

Appendix 4

Level 1 - Divisional Major Incident Response Plan (MIRP) Initial Response Guide

Introduction

This Initial Response Guide is for all FOD and HID staff who provide support to, or are involved in, the HSE response to a major incident. It summarises the key actions from the Major Incident Response Plan (MIRP) and sets out what has to be done at a local or divisional level.

Initiation of the MIRP

The plan should be applied when events requiring HSE's attention meet the following criteria:

- A significant event which:
 - demands a response beyond the routine, resulting from uncontrolled developments in the course of the operation of any establishment and transient work activity ...which may cause (or have the potential to cause) multiple serious injuries, multiple cases of ill health (either immediate or delayed), loss of life, serious disruption or extensive damage to property

Authority to invoke the MIRP lies with Heads of Divisions/Operations and full details of the MIRP are on the Operational Guidance section of the website.

HSE will receive many notifications of incidents where an immediate HSE response might be appropriate. A key judgement is to decide if the criteria to initiate the MIRP are met or not. Where the **Decision Maker (see Job Guide overleaf)** feels the above criteria are not met and that scaling up to a major level of response by HSE is unnecessary (most single-fatality incidents will fall into this category) the MIRP need not be used, but the MIRP may still provide a useful framework for handling difficult situations.

The basic rule is:

Respond quickly, scale up resourcing quickly and communicate as soon as possible.

Scaling back resource can be done easily but delay and too little resource at the start can adversely affect the investigation. Communicate as soon as possible with Secretariat and the Media and Campaigns team.

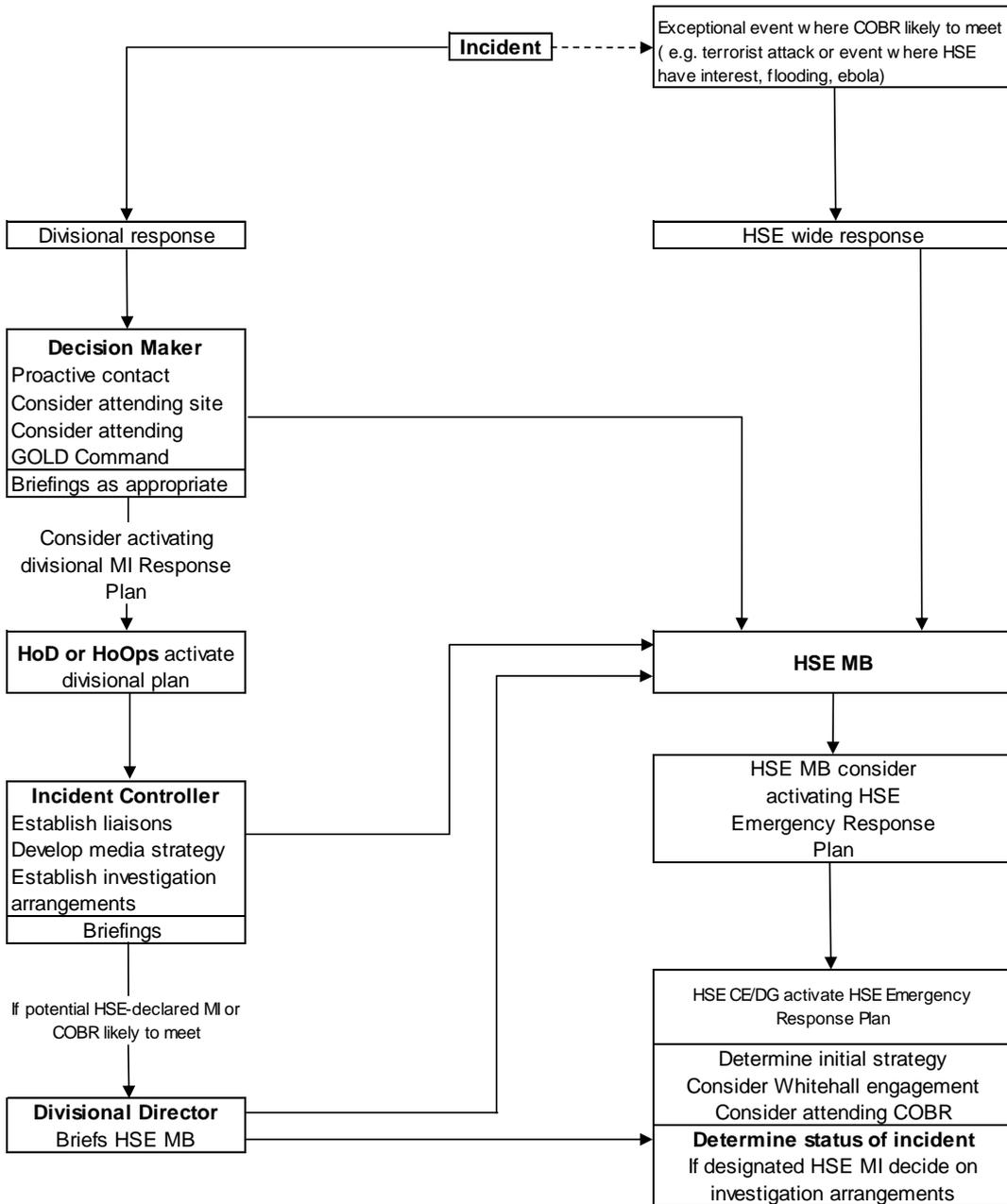
HSE Out of hours Duty officer: 0151 922 9235 (5.00pm – 8.30am and weekends)

