

**Lothian and Borders Emergency Planning  
Strategic Co-ordinating Group**

**GENERIC RESPONSE PLAN**

**Version 4**

**May 2010**

## FOREWORD

The Lothian & Borders Emergency Planning Strategic Co-ordinating Group has been established to maintain a formal partnership as an aid to planning for the effective management of response to emergencies in the Lothian and Borders Area. Its membership includes:

- City of Edinburgh Council
- East Lothian Council
- Midlothian Council
- Scottish Borders Council
- West Lothian Council
- NHS Borders
- NHS Lothian
- British Transport Police
- Civil Nuclear Constabulary
- Edinburgh Airport Ltd.
- Forth Ports plc.
- Health & Safety Executive
- Military Liaison Officer
- Lothian and Borders Fire & Rescue Service
- Lothian and Borders Police
- Maritime and Coastguard Agency
- Network Rail
- Procurator Fiscal Service
- Scottish Ambulance Service
- Scottish Environment Protection Agency
- Scottish Resilience
- Scottish Water (representing the Utilities)
- Animal Health

This plan is intended as a guide to the agencies who may respond to an emergency in the Lothian and Borders Area in order to ensure a co-ordinated response.



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Chief Constable  
Chair  
Lothian and Borders  
Emergency Planning  
Strategic Co-ordinating Group

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## REVIEW RECORD

Review date	Comments	Next Review
May 2008	Plan updated	May 2009
May 2009	Plan Updated	May 2010
May 2010	Plan Updated	May 2011

## EXERCISE / INCIDENT RECORD

Exercise Date	Type of Exercise	Updated by
18/09/07	Exercise 'Joint Thunder' – Gas Pipeline Tabletop	SCG Co-ordinator
27/11/07	Exercise 'Peak Flow' – Flood tabletop	SCG Co-ordinator
26/03/08	Exercise Whisky Galore – Ethylene Pipeline Exercise	SCG Co-ordinator
05/04/09	Exercise Comet – Airport Exercise	SCG Co-ordinator
2009 – 2010	Pandemic Influenza (SCG Structure implemented to respond)	SCG Co-ordinator

## AMENDMENT RECORD

Date	Pages Amended	Amended by
01/09/07	13 (diagram updated)	SCG Co-ordinator
10/10/07	SCG Guidance Document added (Appendix 1)	SCG Co-ordinator
07/01/08	19 STAC Guidance added 19 Site Clearance added	SCG Co-ordinator
13/06/08	Paragraph added to section 7.11 to include reference to the role of the ARCC.	SCG Co-ordinator
24/06/08	Community Reassurance Network added (p.19)	SCG Co-ordinator
03/12/08	Section 5 updated to reflect guidance in 'Preparing Scotland'.	SCG Co-ordinator
09/12/08	Local structure diagram added at page 15	SCG Co-ordinator
02/01/09	Paragraph 2.7 on Information Flow added	SCG Co-ordinator
02/01/09	Communications Plan Appendix Removed (This is a separate document)	SCG Co-ordinator
05/02/09	Sky Watch added – page 31	SCG Co-ordinator
16/04/09	Section 4 – paragraph added re Strategic Co-ordination centre and Co-ordination Unit	SCG Co-ordinator
15/03/10	Section 6 Care for People Team added	SCG Co-ordinator

## **SECTION 1 INTRODUCTION**

### **1.1 Aim**

This plan outlines the generic arrangements for responding to a major incident or serious emergency in the Lothian and Borders Area.

### **1.2 Objectives**

The objectives of this plan are to:

- Act as a single reference document for all agencies involved and to provide a co-ordinated response to a major incident or serious emergency
- Outline the main functions of the agencies involved
- Outline the management structures during a major emergency

### **1.3 General**

This plan is based on the Scottish Government document 'Preparing Scotland' and takes into account risks identified in the Lothian and Borders Community Risk Register.

This plan acknowledges that each responding organisation has its own systems and procedures for responding to an emergency. The procedures outlined in this plan describe how these arrangements are co-ordinated.

The advice contained within this plan should be treated as a guide. It offers a framework in order that those responding to an incident can work together as efficiently and effectively as possible. This plan also takes into consideration the duties outlined in the Civil Contingencies Act 2004.

### **1.4 Civil Contingencies Act 2004**

The Civil Contingencies Act 2004 and accompanying non-legislative measures, delivers a single framework for civil protection in the United Kingdom capable of meeting the challenges of the twenty-first century.

The Act is separated into two substantive parts:

- Part 1 focuses on local arrangements for civil protection, establishing a statutory framework of roles and responsibilities for local responders.
- Part 2 focuses on emergency powers, establishing a modern framework for the use of special legislative measures that might be necessary to deal with the effects of serious emergencies.

Part 1 of the Act and supporting Regulations and statutory guidance establish a clear set of roles and responsibilities for those involved in emergency preparation and response at the local level. The Act divides local responders into two categories, imposing a different set of duties on each.

Those in Category 1 are those organisations at the core of the response to most emergencies i.e. emergency services, local authorities, NHS Boards and SEPA.

Category 1 responders are subject to the full set of civil protection duties. They are required to:

- Assess the risk of emergencies occurring and use this to inform contingency planning;
- Put in place emergency plans;

- Put in place Business Continuity Management arrangements;
- Put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency;
- Share information with other local responders to enhance co-ordination;
- Co-operate with other local responders to enhance co-ordination and efficiency; and
- Provide advice and assistance to businesses and voluntary organisations about business continuity management (Local Authorities only).

Category 2 organisations, i.e. Health and Safety Executive, transport and utility companies, are less likely to be involved in the heart of planning work but will be heavily involved in incidents that affect their sector.

Category 2 responders have a lesser set of duties and are required to co-operate and share relevant information with other Category 1 and Category 2 responders.

### **1.5 Mutual Aid**

Large scale emergencies or major incidents have the capacity to overwhelm the resources of any single agency. Category 1 Responders i.e. the emergency services, local authorities, health boards and SEPA have arrangements in place to boost capability in the event of such a situation.

## **SECTION 2                    EMERGENCIES**

### **2.1    Definition of Emergency**

An emergency is defined in the Civil Contingencies Act 2004 as:

- an event or situation which threatens serious damage to human welfare in a place in the UK;
- an event or situation which threatens serious damage to the environment of a place in the UK; or
- war, or terrorism, which threatens serious damage to the security of the UK.

Additionally, to constitute an emergency, an event or situation must also pose a considerable test for an organisation's ability to perform its normal functions.

### **2.2    Major Incident**

The emergency services may also use the term 'Major Incident'. This is defined as:

Any emergency that requires the implementation of special arrangements by one or more of the emergency services, the NHS or the local authority for:

- The rescue and transport of a large number of casualties;
- The involvement, either directly or indirectly, of large numbers of people;
- The handling of a large number of enquiries likely to be generated, both from the public and the news media, usually to the Police;
- Any incident that requires the large scale combined resources of the emergency services;
- The mobilisation and organisation of the emergency services and supporting organisations, e.g. local authority, to cater for the threat of death, serious injury or homelessness to a large number of people.

### **2.3    Objectives**

Each responding agency has specific roles and responsibilities however, they all share the same generic objectives to:

- protect human life, property and the environment;
- minimise the harmful effects of the emergency;
- promote a swift return to a normal life;
- maintain normal services at an appropriate level;
- provide mutual support and co-operation between responders;
- support the local community and its part in recovery; and
- manage an effective and co-ordinated joint response.

## **2.4 Activating the Emergency Arrangements**

A major incident or emergency can be declared by any member of the emergency services, the health service or local authority. It may be however that what is a major incident for one service may not be a major incident for another. The Scottish Government or UK Government may also declare an emergency if the incident has national implications e.g. an influenza pandemic or wide-spread terrorist attack.

## **2.5 Co-ordination**

Co-ordination will normally be carried out by the police who will ensure that the appropriate command structure is set up. In some circumstances co-ordination may also be carried out by another Category 1 Responder or by a Government Agency or Department. In the case of an animal disease such as Foot & Mouth or Avian Influenza, for example, co-ordination would be carried out by Animal Health.

## **2.6 Keeping Records**

Minutes and records of decisions of all co-ordinating group meetings should be kept and where possible recorded on audio or video tape. The secretary to the group should ensure that the minutes are circulated and that a summary is recorded on Lothian and Borders Alert.

The minutes of co-ordinating meetings will be used as part of any future investigation into the incident therefore it is important that these are accurate.

It is also important that decisions made using mobile telephones are recorded on the incident logs for future investigation purposes

## **2.7 Information Flow**

In the event of the activation of this plan arrangements will be put in place to ensure the flow of information between the Strategic Co-ordinating Group and the Scottish Government via the Police Co-ordination Unit set up in the Joint Agency Control Cell (JACC) at Police Headquarters.

## SECTION 3 THE MANAGEMENT STRUCTURE

### 3.1 General

In order to achieve a combined and co-ordinated response to an emergency, the capabilities of the emergency services must be linked with the local authorities and other responding agencies.

### 3.2 Strategic, Tactical, Operational

The management framework which has been established nationally embodies the same principles irrespective of the cause or nature of the incident. The response is divided into three levels, namely **Strategic (Gold)**, **Tactical (Silver)** and **Operational (Bronze)**.

**Strategic (Gold)** – established to set the overall strategy to respond to the incident.

**Tactical (Silver)** – introduced to provide overall management of the response.

**Operational (Bronze)**– reflects the normal day-to-day arrangements for responding to smaller-scale emergencies. It is the level at which the management of the ‘hands on’ work is undertaken at the incident site(s) or elsewhere.

The requirement to implement one or more of the management levels will be dependent on the nature and size of the incident. Normally, incidents will be handled at the operational level, only moving on to the tactical level and finally the strategic level should this prove necessary.

It is normally the Police responsibility during the emergency phase of a major incident to co-ordinate the response of all the emergency services and other organisations involved. At all times, however, the personnel and resources of each service will remain under the management of their respective organisation.

