

The Moray Council

Emergency Planning Policy and Procedures

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1 Introduction

1.1 Every Local Authority is faced with the possibility of having to cope with the effects of a major civil emergency. No hard and fast rules to meet all emergencies can be drawn up as time, nature, scale and location will determine the type of response made.

1.2 No single organisation is entirely responsible for dealing with emergencies or natural disasters in the United Kingdom.

1.3 The Civil Contingencies Act (2004) and its associated Regulations and Guidance recognise the fact that many agencies are involved in responding to emergencies. The Act therefore defines two categories of responder. These are described as Category 1 and Category 2 Responders. Local Authorities are classed as Category 1 Responders. Category 1 Responders prepare and respond to emergencies and Category 2 responders co-operate and share information with Category 1 Responders. Further details on Category 1 and 2 responders and their roles and responsibilities are contained in Appendix K.

1.4 The Civil Contingencies Act (2004) defines an emergency as “an event or situation that threatens serious damage to human welfare in a place in the UK or to the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK.” The general caveat is that the situation is on a scale beyond the capacity of normal operations and requiring the special mobilisation and organisation of services.

1.5 This document is intended for the guidance of Moray Council personnel who might be involved in dealing with an emergency as defined in the Civil Contingencies Act (2004). It is designed to provide a flexible framework for the co-ordination of action regardless of cause.

1.6 Where specific identifiable hazards exist within Moray separate detailed Plans have been prepared which are consistent with this document. Details of plans applicable to the Moray area are listed in Appendix A.

1.7 There may be occasions when incidents arise which may not fall neatly into the category of an emergency. A common sense approach following - to a greater or lesser degree - the broad principles contained in this document should be adopted to ensure an effective response to emergencies of any nature.

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2 Terms of Reference

2.1 Section 84 (i) of the Local Government (Scotland) Act, 1973, states, "Where an emergency or disaster involving destruction of or danger to life or property occurs or is imminent or there is reasonable grounds for apprehending such an emergency or disaster, and a local authority are of opinion that it is likely to affect the whole or part of their area or all or some of its inhabitants, the Authority may - incur such expenditure as they consider necessary....to avert, alleviate or eradicate....the effects or potential effects of the event."

2.2 Power conferred by Section 84 (i) is in addition to any other enactment. Powers under specific legislation relating to individual services should be used where appropriate.

2.3 The Civil Contingencies Act (2004) and its accompanying Regulations and Guidance place statutory responsibilities on Category 1 Responders to prepare for emergencies. It delivers a single framework for civil protection in the United Kingdom and is separated into two parts:

- Part 1 - Local arrangements for civil protection
- Part 2 - Emergency powers for Government

Under the terms of the Act, Moray Council is required to:

2.3.1 assess the risk of emergencies occurring and use this to inform contingency planning;

2.3.2 put in place emergency plans;

2.3.3 put in place Business Continuity Management arrangements;

2.3.4 make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency;

2.3.5 share information with other local responders to enhance coordination;

2.3.6 cooperate with other local responders to enhance co-ordination and efficiency;

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2.3.7 provide advice and assistance to businesses and voluntary organisations on Business Continuity Management.

The full text of the Civil Contingencies Act (2004) can be viewed at <http://www.legislation.gov.uk/ukpga/2004/36/contents>

The Civil Contingencies Act 2004 (Contingency Planning) (Scotland) Amendment Regulations 2013 can be viewed at <http://www.legislation.gov.uk/ssi/2013/247/contents/made>

The guidance to support the Civil Contingencies Act 2004 (Contingency Planning) (Scotland) Amendment Regulations 2013 is known as Preparing Scotland and can be found at <http://www.scotland.gov.uk/Publications/2012/03/2940>

2.4 The Moray Council Business Continuity Planning Policy and Procedures document sets out the arrangements for meeting the Business Continuity aspects of the Act.

2.5 The main roles of a Local Authority in an emergency are to support the activities of the emergency services, care for people affected by the emergency, maintain day to day services and coordinate the recovery aspects of the emergency.

2.6 The Moray Council has endorsed an approach to emergency planning whereby maximum advice and assistance will be afforded to the residents of Moray and other people in the area in the event of an emergency as defined by the CCA. This will be provided either directly or in support of the Police and/or other responders. Moray Council will also provide appropriate support and assistance, where practicable, to any other Local Authority.

2.7 Other Legislation

2.7.1 Equal Opportunities

Moray Council will ensure that the emergency planning policy does not discriminate on any grounds and in particular not on the grounds of : sexual or marital status; on racial grounds; on grounds of disability, age, illness sexual orientation, language or social origin, or other personal attributes, including beliefs or opinions such as religious beliefs or political opinion.

All communication will be in plain language.

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The Council will ensure that the promotion of equal opportunities by publishing information and documentation in different formats/languages and for customers who have special needs such as people with sight, hearing or learning difficulties by using for example signers.

2.7.2 Data Protection

The Data Protection Act 1998 governs the way information is obtained, recorded, stored, used and destroyed. The Moray Council complies with all the requirements of the Act and ensures that personal data is processed fairly and lawfully, that it is used for the purpose it was intended and that only relevant information is used. The Council will ensure that information held is accurate and where necessary kept up to date and that appropriate measures are taken that would prevent unauthorised or unlawful use of any such personal information.

Government Guidance on Data Protection and Sharing – Guidance for Emergency Planners and Responders is available at <http://www.cabinetoffice.gov.uk/resource-library/data-protection-and-sharing-%E2%80%93-guidance-emergency-planners-and-responders>

2.7.3 Freedom of Information

The purpose of the Freedom of Information (Scotland) Act 2002 is to “provide a right of access by the public to information held by public authorities”. In terms of section 1 of the Act the general entitlement is that a “person who requests information from a Scottish public body which holds it is entitled to be given it by the authority.” Information which a person is entitled to is the information held by the public authority at the time the request is made.

This is a complex area of law which can overlap with the Data Protection Act and other legislation.

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3 Aim and Objectives

3.1 The aim of emergency planning within Moray Council is to provide a basis on which Moray Council can respond effectively to, and lead the recovery from, emergencies.

3.2 The objectives of emergency planning within Moray Council are:

3.2.1 to enable Moray Council to provide assistance to the full-time emergency services;

3.2.2 to enable Moray Council to provide professional and technical advice, labour, transport, equipment, use of premises and any other material or resources which might be required during an emergency;

3.2.3 to enable Moray Council to lead the recovery phase of any emergency;

3.2.4 to enable Moray Council to continue to deliver appropriate services during any emergency response;

3.2.5 to comply with the requirements of the Civil Contingencies Act (2004) and its accompanying Regulations.

3.3 This document is not designed to meet the needs of day to day incidents which could affect the normal functions and resources of a Service. These should be covered by Service operational and Business Continuity plans.

3.4 The Police, Fire, Ambulance, Coastguard and National Health Service have detailed plans to meet most types of emergency. Information contained in this document relating to those services is intended for information purposes only.

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4 Planning Philosophy

4.1 Under the Civil Contingencies Act (2004), Moray Council is required to have a strategy to deal with emergency situations and to ensure not only that the organisation is equipped to deal with the emergency, but that day to day operations can continue to operate in parallel, as normally as possible.

4.2 When emergencies occur the rules governing normal decision making change. Consequently it is essential that senior officers have a planned response in such circumstances. Under crisis conditions normal decision making processes can be too slow; routine channels of information and communication may be disrupted or be inadequate and consideration must be given at an early stage as to whether the emergency arrangements detailed in this document should be activated.

4.3 To meet the stated aim and objectives whilst recognising the constraints outlined in paras. 4.1 and 4.2. Moray Council has adopted the following general principles of emergency planning and response:

4.3.1 ongoing assessment of the potential hazards affecting Moray;

4.3.2 an incident management structure independent of the normal management system. This in recognition of the fact that the emergency response should not compromise normal modes of operation but function in parallel utilising managers and support staff who are, where possible, pre-designated and trained for such duties;

4.3.3 ongoing training and exercising of key staff and others with designated duties;

4.3.4 active involvement, where possible, at the planning stage of those who will be involved in the response;

4.3.5 maintenance, where appropriate, of detailed emergency instructions for designated staff.

4.4 All Moray Council personnel or contractors involved in an emergency response shall undertake their duties with full regard to health and safety requirements and shall not put themselves or others at risk.

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5 Emergency Planning Partnership Arrangements

5.1 It is important that an appropriate structure exists to formulate and implement the emergency planning policy. Prior to 1 November 2013 information sharing and co-operation duties were carried out under a partnership arrangement known as Strategic Co-ordinating Groups (SCGs). SCGs were aligned with Police Force boundaries, but the creation of the single Police Force in April 2013 meant that the Regulations were no longer applicable for that particular aspect.

5.2 From 1 November 2013 three Regional Resilience Partnerships (RRPs) provide the framework for managing resilience activities on a wide area basis. RRP's cover east, west and north of Scotland areas and these boundaries align with the territorial areas for both Police Scotland and the Scottish Fire and Rescue Service. Moray is part of the North RRP.

5.3 The RRP aims to protect the people, economy and environment of the North of Scotland by building resilience and having effective arrangements in place to deal with emergencies.

5.4 The members of the group are the Chief Executive or local equivalent of the following organisations:

Aberdeen City Council*	Orkney Island Council
Aberdeenshire Council*	Perth and Kinloss Council
Angus Council	Police Scotland (Chair)*
Comhairle Nan Eilean Siar	Scottish Ambulance Service*
Dundee City Council	Scottish Fire and Rescue Service*
Maritime and Coastguard Agency*	Scottish Environment Protection Agency*
The Moray Council*	Shetland Islands Council
NHS Grampian*	Utilities Representative*
NHS Highland	Military Liaison*
NHS Orkney	Animal Health and Veterinary Laboratory Services*
NHS Shetland	Crown Office and Procurator Fiscal Service*
NHS Tayside	Scottish Government (Observer status only)
NHS Western Isles	

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5.5 Each RRP is comprised of Local Resilience Partnerships (LRPs). The LRPs bring together the agencies which contribute to resilience in each area. Moray is part of the Grampian LRP. The LRP aims to maintain effective local liaison and co-ordination, through developing and managing a local work programme. Grampian LRP members those prefixed with a * at paragraph 5.4.

5.6 The NSRRP has established a number of Capability and Liaison groups to carry out activities determined in their Business Plan. The Grampian Emergency Planning Unit and, where appropriate, officers of Moray Council sit on the various Capability and Liaison groups. They provide the input to plans and arrangements developed and ensure that Moray Council emergency arrangements are in place to deliver the response detailed in the NSRRP and LRP plans. A list of plans can be found at Appendix A.

5.7 Where there is a need to discuss Moray Council emergency planning matters this is achieved through either briefing at DSMT/CMT or establishment of short life working groups.

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6 Command & Control

6.1 Understanding of Command & Control arrangements is important as it forms the basis upon which the emergency services and other agencies are linked to ensure effective co-ordination, direction and communication throughout the various stages of an emergency.

6.2 In most cases in any emergency the Police will be the first to respond and they will be responsible for co-ordination at the scene, where the most senior Police Officer at the scene will assume the role of "Police Incident Officer" and will liaise with the Senior Officers from the other emergency services and organisations as applicable. The Incident Officers from the other agencies will be responsible for the command of their own resources under the overall co-ordination of the Police.

6.3 See Appendix J for further information on the levels of command and control.

Notes:

Where there is a fire the operational control of measures to fight the fire lies with the Chief Fire Officer.

Where there is an offshore incident the rescue operation will be co-ordinated by HM Coastguard.

Where there is a major oil spill incident the shoreline clean up operations will be co-ordinated by the Council Oil Pollution Officer. (The activation and response mechanisms relating to oil spill incidents differ from those undertaken in the type of incident referred to in this document. The appropriate information is contained within the Coastal Pollution Contingency Plan.)

When the emergency response phase moves to the recovery phase, Moray Council will take the lead co-ordination role. See Section 9.

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7 Moray Council Emergency Response

7.1 Duty Officer Systems

The following duty officer systems are in place for responding to emergencies:

7.1.1 Emergency Planning Unit - 1 Duty Officer always available;

7.1.2 Chief Executive, Corporate Directors and Heads of Service participate in a rota system (Emergency Response Co-ordinators – ERCs) in which they assume the role of corporate representative on behalf of the Chief Executive and will instigate the appropriate emergency response to any emergency affecting the Council.

See Appendix L for information on the role of the ERC. Section 11 provides checklists on initial actions to be taken by the ERCs.

