



**St Helena  
Government**

# **Major Incident Response Plan (MIRP)**

<b>Summary</b>	<b>National Major Incident Plan Ops Manual</b>		
<b>Purpose</b>	<b>Generic Operational Response Manual for Major Incidents</b>		
<b>Status</b>	<b>ISSUED</b>		
<b>Version Control</b>	<b>ISSUE V1.61</b>		
<b>Date Created</b>	<b>1<sup>st</sup> November 2014</b>		
<b>Date of Issue</b>	<b>1<sup>st</sup> November 2014</b>		
<b>Date of Review</b>	<b>JULY 2019</b>		
<b>Prepared by</b>		Ian Johnson Emergency Planning Manager	
<b>Issued by</b>		David Lynch Director of Policing	

## Version Control

Version	Date	Status	Author
V0.16	24 <sup>th</sup> September 2014	Draft - pages numbers are indicative only until final issue.	Alistair Smith
V0.17	17 <sup>th</sup> October 2014	Draft – Updates re SRC / RC and Silver Action Management Process	Alistair Smith
V1	1 <sup>st</sup> November 2014	Initial Version of plan for distribution	Alistair Smith
V1	Nov 2014	Final Issued	Alistair Smith
V1.1	Feb 2015	Updates ref Sea Rescue and Incident Commander	Ian Johnson
V1.2	Sept 2015	Addition of Aeronautical Search and Rescue Section	Ian Johnson
V1.3	April 2016	Exercise Update	Ian Johnson
V1.31	April 2016	Edited version produced for website only	Ian Johnson
V1.4	May 2016	Annual Review amended pages 9, 50,52,54,57, 61-67,69,88—99,109,114,118	Ian Johnson
V1.5	May 2017	Annual Review amended pages 40, 50, 56, 57, 96, 97,104, 109	Ian Johnson
V1.6	July 2018	Annual Review All Pages amended	Ian Johnson
V1.61	July 2018	Edited version produced for website only	Ian Johnson

### Exercising, Validation and Activation

<b>Date</b>	<b>Type</b>	<b>Update</b>
05/08/14	Activation	Command structure implemented in response to Ebola threat
20/08/14	Validation	Command structure principles validated through use in relation to the fuel leak incident at Rupert's. Incident managed by ENRD
07/10/14	Activation	Command Structure implemented in response to Newcastle disease threat.
17/12/14	Exercise	Major Incident Exercise involving mini bus, Petrol Tanker and car, numerous casualties and some fatalities
19/2/15	Exercise	Exercise Whaleshark to test Tactical and Strategic Command
02/09/15	Exercise	Airport Training Exercise for Major Incident
04/11/15	Exercise	Exercise Wildcat Airport Major Incident
08/03/16	Exercise	Exercise Maldivia to test Hospital Major Incident plan
12/04/17	Exercise	Major Incident Exercise Highground Multi casualty RTC also tested Hospital Major Incident Plan
22/03/18	Exercise	Major Incident table top exercise repeat of Highground

## List of Plan Holders

Plan Number	Date	Responsible Person	Updated
1	Feb 2015	Emergency Planning Manager	
2	Feb 2015	Chief of Police	
3	Feb 2015	Fire Brigade Commander	
4	Feb 2015	Director of Health	
5	Feb 2015	Senior Medical Officer	
6	Feb 2015	Senior Nursing Officer	
7	Feb 2015	Chief Secretary	
8	Feb 2015	Governor's Office	
9	Feb 2015	Airport Authority	
10	Feb 2015	Head of News	
11	Sep 2018	Head of ENRD	

## **Glossary of Terms**

ACP: Access Control Point  
ALP: Ambulance Loading Point  
DVI: Disaster Victim Identification  
DFID: Department For international development.  
ENRD: Environment and Natural Resources Directorate.  
FCP: Forward Control Point  
FCO: Foreign Commonwealth Office  
HDT: Hospital Documentation Team  
ICAO: International Civil Aviation Organization  
ICP: Incident Control Point  
IEG: Incident Executive Group  
ILO: Incident Liaison Officer  
JDM: Joint Decision Model  
JESIP: Joint Emergency Services Interoperability Programme  
RVP: Rendezvous Point  
RC: Rest Centres  
RCC: Rescue Coordination Centre  
RSC: Rescue Sub Centre  
RSR: Rescue Sub Region  
SAR: Search and Rescue  
SCG: Strategic Coordination Group  
SHG: St Helena Government  
SMC: Search Mission Coordinator  
SRC: Survivor Reception Centre  
SRR: Search and Rescue Region  
TCC: Tactical Coordination Centre  
TCG: Tactical Coordination Group

# Major Incident Response Plan

## Contents

<u>Version Control</u>	<u>2</u>
<u>Exercising, Validation and Activation</u>	<u>3</u>
<u>List of Plan Holders</u>	<u>4</u>
<u>Glossary of Terms</u>	<u>5</u>
<u>Contents</u>	<u>6</u>
<u>Current Plans</u>	<u>8</u>
<u>Major incident Definition</u>	<u>9</u>
<u>Speed sheets</u>	
<u>Police Control (1)</u>	<u>10</u>
<u>First Officer on the Scene (2)</u>	<u>12</u>
<u>First Police Officer on scene (2A)</u>	<u>13</u>
<u>Silver Checklist (3)</u>	<u>14</u>
<u>Silver initial actions (3A)</u>	<u>17</u>
<u>Introduction</u>	<u>18</u>
<u>Basis of Planning</u>	<u>18</u>
<u>Emergency Powers</u>	<u>19</u>
<u>Objective</u>	<u>19</u>
<u>Scope</u>	<u>19</u>
<u>Declaration of a Major Incident</u>	<u>20</u>
<u>Command Control and Coordination</u>	<u>20</u>
<u>Emergency Planning Department</u>	<u>22</u>
<u>Major Incident Command Structure</u>	
<u>Categorisation of Responding Agencies</u>	<u>24</u>
<u>Roles &amp; Responsibilities</u>	
<u>Category 1</u>	<u>25</u>
<u>Categories 2 &amp; 3</u>	<u>27</u>
<u>Community Engagement</u>	<u>27</u>
<u>Operational Support / Secondary Skills</u>	<u>27</u>
<u>Activation of Major Incident Plan</u>	<u>28</u>
<u>Scene Management</u>	<u>29</u>
<u>Bronze Scene</u>	<u>29</u>
<u>Cordons</u>	<u>30</u>
<u>Forward Control Point (FCP) / Incident Control Point (ICP)</u>	<u>31</u>
<u>Rendezvous Point (RVP)</u>	<u>31</u>
<u>Other Emergency Services</u>	<u>32</u>
<u>ENRD Incident Liaison Officer (ILO)</u>	<u>32</u>
<u>Major Incident Equipment</u>	<u>32</u>

Media	32
Joint Decision Making Model	33
Management of Casualties and the Deceased	37
Survivor reception Centre (SRC) / Rest Centres (RC)	37
Hospital Documentation Team (HDT)	37
Mortuary Arrangements	38
Retreval Return and Investigation	38
Retreval Return and Investigation Flow Chart	39
Incident Support	40
Command Support	40
Tactical Coordination Centre (TCC) – Silver Support	40
Operational Support Roles	42
Communications	42
Finance	43
Risk Specific Plans	43
Aeronautical Search and Rescue	44

### **Current Plans**

- P1** Maritime Major Incident Plan (08/09/14)
- P2** Rock fall Major Incident Plan (23/03/15)
- P3** Hospital Major Incident Response Plan. (26/02/16)
- P4** Bio Security Major Incident Plan (23/03/16)
- P5** Media Communications Major Incident Plan (03/06/16)
- P6** Drought Major Incident Plan (18/04/17)
- P7** Jamestown Major Incident Evacuation Plan **Draft** (01 2018)
- P8** Rupert's Major Incident Evacuation Plan (23/02/18)
- P9** Transient Population Major Incident Plan **Draft**
- P10** Power Failure Major Incident Plan (01/02/18)
- P11** Loss of Domestic Fuel Supply Major Incident Plan **Draft**



## **Major Incident Definition**

For the purposes of this plan a Major Incident is defined as any emergency that requires: Implementation of special arrangements by one or more of the emergency services. The involvement, either directly or indirectly, of large numbers of people.

