

CONTROL ROOM MANAGERS TRAINER GUIDE

FEBRUARY 2018



JESIP
Working Together – Saving Lives

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Purpose of the Course

This course has been developed to enable organisations to train control room managers and supervisors in JESIP ways of working. It can be used both for initial training and refresher training. The course will give students an understanding of the principles for joint working and how they can be used by control rooms to deliver the JESIP objective of working together to save lives and reduce harm.

The course is designed for people who work in the control rooms, or similar facilities, of:

- Emergency Services;
- Other Civil Contingencies Act Category One Responders;
- Civil Contingencies Act Category Two Responders;
- Volunteer Sector;
- Military.

Whilst the course has the title Control Room Managers' Course it is aimed at people who hold, or who aspire to hold a number of roles, these include, but are not limited to:

- Tactical Commanders based in control rooms;
- Tactical Commanders based in control rooms;
- Managers based in control rooms;
- Supervisors based in control rooms;

This course has been designed to support the requirements under the Civil Contingencies Act 2004 for training of appropriate Category 1 staff.

This course aims to equip delegates with the knowledge they will need to work with other control room managers in response to incidents, including major incidents.

Chief Officers/ chief executives should decide who from their organisation should attend this course.

Prior or co-requisite Learning

Students should complete either the national JESIP classroom or online awareness product:

<http://www.jesip.org.uk/e-learning-2017>

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Trainer Requirements

To deliver this course trainers should either be trainers with knowledge or experience of their organisations control room OR experienced control room managers who can deliver this material and facilitate students learning. Trainers can be drawn from any organisation (although see student trainer mix section for the role of the emergency services)

- Prior knowledge or experience of command and/or management in their organisation's control room.
- Awareness of multi-agency working practices in relation to major incidents gained through attendance (or training) a JESIP commanders' course.
- Experience or ability in the facilitation of learning by:
 - creating an effective learning environment;
 - using effective communication techniques including giving and receiving feedback;
 - employing effective presentation skills using a variety of visual aids;
 - employing effective facilitation skills to manage scenario-based group work;
 - monitoring learners progress and respond to specific needs as appropriate;
 - employing a range of strategies for managing challenging situations in training, including resistance to change; and,
 - promoting equality and value the diversity of the learners.

A key element of JESIP is the avoidance of single service language. To support these trainers should avoid any single service acronyms, terminology or models.

This trainers' guide is intended as a light touch document, it contains the key points that should be delivered to students but leaves the means of delivery flexible for trainers to decide locally based on their own knowledge and experience.

Student and trainer mix

For the course to meet the national recommend standards there should be members of the Ambulance, Fire and Police services in the room.

The gold standard would be police fire and ambulance trainers and students, along with students, and possibly trainers, from other responder agencies.

The minimum standard is that there should be two emergency service trainers, from different services, present and that standards there should be members of the Ambulance, Fire and Police services in the room as either students or trainers. This is to facilitate the understanding of each service's capabilities.

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Supporting Material

Trainers may refer to these documents to support their knowledge:

- Joint Doctrine: The Interoperability Framework Edition 2;
- Cabinet Office Lexicon 2013 v2.1.1;
- Cabinet Office (2012) Civil Protection Common Map Symbolology;
- Cabinet Office (2005) Civil Contingencies Act 2004: A Short Guide (revised);
- Cabinet Office (2013) Emergency Response and Recovery V5.

Local course Development

There are elements of this course that require local input from trainers.

If organisations wish to modify this course to deliver additional local learning outcomes then they may do so on the condition that:

- The course still delivers the national learning outcomes;
- All references to JESIP remain;
- This course is not run for profit. Cost recovery is permitted.

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Course Timetable

Time	Session	Title	Duration (Mins)
09:00-09:30	Session 1:	Introduction	30
09:30-10:15	Session 2:	Emergency services control rooms	45
10:15-10:30		Break	15
10:30-11:30	Session 3:	JESIP Products including the principles for Joint Working	60
11:30-12:30	Session 4:	Joint Decision making in Control rooms	60
12:30-13:00		Lunch	30
13:00-13:45	Session 5:	Information Sharing and management	45
13:45-14:30	Session 6:	Social Media and communications	45
14:30-14:45		Break	15
15:00-15:30	Session 7:	Organisational learning	30
15:00-15:30	Session 8:	Consolidation	30

Resources

- Projection methods;
- JESIP Control room managers course PowerPoint;
- JESIP Control room managers course group exercise material (two sets per syndicate);
- Classroom in cabaret seating arrangement;
- Pens;
- Flip chart or white board.

