



Falkirk Council

# **EMERGENCY RESPONSE PLAN**

## **3rd Edition**

**Amendments should be notified to:**

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## **FOREWARD**

The Falkirk Council Emergency Response Plan has been established since 1996 as an aid to the management of major emergencies.

The purpose of this document, which has been issued, with the authority of the Chief Executive is twofold. Firstly to provide a sound basis for the effective management of the response to a Major Incident by Falkirk Council. Secondly to give an outline of the roles and responsibilities of the emergency services (namely the Police, Fire Brigade and Ambulance Service), the NHS Board, Voluntary Aid Societies and other Agencies to form the basis for a co-ordinated response by all participants.

It is intended to supplement and not replace the more detailed contingency plans and procedures of all the individual services, organisations and agencies that may be invoked in the event of a Major Incident.

The document is divided into 3 parts, namely:

- Part 1     The Plan (White pages).
- Part 2     Guidance on Specific Emergency Situations (Yellow pages)
- Part 3     Guidance on Specific Operating Procedures in Emergencies (Pink pages).



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## **FALKIRK COUNCIL'S EMERGENCY RESPONSE PLAN**

The Falkirk Council Emergency Response Plan has been established as an aid to the management of major incidents and to ensure that all the partners are fully prepared for action at all times. Irrespective of the particular responsibilities of organisations and agencies that may be involved with the emergency response they will all work to the following common objectives:

- saving and protecting lives;
- relieving suffering;
- protecting property;
- providing the public with information;
- containing the emergency - limiting its escalation or spread;
- maintaining critical services;
- maintaining normal services at an appropriate level;
- protecting the health and safety of personnel;
- safeguarding the environment;
- facilitating investigations and inquiries;
- promoting self-help and recovery;
- restoring normality as soon as possible;
- evaluating the response and identifying lessons to be learned.



# PART 1 - CHAPTER 1

## INTRODUCTION

**1.1.1** The basis of emergency planning and response is known as 'Integrated Emergency Management'. Under the principles of integrated emergency management the response to an emergency should concentrate on the effects rather than the cause and, wherever possible, should be planned and undertaken as an extension of normal day to day activities. The underlying aim of the planning process should be to develop flexible arrangements, which will enable agencies to deal with any crisis, whether foreseen or unforeseen.

**1.1.2** Integration in emergency management must be applied at every stage if it is to be fully effective, although the practical arrangements at each stage may vary. The main stages usually identified are as follows:

- **Prevention** This phase encompasses measures which are adopted in advance of an emergency and which seek to prevent it occurring or to reduce its severity.
- **Preparedness** This is 'the insurance policy' consisting of preparation to respond to known hazards and risks as well as to unforeseen events. Planning can be underpinned by training and exercises.
- **Response** The initial response is normally provided by the statutory emergency services supported as necessary by the appropriate local authorities, public and private agencies and voluntary organisations. The basic objectives of the response, which will vary according to the circumstances of the event, will be to preserve life, property and the environment; to reduce to a minimum the harmful effects of the event, to prevent its escalation; and to facilitate criminal investigations and other inquiries; all without prejudicing as rapid as possible a return to normal life.
- **Recovery** This encompasses those activities necessary to provide a rapid return to normality both for the community and for those supporting and serving it.

**1.1.3** As regard response, there is no one model; the response will need to vary just as the nature and effects will vary. Nevertheless, any response has to be an integrated operation and certain other features will be common in the response to many Major Incidents, for example:

- The core of the initial response will normally be provided by the emergency services supported by Falkirk Council, public and private bodies or agencies and voluntary organisations.
- The basic objectives of the integrated response will be similar on each occasion.
- The same basic management structure will be applicable.
- There will be a need to ensure that essential records are kept for de-briefings, formal enquiries and disseminating information about the lessons learned.

## The Need

1.1.4 Every day there are emergencies which are more than adequately dealt with by the Emergency Services, Council Services and other agencies acting under their normal procedures. However, from time to time more serious emergencies occur which require an exceptional response. Such emergencies can be categorised as:

<b>Natural Phenomena</b>	<i>Storms Floods Heavy Snow Severe Cold Weather</i>
<b>Transport Accidents</b>	<i>Railway Accidents Maritime Accidents Road Accidents Aircraft Accidents</i>
<b>Industrial Accidents</b>	<i>Building Collapses Toxic Releases Major Fires Explosions</i>
<b>Interference with Public Utilities</b>	<i>Water Supply Sewerage Gas Electricity Communications</i>
<b>Environmental Emergencies</b>	<i>Air, Water or Land Pollution</i>
<b>Deliberate Acts</b>	<i>Terrorism Hostile Acts</i>

1.1.5 All the above incidents can and do occur and when they occur they require a co-ordinated response and, depending on the seriousness of the emergency, may require a high input of resources from the emergency services, Falkirk Council and other agencies both during the immediate response phase and for possibly prolonged periods thereafter. It will be apparent that the response necessary for each emergency will vary and may involve a number of individual services or agencies. What may be a major incident for one service could well not involve another service, or could be dealt with using normal procedures. The planned response must therefore be flexible and must allow for a wide variety of circumstances. The basic management system will, however, remain the same and must be capable of being adapted to fit the particular needs of the situation. It is therefore important that this plan while being adopted as a total entity need not be followed in entirety on each and every occasion.

1.1.6 This plan is issued and maintained by the Emergency Planning Unit, Development Services and any necessary amendments should be referred to that Unit.

## **PART 1 - CHAPTER 2**

### **POLICY AIM AND OBJECTIVES**

**1.2.1** The aim of this plan is to provide a sound basis for the management of the Falkirk Council response to a major incident.

**1.2.2** The Policy objectives are:

- To establish a partnership dedicated to the resolution of all difficulties presented by major incidents, of any type, with the principal aims of preserving life and property, minimising harmful effects and bringing about a swift return to normal life.
- To establish a unified and integrated plan for emergency planning and response to major incidents.
- To establish a partnership which is fully prepared to respond to major incidents at any time.
- To ensure the most effective and efficient management of response to major incidents.
- To maintain a dedicated team of managers who will co-ordinate the activities of all partners and others with a role to play in response to major incidents.
- To support to the fullest the activities of all partners to the Plan and those supporting it's principal aim.
- To pursue a policy of total co-operation with all engaged in preparation for and response to major incidents.
- To pursue a policy of immediate procurement to address the needs of those engaged in pursuing the Plan's principle aims.
- To promote, encourage and support the active involvement of the community in response to major incidents.
- To encourage innovation, imagination flexibility and adaptability in preparation for, and management of, response to major incidents.
- To promote the welfare and well being of all engaged in response to major incidents.

## PART 1 - CHAPTER 3

### MANAGEMENT AND CO-ORDINATION

- 1.3.1** The initial response to a major incident is usually provided by the emergency services. They provide a rapid response and alert Falkirk Council and other agencies as soon as possible.
- 1.3.2** Managing a major incident situation can be separated into three levels - **Operational, Tactical and Strategic**. The requirement to implement one or more of these management levels will be very dependent on the nature of the incident, but normally incidents will be handled at the **Operational** level and only moving on to the **Tactical** and finally the **Strategic** level should this prove necessary.
- 1.3.3** In its planning, each agency will need to recognize the 3 management levels - **Operational, Tactical and Strategic** - and the corresponding functions to be undertaken. This will allow the integration of management processes across agency boundaries. It is not intended that the management levels necessarily predetermine the rank or seniority of the individual discharging the functions. If any one agency activates its major incident plans then it may be necessary for others to start to activate their own plans in order to facilitate liaison. Where there is no requirement for direct action by an agency it may only be necessary to invoke one management level, e.g. the Strategic level may be the only one required, at least initially, following the threat of a reservoir rupture.
- 1.3.4** Each service or agency responding to a major incident has its own role and functions as follows.

#### **(a) Falkirk Council**

In the immediate aftermath of a major incident the principal concerns of local authorities include support for the emergency services, support and care for the local and wider community, use of resources to mitigate the effects of the emergency and co-ordination of the response by organisations other than the emergency services. As time goes on, and the emphasis switches to recovery, Falkirk Council will take a leading role in co-ordinating, rehabilitating the community and restoring the environment.

#### **(b) The Police Service**

The police co-ordinate the activities of all those responding at and around the scene (except insofar as the fire service has such responsibility within the 'inner cordon' during an incident involving fire and/or CBRN). Unless a Major Incident has been caused by severe weather or other natural phenomenon, the area concerned must be treated as the scene of a crime and preserved accordingly. The police oversee any criminal investigation. They also facilitate inquiries carried out by the responsible accident investigation body, such as the Health and Safety Executive, Railway Inspectorate or the Air or Marine Accident Investigation Branch. The police process casualty information and have responsibility for identifying and arranging for the removal of the dead. In this task they act on behalf of the Procurator Fiscal who has the legal responsibility for investigating the cause and circumstances of deaths arising from a Major Incident.

**(c) The Fire Service**

The concerns of the fire service are the saving of life in conjunction with other emergency services, the rescue of trapped casualties, tackling fire and, as necessary, released chemicals or other hazards, and assisting the police and ambulance services with casualty handling and recovery of bodies. The fire service is also normally best placed to advise on the safety of personnel of all agencies involved within the inner cordon and it will gather information on chemical hazards via the UK databases 'Chemdata' and 'Chemnet'.

**(d) NHS**

The ambulance service provides the first NHS response at the scene. Immediate care for the injured and their evacuation to hospital are its tasks together with the mobilisation of further NHS resources required at the scene. These will include a Medical Incident Officer and such other doctors, nurses and equipment as the situation demands. Overall co-ordination of NHS activity, whether at the scene, in hospitals or elsewhere in the community to meet healthcare needs arising from the emergency is the responsibility of the NHS Boards.

**(e) HM Coastguard**

HM Coastguard Agency comprises two main elements: HM Coastguard and the Marine Pollution Unit. The primary responsibility of HM Coastguard is to initiate and co-ordinate civil maritime search and rescue in coastal waters. This includes mobilising, organising and dispatching resources to assist people in distress at sea or in danger on the cliffs or shoreline. The Marine Pollution Unit is responsible for dealing with pollution at sea and for co-ordinating the shoreline clean-up.

**(f) Industry/Commercial Organisations and Utilities**

It should be remembered that industrial or commercial organisations, and the utilities, may play a direct part in the response to a Major Incident if their personnel, operations or service have been involved. Other industries or commercial organisations may provide support through local partnerships in which, for example, they provide equipment, services or specialist knowledge.

**(g) The Community**

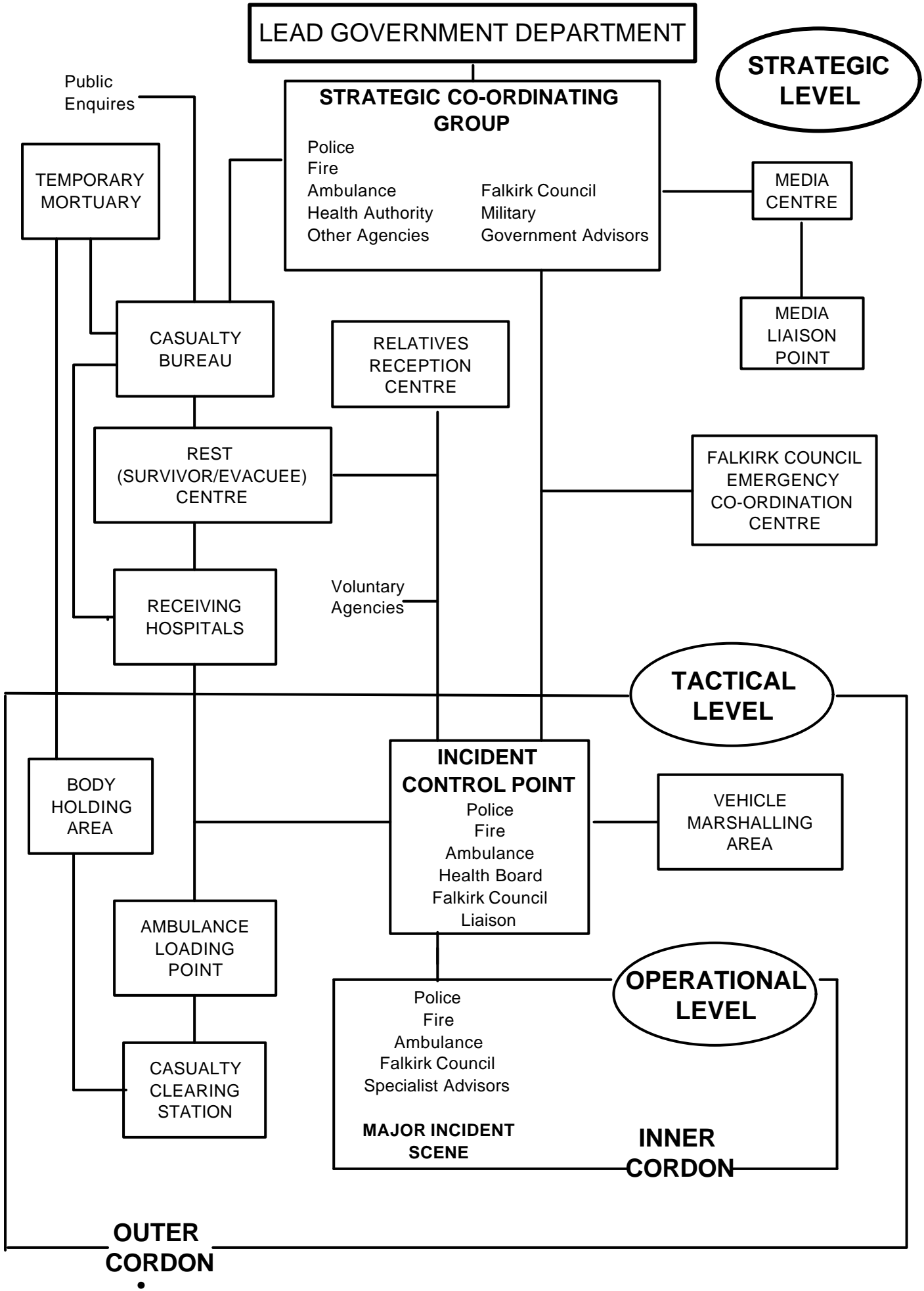
The community can contribute to a wide range of activities, either as members of a voluntary organisation or as individuals.

**(h) Military**

Military assistance may be used in support of local response. This has been an important part of many Major Incident responses in the past. Resources and skills which may be available and methods of requesting military assistance are set out in the document 'Military Aid to the Civil Community' held by the Emergency Planning Unit.

**(i) Central Government/Scottish Executive**

Central government/Scottish Executive has a role in providing advice or support to the local agencies and has to keep Ministers and Parliaments informed of progress.



## **Falkirk Council's Response**

**1.3.5** In the event of a major incident occurring the Council's response will be led by the Chief Executive.

**1.3.6** The Chief Executive will nominate a Council Incident Officer to co-ordinate the Council's response on site.

### **Means of Co-ordinating the Falkirk Council Response on Site**

**1.3.7** The Council Incident Officer will be supported by representatives from the responding Council Services. The Council Incident Officer will keep the Chief Executive advised via the Development Services operational cascade.

### **Off Site - Emergency Co-ordination and Control**

**1.3.8** In most situations the on site operational management of the emergency will suffice. In some situations, however, either because of the scale and duration of an emergency, or because the emergency may be widespread covering several sites, it may be necessary to establish the Council Emergency Co-ordination Centre.

**1.3.9** The essence is flexibility to meet the requirements of the specific situation. It may well be that in some incidents the control system could be a dual system with the lead agency e.g. Police setting up an off site co-ordination centre as above, with a Falkirk Council Co-ordination Centre being set up in support. However, if the off site control is set up a Falkirk Council Emergency Planning Officer will be provided at any Police off site control centre for liaison purposes, and if the Falkirk Council Emergency Co-ordination Centre is set up then Emergency Services Representatives may be requested to attend for liaison purposes.

### **Functions and Procedures of the Falkirk Council Emergency Co-ordination Centre**

**1.3.10** The objectives of setting up the Falkirk Council Emergency Co-ordination Centre are to:

- (a)** Provide an emergency co-ordinating centre for information, policy and support of the emergency services engaged in the major incident from the time the centre is activated until the return to normality.
- (b)** Provide a briefing point for elected members and officials.
- (c)** Provide a point of contact between the Council, Scottish Executive and other authorities.
- (d)** Co-ordinate release of council information to the press and other media (if police are involved) in co-ordination with the Police Media Officer.

**1.3.11** The Falkirk Council Emergency Co-ordination Centre will not have any operational control of measures to contain the incident at the scene of the incident. It will not therefore usually be necessary to activate the Centre immediately unless the incident is of such a magnitude that immediate tactical decisions are required, and in some situations it will not be necessary to activate it all. The decision on whether to activate it will be taken by the Chief Executive after being fully briefed of the situation by the Director of Development Services.

**1.3.12** The Council Emergency Co-ordination Centre may be staffed by the following personnel depending on the type and scale of the incident:-

- (a)** Head of Environmental & Regulatory Services (Chair of Emergency Planning & Response Group).
- (b)** The Council Emergency Planning Officer
- (c)** Representatives from the Falkirk Council Services concerned in the major incident nominated at the time by the Directors of the Services concerned.

**If required:**

A Liaison Officer from the Emergency Services, Health Service and Utilities.

**1.3.13** The Falkirk Council Emergency Co-ordination Centre will be established in the Training Room, Development Services HQ, Abbotsford House, David's Loan, Falkirk, with the adjacent Emergency Planning Unit and adjoining Rooms also being utilised.

**1.3.14** The following resources will be required to be provided for use in the Council Emergency Co-ordination Centre:

- (a)** Administration/support/security staff.
- (b)** State boards showing details of the incident and resources deployed.
- (c)** Council's contingency plans.
- (d)** Local Area Network Pagers for issue as necessary (held by the Emergency Planning Unit).
- (e)** Handheld short range radios and other communication equipment, as necessary (held by Emergency Planning Unit).

### **Relationship with Press and Public Relations and Information to the Public**

**1.3.15** As well as off site arrangements for co-ordination it may also be necessary to establish off site, a media centre to respond to the media's needs, and also a public information centre to provide advice to the public and respond to requests for advice and assistance for the public. There is a need, however, for the emergency co-ordination centre, press centre, and public information centre, to be interlinked and work closely together as their functions impinge on one another. For example, the co-ordination of operations may require advice to be given to the public, the need for which may be engendered by public inquiries, and intelligent use of the media can relieve public anxiety and be the channel for advice.

### **Strategic Falkirk Council Decision Making**

**1.3.16** In major incidents there may be a need for co-ordination of the response of Falkirk Council Services at the highest level. If this is the case it is seen as being the function of the Falkirk Council Emergency Planning Executive Group chaired by the Chief Executive.

## Central Scotland Strategic Integrated Emergency Management Group (SIEM)

**1.3.17** Major emergencies will invariably involve some or all of the emergency services. It is therefore necessary that those local authorities and agencies having boundaries co-terminus with those of the Central Scotland Emergency Services respond with a co-ordinated and, where possible, common response. To promote and maintain this aspect of co-operation and co-ordination, there is a Central Scotland strategic element led by the Chief Constable of Central Scotland Police with the Chief Executive as the Falkirk Council representative.