---

A major incident may require:

- The involvement of other agencies and organisations
- The initial treatment, rescue and transport of a large number of casualties
- Handling a large number of enquiries
- Large-scale combined resources of two or more emergency services
- Mobilising and organising emergency services and partner organisations to cater for the possibility of death, serious injury or homelessness to a large number of people.

## **Declaration of a Major Incident**

An officer of any rank from one of the emergency services can declare a Major Incident if they consider the criteria above has been met.

# Speed Sheet - Initial Actions 1

## Major Incident Checklist

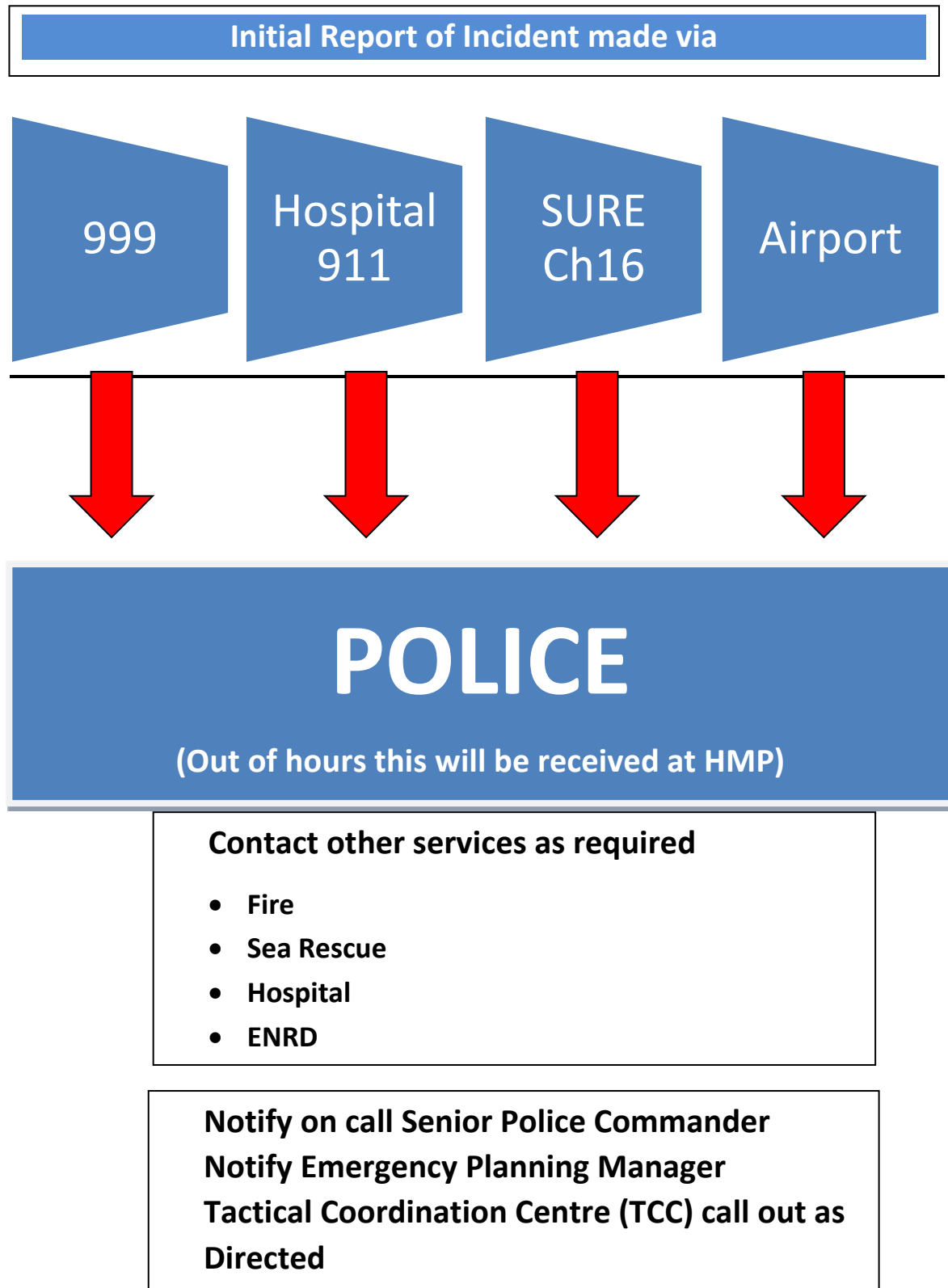
### Police Control Initial action:

The police will undertake a control and co-ordination function on behalf of the Emergency services in initial attendance.

Out of hours this process will initially be received and co-ordinated from the Prison.

- **If a major incident has been declared or if initial call suggests that the incident fits the major incident criteria then declare a major incident and proceed as per below:**
- **Ensure** other emergency services are mobilised as necessary as per the call out cascade
- **Confirm** Police bronze has major incident initial action checklist **(Initial Actions 2)**
- **Notify** Duty senior officer –
  - Advise as to resources deployed or on scene
  - Provide briefing as per METHANE report or as much detail as is currently available
  - Request authority to activate this Major Incident Response Plan (MIRP).
  - Confirm they will assume Silver command role and have Initial Action checklist **(Initial Actions 3)**
- **Notify** Emergency Planning Manager
- **Initiate** Activation process for Major Incident Plan (Refer to appendix 'A')
- **Update** other emergency services if the Major Incident plan has been activated and alert other agencies as per the call out cascade.
- **Ensure** incident log is maintained detailing times as to who has been contacted and any direction given.
- **All** actions and decisions to be recorded and log maintained until the Tactical coordination centre (TCC) has been established and the duty senior officer has confirmed they have assumed effective command and that control has been established and can pass to the TCC.

# Emergency Call Receipt and Cascade



# Speed Sheet - Initial Actions 2

## Major Incident Checklist

### FIRST OFFICER ON SCENE

### BRONZE - (Operational Commander)

Also refer to the main order and appendices for full details.

The first emergency service personnel (irrespective of which service) to arrive at the scene of an incident must make an initial assessment of the scene this will help determine the scale and nature of the response. It is important that an assessment is undertaken and should be as accurate as possible to allow an appropriate response. Your immediate responsibility is to assume interim command and ensure that other emergency services are informed if they are not already in attendance.

**ASSESS**, **INFORM** and **MAINTAIN CONTACT** with control your initial report should be as per the METHANE mnemonic:

<b>M</b>	<b>MAJOR</b>	<b>DECLARE MAJOR INCIDENT IF CRITERIA IS MET (If not already done)</b>
<b>E</b>	<b>EXACT</b>	Exact location of the incident,
<b>T</b>	<b>TYPE</b>	Type of incident with brief details of types and numbers of vehicles, buildings, aircraft etc.
<b>H</b>	<b>HAZARDS</b>	Hazards present and potential
<b>A</b>	<b>ACCESS</b>	Access routes and suitable provisional rendezvous points (RVP's)
<b>N</b>	<b>NUMBERS</b>	Approximate number of casualties (dead and injured)
<b>E</b>	<b>EMERGENCY</b>	Emergency services present and required including SHG

- **Start an incident log**
- **Conduct a dynamic risk assessment – Think safety Public / Responders / Yourself**

## Speed Sheet - Initial Actions 2A

### The First Police officer to arrive (Bronze Scene) Should Establish:

Forward Command Post (FCP)	This will be your vehicle or other suitable venue. Keep your blue light on to identify the FCP / Command Post. Arriving officers should turn their blue lights off (unless required for safety). FCP should be co-located with other emergency services to allow face to face command, control and co-ordination at a single and easily identified location, near to the scene.
Other Bronzes	Identify the Bronze's within the other attending emergency services and hold a Bronze co-ordination meeting ASAP
Principles for Joint working (JESIP joint doctrine)	The police have responsibility to co-ordinate other services. At the scene, the expected sequence of events would comprise the first meeting of police, fire commanders and the senior medical representative (co-location); a joint assessment of the situation and prevailing risks (communication, joint risk assessment and shared situational awareness); and a coordinated plan for action.
Rendezvous Point (RVP)	Establish an RVP location, consider the need to gain control of surrounding roads for access / egress to or from the scene.
Cordons – Inner / Outer / Traffic	Ensure cordons are established as soon as possible to protect the scene, public and those working within the scene, control unauthorised access, preserve and secure evidence and facilitate the emergency services operations. May need to establish a Bronze Cordons officer.
Briefing	Bronze must be in a position to brief / update Silver Commander as soon as practicable and also to identify and brief other Bronze roles as applicable until Silver Commander takes on this role.