7.2 Moray Council Corporate Emergency Management Framework

7.2.1 The response to any emergency affecting Moray will be coordinated in the first instance by the most appropriate Service if there is a clear Service lead, otherwise it will be co-ordinated by the Duty ERC. In his absence the Chief Executive or any available Corporate Director will co-ordinate.

7.2.2 The Lead Service or the Duty ERC will coordinate the emergency response actions of Services by maintaining contact with the appropriate Service representatives or by calling together the Council's Emergency Management Team.

7.2.3 The Emergency Planning Unit will endeavour to provide support to the ERC or Lead Service/Section as necessary.

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8 Moray Council Emergency and Incident Management Teams

8.1 Depending on the scale of incident the Council will consider establishing an Emergency Management Team at Strategic level, and Incident Management Teams at Tactical and Operational levels. Further information on this in a multi-agency/Scottish Government context is included at Appendix J.

8.2 Emergency and Incident Management Teams

8.2.1 The purpose of establishing Emergency and Incident Management Teams is to allow Moray Council to act effectively to:

- determine the extent of the problem.
- agree strategy, tactics and priorities both in the short and long term;
- initiate and deliver response actions;
- obtain and allocate resources;
- liaise with all other involved agencies to exchange information and ensure an integrated unified response to the incident;
- monitor progress of operations and produce regular situation reports;
- issue regular briefings to the press; local Councillors, Government Ministers and other interested parties;
- ensure a comprehensive log of events and record of costs is maintained;
- deploy Liaison Officers to emergency locations established by other agencies. This is to ensure that all appropriate information is fed back to the Council Co-ordination Centre and vice-versa;
- prepare to take over the local co-ordinating role and to lead the local recovery and restoration phase.

8.2.2 Services must be clear that all actions taken in connection with the emergency response must be co-ordinated via one of the tactical teams once established. Services should establish their own internal emergency response structure to ensure compatibility with the Emergency Management Framework.

8.2.3 Logging of key issues and decisions should be undertaken at all levels of the response. See Appendix B for more information on logging.

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8.3 Strategic

8.3.1 The Strategic Team will provide the strategic response to major or significant incidents. They will define, prioritise and regularly review, in very broad terms, what needs to be done and why.

8.3.2 The Strategic Team will be chaired by the Chief Executive or nominated deputy.

8.3.3 The key activities may include:

- to set strategic direction for response and recovery;
- to resolve inter Service conflicts of interest and assign duties and responsibilities;
- to determine response and recovery priorities;
- to act as the contact point for the Grampian LRP/NSRRP and Government;
- to authorise statements to media.

8.4 Tactical

8.4.1 The Tactical Team will provide the tactical response to major or significant incidents. They will decide how the strategies defined by the Strategic Team will be implemented. They will also support the activities of the Operational Teams.

8.4.2 This team will generally be chaired by an officer nominated by the Chief Executive or Duty ERC.

8.4.3 It is possible that a Tactical Team acting as a single group may be able to effectively manage the response but on occasion specific "functional" teams may be established to manage specific parts of the tactical response eg Procurement/Finance, Media/Public Relations, Care for People, Intelligence/Information, Forward Planning, etc.

8.4.4 The key activities may include:

- to determine how to deliver the strategies defined by the Strategic Team by assessing the response required in terms of resources (labour, equipment, property, materials, catering etc);
- to disseminate/escalate information between Operational and Strategic Teams;

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- to act as a contact point for external sources, LRP/NSRRP partners, other stakeholder groups etc;
- to act as a buffer/filter for information to the Strategic Team;
- to provide specialist skills/knowledge;
- to allocate actions to Operational Teams;
- to produce regular situation reports for the Strategic Team;
- to ensure all financial records are maintained and are identifiable as being part of the cost of the emergency;
- to ensure all information relating to possible compensation claims (for and against the Council) is properly maintained;
- to prepare information for media release;
- to assist in the dissemination of information to the public;
- to gather information from all teams, external agencies and other sources and disseminate as appropriate;
- to ensure comprehensive event logs are maintained.

8.5 Operational

8.5.1 Operational Teams will generally be Service led groups responsible for coordinating the operational response. They will be responsible for implementing the tactical arrangements defined by the Tactical Team or will act on instruction from the Tactical Team or the Duty ERC.

8.5.2 Liaison officers from other agencies will be requested to participate in these groups where appropriate, particularly as the incident moves from response to recovery.

8.5.3 Key activities may include:

- to mobilise, control and keep records of deployment and movement of resources;
- to keep records, photographs and video of appropriate damage/events for later insurance and compensation claims and to aid in the development of any future preventative measures;
- to maintain appropriate logs;
- to support and manage incident centres and scenes.

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8.6 Corporate Recovery Team – Business Continuity

This team would be established in the event of an emergency affecting the ability of the Council to deliver one or more of its critical activities and is linked to the Council's Business Continuity Planning arrangements.

The Team will work alongside the Tactical Team (if established) and report to the Strategic Team (if established - otherwise to the Corporate Management Team).

This team will be responsible for ICT Disaster Recovery management, Facilities Recovery management and for the coordination of recovery of Critical Functions by Services.

It will specifically:

- a) Coordinate the redeployment of staff across functions and Services;
- b) Coordinate the provision of premises for displaced critical functions;
- c) Coordinate the provision of ICT facilities for critical functions;
- d) Arrange for, and coordinate, deployment of resources;
- e) Coordinate the requirement for and acquisition of equipment and resources from internal and external sources;
- f) Implement measures to protect property, resources, reputation and ensure all sites remain secure and safe;
- g) Keep records of the decisions made and expenditure arising out of recovery operations;
- h) Coordinate the recovery of damaged files, equipment and premises;

Other teams may be established depending on the nature of the incident.

8.7 Service Response Arrangements

8.7.1 All Services should be in a position to form their own Incident Management Teams when necessary. These teams will be responsible for ensuring the Service can respond to the needs of an emergency.

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8.7.2 The teams may also be required to co-ordinate the Service response to an emergency for which that Service has the lead responsibility eg long term counselling needs, incidents affecting a school, etc.

8.7.3 It is important to appreciate that when an Incident Management Team is established - particularly outwith working hours - their effectiveness relies on the ability of Services to call in and co-ordinate the efforts of their staff and resources.

8.7.4 Services should have in place arrangements to ensure the following information is available at short notice and can be accessed even if the main operating base of the Service is inaccessible:

- a) the identity and contact details of Incident Management Team members and support staff;
- b) details of existing operational out of hours and emergency arrangements;
- c) appropriate Action Lists for key officers;
- d) arrangements to produce, following involvement in an emergency;
 - i) an accurate incident report;
 - ii) an accurate account of costs.

8.7.5 In some cases Services have specific pre-identified processes and procedures to support the emergency response. See Appendix A.

8.8 Standing Orders

8.8.1 Any arrangements to vary Standing Orders to assist in the needs of managing an emergency will be co-ordinated by the Corporate Director – Corporate Services.

8.8.2 Best practise guidance suggests that consideration should be given to formalising delegation to senior managers or making arrangements to establish a small 'emergency committee' to deal with the immediate and urgent needs of an emergency.

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9 Recovery

9.1 Recovery can be defined as a co-ordinated process of rebuilding, restoring, rehabilitating and, perhaps, regenerating communities following an emergency. Its purpose is to minimise the emergency's harmful effects on individuals and communities. It is more than a simple remedial activity, replacing what has been destroyed; or recuperation for those affected. It is a complex social and developmental process.

9.2 The phase of the incident following the emergency response phase is known as the recovery phase. This phase will generally be led by Moray Council and will usually begin for the Council in the early stages of the emergency. Ultimately, the response phase will cease and Moray Council will formally take over the lead as the recovery aspects continue, potentially for weeks, months or even years.

9.3 Recovery should be considered in tandem with the response phase. A number of functions will need to be carried out as part of the recovery process. These will be managed by or resourced from the appropriate Moray Incident Management Team/s in conjunction with partner organisations where appropriate. In some cases specific groups may be established to undertake these functions. Paragraph 9.11 provides more information.

9.4 In emergencies the Emergency Services will be heavily involved in the initial life saving phase of the operation but Moray Council services will have a vital role to play over a much longer period.

9.5 The Police will have the main co-ordinating role until the emergency phase of the incident has passed. Transfer of the co-ordination function from the Police to the Moray Council will only be made after consultation between the Chief Constable and the Chief Executive.

9.6 In some emergency situations, usually arising from exceptional weather conditions or pollution, the emergency services may have little involvement despite Moray Council resources being heavily committed.

9.7 Recovery is best achieved when the affected community is able to exercise a high degree of self-determination and contribute to the process.

9.8 It is important that a clear recovery strategy is developed and agreed as soon as possible after the onset of an emergency and should include consideration of some, or all, of the following:

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9.8.1 the opportunities for longer term regeneration and economic development;

9.8.2 the involvement and co-operation of the community and all relevant agencies;

9.8.3 the development of a concise, balanced and affordable recovery action plan;

9.8.4 the bringing back into use of transport networks as soon as practicable;

9.8.5 the speedy and coordinated recovery of infrastructure and utilities;

9.8.6 the development of a pro-active and integrated framework for personal care;

9.8.7 the development of a pro-active and integrated framework of support for businesses;

9.8.8 the physical restoration of affected areas;

9.8.9 the coordination of recovery with environmental protection issues;

9.8.10 the development of a pro-active and integrated framework for public communication;

9.8.11 the identification and maximisation of sources of potential funding;

9.8.12 the establishment of effective arrangements for community involvement and liaison.

9.9 Recovery will be led by Moray Council, as far as Moray is concerned, through the Emergency Management Framework previously described.

9.10 Whilst recovery will be led by Moray Council, many aspects will require a multi-agency approach therefore Moray Council's arrangements will interface appropriately with the NSRRP/LRP Response and Recovery Framework.

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9.11 The following impacts will be considered by the Strategic (and possibly Tactical) team when developing a recovery strategy in response to an emergency:

9.11.1 People

- a) physical impacts (including individuals' health, housing, financial needs);
- b) psychological impacts (personal and community)
- c) deaths;
- d) community displacement;
- e) community cohesion.

9.11.2 Economy

- a) economic and business impacts;
- b) employment.

9.11.3 Infrastructure

- a) disruption to daily life (e.g. educational establishments, welfare services, transport system);
- b) disruption to utilities/essential services;
- c) damage to residential, industrial and public property and security of empty buildings.

9.11.4 Environment

- a) pollution and decontamination;
- b) waste;
- c) natural resources and habitats.

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9.12 The following paragraphs detail some of the main functions which may be required. Further information and details on Group membership is contained in Preparing Scotland – Recovering from Emergencies <http://www.scotland.gov.uk/Publications/2010/12/02150415/0>

9.12.1 Some of the Groups detailed below are already established under the NSRRP structure.

9.12.2 Community Recovery/Liaison Group will canvas community concerns, feelings and initiatives and assist in informing the wider community of actions proposed. It will also assist in impact assessment of affected community. This Group will be led by the Moray Council.

9.12.3 Care for People Team co-ordinates the provision of a full range of practical, and personal, assistance and support for those directly or indirectly affected by the emergency. It enables the community easy access to the required support/assistance and brings together all agencies with a role in caring for people. This Group is established as part of the NSRRP structure. Details of how this is delivered is contained in the Care for People plan. This Group will be led by the Moray Council.

9.12.4 Environment and Infrastructure Group will use expertise (and monitoring data) to give viable options for cleanup, repair and replacement and to liaise closely with stakeholders. This Group will be led by the Moray Council.

9.12.5 Public Communications Group will develop an effective communication strategy relating to the recovery aspects of the response. It will ensure that the public and media are fully informed and consulted. It will address local, regional and national communication issues and allow communities to make informed decisions. This Group is established as part of the NSRRP structure. Details of how this will be delivered are contained in the NSRRP Public Communications Plan and the Moray Council Crisis Communications Protocol. This Group will be activated during the emergency response phase and it is expected that it will be led by Police Scotland. However, during the recovery phase this Group will be led by the Moray Council.

9.12.6 Scientific and Technical Advice (STAC) co-ordinates and provides specialist scientific and technical advice on public health and the environment. This Group is established as part of the NSRRP structure. Details of how this will be delivered are contained in the multi-agency STAC plan. This Group is generally led by the NHS.