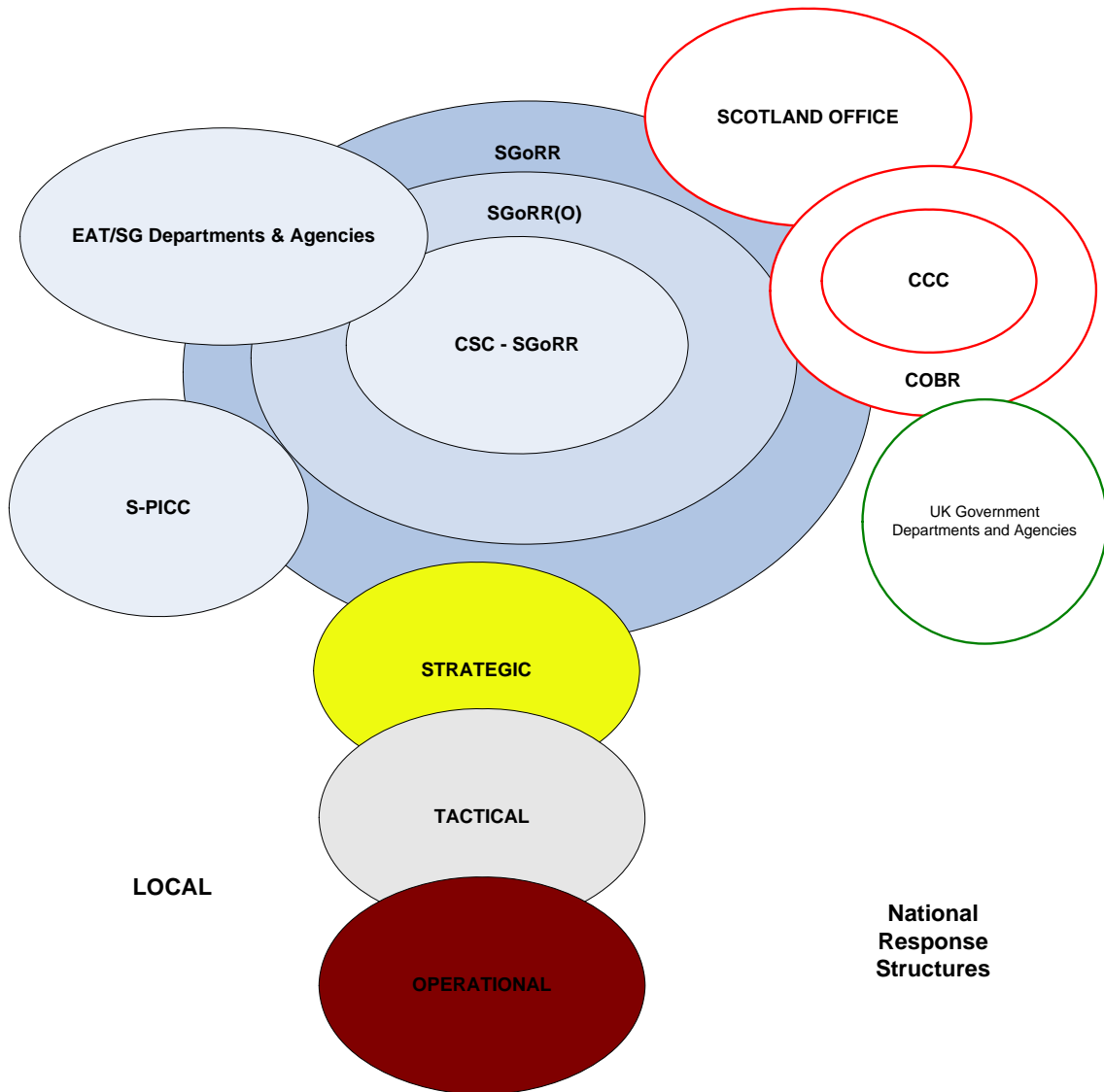
### 3.3 Generic Structure for Emergencies in Scotland

The following diagram presents the recognised generic model of the structure and communication links that is used for emergencies in Scotland. This structure assures a fundamental model from which further structure and communication links to the specific emergency will build upon. Further information regarding the national arrangements can be found in the Scottish Government Publication ‘Preparing Scotland’

**[www.scotland.gov.uk/Resource/Doc/94471/0022783.pdf](http://www.scotland.gov.uk/Resource/Doc/94471/0022783.pdf)**

SCOTLAND

UK

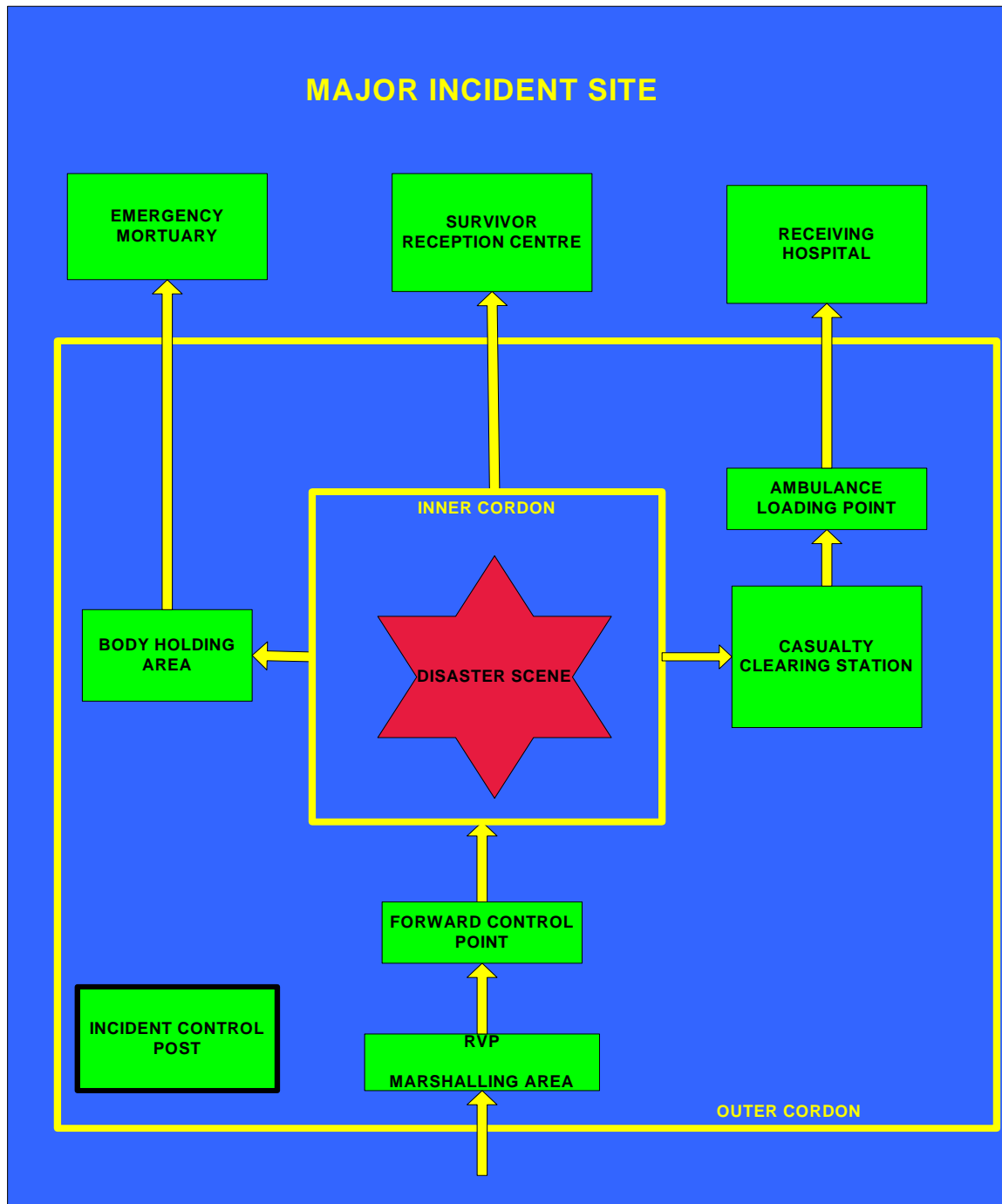


**CCC**  
**COBR**  
**CSC – SGoRR**  
**EAT**  
**SGoRR**  
**SGoRR(O)**  
**S-PICC**

**Civil Contingencies Committee**  
**Cabinet Office Briefing Room**  
**Cabinet Sub-Committee**  
**Emergency Action Team**  
**Scottish Government Resilience Room**  
**SGoRR ‘Officials’ Group**  
**Scottish Police Information and Co-ordinating Centre**