# Speed Sheet - Initial Actions 3

## Silver (Tactical Commander)

### Major Incident Checklist

**REMEMBER: POLICE CO-ORDINATE ALL SERVICES ATTENDING THE SCENE**

**REVIEW YOUR DECISIONS REGULARLY; THINK TACTICALLY**

ACTION	TIME	DETAILS
Confirm actions as per Initial Actions 1 (Police Control) completed		
Obtain METHANE briefing from Bronze Scene		
Policy books and scene log book commenced		
Appoint Senior Investigating Officer / Senior Identification Manager (SIO/ SIM) as required		
Identify / contact Silver within Other Emergency Services / ENRD		
Forward Command Post (FCP) established with other services		

Access route 'In' established		
Egress route 'Out' established		
Inner and outer cordons established as necessary		
Cordon access control points (ACP / SACP) established		
Rendezvous Point (RVP) established		
Bronze Traffic Management Required / appointed Via ENRD		
Consider requirement for evacuation (Bronze Evacuation appointed)		
Consider requirement for Survivor Reception Centre / Rest Centre (Bronze's appointed)		
Hospital Documentation Team required / deployed		

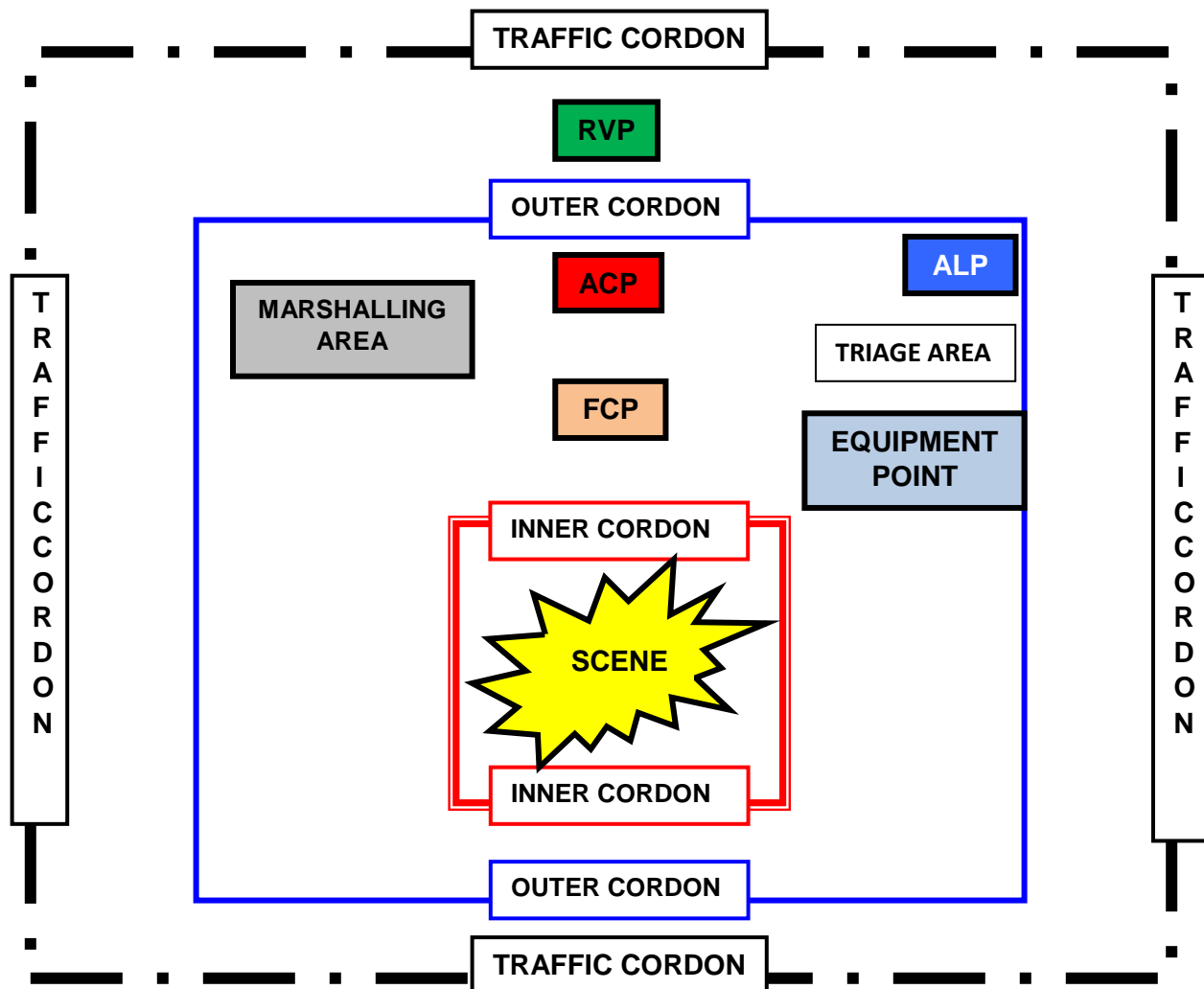
Ensure SHG Public Relations team aware and that an identified Bronze Media has been appointed		
Activate Tactical Coordination Centre (TCC) as required		
Brief Gold Commander / Incident Executive Group (IEG) as soon as practicable		
Arrange / Chair first Silver Co-ordination meeting within 1-2 hours of incident occurring		
Ensure an initial Community Impact Assessment (CIA) is completed		
Ensure staff welfare arrangements identified – physical conditions, weather, access to refreshment and breaks		
Consider Business Continuity and resilience issues		



# Speed Sheet - Initial Actions 3A

SILVER (Tactical Commander)	
<ul style="list-style-type: none"> <li>Refer to 'Initial Actions 3 above</li> <li>Confirm event</li> <li>Obtain information to assume command</li> <li>Confirm role as Silver Commander to control</li> <li>Report to Forward Command Post (FCP) or Tactical Coordination Centre (TCC) as appropriate</li> </ul>	<p><u>Assess:</u> -</p> <ul style="list-style-type: none"> <li>What has been done</li> <li>What needs to be done</li> <li>What is required</li> </ul> <p>Now / +8hrs / + 24hrs</p>

SCHEMATIC ORGANISATION AT SCENE OF A MAJOR INCIDENT (Not to scale)



# **Major Incident Response Plan**

## **Introduction**

The St Helena Major Incident Response plan forms part of the wider planning and preparedness arrangements undertaken by The Government of St Helena as part of its civil protection duty to the community at large.

The plan and its attending processes seeks to, wherever possible, anticipate and mitigate risk but recognises that in the event of a major incident occurring effective and coordinated arrangements are essential in order to protect life and property and to restore the community to a state of normality as soon as possible.

This plan has been developed to manage the current risk profile of St Helena.