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9.12.7 Business and Economic Recovery Group will assess the economic implications for the affected area and provide assistance to enable businesses affected by the emergency to resume trading as soon as possible. This Group will be led by the Moray Council

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10 Service Responsibilities

10.1 It is difficult to identify the exact emergency roles which Moray Council Services may have during an emergency but the following section details examples of possible Service involvement. This should be considered in conjunction with the previous section on Recovery which outlines specific areas in which Moray Council will be expected to lead.

10.2 In addition to any specific responsibilities Services may have there is an additional corporate responsibility which requires Services to identify staff who may not have a direct role to play in an emergency and who can be released from normal duties to assist in the emergency response by answering telephones, providing administrative support and filling gaps left in other Services caused by their involvement in the response.

10.3 These staff will be amongst the most important in any emergency response and once identified will be provided with emergency planning awareness and other appropriate training by the Emergency Planning Unit.

10.4 It is necessary to establish a substantial pool of such staff who can be asked to respond in an emergency day or night and which is large enough to accommodate a 3 shift 24hr system of working. These staff will be volunteers and only a percentage will be available at any one time.

10.5 Chief Executive

The Chief Executive must be advised of any major incident occurring within the Moray Council area. He is responsible for ensuring the effectiveness of Moray Council's response to an emergency, in particular with longer term restoration considerations.

Key tasks include:

- consultation/liaison with the emergency services at senior (Strategic) level;
- advising and consulting with elected members;
- liaising with senior representatives of other authorities/services/agencies including senior government officials and Ministers;
- generally advising the Council on policy options;
- organisation of memorial and similar events during and after a major incident;

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- co-ordination of the Council's response to the media (local, national and international); liaison with other agencies involved in the emergency response to ensure media statements etc are accurate and consistent;
- the co-ordination of arrangements to accommodate large numbers of media personnel who may descend on Moray in the event of a major emergency;
- provision of PR expertise to Emergency Management Team/s;
- co-ordination of information to the Public;
- provision, possibly at short notice, of printed materials required in connection with a major emergency. eg public information leaflets, posters, forms etc;
- co-ordination of all V.I.P. visits in connection with a major incident;
- provision and co-ordination of administrative support to Emergency Management Teams;
- advising on equal opportunities issues including accessing translation services, etc;
- co-ordination of arrangements to allow the community to present its views adequately and as far as possible take the lead in its own recovery;
- other tasks which do not obviously fall to one Service, eg organisation of memorial services, etc, will be allocated by the Chief Executive to the most appropriate Service.

10.6 Corporate Services

10.6.1 Legal Services

- legal advice on all aspects of any emergency particularly with a view to ensuring the Council response can withstand scrutiny in any subsequent Inquiry or liability claims;
- co-ordination of the pursuit/defence of damages/compensation as appropriate;
- establishment and co-ordination of any appeals fund which the Council deems appropriate (in conjunction with Finance);
- extension of the Registrar function which will be put under some strain in the event of an emergency resulting in large numbers of deaths.

10.6.2 Finance

- managing the financial impact of the emergency on the Council;
- collation of details of expenditure incurred by the Authority;

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- provision through Purchasing Section of procurement expertise utilising existing suppliers and identifying specialist suppliers where necessary;
- provision of financial systems – expenditure recording and control;
- liaison with Scottish Executive and other agencies such as the International Tanker Owners Pollution Federation Ltd (ITOPF) and Services with a view to maximising claims under the Belwin formula and ITOPF Insurance schemes;
- establishment and co-ordination of any appeals fund which the Council deems appropriate.

10.6.3 Human Resources and Information Communication Technology

- establishment and maintenance, in conjunction with employing Services, of shift working systems for all involved staff;
- co-ordination of staff briefing sessions to those volunteering or required to become part of the emergency response;
- ensuring staff welfare is not compromised as a result of the emergency response by monitoring those involved through discussion and formal debriefing sessions;
- monitoring Health and Safety procedures at all levels of the emergency response.
- provision of communication equipment and links between all operational centres of activity during an incident;
- co-ordination of the restoration of council systems which may have been directly affected by an emergency;
- advising on and developing internal and external communications options utilising e-mail, intranet, internet and other appropriate systems.

10.7 Education and Social Care

10.7.1 Education

- temporary suspension of pupils attendance at certain schools for reasons connected with the emergency;
- open at short notice schools and/or community education centres which may be required as Rest Centres or for other purposes in connection with an emergency;
- evacuation of selected schools and community centres which may be affected or required to be used for purposes in connection with an emergency and the temporary care of any pupils/students and staff evacuated;

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- provision, where practical, of alternative arrangements for pupils whose normal school may not be available for reasons connected with an emergency;
- the development in conjunction with the Media Team, of a strategy for the provision of information to the public via public libraries and other locations.

10.7.2 Community Care and Integrated Childrens Services

- co-ordination of the “care for people” response in the event of an emergency;
- provision of counselling and welfare advice assistance at Rest Centres and other centres established in connection with an emergency;
- operation of a telephone helpline for relatives/friends and members of the public;
- support and counselling in the short, medium and long term to victims, their relatives, staff or members of the public;
- advice and assistance as necessary to meet the particular needs of elderly, disabled people or other people in need who might be involved.

10.8 Environmental Services

10.8.1 Development Services

- the co-ordination of regeneration and/or restoration in the event of a major disaster affecting the business community;
- provision of support to businesses affected by an emergency;
- provision of and where necessary creation of appropriate maps and other information utilising the Council’s Geographic Information System;
- identifying sites for temporary or permanent disposal of contaminated food and other materials, diseased livestock, oil, chemicals, etc;
- advising if any incident has implications for the safety of food, fish or agriculture commodities and the enforcement of any control measures;
- carrying out duties as Investigating and Enforcement Officers, responsible for the implementation of such measures as maybe required in dealing with emergencies involving risk of contamination of food supplies;
- safeguarding the public against environmental conditions which are prejudicial to public health – including chemical spillage, pollution monitoring and contaminated land;
- advising and assisting on the setting up and running of temporary emergency mortuaries;

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- leading the Council response to animal disease outbreak incidents such as foot and mouth, avian flu and swine fever;
- providing trading standards advice relating to the after effects of emergencies directly affecting the public, eg flooding;
- providing advice if the incident involves leakage or spillage of petrol from a filling station.

10.8.2 Direct Services

- catering services to those involved in and affected by the emergency.
- co-ordinating transport arrangements to and from emergency centres, rest centres and evacuations;
- co-ordinating the provision of personnel transport required as part of the emergency response;
- engineering expertise and advice;
- maintenance of the integrity of the roads network;
- sourcing bridging;
- obtaining and maintaining contemporary records of the physical effects of an incident with particular emphasis on Council assets. (mapping, photographic, video and written information);
- taking the lead in co-ordinating shoreline clean-up in the event of coastal pollution incidents including major oil pollution incidents;
- identifying appropriate routes for public transport avoiding areas affected by any incident;
- co-ordination of initial delivery of contract type services, eg sandbags, plant, etc.

10.8.3 Housing and Property

- provision of teams at Rest Centres who will record details of those present and make appropriate arrangements for longer term accommodation;
- provision of temporary or longer-stay accommodation for those rendered homeless by an emergency;
- co-ordination of emergency repairs and long term restoration of local authority housing affected by an emergency;
- safety of tenants and property in local authority housing stock;
- advice to Council tenants when there is a need to evacuate due to the decision to fit "floodguards" to protect properties.
- provision of staffing and resources through the initial emergency response phase and subsequent restoration phase particularly with regard to Council Housing stock;

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- fitting of “floodguards” to protect Council properties;
- Identification of land and buildings in both public and private ownership that may be required during an emergency;
- advising on the integrity of Council owned property;
- identifying, where necessary, appropriate premises which may be required during a major incident and arranging any works required to allow such premises to be used.

10.9 Grampian Emergency Planning Unit

10.9.1 The Emergency Planning Unit is responsible for the development and co-ordination of all emergency planning within the Council. The Unit will work closely with Corporate Directors to ensure that the emergency planning and response arrangements integrate fully. The Unit will provide appropriate emergency planning and response training through the organisation of training events and exercises.

10.9.2 The Unit will assist Services in the preparation of their Service emergency arrangements.

10.9.3 The Unit’s emergency response role is to provide the immediate local authority contact with the Emergency Services and with the Duty ERC to activate initial response actions. The Unit will subsequently endeavour to provide support and assistance to the Council Emergency Management Team or Lead Service.

10.10 Councillors

10.10.1 Councillors will have a role in supporting the efforts of Council Officers in the early "response" stage of emergencies. During the "recovery" phase (which will begin very early in the process) Councillors will have a key role in leading the community.

10.10.2 In recovering from emergencies the normal political structures still apply. People affected by an emergency will look to their elected representatives for leadership and support in articulating their concerns and taking action to resolve their difficulties.

10.10.3 Councillors have a very important role in giving credible information and advice to the community.

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10.10.4 It is important that all Councillors are regularly and comprehensively briefed with accurate, up to date information to enable them to make well informed judgements.

10.10.5 Moray Councillors are involved with many aspects of community life through formal bodies, local charities and various community groups. They are a valuable source of local knowledge, help and specialist advice.

10.10.6 Throughout an emergency, Councillors will need to be aware of the impacts on the community and their normal role in the effective management of service provision.

10.10.7 The role of Councillors will have an increased prominence and they may be expected to:

- provide a focus for community concerns;
- be the public face of Moray Council at the local level;
- identify problems and vulnerabilities in the community that may require priority attention and feed them back to Incident Management Teams;
- explain the reasons for decisions taken in dealing with recovery;
- have knowledge of local personalities and resources;
- encourage and support recovery teams working within the community;
- enhance local community liaison and engagement;
- visit people affected and provide a listening ear and to give reassurance;
- consider, at an early stage, recommendations on the strategic; choice between 'normalisation' and 'regeneration' of affected areas;
- assist with public communications;
- assist with VIP visits;
- liaise with other elected representatives (MSPs/ MPs /MEPs/ other authorities' representatives, etc.);
- assist with (and possibly chair) debrief sessions with the community;
- revise business plans and strategies to take account of changed circumstances.

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10.10.8 There may also be occasions where the standing of an elected representative in the community leads to them being asked to assume responsibilities that lie beyond their formal role, for example, being formally involved with the management of trust funds.

10.11 The Community

10.11.1 At the scene of an "acute" emergency, for example an explosion or building collapse, the presence and activities of well meaning members of the public needs to be controlled. This will be coordinated through the Police Incident Officer. Steps will be taken to, where possible, channel the energies of those present to tasks which can safely be undertaken by untrained personnel without placing themselves or others in danger.

10.11.2 Whilst not wishing to obstruct volunteers it is essential that their assistance is directed where it can achieve maximum benefit. Consideration should be given to liaising with the Care of People Team to establish, if, where and how any volunteers can be used.

10.11.3 There are circumstances where communities will have to help themselves. This is particularly true in rural areas during times of severe weather where outside help from the emergency services and others may not be readily available. Moray Council and NSRRP partners actively promote "Community Resilience". This involves providing or highlighting tools and information which communities, however they may define themselves, can access and develop to enhance the resilience of their community to the impact of emergencies.

10.11.4 Scottish Government Ready Scotland website – Ready Scotland provides a range of information for individual and communities to improve their resilience. www.readyscotland.org. Information is also available at www.readygrampian.org.

10.11.5 Experience has shown that effective engagement and liaison with affected communities is significant in determining the success of response and recovery. The use of existing Community Groups and forums or the establishment of new community groups can promote closer working between responders and those affected.

10.11.6 It is also important that, where appropriate, the community should be enabled to determine and undertake its own recovery.

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10.11.7 Public meetings can allow people to air their concerns and opinions, help them to come to terms with the consequences of the emergency and allow them to identify their priorities for recovery.

10.11.8 The Council will also engage with the community during recovery by establishing drop in centres to allow the public access to information and assistance on the whole range of problems that they may be experiencing. These will generally be based in the communities that have been affected and/or where residents have been relocated.

10.11.9 A perceived 'good' response can be undermined by poor recovery management.

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11 Activation of System

11.1 The Police or, on occasion, other agency will notify Moray Council of an emergency via the Emergency Planning Unit or Regional Communication Centre who will in turn notify the Duty Emergency Planning Officer.

11.2 Requests for assistance will vary or may be a notification that an incident has taken place or is imminent.

11.3 If out of office hours, the Duty Emergency Planning Officer will notify the Duty ERC. If within office hours, the Duty Emergency Planning Officer will notify the most appropriate Service if there is a clear Service lead, otherwise they will notify the Duty ERC. In his absence the Chief Executive or any available Corporate Director will be notified.