Duty Press Officer: 0151 922 1221 (6.00pm – 8.00am and weekends)

Flow chart demonstrating the link between the Level 1 Divisional Major Incident Response Plan (MIRP) and the Level 2 HSE Emergency Response Plan (ERP)

Level 1 Divisional MIRP

Level 2 HSE ERP



Decision Maker
The Role The B1 Head of Operations or Unit, or B2 Inspector, who assesses the incident and determines HSE's initial approach and deployment of resource
Key Tasks
<ul style="list-style-type: none"> • Consider the event and whether MIRP initiation required • If MIRP activated appoint an Incident Controller and identify resources needed
<p>Consider the event and whether Divisional MIRP initiation required</p> <p><u>What to do:</u></p> <p>If necessary, make proactive contact with emergency services and other agencies involved for incidents, for example:</p> <ul style="list-style-type: none"> • Where others (e.g. fire and rescue services. Environment Agency etc.) may have an interest for investigation and enforcement purposes, contact should be made with them. • Where an incident occurs at a COMAH establishment, liaise with the Environment Agency, Natural Resources Wales (NRW) or the Scottish Environment Protection Agency (SEPA) as parts of the UK COMAH Competent Authority and with the Office for Nuclear Regulation (ONR) if site is also nuclear licensed. <p><u>What to consider:</u></p> <ul style="list-style-type: none"> • Is the incident contained or still taking place? • If contained, does the level of death, injury or damage mean HSE's normal level of response seems insufficient? • If on-going, how great is the remaining potential for death, injury or damage? • Is site attendance required or desirable? (Site presence places greater pressure on staff) • Is attendance at Strategic (Gold) and/or Tactical (Silver) appropriate? • Is the event likely to create significant political or media interest and pressure for briefing? The level of political and media interest in an incident is often determined by the severity of the incident and the sensitivity of the activity involved. However the MIRP should not be invoked solely in response to political or media concern for incidents which would not otherwise require a response beyond the routine. • Start to gather information on HSE's Prior role/involvement e.g. collection of any hard copy files, COIN records etc <p>If the incident is a potential Level 2 HSE major incident or civil contingency event (likely to cause COBR to convene or emergency regulations to be invoked) should response be escalated?</p> <ul style="list-style-type: none"> • If B2, agree with Head of Operations/Head of Division whether the Divisional MIRP will be activated • If B1, decide whether the Divisional MIRP will be activated
<p>If MIRP is activated appoint an incident controller and identify resources needed</p> <p>Provide (or ensure provision of) brief details of the incident and HSE's response to:</p> <ul style="list-style-type: none"> • Media and Campaigns team • FOD/CD/CEMHD or ED Divisional Support teams • Appropriate Heads of Division • Head of Specialist Unit <p>Identify the roles of those who will need to be involved</p>