## **Basis of Planning**

Planning has been undertaken with regard to the principles of Integrated Emergency Management:

Anticipation, Assessment, Prevention, Preparation, Response & Recovery

Based on best practice, this plan has been developed in cognisance of the following legislation and guidance, which will be adopted or adapted as far as is relevant to the local circumstances of St Helena.

- Civil Contingencies Act 2004
- UK Cabinet Office Guidance on Emergency Preparedness
- UK Cabinet Office Guidance on Emergency Response and Recovery
- ACPO Guidance on Emergency Procedures 2009
- Joint Emergency Services Interoperability Programme 2013
- Aircraft Accident Investigation in UK Overseas Territories (AAIB)

Where applicable other legislation and guidance has been considered in determining the response elements of this plan.

## **Emergency Powers**

In the event of a major incident which threatens public safety or disrupts the supply of services essential to maintaining life there is statutory provision for the Governor to make regulations to mitigate the situation.

These powers are contained within the Emergency Powers Ordinance (Ordinance 10 of 1978) and also Emergency Powers Order in Council 1939 and 1952. The powers conferred by this legislation are potentially wide ranging and may be used to override other existing legislation as necessary.

From an operational perspective the powers available to the Governor are similar in nature to the powers available for use within the UK by senior ministers which are conferred by the Civil Contingencies Act 2004.

## **Objectives**

The Objectives of the Plan are;

- To Act as a document for all agencies and organisations involved in response and recovery to a major incident
- To Define the main functions, roles and responsibilities of the agencies involved
- To Detail Actions of the first officers at the scene
- To Detail Command and Control Protocol
- To Detail Actions of Recovery Groups

## **Scope**

This plan will apply to both spontaneous events, sudden impact incidents which occur with a minimum of warning and also to those events which may be classed as a 'rising tide event'.

A 'rising tide' incident develops from a 'steady state' or 'business as usual', to become an Emergency or Major Incident over a more prolonged period. Examples of this type of incident include severe weather events or disease epidemics. The point at which a rising tide event becomes a Major Incident cannot be specifically defined and will depend on the circumstances of each case.

## **Declaration of a Major Incident**

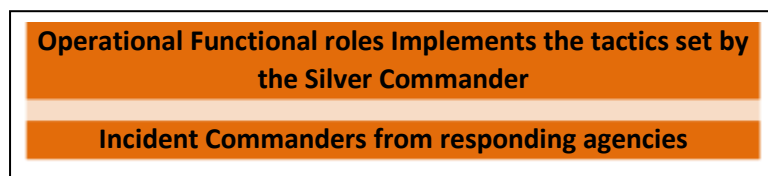
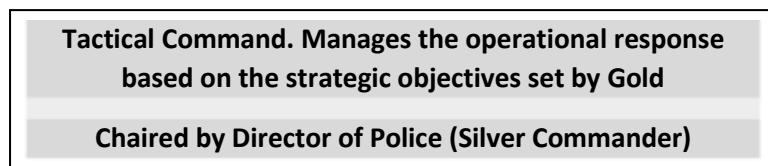
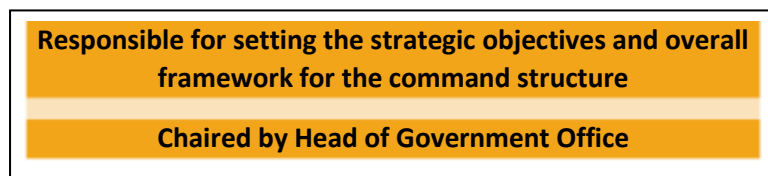
An officer of any rank from one of the emergency services can declare a Major Incident if they consider the criteria in page 9 has been met.

## **Command, Control & Coordination**

The model for Command, Control and Coordination will broadly follow the UK standard of Gold, Silver and Bronze. It should be noted that the command structure is role and not rank specific.

The command structure ensures clarity so that all staff deployed knows

- Who reports to whom
- Who is accountable for what
- Which individual/ organisation is responsible for specific functions / tasks



Whilst identifying the basic command structure and suggested chair for the IEG, Gold and Silver groups their wider membership will be flexible. Attendance will be targeted, based on the anticipated need, which may vary dependant on the type and scale of the incident. This will ensure an efficient structure with a clear business focus.

The table below is indicative (not definitive) as to possible attendance at each level of the command structure.

<b>IEG</b>	<b>Gold</b>	<b>Silver</b>	<b>Bronze</b>
HE The Governor (Chair)	Head of Government Office (Chair)	Director of Policing (Chair)	Bronze is not part of a formal meeting structure but is the collective term for the Incident Commanders from each of the responding services / agencies
Head of Government Office	Chief Secretary	Departmental Directors	
Chief Secretary	Attorney General	Public Relations Officer	
Attorney General	Director of Policing (Chair)	Utilities directors	
Financial Secretary	Chief PRO	Airport Operator	
DFID Rep	Department Directors (Ad hoc)	Police	
Exco Rep		Fire	
		Sea Rescue	
		Health	
		ENRD	
		Community Groups	

## **Emergency Planning Department**

The Emergency Planning Manager and Emergency Planning Officer represents a flexible resource able to provide tactical advice to each level of command in relation to both the management of a major incident and also as the subject matter expert in respect of processes and plans.

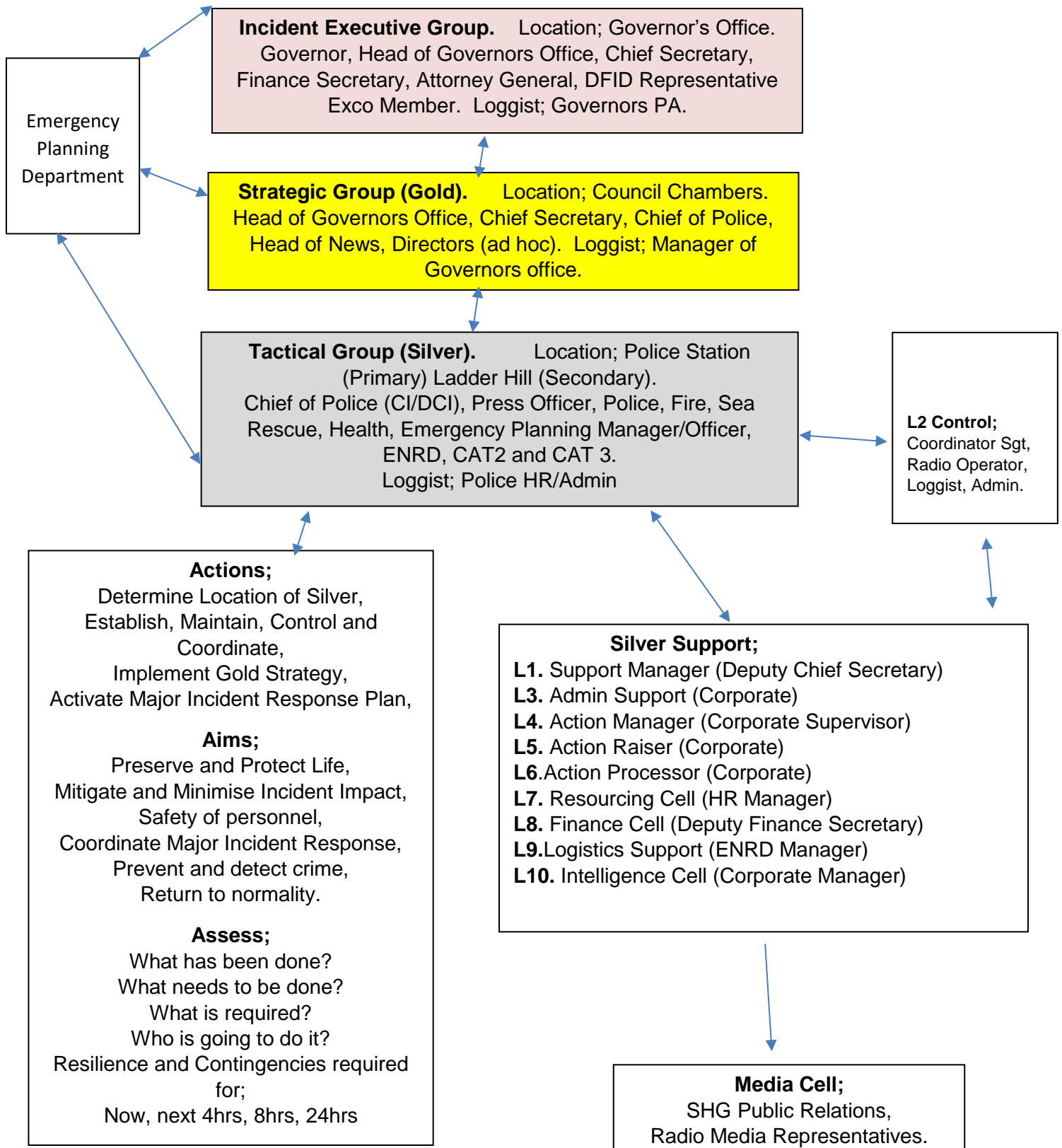
Advice will be tailored as appropriate to the strategic, tactical levels and operational levels.

