Dockyard Port of Portsmouth

Emergency Contingency Plan

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Abbreviation Table

Abbreviation	Description
ABP	Associated British Ports
CHA	Competent Harbour Authority
COMAH	Control of Major Accident Hazards
DepCo	Department Co-ordinator
DPP	Dockyard Port of Portsmouth
DPPO	Dockyard Port of Portsmouth Order 2005
DPRA	Dockyard Port Regulation Act 1865
DQHM	Deputy Queen's Harbour Master
ECP	Emergency Contingency Plan
EEPO	Establishment Emergency Planning Officer
HMCG	Her Majesty's Coastguard
HMNB	Her Majesty's Naval Base
JESIP	Joint Emergency Services Interoperability Principles
JDM	Joint Decision Model
MSS	Marine Services Superintendent
NBC(P)	Naval Base Commander (Portsmouth)
NCP	National Contingency Plan
OPA	Oil and Pipeline Agency
OSRP	Oil Spill Response Plan
PSBP	Port Safety Boat Patrol
PCO	Port Conservancy Officer
PIP	Portsmouth International Port

PMSC	Port Marine Safety Code
PSO	Port Safety Officer
QHM	Queen's Harbour Master
RD	Resilience Direct
RNLI	Royal National Lifeboat Institution
SALMO	Salvage and Marine Operations
SAR	Search and Rescue
SEMS	Safety and Environmental Management System
SHA	Statutory Harbour Authority
SOLAS	Safety of Life at Sea
SOSREP	Secretary of State's Representative
UKSRR	United Kingdom Search and Rescue Region
VTSO	Vessel Traffic Service Officer
VTSS	Vessel Traffic Service Supervisor

Section 1 - Document Control

1.0 Document Control

The Dockyard Port of Portsmouth Emergency Contingency Plan (ECP) has been developed on behalf of the Queen's Harbour Master for use when dealing with an incident or emergency within their jurisdiction.

Whilst this plan is a stand-alone document, it interlinks with other key plans and procedures, both internal to the QHM department, HMNB Portsmouth and key external stakeholders with the Dockyard Port.

2.0 Review Schedule

The author of this Plan is the Deputy Queen's Harbour Master; the review and upkeep of the plan shall be owned by the Port Safety Officer. The plan shall be reviewed on an annual basis with changes made and recorded in the amendment table below following consultation with the QHM department.

Version	Amendment Details	Date
1	New document	January 2021
1.1	Minor Amendment	July 2021

Any suggested amendments to the Emergency Contingency Plan should be sent to the Port Safety Officer Portsmouth:

Port Safety Officer,
Semaphore Tower,
HMNB Portsmouth,
PO1 3LT
portsmouth@qhm.mod.uk

3.0 Consultation

Prior to publication and any major review, this document shall be sent to key stakeholders for consultation and comment.

The consultees shall include;

- Establishment Emergency Planning Officer (HMNB Portsmouth);
- Portsmouth International Port;
- ABP Southampton;
- Cowes Harbour Commission;

- Langstone Harbour;
- Portsmouth Explosive Safety Advisory Group;
- Portsmouth City Council Emergency Preparedness Resilience and Response Team;
- SALMO;
- Oil and Pipeline Agency;
- Captain Port Operations.

Section 2 – Policy and Plans

1.0 Introduction

Under the requirements of the Port Marine Safety Code (PMSC), a Port's Safety and Environmental Management System (SEMS) should address preparation for emergencies. The Dockyard's Emergency Contingency Plan should be developed, implemented, maintained, operated effectively and revised periodically.

Under the Civil Contingencies Act 2004, the Queen's Harbour Master is considered a Category 2 responder. The Queen's Harbour Master will be involved in the associated planning work, and heavily involved in incidents that affect their sector. They are responsible for co-operating and sharing relevant information with Category 1 and other Category 2 responders. Category 1 responders are identified as emergency services and local authorities.

This plan shall be subject to regular exercising as deemed appropriate by QHM, but as a minimum the plan shall be fully exercised every five years and will include participation from key stakeholders such as neighbouring port authorities, RN and SALMO. The exercising of the plan will fall into QHM's first party assurance process and shall be monitored as deemed appropriate.

