

GENERIC EMERGENCY PLAN

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EMERGENCY PLAN

FOREWORD

Recent years have seen a number of major emergencies both domestic and international, brought about either by natural causes or through human intervention. All these have highlighted the need for agencies with responsibilities for public safety to plan and prepare for a wider and increased range of risks. Factors such as climate change, international terrorism, health risks posed by greater global mobility along with those arising from the increased complexity of the society in which we now live, all need to be considered.

Legislation was passed by the UK Government and the Scottish Executive (now the Scottish Government) in the form of the Civil Contingencies Act 2004, the Civil Contingencies Act 2004 (Contingency Planning)(Scotland) Regulations 2005 and guidance issued by the Scottish Executive in the form of 'Preparing Scotland'.

As a Local Authority, we have a statutory obligation to have regard to this guidance in the performance of our duties under the Act and the Regulations and failure to do so may result in court proceedings. This document provides an effective tool to assist us in meeting these responsibilities.

The plan contained in the following pages has been developed by the Dundee City Council Emergency Planning Officer in consultation with the Council's Civil Contingencies Working Group and is linked specifically to Community Safety in the 2007 - 2011 Council Plan. It is based on the principles of Integrated Emergency Management and is intended to provide a generic framework to allow Dundee City Council, along with its many partner agencies, to respond effectively to any major civil emergency or indeed to any lesser emergency requiring a multi-agency response.

To ensure flexibility the plan outlines a management and communications structure that can be adopted in full or in a modified form to meet the needs of a particular event or situation. Senior managers will need to be prepared to interpret and apply the plan as circumstances dictate.

[ORIGINAL SIGNED]
David K Dorward
Chief Executive
Dundee City Council

DISTRIBUTION LIST - INTERNAL
Chief Executive
Depute Chief Executive (Support Services)
Assistant Chief Executive
Director of Contract Services
Director of City Development
Director of Education
Director of Housing
Director of Leisure and Communities
Director of Social Work
Head of Finance
Head of Information Technology
Head of Personnel
Head of Public Relations
Head of Waste Management
Head of Environmental Health and Trading Standards
Principal Scientific Officer/Public Analyst
Principal General Services Officer
Principal Administration Officer
Emergency Planning Officer
Dundee City Council Emergency Centre
DISTRIBUTION LIST - EXTERNAL AGENCIES
Tayside Police
,
Civil Contingencies Co-ordinator
Civil Contingencies Co-ordinator Emergency and Operational Planning
Civil Contingencies Co-ordinator
Civil Contingencies Co-ordinator Emergency and Operational Planning
Civil Contingencies Co-ordinator Emergency and Operational Planning Tayside Fire & Rescue
Civil Contingencies Co-ordinator Emergency and Operational Planning Tayside Fire & Rescue Emergency Planning
Civil Contingencies Co-ordinator Emergency and Operational Planning Tayside Fire & Rescue Emergency Planning Scottish Ambulance Service Emergency Planning Emergency Planning Emergency Medical Dispatch Centre (Edinburgh - John Fairweather)
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Civil Contingencies Co-ordinator Emergency and Operational Planning Tayside Fire & Rescue Emergency Planning Scottish Ambulance Service Emergency Planning Emergency Medical Dispatch Centre (Edinburgh - John Fairweather) NHS Tayside Emergency Planning Procurator Fiscal Area Procurator Fiscal Tayside Scottish Government Civil Contingencies Unit Scottish Resilience Development Service
Civil Contingencies Co-ordinator Emergency and Operational Planning Tayside Fire & Rescue Emergency Planning Scottish Ambulance Service Emergency Planning Emergency Medical Dispatch Centre (Edinburgh - John Fairweather) NHS Tayside Emergency Planning Procurator Fiscal Area Procurator Fiscal Tayside Scottish Government Civil Contingencies Unit Scottish Resilience Development Service Maritime & Coast Guard Agency
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Scottish Water
Emergency Planning
SEPA
Emergency Planning
Scottish Utilities Contingency Planning Group
Scottish & Southern Energy Distribution Support Manager
Armed Forces
Military Liaison Officer for Tayside
Adjacent Local Authorities (Emergency Planning Units)
Perth and Kinross
Angus
Fife
Strategic Co-ordinating Group Support Services
Tayside Contracts
BEAR (Scotland) Ltd
BT
Dundee Airport
Network Rail
Port of Dundee Ltd
Travel Dundee
Scottish Gas Networks
SSPCA
Scottish National Heritage
Strategic Co-ordinating Group Voluntary Agencies
British Red Cross
Dundee Presbytery
RAYNET
St Andrews First Aid
Salvation Army
WRVS
REACT UK