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Incident Controller
The Role
Band 1 Head of Operations, or Band 2 supported by Band 1, acting as Incident Controller , will normally determine the extent to which the Divisional MIRP is implemented.
Key Tasks
<ul style="list-style-type: none"> • Establish contacts. • Agree media strategy with Media and Campaigns team • Provide briefings • Establish incident management arrangements
<p>Establish contacts</p> <ul style="list-style-type: none"> • Put arrangements in place to liaise with the emergency services, other agencies or inspectorates • If fatalities liaise with Police, CPS/COPFS, Coroner etc. to arrange strategic meeting in line with Work Related Death Protocol (WDRP) for England, Wales and Scotland • Agree multi agency working policy and prioritise resources. If necessary, appoint suitable HSE representatives to Strategic (Gold) and/or Tactical (Silver) and support the response strategy objectives • Respond to instructions from the COBR (or SGoRR in Scotland) rep. (if applicable) • Keep HSE Duty Officer informed of response (0151 922 9235 - Out of hours only)
<p>Agree media strategy with Media and Campaigns team</p> <ul style="list-style-type: none"> • Contact Media and Campaigns team to agree a media strategy - ensure inspectors are aware of it • Details of fatalities are not given by HSE - this will be done by the Police.
<p>Provide briefings to:</p> <ul style="list-style-type: none"> • Divisional Director in order to brief HSE Management Board. • Media and Campaigns team and HSE Secretariat within one hour of the report and regularly after that. • DWP via the HSE Secretariat (Caxton House) • HSE's COBR representative (if applicable) • All divisional staff - advising of incident and who is dealing with it.
<p>Establish Incident Management Arrangements</p> <ul style="list-style-type: none"> • Appoint a Business manager - agree arrangements for handling email and calls • Consider the need for on-site accommodation including office and/or welfare & mess facilities, telephones and/or an incident control area in an HSE office (if you need to open office out of hours – see Appendix 8 Divisional Contact lists) • Ensure HSE's IT systems remain available - what is needed? COIN, Intranet, email etc Contact Steria via Information Technology & Facilities - Divisional Contact List Annex 5 • Consider using teleconferencing arrangements to keep in touch (Skype for Business is an effective way of managing this) • Manage the health, safety and welfare of HSE staff in accordance with HSE policies – deciding early if further resources are needed, managing rotation of staff in key roles and setting up shift systems if response goes beyond 3 days. • Send message to HSE response team advising them of guidelines for T&S, overtime etc for the duration of the incident response. • Gather information on HSE's Prior role e.g. collect any hard copy files, COIN records etc <p><u>Plan for any future investigation</u></p> <ul style="list-style-type: none"> • Select the investigation team and follow FOD/HID Investigation Procedures; • Keep logs e.g. call log; action log; time spent on investigation; costs where recoverable; • Manage handover arrangements to Investigation Manager if the incident is declared "HSE Major Incident" by the CE/Director Regulation under the Level 2 Response Plan.

Guide to Briefing during a Major Incident or civil contingency event

Framework for providing oral or written briefing to colleagues involved in a major incident response

<p>The Situation (or context)</p> <p>Refer to progress with previous action plans - use any boards, maps, diagrams that have been prepared in advance.</p> <p>This is the basis for shared situational awareness - don't skimp on detail</p>	<ul style="list-style-type: none"> • What has happened? <ul style="list-style-type: none"> ➤ What has been done about it? ➤ What is being done about it? ➤ What will be done about it?
	<ul style="list-style-type: none"> • What is the likely consequence?
	<ul style="list-style-type: none"> • What is the worst that could happen?
<p>The Focus (or what needs to be done)</p>	<ul style="list-style-type: none"> • Where we are going? What is our strategy? <ul style="list-style-type: none"> ➤ Allocate responsibilities if appropriate ➤ Ensure those responsible understand what is required of them
	<ul style="list-style-type: none"> • Method - How we are going to get there? <ul style="list-style-type: none"> ➤ Expand on the method if required