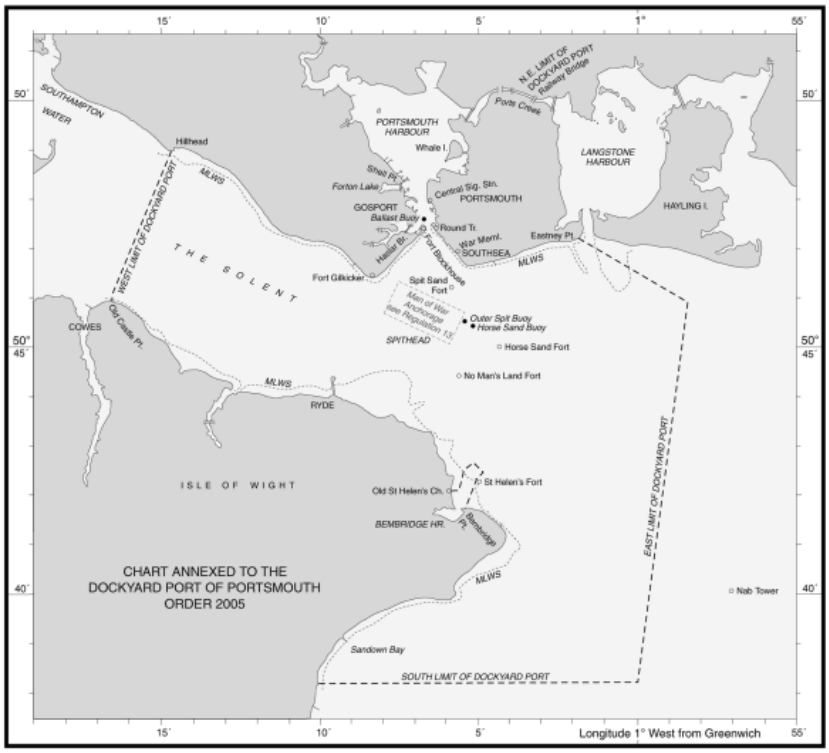
2.0 Scope

The plan itself covers incidents that occur within the limits of the Dockyard Port of Portsmouth (DPoP). Although the ECP is a stand-alone document, it interlinks with other emergency documentation and procedures from within HMNB Portsmouth and neighbouring Harbour Authorities as well as with regional and national plans.

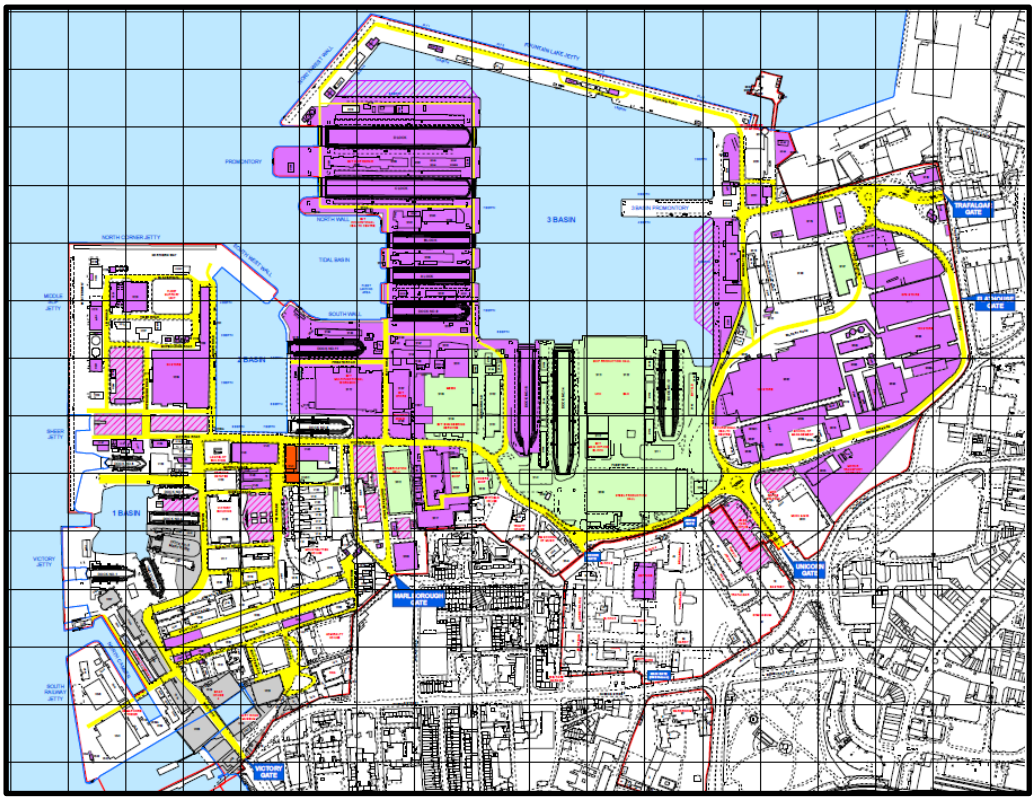
The ECP links with the following documents and plans;