The Emergency Planning Manager/Officer should be contacted as soon as is practicable once a major incident has been declared as per initial action sheet 1 above.

In relation to rising tide events the Emergency Planning Manager/Officer should be involved at the earliest possible stage to ensure appropriate advice is available and contingencies developed to minimise the impact of any event.

Advice in relation to emergency planning may be sought at any time when considering new plans or reviewing existing arrangements.

## MAJOR INCIDENT COMMAND STRUCTURE



## **Categorisation of Responding Agencies**

The categorisation of responders helps to define their role and responsibility both in relation to planning for emergencies and their involvement in the responding to a major incident.

These are defined as follows:

Category 1 – Core Responders

Category 2 – Cooperating responders

Category 3 – Corporate, community and voluntary sectors

The table below is indicative as to the categorisation of agencies and sectors.

<b>Category 1</b>	<b>Category 2</b>	<b>Category 3</b>
Police	SHG Directorates	Volunteer support teams
Fire & Rescue	Immigration Service	Voluntary services
Sea Rescue	Met Office	Faith Groups
Hospital & Health	CONNECT	Commercial Fisheries / boats
Environment ENRD	SURE	Commercial Agriculture
Government Team. e.g Press office	Bulk Fuel Site Operator	Councilors / EXCO / LEGCO
Airport RFFS	HM Prison Service	Retail / suppliers
	HM Customs	Warehousing / Cold stores
	Port Management	Hotels & Accommodation
	Airport Operator	Radio Media services
		Amateur Radio
		Private Sector businesses



## **Roles and Responsibilities – Category 1 Responders**

### **Police**

The primary areas of St Helena Police Service responsibility are:

- The saving of life together with the other emergency services
- The co-ordination of the emergency services, SHG and other organisations acting in support at the scene of the incident utilising the Joint Decision Model (see Page 34 below)
- To secure, protect and preserve the scene and to create a sterile area for emergency responders to operate within through the management of inner and outer cordons.
- Investigation of the incident and obtaining and securing evidence in conjunction with other investigative bodies as applicable
- Property protection and recovery
- Victim identification and collation of casualty information including where applicable, activating and coordinating Casualty Bureau
- Family liaison
- Identification of the dead on behalf of HM Coroner
- The prevention and detection of crime
- Support SHG in the restoration of normality after all necessary actions have been taken.

### **Fire and Rescue Service**

The primary areas of St Helena Fire and Rescue Service responsibility are:

- Life-saving through search and rescue
- Fire-fighting and fire prevention
- Safety management within the inner cordon
- Rendering humanitarian services
- Management of hazardous materials and protecting the environment
- Provision of mass decontamination
- Salvage and damage control;

### **Sea Rescue Service**

The primary areas of St Helena Sea Rescue Service responsibility are:

- The provision of Sea Rescue capability
- Life-saving through search and rescue

## **Health Directorate**

The primary areas of the Health Directorate responsibility are:

- Save lives by working alongside other emergency services
- Provide and control a clinical response for managing a large number of casualties
- Provision of Ambulance services
- Undertake triage of casualties to prioritise treatment
- Manage evacuation of casualties where appropriate
- Keep records of casualties by working with the Police
- Provision of advice in relation to public health issues by the Environmental Health Department
- Contribute to the recovery process through longer term health surveillance of affected individuals and communities

## **St Helena Government Environment and Natural Resources Directorate (ENRD)**

The primary areas of ENRD responsibility are:

- Provision of an incident liaison officer (ILO) at the scene to offer Specialist technical advice and logistic support to the emergency services.
- Provision of tactical logistic support to Silver to coordinate specialist assets in response to the incident.
- Implement traffic cordons and undertake traffic management functions around the incident scene (Bronze traffic).
- Management of the Rendezvous Point (RVP) if established
- Provision of specialist support in relation to building structure, repair demolition and clearance.
- Liaise and coordinate with SHG directorates

## **St Helena Government Public Relations Department**

The responsibilities of the public relations department are:

- Warn & inform the public
- Produce key messages
- Provide reassurance to the public
- Liaison with media organisations
- Support to Gold and Silver Command
- Liaise with Key individuals within affected community

## **Roles and Responsibilities Category 2 & 3 Responders**

Category 2 agencies and the community voluntary sector (category 3) will be called upon to provide assistance in the event of a major Incident. Their role will be appropriate to their field of expertise or directed to where their services can be best utilised in support of the wider emergency services / SHG response and recovery effort in order to mitigate risk and harm to the community.

Representatives of agencies will be at both Silver and bronze level as required dependant on the nature of the major incident.

## **Community Engagement**

The effect of a major incident on communities cannot be underestimated. This relates not only to the impact of the event but also the perception as to how the incident is being managed. Councillors and other key individuals within the community have a central role to play in liaising with the residents and ensuring that their needs are being considered and addressed, where appropriate raising any concerns through the incident command structure.

To support this activity it is proposed that a well-respected person from within the community be nominated to attend the Tactical Coordination Centre (TCC), to represent the views and concerns of the public acting as a conduit for information from and to the community. This will support the reassurance role of SHG Public Relations and bring any concerns to the attention of the Silver commander which may influence the tactical deployment on the ground.

## **Operational Support / Secondary skills**

As part of the planning process it is recognised that a major incident will draw heavily upon the resources of the emergency services.

In addressing this issue secondary support functions have been identified for staff from departments across SHG in order to work with the emergency services and enable additional capabilities to be activated as part of the overall major incident response. This will be undertaken in a managed way so as to still maintain business continuity.

Teams have been selected based upon their skill set and will be used to best effect and where applicable training will be provided.

## **Activation of Major Incident Plan**

Where a major incident has been declared by an officer from the emergency services or where an incident is reported that is likely to fit the definition of a major incident (**see page 9 then the initial actions speed sheets 1-3A should be followed (pages 10-17).**

The key actions are to notify the other emergency services (as required) and to commence a contemporaneous log of events, recording updates to information and details of actions undertaken. Each entry should be timed and show any actions required along with details of the agency / person to whom they have been passed.

The duty police senior officer on call should be notified as a matter of urgency and briefed as per Initial Action sheet 1. They will refer to initial action sheets 3 and 3A.

