



**Maritime &
Coastguard
Agency**

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[Redacted]

Senior Coroner Rachael Griffin
The Coroner's Office for the County of Dorset
Civic Centre
Bourne Avenue
Bournemouth
BH2 6DY

[Redacted]

[Redacted]

28 July 2023

Dear Senior Coroner Griffin,

Inquest into the death of Ivan Ignatov – response to Regulation 28 Prevention of Future Deaths Report

I write on behalf of His Majesty's Coastguard ("HM Coastguard") in response to your Regulation 28 Report, dated 08 June 2023, issued following the inquest into the tragic death of Mr Ivan Ignatov.

We have carefully considered the learnings arising from the inquest into the death of Ivan Ignatov, and the concerns set out in your Regulation 28 report.

As an organisation dedicated to saving lives, HM Coastguard welcomes any opportunity to reflect and learn. For HM Coastguard to undertake our role, we rely upon close collaboration and working arrangements with our emergency services and search and rescue partners. We are grateful for your report, encouragement for improvements in multi-agency operations, understanding and communications.

I hope that the below information (attachment 1) reassures you that HM Coastguard are committed to addressing the concerns identified and have substantive plans in place to work with our partners both locally and nationally to improve safety. We welcome any further recommendations and feedback from HM Senior Coroner.

Yours sincerely,

[Redacted Signature]

[Redacted Name]
Chief Executive

Attachment 1

Ongoing Inter-Agency Liaison

During the inquest, we provided HM Coroner with a statement from [REDACTED], HM Coastguard's Lead for Civil Resilience. Tristram provided an overview of the joint exercising and training events that take place at a local level, via the Local Resilience Forum (LRF), Dorset Local Search and Rescue Committee (LSARC) and the Dorset Blue Light Group.

The Dorset LSARC is chaired by HM Coastguard and includes the wider search and rescue community and is not limited to category 1 responders. LSARC meetings typically include HM Coastguard updates for search and rescue, updates from each organisation, reviews of significant incidents (including lessons identified, joint operational learning, informal mission reviews and operational learning reviews), interoperability and exercise and training opportunities. The Dorset Blue Light Group is chaired by the Civil Contingencies Unit for Blue Light organisations and meets twice a year to discuss matters including 'hot topics', debriefs, urgent business and concurrent risks and joint organisational learning.

The following inter-agency meetings have taken place since the conclusion of the inquest.

- 05 June -HM Coastguard participated at a debrief with emergency services and local authority partners following the Bournemouth Pier Incident
- 06 June – HM Coastguard participated at a Working Together workshop held on behalf of the High Sheriff of Dorset by the LRF (during which our Coastal Operations Area Commander gave an overview of HM Coastguard capabilities)
- 07 June – HM Coastguard participated at the Dorset LRF Capability Risk Review Meeting.
- 15 June – HM Coastguard participated at a further debrief with emergency services and local authority partners regarding the Bournemouth Pier Incident.
- 05 July – HM Coastguard participated in a Dorset LRF, Dorset Prepared Website consultation.
- 12 July – HM Coastguard attended the Dorset Police Force Incident Commander CPD (Continual Professional Development) event during which our Coastal Operations Area Commander gave an overview and update on HM Coastguard capabilities.
- 25 July – HM Coastguard participated at a further debrief with emergency services and local authority partners following Bournemouth Pier Incident.

The following events or meetings are scheduled to take place in the coming months:

- 02 August – HM Coastguard will attend the Dorset LRF BMG / Dorset LRF Capability Risk Review meeting.
- 09 August – HM Coastguard are a Guest speaker at the Water Save Search and Rescue Workshop which will be attended by emergency services and Search and Rescue partners. We will provide an overview and update on Lost & Missing Persons Search with a water safety and rescue focus.
- 23 August – HM Coastguard will attend the Dorset LRF executive which covers the highest risks for the area from the National Risk Register.
- 31 August to 3 September HM Coastguard will work with emergency services and local authority partners at the Bournemouth Air Festival.
- 18 September – HM Coastguard will attend and participate at the Dorset LRF Blue Light Group
- 18 September – HM Coastguard will Chair the Dorset LSARC. (Details of content of meeting set out above)
- 26 September – Our Coastal Operations Area Commander attending Dorset LRF Strategic Coordinating Group training.



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- 26 September – HM Coastguard will attend the Dorset Police Force Incident Commander CPD event.

A number of these meetings have provided an opportunity to directly address your concerns and improve understanding between partner organisations. For example, Area Commander ██████ attended the Dorset Police Force Incident Commander CPD on 12 July to update the force on the capabilities of HM Coastguard and its declared facilities, the importance of calling HM Coastguard's coordination centre the Joint Rescue Coordination Centre (JRCC) early, and the on-the-ground roles undertaken by full-time coastal staff at incidents. This is part of an initiative set up between HM Coastguard and Dorset Police to promote effective working between the two agencies and will be the first of many CPD sessions HM Coastguard will facilitate with the Dorset Force Incident Managers, with the next one scheduled for 26 September 2023.