The Group's members are the Chief Officers of the principal organisations involved in emergency planning and response. At times of emergency the Group will be formed of those officers whose organisations have a significant response role. The Group will review progress, address key issues raised and determine the strategy for a continuing response.

In view of the key co-ordination role of the Police it is anticipated that, initially at least, the Chief Constable will be the focus and lead the Group in most emergencies. As the response develops, or the focus changes, the Group may decide to change the leadership/chairmanship to the most appropriate Chief Officer to suit the prevailing circumstances.

The Group meet regularly to review policy and the state of major emergency planning procedures and to direct resources for emergency planning preparedness.

The SIEM group who have executive decision making powers are supported by Officers including the 3 Council Emergency Planning Officers and other Officers drawn from the participating organisations.

The roles of the members of the Group are determined by their respective positions as Head of their Organisation, Council, Agency or Service and are a natural extension of their normal duties. During a major incident the roles of the members may develop.

The SIEM Group Members have common responsibilities in:

- ⇒ **Ensuring** that each participant within the Major Emergency Management Procedures is prepared to implement an emergency response at all times.
- ⇒ **Reviewing** the overall co-ordination of activity in response to major emergencies and implementing the most appropriate strategy for its continuation.
- ⇒ **Ensuring** the most effective use of resources and their withdrawal at the earliest appropriate time to allow management by normal arrangements.

## **PART 1 - CHAPTER 4**

### **FALKIRK COUNCIL SERVICES ROLES AND RESPONSIBILITIES IN A MAJOR INCIDENT**

#### **1.4.1 Chief Executive's Office**

- Support the Chief Executive in co-ordinating the Council response.

#### **1.4.2 Community Services**

- Provision of premises for Rest (Survivor/Evacuee) Centres (Sport/Leisure Centres), Town/Community Halls.
- Up-to-date lists of halls with Keyholder names and addresses are held and also supplied to the Emergency Planning Unit.
- Libraries/Sports Centres and Public Halls (facilities for the distribution of public information leaflets/pamphlets).
- Cemeteries, Crematorium (special provision of gardens of remembrance).
- Consultation with other Services regarding the siting of any lasting memorial within the grounds of council facilities.
- Consultation with other Services regarding traffic management and the provision for the presence of the media at cemeteries and the crematorium.
- Economic Development in incident aftermath.

#### **1.4.3 Corporate & Commercial Services - Corporate Services**

- Provide and co-ordinate the Council Media arrangements.
- Liaison with Media Officers of other responding agencies.
- Provide Media briefing sessions in co-ordination with the Police Media Officer (if Police are involved).
- Brief key Council Spokesperson.
- Monitor Media coverage.

#### ***Information Communications Technology***

- Provision of ICT and telecommunications support.

#### ***Human Resources***

- Provision of Human Resources/Personnel support to employees.

### ***Commercial Services - Facilities Management***

- Building maintenance and management.
- Provision of cleaning and catering services.

### ***Estates Services***

- Roads maintenance.
- Refuse collection.
- Grounds maintenance.

### ***Business Services***

- Provision of Emergency Control Centre, Bonnybridge.

#### **1.4.4 Development Services**

- Provision of Council Emergency Co-ordination Centre, Abbotsford House, David's Loan, Falkirk.
- Provide Environmental & Regulatory Services function through Building Control, Environmental Health, Consumer Protection, Emergency Planning, Waste Management and Licensing.
- Control of contaminated food stuffs.
- Provide advice on all planning issues and the environment.
- Provide assistance on transport planning.
- Provide assistance on roads and design issues.

#### **1.4.5 Education Services**

- Provide Education Services premises for use as Rest (Survivor/ Evacuee) Centre or any other emergency use.
- Organise any unscheduled school transport need.
- Provide assistance to pupils unable to return to their homes due to the emergency.
- Produce educational support.
- Provide information on the status of any Education Services premises closures.

#### **1.4.6 Finance Services**

- Establish a system for the financial control of Falkirk Council's emergency operations.
- Provide advice on supplementary funding to meet operational requirements and excess of services budget provision.

- Collate the principle financial information rendered by Council Services and supporting Voluntary Services in respect of abnormal expenditure arising from the emergency.
- Arranging any exceptional insurance requirements.
- Liaise with the Scottish Executive in respect of the Bellwin Scheme.
- Make provision for and co-ordinate Falkirk Council's involvement in the establishment of management of an appeal fund, should one be launched.

#### **1.4.7 Law & Administration Services**

- Provide a legal advice service to all Council Services responding to the Major Incident.
- Monitor all aspects of the Councils response with a view to preparing for any judicial or subsequent public or other type of enquiry.
- Liaison with the Procurator Fiscals' office and other legal agencies.
- Support to Elected Members.
- Reprographic needs e.g. printing of emergency leaflets, newsletters.

#### **1.4.8 Housing and Social Work Services**

- Provide care and support for persons affected by the emergency.
- Establish, manage and staff Survivor/Evacuee (Rest) Centres.
- Provide facilities for those rendered homeless by or unable to return home because of the emergency situation.
- Provide temporary accommodation for those made homeless as a result of the emergency.
- Provide counselling services for those who may be affected by the emergency including casualties, evacuees, relatives, staff and volunteers.
- Co-ordinate the activation of the voluntary care agencies e.g. WRVS, British Red Cross.

***All Services should note, in many areas of a Major Incident there is a considerable amount of requests for background information to be provided in respect of Royal/VIP/MSP's/MP's visits for the various organising agencies.***

**PART 1 - CHAPTER 5**  
**CENTRAL SCOTLAND POLICE**  
**ROLES AND RESPONSIBILITIES**

- 1.5.1** Responding to emergencies is a normal feature of the work of the Police Service. The normal role and responsibilities of the police encompass the protection of life and property.
- 1.5.2** In responding to an emergency incident Central Scotland Police's responsibilities may be summarised as follows:-
- (a)** Saving of life in conjunction with the other emergency services.
  - (b)** Co-ordination of the emergency services, voluntary aid and other subsidiary organisations during the emergency phase of the incident.
  - (c)** Protection and preservation of the scene.
  - (d)** Setting up cordons.
  - (e)** Co-ordination of all information releases to the media.
  - (f)** Collation and dissemination of casualty information.
  - (g)** Recovery and identification of the dead on behalf of the Procurator Fiscal who is the Principal Investigator when fatalities are involved.
  - (h)** Investigation of the incident in conjunction with other investigative bodies where applicable.
  - (i)** Submission of appropriate reports.

## **PART 1 - CHAPTER 6**

### **CENTRAL SCOTLAND FIRE BRIGADE ROLES AND RESPONSIBILITIES**

- 1.6.1** The primary role of the fire service in a major emergency is the rescue of people trapped by fire, wreckage or debris. They will prevent further escalation of an incident by controlling or extinguishing fires, by rescuing people and by undertaking other protective measures. They will deal with released chemicals or other contaminants in order to render the incident site safe or recommend exclusion zones. They will also assist the ambulance service with casualty handling and the police with recovery of bodies.
- 1.6.2** The fire service is likely to take the lead on health and safety issues for personnel of all agencies working within the inner cordon. However, safety of staff should normally be resolved and agreed between relevant agencies at the scene following an appropriate risk assessment. Any conflicts over responsibility for safety should be raised and resolved at multi-agency meetings. The fire service will manage access to the inner cordon under their Incident Command System, liaising with police about who should be allowed access. It is expected that other agency workers attending the scene come issued with the appropriate level of personal protective equipment and that they are adequately trained and briefed. However, in the event of any situation which is, or which is suspected to be, the result of terrorism, police will assume overall control and take initial responsibility for safety management, but the main responsibility for rescuing people and saving lives remains with the fire service.
- 1.6.3** Although the health service is responsible for the decontamination of casualties, the fire service will in practice often undertake mass decontamination of the general public in circumstances where large numbers of persons have been exposed to chemical and biological substances. This is done on behalf of the health service, in consultation with the ambulance service.

## **PART 1 - CHAPTER 7**

### **SCOTTISH AMBULANCE SERVICE ROLES AND RESPONSIBILITIES**

**1.7.1** In responding to a major incident at any location in Scotland, responsibilities may be summarised as follows:

- (a)** The saving of life and the provision of immediate care to patients at the scene of a major incident and in transit to hospital.
- (b)** The alerting of hospital services and immediate care GP's.
- (c)** The management of decontamination for people affected by hazardous substances, prior to evacuation from the scene.
- (d)** The evacuation of the injured from the scene in order of medical priority.
- (e)** Arranging and ensuring the most appropriate means of transport for the injured to the receiving hospital.
- (f)** The supply of patient care equipment to the scene of a major incident.
- (g)** The transport of appropriate medical staff and their equipment to the scene of a major incident.
- (h)** Alerting and co-ordinating the work of the Voluntary Aid Societies acting in support of the ambulance service at the incident site.
- (i)** The provision and maintenance of communication equipment for medical staff and appropriate voluntary Aid Society personnel at the scene a major incident.
- (j)** The restoration of normality.

*(The prior training of medical staff/Voluntary Aid Society Personnel in the use of ambulance communications equipment).*

**PART 1 - CHAPTER 8**  
**FORTH VALLEY NHS BOARD**  
**ROLES AND RESPONSIBILITIES**

**1.8.1** On receiving information that an incident has occurred at the site the necessary action will be taken to receive the estimated number of casualties. Where appropriate liaise with other health areas to determine 'best spread' of casualties.

**1.8.2** The Medical Incident Officer/Site Medical Team and appropriate hospitals will be alerted via Ambulance Control.

Transport, if required, for the Medical Incident Officer and where appropriate, the Site Medical Team will be arranged by the Scottish Ambulance Service.

These medical resources will be transported to a place or grid reference agreed between Central Scotland Police and the Ambulance Incident Officer.

**1.8.3** Liaise fully with Central Scotland Police Senior Media Officer who will act in a co-ordinating role relative to press releases etc.

## **PART 1 - CHAPTER 9**

### **WOMEN'S ROYAL VOLUNTARY SERVICE ROLES AND RESPONSIBILITIES**

- 1.9.1** The WRVS is one of the UK's largest voluntary organisation committed to providing an effective, reliable and professional standard of care. It is a company limited by guarantee and a registered charity. As an organisation it undertakes to provide trained teams of members will to help in any Major Incident be it personal, local or national. Its role in a Major Incident situation is seen as being:-
- (a)** assisting with the administration of Rest (Survivor/Evacuee) Centres under the direction of Falkirk Council Housing & Social Work Services;
  - (b)** general assistance and advice to casualties and their families under the direction of Falkirk Council Housing & Social Work Services;
  - (c)** the provision of canteen and refreshment facilities for rescuers at the scene of a Major Incident;
  - (d)** assistance with emergency feeding if required.
- 1.9.2** To meet these tasks the WRVS have an organisation for calling out volunteers on a geographical basis. They maintain a small stock of bedding, catering utensils, etc., but for any large scale Major Incident they would have to call on Falkirk Council stocks. The WRVS are trained in emergency procedures.
- 1.9.3** Police plans include the call out of the WRVS as necessary using their established procedures.
- 1.9.4** In a Major Incident situation at the site the WRVS will be under the control of the Police Incident Officer. For activities in running emergency feeding and other caring type activities away from the scene they will work with and under the direction of the Falkirk Council Social Work Services and in Rest (Survivor/Evacuee) Centres with the Housing Services Rest Centre management organisation.

## **PART 1 - CHAPTER 10**

### **BRITISH RED CROSS ROLES AND RESPONSIBILITIES**

- 1.10.1** The British Red Cross is an emergency response organisation, which operates all day, every day, everywhere.
- 1.10.2** The British Red Cross Emergency Response Teams are able to assist in Centres, set up to deal with the needs of the injured, survivors, evacuees, relatives and friends,
- 1.10.3** The British Red Cross can provide:
- emotional support,
  - listening,
  - first aid and healthcare,
  - befriending,
  - transport,
  - documentation,
  - medical aid equipment,
  - refreshments,
  - clothing,
  - bedding,
  - care of children and pets,
  - support to the ambulance service,
  - signposting to other organisation,
  - support at hospitals,
  - liaison with other agencies.
- 1.10.4** The British Red Cross can help Local Authorities set up an appeal fund to receive donations to assist those affected by an incident.

## **PART 1 - CHAPTER 11**

### **ST. ANDREW'S AMBULANCE ASSOCIATION ROLES AND RESPONSIBILITIES**

- 1.11.1** St. Andrew's Ambulance Association can provide trained first aid personnel in an emergency. The Association is divided into local companies and trained personnel can be called on to:-
- (a)** assist with treatment of casualties at incident sites;
  - (b)** give first aid cover at Rest (Survivor/Evacuee) Centres; and
  - (c)** assist hospital casualty department staff.
- 1.11.2** Requests for assistance should be directed to the Secretary or commandant of the local company. The Association will provide teams of first aid trained members who will report to an ambulance station specified by the Scottish Ambulance Service, for transport to the appropriate site. In a major emergency first aid trained members will work in conjunction with the Red Cross where appropriate and will be under the control of the Ambulance Incident Officer.



## **PART 2**

### **GUIDANCE ON SPECIFIC EMERGENCY SITUATIONS**

The enclosed notes on specific types of emergencies have been compiled for guidance on specific emergency situations.

They are not written as specific plans to be implicitly followed in the event of a Major Incident occurring, since no two incidents even of the same general category are ever exactly the same.

The actual response must be flexible to meet the particular situation. They are an aide memoire for reference when an emergency occurs in an effort to ensure that the appropriate actions have been considered, and the response is efficient and co-ordinated.



## PART 2 - CHAPTER 1

### STORM DAMAGE

- 2.1.1** Freak storms occur from time to time with gales of such force that buildings are damaged, communications disrupted and electricity supplies interrupted. Fortunately it is seldom that the effect of such storms assumes major incident proportions even though damage occurs. A feature of such storms is that there is little or no warning of their precise location, course or strength, other than perhaps a general meteorological warning of gale force winds.
- 2.1.2** Control of any necessary measures to save life or immediate action during the storm will rest with the Police. During the actual storm there is likely to be danger from flying debris. The Public should therefore be advised to remain under cover and the emergency services will have to proceed with caution unless life is at risk. Following the storm it may be necessary for Falkirk Council's Housing & Social Work Services to set up Rest (Survivor/Evacuee) Centres for any persons rendered homeless and to arrange emergency feeding for families without electricity. Housing & Social Work Services will then have the responsibility of repairing council houses. Other Services, Authorities and Agencies will be required to effect repairs to restore normality.

#### Services which may have to be called out

- 2.1.3** **Police** Operational control of any life saving incident during the storm, evacuation from dangerous structures.
- Fire Brigade** Rescue from damaged buildings, control of any fires started.
- Ambulance Service** Casualty evacuation.
- Health Services** Casualty triage and supervision of evacuation to designated receiving hospital.
- Falkirk Council  
Housing & Social  
Work Services** Setting up Rest (Survivor/Evacuee) Centres. Repairs to houses.
- Corporate &  
Commercial  
Services** Clearance of fallen trees and debris from roads (excluding motorways/trunk roads - AMEY Highway).
- WRVS** Assisting with Rest (Survivor/Evacuee) Centres, assisting with emergency feeding.
- Scottish Power** Restoration of power supplies.
- British  
Telecommunications** Restoration of telephone connections.

#### **2.1.4 Check List of Actions**

- (a)** There will probably be no need to involve Major Incident procedures for dealing with casualties.
- (b)** To avoid unnecessary casualties from flying debris immediate control measures should not be attempted unless there is a risk to life. It may however be necessary for rescue and casualty evacuation to be effected by the emergency services during the storm.
- (c)** It may be necessary during the course of the storm to evacuate persons from buildings threatened with collapse. If this should be the case the Police should arrange evacuation to the nearest sheltered premises until the storm abates.
- (d)** Once the storm is over there may be a requirement for the Housing & Social Work Services to set up Rest (Survivor/Evacuee) Centres for any persons rendered homeless, until either their homes are made waterproof or alternative housing can be found.
- (e)** If there has been a major disruption in electricity supplies for some considerable time emergency feeding may be necessary, Housing & Social Work Services assisted by voluntary organisations are responsible for arranging this.
- (f)** Scottish Power will be responsible for taking emergency action to restore electricity supplies as soon as possible, though a break in supplies for up to 72 hours might be expected in the worst case.
- (g)** British Telecommunications will endeavour to restore telephone communications as a matter of urgency. Nevertheless there will be a period of time before they can be fully restored. It may well be necessary to use radio links from the Police or from Falkirk Council services as an emergency means of communication.
- (h)** Corporate & Commercial Services will be responsible for clearing fallen trees and debris off roads (excluding motorways and trunk roads).
- (i)** Housing & Social Work Services will be responsible for effecting emergency repairs to Council owned homes. Other owners of houses will normally be expected to make their own arrangements paid for from their normal house insurance policies.
- (j)** Where the scale of damage is such that the repair resources are hopelessly inadequate it may be necessary for Housing & Social Work Services to request local building contractors to enter voluntarily into some scheme for co-ordinating the progression of emergency repairs on a priorities basis.
- (k)** In the immediate aftermath of the storm Housing & Social Work Services assisted by the WRVS and the British Red Cross and any other volunteers that may come forward should seek to identify any persons and families who are unable to cope with the situation and need assistance, in particular the elderly, handicapped, the infirm, or families with young children, and to meet their needs for heating and warmth. In particular it should be noted that while most people can survive without a hot meal, it is essential that there is some form of heating for babies' bottles.

## PART 2 - CHAPTER 2

### FLOODING

**2.2.1** Fortunately the topography of Central Scotland is such that surface water drains quickly and easily into the Forth Estuary. There is therefore virtually no likelihood of persistent deep flooding within the area. The possibility of any flooding at all will arise:-

- (a) during periods of heavy rainfall;
- (b) tidal flooding in the Grangemouth, Kinneil Kerse, Bothkennar area;
- (c) flooding from a canal or reservoir.

**2.2.2** It is difficult to quantify the effect of a breach of a reservoir. At worst the possible effect could be that of a tidal wave causing structural damage and loss of life in inhabited areas within its path. Because of the nature of reservoir construction (earth embankment) in the area it is however more likely that any breach would be of a progressively deteriorating nature, rather than of a catastrophic nature instantly releasing a large volume of water. It is therefore likely that there would be some warning period.

**2.2.3** The following is a list of reservoirs together with the natural water courses and the populated areas affected.

Reservoir	Water Course	Population Areas
Carron Valley Faughlin		Denny/Dunipace, Larbert, River Carron etc.
Earlsburn 1 & 2 Buckieburn	Earlsburn & River Carron Buckieburn & River Carron	Denny/Dunipace, Larbert, River Carron etc.
Overton / Broadside	Overton Burn and the River Carron	Denny/Dunipace, Larbert, River Carron etc.
Little Denny / Drumbowie	Little Denny Burn and the River Carron	Denny, Larbert etc.

Further detailed information is obtainable from Scottish Water.