They should as a matter of priority:

- Confirm that they will undertake the role of Silver Commander
- Start a log to record all actions and decisions taken with rationale
- Obtain a briefing from and give initial direction to officers at the scene
- Liaise in relation to additional support resources required
- Determine whether the incident requires activation of further elements of the Major Incident Response Plan.
- Appoint SIO and Bronze roles as required
- Ensure Bronze media is appointed for warning & informing and also PR media liaison.
- Authorise escalation process to activate support capabilities as required:
  - Survivor Reception Centres / Rest Centres
  - Hospital Documentation Team
  - Casualty Bureau
  - Activation of the Tactical Coordination Centre – Silver support (TCC)
  - Direct the notification of other cat 1 or 2 responders required to attend (including activation of secondary support roles where required).
  - Direct that requests be made of cat 3 organisations as relevant.
- Make contact with Gold and provide a full briefing in relation to the incident and action to date.
- Develop their tactical plan based on the strategy set by Gold.
- Chair a Tactical coordination meeting as soon as practicable (within initial 2 hours)
- Attend Strategic Coordination Group meeting to brief Gold.

## **Scene Management**

St Helena Police service has the responsibility for the coordination of emergency services at the scene of a major incident.

The first police officer arriving at the scene must ensure that they provide an accurate report back to control using the **METHANE** mnemonic (See initial Action 2 above). The initial assessment of the scene will help determine the scale and nature of the response. Initially officers may not be able to clearly determine the scale of the incident but it is important that an assessment is undertaken and should be as accurate as possible to allow an appropriate response. The officer's immediate responsibility is to assume interim command and ensure that other emergency services are informed if they are not already in attendance.

Initial priorities are to:

- **ASSESS**
- **INFORM**
- **MAINTAIN CONTACT WITH CONTROL**
- **START A LOG**

The above points are essential to ensure a point of contact at the scene is maintained and that any changes in the situation are reported back.

Ideally the first officer should not allow themselves to become engaged in rescue work

Until relieved by a supervisor the initial officer will assume the role of Bronze Scene

### **Bronze Scene Responsibilities are to:**

- Give METHANE update as soon as possible and repeat as necessary;
- Establish a Forward Command Post (FCP);
- Determine distance of Inner Cordon (See below guidance);
- Ensure inner cordon delineated (ideally with Red and White tape marked 'Do Not Cross')
- Establish inner cordon Scene Access Control Point jointly with Fire and Rescue Service;
- Appoint an Inner Cordon Officer or Cordon Sector Commander(s) (if required);
- Ensure staff entering and leaving the inner cordon are documented and have appropriate personal protective equipment;
- Delineate outer cordon with Blue and White tape marked 'Police' / 'Police line do not cross'
- Consider traffic cordon and assign a Bronze Traffic (ENRD) role to co-ordinate this function
- Establish Access Control Points (outer cordon);

- With Health, establish Casualty Clearing Station(s) and Ambulance Loading Points, consider access and egress routes.

**Cordons Think Big !** - It is easier to scale back a cordon than to expand it.

All scenes should be regarded as potential crime scenes in the initial stages until advised otherwise by the SIO. Cordons are a key tactic to obtain control of a scene, securing and preserving evidence, establishing continuity and minimising the risk of contamination.

Bronze Scene will assume initial responsibility for setting and implementing cordons until such time as a supervisor is appointed to undertake the 'Bronze Cordons' role.

Cordon distances should be set to ensure the scene is protected and to ensure the safety of the public and those personnel who need to work within it.

When establishing an inner cordon the following should be used as a guide to the minimum cordon distance:

Small risk of explosion (Letter or small parcel)	100m
Medium risk of explosion (rucksack or briefcase)	200m
Large risk of explosion (Car, van or aircraft)	400m

- Where appropriate advice should be sought from the Fire Service Bronze commander.

**Where active Fire and Rescue operations are underway command of the inner cordon rests with St Helena Fire & Rescue.**

No one should enter the inner cordon unless they have a legitimate need to do so.

Access into the inner cordon will be through the Scene Access Control Point only and a log will be maintained by the cordons officer.

The record will include Time, Name, organisation / role and the reason for entry. The time of exit will also be recorded.

The cordons officer will challenge any person who they believe does not have a legitimate reason to enter the scene and this too will be recorded in the log. Bronze scene (or bronze cordons, if appointed) will be advised of any challenge.

Access through the outer cordon will be controlled through an identified Access Control Point (ACP) to ensure only those personnel involved in dealing with the incident are permitted to enter. The outer cordon should be set so as to create a sterile area of sufficient size to facilitate operations, protect the public and prevent interference.

Traffic cordons will where necessary be established beyond the limit of the outer cordon to divert traffic away from the incident scene and minimise congestion. This function will be managed by ENRD and a roads supervisor will be appointed as 'Bronze Traffic'.

In determining the scale of the cordoned area consideration must be given to effectively managing the area. Where possible natural or other physical barriers should be used to minimise the number of staff required to control the area effectively.

### **Forward Command Point (FCP) / Incident Command Point (ICP)**

The forward command point will be established within the outer cordon and will be the point at which Bronze scene is located. Wherever possible this will be co-located with the other emergency services at the scene.

Limitations on command resources are likely to result in an Incident Command Point (ICP) not being established near the scene. This function will be undertaken remotely from the Tactical Coordination Centre (TCC).

### **Rendezvous Point (RVP)**

Where appropriate an RVP will be established between the traffic and outer cordon. This will provide a designated area for resources to assemble before being called forward when required to the FCP or the scene.

The RVP (if established) will be managed by staff from ENRD

### **Other Emergency Services**

Personnel attending the scene from the other emergency services will establish a footprint for their operations within the outer cordon. They will liaise with Police Scene Bronze to ensure they are able to work together in an efficient and effective manner. Fire and Health will follow their individual established protocols in relation to major incidents as relevant to the specific nature of the incident that is being faced.

Respective Bronze commanders should be following the principles of the Joint Decision Model (JDM) (See page 33)

### **ENRD Incident Liaison Officer (ILO)**

When a major incident is declared ENRD will deploy an Incident liaison officer to the scene.

The ILO will be a supervisor from ENRD who has a good knowledge of capabilities within the directorate and other areas of SHG. Their role will be to:

- Liaise at scene with members of Emergency Services
- Provide tactical advice / options around ENRD capabilities that might be used for the effective resolution of the incident or support rescue operations
- Be the point of contact for ENRD manager at Silver
- Escalate matters to Silver as appropriate
- Have an awareness of Health & Safety
- Be able to appropriately direct ENRD staff in support of the emergency services
- Make a positive impact on the incident

### **Major Incident Equipment**

All equipment is now carried on the Emergency Services Incident Support Unit trailer kept at the Fire Station.

### **Media**

There will be a high level of media interest in respect of a major incident.

Members of the media will attempt to gain access to the scene and are likely to attempt to breach cordons. No persons from the media should be permitted access through cordons unless permission has been explicitly given by Silver **and** they are accompanied by a member of the PR team.

Any approach from the media should be referred to Bronze media for comment.

It will be the responsibility of 'Bronze Media' to coordinate the issuing of any release to the press and to respond to any inquiries from media organisations.

As part of the duty to warn and inform the public assistance will be sought from media organisations as part of this process. Bronze media, as part of their strategy will consider how social media can be effectively utilised to support this process. It is likely that although the first response will be from Island based organisations international attention will quickly focus towards St Helena, dependant on the nature of the incident, and the extent of involvement of foreign nationals.



Early consideration will need to be given to establishing and publicising a dedicated phone line to service media demand.

## **Joint Decision Model**<sup>1</sup>

One of the difficulties facing commanders from different organisations in a joint emergency response is how to bring together the available information, reconcile objectives and then make effective decisions together. The JDM, shown below, has been developed to enable this to happen.

In common with most decision models, the JDM is organised around three primary considerations:

**Situation:** what is happening, what are the impacts, what are the risks, what might happen and what is being done about it? Situational awareness is having an appropriate knowledge of these factors.

**Direction:** what end state is desired, what are the aims and objectives of the emergency response and what overarching values and priorities will inform and guide this?

**Action:** what needs to be decided and what needs to be done to resolve the situation and achieve the desired end state?