The  symbol is used for student discussions.

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Session 1: Introduction

Aim

The aim of session one is to explain the purpose of the course and to outline the format of the training.

Delivery

Students should be allocated to syndicates which should provide as wide a mix of agencies in each syndicate as possible.

The trainers should deliver the slides:



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Trainers should use an ice breaker exercise either with the whole course or in syndicates, depending on course numbers. A recommended exercise is from the slide:



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Session 2: Emergency services control rooms

This section describes how ambulance HM Coastguard, fire and police control rooms are configured and work.

There are three slides that trainers should populate locally to describe the local emergency service control rooms. These should be populated during the course planning stage.

The slides for this section are:



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The content of the slides should be sufficient for trainers to deliver this material to their students. Trainers should explain:

- That ambulance and police control rooms tend to be larger than fire control rooms;
- That fire control room staff tend to be multi skilled whereas there are different roles in police and ambulance control rooms;
- That police control rooms have a significant command role.

The local slides should be populated to give students an understanding of the other control rooms they are likely to work with, their locations, staff numbers and typical call volumes.

Student Activity

Trainers may wish to ask students to discuss their own control room arrangements either within the syndicates or with the wider group.

This would be particularly useful if there are students from services other than the ambulance, fire and police services.

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Session 3: JESIP and the principles for joint working

This section covers the principles for joint working and introduces students to the Joint doctrine, The Interoperability Framework. The Joint Decision Model (JDM), the M/ETHANE model and the definition of a major incident.

Trainers should familiarise themselves with these products by reviewing the Joint Doctrine.



The trainer should explain that the joint doctrine and products provides a framework so control room managers and all commanders can work together. Applying these models and principles will improve the way responder agencies **work together to save lives and reduce harm**.

The trainer should explain to students that the key products are: the Principles for joint working , the joint doctrine, the Joint Decision Model (JDM) and the M/ETHANE model and that these models will be described in this section. The trainer should also explain that these products are reinforced by five control room supporting principles which will be addressed in the next session of the course.

Interoperability is defined as the extent to which organisations can work together coherently as a matter of routine.

JESIP began with a focus on the blue light emergency services. It developed to include all emergency responders. Today these principles apply to **all** agencies involved in some way in responding to incidents in the UK. There is always learning for responder agencies in managing incidents more effectively. JESIP continues to develop new systems and processes and encourage best practice amongst emergency responders.

The trainer should explain that JESIP is underpinned by the 'Joint Doctrine: The Interoperability Framework, Edition Two 2016. This doctrine differs from the first edition by:

- Increased scope, it covers all responders, not just police, fire and ambulance;
- A section on the military;
- A section on interoperability between control rooms.

The trainer should explain the principles for joint working underpin JESIP. These principles are not hierarchical and they do not need to be delivered in the order they are presented in in the joint doctrine.

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The Principles for Joint Working



Trainers should explain that Co-location of commanders is essential. It allows those commanders to perform the functions of command, control and co-ordination, face to face, at a single, jointly agreed location. Control rooms can assist commanders in physical location, by identifying the location and sharing that information with commanders.

Control rooms can also achieve the objectives of co-location by virtual co-location between control rooms and other commanders. This can be achieved by using interoperable Airwave talkgroups, teleconferencing and video conferences.



Trainers may ask the students if they have had experience of using interoperable Airwave talkgroups, teleconferencing and video conferences.

Communication is the passage of clear, unambiguous and timely information relevant to an emergency situation. Meaningful and effective communication between emergency responder organisations and individuals underpins effective joint working. The sharing of information, free from acronyms and other potential sources of confusion, across service boundaries is essential to operational success.

Co-ordination involves commanders discussing and making decisions on the priorities, resources, future decision making and response activities of each agency, including their integration to avoid potential conflicts, prevent duplication of effort, minimise risk and promote successful outcomes. Effective co-ordination generally requires one service to act in a “lead” capacity, such as chairing co-ordination meetings and ensuring an effective response.