#### **2.2.4 Check List of Actions**

##### **Falkirk Council - Corporate & Commercial Services**

- (a) Clearance of roads subsequent to a flood.
- (b) Provision of sandbags.
- (c) Provision of plant and equipment.
- (d) Clearance of culverts and drains under roads.
- (e) Provision of labour.

### **Falkirk Council - Housing & Social Work Services**

- (a) Arranging for opening up Rest (Survivor/Evacuee) Centres.
- (b) Re-housing.
- (c) Emergency feeding.
- (d) Co-ordination of assistance to dry out homes.
- (e) Home help assistance to the elderly, infirm, etc. in drying out affected homes.
- (f) Any special care required by elderly, children or handicapped.

### **Police**

- (a) Operational control of rescue and prevention operations.
- (b) Warning in the path of the flood.
- (c) Diversion of traffic and closure of roads.
- (d) Evacuation of persons and where possible livestock endangered by the flood.
- (e) Press facilities at the locus.
- (f) Crowd control.
- (g) Designation of access and egress points/routes.
- (h) Call out of emergency services, Council services, etc. as necessary.
- (i) Arranging ambulance loading points in conjunction with the Scottish Ambulance.
- (j) Setting up temporary mortuary facilities where there are a number of fatalities.
- (k) Setting up casualty bureau and publication of numbers for enquiries.
- (l) Setting up in conjunction with other emergency services Triage facilities.
- (m) Warning Network Rail of flooding threatening or affecting the rail network.
- (n) Warn public transportation agencies and issue public advice on road closures.

### **Fire Brigade**

- (a) Pumping out basements of flooded buildings.
- (b) Rescue.
- (c) Provision of rescue equipment.

### **Scottish Water**

- (a) Restoration of Water Supplies or provision of an alternative water supply.
- (b) Restoration of sewerage system.
- (c) Technical advice.

**Scottish Ambulance Service**

- (a) Evacuation of casualties, infirm or sick.
- (b) Assistance with first aid treatment.

**Health Services**

- (a) Provision of Medical Incident Officer and Site Medical Team.
- (b) Triage and treatment of casualties on site.
- (c) Supervision of evacuation of casualties to designated receiving hospital.
- (d) Reception and Hospitalisation.

**WRVS**

- (a) Assistance in running Rest (Survivor/Evacuee) Centres.

**Scottish Environment Protection Agency (SEPA)**

- (a) Flood Warnings.

## **PART 2 - CHAPTER 3**

### **EXCEPTIONALLY COLD WEATHER**

- 2.3.1** Every winter there are cold spells of weather which cause burst pipes in houses on a comparatively small scale. From time to time, however, excessively cold spells occur causing burst pipes in houses and other domestic premises to the extent where the Housing and Social Work Services have to take exceptional measures to assist those who may be made homeless by burst pipes, or persons at special risk through old age or infirmity, or the handicapped.
- 2.3.2** The main disruptive effect of such a cold spell is that water pipes in houses become frozen, cutting off the water supply. When the pipes thaw they burst flooding the premises and making the worst ones uninhabitable.
- 2.3.3** The cold weather can affect supply pipes below ground, which are not usually touched by normal winter conditions.

#### **2.3.4 Check List of Actions**

##### **Falkirk Council**

##### **Corporate & Commercial Services**

- (a)** Repairs to burst and water damage in Council premises.
- (b)** Drying out of Council premises affected by burst pipes.
- (c)** Assisting Housing & Social Work with any spare plumbing capacity.
- (d)** Assisting Housing & Social Work Services in drying out of houses.

##### **Education Services**

- (a)** Preparation of community Education Services facilities for use as Rest (Survivor/Evacuee) Centres.

##### **Housing & Social Work Services - *Housing Services***

- (a)** Establish local liaison with local offices.
- (b)** Maximise on plumbing resources by all possible means.
- (c)** Rehouse persons rendered homeless.
- (d)** Set up Rest (Survivor/Evacuee) Centres as necessary.
- (e)** Assist with drying out of houses to avoid rehousing people.
- (f)** Increase facilities and staff for receiving emergency calls from the public.

### **Social Work Services**

- (a) Establish liaison at local level.
- (b) Increase monitoring visits to persons at risk.
- (c) Take persons at risk into residential homes, if required.
- (d) Liaison with Health Services to ensure persons at risk are not discharged from hospital to houses without heat/or made uninhabitable through burst pipes etc.
- (e) Assist Housing Services in operating Rest (Survivor/Evacuee) Centres.
- (f) Assist persons at risk in drying out houses.
- (g) Assisting persons at risk with heating and bedding.
- (h) Reinforce standby control as necessary to provide an adequate out of hour's service to meet the emergency.

### **Scottish Water**

- (a) Increase staff at out of hour's control to handle additional calls.
- (b) Maintenance of emergency water supplies to areas where supply pipes are frozen or cut off through burst mains.
- (c) Repair of any burst water supply pipes.
- (d) Liaison with Housing & Social Work Services on areas where supplies have had to be cut off.

### **Forth Valley NHS Board**

- (a) Liaison by Department of Public Health with Social Work Services to ensure persons at risk are not discharged from hospital to unheated and/or water affected homes.

### **WRVS/British Red Cross/St. Andrew's Ambulance Association**

- (a) Assist Housing and Social Work Services in Rest (Survivor/Evacuee) Centres.
- (b) Assist Housing & Social Work Services in providing assistance to persons at risk.

## PART 2 - CHAPTER 4

### EXCEPTIONALLY HEAVY SNOWFALLS

- 2.4.1** Every year snow is experienced to some degree. Falkirk Council's Corporate & Commercial Services have a set routine for snow clearance and it is seldom that any exceptional measures are required even where isolated communities and dwellings are cut off, since people have come to expect snow and learned to cope with the problems. It must be expected, however, that from time to time exceptionally heavy falls will occur which require exceptional measures.

#### Use of Helicopters

- 2.4.2** Under snow conditions when mobility on the ground is inhibited, helicopter assistance may have to be obtained from the Armed Services or by hire from commercial resources. Arrangements already exist for such assistance to be readily summoned by the Police for life saving purposes, without charge, through the Air Rescue Co-ordination Centre RAF, Kinloss (ARCK). Such arrangements would cover:-

- (a) Searching for persons known to be missing, and
- (b) Removal of emergency cases from isolated communities to hospital, where ambulance transport was not feasible.

***In addition helicopter usage might be necessary for:***

- (c) Continued reconnaissance to locate people in difficulty.
- (d) Dropping emergency food supplies to isolated communities.
- (e) Dropping fodder to farm animals.
- (f) Carrying Electricity/British Telecommunications technicians to repair overhead lines.

#### Emergency Co-ordination Centre

- 2.4.3** The Council Emergency Co-ordination Centre may be set up to co-ordinate operations in this type of emergency. In addition to the staff and liaison officers from The Scottish Executive, Scottish Power, the National Farmers Union, etc., may also be invited to attend depending on the circumstances. The Council Emergency Co-ordination Centre will have the task of receiving information, assessing needs, and allocating available resources to meet these needs.

#### Closure of Schools and Day Centres

- 2.4.4** In heavy snowfalls it may be necessary to close schools and Housing & Social Work Day Centres because of the difficulties of access or disruption, of sufficient staff, transport or fuel supplies. Business Continuity and Recovery Plans for each establishment affected should be invoked.

## **Assistance to Persons at Risk**

**2.4.5** As in every period of stress specific difficulties will be encountered by the aged, infirm, handicapped and children particularly if the period of snow is accompanied by exceptionally cold weather.

### **2.4.6 Check List of Actions**

#### **Falkirk Council - Corporate & Commercial Services**

- (a) Co-ordination of snow clearance measures to restore access to:-
- (i) stranded car travellers, rail travellers and other members of the public;
  - (ii) cut off communities and individual dwellings;
  - (iii) opening up roads blocked by snow in order of priority (excluding motorways and trunk roads).
- (b) Hiring of any additional snow clearance plant required.
- (c) Issue of notices to the public via radio or television.

#### **Education Services**

- (a) Preparation and dissemination of information on school closures.
- (b) Advising Headteachers of weather forecasts - deciding on school closures.
- (c) Checks that school transport has safely arrived at their destination.

#### **Housing & Social Work Services**

- (a) Specific care of the elderly, infirm, handicapped and children at risk.
- (b) Temporary accommodation of stranded persons.

#### **Police**

- (a) Operational Control and Co-ordination.
- (b) Liaison with Armed Services on use of helicopters.

#### **Ambulance Service**

- (a) Maintenance of a service for removal of urgent cases to hospital, if necessary seeking helicopter assistance through the Police.

#### **The Scottish Executive**

- (a) Co-ordination of the distribution of fodder for grazing stock by helicopter.

#### **Scottish Power**

- (a) Repairs to electricity supply lines.

#### **Transco**

- (a) Repairs to gas supply.

#### **British Telecom**

- (a) Repairs to telephone lines.

## PART 2 - CHAPTER 5

### AIR ACCIDENTS

#### 2.5.1 Control of an Aircraft Accident

Police plans provide for the control of operations in connection with any aircraft accident. If the accident damages houses rendering people homeless the Housing & Social Work Services will manage the setting up of Rest (Survivor/Evacuee) Centres.

#### Possible Consequences of an Aircraft Accidents

2.5.2 The consequences of an air accident will vary considerably depending on the type of aircraft and the location, and the reaction from the emergency services will therefore have to be varied to meet the particular situation.

The following points should be borne in mind in dealing with an aircraft accident:-

- (a) The chances of survival in a mid air collision or on board explosion at high altitude is remote. It is unlikely therefore that there will be many injured from among the passengers and crew of an aircraft that crashes within the area. It is nevertheless possible that some small number may survive and it is therefore necessary to treat any crash as a life saving emergency until such time as all survivors are rescued or it has been confirmed that there are no survivors.
- (b) Military aircraft may be armed with a variety of weapons and the ejector seats may well be in a live state and all aircraft carry fuel that is inflammable and also liable to explode. Except for life saving purposes and essential measures to reduce the fire risk approach should not be made nearer than 300 metres until it is clear that there is no danger.

It has also been identified that there is a danger from composite materials found at the crash sites of modern military and civilian aircraft. These include:

- (i) Toxic vapours and dust released through the incineration of composite fibres.
- (ii) Sharp fragments or splinters of materials.
- (iii) Radioactive depleted Uranium Weights.
- (v) Gasses released by burning resins.

and the presence of such materials needs to be verified and the appropriate measures taken.

- (c) After the immediate aim of saving life and the prevention of further loss or injury has been met it is important that the cause of any aircraft accident should be ascertained. This is the responsibility of the Accident Investigation Branch of the Royal Aircraft Establishment for civil aircraft and the Ministry of Defence for military aircraft. It may be expected therefore that an Inspector for the Accident Investigation Branch will quickly be on the scene. To assist him/her in his/her work it is important that as far as possible commensurate with the prime aim of saving life that a record is maintained of the position and details of any part of the aircraft or its contents removed in the immediate rescue operations.

It is of course also most important that the aircraft flight recorder is located which is only normally applicable in terms of the larger commercial aircraft types.

### **2.5.3 Check List of Actions**

#### **Falkirk Council Housing & Social Work Services - *Housing Services***

- (a) Setting up Rest (Survivor/Evacuee) Centres, if required.
- (b) Rehousing of any persons rendered homeless and repairs to housing.

#### ***Social Work Services***

- (a) Assisting with Rest (Survivor/Evacuee) Centres, if required.
- (b) Co-ordination of voluntary assistance.
- (c) Arrangements for relations of casualties attending any funeral.
- (d) Counselling of families of casualties from both the aircraft and the impact area.

#### **Police**

- (a) Operational control of search and rescue measures on the ground.
- (b) Call out Emergency Services, Falkirk Council Services and other relevant Agencies.
- (c) Crowd control, traffic diversion, access routes, evacuations, Cordons.
- (e) Setting up of body holding areas.
- (f) Guard crashed aircraft
- (g) Co-ordinate communications.
- (h) Setting up of Casualty Bureau.
- (i) Co-ordinating the search for the crashed aircraft's debris.
- (j) Arranging for storage of evidence, personal belongings, cargo etc.
- (k) VIP visits and Staff Press facilities at the locus.
- (l) Body recovery.
- (m) Victim identification.
- (n) Criminal enquiry (if applicable).
- (o) Assist other investigating authority (if applicable).
- (p) Media Co-ordination.
- (q) Family liaison.
- (r) Request air exclusion zone/emergency flying restrictions (if applicable).

#### **Ambulance Service**

- (a) Evacuation of injuries casualties to hospital, first aid.
- (b) Setting up of ambulance loading points and back up ambulance cover.
- (c) On-site Decontamination.

### **Fire Brigade**

- (a) Rescues and rescue equipment.
- (b) Fighting of any fire and fire prevention measure.
- (c) Mass decontamination.

### **Royal Air Force Air Rescue Co-ordination Centre RAF, Kinloss (ARCCK)**

- (a) Co-ordination of search measures i.e. Mountain Rescue Team etc.
- (b) Provision of SAR Helicopters for search or casualty evacuation.

### **Mountain Rescue Teams/Search and Rescue Dogs Association**

- (a) Evacuation of casualties from difficult locations.
- (b) Provision of Search and Rescue dogs to assist police and mountain rescue teams.

### **Health Services**

- (a) Provision of Medical Incident Officer and Site Medical Team.
- (b) Triage and treatment of casualties on site.
- (c) Supervision of evacuation of casualties to designated receiving hospital.
- (d) Reception and hospitalisation of casualties.
- (e) Provision of pathological assistance.
- (f) Provision, if required by Police, of a Mobile Dental Unit and a Mobile Radiography.

### **H. M. Customs and Excise**

- (a) The inspection and control of all cargo and baggage from the aircraft, if the aircraft was on an international flight.

## **PART 2 - CHAPTER 6**

### **RAILWAY ACCIDENTS**

- 2.6.1** Network Rail manages the network which passes through the Falkirk area with stations at Falkirk High, Polmont, Falkirk Grahamston, Camelon & Larbert:
- 2.6.2** In addition to the above passenger traffic there is a high proportion of freight traffic operated by EWS both of general goods and of specialised trains such as oil/chemical product trains from the Grangemouth Petro-Chemical Complex, Grangemouth Docks and private rail distribution depots.
- 2.6.3** There is also a preservation railway line managed the by Bo'ness and at Kinneil Railway operating on a seasonal basis which has its own emergency procedures.
- 2.6.4** The operational control of rescue measures and measures to avoid danger and hazard to the public rests with the police. Once the immediate operations to save life and prevent danger and hazard to the public are completed the Railway authorities will assume operational control of any further measures required to protect property owned or entrusted to them and to restore normality to the railway system.
- 2.6.5** Throughout the course of a rail accident a close liaison will be maintained between the Police and Network Rail. In the event of a rail accident being reported to the Police they will immediately inform Network Rail.
- 2.6.6** As soon as Network Rail are aware of the accident a Rail Incident Officer will be appointed who will proceed to the scene to take control of Network Rail accident measures. On arrival at the scene they will be responsible for advising the Police Incident Officer on specialist rail matters and for calling forward any Network Rail plant, manpower or other resources required for life saving, rescue, or the protection of property, as requested.
- 2.6.7** The train operating company is responsible for safeguarding any freight or baggage or the train operating company property, which may be scattered or left unprotected.

#### **Hazardous Freight**

- 2.6.8** It is Network Rail policy that all wagons carrying hazardous freight marked with the composite label giving the HAZCHEM Code and the U.N. number. Given this information the Fire Brigade and the Police will be able to establish the nature of the freight, the associated hazards and the method of dealing with it. The Rail Incident Officer will also confirm with the Police Incident Officer immediately if there is any freight of hazardous, including highly flammable, explosive, noxious or radioactive nature involved in the crash and who the consigning authority is. A national computer system (TOPS) exists which has the ability to record real time the whereabouts of all rail vehicles and their contents.
- 2.6.9** One of the things that must be done immediately in the case of a rail accident is to ensure that further traffic on the line is stopped.

## **2.6.10 Check List of Actions**

### **Falkirk Council Services**

- (a) Opening Rest (Survivor/Evacuee) Centres and emergency feeding.

### **Police**

- (a) Operational control on site.
- (b) Operational liaison with Network Rail/and the train operating company.
- (c) Call out of emergency services, Falkirk Council, other authorities as necessary.
- (d) Crowd control, traffic control, designation of access routes and rendezvous points.
- (e) Setting up body holding facilities.
- (f) Casualty Bureau.
- (g) Staff Press facilities at the locus.
- (h) Protection of freight and passengers effects until responsibility is assumed by British Transport Police.
- (i) Body recovery.
- (j) Victim identification.
- (k) Criminal enquiry (if applicable).
- (l) Assist other investigating authority (if applicable).
- (m) Media Co-ordination.
- (n) Family liaison.
- (o) Request air exclusion zone/emergency flying restrictions (if applicable).

### **Fire Brigade**

- (a) Rescue of trapped persons.
- (b) Provision of special rescue equipment.
- (c) Fire fighting and control of hazardous substances if involved.

### **Ambulance Service**

- (a) Evacuation of casualties to hospital.
- (b) First aid treatment in conjunction with Medical Incident Officer.
- (c) Setting up of ambulance loading points in conjunction with Police Incident Officer.
- (d) Triage and arranging back up ambulance cover.
- (e) Provision of Medical Incident Officer if necessary.
- (f) Provision of Site Surgical Team if necessary.
- (g) On-site Decontamination.

### **Health Services**

- (a) Provision of Medical Incident Officer and Site Medical Team.
- (b) Triage and treatment of casualties on site.
- (c) Supervision of evacuation of casualties to designated receiving hospital.

### **WRVS**

- (a) Assistance with rest centres if required.
- (b) Canteen facilities at site.

### **British Red Cross / St. Andrew's Ambulance Association**

- (a) First aid treatment on site.

### **Network Rail**

- (a) Staff and specialised equipment in rescue operations.

### **Train Operating Company e.g. Scotrail Railways Ltd; GNER, EWS**

- (a) Protection and safeguarding of railway property, freight and passengers property.
- (b) Restoration of normal services.
- (c) In the case of a major accident set up of an Emergency Enquiry Bureau.
- (d) Onward routing and dispersal of uninjured passengers.

## **PART 2 - CHAPTER 7**

### **ROAD ACCIDENTS**

**2.7.1** Instances where extraordinary procedures might have to be used are:-

- (a)** where one of the vehicles involved is carrying hazardous freight;
- (b)** where the number of casualties is such that the Forth Valley NHS Board may have to invoke emergency procedures for hospitalisation and treatment;
- (c)** where one of the vehicles is a bus or coach and there are numerous casualties, in which case it may be necessary for the Police to open a casualty bureau.

**2.7.2** There are numerous freight vehicles carrying flammable and toxic chemicals not only to and from the chemical manufacturing complex at Grangemouth but also transiting the area on the main routes from Glasgow and England to the North of Scotland. There is also some minimal traffic of radioactive materials through the area between civilian Atomic Energy establishments in England and the North of Scotland, and between Defence Establishments, as well as Commercial Traffic.

**2.7.3** Above average casualties may be expected if a multi-vehicle pile up was to occur on the M.9, M.80 or M.876, or if a bus or coach were to be involved in an accident. A bus or coach accident could occur at any time but particularly in the tourist season.