The JDM develops these considerations and sets out the various stages of how joint decisions should be reached. One of the guiding principles of the JDM is that decision makers will use their judgment and experience in deciding what additional questions to ask and considerations to take into account, to reach a jointly agreed decision. They must therefore be free to interpret the JDM for themselves, reasonably and according to the circumstances facing them at any given time. Strict adherence to the stepped process outlined in the JDM should always be secondary to achieving desired outcomes, particularly in time sensitive situations. A detailed and well-practiced understanding of the JDM will facilitate clear and ordered thinking under stress.

The following sections summarise the questions and considerations that commanders should think about in following the model.

The JDM can be used for a *rapid onset* or a *rising tide* emergency to enable the establishment of shared situational awareness.

---

<sup>1</sup> Joint Emergency Services Interoperability Programme – Home Office 2013



The joint assessment of risk is the process by which commanders work towards a common understanding of threats, hazards and the likelihood of them being realised, in order to inform decisions on deployments and the risk control measures that are required. Risk mitigation measures to be employed by individual services also need to be understood by the other responding organisations in order to ensure any potential for unintended consequences are identified in advance of activity commencing.

Decision making in an emergency will be focused on how to achieve the desired end state and there will always be various constraints and considerations that will shape how this is achieved. Powers, policies and procedures relate to any relevant laws, operating procedures or policies that may impact on the desired response plan and the capabilities that are available to be deployed. They may impact on how individual services will need to operate and co-operate in order to achieve the agreed aims and objectives. In the context of a joint response, a common understanding of any relevant powers, policies,

capabilities and procedures is essential in order that the activities of one service compliment and do not compromise, the approach of the other services.

There will almost always be more than one option to achieve the desired end state and it is good practice that a range of options are identified and rigorously evaluated. Any potential option or course of action should be evaluated with respect to:

Suitability – does it fit with the strategic direction?

Feasibility – in resource terms can it be done?

Acceptability – is it legal, morally defensible and justifiable?

An option may include deploying resources, briefing the public (mainstream and social media) or developing a contingency or emergency plan. Whichever options are chosen, it is essential that commanders are clear what they are required to carry out and there should be clearly agreed procedures for communicating any decision to defer, abort or initiate a specific tactic.

Contingencies relate to events that may occur and the arrangements that are put in place to respond to them should they occur.

Building situational awareness, setting direction and evaluating options all lead to taking the actions that are judged to be the most effective and efficient in resolving an emergency and returning to a new normality. As the JDM is a continuous loop, it is essential that the results of those actions are fed back into the first box – Gather and share information and intelligence – which establishes shared situational awareness. This will, in turn, shape any revision to the direction and risk assessment and the cycle continues.

## Incident Commander Identification



Police Directorate  
Emergency Planning Team

### **Co-locate**

Co-locate with commanders as soon as practicably possible at a single, safe and easily identified location near to the scene.

### **Communicate**

Communicate clearly using plain English.

### **Co-ordinate**

Co-ordinate by agreeing the lead service. Identify priorities, resources and capabilities for an effective response, including the timing of further meetings.

### **Jointly understand risk**

Jointly understand risk by sharing information about the likelihood and potential impact of threats and hazards to agree potential control measures.

### **Shared situational awareness**

Shared Situational Awareness established by using METHANE and the Joint Decision Model.

## **Management of Casualties and the Deceased**

The care and identification of casualties is a primary responsibility of the emergency services at a Major Incident.

The Health Directorate have responsibility for implementing their Major Incident Plan as the planned response to a mass casualty event on St Helena.

### **Survivor Reception Centre and Rest Centre**

A Survivor Reception Centre may be needed for survivors who have been directly involved in a Major Incident, this may be established and run initially at a location near to the scene.

A Rest Centre may be needed for people who have been evacuated from their homes or otherwise displaced as a result of an incident. It will need to provide security, welfare, communication, catering, medical facilities and overnight accommodation, if necessary.

Locations have been pre identified at which to establish Survivor Reception Centres and Rest Centres.

ENRD will, through the Tactical coordination Centre (TCC), arrange transport to take uninjured survivors to a survivor reception centre and evacuees to a rest centre.

***Identified centres will use their own regular staff supplemented by support from either the Police or other appointed agencies.***

***There will be a need to record specific information about survivors and evacuees on registration forms*** with equipment pre deployed at the centres to support this function

### **Hospital Documentation Team**

In the event of a major incident which involves mass casualties a Hospital Documentation Team will be activated upon the direction of Silver. This team will deploy to the Hospital and will be responsible for collating information in respect of casualties involved in the incident who arrive for treatment.

Equipment has been pre deployed to the hospital to support this process.

## **Mortuary Arrangements**

Temporary mortuary arrangements are one component of the wider Disaster Victim Identification (DVI) process that would be implemented in the event of a major incident. St Helena has limited Mortuary capability within the General Hospital which is proportionate to normal demands placed upon it. However, in the event of multiple fatalities it may be necessary to implement contingency arrangements for the care of the deceased.

## **MAJOR INCIDENT—RETRIEVAL—RETURN and INVESTIGATION**

For the purposes of this plan a major incident is defined as any emergency that requires:  
Implementation of special arrangements by one or more of the emergency services

---

- The involvement, either directly or indirectly, of large numbers of people.

A major incident may require:

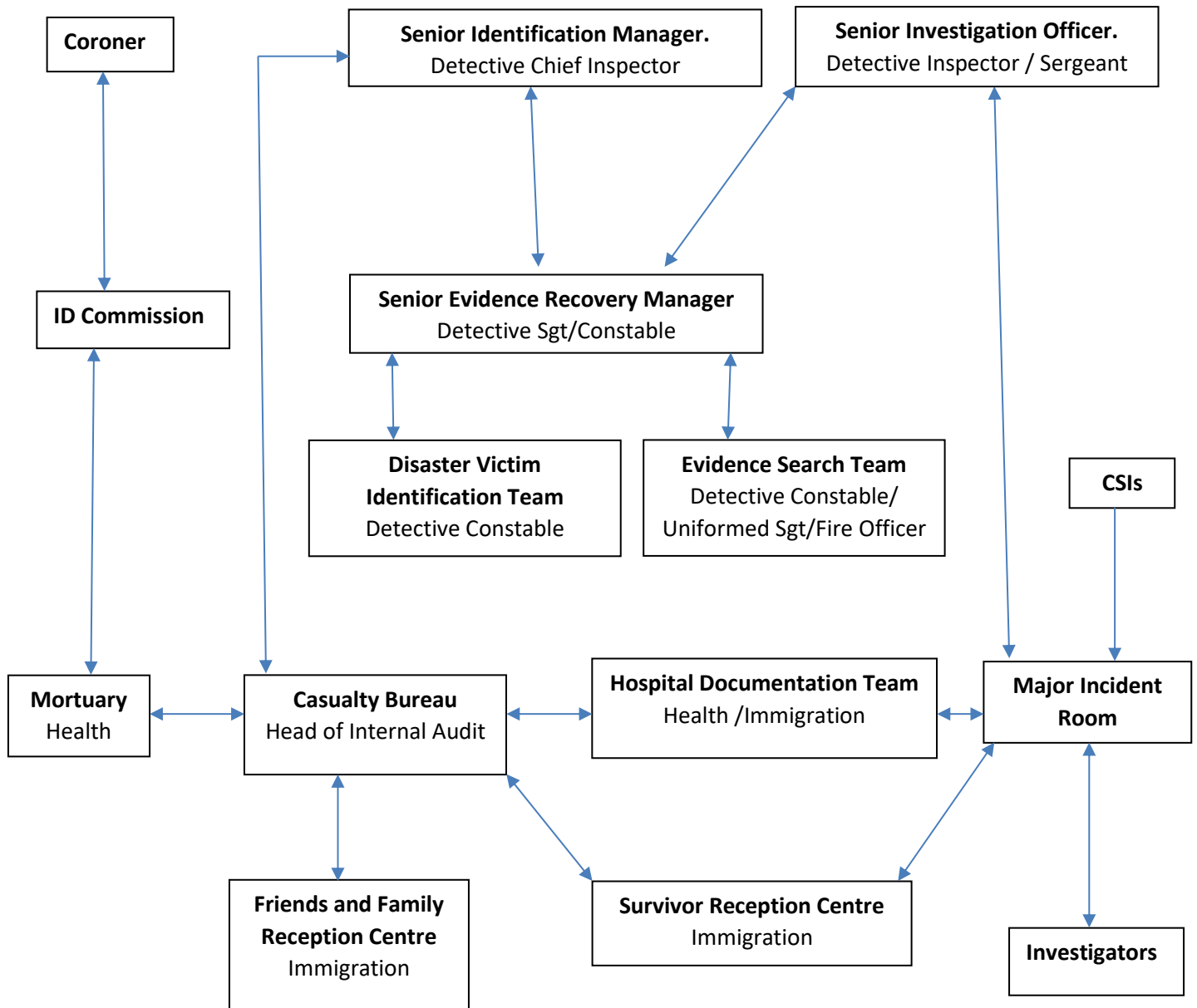
- The involvement of other agencies and organisations
- The initial treatment, rescue and transport of a large number of casualties
- Handling a large number of enquiries
- Large-scale combined resources of two or more emergency services
- Mobilising and organising emergency services and partner organisations to cater for the possibility of death, serious injury or homelessness to a large number of people.

