MARAUDING TERRORIST ATTACKS

Supplementary Guidance: Working with police and other Emergency services

CPNI
Centre for the Protection of National Infrastructure

COUNTER TERRORISM POLICING

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INTRODUCTION

Intended audience

This document is intended for organisations in the public and private sectors. This document is most useful for:

- Physical Security Managers

- Security Control Room Managers

- Security Control Room Supervisors.

Scope

Marauding Terrorist Attacks (MTAs) are fast-moving, violent attacks where assailants move through a location aiming to find and kill or injure as many people as possible. Most deaths occur within the first few minutes, before police are able to respond.

This document is supplementary to *"Marauding Terrorist Attacks: Making your organisation ready"*. It provides more detail in relation how your organisation may work with the emergency services to plan and respond to an attack.

The response of the police, and other emergency services, to such attacks is detailed within national guidance (Operation Plato). That guidance refers to a wide range of attack methods, from attacks of low sophistication, such as those using bladed weapons or vehicles, through to more complex attacks involving firearms or explosives. The emergency services' response to an Operation Plato declaration is supported by a set of agreed principles. These Joint Operating Principles (JOPs) have been developed by the Home Office and the emergency services community in order to ensure that there is an interoperable response.

The response provided by the emergency services to an MTA will be dynamic, coordinated and scalable and may rapidly involve a significant deployment of emergency services resources. Working with and understanding how key partners will respond will assist in organisational planning and preparation.

The knowledge and experience gained in the United Kingdom for managing the emergency response to all types of terrorist attacks and other major incidents has been considerable. Lessons have been learnt from previous incidents that have taken place across the world and through direct involvement in many types of incident around the UK. The doctrine that has determined how the emergency service coordinate their response to a major incident, has been developed through the Joint Emergency Services Interoperability Principles (JESIP)[1]. The principles will be overlaid against every level of each incident where the emergency services and other agencies are required to work together to respond to a major incident. As described above these principles have been further developed into additional Joint Operating principles to support the multi-agency response to an MTA.

This document discusses:

- Considerations for working at a tactical level with the emergency services

- How, where necessary and resources permit the emergency services will work together and with you to develop strategic plans and, when necessary, work together to respond an MTA.

[1] More information on JESIP is available at https://www.jesip.org.uk/home

TACTICAL PLANNING

During detailed planning you should consider engaging directly with the police to make arrangements for joint planning. Where necessary the police will provide links to the other emergency services. During the planning phase the emergency services may need to prioritise their availability and the level of engagement that is possible to support each organisation. This is as a consequence of their capacity and commitment to multiple other tasks.
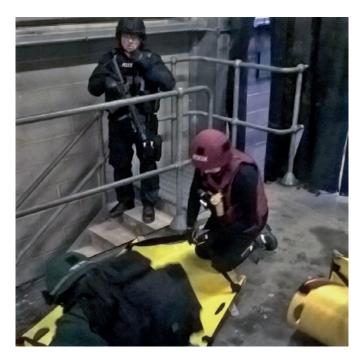
In the prepare phase you need to consider:

• Working with the emergency services to develop coordinated plans and agree how plans may be tested, exercised and jointly reviewed

• Establishing processes to exchange information that will inform their response

• Preparing staff to contact and work with the police and other emergency services in the event of an MTA.

Planning with the emergency services

The stages of preparations with the emergency services may involve all or some of the following phases:
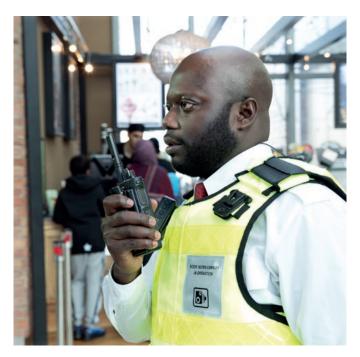
• Initial engagement and planning

• Table top exercises

• Live exercises

• Emergency services familiarisation visits

• Introduction of a continuous review process.