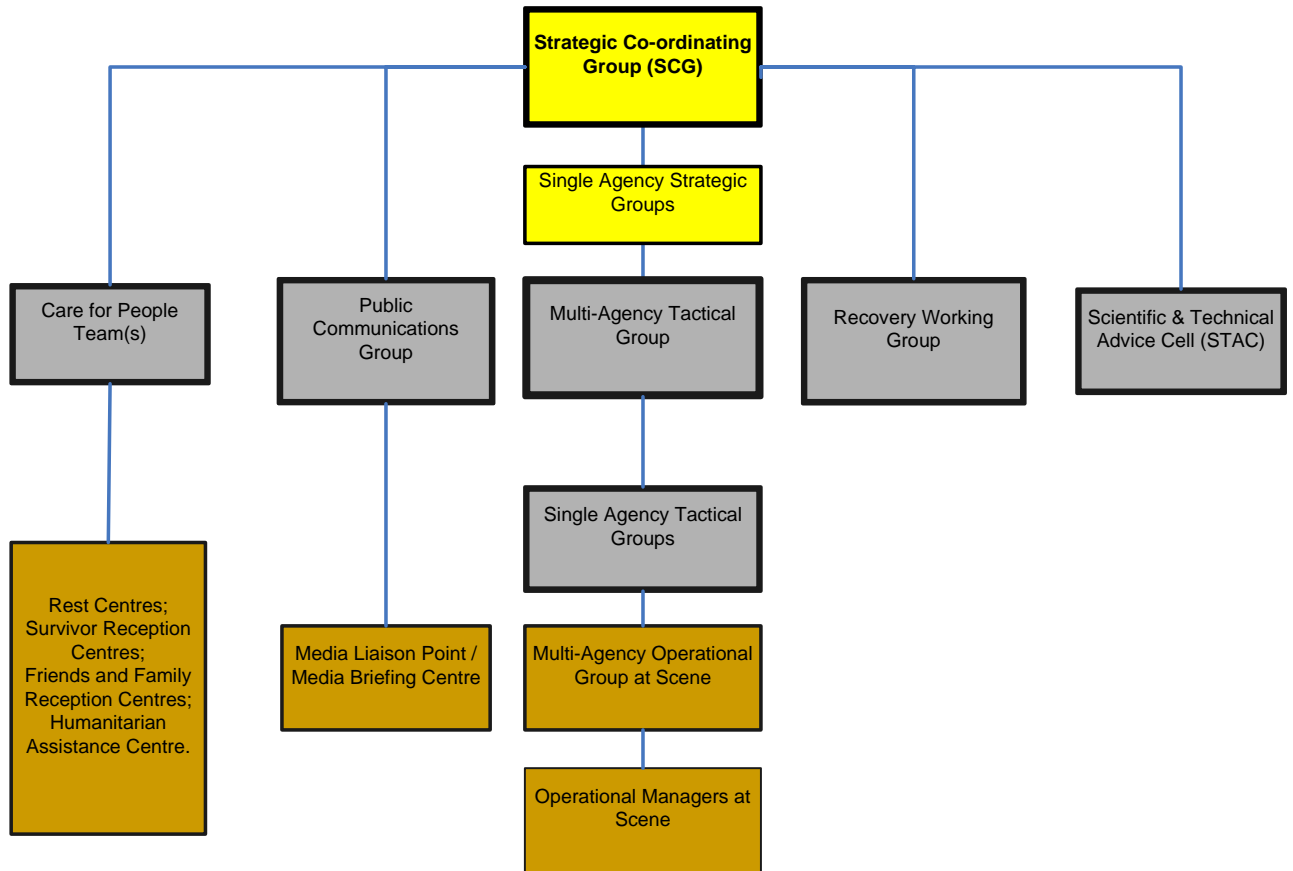
### 3.4 SCENE MANAGEMENT

The following diagram gives an indication of the scene layout of a 'sudden impact' major incident or emergency.



### 3.5 Local Structure

The following diagram gives an indication of how the Structure in Lothian and Borders may be set up.



## **SECTION 4 THE STRATEGIC CO-ORDINATING GROUP**

### **4.1 General**

The requirement for strategic management may be confined to one particular agency. However, some incidents require a multi-agency response at the strategic level to affect a resolution. In such incidents, a Strategic Co-ordinating Group (SCG) should be formed.

The SCG should include a strategic member of each key agency involved in the incident. It is a fundamental principle of this system that SCG members consult on a regular basis and maintain a strategic overview of the incident.

Each participant must be able to make executive decisions concerning resources within their agency and have the authority to seek the aid of other agencies in support of their role.

It is vital that meetings of the Group are documented and that policy decisions are recorded. These records will be called for in any subsequent judicial or criminal enquiry.

**[Guidance for members attending SCG meetings during an emergency is reproduced at Appendix 1](#)**

### **4.2 Activation of the SCG**

The Police will normally be responsible for establishing and chairing the SCG with the Group meeting at Police Headquarters.

In some situations however the SCG may be established at the request of another Category 1 Responder. In a serious pollution incident, for example, the SCG may be established at the request of and chaired by the Local Authority.

Administrative Support for the SCG should be provided by the host organisation.

Call out of members of the SCG will be carried out via each organisation's call out procedures.

### **4.3 Strategic Co-ordinating Group Meetings**

The Strategic Co-ordinating Group should hold meetings as frequently as necessary to discuss the overall management and progress of the incident. They should aim to achieve the following:

- establish a policy framework for the overall co-ordination of management of the response;
- determine strategic aim, objectives and policies and review them regularly;
- ensure that those aims, objectives and policies are integrated with those of their respective organisations;
- ensure there are clear lines of communication with tactical managers;
- ensure co-operation, mutual assistance and support for local responders;
- ensure there is long-term resourcing and access to expertise for management at all levels;
- prioritise the demands of tactical managers;
- allocate resources and expertise to meet tactical requirements;
- liaise with strategic managers in other agencies;

- plan and co-ordinate recovery from the emergency and facilitate a return to a state of normality;
- ensure effective communication with the public;
- ensure effective communication with local and national elected representatives and Boards.
- provide a focus for communication with Scottish or UK Government Departments and Agencies.
- ensure effective media liaison.

As the incident develops, there should be regular evaluation of the need and purpose of the Group. As circumstances change, it may be possible for some agencies to 'wind down' their operation and not attend future meetings. When an incident moves from the 'emergency phase' to the 'recovery phase', the Chair of the Group will move from the Chief Constable to the Chief Executive of the relevant local authority.

In most major incidents, support for members of the Strategic Co-ordinating Group will be limited to their own staff officers or emergency planning officers. However in certain special circumstances, such as nuclear or terrorist incidents, the support for the members of the Strategic Co-ordinating Group will be substantial. In these examples the Strategic Co-ordinating Group will operate from a Strategic Co-ordination Centre (SCC).

#### 4.4 **Strategic Co-ordinating Centre (SCC)**

In the majority of cases the Strategic Co-ordination Centre will be at Police HQ, the most notable exception to this being in the event of an incident at Torness Power Station when the SCC will normally be located at the Torness Strategic Co-ordinating Centre (TSCC).

Attendance at the SCC depends on the nature of the incident but will include a Multi Agency Control Room (sometimes referred to locally as the Joint Agency Control Cell- JACC), Scientific and Technical Advice Cell (STAC) and SCG meeting room.

One of the key components of this structure is the Multi-Agency Co-ordination Unit.

#### 4.5 **Multi-Agency Co-ordination Unit**

The purpose of this is to collate and disseminate information to ensure that all agencies have a common situational assessment.

This role will initially be undertaken by the Lothian and Borders Police Force Co-ordination Unit (FoCU) supported by the SCG Co-ordinator (if available). As the incident develops however it will be necessary to staff this unit with representatives from other Category 1 responders.

Each agency involved, in the ongoing incident, should ensure that they have a solid management of information procedure set up at an early stage. They should identify a single point of contact (SPOC) to liaise with the Co-ordination Unit.

## SECTION 5

## THE MULTI-AGENCY TACTICAL GROUP

### 5.1 General

A *tactical level* of management is introduced to ensure that the actions taken at the operational level are supported and co-ordinated to achieve maximum effectiveness and efficiency. Tactical managers should:

- determine priorities for allocating resources;
- obtain further resources if required;
- plan and co-ordinate tasks to be undertaken;
- assess prevailing risks;
- reduce risks;
- strike a balance between tasks and risks;
- consider the welfare, health and safety of personnel and the public;
- consider the information needs of personnel and the public
- consider the future needs of the operational response;
- inform and advise Strategic Managers, if and when this level is activated;
- and
- implement decisions taken by Strategic Managers.

Although the tactical managers will have specific service or agency responsibility, together they must manage the overall multi-agency response and ensure that operational managers have the means, direction and co-ordination required in their work.

In a rapid onset emergency when there is an identifiable scene and the emergency services are in the lead, tactical managers will usually work from an Incident Control Post (ICP) at a place near to the site of an emergency. An alternative location should always be identified as a back up. Planning must be flexible and take into account that there may be a number of individual scenes and operational areas, or that there may be no actual scene to attend (for example, widespread severe weather disruption, health and overseas emergencies).

The effectiveness of the tactical level rests on a systematic approach to multi-agency co-ordination. The leadership at the tactical level will be determined by the nature of the emergency and the stage of the response. For example, the police may lead in a sudden onset emergency, the Health Service may lead in a public health emergency and the local authority may lead the longer term recovery. Irrespective of the pressure of operations, the lead officer must create time for regular structured briefings, consultation and tasking meetings with their counterparts and key liaison officers. If no co-ordination centre is established, tactical managers must ensure that they co-ordinate their activity and aim for multi-agency rather than bi-lateral co-ordination.

The Multi-Agency Tactical Group will normally be located at suitable premises near to the incident scene.

### 5.2 Call out of the Tactical Group

Call out of members of the Tactical Group will be carried out via each organisation's internal call out procedures.

## SECTION 6                      FUNCTIONAL GROUPS

### 6.1            **General**

The scene immediately after disaster has struck is likely to be confused. To bring some order to this confusion, it is important that the emergency services establish control over the immediate area and build up arrangements for co-ordinating the contributions to the response. Experience has shown that an effective response depends on the timely receipt of accurate and complete information, on sound decisions being made and appropriate actions set in train at the onset.

The Police will normally act as the co-ordinator of the response at the scene. These arrangements will usually be adequate for the effective resolution of most incidents.

In addition to the operational teams that will be set up to deal with each aspect of the response to the incident, the following functional groups should be established.

### 6.2            **Public Communications**

It is important that a Public Communications Group is set up immediately following an emergency. To ensure clarity and accuracy there must be close consultation between responding agencies under a Public Communications Co-ordinator who will normally be from the police. Ideally no press releases should be given until consultation with other services/agencies has taken place.

Whilst it is acknowledged that it is important to release accurate information on casualty numbers to the media (who may otherwise seek information elsewhere) it must be stressed that only the police can release this information.

As the incident progresses media liaison will be extended to embrace other agencies and the responsibility for co-ordination (in a supportive role) may, in time, pass to another agency, for example the Local Authority or the lead government department.

The Public Communications Group should make full use of Lothian and Borders Alert to circulate and comment on proposed media releases and to provide information to the public.

It should be borne in mind that the Maritime and Coastguard Agency press office will take the lead during any Civil Maritime Incident and will liaise closely with the other responding agencies and the vessel operators to ensure a co-ordinated response.

Further information on the role of the Public Communications Group can be found in the Lothian and Borders SCG Public Communications Plan and the Scottish Government publication:

[Preparing Scotland Warning & Informing Scotland Communicating with the Public.](#)

### 6.3 Care For People Team

A multi-agency **Care For People Team** should be established to consider the issues relating to survivors of the incident and their friends and relatives. This group should be led by the Director of Social Work or nominated representative from the most affected Local Authority.

The objectives of this group are to:

- Ensure the welfare and well-being of those involved in emergencies;
- Provide support and care for people affected by emergencies;
- Provide longer term support for the community.

Further guidance can be found in:

[PREPARING SCOTLAND – Caring for People Affected by Emergencies.](#)

### 6.4 Recovery Working Group

The Recovery Working Group should be formed as soon as possible and should bring together key agencies to give momentum to the recovery management effort within the overall strategic framework. It will form the focus for integrated initiation and planning on recovery, while ensuring the coherence of response and recovery work.

The Recovery working group will normally be led by the Chief Executive from the most affected local authority. Its objectives should be to:

- ensure that longer-term recovery priorities, including the needs of victims and responders, are reflected in the planning and execution of the response;
- ensure that relevant organisations in the public, private and voluntary sectors are engaged in the recovery effort from the earliest opportunity; and
- ensure continuity of the management of the emergency once the response phase has been concluded.