Risk arises from threats and/or hazards which will be seen, understood and treated differently by different emergency services. In the context of a joint response, sharing information and understanding about the likelihood and potential impact of risks and the availability and implications of potential control measures will ensure, as far as is reasonably

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practicable, that the agreed aim and objectives are not compromised. This will include ensuring the safety of responders and mitigating the impact of risks on members of the public, infrastructure and the environment.

This is a common understanding of the circumstances and immediate consequences of the emergency, together with an appreciation of the available capabilities and emergency services' priorities. Achieving shared situational awareness is essential for effective interoperability in the emergency response.

The Joint Decision Model introduction

The Joint Decision Model is introduced in this session. Trainers should briefly introduce students to it and to each of the elements. They should explain that each element of the JDM is explained in greater detail in the next session.

M/ETHANE and major incident introduction

The trainer should explain that the definition a major incident changed at the same time as the second edition of the joint doctrine was published. The definition of a major incident is:

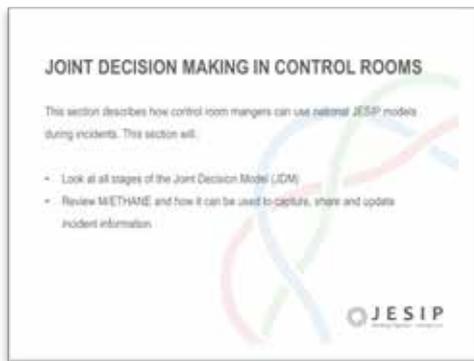
An event or situation with a range of serious consequences which requires special arrangements to be implemented by one or more responder agencies

Trainers should explain that the M/ETHANE model should not be used just for major incidents but can be used for other incidents if an ETHANE message is sent.

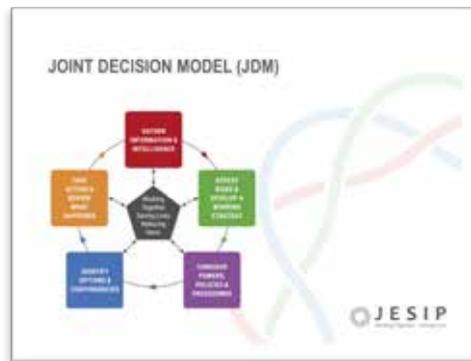
Trainers may wish to add a local example of a METHANE message.

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Session 4: Joint Decision making in Control rooms



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Trainers should explain that this session will address the Joint Decision Model in more detail and from the context of control room managers. The session will also give students the opportunity to develop a M/ETHANE message.

The trainer should explain that decision models used to support decision making in difficult circumstances should be simple and easy to apply.

The trainer should describe how the JDM has been developed from a police service model called the National Decision Model (NDM; the difference being that the NDM central pentagram is the **National Police Service Code of Ethics** as opposed to the JDM's **Working Together Saving Lives Reducing Harm**).

Trainers may ask students to discuss the use of decision models in their own organisations. This could take place in syndicates or with the whole group depending on circumstances.

Trainers should describe how the JDM will be applied many times during the course of an incident. That it is scalable in its application. For example, an initial commander may apply it in a matter of seconds in assessing an incident for the first time, whilst at a later stage the Tactical Coordination Group (TCG) may use the JDM as the framework of a meeting that could last around an hour.

JDM Elements

Trainers should present the slides explaining the JDM. During the information and intelligence element trainers should explain that the difference between information and intelligence: *Intelligence is information that has been the subject of an assessment process.*

During the information element students will have the opportunity to construct a M/ETHANE message based on the Hotel scenario.

During the Assess Risks and Develop a working strategy trainers should explain where the different agency commanders are most likely to be located. Students may be asked to speak about their own agencies policies; this will be particularly useful if there are students from non- emergency services present.

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Overarching or primary aim: Working together saving lives reducing harm

Trainers should describe that joint decisions must be made with reference to the overarching or primary aim of any response to an emergency: to save lives and reduce harm. This is achieved through a co-ordinated, multiagency response. Decision makers should have this uppermost in their minds throughout the decision-making process.

Trainers should describe how control room managers should test their decisions and actions against this primary aim throughout the incident.

Gather information and intelligence

Trainers should describe that situational awareness is about having appropriate answers to the following questions: what is happening, what are the impacts, what are the risks, what might happen and what is being done about it? In the context of the JDM, shared situational awareness becomes critically important. Shared situational awareness is achieved by sharing information and understanding between the organisations involved, to build a stronger, multi-dimensional awareness of events, their implications, associated risks and potential outcomes.