11.4 There may be a requirement for an Emergency Planning Officer or other Moray Council Officer to attend at a LRP Tactical Coordinating Group meeting either in person or via tele or video conference.

11.5 The Duty Emergency Planning Officer and Duty ERC (subject to 11.3) will, after assessing the situation, take steps as necessary to provide initial local authority support.

11.6 The Duty ERC may decide to activate the Moray Council Emergency Management Framework. This will depend on the nature and size of the emergency. This decision will be based on:

11.6.1 the immediate requirements of the emergency e.g. the saving of life, the needs of casualties and the protection of property, and;

11.6.2 the long term requirements of the emergency e.g. accommodation, feeding, water supplies, restoration of essential services, repairs, site clearance, care and counselling, etc.

11.6.3 the effects of the emergency on the provision of the Council's critical functions.

11.7 Should the situation require it, the Chief Executive and Corporate Directors will be informed and consulted.

11.8 There may be occasions when the Emergency Management Framework may be activated without any involvement from the Emergency Services.

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Incidents of extreme weather and implementation of the response to major food contamination are examples necessitating such activation.

11.9 On occasion, particularly in the event of severe weather, Moray Council may already be heavily committed in terms of structural repairs, road maintenance etc. and there may be no formal declaration of an emergency. Services should be aware of this possibility and have arrangements in place which allow for information on escalating situations to be passed up through their management chain and also to the Emergency Planning Unit.

11.10 Whenever situations arise or can be foreseen which might involve a Service or Services responding beyond their normal level of operations, consideration should be given to notifying the Emergency Planning Unit so that a co-ordinated response can be put in place as early as possible.

11.11 The Chief Executive, nominated deputy or Duty ERC will advise the appropriate Councillors of the incident and ensure they are kept fully informed of developments.

11.12 Dialogue between NSRRP/LRP partners and Scottish Government will be necessary. This will normally be managed through the NSRP/LRP.

11.13 The following pages illustrate the initial alerting and response processes involved in the response to an emergency.

- EMS1 Single Service Issue – Initial Actions
- EMS2 Emergency or Multi-Service Incident – ERC Actions
- EMS3 Setting up the Emergency Management Team
- EMS4 Emergency Management Team Agenda
- EMS5 Council Representation at LRP/NSRRP Tactical or Strategic meetings

The Moray Council Emergency Management Team		Call initiator	Regional Communications Centre	Emergency Planning Unit	Emergency Response Coordinator	Appropriate Dept Reprs	Process Ref : EMS 1		
Single Service Issue - Initial Actions							Revision : 5	Revised : 14/01/2014	Owner : Emergency Planning Unit
Seq	Task Title							 Responsible  Assists  Consulted  Informed	Task Description
1.0	SCOPE AND OBJECTIVES							<p>SCOPE: To provide guidance for the Emergency Response Co-ordinator (ERC) on the process to be followed to activate a Council response to an emergency when the support required from the Council can be dealt with by a single service. This process assumes that the call out of the ERC is done by GEPU.</p> <p>OBJECTIVES: To provide a framework for the ERC when the emergency services or another agency requires assistance from the Council to deal with an emergency,</p>	
2.0	THIS LIST ISNT EXHAUSTIVE BUT DOES INCLUDE SOME KEY ISSUES / CONSIDERATIONS								
3.0	SINGLE SERVICE ASSISTANCE								
3.1	Advise of Incident								
3.2	Notify Emergency Planning Unit							Contact Numbers in Emergency Contact Directory Contact office 8.45 - 17.00 Monday - Friday Duty Officer at other times	
3.3	Contact call initiator to seek more Information							Use TMC-008 Moray ERC prompt sheet	
3.4	Contact Moray Emergency Response Co-ordinator							As per duty rota Provide update on situation and the assistance which is required from the Council	
3.5	Pass on details and discuss implications and actions for Moray Council							Gather information, intrepret this information; anticipate future events Will this incident impact on Moray Council or its customers; is assistance required from the Council (if so, what) Use TMC-008 Moray ERC prompt sheet	
3.6	Start a log							use TMC-002 - Logging Sheet or if the incident is likely to be significant or prolonged then use a Personal Log Book Logs are a personal aid memoire; will facilitate handovers; support future debriefs	
3.7	Is there a pre-determined process/plan already in place to deal with this type of emergency?							Sub-Process: EMS 7 Plans & Pre-Identified Responses	
3.8	Is there a lead Service for this type of incident?							Information on Council Officers/Services involved in the production of plans / members of emergency planning liaison groups Sub-Process: EMS 7 Plans & Pre-Identified Responses	
									

**Single Service Issue - Initial
Actions**

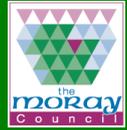
Process Ref : **EMS 1**

Revision : **5**

Revised : **14/01/2014**

Owner : **Emergency Planning Unit**

Approver : **Chief Executive**



▼ Responsible a Assists c Consulted i Informed

Seq	Task Title	Call initiator	Regional Communications Centre	Emergency Planning Unit	Emergency Response Coordinator	Appropriate Dept Reps	Task Description
3.9	Contact relevant rep/s for action				3.8		contact Cameron Park Brae for Duty Officers for relevant Council Services Additional numbers contained in the Z-Card contact directory
3.10	Advise Corporate Communications						Phone number is in the ZCard/Emergency Contact Directory
3.11	Resolve if possible						
3.12	Advise EPU & call initiator of outcome						

The Moray Council Emergency Management Team							Process Ref : EMS 2
Emergency or Multi Service Incident - ERC considerations							Revision : 5
							Revised : 18/03/2013
							Owner : Emergency Planning Unit
							Approver : Chief Executive
							 Responsible  Assists  Consulted  Informed
Seq	Task Title	Call initiator	Regional Communications Centre	Emergency Planning Officer	Emergency Response Coordinator	Chief Executive	Task Description
					3.7		
3.8	Contact relevant rep/s for action				▼		Cameron Park Brae holds out of hours rotas for Services Other numbers held in Zcard Contact Directory
3.9	Deploy operational response where appropriate				▼		See EMS7 for list Plans and Pre-identified Responses
3.10	Advise Chief Executive				▼	i	Depending on scale of incident
3.11	Advise Corporate Communications				▼		Phone number is in the ZCard/Emergency Contact Directory
3.12	Consider calling out Emergency Management Team				▼	c	Sub-Process: EMS 3 Setting up the Emergency Management Team
3.13	Consider need to activate Crisis Communications Protocol				▼		This will document provides a framework for clear internal and external communications.
3.14	Consider need to set up Council Co-ordination Centre				▼		Training Rooms in the Annexe identified as preferred location for Council Co-ordination Centre Refer to Crisis Communications Protocol provides details in establishing the Council Co-ordination Centre.
3.15	Consider calling in Admin Support				▼		List of potential Admin Support "volunteers" is held by EPO/BCO and Grampian EPU.
3.16	Consider Updating Moray Council Website				▼		IT are currently developing a system which can be updated quickly in an emergency situation (similar to facility for road/school closures)
3.17	Consider who else needs to be advised				▼		Councillors? 2nd and 3rd Tier Officers? SCG Partners?

Setting up the Emergency Management Team

Process Ref : **EMS 3**

Revision : **5**

Revised : **14/01/2014**

Owner : **Emergency Planning Unit**

Approver : **Chief Executive**



▼ Responsible a Assists c Consulted i Informed

Seq	Task Title	Emergency Response Coordinator	Chief Executive	Emergency Planning Officer	Grampian Police	Task Description
1.0	SCOPE AND OBJECTIVES					SCOPE: To provide guidance to ERCs on activating the Council Emergency Management Team OBJECTIVES: To clarify the purpose of the Emergency Management Team and confirm membership To detail immediate actions once decision is taken to activate the Council EMT
2.0	ROLE OF COUNCIL EMERGENCY MANAGEMENT TEAM					To co-ordinate and lead the Council's response to an emergency or disruptive event To determine extent of problem Agree strategy and assign priorities and initiate initial response actions Liaise with other involved organisations, either by attendance at meetings/video conferences or by deploying Liaison Officers Briefings to Media; Elected Members; staff Maintain log of events Ensure that comprehensive record of costs is maintained Prepare to take over the co-ordination role from the Police when the response enters the "recovery" phase (Extract from TMC Emergency Policy and Procedures Document)
2.1	Make decision to activate Emergency Management Team	▼	c	c	i	
2.2	Identify location to work from	▼	c	c	i	
2.3	Consider opening up Council Co-ordination Centre	▼	c	a		Training Rooms in the Annexe identified as preferred location for Council Co-ordination Centre. Crisis Communication Protocol provides information on establishing the Council Co-ordination Centre.
2.4	Consider activating Crisis Communications Protocol	▼			i	This document provides a framework for clear internal and external communications
2.5	Call in Emergency Management Team Members	▼		a		Numbers in Emergency Contact Directory (ZCard) Ensure that all appropriate Services are represented
2.6	Call in Admin Support Team	▼		a		List of potential Admin Support "volunteers" is held by EPO/BCO and Grampian EPU.
2.7	Call in Corporate Communications	▼				Phone number is in the ZCard/Emergency Contact Directory
2.8	Chair Emergency Management Team Meeting	▼				See Process EMS 4 for the EMT Agenda

**Emergency Management
Team Agenda**



▼ Responsible **a** Assists **c** Consulted **i** Informed

Seq	Task Title	Emergency Response Coordinator	Chief Executive	Emergency Planning Officer	Task Description
1.0	SCOPE AND OBJECTIVES				SCOPE: To provide an Agenda for first Emergency Management Team Meeting held to deal with the emergency. OBJECTIVES: To provide a prompt for the Chair of the EMT.
2.0	GENERIC AIMS OF EMERGENCY RESPONSE				Protect human life, property and environment Minimise harmful effects of emergencies Promote swift return to normal life Maintain normal services at an appropriate level Provide mutual support and co-operation between responders Support local community and its part in the recovery Manage an effective co-ordinated joint response
2.1	Agree who should lead the EMT	▼	c		
2.2	Nominate someone to take minutes	▼			Do NOT do it yourself
2.3	If possible nominate someone different to complete the Decision Log book				Decision Log books kept in Store Room 1. The decision log should be kept, separate to the minutes. This log prompts recording of rationale for decisions, which supports defensible decision making.
2.4	Decide method of operating	▼	c	a	eg whether functional groups will deal with specific topics, eg Care for People or whether EMT will function as a single entity. If using functional groups then identify Team Leaders Further information contained in the Emergency Planning, Policy and Procedures Section 8
3.0	A G E N D A				
3.1	Opening Remarks				
3.2	Apologies and Introductions				Confirm that all appropriate Services are represented
3.3	Current Situation				Info should be available from the ERC Prompt sheet TMC008
3.4	Strategy for the Response				Refer to 2.0 above
3.5	Service Updates/Actions				Consider use of 3 Minute briefs to gather information quickly and concisely

**Emergency Management
Team Agenda**

Process Ref : **EMS 4**
Revision : **5**
Revised : **10/07/2013**
Owner : **Emergency Planning Unit**
Approver : **Chief Executive**



▼ Responsible **a** Assists **c** Consulted **i** Informed

Seq	Task Title	Emergency Response Coordinator	Chief Executive	Emergency Planning Officer	Task Description
3.6	Communications				<p>Confirm Reporting / Communication structure to be used: refer to Crisis Communications Protocol - this provides a framework for clear internal and external communications</p> <p>Communication with Partners/the public and others: Initial Press Statement? Briefing for 2nd/3rd Tier Officers, Elected Members, etc</p>
3.7	Identify Information for Website				<p>An emergency facility currently being developed by IT which will be based on road/school closure facility which will allow immediate updating of the website</p>
3.8	Identify Liaison Officer Requirements				<p>Nominate person to represent Council on multi agency "Tactical" and "Strategic" Groups if established. Representative at Strategic level should have authority to commit resources and finances of the Council without referral to another Officer.</p> <p>Consider whether there is a need to invite other agency rep/s to the EMT.</p> <p>Sub-Process: EMS 5 Council representation at LRP/RRP Tactical and/or Strategic Meetings</p>
3.9	Recovery				<p>What issues need to be considered? Is there a community emergency plan for the area which can be utilised? What other assistance is available in the community?</p>
3.10	AOCB				
3.11	Agree Future Meeting Schedule				<p>Clarify who you would expect to see at the next meeting, ie Group Members v "Service Experts"</p> <p>Use of 3 minute brief process should reduce the requirement for large numbers of Service Reps to be present at meetings</p> <p>Consider longer term resilience of the Management Team - ie implementation of a Rota</p>