The police and other emergency services have considerable experience in developing and testing contingency plans in relation to a wide range of threats. The police and other emergency services may advise you as how this should be done and work with you to ensure that plans are consistent and support the overarching strategic intention. Part of this work will be in agreeing clear roles and responsibilities as to what each organisation can expect from each other. The responsibility for your planning will remain with your organisation.

Once plans are in place there should be regular engagement with the emergency services. This will then allow you to consider if your plans need to be updated and acknowledge changes in; threat and risk, building setup and key personnel. They should also be reviewed each time a plan is tested to incorporate lessons learnt.

The sequence for developing and testing plans

The sequence will depend upon the complexity of the plans, the capacity of each organisation and may involve:

1. Initially through internal discussions and table top exercises

2. Sharing and discussing with the emergency services

3. Table tops with all external stakeholders

4. Finally exercised at your site through a live simulation of an MTA.

At each stage lessons may be identified which may result in plans being revised.

Participants for key phases

- Key staff, such as senior leaders and security managers will need to be involved in table top exercises

- Key staff, security staff and as many staff as is feasible will need to be involved in live exercises

- Security staff will require training

- All staff will require to be briefed.

It is important that a record is kept of all internal and external planning activity that takes place, as this will help track progress and may be required in any subsequent review.

Additional detail is provided on page 11 as to how the emergency services may involve other agencies in the planning phase.

Provision of advance information

The emergency services will need detailed information to inform their response. Consideration must be given as to what should be provided and the best way for it to be provided.

What?

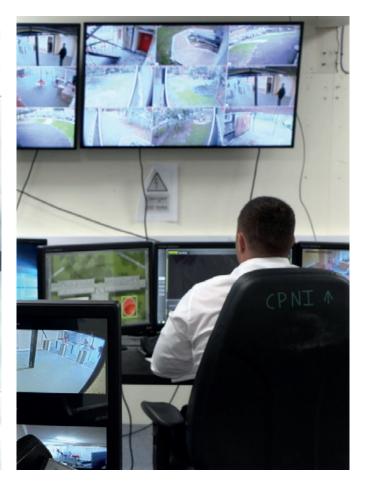Items to consider providing to the emergency services are listed below:

• Laminated site and floor plans

• Control room contact numbers

• Photographs of main areas of the site

• Radios and

• Keys and access tokens.

Site information packs could be made available in a 'grab bag' or electronically and stored by the police for instant download to mobile devices whilst on route to the venue.

Where?

Where the site information packs are located should be determined by local circumstance. Consider the following locations or other locations that will work for your site:

• In the venue Security Control Room (SCR)

• In the venue reception area, gatehouse or similar location

• At a neighbouring building's SCR, who could have reciprocal arrangement with you

• Placing removable floor plans at all major entry and exit points or

• Passing the information electronically in the planning phase.

It may be appropriate to use more than one of these options at any one venue.

Consideration must be given to the security risks of making plans and other items available as described above. Access must be appropriately controlled and regularly reviewed.

All plans should consider how to avoid exposing venue staff to unnecessary danger in needing to leave a secure area during an attack to make direct contact with the police and other emergency services.

There are currently several police led initiatives to support the collection of information from venue operators during the planning phase for joint benefit, this may be referred to as a *Tactical Information Pack.* It may then be immediately accessed by the police in the event of an MTA or other major incident. Further work is required to consider how live images can be passed to the police to help inform their response.

Direct contact during an attack

Consider how the exchange of information can be developed further by getting the right person from the venue to the emergency services at the Forward Command Point (FCP). This should be a manager who has; a detailed understanding of how the building works; authority to take decisions and make things happen; and is in direct contact with the SCR. Depending on your management structures they may not necessarily come from the security department but may be the Head of Facilities or Operations.

The SCR are most unlikely to have a member of staff who could be spared to undertake this role.

Preferably prior to an attack discuss with the emergency services who is most appropriate to cover this role, making certain several alternatives are nominated and trained to make sure that absences are covered.

It will be better to delay their deployment to the FCP, than put the person at risk from being exposed to the attackers. This may mean that they can not be deployed immediately. Consider how they will find a safe route and how they will then identify themselves to the emergency services.