During the information and intelligence element trainers should explain that the difference between information and intelligence: *Intelligence is information that has been the subject of an assessment process.*

The trainer should explain that information sharing is vital in the response to an incident, but also remind students that there are constraints to the sharing of personal data and sensitive personal data (including police intelligence) requires further consideration before sharing across agencies and the JDM can be used as a tool to guide decision making on what to release and to whom. When considering the legal and policy implications, the following are relevant:

- A legal framework to share information is required – in an ‘emergency’ situation this will generally come from Common Law (save life/property), the Crime and Disorder Act 1998 or the Civil Contingencies Act 2004
- Formal Information Sharing Agreements (ISAs) may exist between some or all responding agencies but such existence does not prohibit sharing of information outside of these ISAs
- There should be a specific purpose for sharing information
- Information shared needs to be proportionate to the purpose and no more than necessary
- The need to inform the recipient if any of the information is potentially unreliable or inaccurate
- The need to ensure that the information is shared safely and securely – it must comply with the Government Protective Marking Scheme (GPMS – replaced by the Classifications Policy in 2014) if appropriate
- What information is shared, when, with whom and why, should be recorded.

The trainers should ask students to describe what considerations their organisations have in relation to information sharing.

The trainers should use exercise two (hotel fire) to allow students to produce a M/ETHANE message in their syndicates.

Asses risk and develop a working strategy

Trainers explain that control room managers have a vital role in developing a joint assessment of risk, particularly in the early stages of an incident. At any incident, each responder agency will have a unique insight into these risks.

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By sharing what they know control room managers can start to establish a common understanding. Informed decisions on deployments and risk control measures can be made an early stage.

Trainers should explain that the working strategy should not be confused with the strategy for the incident provided by the strategic commanders or strategic co-ordinating group, normally sometime into the incident.

Trainers should explain that in some organisations a control room manager may well set the initial working strategy, for example the police, but that this is less likely to happen in other agencies, for example fire.

 Trainers may ask students to speak about their experience of strategy being set by control room managers in their organisation.

Trainers should explain that even if the control room in their agency does not have a role in developing the working strategy they will have a role in sharing it both within their agency and with other agencies.

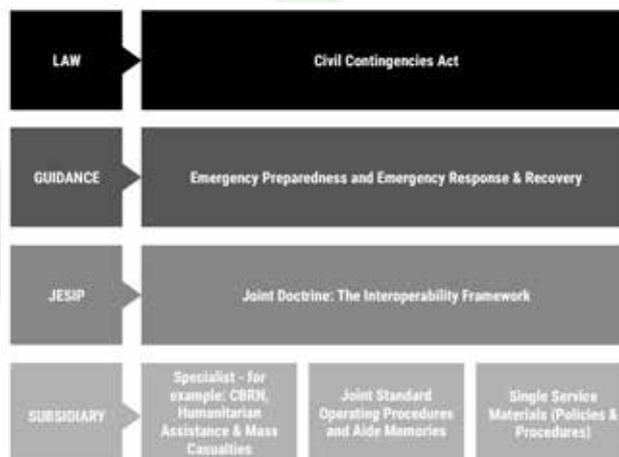
Trainers should explain that a working strategy should address these questions:

- What are the aims and objectives?
- Who is setting these?
- When, time scales and milestones?
- Where, what locations are affected are the locations?
- Why, what is the rationale is it consistent with the strategic aims?
- How will these tasks be achieved?

Consider powers policy and procedure

Trainers should describe that decisions should be made in relation to legislation, doctrine and local policy and procedures. Trainers should explain that there is a hierarchy in relation to joint response to incidents.

Trainers should explain that, in a joint response, a common understanding of any relevant powers, policies, capabilities and procedures is essential so that the activities of one responder agency complement rather than compromise the approach of other responder agencies.



Emergency response documentation hierarchy

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Trainers should also explain that different agencies will have different levels of knowledge and understanding about legislation.

Trainers should explain that the joint doctrine informs all responder agencies. Trainers should describe that there is national single service doctrine for agencies.

- National Ambulance Guidance
- Police APP Approved Professional Practice
- Fire NOG National Operational Guidance

Identify options and contingencies

Commanders should consider possible courses of action and review them against these criteria:

- Suitable - does it help to achieve the strategy?
- Feasible – can it be achieved with the resources available?
- Acceptable – is it justifiable, legal and ethical?