**Council representation at
LRP/RRP Tactical and/or
Strategic Meetings**

▼ Responsible a Assists c Consulted i Informed

Seq	Task Title	Task Description
1.0	SCOPE AND OBJECTIVES	<p>SCOPE: To provide guidance for the Emergency Response Co-ordinator (ERC) or other nominated officer for attendance at multi-agency tactical/strategic meetings</p> <p>OBJECTIVES: To provide information on what is expected should representation be required at a LRP/NSRRP meeting.</p>
2.0	GENERIC EMERGENCY RESPONSE AIMS	<p>Protect human life, property and environment Minimise harmful effects of emergencies Promote swift return to normal life Maintain normal services at an appropriate level Provide mutual support and co-operation between responders Support local community and its part in the recovery Manage an effective co-ordinated joint response</p>
3.0	REPRESENTATION AT SCG MEETINGS	<p>Representatives at Strategic meetings are expected to be able to commit financial, material and personnel assets of their organisation.</p> <p>The Strategic level will only be activated where the scale or circumstances of the emergency warrants this response. It is expected that most emergencies will be co-ordinated by a multi-agency Tactical Co-ordinating Group</p>
4.0	TACTICAL/STRATEGIC LEADS	<p>Generally, Police Scotland will take on the co-ordination role in the response to emergencies. Exceptions to this are Health related emergencies - the NHS Offshore emergencies - HM Coastguard Onshore oil pollution - Local Authority</p> <p>During the recovery phase the Local Authority will assume the lead role.</p>
4.1	Strategic Meetings Purpose	<p>To determine strategic priorities for multi-agency response Clarify responsibilities and jurisdiction Co-ordinate response and recovery</p>
4.2	Tactical Meeting Purpose	<p>Co-ordinate priorities and actions of the LRP/NSRRP Strategic Groups Membership of this Group will be dependant on the circumstances of the emergency.</p>
5.0	PRIOR TO THE MEETING	
5.1	Prepare a brief / report to take to the meeting	<p>Consider collecting info on the three minute brief format - TMC-005 Collect information on the Moray Council response and the impact of the emergency on the Moray Council and/or its customers Try to anticipate ways in which the Moray Council can support the ongoing response.</p>
5.2	Attend meeting either in person or via teleconference/ videoconference	
5.3	Record actions expected of Council	



**Council representation at
LRP/RRP Tactical and/or
Strategic Meetings**

▼ Responsible **a** Assists **c** Consulted **i** Informed

Seq	Task Title	Task Description
5.4	Delegate actions to appropriate Services	

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Appendix A

Associated Plans

1. Background

Contributing to, and where appropriate, leading on the production of contingency plans to deal with a number of potential emergency scenarios is an ongoing function of the Emergency Planning Unit.

These plans can be categorised as follows:

- Plans required under Statute
- Discretionary site and hazard specific plans
- Moray Council plans

1.1 Plans required under Statute:

1.1.1 COMAH Plans - Control of Major Accident Hazards Regulations 1999

Under these regulations site operators are required to notify the "Competent Authority" (SEPA & Health and Safety Executive) if their site falls within the criteria laid down in the Regulations. The Local Authority has a legal obligation to prepare and maintain off-site emergency plans based on information provided in the Operators Safety Report.

1.1.2 Pipeline Safety Regulations 1996

The pipelines detailed under these regulations carry dangerous substances which possess properties which may give rise to major accidents. These could be flammable fluids such as feedstock or product to or from petro-chemical installations or gaseous vapour from the public gas supply network.

1.1.3 The Dangerous Substances in Harbour Areas Regulations 1997 and Merchant Shipping (Oil Pollution Preparedness, Response and Co-operation Convention) Regulations 1998.

These Regulations provide for the control of carriage, loading, unloading and storage of dangerous substances in harbours and harbour areas and for the requirement to have an Oil Spill Contingency Plan in place.

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1.2 Discretionary Site and Hazard Specific Plans

Information contained in the Community Risk Register has led to a number of sites and hazards being identified which require a pre-planned, integrated response by the emergency services and other agencies.

At time of publication the new structure is bedding down and it is not yet clear at what level (ie LRP/NSRRP) the various multi-agency plans will sit.

1.3 Moray Council Plans

Generally the principles outlined in this document will be activated during the response to any emergency. In some cases, the Moray Council has determined that further detailed arrangements are required to enhance the plans detailed at 1.1 or 1.2 above.

2 List of plans relating to Moray

2.1 Statutory Plans

2.1.1 COMAH Regulations

Grampian LRP – Control of Major Accident Hazards Regulations 1999
Offsite Plan – Moray Distilleries and Maturation Warehouses

2.1.2 Pipeline Safety Regulations

Grampian LRP Pipelines Plan

2.1.2 OPRC Plans

The Moray Council Coastal Pollution Arrangements
(incorporating the OPRC Plans for Buckie and Burghead Harbours and the emergency arrangements for the Moray Council small harbours)

2.2 Discretionary Site and Hazard Specific Plans and Documents (multi agency)

2.2.1 Coastal Pollution Contingency Plan

2.2.2 Animal Health Plan

2.2.3 Chemical, Biological Radiological & Nuclear (CBRN) Plan

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- 2.2.4 Fuel Supply Plan
- 2.2.5 Flooding Plan
- 2.2.6 Mass Fatalities Plan
- 2.2.7 Public Communications Plan
- 2.2.8 Care for People Plan
- 2.2.8 Military Bases Contingency Plan
- 2.2.9 Major Infectious Diseases Plan
- 2.2.10 Scientific Technical Advisory Cell Plan

2.3 Moray Council Plans

Where necessary Moray Council has developed, or is developing specific operational plans which complement the multi agency plans.

- a) The Moray Council – Operational Response to Flooding
- b) Moray Care for People Plan (Annex C)
- c) Pandemic Flu Plan
- d) The Moray Council – Fuel Plan
- e) The Moray Council – Crisis Communications Protocol

2.4 Other Documents

Generic Emergency Response and Recovery Framework

2.5 The Emergency Planning Unit also maintains an emergency contact directory which contains contact details for all key agencies and personnel who may be involved in an emergency.

2.6 While this document provides information relating to the overall emergency arrangements in Moray it is important that those officers with a role to play should acquaint themselves with these specific plans.

2.7 More detailed information on plans and lead officers is contained overleaf.



Plans & Pre-Identified Responses

▼ Responsible a Assists c Consulted i Informed

Seq	Task Title	Task Description
1.0	SCOPE AND OBJECTIVES	<p>SCOPE: To provide information for the Council Officers on plans which apply in Moray for specific emergencies.</p> <p>OBJECTIVE: To detail lead council representatives to deal with specific emergencies in Moray To detail where multi-agency (LRP and/or RRP) plans are supported by Moray specific plans.</p> <p>Note: At January 2014 the new structure is bedding down and it is not yet clear at what level the various multi-agency plans will sit, changes to Liaison Groups may also be made therefore this information is correct at point of publication.</p>
2.0	PLANS AND LIAISON GROUPS	
2.1	Animal Disease Outbreaks - Multi Agency Plan only	<p>Lead Council Rep: Environmental Health Manager, EPO SCG Animal Health Group members: Env Health Manager, Animal Health Inspector; EPO</p> <p>PLANS SCG Generic Animal Diseases Plan - available on Sharepoint and SCG Website</p>
2.2	Care for People - SCG and Moray Council Plans	<p>REPS: Grampian CFP Liason rep: Corporate Director - Education and Social Care, EPO Moray CfP Team reps: Corporate Director - Education and Social Care (Chair), Head of Property and Housing, Head of Community Care, Head of Integrated Childrens Services, EPO</p> <p>PLANS SCG Grampian CfP Plan available on Sharepoint and SCG Website Moray CFP Annexe to Grampian Plan available on Sharepoint and SCG Website</p>
2.3	CBRN (Chemical Biological Radiation and Nuclear) - SCG Plan only	<p>Lead Emergency Planning Contact: GEPU CBRN Group member: GEPU</p> <p>PLAN Grampian SCG CBRN plan - available on Sharepoint and SCG Website</p>
2.4	COMAH Distilleries - SCG Plan only	<p>Lead Council rep: EPO SCG - Moray Distilleries WG rep: EPO</p> <p>PLANS COMAH Moray Distilleries offsite plan - available on Sharepoint and SCG Website</p> <p>Sites to which the plan applies: Diageo: Glenlossie (Elgin) and Auchroisk (Mulben) Chivas: Bonded Warehouses at Keith and Mulben Wm Grant: Glenffidich Distillery (Dufftown); Edrington Group: Macallum (Craigellachie)</p>



Plans & Pre-Identified Responses

▼ Responsible **a** Assists **c** Consulted **i** Informed

Seq	Task Title	Task Description
2.5	Flooding - SCG and Moray Council Plans	Lead Council rep: Head of Direct Services Grampian SCG Group Members: Head of Direct Services, EPO PLANS Moray Council - Operational Flood Response Arrangements - available on Sharepoint Grampian SCG Flooding Plan - available on Sharepoint and SCG Website
2.6	Fuel Disruption Plan - SCG and Moray Council Plans	Lead Emergency Planning Contact: GEPU SCG Fuel Disruption Group member: GEPU PLANS SCG Fuel Disruption plan - available on Sharepoint and SCG Website TMC Fuel Disruption Plan
2.7	Infectious Diseases	Lead Council Rep: GEPU - SCG and Moray Council Plans Infectious Diseases Group member: GEPU PLANS SCG Infectious Diseases Plan - available on Sharepoint and SCG Website Moray Council Pandemic Flu Plan (to be reviewed to include response to infectious diseases)
2.8	Mass Fatalities - SCG Plan only	REPS Lead Council rep: Environmental Health Manager PLAN Mass Fatalities plan available on Sharepoint and SCG Website
2.9	Media Issues - SCG Plan and Moray Council Plan	Lead Council rep: PPR & Communications Officer Grampian SCG Media Group member: PPR & Communications Officer PLANS TMC Crisis Communications Protocol available on Sharepoint SCG Public Communications Plan - available on Sharepoint and SCG Website
2.10	Oil Pollution Incidents and Harbour Incidents - SCG and Moray Council Plans	Lead Council Reps: Corporate Director - Environmental Services Other potential sources of assistance: Snr Engineer (Roads), Appropriate Harbour Master, EPO Grampian Oil WG member, Corporate Director - Environmental Services, EPO PLANS TMC - Harbour Plans and Internal Response to Localised Oil Pollution Incidents - available on Sharepoint and SCG Website Grampian Oil Pollution Plan - on Sharepoint and SCG Website
2.11	Military Bases - SCG Plan only	Lead Council rep: EPO SCG Moray Military Bases Liaison Group rep: EPO PLAN SCG Moray Military Bases - available on Sharepoint and SCG Website



Plans & Pre-Identified Responses

▼ Responsible a Assists c Consulted i Informed

Seq	Task Title	Task Description
2.12	Ski Centres - SCG Plan only	Lead Council Officer: Roads Maintenance Ski Centres Liaison Group rep: Roads Maintenance PLANS Ski Centre Plan - available on Sharepoint and SCG Website
2.13	Grampian SCG Pipelines Plan	Pipelines Liaison Group rep: GEPU PLANS Grampian SCG Pipelines Plan - available on Sharepoint and SCG Website
3.0	PROCESSES	
3.1	Rest Centres and other emergency centres	See process map WELFARE12 - process to open a Rest Centre in Moray ZCard contains contact details for Keyholders and Rest Centre Managers
3.2	Water Issues	See Process Map MISC001 - Initial Actions when Scottish Water issue one of their notices Scottish Water - Waterborne Hazard and Wastewater Plans available on Sharepoint
3.3	4x4 Support	COTAG call out protocol - Info on Sharepoint

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Appendix B

Council Co-ordination Centre, Logging and Sample forms

1 Council Co-ordination Centre

1.1 The Moray Council will manage incidents from the Training Rooms in the Headquarters Annexe. Details on activation and supporting mechanisms is contained in the Moray Council Crisis Communications Protocol.

1.2 In an emergency the requirement for a range of communications to the public, staff, government, elected members, stakeholders and the media will place immense pressure on all agencies involved. The way in which Moray Council handles communications will have a huge influence on the perception of how Moray Council has dealt with the emergency/situation.

1.3 The Crisis Communication protocol aims to detail the crisis communication framework to enable Moray Council to respond to an emergency or disruptive event within Moray or affecting Moray Council services.