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ABBREVIATIONS

SCG Strategic Co-ordinating Group

CCWG Civil Contingencies Working Group

IEM Integrated Emergency Management

ECT Emergency Co-ordination Team

TRRT Tactical Response/Recovery Teams

PART I - PREPARATION AND PLANNING

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1. INTRODUCTION

- 1.1 Emergencies occur every day and are dealt with by the appropriate emergency services or organisation. More serious emergencies are greater in scale and effect and require resources beyond those normally available to deal with them.
- 1.2 Dundee City Council will operate in support of the statutory emergency services and other agencies through joint strategic and tactical command structures and will action the various facets of this plan as appropriate. The Tayside Strategic Co-ordinating Group (SCG) was set up to establish and maintain a formal partnership, as required under the Civil Contingencies Act 2004, the Civil Contingencies Act 2004 (Contingency Planning)(Scotland) Regulations 2005 (the Act), as an aid to planning for the effective management of response to emergencies. A diagram showing the unified emergency management framework is at Annex A.
- 1.3 All Dundee City Council Staff with emergency preparation, planning, response and recovery responsibilities should familiarise themselves with the SCG Emergency Manual. This can be accessed through the SCG Information Sharing Extranet Site at:

http://civilcontingencies.dundeecity.gov.uk/

- 1.4 The seven primary duties placed upon Dundee City Council under the Act can be summarised as follows:-
 - Co-operation the SCG is to develop a programme of work to develop multi-agency aspects of duties under the Act.
 - Risk Assessment conduct risk assessments, compile and publish a community risk register.
 - Emergency Planning plans to be reviewed and revised and plan maintenance arrangements in place.
 - Business Continuity Planning.
 - Business Continuity Advice.
 - Communicating with the Public.
 - Warning and Informing the Public.
- 1.5 An 'Emergency' has been clearly defined under the Act. Details can be found in Part 3 of the SCG Emergency Manual.
- 1.6 Overall responsibility for the maintenance of the Dundee City Council Generic Emergency Plan has been remitted to a Corporate Civil Contingencies Working Group (CCWG) comprising senior representatives from all departments, chaired by the Depute Chief Executive (Support Services) or her nominee. The aim and objectives of the CCWG can be summarised as follows:-
 - Aim to ensure the effective management of Dundee City Councils preparation for, response to and recovery from emergencies which have a significant impact within Dundee City Councils boundaries.

Objectives:-

- Maintain meaningful inter-departmental working to promote effective management of emergency response.
- Provide clear direction and leadership in developing, maintaining and continuously improving Council emergency arrangements.
- Act as a focal point for council civil protection activity and maintain effective working relationships with SCG partner agencies in Tayside.
- o Prepare an integrated emergency management framework.
- Co-ordinate departmental and inter-departmental training and exercises.
- 1.7 This plan can be accessed through the SCG Extranet, Council Intranet and Council Website.

2. AIM

2.1 The aim of this plan is to provide an effective framework to facilitate an integrated response by Dundee City Council to any emergency occurring within or affecting its area.

3. OBJECTIVES

- 3.1 In an emergency the main objectives of the Council are to:-
 - Support the emergency services engaged in the emergency response to save life and protect the environment and property.
 - Activate Dundee City Councils control and co-ordination procedures.
 - Co-ordinate the response of organisations other than the emergency and health services.
 - Provide support to those directly affected by the emergency.
 - Provide information to the wider community.
 - Limit damage to the environment.
 - Take the lead role in the restoration of normality in the community. (See Part 3 for Recovery Plan).
 - Maintain normal services as fully as circumstances permit.

4. MUTUAL AID

- 4.1 Dundee City Council, as part of the Tayside SCG is developing agreements with all Category 1 and 2 Responders including neighbouring Councils and voluntary organisations within Tayside in relation to the provision of mutual aid during major emergencies.
- 4.2 Informal mutual aid protocols between Local Authorities in Scotland are currently being looked at with a view to creating more formal arrangements.

5. RISK ASSESSMENT

5.1 Risk assessment is the first step in the emergency planning process. It ensures that the Council as a Category 1 Local Responder makes plans that are sound and proportionate to risks. A Community Risk Register has been produced by the SCG and is available on the Tayside Fire and Rescue website. A link is available from the Civil Contingencies page of the Council's website.

6. INTEGRATED EMERGENCY MANAGEMENT (IEM)

- 6.1 The aim of IEM is to develop flexible and adaptable arrangements that will enable effective joint response to any crisis whether foreseen or unforeseen.
- 6.2 Dundee City Councils emergency preparation, response and recovery planning is based on the principles of IEM. The focus is on the effects of events rather than their causes and is undertaken as an extension of normal day to day activities.