During both the response and recovery phases there will be considerable demand from the emergency services for information to be provided in relation to both the venue and the personnel working there. This contact may go on for a considerable period of time during the recovery phases.

Internal crisis kits

If you have a large or complex site, or one with several key areas of operational control (e.g. multiple receptions) a crisis kit for internal use can be stored which could contain items such as:

- Staff roster, and staff emergency contact numbers

- First aid kits

- Torches.

Communicating with the police in the event of an MTA

Making contact

In the event of an MTA the first contact with the emergency services should be made to the police via the 999 operator. The police will take responsibility for then passing information to the other emergency services in relation to casualties, fire or people needing to be evacuated. The police will coordinate the response of the other emergency services.

The SCR operator should be able to make this call from fixed phone lines within the SCR. Consideration may be given to having a phone line for which only the emergency services are given the number. This will facilitate an easier call back from the police if this is required.

Consider also having a contingency plan for calling the police if the fixed line fails or the SCR needs to be evacuated.

For the highest risk sites the police may accept having a direct dial number to the Force Control Room. This should be discussed during the planning phase and local arrangements agreed.

The call

One of the most important interactions between your venue and the police will be the initial call that is made from the Security Control Room (SCR) or other nominated person to the police via the 999 operator.

Key to acknowledge and understand is:

- SCR operators will be working under extreme pressure

- Police call handlers will be coming under increasing pressure as there is a rapid surge in the number of calls to them

- A critical task for police call handlers is to triage numerous calls, and rapidly identify callers that have the crucial information that the police need to inform the response that is made.

What is crucial:

- SCR operator to realise the critical importance of the 999 call they make

- The need to provide key information in a format that will help the police call handler recognise it as a priority call as it is likely to help determine the police response to the attack

- SCR Operator asks for clarification if they are unsure about ANY terminology used in the exchange

- SCR operator answers the questions but also has confidence to provide extra key information relating to the situation if this is not covered

- Once the police call handler has established that the SCR has this information, the phone line may be kept open, until such a time that the police can deploy directly into the SCR. The SCR operator should inform the police call handler that the line should be kept open in order to provide regular and live updates on the situation.

The consequence of the police call handle not recognising that the call originates from the SCR is that the call may be dropped without the police being able to effectively judge the potential benefits of the call. A key opportunity to reduce the impact of the attack may be lost.

The SCR operator should consider that the police call handler may have no first-hand knowledge of their site and be unaware that they are talking to a member of the venue staff who is able to provide key information and updates. The police will ask scripted questions and the information the SCR operator has available may not fall within the answers, they must therefore be ready to provide this additional and unsolicited information to the police.

Table 1 below summarises the key information that the police call handler will either ask for or will assist in determining the emergency services **response.** Each police force will have similar but bespoke call handling protocols. You should use Table 1 to work with your local police and other emergency services planners to agree the information they require immediately to initiate the response.

Terminology

The SCR operators and other members of the security team must be aware that the police and other members of the emergency services may use specific terminology to communicate between themselves. They are trained not to use this with members of the public but may inadvertently do so. This could lead to misunderstandings with the SCR, usually because the SCR operators either think they understand or are not confident to ask for clarification. This could have very significant impact on the efficiency of the police armed response.

Similarly, security officers can use terminology unfamiliar to police officers (typically, how a building is described, etc.). Examples of misunderstandings included: how floors/levels are described; building aspects/parts of buildings; misuse of elements of the NATO phonetic alphabet to describe attackers and members of the public.

SCR operators and other security guards must recognise the need to use "plain English", free of acronyms and technical jargon and be confident in seeking clarification, if they do not understand.

Table 1. Key information required by the police call handler

IT IS THE ROLE OF THE SCR OPERATOR TO RAPIDLY COMMUNICATE TO THE POLICE CALL HANDLER THAT:

You are calling from the Security Control Room at a venue where an MTA is taking place now and you have current and reliable information about:

- The numbers and description of attackers
- The type and number of weapons used
- The current location of the attackers and the ability to update this information as they track the attacker's movements
- Information about the numbers of casualties and the type of injuries.