#### **2.7.4 Hazardous Substances**

- (a)** Most freight vehicles are marked if they are carrying inflammable or chemically hazardous substances and all vehicles carrying radioactive substances are required to be marked with the international warning sign. If any substance in a freight vehicle is dangerous the area should be cordoned off and except for life saving purposes persons should not be allowed nearer than 300 metres until the hazard is neutralised.
- (b)** Radioactive materials are invariably well protected and it is most unlikely that the integrity of the protective casing will be broken by an accident.
- (c)** The possible effects of a spillage of chemicals resulting from a traffic accident are fire and toxicity.
- (d)** The Chemical Industries Association use a system of Tremcards - Transport Emergency Cards - under this system cards are carried in the vehicle indicating any hazardous freight together with a yellow book containing details of the hazards and the methods of dealing with it.
- (e)** Despite the above there will continue to be occasions when freight cannot be identified. In these circumstances it should be considered as hazardous until it can be identified.
- (f)** Assistance in the identification of chemical substances and the degree of toxicity can be sought from the consignor or other databases.

- (g) Assistance in measures to safeguard radioactive materials should be sought from the consignors. Advice and assistance and provision of a decontamination team can also be obtained from the Base Environmental Health Officer, Clyde Submarine Base, Faslane (Helensburgh).
- (h) In the event of an accident during the transportation of nuclear loads a guidance document, prepared by Central Government, is held by Falkirk Council's Emergency Planning Unit. The purpose of the document is to provide the Emergency Services, Local Council and Health Authorities common guidance.
- (i) Any spillage of inflammable, toxic or radioactive liquids might be expected to contaminate the drainage system and Scottish Water may well have to carry out decontamination and clearance operations. Such contamination could cause risk to pumping station personnel.
- (j) If there is any danger of pollution to a river, stream or other watercourse, Scottish Environment Protection Agency (SEPA) should be informed. Any spillage incident causing a pollution of agricultural land or damage to stock either directly or indirectly by farm water supplies should be brought to the immediate notice of the farmer and reported subsequently to the local officer of The Scottish Executive Rural Affairs Department Fisheries Group.
- (k) If there are a number of casualties or a coach or bus is involved that could generate queries about casualties, the Police may set up a casualty bureau under their normal emergency procedures.
- (l) The Road Haulage Association has a scheme under which certain member companies may supply road tankers and ancillary equipment for the transfer of dangerous loads from a damaged tank or to help remove spillage's from the highway.

Suitable equipment for the recovery of damaged vehicles is also provided under the scheme. Calor Gas Grangemouth will offer advice for incidents involving LPG.

- (k) Certain companies who are members of the National Association of Waste Disposal Contractors have indicated that they are prepared to co-operate in the removal of spillage's from the highway.

### **2.7.5 Check List of Actions**

#### **Falkirk Council Corporate & Commercial Services**

- (a) Road Clearance (excluding motorways and trunk roads).
- (b) Road Diversion Scheme (excluding motorways and trunk roads).

#### **Development Services**

- (a) Monitoring of hazardous pollutants.
- (b) Decontamination of affected areas.
- (c) Monitoring for any radioactivity.

**Police**

- (a) Operational control.
- (b) Call out of Emergency Services, Falkirk Council, other Agencies.
- (c) Crowd control, traffic diversion.
- (d) Evacuation.
- (e) Cordons.
- (f) Body holding.
- (g) Custody of property.
- (h) Activate the NAIR scheme.
- (i) Casualty Bureau.

**Ambulance Service**

- (a) Evacuation of casualties to hospital.
- (b) Setting up of ambulance loading points.
- (c) Assistance with first aid treatment.
- (d) Arranging back up ambulance cover.
- (e) On-site Decontamination.

**Fire Brigade**

- (a) Rescue.
- (b) Fire fighting and fire prevention measures.
- (c) Provision of specialised rescue equipment.
- (d) Decontamination of toxic or radioactive chemicals if involved.

**Health Services**

- (a) Provision of Medical Incident Officer and Site Medical Team
- (b) Department of Public Health to disseminate information and advice
- (c) Triage and treatment of casualties on site
- (d) Supervision of evacuation of casualties to designated receiving hospital
- (e) Reception and Hospitalisation

**Scottish Water**

- (a) Cleansing and decontamination of drains.

**Scottish Environment Protection Agency (SEPA)**

- (a) Dealing with pollution of rivers, streams or other watercourses.

**Amey Highways**

- (a) Motorway and trunk road clearance.
- (b) Motorway and trunk road diversions.

## **PART 2 - CHAPTER 8**

### **MARITIME ACCIDENTS**

#### **Assessment of Threat**

- 2.8.1** The coastal interests of the Falkirk Council area are on the South side of the Firth of Forth extending from Blackness to Kersie Main near South Alloa, and the stretch of coastline that includes the Port of Grangemouth. The major threat of a maritime emergency is therefore that of fire or explosion in a ship, either alongside at Grangemouth or underway on the river. There is also the possibility of a ship collision or grounding, or a very more remote possibility of the effusion of a noxious gas either on its own or as a result of a fire. The Millennium Link canal network, consisting of the Edinburgh and Glasgow Union Canal, the Forth and Clyde Canal, The Falkirk (Wheel) interchange and the lifting road bridge at Bonnybridge which has the potential, on a smaller scale, of a maritime accident.

#### **Control of a Maritime Emergency Situation**

- 2.8.2** Subject to the authority of the police to control any incident involving loss of life or public safety, the controlling authority for shipping in Grangemouth docks or the waters of the Firth of Forth below Alloa is the Forth Ports PLC. In any maritime emergency happening within the Forth Ports PLC waters that authority will have operational control under its statutory duty of ensuring safety of shipping and freedom of navigation within the waters which is controls. Within the port of Grangemouth, the Senior Fire Officer will have control of measures to fight and contain fires on board ships.

#### **Notes on Particular Aspects of Maritime Emergency Situation**

- 2.8.3** The most serious consequences of a maritime emergency would be a possible explosion of an oil, gas or chemical tanker alongside or in the approaches to Grangemouth. This might be expected to cause damage to property outwith the perimeter of the docks and to other ships and in this situation the Grangemouth Control of Major Accident Hazard Plan will be invoked. This is considered to be the only likelihood of a maritime incident having an effect outside the ship or ships involved. Therefore any damage or casualties are likely in other situations to be contained within the ship involved. In these circumstances it is not anticipated that there would be any large number of casualties.
- 2.8.4** The possible effects of a fire on a ship apart from the risk of explosion, are the possibility that either the ship's watertight integrity will be pierced causing flooding, loss of stability, and possibly sinking, or due to water being pumped in for fire fighting purposes the ship could become unstable and overturn. It is therefore essential that the Senior Fire Officer controlling the fire fighting should be given expert advice on the dangers to the ship's stability by a representative of the Forth Ports PLC in the course of fighting the fire. If there is a danger of the ship sinking or overturning then it would be the responsibility of the Forth Ports PLC to arrange for it to be beached in some suitable location.

## **2.8.5 Collisions and other Maritime Incidents**

Forth Ports PLC will be responsible for measures to control the situation in a collision or other maritime situation involving shipping, calling forward such resources as necessary and available.

## **2.8.6 Check List of Actions**

### **Police**

- (a) Emergency Control of traffic, designation of access routes, and crowd and vehicle control if the ship is alongside. Designation of rendezvous points and emergency services vehicle points. Liaison with HM Coastguard and/or Forth Ports PLC.
- (b) Body recovery.
- (c) Setting up Casualty Bureau.
- (d) Criminal investigation.

### **Fire Brigade**

- (a) Fire fighting and fire prevention measures.
- (b) Search and rescue operations.

### **Forth Ports PLC**

- (a) Control of maritime measures.
- (b) Calling out tugs and other craft.
- (c) Provision of maritime advice.
- (d) Nomination of embarkation and disembarkation points for boat traffic.
- (e) Controlling movements of other shipping.
- (f) Arranging for the vessel to be moved or beached as necessary to reduce danger to other shipping, port facilities or the public.
- (g) Calling out of tugs or salvage craft.
- (h) Provision of expert maritime salvage advice.
- (i) Nomination of embarkation and disembarkation points for boat traffic for fire service personnel and casualties.
- (j) Controlling movements of other shipping to avoid danger.
- (k) Arranging for the ship in question to be moved or beached as necessary to reduce danger to other shipping, port facilities and the public.

### **Ambulance Service**

- (a) Evacuation of casualties to hospital.
- (b) Assistance with first aid treatment.
- (c) Back up ambulance cover.

**Health Services**

- (a) Provision of Medical Incident Officer and Site Medical Team
- (b) Triage and treatment of casualties on site
- (c) Supervision of evacuation of casualties to designated receiving hospital
- (d) Reception and Hospitalisation

**Royal Air Force Air Rescue Co-ordination Centre, RAF Kinloss**

- (a) Provision of Search and Rescue (SAR) helicopters for evacuation of personnel and casualties if necessary, or for rescuing persons in the sea.

**Ships Agent**

- (a) Accommodation for crews of ships.

## PART 2 - CHAPTER 9

### MAJOR FIRES

- 2.9.1** Central Scotland Fire Brigade deal with a number of fires ranging from one of minimum effect to major incidents. The situation can be envisaged however where either the fire is accompanied by circumstances posing a severe threat to persons or property in the surrounding area, for example, risk of explosion or emission of toxic fumes or where the fire damage is such to residential property that plans for temporary accommodation and/or emergency feeding are required. In these circumstances there will be a need to invoke the Falkirk Council Emergency Response Plan to support the Fire Brigade.

#### **Control of a Major Fire**

- 2.9.2** Control of fire fighting operations will be exercised by the Senior Fire Officer present. Support Operations and access routes are controlled by the Police. The setting up of Rest (Survivor/ Evacuee) Centres will be arranged by Falkirk Council Housing & Social Work Services.

#### **Possible Consequences**

- 2.9.3** The possible consequences of any fire, including injuries to persons in the burning building and fire fighters, the spread of the fire, and the resultant damage to property, will always be present. In addition depending on the specific circumstances there may be the likelihood of explosions or emissions of noxious fumes. It may be necessary to evacuate persons from damaged property or because of the danger of explosion or noxious fumes. In these circumstances it may be necessary to set up Rest Centres.

#### **2.9.4 Check List of Actions**

##### **Falkirk Council Housing & Social Work Services - *Housing Services***

- (a) Rehousing of persons rendered homeless.
- (b) Arranging/managing Rest (Survivor/Evacuee) Centres.
- (c) Temporary and permanent repairs to damaged houses.

##### ***Social Work Services***

- (d) Assisting with opening up of Rest (Survivor/Evacuee) Centres if necessary to accommodate evacuated and homeless persons.
- (e) Co-ordination of voluntary assistance.
- (f) Counselling of families of casualties.
- (g) Any special care required by the elderly, children or handicapped.

##### **Development Services, Building Control Officers**

- (a) Responsibility for declaration of buildings as being unsafe and issue of demolition orders.

## **Fire Brigade**

- (a) Fire fighting and operational control at scene of fire.
- (b) Rescue of casualties.
- (c) Supply of special equipment.
- (d) Set up Inner Cordon.
- (e) Keeping Scottish Water informed of water supply requirements for fire fighting.

## **Police**

- (a) Operational control of support measures liaison with the Fire Incident Commander regarding the establishment of an inner cordon, if necessary.
- (b) Call out of Emergency Services, Falkirk Council and other Agencies.
- (c) Crowd control, traffic diversion, access routes, rendezvous points.
- (d) Evacuation.
- (e) Prevention of public access to scene of fire.
- (f) Setting up body holding facilities.
- (g) Custody of lost property.
- (h) Setting up of Casualty bureau.
- (i) Body recovery.
- (j) Casualty identification.
- (k) Family liaison.
- (l) Criminal investigation.
- (m) Scene examination (in conjunction with the Fire Brigade).
- (n) Media Co-ordination.
- (o) Co-ordination of multi-agency response (if declared a major incident).

## **Ambulance Service**

- (a) Evacuation of casualties to hospital.
- (b) Setting up of ambulance loading points (Upwind of smoke).
- (c) Assistance in setting up first aid points (Upwind of smoke).
- (d) Arrange back up ambulance cover.

## **Health Services**

- (a) Provision of Medical Incident Officer and Site Medical Team.
- (b) Triage and treatment of casualties on site.
- (c) Supervision of evacuation of casualties to designated receiving hospital.
- (d) Reception and hospitalisation of casualties.
- (e) Disseminate information to relevant medical centres in the event of noxious fumes.

**Gas / Electricity / Telecommunications**

- (a) Shutting off services in affected area for safety measures.
- (b) Emergency repairs to damaged services to restore normality.

**Scottish Water**

- (a) Maintenance of water supplies for fire fighting.

## **PART 2 - CHAPTER 10**

### **FOREST FIRES**

#### **Assessment of Threat**

**2.10.1** Within the Falkirk area the afforested areas controlled by the Forest Enterprise at:-

#### **Part of Carron Valley Forest, Limerigg Wood, Barns and Barns Muir**

Wherever there are wooded areas the possibility of a fire exists and this is especially so where the wooded areas are also attractive to tourists. Forest fires are therefore to be expected every year but fortunately in most cases they can be controlled within the resources of the Fire Brigade and Forest Enterprise and they do not become major incidents. In general it would not normally be necessary to invoke this plan unless the fire was advancing on such a broad front that it exhausted the resources available to the Fire Brigade and Forest Enterprise, or unless the fire was seriously threatening human lives and habitation. In this event the principal requirement would be for extra people to augment the Fire Brigade, and Forest Enterprise resources which normally might be expected to furnish some 30 persons.

Whilst Forest Enterprise is the main forest owner in the area there are many large private woodland areas for which Forest Enterprise has no responsibility. The Forestry Authority Conservator is situated in Perth at 10 York Place, Perth, PH2 8EP

**2.10.2** Control of fire fighting operations will be exercised by the Senior Fire Officer present. Control/co-ordination of support operations will rest with the Police. It is essential that control is exercised of volunteers assisting in fighting the fire otherwise casualties could occur through foolhardiness.

#### **Aerial Observation**

**2.10.3** In the event of a major forest fire some air observation may be necessary

#### **Water Supply**

**2.10.4** It is unlikely that there will be convenient mains and hydrants available. Road tankers may therefore have to be hired and arrangements made for water loading points with the Scottish Water. Use may have to be made of lochs or reservoirs for "water bombing" by helicopter.

#### **Communications**

**2.10.5** One of the important resources required in dealing with a major outbreak of fire in a remote area is radio communications. (Forest Enterprise has its own authorised VHF radio network).

#### **Meals and Refreshments**

**2.10.6** It will be necessary when fire fighting activities at the locus are prolonged for a service to be set up to provide meals and refreshments on site. In these circumstances the WRVS may be asked to assist.

## **2.10.7 Check List of Actions**

### **Falkirk Council Corporate & Commercial Services**

- (a) Provision of back up staff.
- (b) Provision of Plant/Machines.
- (c) Possible assistance with communications.

### **Housing & Social Work Services**

- (a) Setting up/managing of Rest (Survivor/Evacuee) Centres.

### **Fire Brigade**

- (a) Operational control of fire fighting measures (within Inner Cordon).
- (b) Informing Forest Enterprise of report of fire if not received from them.
- (c) Rescue of any persons trapped or injured.
- (d) Supply of special equipment.
- (e) Keeping Scottish Water informed of water requirements.
- (f) Control of voluntary assistance.
- (g) Press facilities at the locus.
- (i) Requesting assistance from the Armed Forces if necessary.
- (j) Inform Forth Valley NHS Board of situation regarding noxious fumes.

### **Police**

- (a) Co-ordination of multi-agency response (if major incident).
- (b) Call out of Emergency Services, Falkirk Council and other Agencies as necessary.
- (c) Crowd control, traffic diversions, designation of access routes.
- (d) Evacuation of endangered persons and homeless from area.
- (e) Prevention of public access to scene of fire.
- (f) Custody of property.
- (g) Criminal enquiry (if applicable).
- (h) Body recovery (if applicable).
- (i) Casualty identification (if applicable).

### **Ambulance Service**

- (a) Transportation of casualties.

**Health Services**

- (a) Provision of Medical Incident Officer and Site Medical Team.
- (b) Triage and treatment of casualties on site.
- (c) Supervision of evacuation of casualties to designated receiving hospital.
- (d) Reception and Hospitalisation.

**Scottish Water**

- (a) Ensuring maintenance of water pressure in affected area for fire fighting purposes.

**Forest Enterprise**

- (a) Provision of staff to assist with fire fighting.
- (b) Provision of plant and staff to control spread of fire.
- (c) Hiring of water tankers if necessary.

## **PART 2 - CHAPTER 11**

### **INDUSTRIAL ACCIDENTS AND OTHER CATASTROPHIC INCIDENTS**

**2.11.1** Industrial catastrophic incident can occur for a number of reasons for example:-

- (a)** An explosion, with wide area blast damage.
- (b)** A fire of inflammable material.
- (c)** A structural collapse of a building.
- (d)** Major subsidence.
- (e)** Sports stadium disaster.

They are therefore likely to occur at any time and in any place where there are numbers of people, where there are buildings or where manufacturing and industrial processes take place. In the Falkirk Council area there is a particular risk of an industrial disaster in the Grangemouth Petroleum and Chemical Complex, which is recognised by the participation of the authorities and companies concerned in the Grangemouth Petroleum and Chemical Complex Major Incident Control Committee (MICC) and the Falkirk Council Grangemouth Off Site Emergency Plan. The dangers are not limited solely to Grangemouth however since an industrial disaster could occur in any factory, storehouse or pipeline where dangerous substances are used, stored, or may collect and this would apply to almost any situation.

It is, however, possible for incidents to occur from old mine workings due to subsidence. The effect can vary from minor cracking and holes in the surface in open country, through holes and cracking in roads and buildings, to building collapse. The action taken is to cordon off the affected area and evacuate premises, which may be affected. In such instances The Coal Authority should be informed as soon as possible as they have a responsibility for advising and assessing and may be responsible for compensation.

#### **Control of an Industrial Accident or other Catastrophic Incidents/Disasters**

##### **2.11.2 Situation**

The nature of the disaster and the particular circumstances prevailing prevents anything hard and fast being laid down.

In most circumstances, however, the normal arrangements for operational control will apply, namely the Police assume operational co-ordination of any multi-agency response at the scene of the incident, except where there is a fire when operational control of fire fighting measures within the inner cordon will be exercised by the Senior Fire Officer. Away from the scene of the Major Incident the Council's Housing & Social Work Services will be responsible for the setting up and management of Rest Centres as necessary and other services/departments and authorities as requisite will be responsible for the provision of support services.

**2.11.3** It is impossible to compile a comprehensive list of the possible consequences of an industrial or other catastrophic event. The best that can be done is to list some of the possible consequences that may or may not arise; namely: -

- (a) Large numbers of casualties.
- (b) Need to rescue casualties from demolished buildings.
- (c) Possible fire.
- (d) Possible explosion/blast danger; entailing evacuation of area.
- (e) Possible emission of toxic gas fumes entailing a mass sheltering policy.
- (f) Pollution of drains with noxious liquids.
- (g) Any industrial disaster or other incident whether in a factory or elsewhere, or due to a transport accident could cause pollution of a river, canal, reservoir, etc. In such circumstances remedial action to clear contaminated water would be taken in the case of rivers and streams by the SEPA, in the case of canals by the British Waterways. It is important that the appropriate authority is informed as soon as any such pollution occurs so that adequate warnings can be given to both domestic and industrial users.