A Major incident will run through the number of phases.

- Response
- Rescue
- Recovery and Investigation

Because of St Helena's limited resources it is recognised that there will be many duplicated roles throughout a Major Incident, below is a flow chart of the Recovery and investigation phase.

## MAJOR INCIDENT—RETRIEVAL—RETURN and INVESTIGATION FLOW CHART.



## **Incident Support Capabilities**

Once a major Incident has been declared, or is anticipated (rising tide event) and the Major Incident Plan is operational, consideration should then be given as to which additional capabilities should be activated (this may also include stand by arrangements for a rising tide event where there is an anticipated need).

Activation of capabilities will be on an as required basis in order to deal with the incident as presented reflecting both Command and Operational Support requirements.

### **Command Support**

#### **Tactical Co Ordination Centre (TCC) – Silver Support**

- Jamestown Police Station Conference room.
- Ladder Hill Training room.

The Silver Commander, having assessed the incident will make a decision as to whether to activate the Tactical Coordination Centre (TCC).

The TCC will become the command and control hub (Silver) from which the incident will be run and from which the action management process will be coordinated. The TCC location will be determined by Silver and direction will be given as to which functions will be activated. The minimum requirement will be for a Silver support cell.

The facility will enable the co-location of agencies engaged in the incident response so as to provide situational awareness.

Functions which may be activated to support the TCC include:

The TCC will operate as directed by Silver, if necessary this may be a 24/7 operation with capability reduced at certain times in accordance with demand.



## **Bronze Command (Operational) Roles**

### **Scene Command.**

Police Incident Commander.

Sector Commanders

Fire Incident Commander.

Health Incident Commander,

Airport Incident Commander,

Sea Rescue Incident Commander.

Each agencies Incident Commander is responsible for command and control of their own personnel.

Police will assume overall command and coordination at an Incident.

Commanders must follow the JESIP principles and procedures for joint Interoperability working to resolve an emergency incident.

### **Bronze Support Roles.**

- Traffic Management---ENRD Roads section.  
RVPS,  
Marshalling Areas,  
Access Routes.
- Evacuation---- Police /Fire Officer
- Survivor Reception Centre---- Immigration Officer
- Friends and Family Reception Centre---- Immigration Officer
- Hospital Documentation Team----- Health Officer
- Temporary Mortuary Officer----- Immigration /Customs Officer
- Casualty Bureau Manager ----- Head of Internal Audit
- Scene Evidence Recovery Manager--- CID Officer / Customs Officer
- Victim Recovery Officer----- CID Officer / Customs Officer
- Identification Manager--- CID Officer
- Property Manager--- CID Officer / Customs Officer
- Community Impact Officer-- Uniformed Sgt.
- Crime Manager-- CID Sgt
- Media Officer--- Press Office

### **Operational Support Roles**

It may be necessary to activate additional capabilities to support operations immediately at or near the scene of the incident.

Staff will be pre identified to undertake these functions and will have received appropriate training or briefing before deployment.

### **Communications**

During the response to a major incident the emergency services and SHG directorates will operate on their assigned VHF radio channels.

Airport Communications: Communications plan in the Aerodrome Emergency Plan.

Silver will establish a command channel and a multi-agency channel for use.

A radio operator and controller will be based within the TCC to control and log radio traffic.

Telephone communications will be established at the Tactical Coordination Centre (TCC) with dedicated lines being established for the each of the disciplines

Early contact will be made with SURE in order to obtain additional telecoms facilities as required.

### **Mobile Telephony**

The Network is a 4G solution. Limited coverage.

## **Finance**

A budget code has been allocated for use in support of major incident response. Any expenditure that is incurred as part of the major incident response and recovery should be allocated to the code:

XX-XXXX-XX-XXXXX

This code will be administered by the Police Directorate Administration Officer to whom all receipts / invoices should be directed.

The Silver commanders authority should be sought prior to making purchases and agreement reached as to which budget costs should be assigned to if different to the above.

## **Risk Specific Plans**

The guidance produced within this document is intended to provide the base response to any Major Incident scenario with the ability to activate capabilities as required in order to ensure an effective response. There are however, a number of specific risks which have been identified which require a bespoke response plan.

The risk specific plans are designed to work in synchronisation with the processes and procedures identified within this document.

Identification and management of the risk specific plans is coordinated through the St Helena Resilience Forum.

# **Aeronautical Search and Rescue**

## **Introduction**

An International agreement has been established between the Government of Angola and St Helena in that St Helena will provide a permanent Rescue Sub Centre (RSC) based at St Helena Airport in response to the ICAO/IMO requirements.

The RSC will have responsibility for coordinating all Search and Rescue (SAR) missions for missing aircraft in the search and rescue region (SRR) delegated to Angola and administered by the Luanda Rescue Coordination Centre (RCC).

The RSC will coordinate all SAR missions up to 20 nautical miles (nm) around the St Helena Airport as this is the expected limits of the controlled airspace of FSH and Coincides with the Rescue Sub Region (RSR) to be published.

**Note;** The 20 nm is a planning figure as an aircraft incident may spread over a few miles either side.

## **Operational Activation of RSC**

Should an incident occur with an aircraft within the Angola or St Helena airspace (+/- 20nm) that results in that aircraft going missing or ditching within the RSC search region then on notification the RSC Chief will activate the RSC operational plan.

The Search Mission Coordinator (SMC) for the RSC will be responsible for coordinating all SAR missions involving Sea Rescue Units (assets) and any available aircraft to locate the missing aircraft.

The Sea Rescue Manager/Deputy will be responsible as the SAR Incident Commander at sea for coordinating any of the marine assets available at the time in carrying out SAR in the identified areas within the RSC jurisdiction.

## **Maritime Emergency Plan**

Sections of The Maritime Emergency Plan and the Sea Rescue Service Standard Operating Procedures will be activated as appropriate when the Sea Rescue Service is mobilised as part of the activation of the RSC.

## **Major Incident Response Plan**

Sections of The Major Incident Response Plan will be activated under the guidance of the RSC Chief as appropriate when the RSC is activated and dependent on the subsequent information received from the SMC and outcomes of the SAR missions.

## **Hospital Major Incident Plan.**

The Hospital Major Incident Plan will be activated under the guidance of the RSC Chief as appropriate and dependent on the subsequent information received from the SMC and outcomes of the SAR missions.

End of web Base Version of Major Incident  
Response Plan.