Tips on providing written briefings for HSE MB or Ministers

- **Identify key issues -**
 - What are the problems and media issues?
 - What will people think about it (e.g. members of the public)?
- **Senior officials/Ministers** want straight information and any suggested line to take. Think of the questions they may be asked and provide suitable responses.
- **Keep the English plain and simple** - avoid acronyms and jargon.
- **Avoid duplication - there is no need to repeat** something said earlier unless it is made plain why the point is relevant a second time.
- **Provide the facts and avoid 'spin'** - be positive but do not embellish.
- Be careful that any sensitive or commercial sensitive information is marked in accordance with the Government Security Classifications and is not included in briefing which may form part of a public statement, or be passed to others who are not authorised to receive it.

Incident Lead Inspector
The Role
Usually the B2 Principal Inspector overseeing the investigation on site
Key Tasks
<ul style="list-style-type: none"> • Agree initial actions with Incident Controller and co-ordinate HSE's site activities. • Plan investigation arrangements • Provide briefings to Incident Controller (and Site Inspectors)
Initial Actions
<p><u>Agree with Incident Controller:</u></p> <ul style="list-style-type: none"> • whether to visit site immediately – consider if it is safe to attend. Carry out a suitable and sufficient Risk Assessment (See generic template in OG Appendix 7). • arrangements for transport to the incident location if required • make arrangements to pick up emergency kit and any other PPE. See Divisional contact list for details. • if the incident involves a fatality advise the police about control of evidence from an HSE perspective. This can be via telephone if you are not on site. <p><u>If attending the site:</u></p> <ul style="list-style-type: none"> • Liaise with the first inspector on site (Incident Inspector) and take over coordination of HSE activities at the site • Establish & maintain contact with: <ul style="list-style-type: none"> ▪ emergency services ▪ local/ regional emergency planning departments. ▪ other relevant officials ▪ managers and employees on site • Arrange for HSE (or HSL) technical support/advice at the request of the emergency services. This may be by phone rather than a site visit. (Divisional contact list for contact details) • Request the LA's Building Control department to take action on any dangerous buildings or structures • May need to advise on recovery of the site so that access is made safe and arrange to preserve evidence, using our formal powers if necessary.
Plan Investigation arrangements
<ul style="list-style-type: none"> • Arrange attendance of HSE technical support or coordinate their input • Assess any problems which may be encountered in the investigation • Liaise with Police to plan strategy under WRDP and with other inspectorates/agencies on site to ensure a coordinated investigation • Liaise with Administration Manager • Activate evidence management system to ensure continuity of possession can be proved in any legal proceedings. • Consider need for short/long term temporary accommodation including communication facilities and report findings to the Incident Controller • Set up & maintain logs, e.g. action log, as appropriate. • Assess number & experience of staff required for the full investigation
Provide Briefings
<ul style="list-style-type: none"> • Ensure HSE Incident Controller is fully briefed to advise others including Divisional Support teams and Media and Campaigns team • Brief staff on site as required

Further guidance

Media holding statements

Inspectors should avoid briefing the media without consulting with the Media and Campaigns team (Press Office). The agencies involved in the incident will be working hard to manage the messages going to the media and the release of unconfirmed/ uncoordinated information can cause undue public concern. Where there is likely to be press interest, the **Incident Controller** should make early contact with the HSE Media and Campaigns team and ensure regular updates are provided.

In practice, inspectors on site may find they are approached directly by members of the media. Unless specifically requested to do so by HSE or the lead agency press office, you should avoid detailed engagement with journalists, and refer enquiries to HSE's Media and Campaigns team.