### 6.5 Scientific & Technical Advice Cell (STAC)

Emergency co-ordination groups often require expert advice on a range of public health, environmental, scientific and technical issues in order to deal effectively with the immediate and longer term consequences of an emergency. This group is referred to as the Scientific and Technical Advice Cell (STAC) and will normally be chaired by the Director of Public Health.

Guidance on setting up and operating the STAC is contained within the Scottish Government Document:

['Preparing Scotland - providing public health, environmental, scientific and technical advice to emergency co-ordinating groups in Scotland'](#).

***Note: - For some incidents support for the STAC from UK Government may come from a Science and Technical Advisory Group for Emergencies (SAGE) which will be formed by the Lead Government Department)***

## **6.6 Community Reassurance Network**

In the event of critical incident that has the potential to have a significant impact on the community, Lothian and Borders Police will activate the Community Reassurance Network. The remit of this Group is as follows:

**'To convene as soon as possible, and certainly within 36 hours, after a critical incident deemed to have the potential to significantly impact on community cohesion, with the purpose of agreeing the content of a community reassurance message(s) and thereafter distributing same through individual community contact networks and internal work environments.'**

Membership of this group includes the Crown Office Procurator Fiscal Service, Local Authorities, Health Boards, Further Education Establishments, Fire and Rescue Service, Transport Operators, Lay Advisers, Chamber of Commerce and the Police.

## SECTION 7

## ROLES AND RESPONSIBILITIES

### 7.1 General

The roles and responsibilities of the main agencies that will respond to an emergency in the Lothian and Borders Area are as follows:

### CATEGORY 1 RESPONDERS

#### 7.2 Police

- Co-ordinate the activities of local responders and others acting in support at the scene of an incident except when HM Coastguard co-ordinate search and rescue in a maritime incident;
- treat the affected area as a crime scene, in parallel to the general response, unless it is obvious that the emergency is caused by a natural event;
- act under the direction of the Procurator Fiscal and, where appropriate, facilitate the inquiries carried out by bodies such as the Health and Safety Executive, Rail, Air or Marine Accident Investigation Branches of the Department for Transport;
- process casualty information including the identification of deceased and removal of the dead on behalf of the Procurator Fiscal; and
- as host force, co-ordinates the response to, and investigation of major accidents on the rail network in Scotland.

#### 7.3 Fire and Rescue Service (FRS)

- Rescue people from fire, flood, transport incidents, machinery and collapsed structures;
- fight fires and prevent the spread of fire in open and enclosed spaces on or next to land;
- render humanitarian assistance;
- protect and mitigate damage to property and the environment from the effects of fire and by dealing with hazmat incidents;
- management of the inner cordon;
- manage incidents involving hazardous materials;
- provide qualified scientific advice in relation to hazmat incidents and damage control;
- assist in mass decontamination of casualties following a CBRN/hazmat incident at the request of the Scottish Ambulance Service; and
- investigate the causes of fire.

#### 7.4 Scottish Ambulance Service (SAS)

- Save life and provide immediate care for patients at the scene of the incident and in transit to hospital;
- alert Hospital Services and other relevant NHS agencies;
- manage decontamination of people affected by hazardous substances prior to their evacuation from the scene;
- evacuate the injured from the scene in order of medical priority;
- arrange and ensure the most appropriate transport for the injured to the receiving hospital;
- supply patient care equipment to the scene of a major incident;
- transport vital medical staff and their equipment to the scene;
- alert the British Red Cross and St Andrew's Ambulance Association and coordinate their work in support of SAS;
- provide and maintain communications equipment for medical staff and voluntary organisations at the scene; and

- restore service normality.

## **7.5 NHS Boards**

- Ensure health representation at multi-agency strategic and tactical level meetings;
- ensure co-ordination/support arrangements are in place between all health services, including Community Health Partnerships and other Primary Care services, involved in emergency response within the NHS Board/ Strategic Coordinating Group area;
- ensure that the NHS within its area has clear command and control structures and facilities;
- ensure that direct healthcare resources can be mobilised quickly to support local hospitals or to sustain patients in the community, should hospital services be reduced or compromised for a period;
- work with other NHS Boards as the 'lead' NHS Board, or to act in support of a nominated 'lead' Local Health Board;
- work with support from Scottish Government Health Directorates (SGHD)/Health Protection Scotland, to monitor and safeguard the health of the local population for the duration of an emergency;
- disseminate health advice to the public if required;
- liaise with and provide situation reports to the Emergency Support, and Emergency Action Teams, or SGHDs' Performance Management Division, and
- liaise with NHS 24.

## **7.6 Maritime and Coastguard Agency (MCA)**

- MCA's Directorate of Operations includes HM Coastguard (responsible for civil maritime search and rescue) and Counter Pollution and Response Branch;
- HM Coastguard initiates and co-ordinates civil maritime search and rescue by mobilising, organising and dispatching resources to assist people in distress at sea, in danger on cliffs or shoreline and in certain inland areas;
- as national co-ordinator of all civil maritime Search and Rescue (SAR) activities by utilising its own facilities and those made available by others (e.g. military helicopters and Royal National Lifeboat Institution (RNLI) lifeboats) but will also seek assistance from any source likely to make an effective contribution;
- HM Coastguard may, if specifically requested, assist emergency services and local authorities during emergencies, such as flooding;
- the Counter Pollution and Response Branch deals with pollution at sea and assists local authorities with shoreline clean-up;
- the Secretary of State for Transport's Representative (SOSREP) is co-located with the MCA. The SOSREP is empowered to intervene on behalf of the Secretary of State for purposes relating to the safety of ships or pollution from ships, offshore oil or gas installations. SOSREP has the power to give directions; and
- MCA's emergency roles are further explained in the Search and Rescue Framework for the UK and National Contingency Plan for Marine Pollution both of which may be found at <http://www.mcga.gov.uk>

## **7.7 Scottish Environment Protection Agency (SEPA)**

SEPA is responsible for environmental protection in Scotland and adopts an integrated approach to the protection and enhancement of water, air and land and associated natural resources.

During an emergency SEPA will deploy its comprehensive scientific capability to give support and advice to other agencies and to the general public. In responding SEPA will:

- deploy appropriate staff to meet local co-ordination arrangements.
- provide advice on all aspects of environmental impact, protection and recovery.
- assist in determining the footprint and movement of any contamination.
- give advice about implications to the environment, containment, storage, transportation and disposal of contaminated liquid or solid waste.
- maintain operational links with Scottish Water, Local authorities, Environmental Health Departments and Health & Safety Executive.

Additionally, SEPA has powers to prevent, minimize or reduce pollution of the environment and enforces environmental legislation. SEPA performs the following functions:

- regulates the treatment, storage, movement and disposal of waste.
- provides, as flood warning authority, regularly updated information on flood warnings (Floodline) across Scotland.
- administers jointly with the Health and Safety Executive the Control of Major Accident Hazards (COMAH) legislation.
- regulates the disposal of radioactive waste and manages Scottish interests in the Radioactive Incident Monitoring Network (RIMNET).

## **7.8 Local Authorities**

- Support the emergency services and those assisting them;
- provide a variety of support services for the local and wider community;
- maintain normal services at an appropriate level;
- provide a wide range of social care and welfare services, working alone or with public, private and voluntary organisations. Services include care for people, rest centres, temporary accommodation, re-housing and practical support for victims;
- access a wide variety of specialist, scientific, environmental and communications expertise;
- represent the diverse interests of local people and, in so doing, maintain close links with communities through elected members, Community Councils, Community Planning and other formal partnerships ;
- have powers to take action to preserve community well being; and
- lead the longer term recovery and regeneration of affected communities.

## **OTHER RESPONDERS**

### **7.9 The Health and Safety Executive**

The Health and Safety Executive (HSE) is a government-funded organisation which embodies 7 Inspectorates and the Offshore Safety Division with statutory powers under the Health and Safety at Work Act 1974 for enforcing relevant health and safety requirements. HSE also has medical and technological experts.

HSE is not an emergency service but has responsibility for the investigation of industrial accidents and other incidents in the sectors for which it has enforcement responsibility.

HSE Inspectorates have a statutory interest in major industrial accidents from an enforcement viewpoint. Inspectors have no executive function in

controlling emergency operations but would be concerned with preserving and collecting evidence and may also be able to offer technical expertise.

## **7.10 The Utilities**

Utility failure can occur in respect of electricity, gas, telephone and water services. The general principal is that the service provider will take the lead in this situation and concentrate their resources in restoring services. However they will work closely with the local authority and other agencies dealing with the consequences of the failure to minimise the impact on the community. The provision of information to the public, the media and the responding agencies will be a key responsibility for the utility provider.

The utility provider should reimburse reasonable expenditure incurred by the local authority. It is clearly important that this issue is agreed at an early stage of the incident.

## **7.11 The Armed Forces**

- Bring the benefit of their national structures, organisation, skills and training to the management of response;
- provide assistance on the basis of availability, therefore planning should not assume any military support;
- provide Military Aid to the Civil Authority (MACA) on land through 24 hour contacts, details of which are held by the police;
- determines how the capability required will be delivered by military resources;
- may be required to charge for the costs of service, although where there is a direct threat to life MOD may choose to waive the recovery of costs;
- provision of Search and Rescue facilities for military operations, exercises and training within the UK and, by agreement, exercises responsibility for the co-ordination of civil aeronautical SAR on behalf of the DfT. Where the coverage provided by military SAR assets meets the civil SAR coverage requirements, they will be made available for civil maritime and land-based SAR operations. The high readiness SAR assets are SAR helicopters, maritime surveillance fixed wing aircraft and mountain rescue teams. The MoD also establishes and maintains an Aeronautical Rescue Co-ordination Centre (ARCC) for the operation and co-ordination of civil and military aeronautical SAR assets."
- provide a range of specialist services which include search and rescue, post crash management of military aircraft.

## **7.12 The Met Office**

The Met Office is the official source of meteorological information in the UK. It provides a number of services that help authorities prepare for, and respond to, emergencies.

The Met Office employs Public Weather Service Advisors who are available, if required, to:

- ensure the management team is aware of all the meteorological factors which could impact the incident;
- ensure the consistency of meteorological information and its adoption by all local responders within the SCG;
- interpret meteorological information for the responders;
- source other scientific advice available from the Met Office and act as a point of contact between the Met Office and the responders;
- respond to weather-related media enquiries; and

- arrange for routine forecasts and other information to be supplied to aid in recovery.