#### **2.11.4 Check List of Action**

##### **Falkirk Council Corporate & Commercial Services**

- (a) Clearance of debris from roads.
- (b) Assistance with demolitions.
- (c) Repairs to road network

##### **Development Services - *Building Control Service***

- (a) Responsibility for declaration of buildings as being unsafe and issue of demolition orders by Building Control Officers.

##### **Housing & Social Work Services - *Housing Services***

- (a) Rehousing of persons rendered homeless.
- (b) Temporary and permanent repairs to damaged houses.
- (c) Opening and management of Rest (Survivor/Evacuee) Centres to accommodate evacuated and homeless persons.

##### **Social Work Services**

- (d) Co-ordination of voluntary assistance.
- (e) Counselling of families of casualties.
- (f) Any special care require by the elderly, infirm, handicapped or the young.

## **Police**

- (a) Co-ordination of multi-agency response (if major incident).
- (b) Call out of Emergency Services, Falkirk Council and other Agencies as necessary.
- (c) Crowd control, traffic diversions, designation of access routes.
- (d) Evacuation of endangered persons and homeless from area.
- (e) Prevention of public access to scene of fire.
- (f) Custody of property.
- (g) Criminal enquiry (if applicable).
- (h) Body recovery (if applicable).
- (i) Casualty identification (if applicable).
- (j) Co-ordination of Media response.

## **Fire Brigade**

- (a) Fire fighting measures.
- (b) Rescue.
- (c) Mass decontamination.

## **Ambulance Service**

- (a) Evacuation of casualties to hospitals.
- (b) First aid treatment in conjunction with Medical Incident Officer.
- (c) Setting up ambulance loading points.
- (d) Arranging back up ambulance cover.
- (e) Mass decontamination.

## **Health Services**

- (a) Provision of Medical Incident Officer and Site Medical Team.
- (b) Triage and treatment of casualties on site.
- (c) Supervision of evacuation of casualties to designated receiving hospital.
- (d) Reception and hospitalisation of casualties.
- (e) Disseminate information to relevant medical centres in the event of noxious fumes.

## **WRVS**

- (a) Assistance with Rest (Survivor/Evacuee) Centres.
- (b) Canteen facilities for rescue personnel and victims at the incident site.

## **Scottish Water**

- (a) Repairs to and maintenance of water supplies and drainage.

### **Gas and Electricity Companies**

- (a) Shutting off of gas and electricity in affected area for safety reasons.
- (b) Repairs to restore services as soon as possible.

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

- (a) SEPA take specialist remedial or preventive action of any pollution or danger of pollution of a river, stream or other watercourse as the result of an incident.

### **British Waterways**

- (a) The British Waterways have a responsibility for dealing with any pollution in the Union and Forth and Clyde Canal Millennium Link and for informing the users of water from the canal in the event of such pollution.

**2.11.5** An incident involving a gas explosion or major escape of gas Scottish Gas provide an Engineer at the site, they will advise on any technical matters as well as directing the Scottish Gas operations.

**2.11.6** The Health and Safety Executive must be informed as soon as possible of any major incident arising as a result of an incident in any factory, mine, quarry or other industrial plant. They will then be able to institute an inquiry into the causes and will be in a position to call for expert scientific and professional advice.

### Control of Major Accident Hazards Regulations 1999 (COMAH)

List of TOP TIER COMAH Sites within Falkirk Council's Administration area:

Avecia Ltd.  
Grangemouth Works  
Earls Road  
Grangemouth FK3 8XG

BP Grangemouth  
Room 202  
P.O. Box 21  
Bo'ness Road  
Grangemouth FK3 9XG

Calor Gas Ltd.  
Bo'ness Road  
Grangemouth FK3 9YL

Polimeri Europa UK Ltd  
Bo'ness Road  
Grangemouth FK3 9XE

Firmin Coates Ltd.  
Earls Road  
Grangemouth FK3 8XG

BP LPG UK Ltd  
South Shore Road  
Grangemouth FK3 8AE

Rohm & Haas (Scotland) Ltd.  
Wholeflats Road  
Grangemouth FK3 9UY

Syngenta Ltd.  
Grangemouth Works  
Earls Road  
Grangemouth FK3 9XF

Diageo  
Bonnybridge Bond  
Bonnybridge  
Stirlingshire FK4 1SH

## PART 2 - CHAPTER 12

### ESCAPE OF TOXIC/EXPLOSIVE GASES

- 2.12.1** There are two main threats in the area of an escape of toxic gases.
- (a) Release from industrial premises/fracture of a road/rail containing liquid gas.
  - (b) Pipeline fractures.
- 2.12.2** Release of gas from industrial premises the major threat is naturally from the Petro-chemical sites at Grangemouth. The site operators concerned are however very safety conscious of the dangerous nature of the gases stored and every precaution is taken to ensure safety in their storage and handling. There would therefore have to be a number of contingent failures of procedures and/or plant to result in an escape of the magnitude to bring about a Major Incident. The chances of such an escape are therefore small but nevertheless when any dangerous gases or chemicals are stored and handled in quantity the possibility of a major spillage or escape cannot be discounted.
- 2.12.3** As regards to spillage during transit it is a necessary and essential part of the chemical industry that liquid gases are transported by either road or rail or sea tankers. The breach of one of these loaded tankers as a result of a traffic accident or other cause would almost certainly cause a Major Incident situation.
- 2.12.4** Of the gases generally handled by industry the most dangerous generally stored or transported in bulk quantity is chlorine. In addition to chlorine; phosgene, ammonia and bromine are commonly stored and carried in liquid form and quantities, which if a spillage occurred, would give rise to fatalities or serious injuries.
- 2.12.5** It is possible that a spillage of any chemicals could occur either at the Grangemouth Petro-chemical sites or in transit by rail or sea road and that in either circumstances it will have to be treated as a potential Major Incident situation.
- 2.12.6** **Check List of Actions**
- Police**
- (a) Co-ordination of multi-agency response (if major incident).
  - (b) Call out of Emergency Services, Falkirk Council and other Agencies as necessary.
  - (c) Crowd control, traffic diversions, designation of access routes.
  - (d) Evacuation of endangered persons and homeless from area.
  - (e) Prevention of public access to scene of fire.
  - (f) Custody of property.
  - (g) Criminal enquiry (if applicable).
  - (h) Body recovery (if applicable).
  - (i) Casualty identification (if applicable).
  - (j) Setting up Casualty Bureau (if applicable).
  - (k) Setting up body holding area (if applicable).

### **Fire Brigade**

- (a) Rescue of persons overcome or otherwise affected.
- (b) Provision of specialist rescue equipment.

### **Ambulance Service**

- (a) Evacuation of casualties to hospital.
- (b) Setting up ambulance loading points (Up wind of incident).
- (c) Assistance with first aid treatment.
- (d) Arranging back up ambulance cover.

### **Scottish Water**

- (a) Decontamination of drains and water supplies.
- (b) Gas detection.
- (c) Drainage infrastructure knowledge.

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

- (a) SEPA to take remedial or preventative action if a River, Stream or other water course is polluted or is in danger of pollution.

#### **2.12.7 Identification of Gases and Chemicals**

If the escape of gas is from an industrial plant then the company reporting the escape will name the gas when giving the general warning. If the escape is from a vehicle in transit the vehicle will normally be marked with a composite sign for hazardous chemicals this will give the HAZCHEM code for the contents of the vehicle and the United Nations number as well as the name of the chemical and the warning diamond. All such road vehicles should also carry a copy of the Tremcards for hazardous chemicals carried. Scientific advice should also be sought even if the information is available from Tremcards since there may be special circumstances, for example, possible reactions between two or more chemicals which may not readily be apparent.

#### **2.12.8 Initial Action**

The essence of dealing with an escape of toxic gas is speed in getting people to shelter advising them what to do to avoid the worst consequences of the escape. Since the gas would, depending on the wind speed, take some minutes to spread from the spillage to the full affected area there is a short period of time when a warning could be given. The police undertake responsibility for advising the public what to do in an effort to minimise casualties. In this connection until detailed scientific advice on the particular circumstances can be obtained broadcasts could be made in the following form:

**“Attention. Attention”. There has been an escape of harmful gas. Stay indoors. Close all windows and doors. Put out fires. Move to an upstairs room if this is possible. Try to seal any window or doors with wet cloths. If you smell gas cover your nose and mouth with a wet towel or handkerchief and wash it out with clean water occasionally. Do not panic. Do not go out of doors. Do not go into any basement rooms”.**

This is on the assumption that the most dangerous gases are heavier than air, lighter than air gases dispersing rapidly.

#### **2.12.9 Method of Evacuation**

If evacuation is considered persons should be advised to leave across the wind and not to follow the natural inclinations to go down wind since the latter only prolongs the exposure time.

#### **2.12.10 Medical Treatment**

In any toxic gas escape one of the immediate treatments is to aerate the lungs with oxygen. A prime need will be for oxygen resuscitation equipment and the medical control should on receipt of an alert of an escape of toxic gas alert the casualty hospitals to prepare for the treatment of such gases.

## **PART 2 - CHAPTER 13**

### **INTERFERENCE WITH UTILITY SERVICES (GAS, ELECTRICITY, WATER)**

- 2.13.1** The possibility of interruptions in electricity, gas and water supplies is always present. Fortunately in most instances Scottish Power, British Gas Scotland and Scottish Water are able to restore the services within a short period of time and no significant problems arise, if services are off for a longer period some action will be required. Any of these utility services could be interrupted over an area for a variety of reasons including not only normal/routine breakdowns, but also malicious damage, terrorist activity, industrial action or the severe weather.
- 2.13.2** This plan is not concerned with measures for the prevention of planned interruptions or the restoration of normal supplies which should be covered in the plans of the utility authorities responsible/companies, but solely with the effect of such interruptions on the public and the resulting actions as they effect other services, authorities and voluntary organisations.

#### **Interruptions to Electricity Supplies**

- 2.13.3** Scottish Power have undertaken to inform the Central Scotland Police and Falkirk Council If there is any interruption in supplies which is expected to last for any substantial time and effect a populated area.

#### **2.13.4 Check List of Actions required in an Electricity Failure**

##### **Falkirk Council - All Services**

- (a) Review their own operations and make such ad hoc arrangements as necessary to continue to provide as near a normal service as possible.

##### **Falkirk Council - Corporate & Commercial Services**

- (a) Assist with emergency feeding.

##### **Falkirk Council - Housing & Social Work Services**

- (a) Identify families and persons at risk who require help to overcome their difficulties.
- (b) Arrange issue of heaters, stoves and lamps.
- (c) Arrange emergency feeding as necessary.
- (d) Open up heat centres in schools, community centres, etc. if necessary.
- (e) Minimise the difficulties in old people's homes, hostels for the handicapped, etc.

##### **WRVS/British Red Cross**

- (a) Assistance to Housing & Social Work Services.

## **Interruption of Gas Supplies**

**2.13.5** If there is an interruption in gas supplies it may be expected to take longer to restore supply as there is a need to burn off any gas mixed with air in pipes, before the supply can be resumed.

**2.13.6** Transco will arrange for announcements to be broadcast on TV and local radio stations, advising householders to shut off their gas and turn off all gas appliances. Restoration of supply will be announced by Transco.

**2.13.7** Most premises have alternative means of heating or cooking it is therefore not expected that there will be any call for heating centres or emergency feeding. Housing & Social Work Services may arrange visits to any homes in the area affected which might be deemed especially at risk.

### **2.13.8 Check List of Actions**

#### **Falkirk Council Housing & Social Work Services**

**(a)** Arrange meals on wheels, if required.

#### **Police**

**(a)** If resources are available may assist Transco in the broadcasting of announcements in the affected area.

## **Disruption to Water Supplies**

**2.13.9** Water supplies may be interrupted to enable repairs to be undertaken or where cutting off of supplies is necessary to isolate a burst main. Fortunately in such incidents normal supplies are usually restored in a relatively short time and no emergency action is necessary. If supplies cannot be restored within a reasonable time Scottish Water will arrange for water to be delivered to the area. It is important in such situations that the public is informed what is happening. Scottish Water is responsible for initiating and deciding on the announcement to be made.

## **PART 2 - CHAPTER 14**

### **CBRN/TERRORIST ACTIVITIES**

#### **Assessment of Threat**

**2.14.1** Unfortunately the possibility of explosive devices being planted or kidnappings being staged by members of dissident political organisations and/or religious cannot be discounted and while such activities are possible they can give rise to a situation where assistance is required from departments and services other than the Police, Fire Brigade and Ambulance Services. This plan is in no way concerned with defensive measures against such threats, disarming of any explosive devices, or the apprehension of those responsible. These aspects are classed as internal security and the responsibility for them rests with the Central Government supported by the Police and, where necessary, the armed forces. The plan is, however, concerned with the follow-up actions where other services and departments are concerned. In this respect the follow-up actions may be necessary in the following circumstances: -

**(a) In the event of a terrorist bomb explosion**

The action to be taken to control any disaster situation is the same as for any other catastrophic explosion. Two additional points should, however, be borne in mind: -

- (i) the possibility of further explosive devices having been set to hinder control measures;
- (ii) the need to ensure that control measures do not interfere with Police investigations, commensurate with the prime tasks of saving life, preventing injury, and containing the effects of the explosion or fire.

**(b) An area having to be evacuated because of an explosive device threat**

Other than when a building is evacuated under the internal safety organisation of the occupiers. In the event of such an evacuation it may be necessary to place persons evacuated from dwellings in the nearest suitable building. It is unlikely that the persons will have to be evacuated for a sufficiently lengthy period to warrant the setting up of rest centres. In such a situation the Police may also be expected to call out the other emergency services as a preparatory measure in case an explosion should occur.

**(c) Evacuation of dwellings for the facilitation of police operation**

The Police decide whether there is a need to evacuate any dwellings. If required, temporary accommodation will have to be arranged for those evacuated. Initially evacuation would be arranged to the nearest suitable building, which could be used as a temporary Rest (Survivor/Evacuee) Centre. Housing & Social Work Services will consider the placement of other families in hostels, boarding houses, hotels, etc., since the numbers are expected to be comparatively small.

## **PART 2 - CHAPTER 15**

### **FINANCIAL PROCEDURES**

- 2.15.1** In a Major Incident situation expenditure of funds will necessarily be incurred and it will be essential because of the urgency of the situation to cut across the normal procedures for sanctioning expenditure, for example the hiring of plant, the purchase of provisions for use in rest centres, etc., (at 2 a.m. cannot be delayed for consideration by a Committee). In these circumstances the Chief Executive may authorise the immediate expenditure of funds for emergency relief measures, such expenditure to be homologated by Committee. The Chief Executive would inform the Leader of the Council of any action taken under this delegation.
- 2.15.2** If the emergency situation continues for any appreciable time it is envisaged that an Emergency Committee would be called and would be the appropriate Committee to authorise expenditure as emergency management measures proceeded.
- 2.15.3** The need for immediate authorisation of expenditure of funds on Major Incident relief measures is recognised by Section 84 of the Local Government (Scotland) Act 1973. This section empowers Local Authorities, when an emergency or Major Incident involving destruction of, or damage to, life or property occurs, is apprehended, or is imminent, to incur whatever expenditure they consider necessary, without prior consent of the Secretary of State. This power, which can be used in the event of any major accident or natural Major Incident, includes the power to make grants and loans to other bodies, subject to conditions to be determined by the Local Authority. Any use of this section of the act and any grant or loan made pursuant to it must be reported as soon as practicable following the event. If local authorities incur excessively heavy expenditure in an emergency the government may contribute to the costs incurred by local authorities under a formula referred to as the Bellwin Scheme, (Full details held by The Scottish Executive).
- 2.15.4** The expenditure of funds on emergency management control measures incurred by Falkirk Council Services is to be recorded and accounts received by services are to be certified by an authorised officer and passed to the Director of Finance for payment. The Director of Finance will maintain a complete record of expenditure.

#### **Financial Policy**

- 2.15.5** The general policy is that, while help should be offered to persons genuinely in need as a result of the major incident, where people can afford to pay for those items which they would normally pay for they should be required to do so. For example if work is done in a flooded house to dry carpets the householder would be expected to pay for it as it is an insurable risk.



## **PART 3**

### **OPERATING PROCEDURES IN EMERGENCIES**

This Guidance on Specific Procedures has been compiled as a supplement to the Falkirk Council's Emergency Response Plan. They are of an advisory nature to assist as an aide memoire for those who may have to manage the response to a Major Incident.

## **PART 3 - CHAPTER 1**

### **TREATMENT AND EVACUATION OF CASUALTIES**

- 3.1.1** The treatment and evacuation of casualties is the responsibility of the Health Service and the Scottish Ambulance Service, with possible assistance from the British Red Cross and St. Andrew's Ambulance Association.
- 3.1.2** If there are only a small number of casualties the normal procedures of evacuation by the Ambulance Service to hospital will normally suffice and there will be no need to invoke emergency procedures. It must, however, be realised that circumstances vary and what may extend the resources of the ambulance service necessitating emergency measures may well be handled as routine at the accident hospital, and vice versa.
- 3.1.3** The primary aim of all services involved in the treatment and evacuation of casualties at the Major Incident scene is to ensure that as far as possible the injured are given adequate and proper treatment, wherever this may best be carried out. In general the treatment of casualties is best carried out in the properly equipped and clinical environment of a hospital and therefore the emphasis should be on evacuation and hospitalisation and the avoidance of delay of the casualties other than for supportive measures and treatment.
- 3.1.4** It is expected that the following resources will be available on site:
- (a)** Medical Incident Officer will be managing medical operations and triage.
  - (b)** The Site Medical Team for treatment on site. Surgeons will be included in the team where there is an essential need for surgery.
  - (c)** British Red Cross and St. Andrews Ambulance Association for first aid.
  - (d)** Local General Practitioners and BASICs Doctors.
  - (e)** An Ambulance Incident Officer to control ambulance operations on site.
  - (f)** Ambulance vehicles, if necessary, backed up by vehicles from other ambulance areas and other type of vehicles e.g. taxis, buses, etc.

#### **Casualty Clearance Station**

- 3.1.5** The siting of the first aid station will be decided jointly by the Medical Incident Officer, the Ambulance Incident Officer and the Police Incident Officer or as many as are present at the time when it is necessary to set one up. Ideally it should be under cover, at a safe distance from the focal point of the Major Incident, but near enough to avoid having to carry casualties too great a distance and upwind to avoid smoke or noxious fumes.

The station will be under the control of the Medical Incident Officer, but the Police arrange for recording the names and addresses of all casualties treated and not admitted to hospital.

## **Provision of Ambulance Vehicles**

- 3.1.6** Main Ambulance Control will be responsible for ensuring that sufficient ambulance vehicles are available acting on information received from the Ambulance Incident Officer and the Medical Incident Officer, if necessary making use of taxis, hire cars and buses.