- Dockyard Port of Portsmouth Oil Spill Response Plan;
- NBC(P) Emergency Response Orders;
- Team Portsmouth Business Continuity Plan;
- OPA Gosport Oil Fuel Depot Emergency Plan;
- Portsmouth International Port Emergency Response Plan;
- SOLFIRE Marine Emergency Plan;
- National Contingency Plan.

The limits of the DPoP spread across the Eastern Solent, covering an expanse of water of approximately 55 square miles as shown below:



The limits of HMNB Portsmouth are depicted below:



3.0 Aims and Objectives

3.1 Aims

The primary aim of the ECP is to provide structure and guidance for dealing with marine incidents and emergencies effectively within the jurisdiction of the DPoP. Upon the activation of this plan, the priorities are;

- Safety of life;
- Safety of navigation;
- Minimising the risk or impact to the environment.

3.2 Objectives

The main objectives of the plan are to:

- Ensure safety of life;
- Ensure safety to navigation;
- Ensure the safety of port users;
- Minimise impact to the environment;
- Minimise impact to port infrastructure;
- Identify key personnel and roles;
- Provide a co-ordinated response with other services and responders;
- Prevent escalation;
- Link with other associated plans, including regional and national plans;
- Minimise impact on operations and return to business as usual as time allows.

4.0 Interested Parties

4.1 Portsmouth International Port

Portsmouth International Port (PIP), on behalf of Portsmouth City Council, is the Competent Harbour Authority (CHA) providing pilotage provision in accordance with the Pilotage Act 1987, as well as a Statutory Harbour Authority (SHA) for parts of Portsmouth harbour. Due to the overlapping jurisdictions within the Dockyard Port of Portsmouth, a close working relationship has been developed with PIP to allow for the efficient operations relating to both defence and commercial. For example, this is reflected in the issuing of a joint Oil Spill Response Plan.

4.2 Other Neighbouring Ports

As well as PIP there are other neighbouring and overlapping Harbour Authorities including ABP Southampton, Cowes Harbour Commission, and Langstone Harbour which are all SHAs and CHAs in their own right and have responsibility for safety of navigation within their defined jurisdictions. The Harbour Masters have powers to give directions to ships on particular occasions and have the authority to lay down general rules for the movement of shipping, prescribed in local Bye-laws, Notices to Mariners and General Directions. The VTS MOU between MCA, ABP Southampton and QHM

Portsmouth is worthy of note with the main objectives of the agreement ensuring efficient co-operation between the three key stakeholders so as to improve safety of life at sea, and the safety and efficiency of navigation, and to protect the marine environment and adjacent shore areas from possible adverse effects of maritime traffic in the Nab VTS area.

4.3 Establishment Emergency Planning Officer (EEPO)

The EEPO is the conduit between HMNB Portsmouth and external agencies, as well as the Navy Base lead for the Local Resilience Forum (LRF). The EEPO leads on business continuity and business resilience and provides assurance to NBC that all scenarios are well exercised and assists with Defence critical national infrastructure.

4.4 Oil and Pipeline Agency

The Oil and Pipeline Agency based at Gosport operate and manage a fuel depot on behalf of the MOD for use by vessels in Portsmouth. OPA Gosport are currently undergoing a redevelopment project to replace tanks and upgrade other buildings to ensure they continue to meet future requirements for the Royal Navy. As part of the redevelopment and due to the large quantities of dangerous substances that will be stored on site, OPA Gosport will be required to comply with COMAH (Control of Major Accident Hazard) Regulations. This legislation applies to the operator of the site, where it considers the type and quantity of substance stored to determine which tier the site will be placed, either top tier or lower tier.

4.5 Portsmouth City Council

Portsmouth City Council (PCC) is subject to the full set of civil protection duties as a Category 1 Responder under the Civil Contingencies Act (CCA) 2004. PCC's main roles and responsibilities are to provide support to emergency services and other agencies involved in a response, coordinate the Council response and resources (including communications and highways) and provide specialist assistance such as building control, environmental health and waste management officers (where appropriate). PCC will also provide a link to the community and the provision of humanitarian assistance to those affected by the incident, including operation of rest centres for displaced people. PCC's Joint Emergency Planning Team (with Southampton City Council) works closely with partner organisations across Hampshire to plan for a wide variety of emergencies requiring a "multi-agency" response. PCC and PIP are actively involved in all aspects of the Local Resilience Forum (LRF) process.