2 Information on Logging

2.1 Several different logs may be kept in relation to the emergency response, each with a separate purpose. Specific purposes are listed below but it should always be kept in mind that the emergency may lead to legal proceedings therefore it is ESSENTIAL that accurate records be maintained of: timing of events, decisions made and actions taken.

Generally a log should also facilitate handovers and act as an aide for post incident debriefs.

2.2 General principles for keeping a log are:

- The log may be admissible evidence for any future legal process.
- The log should be completed in ink and be kept in chronological order.
- Care should be taken with language and terms used to avoid opportunities for wrong conclusions or ambiguities to be drawn at a later date.
- Remember ELBOWS.

No Erasures

No Leaves (pages) to be left out

No Blank spaces

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No Overwriting
No Writing between lines
No Separate pieces of paper

2.3 Some or all of the following logs may be used to assist in the emergency response.

2.3.1 Personal Log

- Personal Log Books will be issued to key members of staff during the emergency response;
- They will act as an aide memoire;
- Facilitate handovers;
- Provide information for any internal/external debriefs or subsequent enquiries which may take place;
- At the end of the incident, the log may be photocopied by the log owner but the original will be kept by Moray Council.

2.3.2 Incident Log

- An ongoing log of events will be kept by the Council Co-ordination Centre;
- Its main purpose is to provide an overview of the ongoing event and will facilitate handovers.

2.3.3 Decision Log

- A decision log book will be issued to the Chair of Tactical or Strategic meetings.
- Ideally one decision log book will be kept for the incident, but in some circumstances it may be necessary to run 2 decision log books in tandem (especially if meetings are taking place at Tactical and Strategic levels);
- The decision log should be updated in tandem with minutes, but may also be used when specific decisions are taken within the Council Co-ordination Centre.

2.3.4 Action Log

- An action log is a useful tool to keep in tandem with minutes, this can be used as a quick summary at the end of the meeting to clarify

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actions and who they have been allocated to. This can also be referred to at the start of subsequent meetings as a prompt.

3 Sample forms (overleaf)

Three Minute Brief TMC005

MERC Prompt TMC008

Message Form and Process



3 MINUTE BRIEF

The purpose of this form is to encourage individuals and groups to structure briefings and other information sharing opportunities .

What? (e.g. What is the current situation? What information is known, or unknown)

So What? (e.g. What does that mean? How can the situation be interpreted?)

Now What? (e.g. What can this lead to? What can happen next? What do we need to consider for the future?)

Moray Emergency Response Coordinator's Prompts

In responding to an incident, the overall priorities are:

- Protection of People
- Protection of Assets
- Protection of the Environment
- Protection of Reputation

An emergency may require the implementation of special arrangements by the Moray Council and/or with partners (eg NSRRP or LRP) for:

- Initial treatment, rescue and transport of large numbers of casualties
- Handling enquiries
- Evacuation
- Informing the public

You should complete this form which will help you **Gather Information, Interpret the Information** and **Anticipate Future Events**

Information is key as this will support informed decision making. It is important that you keep a record of information received / disseminated and actions taken by completing the **Moray Council Incident Log form**.

Gather Information	
Date	
Time	
Source of Information and contact details	
What, were and when did it happened Type of Incident? Location?	
Who is involved? Lead Responder? Other Responders Council Services? Utility Companies?	
What is the impact? Casualties? Evacuation? Road Closures? Public Transport issues?	
What action has been taken so far and by whom?	

Moray Emergency Response Coordinator's Prompts

Interpret the Information	
What does this mean? Wider consequences? Impact on Council Services? Impact on Communities?	
What assistance is needed from the Council? People? Plant / Machinery? Is there a plan or process which can deal with this? Is there a clear Service Lead? Is there a need for the Emergency Management Team to be set up?	
Who do I need to inform? Chief Executive? Director? Area Manager? Councillor? Corporate Communications?	
Anticipate future events	
What can this lead to and what does the Council need to do? Wider consequences? Escalation? Impact on Council Services? Impact on Communities?	

INCIDENT MESSAGE FORM

Ref	
-----	--

Date

Time

Message taken by _____

DETAILS

Action Req'd	
Yes	<input type="checkbox"/> Pass white form to logger & pink form to actionee
No	<input type="checkbox"/> Pass both forms to logger

Passed to _____

Time

ACTION TAKEN

Action Req'd	
Yes	<input type="checkbox"/> Pass original pink form to logger and raise new set of form. Record Ref. No. below <input type="text"/>
No	<input type="checkbox"/> Pass pink form to logger

Actioned by _____

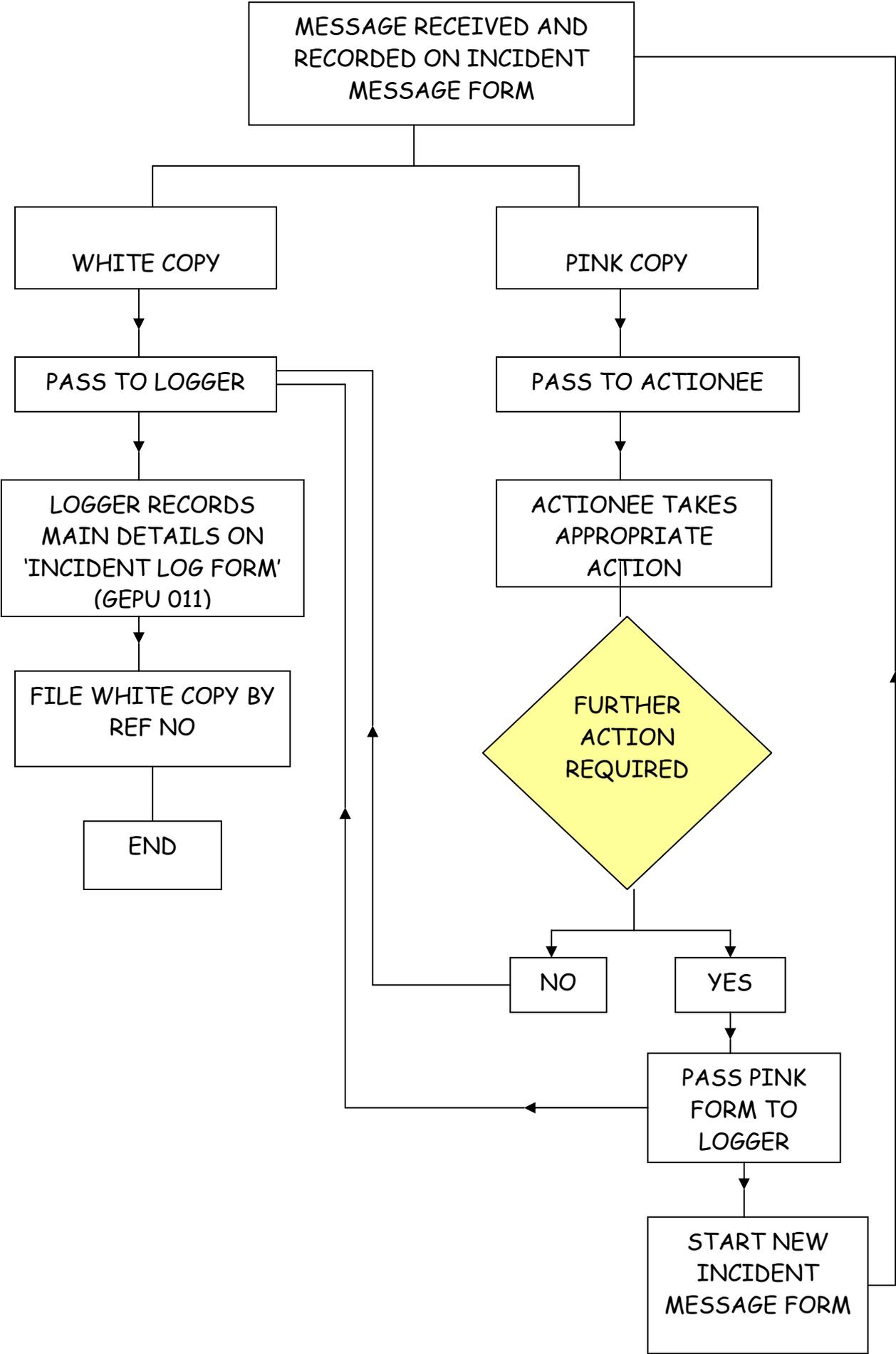
Time

NOTE TO LOGGER

Action Complete

Yes No

INCIDENT MESSAGING SYSTEM



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Appendix C

Military Aid to the Civil Community (MACC)

1. Background

1.1 All three military services represent a wide range of professions, trades and skills and together possess a variety of specialised equipment not normally held by Local Authorities. Generally the aid of the services is not sought except in cases of natural disaster or some other catastrophic event.

1.2 The assistance given to Local Authorities falls into two categories. Firstly, what are referred to as quick emergencies, such as air crashes, railway accidents, explosions, major fires and certain types of searches. Secondly, there are slow emergencies that include assistance with restoration after a catastrophic event such as a breached sea wall, oil slicks or help with the erection of temporary bridges.

1.3 A request for military assistance has considerable financial implications. It should be noted, however, that costs are normally waived where saving of life is concerned.

1.4 No request for military assistance will be made without the prior approval of the Chief Executive (or in his/her absence Emergency Response Coordinator) and if it is decided that such assistance is necessary the request must be channelled through the Emergency Planning Unit.

1.5 The MOD Joint Doctrine publication entitled Operations in the UK: The Defence Contribution to Resilience, outlines the type of assistance available and the circumstances under which this assistance may be given.

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Appendix D

Memorial Services and Other Tributes

1. Background

1.1 Following a major disaster or tragedy in which people have been killed the immediate and long term remembrance of those who died is normally considered.

1.2 This usually takes the form of a memorial service held at a local church at which, bearing in mind the type of the tragedy and the numbers killed, representatives of the Royal Family, Government, Parliament, and other Heads of State, together with those of the Armed Forces, Emergency Services and Voluntary Services, could reasonably be expected to attend.

1.3 The requirement for such Memorial Services will normally be highlighted and managed through the Care for People arrangements.

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Appendix E

Finance

1. Background

1.1 With a policy of disaster co-ordination at local level in the U.K., there are problems of funding when such events occur. The Bellwin Scheme theoretically makes provision for financial assistance to local authorities which have incurred substantial expenditure in dealing with the effects of a disaster. A Council will not qualify for assistance until it has expended a prescribed amount, usually related to a % of the Council Tax proceeds, after which Councils may be able to claim a % of expenditure, to be determined at the time, above this threshold. More information is available at <http://www.scotland.gov.uk/Topics/Government/local-government/17999/Bellwin>

1.2 The Chartered Institute of Public Finance and Accountancy (CIPFA) provides guidance for local authorities on the establishment and maintenance of local authority reserves and balances related to risk. It considers the Bellwin Scheme and states that "Authorities should plan to have access to sufficient resources (through reserves, insurance or a combination) to cover the costs of recovering from events that are likely to be unavoidable". Guidance can be found at: <http://www.cipfa.org.uk/pt/download/laap77.pdf>

1.3 However, in the event of exceptionally severe emergencies, the Scottish Government might consider other means of supporting local recovery in addition to any revenue support provided by the Bellwin Scheme. These arrangements are intended to offer a degree of assurance to local authorities that the Scottish Government will provide as much support and assistance as possible, as it has done following emergencies such as those related to severe weather.

1.4 Some UK Government Departments with functions exercisable in Scotland may consider providing funds in exceptional circumstances. Scottish Government will despatch Liaison Officers (SGLOs) to work with local responders following an emergency. SGLOs will have access, through SGoRR, to those in Government who can advise if sources of funding will be made available.

2. Cost Recording

2.1 The costs incurred in responding to an emergency must be recorded appropriately from day one. The Council should also seek early guidance from Scottish Government and any relevant insurer however information recorded may include:

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2.1.1 delineation of the area affected, describing the extent of any damage/pollution etc. This should include, for example, maps, photographs and video;

2.1.2 summary of events, including a description and justification of the work/activities carried out; explanation of why the various working methods and activities were selected. This will include, for example, engineering type works to clean up pollution, clear or rebuild sites and the activities involved in caring for people through welfare centres and the provision of longer term support;

2.1.3 dates on which work/activity was carried out at each location;

2.1.4 labour costs relating to each location/activity (number and category of personnel, regular or overtime rates of pay, hours or days worked, other costs);

2.1.5 travel, accommodation and living costs for personnel;

2.1.6 equipment costs at each location (types of equipment used, rate of hire or cost of purchase, quantity used, period of use);

2.1.7 consumable materials (description, quantity, unit cost and where used);

2.1.8 any remaining value at the end of the operations of equipment and materials purchased;

2.1.9 age of equipment not purchased but used in the incident;

2.1.10 transport costs (number and types of vehicles, number of hours or days operated, rate of hire or operating cost).