Further details of Met Office and Public Weather Service Advisors role can be found at: <http://www.metoffice.gov.uk/corporate/pws/index.html>.

### **7.13 Food Standards Agency**

The Food Standards Agency (FSA) is a UK Government Department whose primary roles are to protect public health from risks which may arise in connection with consumption of food and to protect the interest of consumers in relation to food. In the event of a nuclear emergency FSA Scotland will lead the Government in Scotland's response on food safety issues, assess the impact of the emergency on the food chain and implement any necessary countermeasures.

Specific responsibilities are:

- To determine the level of any contamination in the food chain.
- To take action to ensure that food contaminated to unacceptable levels does not enter food chain.
- To implement as necessary restriction order under the Food & Environment Protection Act 1985 to restrict the supply, movement or sale of produce from the affected area.
- To provide support, advice, information and guidance to local authorities, businesses and the public on the implications for food.
- To provide support and advice to the Scottish Executive on request.
- To ensure that subsequent recovery arrangements take account of food safety issues.

### **7.14 Scottish Natural Heritage (SNH)**

The role of SNH is to secure the conservation and enhancement of Scotland's unique and natural wildlife, habitats and landscapes and is responsible for the administration of various categories of protected areas. In the event of an accident with off-site / wide-spread effects they will be able to advise on suitable measures to mitigate the damage to any protected areas affected.

### **7.15 Network Rail**

As both infrastructure owner and controller, Network Rail has primary responsibility for the management and co-ordination of all railway partners involved in the emergency response to a major rail incident.

In the event of a major incident being declared, Network Rail will implement its National Emergency Plan as dictated by the nature and complexity of the incident.

A Rail Incident Commander (RIC) will be deployed as part of any multi-agency Strategic Co-ordinating Group that may be formed in response to a major incident.

A Rail Incident Officer (RIO) will be deployed to the incident site at tactical level and will act as the focal point for rail industry at multi-agency meetings.

**The key responsibilities of the RIO at the initial stages of an incident are:**

- Ensuring site safety, (protection of the line(s) concerned, rail traffic stopped, overhead line equipment isolated as necessary).

- Making an assessment of the situation to enable the appropriate response to be mobilised by way of staff, equipment and facilities.
- Arranging for the preservation of evidence, including infrastructure, rail vehicles and the surrounding environment.
- Arranging assistance for Network Rail staff, Train Operating Companies, Freight Operating Companies, other rail industry partners contracted agencies and contracted voluntary agencies such as the Women's Royal Volunteer Services (WRVS).
- Reporting of rail incidents to statutory authorities such as Office of Rail Regulator (ORR/HMRI) and the Rail Accident Investigation Branch (RAIB).

Network Rail will ensure that the incident is managed and investigated in accordance with applicable Railway Group Standards, Codes of Practice and Network Rail's National Emergency Plan to restore normality as soon as possible.

#### **7.16 First ScotRail**

As both station and train operator First ScotRail has responsibility for ensuring the appropriate response to a major rail incident.

Under the Association of Train Operating Companies (ATOC) Code of Practice for the provision of passenger care, First ScotRail is the designated Primary Support Operator for all incidents occurring within the scope of this plan.

First ScotRail will therefore provide immediate response in respect of the provision of passenger care following a major incident involving a passenger train regardless of which company operates the service involved.

In the event of a major incident being declared First ScotRail will implement its emergency plans as dictated by the nature and complexity of the incident.

A member of First ScotRail Executive Group will be deployed as part of any multi-agency Strategic Co-ordinating Group that may be formed in response to a major incident.

A Train Operators Liaison Officer (TOLO) will be deployed to the incident site and provide assistance to Network Rail's Rail Incident Officer (RIO) by ensuring that the appropriate First ScotRail staff are deployed to deal with the staff and passengers involved.

#### **Key responsibilities of First ScotRail are: -**

- Ensuring the safety and welfare of staff involved in or affected by the incident.
- Initiating investigation in to the incident in conjunction with the RIO by retrieving evidence from the train(s) involved.
- Arranging, in conjunction with British Transport Police and other agencies involved for obtaining the details of all passengers involved.
- Organising replacement train services and / or alternative transport for passengers wishing to proceed to their destinations or return home.
- Deployment of Rail Incident Care Team to assist in the multi-agency response to the incident to survivor reception centres, humanitarian assistance centres and hospitals as required.

#### 7.17 **Animal Health**

Animal Health is the lead Government agency in the event of an outbreak of a notifiable animal disease. They will instigate the local response to the disease outbreak and convene the Management Control Team.

Further details regarding the role of Animal Health can be found in the Lothian and Borders SCG Diseases of Animals plan.

## SECTION 8 SUPPORT FROM THE VOLUNTARY SECTOR

### 8.1 General

The support from the voluntary sector is vital during an emergency or major incident. The main voluntary organisations that can provide assistance are as follows:

### 8.2 British Red Cross

British Red Cross is a national organisation with over 35,000 volunteers dispersed throughout the country. Significant resource in terms of trained volunteers and equipment.

#### Skills:

**First Aid:** Staff and volunteers are trained to HSE standards, with additional training in stretcher handling, loading and unloading of casualties from vehicles and ambulances. Some training in triage and mass-casualty handling. Enhanced skills trained volunteers are also available.

**Welfare:** staff and members trained to British Red Cross standards with experience in dealing with public in crisis conditions and able to give comfort and support to victims of a disaster and bereaved relatives. Members can be called upon to assist bereaved relatives at the mortuary.

Tracing of relatives following a disaster is part of the International Tracing Service, both at home and abroad, and forms and documents are in use daily. A number of members could be made available to assist in documentation and administration, as required.

**The Disaster Appeal Scheme (DAS)** - this Red Cross scheme is designed to provide local authorities with a full framework of documentation and support facilities for the prompt launch of a disaster appeal fund, in the wake of a major incident or disaster, if appropriate. Copies of the DAS are held by all Local Authority Chief Executives and by local Red Cross branches.

**Fire and Emergency Support Service** - This service is operated in partnership with Lothian and Borders Fire and Rescue Service and operates a vehicle to attend domestic fires and to provide short term crisis support to those affected. Mobilised via LBFRS.

**Equipment** - Significant fleet of vehicles including MPVs, Ambulances and 4x4s. Also specialist temporary shelters.

### 8.3 Scottish Cave Rescue Organisation

Cave rescues in Scotland are carried out by a volunteer cave rescue team. The organisation has a mass of specialist equipment, together with the organisational structure necessary to assist the Police in co-ordinating rescue operations.

#### Skills:

Members are experienced cavers but can also be involved in surface incidents including fell and moorland rescues and searches.

Certain cave rescue groups have cave diving teams within their membership. Cave rescuers can also assist in other underground incidents, where there is restricted space, darkness, water, e.g. culverts and wells.

**Equipment Available:**

The level of equipment varies between organisations but includes 4 wheel drive vehicles, equipment trailers, radios, diving radios, inductor phones, personal survival equipment and first aid equipment.

**8.4 Cruse**

Cruse offers help to all bereaved people by way of counselling, practical matters and personal and confidential help. A wide range of publications are available.

**Skills:**

Counselling, advice on practical problems connected with bereavement.

Cruse also provides training in bereavement counselling.

<http://www.cruse.org.uk/>

**8.5 Mountain Rescue Committee of Scotland**

The Mountain Rescue Committee of Scotland (MRCofS) is the representative and coordinating body for mountain rescue services in Scotland. It is administered by an Executive which reports to the General Committee comprising of Mountain Rescue Teams and other organisations.

In Lothian and Borders area, there are **two Search and Rescue teams** (Tweed Valley Mountain Rescue Team and Borders Search and Rescue Unit) together with the **Scottish Cave Rescue Organisation (SCRO)** and **Search And Rescue Dog Association (SARDA)**. All these organisations are fully affiliated to the MRCofS.

**Callout / mobilisation:** These resources can be called out via the Police and contact procedures are held at Force Control Centre. In addition, currently, a memorandum of understanding exists between Tweed Valley MRT and the Fire and Rescue Service. All teams work closely with the Scottish Ambulance Service.

**Human Resources:** There are around 70 team members within the two Search and Rescue teams based in L&B area. Each team is fully structured and organised to carry out search and rescue operations in a wide variety of terrain and in a wide variety of incidents. Incidents attended over the years have ranged from the City of Edinburgh to the remote hill areas within the Lothian and Borders area. In addition, **SCRO** have members trained in all aspects of cave rescue and **SARDA** are specialists in the use of air-scenting dogs for searches of areas for missing or lost persons. All groups have a long history of successful working partnerships with the police and other emergency services. Assistance from other MR teams, in particular the RAF teams, can be sought via the Police.

**Examples of tasks carried out include:**

- Missing/ Lost persons searches;
- Hill (remote location) casualty location, treatment and rescue;
- Non-hill (urban fringe) casualty location and rescue;
- Steep ground (Rope) work;
- Stranded animals (e.g. sheep, dogs);
- Adverse weather work (e.g. snow etc); Remote transport accidents.

In addition, the teams will discuss assistance in any major incident where the Police or other emergency service feel that their services are appropriate (e.g.

team vehicles have been used in circumstances where 4x4 use has been required to support Police, F&RS and SAS).

**Skills:** All members of MR teams and SARDA are trained in mountain skills, particularly navigation. Teams can operate in all weathers and in day or night situations. Teams have trained missing/lost person search managers and members are trained in search techniques. Teams can advise on the best resources required for many incidents and can call on other MR resources as required. All members are issued with personal radios and, together with vehicle and base sets, can maintain a communications network. Teams also have access to a specialist Command and Control Communication vehicle (SARCOM). Teams have direct radio communication (ground to air) with both RAF/Navy helicopters and Scottish Ambulance Service Helimed. All team members are trained in first aid.

**Equipment:** The two MR teams are equipped with land rover ambulances and also incident control vehicles. They maintain the necessary equipment to perform steep ground rescue within the area. Both teams carry all appropriate first aid and rescue equipment for rescuing and treating casualties in remote locations and urban fringe locations.

