



National
Operational
Guidance

Hazard

Insufficient resources



NFCC
National Fire
Chiefs Council

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Hazard - Insufficient resources

Hazard Knowledge

Effective deployment of appropriate resources may be key to the success or failure of an incident commander's strategy or plan to resolve incidents. Any failure or delay in requesting the mobilisation of sufficient and appropriate personnel, equipment, specialist skills and other agencies to an incident may:

- Delay operational intervention
- Increase the risk to the public, including casualties
- Reduce the safety of personnel or other emergency responders
- Result in loss of or damage to property
- Have a detrimental affect on the environment
- Affect the reputation of the fire and rescue service
- Impact on levels of public confidence
- Delay community recovery



Control measure - Additional resources

Control measure knowledge

Incident commanders should be aware of the type, number and disposition of emergency fire vehicles and personnel in their own and in nearby service areas, and should have a working knowledge of the responsibilities and capabilities of other category 1 and 2 responder agencies they may call on for assistance.

Relevant personnel should have a thorough knowledge of the capabilities of available resources to ensure they select the correct resource for the incident. They should also be aware of those that could be requested to help minimise the number of responding resources and personnel needed to deal with that particular incident. Their knowledge of the risks in their response area will be supported by regular visits and deployment planning, enabling incident commanders to assess the additional resources required at an incident.

Incident commanders should begin assessing the need for additional resources as soon as they are

mobilised to an incident. The assessment should be based on the number of calls received, information received by fire control rooms, visual indications en route and knowledge gained on visits and through pre-planning, which may give indications of required resources.

Strategic actions

Fire and rescue services should:

- Ensure relevant information on the availability of service resources is made available to operational and fire control room personnel
- Identify and ensure relevant personnel have a thorough knowledge of the capabilities of specialist resources to ensure they select the correct resource for the needs of the incident

Tactical actions

Incident commanders should:

- Request sufficient resources to implement initial actions, the incident plan and support contingency plan
- Consider the deployment of oncoming resources when positioning personnel and vehicles
- Consider the use of a rendezvous point (RVP), marshalling area or strategic holding areas



Control measure - Specialist resource

Control measure knowledge

A number and variety of specialist resources can be made available to the fire and rescue service during emergency situations.

When planning an incident strategy, fire and rescue services should consider the potential contribution of specialist personnel, not only for operational tasks, but also in improving safety and efficiency on the incident ground. Examples may include animal rescue units for controlling the



movement of animals at a fire involving livestock accommodation, or a technical rescue team shoring up an unstable structure to improve access on the incident ground. These considerations should form part of the pre-planning stage when personnel are familiarising themselves with the risks at an incident.

Fire and rescue services should arrange and maintain specialist capabilities according to the identified risks within the area of the service.

Specialist resources may include:

- Aerial fire appliances
- Water supply and management (including high volume pumps)
- Bulk foam
- Bulk dry powder
- Cutting extinguisher firefighting
- Marine firefighting
- Water rescue and flooding (including under water search and recovery)
- Wildland firefighting
- Technical rescue (including USAR teams)
- Extended duration breathing apparatus
- Animal rescue
- Fire safety and investigation
- Hazardous materials incident response units
- Rope rescue and line working

Some of these resources may be accompanied by or only mobilised upon the provision or guidance of a specialist advisor – See Specialist Advice

Strategic actions

Fire and rescue services should:

- Ensure relevant information for all available service specialist resources (including those resources used by neighbouring and partner agencies) is made available to all personnel
- Have arrangements with neighbouring fire and rescue services and partner agencies on the shared use, procurement and/or availability of specialist resources
- Where necessary, include recommended specialist resources in Site Specific Risk Information



- Ensure operational personnel have an understanding of the National Resource specialist capabilities available through NCAF
- Ensure specialist personnel where available form part of the familiarisation and planning process for special risks

Tactical actions

Incident commanders should:

- Consider requesting specialist appliances and resources to reduce risk and demand on deployed resources
- Consider resources that may be available from neighbouring fire and rescue services and partner agencies
- Confirm that required agencies have been requested or notified (e.g. Police, Ambulance, environmental agencies)
- Consider requesting assistance from military agencies



Control measure - Specialist advice

Control measure knowledge

It is unlikely fire and rescue service personnel will have in-depth knowledge of all types of incidents they could encounter. To deal with an incident safely and effectively, it may therefore be necessary to request specialist advice from the responsible (competent) person, subject matter expert (SME) or a tactical adviser (Tac Ad).

The extent and urgency in requesting specialist advice will be dictated by the size, complexity and type of the incident. The amount, quantity and quality of information will be directed by the nature of the incident and it is crucial that the on-scene commander or fire control room can access the

most current information possible.

Competent person

A competent person is someone who has sufficient training and experience or knowledge and other qualities that allow them to assist you properly. The level of competence required will depend on the complexity of the situation and the particular help required.

A competent person should be able to provide accurate and relevant information in their specific area of work. They should also be able to interpret and translate such understanding into information that would be useful to support operational priorities.

Subject matter expert (SME)

A subject-matter expert is a person who is an authority in a particular area or topic. Incident commanders should ensure, so far as practicable, that the individual is an expert in the relevant field.

Subject matter adviser (SMA)

Subject matter advisers are members of the fire and rescue service who work with national resilience capabilities on a day-to-day basis. The SMA will provide detailed tactical capability advice to the incident commander. SMAs will only be mobilised by the National Resilience Fire Control (NRFC).

Tactical adviser

Tactical advisers are trained and recognised specialists with specific references within local capabilities and/or national resilience. They are available to provide advice and support to any incident irrespective of location. However, their usual role is within their host fire and rescue service.