2.2 Similarly records must be kept of key decisions and actions taken during the response to an incident. This will take the form of: minutes of meetings, (explaining why a particular course of action has been agreed); decision logs; a recording system showing key messages, together with subsequent actions and personal logs kept by responding officers.

2.3 By maintaining such records, the Council will be in a good position to present compensation claims to appropriate bodies and to answer any subsequent claims against themselves. This will also assist when seeking to

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recover their costs from those responsible for an emergency, where that can be identified.

2.4 As part of Moray Council's role in leading the recovery phase of emergencies, it is possible that they will be expected to take responsibility for collating information on the overall financial impact of an emergency. Appropriate officers will therefore need to establish early links with NSRRP/LRP partners and other appropriate organisations to ensure that this can be managed effectively.

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Appendix F

Media Liaison and Public Information

1. Media Liaison

1.1 In the event of an emergency it is inevitable that there will be media interest and that reporters and photographers will arrive at the scene of the incident en-masse very quickly. If not handled properly confusion can easily arise. The Police Incident Officer will normally arrange for the co-ordination of press interest at the scene.

1.2 As part of the NSRRP structure a Public Communications Group exists. The role of the Public Communications Group in an emergency is to co-ordinate all multi agency public information input and output for assessing the public information situation and ensuring that enquiries are dealt with appropriately. In most major incidents, the lead responder in the emergency response phase will be the Police. The lead in media response will remain with the lead responder.

1.3 Once the emergency response phase is complete the lead for recovery generally falls to the local authority, as would the lead media response. The Senior Communications Officer for the lead responder will act as the Lead Communications Officer for the LRP/NSRRP and has responsibility for advising the LRP/NSRRP members on the communications response.

1.4 Press releases will be co-ordinated by the LRP/NSRRP Public Communications Cell, partners will get sight of releases before issue, however the 10 minute rule will apply, ie 10 minutes will be allowed for consideration prior to their release.

1.5 Any information regarding the details and name of casualties, cause of incident and security issues must NOT be commented on by the Council. This information is strictly within the remit of the police. Any such enquiries from the media should be redirected back to the police unless alternative arrangements have been made.

2. Public Information

2.1 In dealing with an emergency there are occasions when the public will be instructed to take certain measures; e.g. to switch off gas, stay indoors, to evacuate the area or avoid certain roads. In these circumstances the Police have authority to request the B.B.C., Scottish Television and local Radio stations to broadcast these instructions on radio and television. On occasions where the Police might not be involved a code of practice has been agreed with the

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broadcasting companies by which Local Authority announcements can be made in a similar way. The NSRRP Public Communications plan provides more information on local public communications arrangements.

2.2 The Moray Council Corporate Communications Section will ensure there is a co-ordinated approach to all Moray Council dealings with the Media and provision of information to the Public.

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Appendix G

Disaster Appeals

1. Background

1.1 In the aftermath of major disasters of the recent past there has been a significant and generous response from the public both nationally and internationally.

1.2 Arrangements and procedures will need to be established at an early stage to allow for the immediate disbursement of donations to those who require such assistance.

1.3 The Red Cross Disaster Appeal Scheme aims to rapidly deploy Red Cross resources to raise funds and then distribute money – cheaply, quickly and sensitively – to people affected by a major incident in the UK. This is not compensation, but a way of providing financial support to people at times of distress and a way for communities to show solidarity.

<http://www.redcross.org.uk/What-we-do/Emergency-response/UK-emergency-response/For-category-one-responders/Disaster-Appeal-Scheme>

1.4 Further information on the best practice is available in “Disaster Funds: Lessons & Guidance on the Management & Distribution of Disaster Funds”.
<http://www.disasteraction.org.uk/publications.htm>

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Appendix H

Care for People

1 Background

NSRRP has established local Care for People Teams which are led by the Local Authorities. The Moray Care for People Team is led by the Corporate Director – Education and Social Care. The Moray Care for People Team has produced a plan which covers all aspects of the Care for People provision relating to emergencies. Plans address all stages of the emergency response from the immediate to long term and aim to assist all those directly and indirectly (including staff) affected by the emergency.

2 Emergency Centres

The Emergency Planning Unit, together with Educational Services maintain a list of properties which have the potential to be used as an emergency centre. The decision on the most appropriate property to use will be made based on the location of any incident/s and the numbers involved.

2.1 Rest Centre

A Rest Centre is a place of safety and shelter for evacuees. This is likely to be required immediately and whilst it would only be for a short-term duration it could, in certain circumstances, be required for overnight facilities.

2.2 Survivor Reception Centres and Family and Friends Reception Centres

A Survivor Reception Centre is a place of safety, shelter and security, away from public view, where survivors not requiring hospital treatment may be taken for short-term shelter, first aid, police interview and documentation following an incident.

The Family and Friends Reception Centre is a place of safety, shelter and security, away from public view, for people enquiring about friends or relatives that may have been involved in the incident.

Both Centres are likely to be required immediately but only for a short-term duration.

Although the Moray Council may be asked to identify and provide premises, these Centres will be managed by Police Scotland. Support staff such as

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Council Liaison Officers or Social Workers, may also be requested to provide assistance.

2.3 Humanitarian Assistance Centres

A Humanitarian Assistance Centre is a safe and secure place, away from the view of the media. It is a facility via which anyone affected by the incident can access information and appropriate support in a timely and co-ordinated manner, from multiple relevant agencies without the need for immediate referral elsewhere. The Centre should provide a seamless multi-agency response, which allows those affected to make informed choices according to their needs.

3 Other assistance which may be offered

The needs of those affected are wide ranging and will depend on the circumstances of the emergency. It may be deemed necessary for counselling and stress handling services to be provided to those affected; whether victims, their relatives or staff. Any incident where people are significantly affected and their lives disrupted is likely to warrant a co-ordinated response.

Stress, trauma and its effects may appear not only in the immediate aftermath of any disaster but also subsequently.

The Care for People Team, will consider the appropriateness of the following, plus any other options which may be identified

- Support websites
- Helplines
- Practical support
- Psychosocial support

It is of the utmost importance that counselling and stress handling services be made available in a co-ordinated and organised manner and be provided by personnel trained and experienced in such services.

Scottish Government have produced a document "Responding to the psychosocial and mental health needs of people affected by emergencies".

<http://www.scotland.gov.uk/Publications/2013/11/9726>

All these services will be coordinated through the LRP Care for People arrangements. In addition, a document "Disasters - A Caring Response" which provides useful information and guidance on this subject, has been produced locally.

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4 Staff Welfare

The physical welfare of staff responding to an emergency will be a priority for all levels of the response and is particularly important for those staff who do not have access to basic facilities such as catering, toilet facilities etc.

Moray Council's "Mental Health and Wellbeing Policy" (2010) states that "The Council will take reasonable steps to ensure that employees' health is not placed at risk through excessive and sustained levels of stress arising from the way work is organised, the way people deal with each other or from the day to day demands placed on the workforce."

If required, support for Moray Council employees can be accessed through a range of existing policies and processes.

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Appendix I

Debriefing

1. Background

1.1 The purpose of debriefing is to identify positive and negative issues arising from an event or situation. These issues can then be examined and the learning outcomes fed back into the emergency planning process.

1.2 It is imperative that Moray Council carries out its own internal debriefing procedures during and as soon as possible after an emergency. It would also be prudent to extend the process to involve other agencies including community and the voluntary organisations.

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Appendix J

Scottish Emergency Management Framework

1. Background

1.1 Emergencies of all kinds involve a large number of agencies that need to co-operate and support each other. Procedures and capabilities need to be integrated for response and recovery work to be effective.

1.2 There is a generic national framework for managing emergency response and recovery that is applicable irrespective of the size, nature or cause of an emergency. It is also flexible enough to be adapted to particular circumstances (further details can be found in Preparing Scotland Section 1 - Chapter 4).

1.3 Within the framework, the management of the emergency response and recovery effort is undertaken at one, or more, of three ascending management levels. These are defined by their functions rather than by specific rank, grade or status. "Operational", "Tactical" and "Strategic" are the levels of management used by each of the emergency services and other responders in Scotland.

1.4 The role and responsibilities of each level are described below. In rapid onset emergencies the emergency management framework is usually constructed from the bottom up and the operational level will be activated first. Escalation of the event (in scale or geographical extent) or better information about the situation may require the implementation of a tactical or strategic level.

1.5 There may also be situations in which all three levels are activated simultaneously and others when the response may be initiated from the top down by Scottish or UK Governments. Decisions on the activation of these levels should be guided by flexibility, adaptability and functional requirements.

2. Operational Level

2.1 The operational level of management reflects the normal day-to-day arrangements for responding to smaller scale emergencies. It is where the "at scene", hands-on work takes place at the site(s) of an emergency.

2.2 First responders will take immediate measures, assess and communicate the extent of an emergency. Incident officers will concentrate their resources on specific tasks within their areas of responsibility and competence. They will act on delegated authority from their own organisations until other levels of management are established.

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2.3 Individual responders will retain full control of the resources they apply to the response. Each responder must ensure effective liaison with others to ensure an efficient and co-ordinated effort. In the case of a sudden onset emergency the police will lead in co-ordinating the operational response at the scene. Where there are specific plans in place other responders may take the lead.

2.4 Operational level arrangements will be adequate for the effective co-ordination and resolution of minor emergencies. However, for serious emergencies that require significant resources it may be necessary to implement additional levels of management. A key task for operational managers will be to consider if circumstances warrant a tactical level of management.

3. Tactical Level

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

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

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

3.3 In a rapid onset emergency when there is an identifiable scene and the emergency services are in the lead, tactical managers will usually work from an Emergency Control Centre (ECC) or Incident Control Post (ICP) at a place near to the site of an emergency. Whilst ECCs and ICPs are relevant, it should be noted that Police Scotland has developed a dedicated Tactical Multi Agency Response Room in Aberdeen. Details of how this will operate is contained in the Grampian LRP Generic Response and Recovery Framework document.

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3.4 The effectiveness of the tactical level rests on a systematic approach to multi-agency co-ordination. The leadership at the tactical level will be determined by the nature of the emergency and the stage of the response. For example, the police may lead in a sudden onset emergency, the health service may lead in a public health emergency and the local authority will lead the longer term recovery.

3.5 Irrespective of the pressure of operations, the lead officer must create time for regular structured briefings, consultation and tasking meetings with their counterparts and key liaison officers.

3.6 Tactical managers must concentrate on overall general management. Whilst they need to be aware of what is happening at operational level, they should recognise that responsibility lies with operational managers and take action to support them.

3.7 When it becomes clear that resources, expertise or co-ordination are required beyond the capacity of tactical managers, or that there is a need for direction by strategic managers, it may be necessary to convene a meeting of the Local Resilience Partnership (LRP).

4. Strategic Level

4.1 The requirement for strategic management may be confined to a single agency. However, the scale and nature of an emergency may require a multi-agency response at the strategic level. In such emergencies the Grampian LRP should be activated.

4.2 Because of its importance, the LRP should only attract the most senior level of representation, those upon whom the ultimate responsibility for meeting their organisation's obligations fall.

4.3 The need for multi-agency strategic management may arise if:

- tactical managers require support;
- significant managerial, social, economic, environmental or political impacts are anticipated;
- an emergency engages a number of responders;
- there is a need to co-ordinate the response to more than one emergency scene or a wide area emergency;
- the communications aspects of an emergency require the attention of strategic managers.

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4.4 The role of the multi-agency LRP managers is to:

- establish a policy for the overall co-ordination of the response;
- determine the strategic aim and objectives for response and review them regularly;
- ensure that the aim, objectives and policies are integrated with those of their own organisation;
- ensure long-term resourcing and access to expertise at all levels;
- prioritise the demands of tactical managers;
- allocate resources and expertise to meet tactical requirements;
- liaise with strategic managers in other agencies;
- plan and co-ordinate recovery and a return to a state of normality;
- ensure effective communication with the public;
- ensure effective communication with MPs, MSPs, councillors, Police, Fire and NHS boards;
- provide a focus for communication with other LRPs, Scottish or UK Government;
- ensure effective media liaison.