**Liaison:** Lothian and Borders Police appoint a Liaison Officer who works with the team leaders of the organisations based within Lothian and Borders area. <http://www.mrcofs.org>

#### **8.6 Radio Amateurs' Emergency Network (RAYNET)**

RAYNET is a national voluntary organisation of licensed radio amateurs who provide additional communication facilities for the emergency services, public utilities and Government departments. The organisation has been in existence since 1953 as a branch of amateur radio, and has about 5000 members organised into 200 local Groups. Each group operates autonomously under its own Group Controller but can combine to provide additional resources when necessary. Co-ordination of groups is via County Controllers and overall co-ordination is exercised by the UK Emergency Communications Officer of the Radio Society of Great Britain.

**Skills:**

RAYNET can supply sophisticated radio equipment and the necessary expertise for its operation. Mobile "walkie-talkie", fixed and portable base station facilities are available, including "talk-through" and repeater-links. Capabilities include voice, data transmission and slow-scan television.

#### **8.7 Royal National Lifeboat Institution (RNLI)**

The Institution operates lifeboat stations around the coast of Great Britain and Northern Ireland. Each lifeboat station is under the local control of a Launch Operations Manager who has the ultimate authority to launch the boat. Operational staff (Divisional Inspectors) are responsible for individual areas of the coast.

Overall co-ordination of all maritime search and rescue, is carried out by the Maritime and Coastguard Agency, with whom the RNLI work closely.

**Skills:**

All aspects of marine rescue, excluding diving skills, and fire fighting.

## **8.8 Salvation Army**

The Salvation Army are a voluntary organisation which can respond in emergency situations, working in close co-operation with police, fire service etc., and are listed in the local authority major disaster plans.

The chain of command works from territorial headquarters, divisional headquarters to local Commanding Officers. Divisional Commanders are responsible for major incidents within their divisional area, although the headquarters Emergency Officer has overall responsibility in a co-ordinating role, which also applies to any major incidents involving the country as a whole.

### **Skills:**

The following services can be offered:

- Comforting the bereaved.
- Accompanying relatives to view bodies.
- Visitation and counselling of the distressed and bereaved.
- Emergency canteen facilities, providing refreshment for emergency service personnel and others involved.
- Care of people displaced by fire, flood etc.
- Staffing other emergency canteen facilities.
- Emergency accommodation and feeding.

## **8.9 Search and Rescue Dog Association (SARDA)**

- Deals in search and rescue, particularly mountain rescue on a voluntary basis.
- Provides training for Mountain Rescue personnel to train dogs for search work.
- Operates independent of Mountain Rescue teams if requested by the Police.

### **Skills:**

Air-scenting search dogs operated by handlers trained to cope with extreme weather conditions and capable of working at night.

## **8.10 St. Andrews Ambulance Association**

The St. Andrews Ambulance Association is a national organisation which can provide volunteers skilled in first aid to support the Emergency Services and the Local Authority both at events and during emergencies. They can also provide training in first aid to individuals and organisations.

### **Skills:**

Volunteers are trained in first aid.

## **8.11 The Samaritans**

The Samaritans is divided into thirteen regions throughout the UK and the Republic of Ireland.

### **Skills:**

To provide emotional support to people at time of personal crises. To continue to make such support available, 24 hours-a-day, every day of the year, without time limits. These facilities, therefore, remain available for many years after initial crises, whenever and wherever required. Members of the Samaritans have responded to all major disasters which have occurred in the British Isles since the early seventies. They listen to and befriend those who,

in any way and by whatever cause or reason, have been affected. Its closely co-ordinated organisation enables the movement to provide a disciplined response at any time in any geographical area. Samaritans are able to work in any form of temporary accommodation or in the open. They are trained in the provision and acceptance of integral support.

#### **8.12 Woman's Royal Voluntary Services (WRVS)**

The WRVS is divided into various divisions throughout the country reporting to the Head Office in London.

##### **Skills:**

Members undertake training courses and receive instruction in the organisation and running of:

- A Rest Centre;
- Emergency Feeding;
- Issuing Clothing;
- Documentation; registration and information point;
- Telephone communication.

#### **8.13 Scottish Society for the prevention of Cruelty to Animals (SSPCA)**

The SSPCA can provide trained staff with transport to assist with the care and control of animals, for example household pets at Emergency Reception Centres.

The following advice and assistance from the SSPCA can be provided, subject to resources being available:

- Trained personnel to recover/rescue pets/animals involved in any emergency.
- Advice on facilities available and their best use for animals as required.
- Advice on obtaining veterinary assistance. (Subsequent provision of Veterinary care would be a Council/Animal Owner responsibility).
- Advice and assistance at Reception Centres once established.

#### **8.14 Sky Watch Air Patrol**

Sky Watch Civil Air Patrol. Is an organisation consisting of private pilots with their own light aircraft who have made themselves available to the emergency services for day time aerial observation and monitoring.

They do not have crews standing 'at readiness' nor is there an immediate call-out facility but if the weather conditions are favourable, they will get airborne as quickly as possible on request and usually within 1 hour. Call-out is normally via the Police or Coastguard.

Whilst routinely airborne SWCAP units will report sightings of persons in potential trouble or distress or other unusual or suspect occurrences via Air Traffic Control to the appropriate emergency services via the 999 system.

For incidents at sea or on the coast, then direct radio contact with the Coastguard is used. The SWCAP unit will, if possible, remain in the area at the request of the emergency service until relieved by a dedicated SAR unit.

## **SECTION 9 FINANCE**

### **9.1 General**

Good financial management of major incidents is essential and involves two main processes - expenditure whilst delivering services, including in response to the emergency and reimbursement of costs afterwards. The role of the Finance Officer is vital.

### **9.2 Expenditure**

#### **9.2.1 Section 84 of the Local Government (Scotland) Act 1973**

These powers confer significant powers of expenditure on local authorities with respect to emergencies. These powers are in addition to, and not in derogation of, any power conferred by or under any other enactment.

These powers are available where an emergency or disaster involving destruction of, or danger to, life or property occurs or is imminent and if the local authority considers that the whole or part of its area is likely to be affected, it may incur expenditure.

Such expenditure may cover action by the local authority itself, joint action with another authority, person or body, action within or outside its own area or even outside the United Kingdom, which is calculated to alleviate or eradicate the effects of an emergency or disaster.

Grants or loans may be made to such other persons or bodies subject to conditions to be determined by the local authority. There will not be any specific central Government grant in aid of such expenditure.

#### **9.2.2 Local Government in Scotland Act 2003**

Part 3 of the Local Government in Scotland Act 2003 creates a discretionary power that enables local authorities to do anything they consider is likely to promote or improve the well being of their area or the persons in it.

#### **9.2.3 Social Work (Scotland) Act 1968**

Section 12 of the above act places a duty on local authorities to make appropriate arrangements for persons rendered homeless due to an emergency. E.g. the provision of reception centres.

### **9.3 Reimbursement of costs**

#### **9.3.1 Bellwin Scheme**

The Bellwin Scheme is discretionary scheme which exists to give special emergency financial assistance to local authorities who would otherwise be faced with an undue burden as a result of providing relief and carrying out immediate work resulting from large scale emergencies. There is no automatic entitlement to financial assistance.

Local authorities must notify the Scottish Government of an emergency incident within one week of the commencement of the incident. Scottish Government Ministers will decide within three weeks whether a scheme has been activated.

A threshold based on a percentage of the GAE is applied to the scheme. Further details of the scheme are available from local authority Finance Officers.

#### **9.4 Financial Help for People in Need**

##### **9.4.1 Personal Payments**

The Department for Work and Pensions can make various payments to people in urgent financial need as a result of an emergency.

These payments include immediate cash payments to people in their homes for urgent needs such as food and fuel during the first days after the disaster, payments for the replacement of clothing, household utensils and other essential articles and weekly payment of benefit, for a limited period, to people unable to get to work.

In general, persons suffering losses of this kind are expected to be insured and to claim under their policy.

##### **9.4.2 Assistance to Householders**

As well as repairing local authority houses, housing authorities may need to help private owners to make arrangements to have their houses repaired. Their costs would usually be covered by insurance.

Where severe structural damage has occurred, it might be necessary to declare the houses unfit and clear them. In these cases compensation, home loss payments etc would be payable subject to the normal qualifications. If any such action were contemplated, the local authority should consult the Scottish Government as quickly as possible.

##### **9.4.3 Public appeals and donations**

The British Red Cross Appeal Scheme provides a set of procedures for the prompt establishment of a disaster appeal fund as set out in their Disaster Appeal Scheme.

## **SECTION 10 COMMUNICATIONS**

### **10.1 General**

Within the Lothian and Borders Area, each of the emergency services and Local Authorities have their own system of radio communications. The police may place liaison officers with the incident commanders from other agencies in order to facilitate communications.

### **10.2 Airwave**

Airwave is the UK's secure digital voice and data communications service dedicated to public safety response organisations. The network became fully operational throughout the UK in 2005.

It is used by all police forces and is currently being delivered to all fire & ambulance services. A host of other organisations such as local authorities and defence agencies also use Airwave.

Most organisations classified under Category 1 and Category 2 of the Civil Contingencies Act, as well as their partner organisations, are eligible to use the service.

### **10.3 National Emergency Alert for Telecommunications (NEAT)**

In an emergency when severe congestion or impact on land-line or mobile telecommunications is being experienced, early contact should be made with the BT Emergency Link-line, details of which are held in appropriate plans. This will initiate activation of the National Emergency Alert for Telecommunications (NEAT) Group based in London.

A Police representative from this group will liaise direct with the respective SCG in order to assess requirements in terms of additional telecommunication support.

The (NEAT) Group will co-ordinate and arrange allocation of the required support and resources, from all national and local telecommunications providers.

### **10.4 Radio Amateur's Emergency Network (RAYNET)**

RAYNET is a nationwide voluntary group of UK licensed radio operators who are able to provide emergency radio communications for the emergency services, local authorities and central government. RAYNET's radio equipment is specifically designated for use in emergencies.

RAYNET can provide specialist VHF/UHF radio communications across Scotland. The assistance of RAYNET should be sought from the appropriate service control.

### **10.5 National Resilience Extranet (NRE)**

The National Resilience Extranet (NRE) is a resilient browser based tool that enables the efficient exchange of information amongst the resilience community for both routine planning and responding to emergencies. A key feature of the NRE is that it enables a secure forum for information exchange, accredited up to and including RESTRICTED.

The Service runs across Government Secure Intranet (GSI) accredited networks (GSI, PNN, GSE, GCSX etc.) and can also be accessed via a secure Internet connection utilising a digital certificate. This allows the secure uploading and viewing of RESTRICTED documentation when access to an accredited network is not available.