4.6 Emergency Services

The Harbour Master, and the Master or Commanding Officer of any vessel involved in an incident, should give every reasonable assistance to the fire, police, ambulance and other emergency services for dealing with, alleviating or preventing an emergency. At any fire, the Senior Fire Officer shall have sole charge and control of all operations subject to the overall authority of the Master if on board ship (Fire Services Act of 1947 and Fire Precautions 1971) although they are not in charge of ship safety and other marine matters. There are nominated fire and rescue services who will respond to an offshore incident, and the police for terrorism or other criminal activity on board a ship.

4.7 Maritime and Coastguard Agency

The Maritime and Coastguard Agency (MCA) work to prevent the loss of lives at sea and protection of the environment and are responsible on behalf of the Department for Transport for implementing British and international maritime law and safety policy. The MCA also hold a national plan to manage major seaborne search and rescue (SAR) incidents. This is an integrated response relying upon voluntary bodies such as the RNLI and local resources. HM Coastguard (HMCG) is responsible on behalf of the Department for Transport for the co-ordination of Civil Maritime Search and Rescue within the UK Search and Rescue Region (UKSRR). The UKSRR includes those areas within port and harbour limits. When alerted by a Harbour Authority, or in the event of being the first recipient of an alert, HMCG will liaise closely with and support the Harbour Authority by co-ordinating the SAR phase of any distress incident within harbour limits. The Harbour Authority will remain responsible for approving movements and activities within the harbour/port limits.

4.8 SOSREP

The Secretary of State's Representative (SOSREP) is appointed to oversee the UK's casualty response in order to reduce the environmental impact and financial cost of maritime disasters as well as ensuring high safety standards are adhered to. Although SOSREP is appointed by the Government, they are independent and impartial with a wide range of powers including;

- Overall responsibility for monitoring response in offshore incidents where there is a risk of pollution.
- Can take control of incident management if deemed to be in the interest of the UK.
- Can exercise intervention powers allowing them to intervene if incident response or clean up proposals are not deemed to be in the public interest.
- Offer ports of refuge to vessels in distress.

The MCA and SOSREP are responsible under the Safety of Life at Sea (SOLAS) Convention for providing shelter to maritime casualties which may require the use of waters within a port as a place of refuge. The MCA work with Harbour Authorities to develop and maintain a register of potential places of refuge. It must be noted that while the Solent, and ergo the Dockyard Port of Portsmouth is a recognised place of refuge, the status of the Dockyard Port as being managed under statute from SoS Defence is also recognised by SOSREP, as is the impact on defence output of a vessel foundering in Portsmouth Harbour or the approach channel. This point must be reiterated to SOSREP should Portsmouth be approached to be a port of refuge.