However, you should not offer 'no comment'. You could say something generic, such as:

- You are from the Health and Safety Executive and our role in this investigation is to [support the police / emergency services]
- Explain why the Health and Safety Executive is involved [for example, "we have the expertise in gas safety to be able to support the lead agencies"]
- Advise the journalists to make contact with HSE's Media and Campaigns team for updates

For fatal incidents or where there have been injuries, do not release details of casualties. **This will be done by the police.**

Incident Inspector
The Role Usually the first experienced B3 Inspector on site
Key Tasks
<ul style="list-style-type: none"> • Initial actions. • Collect information. • Assess investigation needs. • Provide briefings.
<p>Initial actions (as appropriate):</p> <ul style="list-style-type: none"> • Establish & maintain contact with senior officer of emergency services • Make contact with company representatives/duty holders, as appropriate • Liaise with other inspectorates/agencies on site, as appropriate • Observe from a place of safety • Provide technical support to the emergency services, if requested. • Be aware that the emergency services, usually under the overall charge of the police, are responsible for controlling emergencies, including public protection so avoid giving any appearance of being in charge. • Do not use powers if interferes with essential emergency work and only intervene in circumstances of extreme risk of injury to emergency services or others,. • Request the LA's Building Control department to take action on any dangerous buildings or structures • May need to advise on recovery of the site so that access is made safe, arrange to preserve evidence, using our formal powers if necessary. • Inspectors on site may find they are approached directly by members of the media. (See guidance overleaf)
<p>Collect information:</p> <ul style="list-style-type: none"> • Collect information from witnesses and observation • Take photographs - record date, time and location of each photograph • Consider professional photographic support from Science Directorate/HSL • Protect HSE interests ensuring that HSE investigation is not prejudiced (e.g. by removal or destruction of evidence). Use formal powers if necessary
<p>Assess investigation needs:</p> <ul style="list-style-type: none"> • For any immediate HSE specialist technical support • For temporary accommodation on site
<p>Provide Briefings:</p> <ul style="list-style-type: none"> • Report back to the Incident Controller to keep them informed of developments • Brief the Incident Lead Inspector about initial findings when they arrive on site and keep them informed of developments