The NRE allows subscribers to share information and access archived documentation through a secure shared platform.

***Note: Lothian and Borders along with the rest of Scotland are expected to join the NRE during 2010.***

#### **10.6 Mobile Telecommunications Privileged Access Scheme**

MTPAS is the main means of ensuring access to the cellular radio network for public safety and other permitted users in the event of an emergency. Invoking MTPAS does not bar unregistered mobile phones from the net, it merely ensures that those who are MTPAS accredited continue to have access to the network. The mobile phone network providers will determine the level of intervention required to achieve this which can vary from simply reducing the call quality, thereby increasing the network capacity, up to barring all except those with MTPAS accreditation from making or receiving calls.

#### **10.7 Fixed Telecommunications Privileged Access Scheme (FTPAS)**

The core telecommunications networks in the UK are being overhauled with all the existing services converged using the technology that forms the foundations for the Internet. Referred to as 'Next Generation Networks' or NGNs, testing of BT's NGN commenced in July 2007 with the national roll-out starting in January 2008.

The whole of the UK is due to be converted by 2011. The new networks will support an enhanced preference scheme that will prevent congestion affecting registered users. The scheme will be called the **Fixed Telecommunications Privileged Access Scheme** (FTPAS) and will be made available as the new networks are rolled out. '

## SECTION 11 SUPPORTING INFORMATION

### 11.1 Emergency Plans

The Lothian and Borders Emergency Plan provides generic guidance to the emergency services and partner agencies operating in the Lothian and Borders Area. Each organisation has its own specific plans and procedures which will be implemented during an emergency. Other plans that are available to responding agencies include:

- Emergency Service and Local Authority Major Incident Plans
- Control of Major Accident Hazard (COMAH) Off-Site Plans
- Radiation Emergency Preparedness Public Information (REPPPIR) Plans
- Flood and Severe Weather Plans
- Animal Disease Plans
- Chemical Incident Plans
- Sports Stadia Plans
- Pollution Plans
- Pipeline Emergency Plans
- Waterborne Hazard Plans
- Human disease outbreak plans
- Loss of telecommunication plans

### 11.2 Lothian & Borders Community Risk Register

The **Lothian and Borders Community Risk Register** can be found on the web-site of Lothian and Borders Fire and Rescue Service. It is intended to inform the communities of the L&B area of a range of potentially disruptive events that the responder agencies have considered and to confirm the state of preparedness to deal with the occurrence of such emergencies, ensuring a swift return to normality. The CRR will provide the basis for the responder agencies to develop, implement and confirm emergency plans, to meet the requirements of the Civil Contingencies Act 2004.

The inclusion of a particular risk in the CRR does not necessarily indicate that the risk will lead to an actual event or occurrence, or occur at the scale described. The Risk Assessments have been made on credible worst case scenarios applied to identified hazards or threats that are present within the Lothian and Borders Area.

### 11.3 Emergency Planning Legislation

<b>Legislation</b>	<b>Brief Summary</b>
The Civil Contingencies Act 2004.	Legislation which delivers a single framework for civil protection in the United Kingdom.
The Energy Act 1976	Allows emergency powers to be introduced in the event of a fuel crisis.
The Contingency Planning (Scotland) Regulations 2005.	Regulations which outline the duties of emergency responders under the Civil Contingencies Act 2004
The Control of Major Accident Hazard Regulations 1999 (COMAH).	Regulations which apply to establishments where specified quantities of dangerous substances are present.
The Local Government (Scotland) Act 1973, as amended.	Legislation which affects the activities of Local Authorities
The Pipelines Safety Regulations 1996.	Regulations covering the design and safety of pipelines.
The Radiation Emergency Preparedness and Public Information Regulations 2001 (REPPPIR).	Regulations which apply to the Nuclear Industry.
The Safety at Sports Ground Regulations 1997.	Regulations governing safety at designated sports grounds.

## 11.4 Useful Web Links

Emergency Planning Society	<a href="http://www.the-eps.org/">www.the-eps.org/</a>
FLOODLINE	<a href="http://www.sepa.org.uk/flooding/">www.sepa.org.uk/flooding/</a>
Lothian and Borders Community Risk Register	<a href="http://www.lothian.fire-uk.org/publications/COMMUNITY_RISK_REGISTER.pdf">www.lothian.fire-uk.org/publications/COMMUNITY_RISK_REGISTER.pdf</a>
Meteorological Office	<a href="http://www.metoffice.gov.uk">www.metoffice.gov.uk</a>
Military Aid	<a href="http://www.cabinetoffice.gov.uk/ukresilience/response/recovery_guidance/generic_issues/military_aid.aspx">www.cabinetoffice.gov.uk/ukresilience/response/recovery_guidance/generic_issues/military_aid.aspx</a>
National Arrangements for Incidents involving Radioactivity (NAIR)	<a href="http://www.hpa.org.uk/webw/HPAweb&amp;HPAwebStandard/HPAweb_C/1195733848080?p=1158934607713">www.hpa.org.uk/webw/HPAweb&amp;HPAwebStandard/HPAweb_C/1195733848080?p=1158934607713</a>
Preparing Scotland - Preparing for Emergencies	<a href="http://www.scotland.gov.uk/Resource/Doc/94471/0022783.pdf">www.scotland.gov.uk/Resource/Doc/94471/0022783.pdf</a>
Preparing Scotland – Responding to Emergencies in Scotland	<a href="http://www.scotland.gov.uk/Resource/Doc/243492/0067754.pdf">www.scotland.gov.uk/Resource/Doc/243492/0067754.pdf</a>
Preparing Scotland – Care for People Guidance	<a href="http://www.scotland.gov.uk/Publications/2009/09/17113218/15">www.scotland.gov.uk/Publications/2009/09/17113218/15</a>
Preparing Scotland – Mass Fatalities Guidance	<a href="http://www.scotland.gov.uk/Publications/2009/09/15110710/0">www.scotland.gov.uk/Publications/2009/09/15110710/0</a>
Preparing Scotland – Site Clearance Guidance	<a href="http://www.scotland.gov.uk/Publications/2007/12/13091555/0">www.scotland.gov.uk/Publications/2007/12/13091555/0</a>
Preparing Scotland – STAC Guidance	<a href="http://www.scotland.gov.uk/Publications/2008/11/20093421/0">www.scotland.gov.uk/Publications/2008/11/20093421/0</a>
Preparing Scotland – Warning and Informing	<a href="http://www.scotland.gov.uk/Publications/2008/02/04150442/0">www.scotland.gov.uk/Publications/2008/02/04150442/0</a>
RADSAFE (Incidents involving the transport of radiation)	<a href="http://www.radsafe.org.uk/">www.radsafe.org.uk/</a>
Scottish Resilience Development Service (SCoRDS)	<a href="https://scords.gov.uk/">https://scords.gov.uk/</a>
UK Resilience	<a href="http://www.ukresilience.gov.uk/">www.ukresilience.gov.uk/</a>

## SECTION 12

## GLOSSARY OF TERMS

<b>Airwave</b>	Digital radio system used by the emergency services and other organisations
<b>ARCC</b>	Air Rescue Co-ordination Centre (RAF Kinloss)
<b>Body Holding Area</b>	Facility for the temporary storage of bodies
<b>Bronze</b>	Operational Commander.
<b>Casualty</b>	Any person who is killed or physically or mentally injured - and for Casualty Bureau purposes encompasses any person involved in the incident including evacuees.
<b>Casualty Bureau</b>	Central contact and information point for all records and data relating to persons involved (including deceased, injured, missing persons, survivors and evacuees).
<b>Casualty Clearing Station</b>	Point to which the injured are taken for emergency medical treatment and evacuation from the scene in order of priority.
<b>Council Emergency Centre</b>	Local Authority operations centre for managing off-site activities in support of the emergency services and the move towards the restoration of normality.
<b>Emergency Mortuary</b>	Temporary mortuary facilities used to carry out post mortem examinations.
<b>Forward Control Point</b>	The command and control facility nearest to the incident site responsible for immediate deployment and security.
<b>FTPAS</b>	Fixed Telephone Privileged Access Scheme. A system which allows registered users preferential access to fixed telephones during an emergency.
<b>Gold</b>	Strategic Commander
<b>Humanitarian Assistance Centre (HAC)</b>	A single focal point for humanitarian assistance to survivors, family and friends and other people affected by an emergency.
<b>Incident Control Post (ICP)</b>	The point from which the management of the incident is controlled and co-ordinated.
<b>Inner Cordon</b>	Controlled area immediately surrounding the disaster scene.
<b>Lead Government Department</b>	The designated Government Department responsible for preparing and implementing plans at central Government level to ensure a consistent and properly considered response by the Government to the public, media and parliamentary demands for information and action.
<b>Marshalling Area</b>	Area to which resources and personnel, not immediately required at the scene, or being held for further use, can be directed to stand-by.

<b>Major Incident</b>	Any emergency that requires the implementation of special arrangements by one or all of the Emergency Services, Local Authorities or Health Authorities.
<b>Maritime Rescue Co-ordination Centre (MRCC)</b>	HM Coastguard regional centre responsible for promoting the efficient organisation of search and rescue services and for co-ordinating the conduct of marine search and rescue operations.
<b>Media Briefing Centre</b>	A central location, away from the incident scene, providing communications, conference facilities and access to senior commanders of the emergency and support services for interviews and briefing purposes.
<b>Media Liaison Officer (Scene)</b>	Person responsible for the initial release of information from the scene of the incident.
<b>MTPAS</b>	Mobile Telecommunications Privileged Access Scheme. A system which allows registered users preferential access to mobile telephones during an emergency.
<b>Mutual Aid</b>	Cross-boundary arrangements under which emergency services, local authorities and other organisations request extra staff and/or equipment.
<b>NEMA</b>	National Emergency Mortuary Arrangements
<b>Outer Cordon</b>	Seals off the controlled area to which unauthorised persons are not allowed access.
<b>PCG</b>	Public Communications Group
<b>Rendezvous Point (RVP)</b>	Point to which all resources arriving at the outer cordon are directed for logging, briefing, equipment issue and deployment.
<b>SAGE</b>	Science and Technical Advisory Group for Emergencies (formed by the Lead Government Department during some emergencies e.g. CBRN & Pandemic Influenza).
<b>SGoRR</b>	Scottish Government Resilience Room
<b>Silver</b>	Tactical Commander
<b>STAC</b>	Scientific & Technical Advice Cell
<b>Strategic Co-ordinating Group</b>	Strategy/Policy Group of Senior representatives from all agencies involved in a response who determine, review and amend overall strategy.
<b>Survivor Reception Centre</b>	Reception centre for uninjured casualties.