5.0 JESIP

5.1 Principles

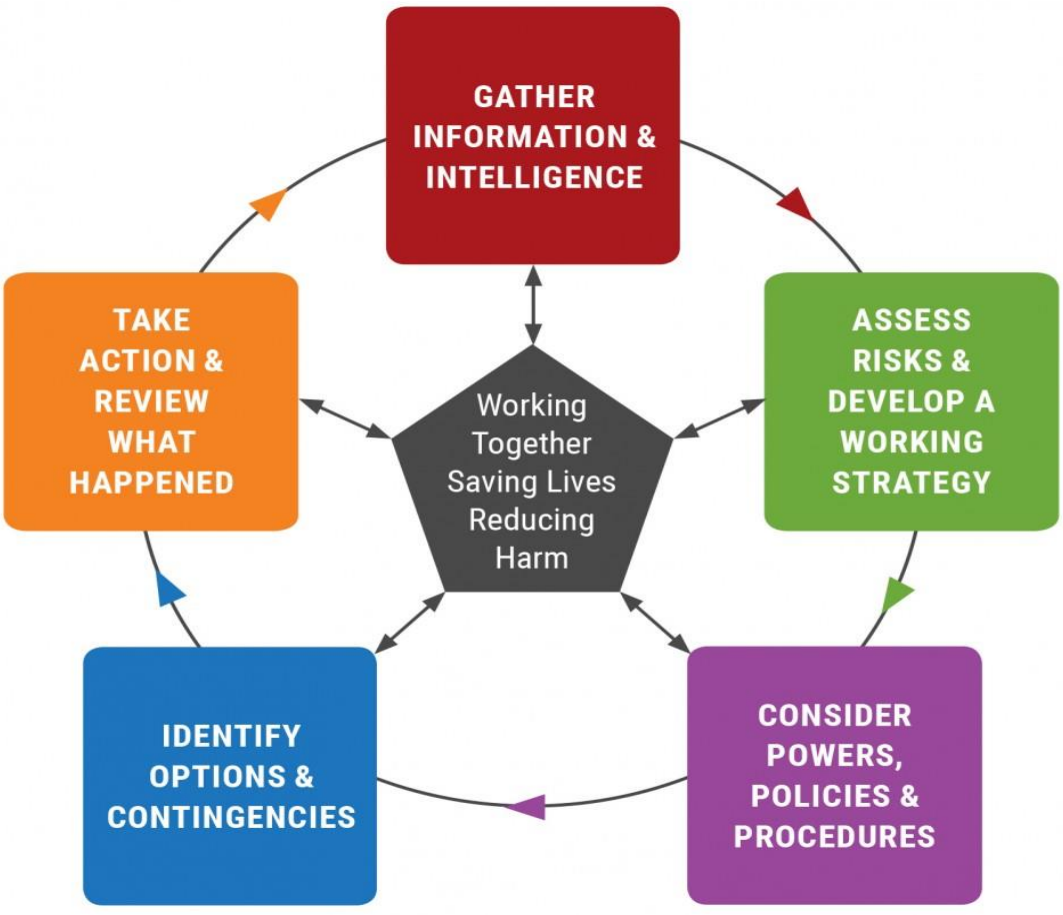
The ECP has been designed with the principles of JESIP (Joint Emergency Services Interoperability Principles) in mind to allow a seamless and coherent response when dealing with emergencies encompassing multi agency frameworks. JESIP models and principles have become the standard for interoperability in the UK; whilst its initial focus was on improving response to major incidents, JESIP

is scalable which allows the five point working principles and models to be applied to any type of multi-agency incident.

5.2 Joint Decision Model

One of the difficulties facing commanders from different responder agencies is how to bring together the available information, reconcile potentially differing priorities and then make effective decisions together.

The Joint Decision Model (JDM) shown below was developed to resolve this issue:



The overarching aim for using he JDM is common to all those involved in emergency response and reflected in the centre of the diagram; 'working together'. All commander and responder staff should remind themselves of the importance of this purpose when responding to a multi-agency incident and applying JESIP. Along with personal experiences and knowledge of any given situation, the JDM is designed to help commanders make effective decisions together.

When using the JDM, the first priority should be to gather and assess information and intelligence. Responders should work together to build shared situational awareness, recognising that this requires continuous effort as the situation, and responders' understanding, will change over time.

Once shared situational awareness is established, the preferred 'end state' should be agreed as the central part of a joint working strategy. A working strategy should set out what a team is trying to achieve, and how they are going to achieve it.

5.3 Five Principles for Joint Working

If these principles are followed, then the result should be a jointly agreed working strategy where all parties understand what is going to happen when and by who. This strategy should include;

- What are the aims and objectives to be achieved?
- Who by - police, fire, ambulance and partner organisations?
- When - timescales, deadlines, milestones.
- Where - what locations?
- Why - what is the rationale? Is this consistent with the overall strategic aims and objectives?
- How are these tasks going to be achieved?

5.4 METHANE

During the early stages of an incident it takes time for operational structures, resources and protocols to be put in place. In order to help all agencies, gather initial information about an incident in a consistent manner, a common approach is recommended. The 'METHANE' model brings structure and clarity to the initial stages of managing any multi-agency or major incident.

M	MAJOR INCIDENT	Has a major incident or standby been declared? (Yes / No - if no, then complete ETHANE message)
E	EXACT LOCATION	What is the exact location or geographical area of the incident?
T	TYPE OF INCIDENT	What kind of incident is it?
H	HAZARDS	What hazards or potential hazards can be identified?
A	ACCESS	What are the best routes for access and egress?
N	NUMBER OF CASUALTIES	How many casualties are there, and what condition are they in?
E	EMERGENCY SERVICES	Which and how many, emergency responder assets/personnel are required or are already on-scene?