You know the current status of the best access routes into the venue

You can provide information about other security capabilities at the venue, such as:

- Video monitoring
- Locking down and securing the venue
- The location of safe rooms
- How the building Public Address Voice Announcement system can be used to communicate to the building occupants.

A NATIONAL PLAN AND RESPONSE

The following section is intended to provide you with an increased level of understanding of how the emergency services will prepare for and respond to an attack. They will work together and with other external partners, to prepare and respond to an attack under a nationally agreed framework. This has been agreed across HM Government Departments and the emergency services and will bring together local and national functions.

In the event of an attack, specialist ways of working based on JESIP will be adopted by the emergency services and other agencies. Joint Operating Principles (JOPs) for emergency services responding to an attack have been developed nationally, setting out how ES and other relevant organisations will work together. Plato is the agreed national identifier for a no notice attack across all key agencies and organisations and agencies have agreed to adopt the JOPs to ensure they deliver an interoperable response.

Once your planning has developed beyond the initial stages consider sharing and discussing it with your local emergency services contacts. This may be coordinated through either your local Police Force Counter Terrorism Security Adviser (CTSA) or the Operations and Contingency Planning unit who will link you into the Local Resilience Forum (LRF). They will then decide how they can support your request.

JESIP – Principles for Joint Working

The principles for Joint Working developed by JESIP are key in delivering an effective response:

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

COMMUNICATE
Communicate clearly using plain English.

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

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

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

The Phases

JESIP defines phases which have been adopted in this guidance:

- Preparation (advance planning)

- Response (mitigating an immediate risk or stopping the situation getting worse)

- Recovery (a longer-term activity of rebuilding, restoring and rehabilitating the community).

Preparation with the Local Resilience Forum (LRF)

LRFs sit within each police area and are multi-agency partnerships made up of representatives from local public services, including the emergency services, local authorities, the NHS, and others. These agencies are known as Category 1 Responders, as defined by the Civil Contingencies Act.

LRFs are supported by organisations, known as Category 2 responders, such as the Highways Agency and public utility companies. They have a responsibility to co-operate with Category 1 organisations and to share relevant information with the LRF[2].

The specific circumstance surrounding each attack will determine the role of each organisation. In the planning phase, consideration should be given as to how, due to the location of your venue, the response is likely to involve, not only the emergency services but some Category 2 responders.

An example would be, if your venue is located in a city centre and is close to a transport hub. The planning and response will require the involvement of the local transport authority. They will be responsible for diverting public transport away from the venue. This may involve closing train/tube/tram lines and diverting or closing bus routes to help keep people out of a particular city location. They may also be involved in the provision of transport to support the evacuation of those caught up in an attack away from the vicinity.

Response of the emergency services

The response phase comprises two separate but closely-related and often overlapping challenges: crisis management and consequence (or impact) management. These are both designed to control and minimise the immediate challenges arising from an incident.

Crisis Management

Crisis management involves the phase of the response that attempts to prevent or avert an imminent emergency, along with the protective or other measures put in place to mitigate its effects, prevent further damage or disruption and secure the scene. It also includes actions taken to address the immediate effects of an incident and may include for example managing hostage situations, fighting fires, search and rescue, evacuating those at risk and disseminating public information. The crisis management phase will last until the situation is brought under control.

The emergency services response will be coordinated by the police. They will work with the other emergency services to assess the threat and risk and determine which areas are safe for them to enter.

The following locations may be referred to by the emergency services:

Tactical coordination group (TCG)

All emergency services appoint tactical commanders for their organisations. The police tactical commander should bring all these representatives together and form a TCG.

Forward command post (FCP)

The FCP is the location where command and coordination of deployments is undertaken by a ground assigned commander and their emergency service equivalents

Rendezvous point (RVP)

The RVP is a location to which police and emergency services personnel attending an incident may be directed. This ensures that the scene of the incident does not become inundated with resources, and personnel can be deployed in an orderly fashion.