Trainers should explain that whichever options are chosen, it is essential that commanders are clear on what they need to carry out. Procedures for communicating any decisions to defer, abort or initiate a specific tactic should be clearly agreed.

Trainers should explain that contingencies relate to events that may occur and the arrangements that will be put in place if they do.

Take action and review what happened

Trainers should explain that the control room **may** have a role in informing staff on what actions has been decided, allocating staff to tasks and communicating when activity may start and stop. This will vary between agencies.

Trainers may ask students to describe what role their control room has in directing activity at an incident.



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Session 5: Control Room Supporting Principles and Information Sharing and management



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The trainer should describe how there are five supporting principles for control rooms. These support the principles for joint working. Like the principles, the supporting principles are not hierarchical and can be applied in any order through all stages of an incident.

A dialogue between control room supervisors should be established as soon as possible.

Trainers should describe the different ways that this can be achieved; for example, using Airwave or a conference call. They should acknowledge that it may be difficult to achieve but it is vital during a fast-moving incident.

Plain English should be used between control rooms

 Trainers should invite students to provide examples of how single service language, jargon or acronyms can cause confusion.

Talking to commanders, both before the first commander arrives at the scene and to commanders throughout the incident will contribute to shared situational awareness.

Trainers should describe how this can be useful in helping commanders build a shared situational awareness before they arrive. Trainers can explain how the airwave standard test can help commanders and control room staff become familiar with this process.

Trainers can find details of this test on the JESIP web site.

<http://www.jesip.org.uk/airwave-test>

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Control room supervisors should engage in multi-agency communications and carry out the initial actions required to manage the incident.

Trainers should describe this will vary from service to service.



Trainers may ask students to describe what kind of actions they would take in response to a major incident. This could be done in syndicates or as a plenary session.

The lead responder will suggest a location for commanders to co-locate in the early stages of a multi-agency incident when operational commanders may be traveling to the scene

Trainers should briefly describe what elements contribute make a good rendezvous point or forward command post.

Trainers explain that some sites have pre-planned locations for rendezvous points. They discuss the benefits of this but also the risks, especially when responding to possible terrorist incidents.

The trainer should explain how control rooms have a key role to play in sharing information between organisations.

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CONTROL ROOM SUPPORTING PRINCIPLES

This section describes how control room managers should share information and explains the key elements of information management using the JESIP control room supporting Principles.

- JESIP Control Room Supporting Principles
- Sharing information
- Developing shared situational awareness
- Common operating picture



INFORMATION SHARING AND MANAGEMENT

- Information sharing in a fast moving incident is complex, multi-dimensional and difficult.
- Information and the levels of sharing it will often be ambiguous.
- In the early stages much of the responsibility for gathering, assessing and sharing information will fall on control rooms.

This will not be easy, but is essential in working together to save life and reduce harm



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Session 6: Social Media and communications



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This section covers three areas:

- The use of social media to gather information and intelligence;
- The use of social media to provide information to the public;
- Communication systems available to responder agencies.

Trainers should highlight that information about major incidents is very likely to appear on Social Media within minutes, if not seconds, of the incident occurring and there is almost no way of preventing this. Instead responder agencies should consider using social media to provide information to the public.

Commanders may be able to obtain vital information from social media in the early stages of an incident. Although trainers should explain that there may be issues with the volume of information being received and being able to assess its accuracy.

Trainers should describe how social media can be a powerful tool to share information with the public and so help keep people safe and minimise the effects of an incident. For example, social media can be used to warn people to avoid a certain area or give details of actions they can take to keep themselves safe.

 The trainer may ask students to describe what access to social media students have in their control rooms. This would refer to:

- Any ability to access social media as a source of information and intelligence; and,
- Capability to put information onto social media.

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Operational Communications.

Trainers should speak about the different communication systems available to their organisations.

Trainers may ask students to describe their organisations communication systems and how their control room makes use of them.

Unless trainers are confident about describing the issues caused by a lack of coverage or over capacity on the Airwave network they should inform students that large incidents or incidents in rural areas may be affected by issues with Airwave, they should mention that there may be issues without going into details. Trainers should advise students to make contact with an operational communications advisor at an early stage in large pre-planned or spontaneous incidents.

The operational communications advisor course replaces previous single service Airwave tactical advisors courses. It is run on behalf of all responder agencies by the College of Policing.