4.5 Any Category 1 responder may request a meeting of the LRP. The chair may also change as the initial response turns to restoration and recovery. The nature and scale of the emergency will determine the frequency of meetings of the LRP.

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Appendix K

Roles & Responsibilities of Other Agencies

1. Category 1 Responders

1.1 Police

- co-ordinate the activities of local responders and others acting in support at the scene of an incident except when HM Coastguard co-ordinate search and rescue in a maritime incident;
- treat the affected area as a crime scene, the requirements for which must be considered in parallel to the general response, unless it is obvious that the emergency is caused by a natural event;
- act under the direction of the Procurator Fiscal and, where appropriate facilitate the inquiries carried out by bodies such as the Health and Safety Executive, Rail, Air or Marine Accident Investigation Branches of the Department for Transport;
- process casualty information including the identification of deceased and removal of the dead on behalf of the Procurator Fiscal who has the legal responsibility for investigating the cause and circumstances of deaths in Scotland; and
- as host force, co-ordinates the response to, and investigation of major accidents on the rail network in Scotland.
- the initial Police Incident Officer will be identified by a blue and white tabard with the words Police Incident Officer on the back and front.

1.2 Fire and Rescue Service (FRS)

- the saving of life through search and rescue;
- fire fighting and prevention of fire spread;
- rendering humanitarian assistance;
- protection of property and the environment;
- management within the inner cordon;
- managing incidents involving hazardous materials;
- qualified scientific advice in relation to HAZMAT incidents and damage control; and mass decontamination of casualties following a CBRN incident.
- the initial Incident Commander will be identified by a red and white tabard with the words Incident Commander on the back and front.

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1.3 Scottish Ambulance Service (SAS)

- save life and provide immediate care for patients at the scene of the incident and in transit to hospital;
- alert Hospital Services and other relevant NHS agencies;
- manage decontamination of people affected by hazardous substances prior to evacuation from the scene;
- evacuate the injured from the scene in order of medical priority;
- arrange and ensure the most appropriate transport for the injured to the receiving hospital;
- supply patient care equipment to the scene of an emergency;
- transport vital medical staff and their equipment to the scene of an emergency;
- alert the Red Cross and St Andrew's Ambulance Association and coordinate their work in support of SAS;
- provide and maintain communications equipment for medical staff and voluntary organisations at the scene of an emergency; and
- restore normality.
- the Ambulance Incident Officer will be in charge of all ambulance resources at the scene and will co-ordinate their actions as appropriate. The initial Ambulance Incident Officer will be identified by a white hard hat with green ambulance markings and a green and white tabard with the words Ambulance Incident Officer on the back and front.

1.4 National Health Service

- the National Health Service may provide a role at the scene of an incident in addition to its role of receiving sick and injured at its hospitals.
- in these circumstances, a Medical Incident Officer (MIO) may be nominated by the Hospital Medical Controller after discussion with the Duty Accident and Emergency Consultant at Aberdeen Royal Infirmary or Dr Gray's Hospital. The MIO will be transported by the Ambulance Service.
- the Medical Incident Officer in liaison with the Ambulance Incident Officer (or the Ambulance Incident Officer if the Medical Incident Officer is not present) will oversee all medical resources, and will be responsible for requesting medical and/or surgical teams from Dr Gray's and/or Aberdeen Royal Infirmary. The MIO will designate medical personnel as follows:

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- a Triage Officer
- b Treatment Officer(s)
- c Officer in Charge of Casualty Clearing Station
- d Forward Medical Incident Officer

- the Medical Incident Officer will be identified by a tabard marked Medical Incident Officer.
- the National Health Service will also be the main lead for co-ordinating multi-agency specialist advice to cover public health, infectious disease and other health related issues.

1.5 Maritime and Coastguard Agency (MCA)

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

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1.6 Scottish Environment Protection Agency (SEPA)

SEPA is the public body responsible for environmental protection in Scotland;

- has powers to prevent, minimise and reduce pollution and enforce environmental legislation;
- will advise the emergency services on the protection of water, land and air environment;
- has responsibility to regulate and monitor discharges to water , the storage of waste and emissions to air.

2. Category 2 Responders

2.1 Category 2 Responders – General

Category 2 responders generally provide essential services for the public. They include gas, water, electricity, telecommunications and transport infrastructure. They may, therefore, have direct involvement in incidents which affect their services. In many incidents they may be able to offer specialist advice on those services and the potential effects of an incident.

Category 2 responders may be represented at any or all the Strategic, Tactical or operational levels of response. They may also be involved in complementary sub-groups, such as Scientific and Technical Advice Committees, established to provide specific capabilities.

2.2 Scottish Water

In responding to an incident Scottish Water responsibilities may be summarised as follows:

Water Network

- assess the risk of contamination of the public water supply;
- arrange and co-ordinate sampling and analysis of public water supplies in conjunction with SEPA;
- assemble information on the level of contamination of public water supplies.
- assess the risk to the public health from contaminated water supplies in conjunction with the NHS Boards/Environmental Health;

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- take measures to minimise the risk to public health from contaminated water supplies;
- provide advice to customers on public water supplies in accordance with the Public Health Guidelines;
- where there is a failure in the public water supply, Scottish Water will arrange for alternative supplies of drinking water.

Sewerage Network

- ensure there is no risk to SW staff/Contractors working on the sewerage system;
- assess the affect of any pollution to the drainage/sewerage system;
- take measures to minimise the threat from any contaminated drainage/sewerage system;
- decide in consultation with SEPA how to deal with any contamination in the drainage/sewerage system.

3. Other Response Organisations not named in the CCA

3.1 Other Responders – General

There are a number of organisations which may have a role in responding to an emergency that do not have specific duties under the CCA. These organisations may be represented at any or all the Strategic, Tactical or Operational levels of response. They may also be involved in complementary sub-groups, such as Scientific and Technical Advice Committees, established to provide specific capabilities. The list below represents some of the bigger response organisations not mentioned in the CCA. There are many others, not least a vast number of voluntary organisations and site operating companies whose site may be affected by an emergency.

3.2 HM Armed Forces

The Armed Forces:

- bring the benefit of their national structures, organisation, skills and training to the management of response;
- provide assistance on the basis of availability, so planning should not assume any military support;
- determines how the capability required will be delivered by military resources;

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- may be required to make a charge for the costs of service, although where there is a direct threat to life MOD may choose to waive the recovery of costs; and
- can provide a range of specialist services which include post crash management of military or civil aircraft.

3.3 Voluntary organisations

The voluntary sector can play an important part in assisting emergency responders, affected individuals and communities. Voluntary organisations often have access to a good deal of practical experience in dealing with emergencies of all scales. Care for People Groups maintain contact with and involve appropriate voluntary sector organisations in the Grampian area who may have an emergency response role. The Emergency Services may also include voluntary organisations in their plans and arrangements.

Some of the main voluntary organisations who support the Moray Council are:

3.3.1 WRVS

Will assist by providing the following:

- Team Leader to organise own staff and liaise with Centre management;
- Ensure all staff are fully briefed prior to starting work in the Centre;
- Provide meet and greet service;
- Provide emotional and practical support.

3.3.2 British Red Cross

In Northern Scotland the British Red Cross operates a number of operational, functionally specific and self sufficient Emergency Response Units (ERU's). In the event of a major incident or emergency these units can be rapidly deployed with equipment and personnel to provide Emotional & Psychosocial Support, Humanitarian Assistance in Centres. The British Red Cross can also assist with transportation and medical equipment loan. The British Red Cross has retail shops across Northern Scotland and these can provide clothing to the victims of an incident or emergency as required.

3.3.3 COTAG

The Community Off-Road Transport Action Group (COTAG) provides 4x4 vehicle response support in times of need to the emergency services, local authorities and charitable groups. Although not an emergency or rescue service, COTAG

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4x4 Response specialises in logistics in extreme conditions and aims to provide a reliable, 24-hr/365-day transport service when other arrangements are at full stretch. The teams are made up of highly trained volunteers who give up their time, apply their skills and offer their experience to serve the community.

3.3.4 Skywatch

Sky Watch Civil Air Patrol is a UK wide charity which provides air search and observation to the emergency services and other agencies. Highland Civil Air Patrol is the local unit for northern Scotland. Sky Watch is an airborne observation charity which has been operating UK wide since 2000. They carry out aerial observation work for the emergency services when other aircraft are not available. Typical flights include missing person searches, major traffic incidents and flood photography. They also assist at major environmental emergencies such as coastal oil pollution.

3.4 Animal Health

Animal Health is the lead agency in dealing with notifiable animal disease outbreaks and will implement disease control measures. The assistance of the Police Scotland and the relevant Local Authority will be called upon to carry out their enforcement responsibilities.

Animal Health will initiate the local response to a disease outbreak. The Divisional Veterinary Manager (DVM) will be responsible for the day to day veterinary management of a Local Disease Control Centre (LDCC), if established, reporting to the Head of Operations (Scotland) HO(S).

During the outbreak Animal Health will work in partnership with other agencies to ensure the delivery of disease control measures and will provide veterinary advice to aid decision making.

3.5 Food Standards Agency

In addition to it's role in participating and advising on the implications on food safety in any emergency or in the preparation of any emergency plan, the Food Standards Agency have a role to play in enforcing emergency orders where circumstances exist, or may exist which are likely to cause a hazard to human health through consumption of contaminated food.

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3.6 Faith Organisations

Faith Communities will be able to offer religious, spiritual and some practical support when requested.

3.7 Scottish Natural Heritage (SNH)

SNH will give advice to all parties to ensure that any designated nature conservation sites are protected as best as possible from the direct and indirect effects of any contamination.

SNH consent will be required prior to any post emergency clean up operations within a designated site.

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APPENDIX L

Role of the Emergency Response Co-ordinator

Overview

- To take strategic decisions on behalf of the Council and to lead initial meetings of the Emergency Management Team or other internal emergency response groupings until advised otherwise by the Chief Executive.
- The ERC will carry out the functions they would in their “day job” ie making decisions after assessing the information provided; advising and consulting with elected members; liaising with senior representatives of partners including senior government officials and Ministers, etc.

ERC Tasks

- Provide the initial contact point for the Duty Emergency Planning Officer (EPO) when a request is made for assistance from the Council.
- Provide advice and authority, where required, to the Duty EPO with regard to actions the Council may need to take in response to an emergency. The Duty EPO will, in most circumstances, provide the ERC with guidance and options for action.
- Activate the initial Council response.
- Decide whether the response should be led by the ERC, the Council Emergency Management Team or a Council Service.
- Decide which, if any, of the Council processes require to be activated, eg Crisis Communications Protocol, Care for People team, etc.
- Lead the Council emergency response when there is no obvious lead Council Service or if coordination is required across a number of Services.
- Decide whether to activate the Council Emergency Management Team.
- Provide information or agree a particular course of action as suggested by the Duty EPO.
- Liaise with strategic officers from other responding organisations. This will be facilitated by the Duty EPO and will usually take the form of briefings/meetings.
- Lead the response until a decision is made to handover to the Chief Executive or other.
- Keep a log.

The incident may result in a Public or Fatal Accident Inquiry. It is therefore ESSENTIAL that accurate records be maintained of: timing of events, decisions made and actions taken. (use Form TMC002)

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APPENDIX M

References

Websites

Ready Scotland

www.readyscotland.org/

Ready Grampian

www.readygrampian.org

Guidance Documents

Bellwin Scheme

<http://www.scotland.gov.uk/Topics/Government/local-government/17999/Bellwin>

**Chartered Institute of Public Finance and Accountancy (CIPFA)
Establishment and maintenance of local authority reserves and balances**

<http://www.cipfa.org.uk/pt/download/laap77.pdf>

Civil Contingencies Act

<http://www.legislation.gov.uk/ukpga/2004/36/contents>

**The Civil Contingencies Act 2004 (Contingency Planning) (Scotland)
Amendment Regulations 2013**

<http://www.legislation.gov.uk/ssi/2013/247/contents/made>

Data Protection and Sharing – Guidance for Emergency Planners and Responders

<http://www.cabinetoffice.gov.uk/resource-library/data-protection-and-sharing-%E2%80%93-guidance-emergency-planners-and-responders>

Disaster Funds: Lessons & Guidance on the Management & Distribution of Disaster Funds

<http://www.disasteraction.org.uk/publications.htm>

Preparing Scotland

<http://www.scotland.gov.uk/Publications/2012/03/2940>

Red Cross Disaster Appeal Scheme

<http://www.redcross.org.uk/What-we-do/Emergency-response/UK-emergency-response/For-category-one-responders/Disaster-Appeal-Scheme>