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[2] More can be found out about LRFs at https://www.gov.uk/guidance/local-resilience-forums-contact-details

Consequence Management

Consequence management usually takes place in parallel to crisis management and is concerned with steps taken to prevent the impact of an incident escalating. It includes managing wider consequences and services such as restoring transport networks or electricity supplies, managing community relationships, and providing shelter to displaced persons.

During this phase the involvement of the Local Authority will be key in making sure that evacuation centres are available and that the response of other tier 2 responders is coordinated.

Recovery

As soon as the threat from the attackers has been confronted and casualties have been evacuated the incident will enter the recovery phase. A major part of this phase will be the management of the scene and the preservation and collection of evidence. As a result it is likely that the scene will be controlled by the police for a number of days or weeks. This may include not only your premises but other buildings in the immediate area.

The police will control access to the scene and will prevent access to all but those directly involved in the investigation. This may mean that items critical to the management of your organisation or belonging to your staff and guests, can simply not be accessed for an extended period of time.

Consider how you can prepare disaster recovery plans that will mitigate the impact of such restrictions.

The Organisations

Police

As soon as the police control centre is informed of a suspected MTA a decision will be made to deploy Firearms Officers to the scene. The Manchester Arena attack resulted in numerous firearms officers from across the UK being deployed to the incident. They will provide the initial and immediate part of a substantial response.

The police will coordinate the response to the incident.

Very rapidly other non-standard resources may be deployed. These may include, Incident Commanders, a Senior Investigating Officer, Negotiators, Search Experts and a Crime Scene Manager and other unarmed resources.

Ambulance

Injuries sustained during an attack are likely to be significantly different to those routinely encountered by those working in the emergency services. The Ambulance Service may adopt specific tactics where emergency services personnel will be operating dependent upon the defined threat and risk. The Ambulance response may be provided by Hazardous Area Response Teams (HART), they will provide standard paramedic care and undertake casualty evacuation from this zone.

Fire and Rescue Service

Fire and Rescue Services may provide either a specialist or standard response to fire and other safety related. Access to the site of a fire may be delayed until a time that the risk to life from the attackers has been sufficiently reduced. Fire and Rescue staff may be called up to support the immediate search of a building and assist in the evacuation of casualties.

Military Assistance

During the response phase it is possible that the police may request support from the Ministry of Defence. This support may also be utilised during the consequence management and recovery stages.

Local Authorities

The role of the local Authority will be to cooperate with other local responders to, enhance coordination and efficiency. Ensuring information is shared with other local responders.

They will have arrangements in place to warn and inform the public of a major incident that is taking place. Provide advice and assistance to businesses and voluntary organisations regarding business continuity management.

Engagement

The preparation phase will provide an opportunity for you to improve your understanding of the role of many of the organisations that are likely to be involved in the response and recovery phases. It will also provide an opportunity for these organisations to build an understanding of your organisation and venue.

ACRONYMS

AACS	Automated access control system
ADS	Active Delay Systems
ARV	Armed Response Vehicle
CBRN	Chemical, biological, radiological or nuclear
CCTV	Closed Circuit Television
CNI	Critical National Infrastructure
CPNI	Centre for the Protection of National Infrastructure
CSO	Chief Security Officer
CTSA	Counter Terrorism Security Adviser
FCP	Forward Command Point
GDS	Gunshot detection systems
HART	Hazardous Area Response Teams
HM	Her Majesty's
JESIP	Joint Emergency Services Interoperability Programme
JOP	Joint Operating Principles
LED	Light emitting diode
LRF	Local Resilience Forum
MERIT	Mobile Emergency Response Incident Team
MTA	Marauding Terrorist Attack
MTFA	Marauding Terrorist Firearms Attack
NaCTSO	National Counter Terrorism Security Office
NCTP	National Counter Terrorism Policing
NHS	National Health Service
PA-VA	Public Address - Voice Alarm
PHE	Public Health England
PPE	Personal Protective Equipment
PTZ	Pan Tilt Zoom camera
RVP	Rendezvous point
SCR	Security Control Room
SMS	Short Message Service - Text
SOPs	Standard Operating Procedures
STAC	Scientific and Technical Advice Cell
TIC	Thermal Imaging Cameras
TCG	Tactical coordination group
VAW	Vehicle as a Weapon attack