6.0 Resilience Direct

Resilience Direct (RD) provides a web-based private network enabling the real time sharing of information during the preparation, response and recovery phase of any incident or emergency.

The Civil Contingency Act 2004 requires the emergency responders to co-operate and share information in order to efficiently and effectively prepare for, and respond to, emergencies and ensure that action is co-ordinated; RD helps organisations to fulfil these duties.

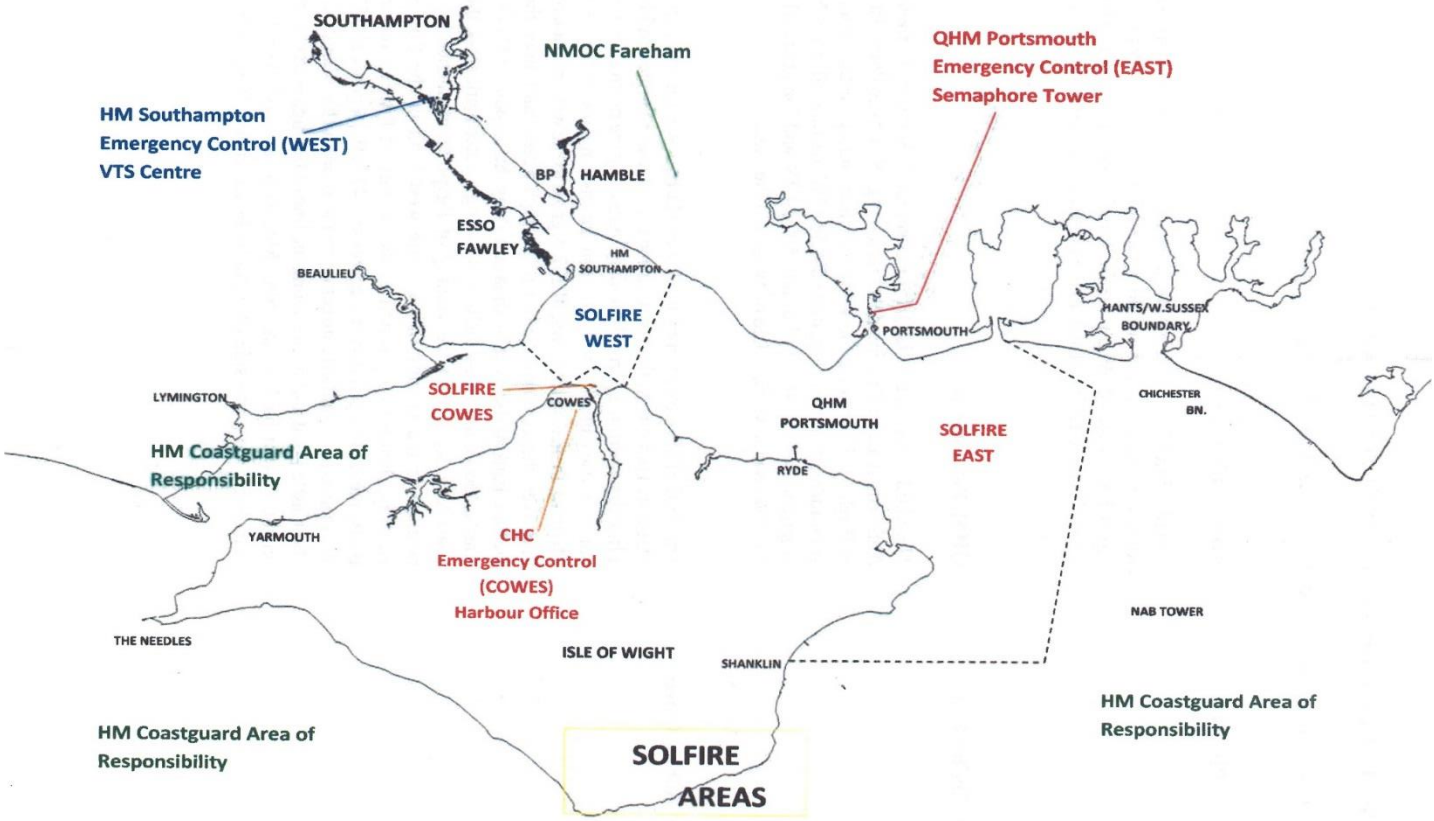
Within HMNB Portsmouth, the Deputy Captain of the Base and Establishment Emergency Planning Officer has access to RD.