Further stakeholder engagement

Additionally, from September 2023, the JRCC Manager will be working closely with HM Coastguard's Coastal Operations Area Commander to increase resources for and further build on stakeholder engagement. They cumulatively have in excess of 45 years' experience working for HM Coastguard and working with other search and rescue organisations.

Work is already underway to strengthen engagement with other stakeholders to establish communication with equivalent level personnel from the following organisations:

- Hampshire Police
- South Central Ambulance Trust
- Dorset Police
- NPAS Bournemouth
- Dorset Fire
- Hampshire Fire
- South West Ambulance Trust

Emergency Services Control Room Liaison

Following the inquest, HM Coastguard are committed to fostering direct relationships between personnel in our control rooms and those of our emergency services partners, and to developing shared understanding of each other's roles and capabilities. To achieve this, we have put together a clear plan which is set down below.

HM Coastguard External Visits

In order to address the Senior Coroner's concerns around control room level communication and understanding, all staff based at the Joint Rescue Coordination Centre in Fareham will partake in a series of Emergency Services Control Room visits (Police, Fire and Ambulance) commencing in September 2023.

Visits will involve small groups (2-4 staff members at a time) and will require staff to spend the working day at another Emergency Service Control Room. A specific set of objectives will be provided to ensure the experience provides maximum benefit and to ensure consistency across visits. Objectives will have a particular focus on developing an understanding of each emergency service including the following:

- Roles
- Resource availability, capabilities, and limitations
- Areas of responsibility
- Processes
- Terminology
- Means of communication

On completion, HM Coastguard Team Leaders will ensure that objectives have been achieved and capture any additional learning with a view to imbed within our operation. To date, two visits have already taken place, with team members from the JRCC visiting Hampshire Police Control Room on 7 and 8 June and 26 and 27 June.

Emergency Services and Search and Rescue Partner visits to the JRCC

Additionally, other Emergency Services have been invited to visit the JRCC to enhance their understanding of HM Coastguard's operations.

JRCC staff have prepared bespoke presentations for each emergency service in order to deliver specific and relevant information to visiting personnel in a consistent manner.

HM Coastguard Team Leaders and staff will ensure that the content includes specific detail identified from incident reviews, experience, and operational learning. As with the external visits, there will be a particular focus on improving our partners' understanding of:

- The role(s) undertaken by HM Coastguard officers.
- Our resource availability, capabilities, and limitations
- Our areas of responsibility
- Our processes (including around the tasking of search and rescue assets)
- Our terminology
- Our means of communications

Visitors will engage with staff in both Maritime and Aeronautical teams to ensure that they receive a full appreciation of operational activity within the JRCC.

One visit has already taken place with South West Ambulance staff attending on 5 July. The following two visits are also due to take place:

- 11 Aug – visit from South West Ambulance (Tactical Officers)
- 11 Sep - visit from South West Ambulance (Senior Staff)

In order to be able to capture Control Room staff in different roles and working patterns, visits will be available during day shifts, but the JRCC also intend to hold a series of evening 'open day' events for all services. These will predominantly take place outside of HM Coastguard's peak season which occurs from July through to September.

Feedback from partners on visits to the JRCC will be collated following each visit and following external visits via HM Coastguard Team Leaders. Content will then be reviewed by the JRCC Rescue Coordination Centre Manager through monthly meetings to ensure that objectives and presentation content is reviewed and adjusted accordingly. Any identified learning will be communicated within the teams at the JRCC.

UK Wide Engagement

The geographical area routinely covered by the JRCC in Fareham stretches from Torbay in the South West to Hastings in the South East. Visits to Control Rooms covering Sussex will follow on in due course.

Learning and best practice garnered from this inter-agency liaison will also be shared more widely across the entire HM Coastguard community to further develop the work already being undertaken by Coastal Area Commanders and RCCMs in different parts of the UK.

HMCG Capability Document

During the inquest, we provided the Senior Coroner with a Capability Matrix, which was prepared in 2021 for the purpose of informing partner emergency services across the UK of HM Coastguard's capabilities.

Following the inquest, this was updated to provide further information around our communications capabilities. We enclose a copy of the updated Capability Matrix with this response. This has also been uploaded to the MCA's ResilienceDirect page, where it can be downloaded and viewed by our emergency services partners. ResilienceDirect is a web-based platform used by emergency services that allows for real time information sharing between services.

We understand the RNLI are also considering similar updates and information sharing via their ResilienceDirect page'.

'Connect' call capabilities.

During the inquest, evidence was provided by HM Coastguard in respect of its communications capabilities both in terms of VHF (the primary means by which HM Coastguard communicates with search and rescue assets) and telephony.

HM Coastguard has the technical capability to put a maritime rescue asset (such as an RNLI lifeboat) into a 'connect call' with shore-side responders (such as the police) using mobile phones via its Maritime Rescue Coordination Centres ("MRCC"). This capability facilitates the connection of a mobile phone to a marine VHF radio, with the HM Coastguard control room able to participate in the call to ensure that information is shared accurately between partners and that appropriate actions are taken by the coordinating team within the MRCC.

This capability features in the core training and assessments for staff in the MRCCs. This will also now feature in routine exercising with other stakeholders and during the Emergency Control Room visits.