Trainers should update the Airwave shared talkgroup slide to reflect local alphas.



Trainers may ask students to describe their experiences of using shared talkgroups.

Trainers should explain that the purpose of the Airwave standard test is to spread knowledge and experience of interoperable shared talkgroups among commanders. Students should be informed that details of the test can be found on the JESIP website. Trainers should describe what the local arrangements are for conducting the Airwave standard test.

In the communication section trainers should provide an update in relation to local progress with implementation of the Emergency services Network (ESN).

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Session 7: Organisational learning



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Trainers should explain that learning lessons is not simply about identifying where things went well and badly but it must also include using that information to make changes to practice.



Trainers may ask students to describe any experiences of taking part in de-briefs.

Trainers should explain the local arrangements for JOL ONLINE. This information can be obtained for their organisation's JOL ONLINE single point of contact (SPOC)

Session 8: Consolidation



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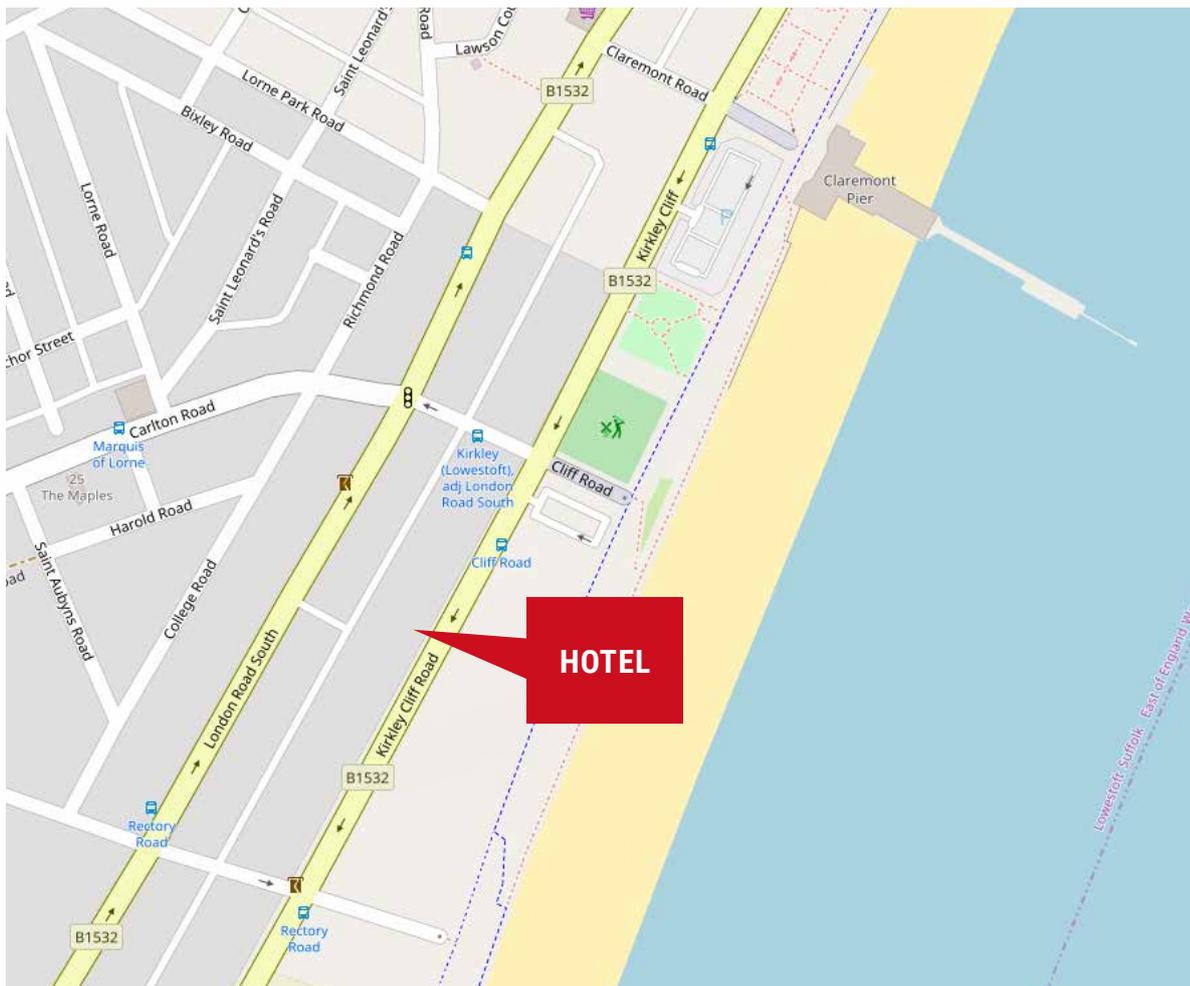