7.0 SOLFIRE

SOLFIRE is a multi-agency contingency plan developed to deal with any marine emergency or non-routine incident occurring with the Dockyard Port of Portsmouth, the Port of Southampton and the Cowes Harbour Areas of Responsibility.

For the purpose of this plan, the term "marine emergency or non-routine incident" includes all forms of marine related security, counter terrorism and environmental emergencies involving vessels underway or at anchor in the SOLFIRE area.

The SOLFIRE plan has been produced jointly by the Harbour Authorities of ABP Southampton, QHM Portsmouth and Cowes Harbour Commission, in consultation and agreement with the Maritime and Coastguard Agency (MCA), other emergency services and relevant authorities. It has been updated to take into account the National Contingency Plan for Marine Pollution from Ships and Offshore Installations (the NCP), Civil Contingencies Act 2004, changes to the Home Office crisis management model and changed responsibilities for firefighting at sea. At the time of publication of this plan, the SOLFIRE plan is undergoing a major review and may be re-published under a new title in due course SOLFIRE areas of responsibility are defined below;



8.0 Oil Spill Response Plan

Under the requirements of the Merchant Shipping (Oil Pollution Preparedness Response and Co-Operation Convention) Regulations 1998, there is a duty on Harbour Authorities to hold a plan to respond to oil spills in their waters which is to be approved by the MCA on behalf of the Secretary of State. QHM have issued a joint plan with Portsmouth International Port; QHM Portsmouth Oil Spill Response Plan. The plan provides the framework for all oil spill response activities within the Dockyard Port of Portsmouth. The primary purpose of the OSRP is to assist QHM and other organisations in dealing with an accidental discharge of oil. Its primary purpose is to set in motion the necessary actions to stop or minimise the discharge and to mitigate its effects. This ECP will complement the OSRP and provide guidance if required.

Section 3 - Incident Response

1.0 Response Category

There are three local levels of response which are defined in the Civil Contingency Act 2004 and are followed by agencies in England;

- Bronze Command - this is the operational command level where the management of the immediate work is undertaken at the incident location. Personnel first on the scene will take immediate steps to assess the nature and extent of the incident.
- Silver Command - this is the tactical command level whose purpose is to ensure that the actions taken by the bronze are co-ordinated, coherent and integrated in order to achieve maximum effectiveness and efficiency. Silver will usually comprise the most senior officers of each agency committed within the area of operations and will assume tactical command.
- Gold Command - this is the strategic command level of local emergency response management and aims to establish a framework to support officers operating at the tactical level of command by providing resources, prioritising demands from officers and determining plans for the return to normality.

2.0 Organisation Structure

The ECP may be implemented by QHM, DQHM or any other person with delegated Harbour Master responsibilities.

The manning levels available within the QHM department will vary depending upon operational loading and the time at which the incident occurs.

Harbour Control is manned 24/7 with a team of three; two Vessel Traffic Services Operator (VTSO) and one Vessel Traffic Services Supervisor (VTSS). A Duty QHM is also available 24/7 and shall be within 2 hours recall of Semaphore Tower to provide command and control, or assistance as required.

Key roles which may be called upon during an incident of varying severity are detailed below, along with a nominated member of the department to fill each role.

The designated control room for such incidents is the Incident Control Room located on the 4th floor in Semaphore Tower. Access and setup assistance can be sought via Base Security who also operate an on call roster.

Role	Designated Person	Description
Incident Commander	QHM or DQHM	Responsible for the overall management of an incident and will focus on co-ordinating the response.

Assistant Incident Commander	DQHM	Primarily to provide support to the Incident Controller and assist as required.
On Scene Commander 1	PSO	Designated to co-ordinate the incident response at the scene/site of the emergency.
On Scene Commander 2	Duty Pilot	Designated to co-ordinate the incident response at the scene/site of the emergency.
On Scene Commander 3	MSS	Designated to co-ordinate the incident response at the secondary scene/site of the emergency.
On Scene Commander 4	PSBP	Designated to co-ordinate the incident response at a further scene/site of the emergency.
Communications Lead	PCO	Assist and deputise for the Incident Commander and their deputy in dealing with communications reported to the Incident Control Room.
Incident Scribe	DepCo	To accurately record the ongoing details of the incident and major decisions and outcomes throughout the response.
VHF Communications	VTSS/VTSO	Harbour Control will maintain their focus on providing a vessel traffic service which may require the transmission of broadcasts such as S*ecurite, Pan Pan* and M*ayday.*

So far as possible, communications throughout the incident should be conducted on a secure line to prevent information being received by unauthorised personnel or members of the public/media.