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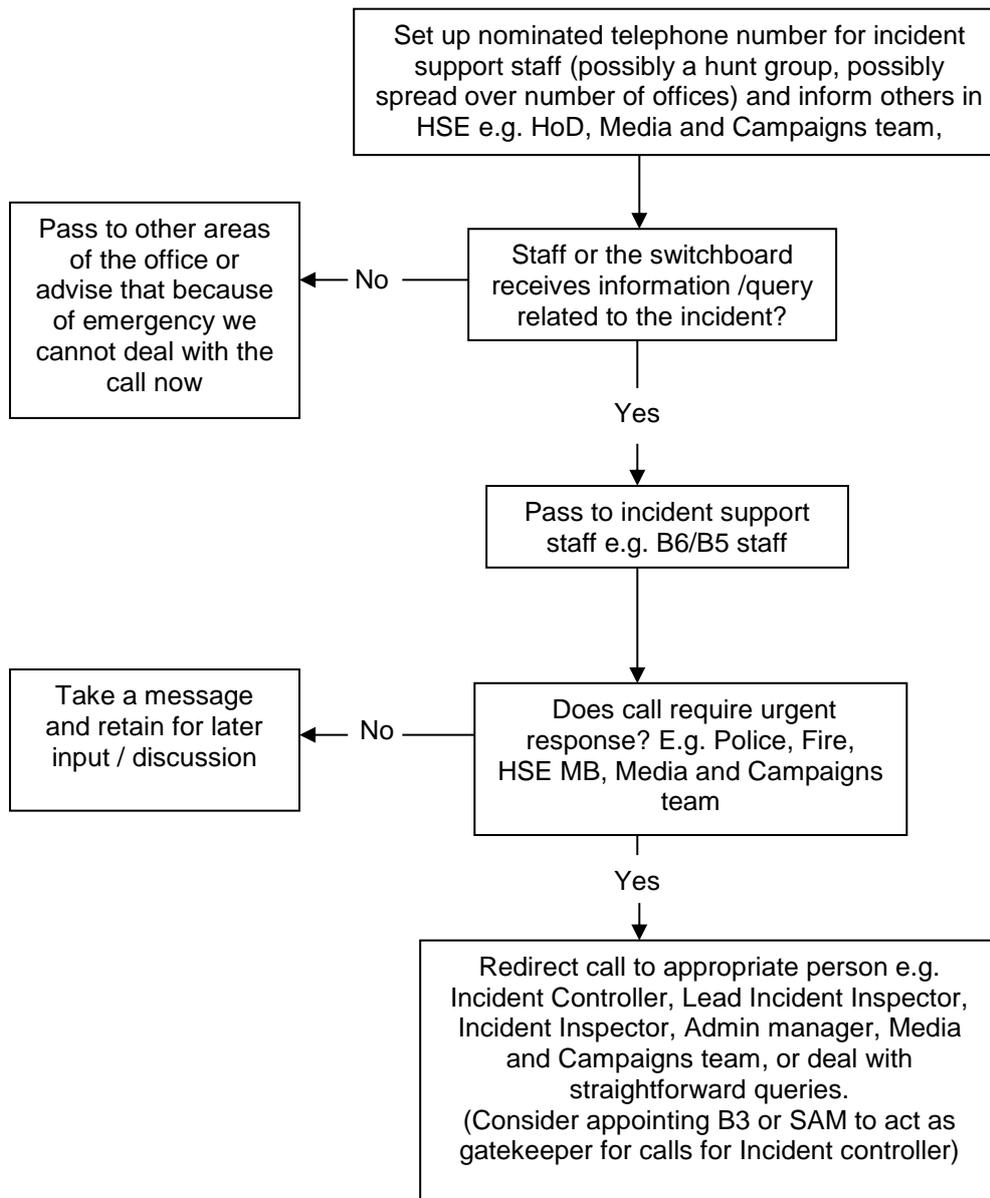
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Business Manager and Administration Manager
<p style="text-align: center;">The Role</p> <p>Business manager may be B3 or B2 supported by Administrative Manager who may be Band 4 SAM, or other as appropriate who provide administrative and logistical support to members of the initial response team, directed by the Incident Controller</p>
<p style="text-align: center;">Key Tasks</p> <ul style="list-style-type: none"> • Liaise with Incident Controller. • Office opening out of hours. • Arrangement of suitable logistics and support. • Communications and Information management
<p>Liaise with the Incident Controller</p> <ul style="list-style-type: none"> • Ensure that instructions on gaining access to the office out of hours and where spare emergency kit is stored are up to date. (See Divisional Contact lists – Annex 8)
<p>Office opening out of hours</p> <ul style="list-style-type: none"> • The office may become the Incident Control Centre therefore you may need to consider, with the Incident Controller, opening the office out of hours
<p>Arrangement of suitable logistics and support</p> <ul style="list-style-type: none"> • Identifying a discrete area of desks/ separate room for the management of the incident including: facilities such as flip charts, white boards • Ensure adequate administration support is available, deployed and shared. Consider and where appropriate, arrange for the temporary transfer of administrative staff across Directorates to support the initial response. This need not be co-located with the Incident Lead or Incident Controller, but work as a virtual team. • Arranging provision of necessary logistical support to the on-site investigation team with Information Technology and Facilities (Estates team) e.g. portakabins for mess/welfare facilities or temporary office space, portaloos. • Block booking accommodation for the response /investigation team eg hotels or consider longer term options such as serviced apartments if appropriate • Maintenance of emergency kit - re-stocking of consumables e.g. batteries, forms etc (See list in MIRP/ERP OG Appendix 2 - Preparedness) • Transport & storage of evidence, samples etc. if needed (NB Science Directorate/HSL can assist with this.)
<p>Communications and Information management</p> <ul style="list-style-type: none"> • Providing and maintaining adequate communication links - liaising with Steria via BSD where necessary e.g. to provide additional mobile phones or MiFi devices from a range of providers if there is an issue with connectivity on site, organising temporary phone lines (if required) (See Divisional Contact lists Annex 5) • Setting up a call handling system, triaging incoming calls relating to the incident and deciding which information to pass on to the incident controller, incident lead inspector, incident inspector or admin manager as appropriate (see overleaf) <ul style="list-style-type: none"> ○ Making STARs requests for setting up a 'hunt' group as part of the call handling system, if required. (See information overleaf) • Setting up and managing a generic email account for the incident. • Organising telephone conferences as needed using Steria "Meet me" • Requisitioning the video conference facility if needed • Passing all media enquiries to the Media and Campaigns team. • Providing briefings for HSE MB and Minister