GLOSSARY

Airsoft weapons	Airsoft guns are replica weapons used in sports and firearms training. They are essentially a special type of very low-power smoothbore air guns designed to shoot non-metallic spherical projectiles which are typically made of plastic or biodegradable resin materials. The pellets have significantly less penetrative and stopping powers than conventional air guns, and are generally safe for competitive sporting and recreational purposes if proper protective gear is worn.
ASCEND	CPNI's MTA work involves the repeated physical simulation of an MTA in a building environment – Project ASCEND. This involves subjecting a building population to a simulated attack and looking at factors that can either improve or reduce survivability before the arrival of an armed police response.
CitizenAID™	CitizenAID™ empowers the general public in situations of emergency and allows them to be effective in aiding the injured with medical support prior to the arrival of emergency services. It is comprised of simple and logical actions and is designed to guide the public to react safely and effectively as well as communicate correctly with emergency services. The powerful combination of organisation and treatment will save lives in dangerous situations.
Exercises	Allow personnel to validate plans and readiness by performing their duties in a simulated operational environment. Activities for a functional exercise are scenario-driven. A full-scale exercise would involve a live time simulation of a potential real event and involve multi-agency participation.
Hostile Incursion	As per MTA however the intent of those involved may be broader than terrorism.
Hostile reconnaissance	The information gathering phase by those individuals or groups with malicious intent, is a vital component of the attack planning process.
JESIP	A programme created specifically to further improve the way ambulance, police and fire and rescue services operate together on scene in the early stages of their response to major incidents.
Lockdown	Lockdown means locking doors and other physical barriers (such as turnstiles) to restrict entry to and/or exit from a site or one or more zones within a site. It is sometimes referred to as `dynamic lockdown'.
Maglocks	The Magnetic lock or mag lock uses an electrical current to produce a magnetic force. When a current is passed through the coil, the magnet lock becomes magnetised. The door will be securely bonded when the electromagnet is energised holding against the armature plate.
Marauding	As defined by Cambridge Dictionary - Going from one place to another killing or using violence, stealing, and destroying.

GLOSSARY

MTA	Marauding Terrorist Attacks can take many forms. • A lone attacker, multiple attackers or multiple groups of attackers • Arrival at a location on foot, in a vehicle or an attack perpetrated by insiders • Entering without using force or forcing entry using an explosive device, a vehicle, coercion of someone with access or a combination thereof • Attackers armed with bladed weapons, guns, pipe-bombs, petrol bombs or multiple weapons.
PA-VA	PA-VA systems are used for making announcements or providing public information and delivering automatic alarm and emergency messages. Public Address (PA) systems (often known as Tannoy Systems) and VA (Voice Alarm) systems provide a quick and simple means of direct and clear communication. Voice Alarm (VA) or Voice Evacuation Systems are used for delivering pre-recorded emergency messages.
Personnel	Used to describe any member of staff, contractor, visitor or other occupant to a building
RUN HIDE TELL	The National Counter Terrorism Policing's Stay Safe campaign to advise the public how to respond if they are caught up in an firearms or weapons attack.
Security Control Room	The hub of a site's security, continuously receiving information from a range of security staff and systems. Many of the principles of an SCR can be carried over into an event or operations control room.
Security Management System	Integration of technical security systems, such as access control and CCTV, into a single management platform.
Security Fog	Thermally generated white smoke specifically used as a security measure. Current security smoke machines use glycol or glycerine mixed with distilled water to produce a dense white fog which obscures vision and presents a confrontational barrier to any intruders.
Situational Awareness	Being aware of what is happening around you in terms of where you are, where you are supposed to be, and whether anyone or anything around you is a threat to your security and health and safety.
Table top exercise	Discussion based sessions where team members meet to discuss their roles during an emergency and their responses to a particular emergency situation. A facilitator guides participants through a discussion of one or more scenarios.
Vulnerable people	Those who may need to be provided with assistance or special arrangements made, such as children and people with health conditions or impairments.