A tactical adviser has in depth knowledge from both a business and organisational perspective that can significantly enhance performance when shared with others.

Tactical advisers are currently available from the following fields:

- National Inter-agency Liaison Officer (NILO)
- Urban search and rescue (USAR)
- High volume pumps (HVP)
- Water rescue
- Marine
- Wildfire incidents

Strategic actions

Fire and rescue services should:

- Develop arrangements and protocols with identified competent persons and other sources to request specialist advice
- Maintain the details of any tactical adviser or subject matter expert for specific industries and know how to request their attendance
- Understand the available specialist advice that may be able to assist and how to contact the appropriate person to provide advice.
- Ensure personnel are aware of the tactical adviser role which may be used as a resource at operational incidents

Tactical actions

Incident commanders should:

- Consider requesting the attendance of a competent person, subject matter expert or tactical adviser

Control measure - Identifying the need for enhanced logistics support

Control measure knowledge

The primary function of the enhanced logistics support (ELS) capability is to enhance the fire and rescue service command and control capability, by allowing effective and scalable deployment of National Resilience resources to any national level incident.

The capability has personnel with the necessary knowledge and skills to manage the organisational and control aspects at the nominated strategic holding area (SHA) or multi-agency strategic holding

area (MASHA) for the incident.

The ELS capability will be requested by a National Resilience Assurance Team (NRAT) officer, based on the needs of the incident and the National Resilience capabilities (NR) attending the incident.

The success and effectiveness of the ELS capability is dependent on the suitability of the SHA or MASHA; these should be established as detailed in the [Guide to the Identification, Inspection and Establishment of Multi-Agency Strategic Holding Areas](#). Further information can be found on the website, [Multi-agency strategic holding areas: a guide](#).

SHAs and MASHAs are identified by individual fire and rescue services, in conjunction with statutory resilience forums. The SHA and MASHA addresses and mapping co-ordinates are held on the National Coordination and Advisory Framework (NCAF) electronic support system. This information is used by the National Resilience Fire Control (NRFC) when mobilising National Resilience assets.

The equipment provided by the ELS resources includes:

- Systems for communications and IT
- Computer systems and printing facilities
- Lighting
- Electrical systems and support systems
- Warning systems
- Identification signs

ELS can provide an enhanced briefing facility (EBF) for use within the MASHA or SHA. This is a tent structure that includes:

- Rest facilities for firefighters, including tables and chairs
- Lighting and heating (heating provided in conjunction with Mass Decontamination Units)
- Briefing facilities, including display and projection equipment

The ELS functions include:

- Operations support
 - Safety briefing of personnel
 - Inter-service liaison
 - Resource co-ordination
 - Liaison with the incident commander
 - Marshalling within the MASHA or SHA
- Logistics support
 - Co-ordination and provision of sufficient resources to the MASHA or SHA
 - Personnel welfare and consumables
- Planning support and information management



- Proposing and reviewing information
- Planning resource and relief plans
- Planning meetings, briefings and debriefings
- Communications support
 - Communication and recording of actions and decisions
 - Maintenance of relevant logs within the MASHA or SHA using online asset management software

The affected fire and rescue service should mobilise a liaison officer to the SHA or MASHA to assist with welfare and communication issues.

Strategic actions

Tactical actions

Incident commanders should:

- Identify appropriate locations for the National Resilience enhanced logistical support equipment to be located
- Mobilise a strategic holding area liaison officer to assist with welfare and communication issues



Control measure - Provide enhanced logistics support

Control measure knowledge

The enhanced logistics support officer (ELSO) role is carried out by a National Resilience Assurance Team (NRAT) officer. Their responsibilities include managing enhanced logistics support (ELS) activities and logistics activities including:

- Managing the strategic holding area (SHA) or multi-agency strategic holding area (MASHA) in liaison with the affected fire and rescue service



- Managing ELS briefings and updates
- Providing liaison between:
 - The SHA or MASHA
 - Affected fire and rescue service
 - Home Office Operations Centre
 - National Resilience Fire Control (NRFC)
- Facilitating requests for support from the incident commander using the agreed communications channels
- Liaising with other NRAT officers
- Managing the logistical needs of the SHA or MASHA
- Liaising with and providing logistical support as required to the affected fire and rescue service, including welfare issues and liaison with local authority partners
- Establishing appropriate communication links with key stakeholders

The enhanced logistics support role is to support the ELSO by:

- Co-ordinating the mobilised resources into, within, and out of the SHA or MASHA; mobilisation requests should be directed through the affected fire and rescue service fire control room or via the communication channel agreed with the incident commander
- Facilitating logistical support for incidents including:
 - Urban search and rescue (USAR)
 - Mass decontamination (MD)
 - Flood response
 - High volume pumps (HVP)
 - Hazardous materials, including CBRN(e)
 - Marauding terrorist firearms attack (MTFA) personnel
- Co-ordinating crew reliefs and facilitate affected fire and rescue service welfare arrangements under the request and direction of the affected fire and service's incident commander
- Conducting briefings, safety briefings and debriefings in the SHA or MASHA under the request and direction of and the request of the affected fire and service's incident commander
- Facilitating the maintenance, repair and replacement of National Resilience equipment and vehicles, in order to maintain the required level of resources for the duration of the incident
- Facilitating the structured return of personnel and equipment to their fire and rescue service under the request and direction of and the request of the affected fire and service's incident commander

Strategic actions

National Resilience should:

- Prepare, communicate and distribute awareness material describing the benefits of ELS to



the wider fire and rescue service, as well as to other agencies and interested parties

Tactical actions

Specialist responders should:

- Fulfil the roles of the enhanced logistics support officer (ELSO) and the enhanced logistics support personnel