## **Hospitalisation**

- 3.1.7** The Hospital Control Team at the designated receiving hospital (Control Hospital) is responsible for giving directions to the Medical Incident Officer regarding destinations for casualties if it is necessary to send casualties to specialist hospitals outwith the Health Board area.

## **Specific Problem Situations**

- 3.1.8** Where an incident occurs in remote area with poor access as may occur in an air crash or rail crash situation it may be necessary to call for assistance in evacuating casualties from mountain rescue teams or by search and rescue helicopters. All requirements for assistance for search and rescue helicopters or mountain rescue teams should be initiated through the Police Incident Officer unless at Sea, in which case it is the MCA.

- 3.1.9** It may also be necessary to use helicopters to evacuate specific casualties where the conditions of the patient are such the journey to hospital by an ambulance vehicle would place them at risk. The ambulance service is able to call on Scottish Ambulance Service helicopters. These have the advantage over SAR helicopters that they carry a paramedic. The Scottish Ambulance Service call forward their helicopters through the ambulance control. The Ambulance Incident Officer will keep the Police Incident Officers advised of the use of Scottish Ambulance Service helicopters. If for some reason it should be necessary to use Search and Rescue helicopters in the patient transport role then the request would be made through the police, unless at Sea, in which case it is the MCA.

## **Voluntary Assistance - British Red Cross and St. Andrew's Ambulance Association**

- 3.1.10** First Aid teams from these organisations may be called out to assist the Ambulance Service at the site or to provide first aid at Rest (Survivor/Evacuee) Centres. If required at the site they will be called out through the ambulance service and requested to go to the nearest ambulance station for transport to the site, where they will work under the control of the Medical Incident Officer/Ambulance Incident Officer

## **PART 3 - CHAPTER 2**

### **EVACUATION OF PERSONS RENDERED HOMELESS AND PLACED IN DANGER BY A MAJOR INCIDENT, AND CARE OF SURVIVORS**

- 3.2.1** The evacuation of persons rendered homeless and other persons endangered by a Major Incident falls into two distinct phases.

#### **The first phase - Immediate Evacuation**

- 3.2.2** The Police Incident Officer will appoint an Evacuation Officer who initiates immediate evacuation as and when necessary will make a decision that those to be evacuated are to be placed in the nearest suitable building providing cover. Experience has shown that licensed premises should be avoided. If possible a Manager from Housing & Social Works Services on site should be consulted, as it may well be possible to use a building suitable for a more permanent Rest (Survivor/Evacuee) Centre. The prime aim however is to get people away from the immediate incident scene and immediate ad hoc measures are likely to be more effective in the short term than a planned move to designated Rest (Survivor/Evacuee) Centres which would take some time to organise.
- 3.2.3** The Police are responsible for security of evacuated premises.
- 3.2.4** To get people to the building chosen as an interim shelter people should be invited to walk to the building selected, or if the distance is too great the Police Incident Officer/Evacuation Officer, will have to give consideration to the provision of transport for this purpose.
- 3.2.5** Once the people are under cover in interim shelter the next step is to make more permanent arrangements. Many people will have friends or relatives with whom they can stay and such arrangements should be encouraged. Police plans provide that the Police Incident Officer arranges for a record to be kept of all persons passing through the interim shelter and where they have gone.
- 3.2.6** Once evacuees have been moved from the immediate scene of a Major Incident to temporary shelter the provision of more permanent accommodation is the responsibility of the Housing and Social Work Services.

Initially there is likely to be a requirement for the setting up of a Rest (Survivor/Evacuee) Centre or Centres for this purpose. The decision to set up a Rest (Survivor/Evacuee) Centre will be made by Falkirk Council's Housing and Social Work Services, who will also be responsible for deciding which premises are to be used. In deciding which premises to use due regard must be paid to the numbers to be accommodated, the availability of catering and sanitary facilities, convenience to the location of the incident and possible interference in normal activities such as education if a school were to be used. If it is decided to use council premises the Chief Executive should be advised as soon as possible.

**3.2.7** Housing and Social Work Services will have the resources to run Rest (Survivor/Evacuee) Centres by:-

- (a)** Co-ordinating assistance from the voluntary organisations.
- (b)** Providing for the health and welfare needs of those to be accommodated.  
It will, therefore, be necessary for a close liaison to be maintained between the Housing and Social Work Services and the relevant Health Centres at local level.

**3.2.8** The Centres set up will initially be staffed by members of the Housing and Social Work Service, members of the WRVS, the Red Cross and other voluntary organisations. Where the Police have alerted those voluntary organisations and have not already called them out it is up to the Emergency Planning Unit to arrange for them to be notified.

### **Transport**

**3.2.9** The following transport requirements will be needed in an operation to set up Centres:

- (a)** Buses to transport evacuees from immediate shelter to Rest Centre. Arrangements to be made by Housing and Social Work Services.
- (b)** Trucks to collect and distribute bedding and catering equipment to Rest (Survivor/Evacuee) Centres to be arranged by the Housing and Social Work Services calling on such assistance as necessary from other Council Services or commercial sources.
- (c)** Trucks to collect and distribute provisions.

**3.2.10** Rest (Survivor/Evacuee) Centres are not the long term solution to the accommodation needs and eventually provision will have to be made for rehousing the homeless. To ease this problem persons in Rest (Survivor/Evacuee) Centres should be encouraged to stay with friends and relatives and as far as possible to make their own arrangements.

**3.2.11** The Housing and Social Work Services managing each Centre are responsible for arranging for the recording of names and addresses of all persons admitted to the Rest (Survivor/Evacuee) Centre and details of their eventual destination when they disperse. These details should be passed to the Police Casualty Bureau if set up, otherwise they should be retained in the Housing and Social Work Services for reference. The WRVS receive training in such matters. The normal form used is the standard Police Casualty Bureau form, and the Police will normally provide a Liaison Officer to assist with and oversee the documentation process.

**3.2.12** Many of the evacuees in the Rest (Survivor/Evacuee) Centre will be anxious about other members of their families and friends and will be eager to make enquiries.

## **PART 3 - CHAPTER 3**

### **EMERGENCY FEEDING**

- 3.3.1** Falkirk Council's Housing and Social Work Services are responsible for co-ordinating any emergency feeding arrangements in partnership with Corporate and Commercial Services in a Major Incident situation.
- 3.3.2** Emergency feeding may be required in Rest (Survivor/Evacuee) Centres or in some circumstances in the homes of people affected by the Major Incident situation.
- 3.3.3** If the circumstances are such that those occupying the rest centre will be unable to return to their homes for a substantially long period then arrangements will have to be made for the provision of cooked meals. In such circumstances Council Catering Service should be called out to meet the requirement. Where there is a kitchen attached to the school being used as a rest centre and power is available there should be no difficulty. Where not, however, the meals on wheels service run by the WRVS and part-time and voluntary helpers will be used.
- 3.3.4** While the ad hoc beverage/snack form of catering arranged by the WRVS and the supply of cooked meals by Corporate and Commercial Services are the primary and main sources of emergency feeding in a Major Incident situation there are other means of providing emergency catering, which may have to be considered if for some reason the use of council catering is not possible in a particular situation, or the numbers to be catered for overstretch the resources of Corporate and Commercial Services. These are:-
- (a)** The possibility of catering by private contractors.
  - (b)** Assistance from the armed forces.
- 3.3.5** The first source of supply of provisions should be any stocks available in the locality from local authority school kitchens, hostel kitchens etc. Thereafter the WRVS may be authorised to purchase provisions to meet immediate requirements from local retailers. All bills for such supplies are to be sent to the Director of Housing and Social Work Services for authentication.
- 3.3.6** Provisions for meals provided by Corporate and Commercial Services. Enough stocks are normally carried to enable any reasonable requirements to be met or additional supplies could be purchased at short notice from convenient wholesalers. If further supplies of provisions are required Housing and Social Work Services will arrange a suitable wholesale contract.
- 3.3.7** Generally speaking the policy should be that people are not expected to pay for their food. Any payments or receipts from the provision of meals in an emergency situation are to be accounted for separately and authenticated by the Director of Housing and Social Work Services who will pass them to the Director of Finance for further action.

## **Catering Equipment**

- 3.3.8** Corporate and Commercial Services holds supplies of cutlery, plates and containers for meals on wheels for their normal daily task. These should be sufficient in most circumstances. The WRVS also hold a minimal stock of emergency catering equipment, which may be used.

## **PART 3 - CHAPTER 4**

### **MORTUARY FACILITIES, REGISTRATION OF DEATH AND BURIALS**

- 3.4.1** Regrettably in any Major Incident situation there are likely to be a number of fatal casualties and the removal, identification and burial of the dead may well present a problem.
- 3.4.2** The Police as agents of the Procurator Fiscal are responsible for the custody of any corpses. For morale reasons it is desirable that bodies should be removed as soon as possible and if the numbers of dead are such that the normal public mortuary cannot cope then it will be necessary to open up an emergency mortuary as a matter of urgency. Until this can be done and the bodies can be removed then it will be necessary for them to be retained at the site. If possible they should be kept discreetly under cover in a convenient building, or if this is impossible covered with blankets and set apart with as much privacy as possible.
- 3.4.3** In dealing with fatalities at the site it must be remembered that the prime aim is to save life and it is therefore more important to attend to the needs of the injured.
- 3.4.4** The position of a body may be an important factor in identification, in establishing the cause of death, and in investigating the accident. Where it is established that life is extinct a body must not be moved until the Police have given instructions, unless it needs to be moved to get to live casualties or it is likely to be destroyed/damaged further if not moved.
- 3.4.5** If there are large numbers of fatalities the public mortuary facilities will be easily overloaded. It will therefore be necessary for the Police to open up an emergency mortuary, or mortuaries, a spacious and well lit building with easy access should be selected. In selecting the building the following factors should be taken into account:-
- (a)** It may take some time for the bodies to be identified and released. It may be necessary to use temporary mortuaries for approximately seven days until burials or cremations can be arranged.
  - (b)** It assists in the identification of bodies and is less of a strain on the next of kin if only one mortuary is used.
  - (c)** The building selected should be reasonably close to the site of the Major Incident to facilitate the handling.
- 3.4.6** When the bodies have been identified and released by the Procurator Fiscal arrangements for the burial or cremation will normally rest with the next of kin or an agent acting on their behalf, for example, the airline in the case of an air crash or a nominated undertaker. In cases where the next of kin cannot be traced or there is no other responsible authority then Falkirk Council have statutory responsibilities for arranging for burial or cremation.

- 3.4.7** If there are large numbers of fatalities then it may well be that the resources of the local undertakers would be insufficient to meet the situation and specialist companies may be contacted e.g. to specialise in dealing with large scale Major Incident situations and in particular aircraft crashes.

### **Liaison and Continuity**

- 3.4.8** In dealing with fatalities it is essential that the process of post mortem arrangements, identification, responding to the psychological needs of the bereaved and registration of deaths is co-ordinated with a view to meeting all the legal requirements while responding to the needs of relatives and friends of the dead in a sensitive and sympathetic manner. At an early stage there should be discussion between representatives of the Police, the Procurator Fiscals' Office, the Registrar and Housing and Social Work Services to formulate arrangements to meet the needs of the specific major incident.

## **PART 3 - CHAPTER 5**

### **GENERAL REGISTER OFFICE FOR SCOTLAND CONTINGENCY ARRANGEMENTS FOR DEATH REGISTRATIONS AFTER LARGE MAJOR INCIDENTS**

**3.5.1** The Registration of Births, Deaths and Marriages (Scotland) Act 1965 requires all deaths taking place in Scotland to be registered in the appropriate registration district. There are at present some 360 registration districts in Scotland, The General Register Office for Scotland (GRO(S)) provides central direction and lays down the regulations. Some 200 of these local registrars are part-time and may work from, say, a village post office, a solicitor's office, or a private residence. Full-time local authority registrars' offices - some of which carry out functions other than registration - vary greatly in size.

If a Major Incident happens, the scale of the operation of carrying out death registration may overwhelm the ordinary administrative and staffing arrangements in place in a small council. To help cope with situations such as this, GRO(S) maintains a formal contingency plan which is activated in the event of a Major Incident occurring anywhere in Scotland. Civil emergencies in recent years (such as the Sumburgh air crash, the Piper Alpha offshore explosion and the destruction of the PanAm aircraft over Lockerbie have led to refinement and revision of the plan.

The objective of the plan is to assist the local authority to carry out the tasks involved in registering the deaths and to provide the necessary post-registration documentation.

One of the first tasks that falls to GRO(S) staff in New Register House is to liaise directly with the local authority official responsible for registration services in the area where the Major Incident has occurred in order to ascertain details of the scale of the incident, the number of people involved and the expected number of fatalities. If necessary a GRO(S) District Examiner (a Higher Executive Officer) will then be sent to the local registration office to act as on-site representative of the Registrar General, and to co-ordinate the arrangements for death registration agreed among GRO(S), the local registrar, the local authority, the health board, the procurator fiscal, and the emergency services. It is important therefore that the Examiner - who carries identification - be allowed to reach the local registration office even though the police may be restricting public access to the Major Incident area.

The Examiner will advise on whether local staffing and accommodation are sufficient to deal with the expected volume of registration work caused by the Major Incident, and on whether additional personnel from neighbouring registration offices, recently retired registration staff, or staff from New Register House should be mobilised to reinforce local resources. This process may require close liaison with local authority officials and other service providers to arrange for alternative or additional accommodation, equipment, furniture, transport, or other materials to be made available where necessary. The Examiner will also maintain details of contact points for local co-ordinating staff, emergency services and registration personnel.

As on-site GRO(S) representative, the Examiner will keep in close touch with senior management in New Register House, who in conjunction with the local authority will if necessary make suitable alternative arrangements to ensure that the normal registration business in the areas, including the registration of births and solemnisation of civil marriages can continue with minimum disruption.

Where appropriate, GRO(S) in consultation with the Scottish Office Information Directorate will arrange for publicity about registration arrangements. The Local Organisation Section in New Register House will maintain close liaison with officials responsible for registration matters in the Chief Executive's Service. It will also ensure that sufficient supplies of registration stationery, including statutory forms and certificates, are immediately made available to the local registrar. A specially prepared "Emergency Pack" of stationery specifically for this purpose is maintained in a constant state of readiness in New Register House.

GRO(S) will contact local hospitals, including temporary medical centres set up for the duration of the emergency, in order that reports to the registrar can be made of any deaths that occur there. GRO(S) will also contact the health board's Chief Administrative Medical Officer whose assistance is required in drawing up lists of doctors working in the area, and the local procurator fiscal concerning any special arrangements he proposes to make particularly in order to ensure that deaths are properly registered before bodies are moved out of Scotland.

The process of registering deaths after a Major Incident can often be complex due to problems connected with identification of the bodies and lack of relevant details so GRO(S) may continue to give continuing support to the local registrar well after the event, as more accurate registration becomes possible in the light of additional evidence becoming available from medical authorities, the procurator fiscal and the police.

## **PART 3 - CHAPTER 6**

### **CASUALTY INFORMATION**

- 3.6.1** The Police are responsible for collecting information on casualties, collating it, informing the next of kin and answering enquiries from the public as to the names and identities of casualties. To enable them to fulfil this responsibility the Police will set up a Casualty Bureau if the number of casualties justify it or the circumstances of the accident are likely to generate a large number of enquiries, for example, a rail, coach or aircraft accident.
- 3.6.2** The Police have arrangements for activating additional telephone lines for the Casualty Bureau.
- 3.6.3** As well as staffing the Casualty Bureau and dealing with enquiries the police also collate information. This involves the positioning of Police Personnel at the Rest and Refreshment Centre, and at the mortuary to take and record casualty information and transmit it to the Casualty Bureau by either facsimile, secure telephone or dispatch rider. If the foregoing are not available for any reason, then radio transmissions would be considered.
- 3.6.4** The Police issue the Casualty Bureau's inquiry telephone numbers to the media with a request that the information should be broadcast on radio and television.
- 3.6.5** The Police are responsible for seeing that the next of kin are informed of any fatal or serious casualties. Until this has been done the names should not be given out to any outside authority or to the press or to any other person so as to avoid needless distress in the breaking of bad news. Once the next of kin have been informed the Police may release the names of casualties to the press. The Police will normally inform the next of kin by means of a personal visit.
- 3.6.6** If phone calls asking for names of casualties are made to hospitals or authorities other than the Police the callers should be advised to phone the Police Casualty Bureau if it has been set up and the number announced. There is however no reason why the other authorities should not pass on such information as may have been released by the Police in order to allay the caller's worries and possibly avoid the need for further enquiries.

## PART 3 - CHAPTER 7

### IDENTIFICATION OF AND DEALING WITH HAZARDOUS CHEMICALS

- 3.7.1** In the event of an incident involving hazardous chemicals on a company's premises, the company itself will normally be in a position to provide exact identification and to give professional scientific advice on the control measures, which should be adopted.
- 3.7.2** The problem which is much more likely to arise is when chemicals are involved in a transport incident. By law vehicles carrying specified inflammable liquids, corrosives, or organic peroxides must display labels indicating the nature of the substance. Similarly containers carrying prescribed dangerous substances must be marked with the name and address of the manufacturer, the importer, the wholesaler, or supplier of the substance for reference in the case of an accident. The law also requires tank vehicles and tank containers carrying hazardous substances to display a composite sign 70 cms wide by 40 cms high prominently displayed on the rear and both sides of the vehicle. This marking consists of a sign to give information to the emergency services attending an incident when there is a fire or spillage of a hazardous load. The sign is divided into five sections as follows:-
- (a) The United Nations Hazard Diamond.** The diamond labels are pictorially self-explanatory warning notices, internationally agreed, of the nature of the hazard associated with the cargo.
  - (b) The Emergency Action Code (Hazchem Code).** The code symbols displayed give information as to what action the emergency services should take within the first 15 minutes of dealing with an incident. Each fireman or policeman should have a pocket sized card giving details of the Emergency Action Code for use in an emergency.
  - (c) The Substance Identification Number.** This number identifies the chemical being carried and the emergency services can obtain information about its properties by quoting the number to their operational control. The names of the substances are also included in this space and this is primarily intended as a control measure at the loading and discharge points.
  - (d) Specialist Advice.** Specialist advice can always best be provided by the manufacturer or the carriers' own emergency unit. Many of these are manned on a 24 hour basis, by which means the emergency services can obtain support facilities advice, and assistance from within the industry in the event of an incident.

It also provides a link for the emergency services in 'CHEMSAFE', the Chemical Industries Association's own scheme for providing assistance in freight emergencies. In the case of tankers used for the transportation of Petroleum Spirit only, the specialist advice section may contain, as an alternative, contact local depot. In this section the company house name or trade symbol may also be inserted.

**3.7.3** Road tankers engaged in international trade may be exempt from the requirement to display the aforementioned warning panels. If so they must in lieu carry an orange plate bearing a hazard identification number and the U.N. number of the substance. This code which is a requirement of European Agreement on the Carriage of dangerous Goods by Road (A.D.R.).