There are several main roles that the activation of the Incident Response Team should address. These include but are not limited to;

- If possible, input control measures that will prevent the incident from escalating.
- Centralise and control the information streams that are being provided by a range of different stakeholders and interested parties.
- Plan an effective response strategy based on the worst-case scenario.
- Ensure strong communications are in place to help the flow of key information and allow key personnel to be informed as developments occur.

3.0 Emergency Contact Details

Key personnel can be contacted on the following numbers:

Contact	Phone Number
QHM	02392 723124. Out of hours held by Harbour Control.
DQHM	02392 720189. Out of hours held by Harbour Control.
CAP	02392 723728. Out of hours held by Harbour Control.
Harbour Control	02393 723694 or 02392 723689 (24/7)
Portsmouth Harbour Radio	02393 855900 (24/7)
Naval Base Duty Officer	Held by Harbour Control.
Naval Base Duty Press Officer	Held by Harbour Control.
ABP Southampton	02380 608221 (24/7)
Cowes Harbour Commission	01983 293952
Langstone Harbour	02392 463419
Portsmouth City Council	0844 8222 888 (and give pager number 975521)
Gosport Borough Council	02392545305
Fareham Borough Council	0800 374485
BAE Helpdesk	02392 720120
SALMO	07887 625428 or 07887 625433

4.0 Command and Control

The type and severity of the incident will play a part in where the command centre is run from. For large scale incidents involving several external organisations and emergency services or following an activation of SOLFIRE East, the incident will be run from the Incident Control Room based in Semaphore Tower. If SOLFIRE has been activated in a neighbouring authority, then the incident will be run from either ABP Southampton for SOLFIRE West or Cowes Harbour Commissioners for SOLFIRE Cowes.

A key point to maintain awareness of is how any incident within the DPoP may have a serious and detrimental impact on the movement of commercial vessels within neighbouring Harbour

Authorities. Any incident that may impact other harbours are to be informed at the earliest opportunity to allow them to deconflict traffic movements through the Eastern Solent and allow effective management of their assets.

5.0 Media

Most incidents that occur within the Dockyard Port of Portsmouth are likely to rouse public and media attention. In order for the incident and response operations to be conducted effectively without hinderance from the media and to ensure correct information is passed to the public at the appropriate time, the following guidelines should be followed:

- Where possible, private VHF channels and telephone lines should be used as the primary means of incident communication. This can greatly reduce the potential for information to be overheard by non-incident personnel and misinterpreted by the media.
- All media enquiries should be directed to the NBC Duty Press Officer rather than the incident control team. This allows them to undertake their roles effectively without interruption.
- Under no circumstances should any person connected with the incident response speculate to the press as to the cause of the incident, or comment on any aspect of the response operation. All enquiries should be directed towards the NBC Duty Press Officer

6.0 Dangerous Vessels Act 1985

The Dangerous Vessels Act 1985 allows a Harbour Master to give directions prohibiting the entry into, or requiring the removal from the harbour of any vessel, if in their opinion, the condition of that vessel or the nature or condition of anything it contains is such, that its presence in the harbour might involve grave and imminent danger to the safety of persons or property or risk that the vessel may, by sinking or foundering in the harbour, prevent or seriously prejudice the use of the harbour by other vessels. The Harbour Master must have regard to all the circumstances and to the safety of any person or vessel.

Directions given under this Act may be overridden by the Secretary of State. This power is likely to be exercised through SOSREP, having assumed powers of intervention relating to the salvage of the casualty; as mentioned at para. 4.8, SOSREP is mindful of the unique status of the Dockyard Port and this will be considered when allocating places of refuge for vessels which may fall under this category. It is good practice to use the formal statutory procedures, where appropriate, since they provide a framework for managing responsibilities for a casualty.

7.0 QHM Legislation

QHMs powers derive from two pieces of enabling legislation. They are the Dockyard Ports Regulation Act 1865, which covers general powers for all QHMs in Dockyard Ports and more specifically, the Dockyard Port of Portsmouth Order 2005. Together, both the Act and the Order prescribe QHM the power to direct not only military vessels, but commercial and pleasure craft as they deem fit for the proper protection of the port. This will taken the form of a Special or General Direction.

8.0 Incident Log

Incident Log Sheet

Incident ……

Date ……

Location ……

Time	Details