Following the consolidation exercise trainers should invite students to consider the questions on the final slide. Students should be encouraged to write their answers down and take them away with them

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Trainers note. These exercises are based on a fire in a cliff top hotel. You may choose to replace this scenario with one drawn from your local risk register.

Map of location of exercise



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Photographs of hotel



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Group Exercises Inject 1

GROUP EXERCISE 1

Review the briefing sheets and consider:

- As the manager of your control room what are your thoughts and what actions would your agency be taking?
- Talk to your colleagues about multi-agency considerations and actions.

Be prepared to present your thoughts to the group



It is 1030 hours. You are on duty in your control room when 999 calls start to be received about a fire at the Cliffs Hotel in Sandford. Calls are coming from people who are outside the hotel and people inside the hotel. Some of the callers' state that they think they can hear people in the sea shouting for help.

The Cliffs Hotel has 120 bedrooms and is located on the seafront. It stands between Claremont Road and sea cliffs that are about 20 meters high.

In your syndicate discuss:

- What information your organisation might hold on the location; and,
- What further information you would seek to gather from callers.

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GROUP EXERCISE 2

You are still the Control Room Manager or Supervisor for your own organisation and the incident is still on-going.

In your group please answer the following questions:

- **Are you going to declare this a major incident? Please document each of the organisation's responses with a rationale.**
- **What information would you expect the METHANE or ETHANE message for this incident to contain?**

The spokesperson for your group should be prepared to present your answers to the rest of the classroom group upon completion.



It is now 1015

Large parts of the hotel are on fire with some people trapped in bedrooms. Your control room is continuing to receive 999 calls.

Would you declare this as a major incident? If you did, what will your agency do in response?

Construct a M/ETHANE message that you would expect to receive from the scene.

Facilitate a discussion with students as to whether they would declare this a major incident, ask for their rationale as to their decision

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Group Exercises Inject 3

GROUP EXERCISE 3

Review the information and use the Joint Decision model to decide:

- What is your joint course of action?
- What is your joint understanding of risk?

Be prepared to present your thoughts to the group



It is 1030. Your agencies have staff at the scene responding to this fire. There are still people trapped in rooms in the hotel. Some people may have escaped into the garden and then fallen on to the cliffs in an attempt to escape. Some may have fallen into the sea.

There are many messages appearing on Facebook and similar social media sites referring to this fire and posting pictures of the hotel on fire.

As a group apply the Joint Decision Model.

Be ready to share your thoughts on these questions with the rest of the group.

As Control room managers:

- What would your joint course of action be know?
- What is your syndicate's joint understanding of risk?

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GROUP EXERCISE 4

Review the information and decide:

- How would you communicate between different agencies?
- Commanders at scene are requesting an interoperable talkgroup, how will you facilitate this?

Be prepared to present your thoughts to the group



It is now 1055. All agencies have commanders at the location and a Tactical Co-ordination Centre is being set up at Sandford Police Headquarters.

A large tank of heating oil has ruptured. The oil has not caught fire but is leaking down the cliff face and into the sea.

A large number of people are gathering on the Pier close to the hotel to watch.

Pictures are appearing on social media of what appear to be two badly burnt dead bodies outside the hotel.

Smoke is blowing inland and has reduced visibility on the main London Road; this is the main route into the town centre.

As a syndicate consider the following questions and prepare and report back to the rest of the group:

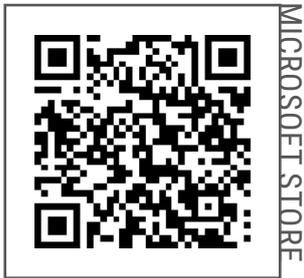
- How would you communicate between control rooms?
- How would you communicate between your control room and staff at the scene?
- Commanders at the scene are requesting an interoperability command talk group. How will you facilitate this?
- What are your considerations in relation to social media?

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Notes:

A series of horizontal dotted lines for taking notes.

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