**Lothian and Borders Emergency Planning  
Strategic Co-ordinating Group**

**Guidance For Members Attending Strategic  
Co-ordinating Group Meetings  
During An Emergency**

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## **Introduction**

A Strategic Co-ordinating Group (SCG) will be established to ensure effective strategic co-ordination between all Category 1 & 2 Responders along with other agencies required to respond to a protracted major incident or serious emergency.

This Group will normally be chaired during the emergency phase of an incident by the Chief Constable or his representative who will adopt the title Gold (Strategic) Commander. The most appropriate Local Authority Chief Executive or his nominee will normally chair the recovery phase of the incident.

During some emergencies (e.g. Pollution, disease outbreak) the group may be chaired by another Category 1 Responder.

The overall objective of the SCG is to secure the safe resolution of the incident, where possible without loss of life and to assist in a speedy return to normality.

## **Purpose**

The purpose of the SCG is to assess the development of an incident and give strategic guidance and set policies to advise tactical, operational and other subordinate responders. In addition it will receive reports from and send reports to the Scottish Government via the Scottish Government Resilience Room (SGoRR).

The purpose of implementing a strategic level of management is to:

- establish a policy framework for the overall co-ordination of management of the response;
- determine strategic aim, objectives and policies and review them regularly;
- ensure that those aims, objectives and policies are integrated with those of their respective organisations;
- ensure there are clear lines of communication with tactical managers;
- ensure co-operation, mutual assistance and support for local responders;
- ensure there is long-term resourcing and access to expertise for management at all levels;
- prioritise the demands of tactical managers;
- allocate resources and expertise to meet tactical requirements;
- liaise with strategic managers in other agencies;
- plan and co-ordinate recovery from the emergency and facilitate a return to a state of normality;
- ensure effective communication with the public;
- ensure effective communication with local and national elected representatives and Boards.
- provide a focus for communication with Scottish or UK Government Departments and Agencies.
- ensure effective media liaison.

## **Meeting Protocols**

To ensure all strategic meetings work effectively and efficiently a number of protocols have been established to aid good practice.

### **Management of meetings**

- The frequency of the meetings will be decided by the Chair of the Group, with the timings of each meeting being notified in advance.
- The meetings may be recorded if considered appropriate.
- Meetings should last no longer than about 30 minutes
- Minutes will be taken, typed in bullet point format and distributed prior to the next meeting.
- Frequency of meetings may increase during critical phases of the incident.
- Meetings will start promptly, attendees should ensure that they arrive at the appointed time.
- The Chairperson has discretion to ask members to leave the SCG when information not relevant to their role is being discussed.
- During the emergency phase of the incident the SCG will normally meet at Police Headquarters. The recovery phase of the incident will normally be led from the appropriate Council Headquarters.

### **Conduct at meetings**

- Only one person should speak at any given time and address issues through the Chair.
- Be concise and specific with any updates or urgent issues that need to be raised.
- Where possible, outstanding issues between Agencies should be resolved outwith the SCG meeting with only exceptional issues being tabled.
- Papers outlining options and the way forward must be submitted through the SCG Staff Officer/PA.
- A written summary (one page maximum) of information in bullet point format should be provided for the other members of the SCG. This will ensure that members do not have to take lengthy notes.
- Written updates for the SCG meeting should be provided to the SCG Staff Officer/PA, where possible 30 minutes prior to the next scheduled meeting.

### **Issues of Urgency**

- In extreme cases, urgent issues, which need to be brought to the attention of the SCG when it is sitting, should be brought to the attention of the Staff Officer/PA requesting them to advise the Strategic (Gold) Commander immediately.
- Any issues emanating from SGoRR/COBRA should be brought to the attention of the Strategic (Gold) Commander.
- Important information should be shared immediately and not kept until the next meeting.

## **Administrative support**

A support team will:

- (i) **Initiate actions.** (Members of the SCG will raise their own actions for specific tasks arising from SCG meetings).
- (ii) **Collate results**
- (iii) **Produce minutes**
- (iv) **Advise SCG members of the meeting**
- (v) **Act as the point of contact for the reception of information which needs to be distributed to all members of the Group.**

**Note:- depending on the circumstances it may be appropriate for members from outlying areas to participate via video conferencing.**

## **Overall Strategy**

To secure the safe resolution of the incident with the minimum loss of life, danger to the public and the environment and to assist the return to normality.

## **Objectives**

Within the overarching primary strategy, the main objectives are to seek the following outcomes:

- 1 The saving of life.
- 2 Provide a strategic response on a multi-agency basis to mitigate and resolve the incident during both the emergency and recovery phases.
- 3 Minimise disruption to the public and restore normality as quickly as possible.
- 4 Minimise damage to the environment.
- 5 Agree the strategic policy with regards to public health issues with the Scientific and Technical Advice Cell (STAC).
- 6 Agree the strategic recovery policy with the Recovery Working Group.
- 7 Agree the strategic communications and warning and informing policy with the Public Communications Group.

## **Role of the Chief Constable / Chair**

- Fulfil the role of Strategic Co-ordinator during the emergency phase.
- Define, through the SCG, the overall strategy for the operation.

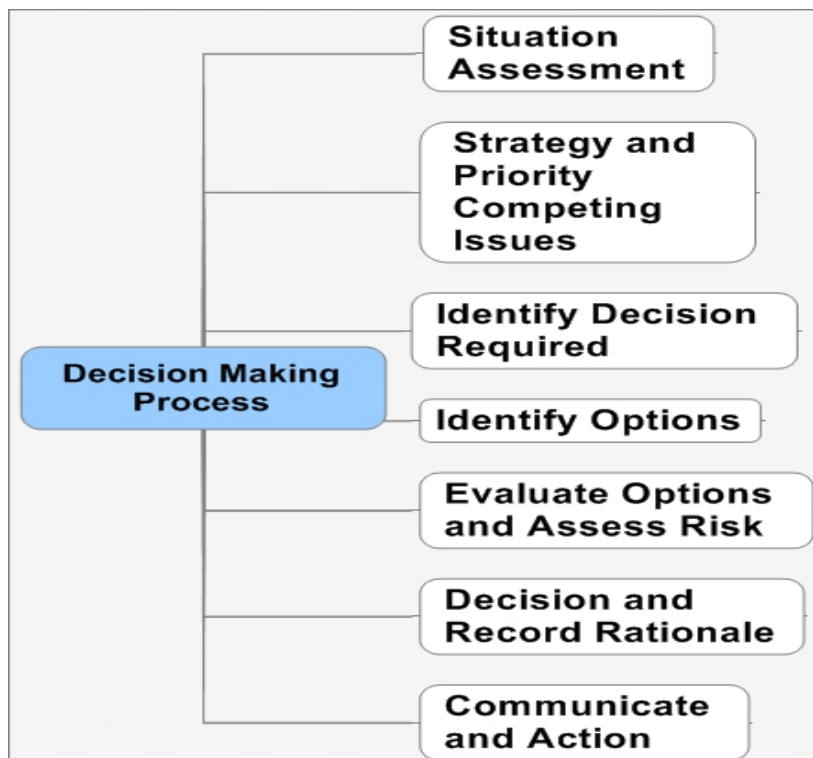
- Agree, through the SCG, the individual strategies of the various responders to the incident.
- Convene and chair the SCG during the emergency phase.
- In agreement with the SCG set an appropriate time to handover the Chair of the SCG to the most appropriate local authority Chief Executive to take the lead in the recovery phase.

### **Role of the Local Authority Chief Executive**

- Fulfil the role of Strategic Co-ordinator during the recovery phase.
- Define, through the SCG, the overall strategy for the recovery operation.
- Agree, through the SCG, the individual strategies of the various responders to the recovery phase.
- Convene and chair the SCG during the recovery phase.

### **Decision Making Process**

The following diagram may be of assistance:



## **Membership**

Only the principal officer from each organisation will attend the meeting, unless deemed otherwise by the Strategic Commander.

- Chair
- Staff Officer
- Minute Taker
- Local Authority (as appropriate)
- Health Board (as appropriate)
- Emergency Services
- Utilities
- Government Agencies
- Scottish Government Liaison Officer (SGLO)
- Media Manager (lead agency)

The membership of the SCG will depend on the specific scenario of the incident. It is important however that all Category 1 Responders and the Scottish Government are made aware of the incident.

The above list is not exhaustive, although the group should be kept to a manageable size and only reflect those agencies that are required to attend to conduct the business on the agenda.

## STRATEGIC CO-ORDINATING GROUP

### AGENDA

Time: \_\_\_\_\_ Date: \_\_\_\_\_

***DRAFT PRESS RELEASES WILL BE DISTRIBUTED TO MEMBERS OF SCG  
TEN MINUTES BEFORE EACH MEETING.***

- |          |   |                                  |
|----------|---|----------------------------------|
| <b>1</b> | <b>Chairs introduction</b>                            | <b>Chair</b>                     |
| <b>2</b> | <b>Matters requiring urgent action/decisions</b>      | <b>SCG Members</b>               |
| <b>3</b> | <b>Actions from previous meetings</b>                 | <b>Staff Officer/SCG Members</b> |
| <b>4</b> | <b>Incident Update</b>                                | <b>Staff Officer</b>             |
| <b>5</b> | <b>Review / formulation of:</b>                       |                                  |
|          | <b>• Emergency Response</b>                           | <b>SCG Chair</b>                 |
|          | <b>• Public Health Advice</b>                         | <b>Chair STAC</b>                |
|          | <b>• Public Communications</b>                        | <b>Chair PCG</b>                 |
|          | <b>• Recovery Strategy</b>                            | <b>Local Authority</b>           |
| <b>6</b> | <b>Review of consequence management issues</b>        | <b>SCG Members</b>               |
| <b>7</b> | <b>Overall strategy (short, medium and long-term)</b> | <b>Chair</b>                     |
| <b>8</b> | <b>Summary of actions allocated during meeting</b>    | <b>Staff Officer</b>             |
| <b>9</b> | <b>Arrangements for next meeting</b>                  | <b>Chair</b>                     |

**Where possible SCG Members to respond to actions and deadlines at least 30 minutes prior to the next SCG meeting.**