal).

Multi-agency Airwave inter-operability can be requested via Fire Control to the Humberside Police Command Centre who manage a number of Airwave multi-agency talk groups.

Mobile Telephones

Experience from Major Incidents has shown that mobile telephone networks are liable to experience the same problems as the landline system e.g. poor or no coverage/signal.

To overcome this, a procedure called 'Mobile Telecommunications Privileged Access Scheme' (MTPAS) is available to the emergency services and other 'Entitled' users. All HFRS fire appliances & FDS Officer mobile phones are registered on this scheme.

As a result of network congestion, one or more Network Service Providers (NSPs) may decide to impose network access restrictions which only allow users with handsets equipped with special privileged access SIM cards (MTPAS SIMs) to connect to those networks. This provides users of MTPAS SIMs a much higher likelihood of completing a call than other customers while they are located within the area in which restrictions have been imposed.

Under the Scheme, only selected mobile telephones in "Entitled Organisations" are provided with a MTPAS SIM so those with a front-line operational role in the response phase of an emergency have extra reliability for their mobile telecoms. The Scheme also includes arrangements for the Police to inform Network Service Providers (NSPs) of an 'Emergency' and to request that priority is given to MTPAS SIM cards.

10. WARNING & INFORMING / MEDIA ENGAGEMENT

Major Incidents/ by their nature will generate requests for information from the press, television, news agency and general public; in order to manage these requests efficiently protocols established through the LRF Communications Sub Group should be adopted.

Service Control Room will act as the first point of contact for all incident related enquiries from the Media. Appropriate incident details will be provided to Media outlets when requested. In the event that Service Control are unable to deal with a request during office hours it will be passed to the Corporate Communications team, or to an on duty Flexible Duty Officer. An unresolved query received out of hours will be passed to the Corporate Communications team on the next working day. Service Control will proactively use Social Media to inform the Media and inform and warn Communities about live emergency incidents and related impacts such as road closures, general guidance or specific actions to take.

Where press briefings or press conferences are required a media trained FDS officer will be appointed and responsible for the organisation of such events on behalf of HFRS. These will normally be joint partner agency briefings/conferences and the agreed message/update must take cognisance of the position adopted by the premise or property owners/representative involved. Any statements or comments given should be discussed with the Corporate Communications team and care taken to ensure they are kept factual and do not raise undue alarm, and that the consequences of statements are carefully considered before being released.

HFRS has a duty to liaise with partner agencies to ensure the public are accurately informed about a Major Incident via the media in terms of Warning & Informing. To maintain and enhance the reputation of HFRS it is vital that information is given in a proactive and timely

manner. Comments should only be given by the Incident Commander, the nominated HFRS Media Officer, Duty Gold / Duty Director or nominated officer.

HFRS has a specific responsibility to act as the Media lead for “*Any emergency on land where search and rescue is the main focus of the response, where life is still believed to be viable, and where no other agency is better suited to coordinating*”. In reality HFRS may often take the media lead for other incidents particularly flood related/water rescue events or major incidents involving COMAH sites, where the primary focus of operations is FRS related.

The lead media agency must be rapidly established & agreed at the early incipient stages of an incident. Further guidance is contained as stated within Section 13 of the EPM.

11. TRAINING & EXERCISING

The Civil Contingencies Act 2004 requires an emergency plan to include provision for the carrying out of exercises and for the training of staff or other persons.

HFRS will meet these requirements by carrying out periodic tests of its operational capability to deal with Major Incidents by undertaking a minimum of two x 10 appliance pre-planned exercises per year. The scenarios for exercises will be determined having regard to a number of factors applicable at the time e.g.

- Service risk profiling
- Humber Community Risk Register
- Thematic review
- High risk industries (Upper Tier COMAH)

In addition, the Humber LRF Interoperability Sub Group will co-ordinate LRF multi-agency exercise planning arrangements, ensuring that TCG/SCG arrangements are exercised on at least an annual basis. Training will also be provided for personnel who would be expected to represent the Service and perform a functional role within TCGs or SCGs.

HFRS is committed to supporting joint exercises and view these as opportunities to examine the effectiveness of Service plans alongside equivalent LRF & partner agency plans, as well as national & regional arrangements. The theme and type of the planned exercises should be based on the risks identified within the Humber Community Risk Register.

This guidance and associated guidance will be subject to approval by the appropriate Director prior to being made available on the Service website and Resilience Direct.

**For any further guidance / information relating to this document please
contact the Emergency Preparedness Section**