Setting up a call-handling system



Notes

- Incident support staff may not be co-located with the Incident Controller / Incident Lead Inspector / Incident Inspector.
- All general calls come into the office/s as normal.
- All staff (or switchboard where available) quickly ascertain which calls relate to the incident (pass to incident support staff) and which are unrelated (deal with call as usual or advise caller that the call cannot be dealt with immediately because of the emergency).
- Most incoming calls relating to the incident will be dealt with by incident support staff who will triage the calls and decide which information to pass on to the Incident Controller / Incident Lead Inspector / Incident Inspector / Admin manager as appropriate.
- All media enquiries must be passed to the Media and Campaigns team

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Head of Division
<p style="text-align: center;">The Role</p> <p style="text-align: center;">To represent HSE's interests within the Division/Region or Devolved Administrations in the event of a potential major incident or civil contingency event</p>
<p style="text-align: center;">Key Tasks</p> <ul style="list-style-type: none"> • Advice to the HSE Management Board <ul style="list-style-type: none"> ○ about potential major incidents or incidents likely to exceed the capability of the local or divisional responders or cause COBR (or SGoRR in Scotland) to convene and ○ providing any links to the HSE Level 2 Response Plan • Arrange briefings • Attend Strategic (Gold) command meetings (when required)
<p>Advice to the HSE Management Board on:</p> <ul style="list-style-type: none"> • The significance of the incident • Whether the incident is likely to exceed HSE's divisional capability and external regional resources • Whether the incident has the potential to require COBR to convene/invoke emergency regulations <p>For any potential major incident consider any specific legislation that</p> <ul style="list-style-type: none"> • Creates particular obligations • Gives powers to Ministers to direct the nature of investigations • Gives devolved administrations powers to use other legislation to hold investigations
<p>Arrange briefings to be provided to:</p> <ul style="list-style-type: none"> ○ HSE Secretariat and Divisional Support Teams (FOD, CD, CEMHD and ED) ○ HSE Media and Campaigns team ○ COBR representatives (if applicable) ○ Emergency Planning Unit (for Civil Contingency events only)
<p>Attend Strategic (Gold) command</p> <ul style="list-style-type: none"> • Consult with the Incident Controller and attend Strategic (Gold) Command on behalf of HSE if required • Formulate HSE's response strategy objectives, including a multi-agency working policy • Prioritise resources

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HSE Media and Campaigns team

The Role

To coordinate HSE's media handling and internal communications strategies on receipt of notification about a Divisional or HSE/Board major incident or civil contingency event or if COBR convened.

Key Tasks

- Developing media handling and internal communications strategies,
- Leading negotiations with journalists and managing media interest.
- Preparing news releases and media briefings
- Media monitoring

Develop media handling and internal communications strategies

- Lead communications manager (or duty press officer, if out of hours) to brief the Head of Media, and Heads of Internal and External communications.
- Confirm who the lead press officer is, for the initial phase of the incident.
- Lead press officer/Head of media to
 - Liaise with the Incident Controller and agree a media strategy.
 - Make contact with the lead department/agency for media relations and agree the strategy.
 - Alert DWP press office.
 - Link into wider Government central communications activity, such as Cabinet Office's News Co-ordination Centre, as appropriate
- Involve internal communications team in sharing information inside HSE.

Deliver strategy and manage media interest

- Handle enquiries from media.
- Develop 'lines to take' with policy and operational divisions or prepare official statements for use in answering questions from the media.
- Advise on and approve the media handling sections to ministerial submissions.
- Establish contact details for key staff on the ground and those managing HSE's response.
- Organise media briefings, statements and press notices (if appropriate)
- ensure regular updates are provided
- Liaise with counterparts in other government departments, partners and stakeholders (as appropriate).
- Identify potential spokespeople for interview and brief where appropriate.
- Arrange for any press statements to be uploaded to HSE website, (if appropriate).

Media monitoring

- Set up media monitoring arrangements, agreeing format and frequency with **Incident Controller** and Head of Media.