#### **3.7.4 CHEMSAFE Scheme**

Additional information on dangerous substances and where necessary expert assistance at the scene of the incident can be obtained under the CHEMSAFE Scheme. This is a scheme which the members of the Chemical Industry Association have entered into to provide each other with mutual assistance in the event of a transport incident involving chemicals. Within the Falkirk area advice and assistance should be sought under the scheme from Avecia Ltd.

#### **3.7.5 Transport Emergency Cards (TREM CARDS)**

These cards are prepared by C.E.F.I.C. (European Council of Chemical Manufacturers Federations) to meet the requirements of A.D.R. (the European Agreement concerning the International Carriage of Dangerous Goods by Road) which requires that drivers carrying dangerous goods on international journeys must be provided with instructions in writing as to the nature of the hazard and the action to be taken in an emergency. Although there is no statutory requirement for companies to adopt the use of TREM CARDS at present in the United Kingdom most chemical manufacturers have on their own initiative started to use this form of card. These cards should be kept in the vehicle and they contain the following information:

- (a) Cargo name and properties.
- (b) Nature of hazard.
- (c) Protective devices to be used for personnel.
- (d) Emergency action to be taken.
- (e) Spillage procedure.
- (f) Fire procedure
- (g) First aid advice
- (h) Additional information provided by manufacturer or sender
- (i) Telephone numbers.

### **3.7.6 Dealing with Spilling of Dangerous Chemicals on the Highway**

Where a spillage occurs on a highway the Strategic Services as a highway authority has a statutory duty to remove any spillages where necessary for the maintenance of the highway or the safety of traffic. Similarly Development Services has statutory authority to remove anything deposited on the highway which constitutes a danger to users of the highway and to recover the cost of removing it from the person responsible. Generally speaking where a hazardous chemical is involved the expertise of the fire brigade who will be in attendance may be used, to neutralise or contain the threat posed by the substance involved. Should any hazardous chemicals find their way into sewers, drains or watercourses the East of Scotland Water and the appropriate Service must be informed. Similarly if a canal is affected then the British Waterways must be informed. For the commercial removal of chemicals on the highway and the transfer of hazardous loads attention is drawn to Department of Transport Road Circular 7/87.

### **3.7.7 Rail and Air Transport**

British Rail regulations for the handling and conveyance of dangerous goods are comprehensive and a labelling system is used which is very similar to the composite label already described for road transport. The International Air Transport Association also applies strict regulations for the carriage of hazardous chemicals by air. All such freight sent by air is labelled at the time of documentation with appropriate warning labels.

### **3.7.8 Additional Information**

In the UK there are specific legal requirements for companies transporting hazardous substances, to provide a source of specialist advice in case of an emergency.

The Chemical Emergency Agency Service at AEA Technology's National Chemical Emergency Centre, F6 Culham, Abingdon, Oxfordshire.

## **PART 3 - CHAPTER 8**

### **REHOUSING AND REPAIRS TO DAMAGED PROPERTY**

- 3.8.1** The ultimate aim is that all persons should be restored to permanent housing as soon as possible. The responsibility for this lies with the Housing and Social Work Services, who are responsible under the appropriate Housing Act for the homeless.
- 3.8.2** Initially families rendered homeless will be accommodated in suitable premises which have been opened up as Rest (Survivor/Evacuee) Centres. The accommodation will, however, be of an emergency nature and of a basic standard. It is therefore only suitable for a limited time and as soon as reasonably possible the homeless should be given more satisfactory accommodation in family units. The time scale will naturally vary depending on the numbers involved since it is easier for a small number of persons to be assimilated than for several thousands. The period of time when persons are accommodated in Rest (Survivor/Evacuee) Centres does however give a short breathing space during which the needs and available resources can be matched.
- 3.8.3** The method of providing permanent accommodation will depend on the numbers involved and the accommodation available, the latter being a variable quantity. There is therefore little point in endeavouring to list accommodation other than in general terms or to be explicit as to how the problem is to be solved. In getting persons accommodated after the rest centre phase the following means should be considered:-
- (a)** Housing and Social Work Services to give priority in the allocation of any vacant houses within their normal housing assets. In this respect in a Major Incident situation it will be hoped that neighbouring councils would also offer any available housing.
  - (b)** Encouraging displaced families to go to the homes of relatives or friends.
  - (c)** Accommodation of families in hotels or guest houses.
  - (d)** The accommodation of families in caravans, chalets and mobile homes on holiday sites.
  - (e)** The purchase or hire by the Council of caravans or mobile homes for positioning on a suitable site.
- 3.8.4** The responsibility for the repair of local authority housing rests with the Housing and Social Work Services. In the event of a Major Incident damaging local authority houses, Council Services should be programmed to carry out emergency repairs to keep them wind and weatherproof and habitable thus reducing the pressure on temporary accommodation. Commercial Services should retain an emergency stock of materials for the effective repair of damaged buildings.

- 3.8.5** The responsibility for the repair of private housing rests with the owner who should arrange his own repairs.
- 3.8.6** Private house owners would normally be expected to meet the cost of repairs from their own house insurance's. It might sometimes be necessary for some financial help to be given. In appropriate cases the Local Authority might consider the making of loans and the payment of grants under the appropriate Housing Acts and the possible designation of badly damaged areas as Housing Action Areas.

## **PART 3 - CHAPTER 9**

### **IDENTIFICATION AT THE SITE OF A MAJOR INCIDENT**

- 3.9.1** The ready identification of vehicles proceeding to the locus of a major incident, and of key personnel at the site, is of inestimable benefit. Nevertheless at the outset the ideal whereby all persons and vehicles are easily identified can seldom be achieved since the first aim must be to get help to the scene regardless of the niceties of identification. Nevertheless in an ongoing incident where time allows vehicles and key personnel should be easily identifiable. With this in mind the following scheme for identification should be followed as far as possible.
- 3.9.2** There should be little difficulty in identifying persons and vehicles belonging to the Police, Fire Brigade, Ambulance Service, or of Voluntary Organisations such as The Red Cross or the WRVS.
- 3.9.3** Other persons assisting at the site should wherever possible be identified in some way. While no hard and fast instruction can be laid down because of the number of organisations involved and their own internal procedures it would be helpful if persons assisting at an incident were to be identified in one of the following ways:-
- (a)** The wearing of hard plastic helmets with corporate logo's.
  - (b)** The wearing of coloured surcoats of a distinctive colour code and marked with the name of the organisation and where applicable any key post held.
- 3.9.4** Unless vehicles are readily recognisable by their type or licences they should be identified by a windscreen sticker indicating the authority or organisation to which they belong.

#### **Flashing Lights**

- 3.9.5** Only Emergency service vehicles are allowed to display flashing blue lights and/or burn their headlights while proceeding to the site to assist the police in identifying them. Doctors may display a green flashing light while proceeding to incidents. At the locus of an incident flashing lights should only be used by control vehicles in accordance with the procedures of the service.

#### **General**

- 3.9.6** It must be appreciated that while identification is useful and will assist the police in helping to sort out and assist the persons who need to be there, as opposed to the inquisitive sightseers and uncalled for volunteers who are only a hindrance, it is not an overriding need and the lack of identification will not be allowed to interfere with access for the people who should be present.

## **PART 3 - CHAPTER 10**

### **METEOROLOGICAL INFORMATION**

**3.10.1** In some specific emergency situations early knowledge of the current meteorological conditions and forecast changes are essential.

The specific situations where this information is required are:-

- (a)** Releases of toxic or flammable gases, whether from fixed plant or in transit, or as a result of combustion.
- (b)** In major fires to assess the possible threat of fire spreading or public hazard from smoke and noxious fumes.
- (c)** In forest fire situations to assess the danger of fire spreading and smoke dangers.

**3.10.2** In such instances it has been agreed with Glasgow Weather Centre that advice will be provided through the CHEMET (CHEmical METeorology) scheme which has been designed to support the emergency procedures of Police Forces and Fire Brigades. The meteorological advice in CHEMET is also available to other organisations involved in chemical emergencies.

**3.10.3** CHEMET is available nationwide from a specially selected network of Meteorological offices. These offices are open 24 hours a day and are manned by experienced forecasters. No charges are made either for advice when establishing the procedures, or for the meteorological support provided during an emergency.

**3.10.4** During the course of a chemical incident many different organisations may require meteorological advice and it is anticipated that this advice will vary as the emergency evolves:-

- (a)** at an early stage the Police Force and Fire Brigades will require an immediate response giving details of surface wind speed and direction.
- (b)** during a prolonged emergency there is a need for warnings of impending changes in local weather conditions.
- (c)** On a longer time scale specialist meteorological advice may be required to help such organisations as the Emergency Planning Officers and The Scottish Executive to determine the areas that have been effected, and where cleanup operations may be required.

## PART 3 - CHAPTER 11

### THE NAIR SCHEME - NATIONAL ARRANGEMENTS FOR INCIDENTS INVOLVING RADIOACTIVITY

- 3.11.1** Radioactive materials are used widely and, as in any other human activity, accidents may occur. Where the potential for such occurrences is reasonably foreseeable there are statutory obligations to ensure suitable contingency arrangements for the protection of the public and others. However, there may be occasions when the established arrangements do not function satisfactorily. There will also be unforeseen incidents. The NAIR scheme provides a swift response to such events.
- 3.11.2** NAIR is a set of national arrangements that provide a 'long stop' to other emergency plans. NAIR has been designed to provide advice and assistance to the police in incidents involving radioactivity where members of the public may require protection. As such, the police may call upon NAIR whenever they feel they have a need for radiological assistance in an incident.
- 3.11.3** The arrangements have been devised around assistance to the police, since they will normally be among the first informed of any incident in a public place. The Police also have the prime responsibility for protecting the public. However, other organisations such as Fire and Rescue Services, the British Transport Police and Airport Police may all encounter incidents involving radioactivity. Whenever the public is considered at risk these organisations may also call upon NAIR through the Police.
- 3.11.4** **NAIR Response - *NAIR assistance is provided in two stages***

#### **Stage 1 Response**

This is generally provided by a radiation expert equipped with relatively simple monitoring and protective equipment. The Stage 1 Respondent can quickly advise whether a radiological hazard exists and any necessary actions. However, as the experts will generally only have limited resources they are not equipped to cope with larger incidents, perhaps involving the spread of contamination. In such events the Stage 1 Respondent will advise the police to initiate the Stage 2 response.

#### **Stage 2 Response**

This is provided by major nuclear establishments and will normally comprise a well equipped team able to deal with larger incidents. In the unlikely event of an incident that could not be handled by one organisation alone, additional NAIR expertise and resources can also be mobilised either directly by the Respondents or through the Police.

#### **3.11.5 Obtaining Assistance**

NAIR assistance may be obtained by means of a 24 hour national notification telephone number as listed in the Directory of Contacts. This connects to the United Kingdom Atomic Energy Authority Constabulary, Force Communications Centre, who will take details of the incident and contact the nearest Stage 1 Respondent. The Stage 1 Respondent will then contact the person dealing with the incident directly.

Rarely, there may be major events where it is clear from the outset that a Stage 2 Response is required and this can be requested.

### **3.11.6 Operational Aspects**

- (a)** Having received the notification and details of the incident, the Stage 1 Respondent will determine whether they can respond adequately or whether a Stage 2 Response is required. In the latter case, the Stage 1 Respondent can still provide urgent protection advice and may attend the incident scene pending the arrival of the Stage 2 Respondent, who might have further to travel.
- (b)** The role of the NAIR Respondent is to provide technical advice and assistance to manage the immediate incident and prevent the situation deteriorating.
- (c)** Alerting arrangements include the automatic notification of the relevant environment agency, who can assist in matters relating to radioactive waste.

### **3.11.7 National Arrangements for Incidents Involving Radioactivity**

- (a)** NAIR is a set of national arrangements that provide a 'long-stop' to other emergency plans.
- (b)** NAIR provides advice and assistance to the police in incidents involving radioactivity where members of the public may require protection.

**3.11.8** The National Radiological Protection Board (NRPB) has responsibility for co-ordinating the NAIR scheme. NRPB publishes the relevant documentation and provides training to potential users (primarily the police and other emergency services) and Respondents. NRPB also maintains and reviews a database of past incidents so that lessons may be learnt and improvements made.

### **3.11.9 Reporting of Incidents**

To maintain the effectiveness of the NAIR scheme, NRPB needs to obtain details of incidents from both the users (the Police and the other Emergency Services) and the Respondents. This can be provided in any form through the NRPB contact routes listed above. The information sought is:

- (a)** Date, time and location of incident.
- (b)** Brief description of incident.
- (c)** NAIR assistance provided.
- (d)** Assessment of the effectiveness of the arrangements.
- (e)** Radioactive waste arising.
- (f)** Any other comments.

## PART 3 - CHAPTER 12

### POST MAJOR INCIDENT COUNSELLING AND ADVICE

**3.12.1** Following a series of Major Incidents in the latter half of the 1980s the need became apparent for support and counselling to be made available to not only the immediate casualties of the Major Incident but also to a wide range of persons affected by the Major Incident including relatives of the casualties, rescuers including members of the emergency services, and even casual onlookers. The responsibility for responding to this need is with Housing and Social Work Services.

**3.12.2** The Director of Housing and Social Work Services has established an Incident Assistance Team (IAT) which may be mobilised in a Major Incident.

**3.12.3** The IAT receive on-going training in its role and links have been established between the Team and the Emergency Planning Unit.

**3.12.4** An operational statement has been drawn up for the IAT giving details of its mode of operation and logistics needs.

**3.12.5** The provision of the service is over and above the meeting of the immediate Social Work needs of the community.

#### **3.12.6 Call Out**

In the event of a Major Incident occurring that requires the Social Work Services IAT, the agreed council emergency call out cascade procedures will apply.

#### **3.12.7 Immediate Response**

Where the emphasis will be on life saving and provision of essentials for immediate survival, it is likely that the services of the team will be necessary during the immediate response phase on site to support and assist the emergency services as required.

#### **3.12.8 Actions required at this stage are to:**

- (a)** Mobilise the IAT.
- (b)** Telephone lines to be used as a Helpline, whose number can be publicised.
- (c)** Arrange printing of 'Helpline' leaflets for distribution.
- (d)** Contact voluntary Agencies and Ministers of Religion as required.
- (e)** Collate, co-ordinate and manage all information received.

**3.12.9** The object at this stage, which, depending on the nature of the incident may commence within a few hours of the incident and extend for several days, is to contact persons directly affected by the emergency to assess needs. Means of contact, which may be used, are:

- (a) direct visits by social work staff or volunteers;
- (b) press and media statements (including Helpline number);
- (c) distribution of leaflets;
- (d) contacts with emergency services welfare officers;
- (e) liaison with Housing and Social Work staff and Community Nurses;
- (f) intensifying of normal Housing and Social Work contact with clients;
- (g) contacts with staff who may have been involved through normal line management.

**3.12.10** The contact actions should be initiated within twenty-four hours of the incident.

**3.12.11** At this stage the needs of casualties, bereaved persons, and others affected by the incident will vary considerably. Some people may only need a listening ear, others may require intense support on a one to one basis. Persons needing advice on the availability of temporary accommodation, availability of benefits, etc should be given it, assisted in obtaining it, or referred to the appropriate authority. It may be necessary to refer some persons for specialist treatment.

Police Forces throughout Scotland can provide valuable assistance, with the use of their Critical Incident Debriefing Process, which was found to be extremely helpful to a number of Council employees in the aftermath of the Dunblane incident.

**3.12.12** Depending on the incident the need for continued support of persons affected by a Major Incident may last for a prolonged period. In some persons for example the need may not manifest itself for possibly several weeks or even months. The Incident Assistance Team may therefore have to remain in existence for a prolonged period. In such circumstances the Director of Housing and Social Work Services will have to consider the replacement of the staff involved. The extent will depend on the circumstances of the incident.

**3.12.13** Throughout the period that the Incident Assistance Team continues operating liaison will be maintained as necessary with the relevant agencies.

**3.12.14** Means of keeping contact to help persons affected by the incident at this stage are:

- (a) the establishment of newsletters;
- (b) get together of persons affected in similar ways for mutual support ;
- (c) arranging suitable memorial services;
- (d) liaison with Community Support schemes.

**3.12.15** The Director of Housing and Social Work Services will be responsible for reducing the level of service and eventually standing down the function as the need reduces. Eventually responsibility for any cases requiring long term support would be transferred to the appropriate local offices.

## **Special Needs**

- 3.12.16** In some Major Incident situations it may be expected that bereaved relatives will travel to the area (for example a plane or train crash). In these circumstances it is essential that the Incident Assistance Team is involved and arranges in liaison with voluntary bodies to assist and counsel the bereaved. Likely needs are advice and assistance with transport and accommodation and information on the incident, memorial services and contact points.
- 3.12.17** Where children have been involved in the emergency there will be a need for close liaison with the school and this will be arranged by Education Services.

## **Behavioural Psychotherapy Service**

- 3.12.18** In the Forth Valley NHS Board area a rapid treatment for Post Traumatic Stress Disorder is available at Bellsdyke Hospital. Referrals should be made through General Practitioners or Psychiatrists to the Clinical Nurse Specialist, Behavioural Psychotherapy Service, and advice is also available from the Consultant Psychiatrist.

## **Further Guidance**

- 3.12.19** Further guidance is available from a number of recent publications and reports on the subject including a Scottish Executive Publication "Counselling and Support Services for People Involved in Major Incidents" issued in August 1991.
- 3.12.20** It should be noted that the need for the service could arise from a Major Incident outwith Falkirk Council, for example where loss of life or trauma occurs to a number of persons from one community from within the Falkirk area for example a school trip overseas.
- 3.12.21** Where a major Falkirk Council Service is, in terms of either its employees or clients, directly involved in the incident close liaison is essential to ensure automatic circulation of all the information on post Major Incident counselling and advice available.

## **PART 3 - CHAPTER 13**

### **COMMUNITY SUPPORT**

- 3.13.1** The need has been identified from Dunblane, Lockerbie, Hillsborough and other Major Incidents for a proactive policy of community support in the event of a Major Incident to enable the community to overcome the communal psychological effect of the Major Incident.
- 3.13.2** It is particularly difficult to present a detailed plan for community support because communities vary considerably and each individual community has its own strengths and weaknesses. In effect the need must be assessed for the particular community depending on the extent and nature of the incident.
- 3.13.3** The aim in community support is to encourage self-help and regeneration within the affected community following a Major Incident. This will involve a process of restoration, both physically and emotionally, which must be generated from within. The immediate affect on a community of any Major Incident is an upsurge of community activity, which can be channelled constructively towards community self help.
- 3.13.4** Possible ways in which the community may be supported are:
- (a)** To form a committee to co-ordinate community support. Such committees may already be in being as a Community Council. If not one should be formed with representation from local community groups and voluntary organisations, churches, elected members, major local employers, trade unions, etc. Ideally a member of the community, who is generally acceptable to all, should chair the group. It could well be that a suitable chairperson might be an elected member from the community. If there is no natural chairperson then it may be that the Council Chief Executive should convene the initial meeting with a view to handing over the chair to a member of the community.
  - (b)** The setting up of a broad based community support team with a Council Community Officer appointed by the Chief Executive.
  - (c)** Making use of the existing Falkirk Council Area Office/One Stop Shop system with perhaps a specific office set up on temporary basis where the community is not already served by a Local One Stop Shop.
  - (d)** Printing and issuing local information and news sheets for the Community.
- 3.13.5** It must also be realised that the affected community may not live anywhere near the incident scene, for example the community affected by the Hillsborough (Sheffield) Football Ground Major Incident were the Liverpool Supporters Club Members.

## **PART 3 - CHAPTER 14**

### **VOLUNTARY EFFORT IN A MAJOR INCIDENT**

- 3.14.1** From the outset of a Major Incident it may be expected that volunteers will play a not insignificant part in rescue and life saving operations at the site because by the very nature of major emergencies people are involved and people have a natural desire to help. If people are on the site and helping then the control and co-ordination of these volunteers lies with the Police Incident Officer, who has the responsibility for co-ordination of operations and safety of the public at the site. This section is, however, directed not at volunteers from the public caught up in the incident but at those who offer their services after the incident has occurred.
- 3.14.2** There are a number of voluntary organisations whose services are recognised as being available to assist the emergency services and local authorities in a Major Incident. These include the WRVS, the British Red Cross, St Andrew's Ambulance Association, the Salvation Army. The operational control and support of the volunteers from these voluntary organisations at the site will be the responsibility of the emergency services that they are supporting. Off site they will be under management of the service managing the particular function.
- 3.14.3** St Andrew's Ambulance Association or British Red Cross will be required to assist the Ambulance Service in tending casualties on site, they will be called out by the Police and directed to attend the nearest ambulance station and the Scottish Ambulance Service will be responsible for transporting them to the site and providing logistic support.
- 3.14.4** Housing and Social Work Services have arrangements with a member of recognised counselling organisations to assist in counselling of persons affected.

#### **Casual Volunteers**

- 3.14.5** Casual volunteers can cause problems at the site of a Major Incident, since they will come to the scene from a wide area to offer their services. It is up to the discretion of the Police Incident Officer whether such offers are accepted. They will be guided by the need. If there is no need for their assistance they will be asked to leave the site. If there is a possibility that they may be needed later they will be asked to register at a Volunteer Office which may be set up if necessary by Falkirk Council.
- 3.14.6** If unsolicited casual volunteers become a serious problem a Volunteer Centre may be set up and the police will ask for an announcement to be made on Radio and Television that such a centre has been set up and that volunteers should not come to the site but should contact the centre and offer their services.
- 3.14.7** The Volunteer Centre will be staffed from Council Services and will record on a database all offers of assistance, with the contact point of the person offering the service, the service offered, and skills available. Information on the database will be made available to the Emergency Services, the NHS Board and the Housing and Social Work Services.

- 3.14.8** The decision to use any casual volunteers will be with:
- (a)** the Police, for use of voluntary assistance at the site;
  - (b)** the Ambulance Service, for use of volunteers in support of their service;
  - (c)** the NHS Board, for use of volunteers in support of the Health Services;
  - (d)** Housing and Social Work Services for volunteers in support of caring services or for counselling.
- 3.14.9** Any volunteers, whether called out from voluntary organisations or casual volunteers, who are used under these arrangements will be considered as acting under the direction of the service using them and that service will be responsible for the administration and logistic support, including responsibility for public liability by the volunteer.
- 3.14.10** As far as volunteers assisting Council Services are concerned the “insurance provision” for “public liability” in the Council’s insurance cover would apply and such volunteers might be construed to be “employees” for the purpose of an indemnity in respect of legal liability from the “insurance provision”, but there would be no Personal Accident coverage for volunteers unless they were construed as going to the assistance of the police where there is specific insurance provision. Other agencies and organisations who may wish to make use of volunteers should check their own insurance cover.

## PART 3 - CHAPTER 15

### INFORMATION AND THE MEDIA

#### Introduction

- 3.15.1** Recent years have seen a rapid advance in telecommunication and information technology capabilities. Television channels devoted entirely to news and extended news programmes on other channels are with us to stay. The impact made at the scene of a Major Incident by those engaged in gathering material for the media can be massive and it is vital to prepare for the influx of media representatives - local, national and international.
- 3.15.2** The purpose of this chapter is therefore to highlight some of the issues which can arise in handling the media's needs for information in the event of a major incident and how to deal with the arrangements for overcoming those problems.

#### Assisting the Media

- 3.15.3** In the first instance, the task of coping with media pressures usually falls to the police in their role as co-ordinators of the response at and around the incident scene and with their responsibility for criminal investigation. But there are other aspects of a Major Incident - temporary accommodation for victims and perhaps their relatives and friends, safety of damaged buildings, road access and so on - which would call for a quick reaction by Falkirk Council and so they too must be involved in the media response from the outset. Depending on the nature of an incident, attention may also focus on other agencies, industrial operators and commercial or other organisations.

#### Initial Actions

- 3.15.4** Media personnel will arrive very quickly. They will often have learnt of the incident at the same time as the emergency services and, when they arrive, will expect to have access to information and briefing. Demands from local and regional media will quickly be augmented by demands from national and - depending on the nature of incident - international media. If these demands are not anticipated, media representatives are likely to add to the confusion.
- 3.15.5** Experience has shown the value of immediately dealing with the following points:
- **Control of access to the major incident site.** This is a police responsibility, put in place whenever practical, intended to allow rescue services to carry out their work unhindered and to preserve evidence at what may be the scene of a crime. It has to be anticipated that the broadcasting media in particular will bring large communications vehicles to the scene. In addition, helicopters are often deployed and control of the airspace may be an early consideration.
  - **Establishing a media liaison point.** This is a designated point at the incident scene, preferably outside the outer cordon, for the reception of media personnel, checks on their bona fides and briefing on arrangements for reporting, filming and photography. It may be little more than a rendezvous point with further facilities provided at a media centre.

- **Nominating a media liaison officer.** The swift attendance at the scene of a spokesperson (likely to be from the police) should ease the pressure from the media. Failure to arrange this will prompt media representatives to approach anybody available, which could lend credibility to inaccurate sources. Brief interviews with the senior police, fire, ambulance or other officers at the site will add authority to the information being given.

**3.15.6** The media will use all means of communication and any available contact point to gather information. Lack of co-ordination and information-sharing will result in different and even contradictory, messages emerging. It is therefore important that the media response is co-ordinated through the nominated media liaison officer from the earliest possible stage and that other spokespersons deal only with issues that fall within their own area of responsibility unless prior agreement has been reached. Even then, it is desirable to co-ordinate statements.

**3.15.7** In addition, in the initial stage of the incident response, it may be helpful for the following points to be borne in mind:

- The media may need to be reminded that in the period immediately following an incident no-one can know precisely what has happened. Initial statements should focus on what is happening, what the limitations of knowledge are at the time and what is being done to arrive at a fuller appreciation of the situation. If such statements are backed by a commitment to provide accurate information as soon as it is available, media personnel are more likely to attend briefings and thus accept a measure of control, particularly if the briefings are scheduled at regular intervals.
- The media will welcome any factual statements - particularly from emergency services' eye witnesses. However, such statements should not include speculation.
- Care should be taken that information about casualties is not released until details have been confirmed and the next of kin informed. It may be necessary to explain that identification of victims may be a protracted process in order to ensure accuracy.
- Limitations on the release of information, often because of the need to avoid prejudicing what may become a criminal prosecution, should be clearly and frankly explained.

**3.15.8** There will be great pressure on reporters to seek interviews with survivors and relatives but many will feel too shocked and distressed to give interviews. The first consideration should always be the well-being of the individual.

- 3.15.9** It is important to develop the best possible relationship with media personnel from the start. Pressure of competition between media teams and individuals will make them sensitive to any restrictions which appear to them to be unfair. If they feel they have been treated unreasonably, some representatives of the media will try to make their own arrangements which may obstruct rescue work and compromise evidence for any necessary investigation. Well managed media relations should alleviate these problems and should also allow positive advantage to be taken of the help which the media can provide, for example by broadcasting appeals for blood donors, publicising details of any evacuation planned and broadcasting casualty bureau telephone numbers.
- 3.15.10** The management of large numbers of media representatives can be assisted through pooling arrangements, particularly if safety or security considerations restrict access to a Major Incident site. A pool should only be operated when absolutely necessary. A pool might, for example, comprise one television crew, one newspaper reporter, a stills photographer and a radio reporter. Although a limit can be set on the number of media personnel to be allowed access to the site, such restrictions are seldom welcome and it is best to allow the media to decide who their representatives should be. Additional pooling facilities may be required for overseas media representatives. It is helpful to identify suitable sites for coverage of the Major Incident by media personnel who are not, at the time, included in pooling arrangements.

### **A Media Response Organisation**

- 3.15.11** In the event of a major incident the initial actions just described may be no more than holding arrangements. As events develop the need for a managed and comprehensive media response organisation headed by someone who equates to a public relations manager may become apparent. It is recognised that not all organisations or agencies have such a person, but experience has shown it to be extremely helpful.

The public relations manager for the disaster can be from the police, local authority, or other appropriate organisation depending on circumstances and locally agreed plans.

- 3.15.12** It is essential that the media response organisations management be fully involved in the senior management arrangements for dealing with the incident. They should be fully in the picture and can advise on and plan the media response. It is recommended that the public relations manager oversees all aspects of the media response, including:
- activities at the media liaison point;
  - arrangements for the media to visit the site, possibly including transport where the Major Incident is in a remote area;
  - accreditation of media personnel;
  - management of the media centre when one is established;
  - monitoring of likely media activities related to the Major Incident but at locations remote from the Major Incident scene; and
  - monitoring of media coverage.

## **Media Centre**

**3.15.13** An incident may also justify the establishment of a media centre to provide working accommodation for media personnel, a news conference and briefing area, facilities for monitoring television, radio and newspapers and a press office with communications equipment. Responsibility for establishing the centre should be agreed in advance as part of the planning process. It should wherever possible be close to the scene of the incident and staffed by representatives of the major organisations with responsibility for handling the incident; these should be people familiar with media relations - press officers wherever possible. Consideration should be given to the inclusion of central government press officers. The difficulties of setting up a media centre should not be underestimated and plans should be comprehensive yet flexible.

**3.15.14** Council Emergency Plans have identified Grangemouth Sports Centre and/or Falkirk Town Hall to be used as a media centre(s), although experience has shown that facilities can be set up rapidly in any suitable building.

**3.15.15** A media centre offers a number of advantages to all concerned.

- It provides the media representatives with a known source for the most accurate and up-to-date information that the authorities can make available.
- Once links with the rescuers and others central to the incident response are in place and spokespersons have been nominated, smooth flows of information can soon be established, compared and co-ordinated.
- There is then a better chance of identifying and dealing with any potential differences in approach and agreed approaches can be quickly relayed to the emergency services and other control centres.
- Oversight from the media centre should help to control media presence at the site, whether this is for photo-opportunities or briefing.
- Monitoring arrangements may be set up at the media centre to enable all concerned to be aware of what the media are broadcasting or publishing.
- In the event of a widespread or multi-site incident, a single media centre could serve as a focus for several media liaison points at differing locations.

The same media centre may suffice for both initial and recovery phases of the incident response.

## **Transfer of the Media Operation to Falkirk Council or other organisations**

**3.15.16** It has already been noted that the police are likely to take the lead initially in dealing with the media in their role as co-ordinators of the incident response. As the emphasis switches to the recovery phase, the overall lead may pass to Falkirk Council or other organisation which might then take the lead in dealing with continued media interest and providing any necessary public advice and information.

**3.15.17** In some circumstances - for example, when, after the initial phase of the incident response, the focus of media interest moves to public health issues and therefore it may be appropriate for the Forth Valley NHS Board to take control of the media operation.

### **Remote Handling**

**3.15.18** In some incidents attention has focused on communities and individuals living many miles from the scene who nevertheless become a centre of media attention. An example is the home town of those killed whilst travelling. This, too, may require co-ordinated media handling arrangements to ensure an efficient and coherent response from the authorities.

### **Liaison with Government**

**3.15.19** A major incident inevitably results in requests for Ministerial briefing and statements. It is the responsibility of the Scottish Executive to co-ordinate a consistent and properly considered response. On media matters therefore, Chief Constables and the Chief Executives should look to the Scottish Executive's Press Officers as their main contact.

**3.15.20** In practice, Scottish Executive Press Officers may need to be quickly at the scene in order to:

- Explain the involvement of Scottish Executive or the relevant regulatory body in the incident response.
- Be involved with any arrangements for VIP visits.
- Provide feedback to government.

**3.15.21** When central government accident investigators are called in, the involvement of the relevant Government Department Press Office may continue far beyond the initial stages of the Major Incident.

### **Information to the Public**

**3.15.22** Under certain legislation, such as the COMAH regulations (Control of Major Accident Hazards) regulations there is a duty to provide information to the public. It is the duty of the site operator to prepare and disseminate prior information; local authorities are required to ensure that information is received by those actually affected by an incident.

### **Visits by VIP's**

**3.15.23** Visits by VIP's can lift the morale of those affected by the incident as well as those who are involved with the response.

- 3.15.24** A Scottish Executive Minister may make an early visit to the scene and the injured, not only to mark public concern but also to be able to report to Parliament on the response. It is possible that the scale of an incident may in addition prompt visits by a Member of the Royal Family and/or the Prime Minister. Local VIP visitors may include the Lord Lieutenant, religious leaders or local MSP's. If foreign nationals have been involved their country's Ambassador, High Commissioner or other dignitaries may also want to visit the scene.
- 3.15.25** Visits to the scene need to take account of the local situation and the immediate effects on the local community. It may be inappropriate for VIP visitors to go to the site itself whilst rescue operations are still going on, particularly if casualties are still trapped. VIP visits should not interrupt rescue and life saving work and the police, as co-ordinators of the response, should be consulted about the timing of visits.
- 3.15.26** VIP visits will inevitably cause some disruption, including uninvited media activity and visitors will want this to be kept to a minimum. The additional need for security may also cause a problem. However, there are also dividends to be gained from such visits as they may boost the morale of all those involved, including the injured and the emergency services and given an opportunity to place on record public gratitude for their efforts.
- 3.15.27** Local services are, of course, experienced at handling VIP visits in normal circumstances and many of the usual considerations will apply to visits to the incident site.
- 3.15.28** VIP's will probably require briefing before visiting the site (which they will doubtless want to see) and will certainly require briefing before any meetings with the media.
- 3.15.29** In addition, VIP's are likely to want to meet those survivors who are well enough to see them. It will be for the hospital authorities to decide, on the basis of medical advice and respect for the wishes of individual patients, whether it is appropriate for VIP's and/or the media to visit the casualties. If the media cannot have access to wards, the VIP can still be interviewed afterwards at the hospital entrance about how patients and medical staff are coping.

### **Sustaining the Response**

- 3.15.30** Major Incidents place enormous demands on all involved in the response. Media interest, particularly if it is international, can create pressure on a round-the-clock basis. The Chief Constable and the Chief Executive will wish to take sustainability into account during the response. The pooling of resources in a joint media centre should be helpful in this respect. It needs to be remembered that sustainability applies not only to operational personnel but also to those involved in providing administration support.
- 3.15.31** In the much longer term, experience has shown that media interest in the disaster is revived on the anniversary of the occasion and the Chief Executive may wish to give consideration as to how these occasions should be handled.

## **PART 3 - CHAPTER 16**

### **PUBLIC WARNING INFORMATION AND ADVICE**

**3.16.1** It should be recognised that the provision of public warning information and advice should, whenever practicable, begin before any incident occurs e.g. public information under COMAH regulations.

**3.16.2** When a major incident occurs, the public is likely to require a variety of information and advice, the particular needs depending on the nature of the incident and its current status. Matters on which the public might require information or advice include:

- the nature of the incident;
- the number and identity of any casualties;
- any road closures or other travel restrictions;
- any protective measures to be taken, e.g. remain indoors, closure of doors and windows;
- whether any leaflets on the problem are readily available;
- any professional advice or help recommended to be sought by affected persons;
- the telephone number of any 'helpline';
- longer term matters, e.g. financial assistance, compensation claims, repairs, public meetings.

#### **Ways of Meeting the Needs**

**3.16.3** Dependent on the nature of the incident and the degree of risk, measures which might be taken (singly or in combination) to provide the information include:

- advice from vehicles touring round with loudspeakers;
- knocking on doors in the area;
- using any local warning systems available e.g. siren systems in Grangemouth;
- using existing community networks;
- telephoning people or institutions in the area;
- having the media transmit messages.

### **Level and nature of consideration required**

- 3.16.4** A record should be kept of the nature and time of issue of all advice to the public.
- 3.16.5** Some decisions on these matters may have to be taken locally and immediately by Incident Officers, be they at operational or tactical level. Where the incident has arisen from an accident at a commercial undertaking or similar, the company concerned will also be involved.
- 3.16.6** They are all matters which the multi agency group would ultimately consider, bearing in mind (as would also Incident Officers) the nature, severity and scale of the incident; the human and other resources available; and the need to strike the right balance between protection of the public and avoidance of unnecessary panic.

### **Accuracy of information and advice**

- 3.16.7** It is clearly of the utmost importance to seek to ensure that any information or, more particularly, advice about personal safety, given to the public is as accurate and as consistent as possible. This may on occasion mean striking a difficult balance between giving as early warning/advice as possible and achieving full confidence in the accuracy of information. A record should be kept of the nature and time of issue of all advice to the public.

### **In the Longer Term**

- 3.16.8** Once the operational phase of the emergency is over there will be a need to continue to make information available to the affected community. This can take a number of forms, the ones appropriate depending on the circumstances. Possible means are:
- (a)** Press releases to national and local press.
  - (b)** Providing spokespersons to be interviewed on Radio and Television.
  - (c)** Printing Community Information and News Sheets.
  - (d)** Holding public meetings.
  - (e)** Providing information at Council One Stop Shops.
- 3.16.9** It is important that all such initiatives are co-ordinated and no action should be taken without the authority of the Chief Executive or nominated officer leading the Falkirk Council response.

### **Informing Elected Members**

- 3.16.10** The giving of information on a major emergency to elected members must be a measured reaction depending on the particular circumstances of the emergency and it will be the responsibility of the Chief Executive to decide how the respective elected members are informed.

**3.16.11** At the time of an incident operational priorities will dictate when information of the emergency is given to elected members. The following are options which may be selected:

- (a)** The Chief Executive will inform the Elected Members of any action taken under the delegation of powers to authorise expenditure for relief measures.
- (b)** The Chief Executive will make arrangements for the Provost, Deputy Provost, Leader of the Council, Convenors of appropriate Committees and Local Members to be informed.
- (c)** Depending on the extent and duration of the incident the Chief Executive may arrange to brief all elected members on the developing situation. This may be done either by a verbal briefing at a specific time or by the circulation of a written report
- (d)** Again depending on the severity and duration of the emergency it may be necessary to convene a meeting of an Emergency Committee of the Council. The remit of such a Committee would be to receive reports of action taken; to authorise the exceptional expenditure of funds and use of resources on emergency relief measures; to authorise any further action which might be considered necessary including any arrangements for setting up and administering a Major Incident Fund.
- (e)** Any elected member who is asked to give an interview by the media on the Major Incident should be asked to advise the Chief Executive to obtain a briefing. The latter will also advise the Media Centre.