7. OWNERSHIP

- 7.1 A direct consequence of IEM is that Directors and Heads of Departments are responsible to the Chief Executive for their department's preparation, planning, response and recovery from an emergency in the same way that they are responsible for the day to day activities of their departments.
- 7.2 The Emergency Planning Officer will co-ordinate the Council's approach to planning for emergencies and provide advice to Council managers during the response to an emergency.
- 7.3 He will ensure effective liaison with Council departments and external agencies including Police, Fire, Ambulance Services, NHS Tayside, The Armed Forces, The Maritime and Coastguard Agency, SEPA, Tayside SCG, the Scottish Government and relevant other central government departments.
- 7.4 He will ensure that arrangements are in place for a Council Emergency Centre from which the local authority response to and recovery from a major emergency can be co-ordinated and to act as advisor to the Chief Executive or other officer designated as Emergency Centre Co-ordinator.
- 7.5 He will ensure that a robust call out mechanism is in place so that an immediate response to an emergency can be arranged at any time.

8. LEGISLATION

8.1 Details of enabling legislation are outlined at **Annex B.**

9. **DEFINITIONS**

- 9.1 **Emergency Co-ordination Team**. Key personnel brought together under the Chief Executive to manage and co-ordinate the Council's strategic response to an incident.
- 9.2 **Tactical Response/Recovery Teams**. Multi-discipline and multi agency teams who work together to deliver the initial tactical response followed by recovery.

10. HEALTH AND SAFETY

- 10.1 Notwithstanding the urgency of any emergency response, all activities must be conducted with due regard to the requirements of Health and Safety legislation. Where premises or work activities are shared with other organisations, arrangements must be adopted and co-ordinated to ensure the health and safety of all concerned.
- All managers and supervisors must ensure that safe systems of work are employed which secure, so far as is reasonably practicable, the health and safety of all staff and any other person who may be affected, including members of the public and the emergency services. Consideration should also be given to the welfare of all staff. Advice and assistance on all aspects of health and safety can be obtained from the Council's Health and Safety Advisers.
- 10.3 Basic guidance on managing stress among staff during an emergency is at Annex C.

11. PLAN USAGE

- 11.1 This plan is designed to bring together the preparation and initial actions to be taken by Council Departments and act as a base line to assist Directors and Heads of Departments when producing their specialist plans. It is not intended to be an exhaustive treatise on disaster management.
- 11.2 Each emergency varies in scale and complexity and some may not require the activation of all aspects of this plan. Each response should be tailored to the circumstances and adapted as the situation develops.
- 11.3 Although this plan is designed to facilitate the response to and recovery from an emergency as defined by the Act, it may be activated to coordinate assistance during lesser emergencies, should the need arise.

12. SPECIFIC PLANS

- 12.1 This plan provides a generic framework for the response to all emergencies however; some additions are required to deal with specific hazards. Responsibility for the preparation of these plans has been remitted to departments with the skills to respond to the hazard. These plans are available on the SCG Extranet, Council Intranet and where security allows, the Council Website.
- 12.2 **Pandemic Flu.** Once a new virus has been identified and considered to have pandemic potential, the World Health Organisation will inform national governments and the UK government will put into action the UK Pandemic Influenza Plan. The Scottish Government have also published a framework for responding to an influenza pandemic. The documents can be viewed on the Scottish Government website. A link is available from the Dundee City Council website.
- 12.3 A summary detailing the actions to be carried out by Dundee City Council at each alert stage is at **Annex D**.
- 12.4 **All departments and services** have an obligation as far as is reasonably practicable to ensure the health and well being of their staff during any civil emergency. The most up to date guidance and direction from health professionals will be sought and disseminated to departments as soon as it is published.
- 12.5 Likewise **all departments and service** have a duty under the Act to ensure that they have **business continuity plans** in place. Staff absence for whatever reason is a key threat to all departments and services in relation to the continuity of their services. The pandemic flu scenario is to be considered when formulating business continuity plans. Departments and services that rely on external providers for services must also ensure that they also have business continuity plans and/or alternative suppliers are identified.
- 12.6 Hazardous Material Pollution. Potential exists for oil pollution of the Tay Estuary and the Dundee City Council coastline. The Port of Dundee receives a considerable amount of crude oils, fuel oils and clean petroleum products. In addition, there is also a risk from road traffic accidents involving fuel tankers. Both situations could lead to oil entering the sewerage or drainage system leading to the possibility of pollution of the river or inland water courses. There is also the possibility of pollution affecting the coastline as a result of a serious spillage offshore in the North Sea.
- 12.7 There is also a risk that Chemical, Biological or Radiological substances are released into the environment whether accidental or deliberate. Dundee City Council has a responsibility to ensure that if such a situation arises the City is prepared and can respond to and recover from such incidents.

- 12.8 The response to and recovery from such incidents falls out with the normal resources of the Council therefore special arrangements have been agreed with a specialist contractor.
- 12.9 Responsibility for the Councils response to hazardous material pollution has been remitted to the Waste Management Department and Environmental Health and Trading Standards Department.
- 12.10 **Flooding.** Weather related incidents are becoming more frequent, especially unusually high amounts of rainfall in very short periods of time. Subsequently, the risk of flooding in the City has increased.
- 12.11 Responsibility for the preparation of the Councils response to flooding has been remitted to **City Development**, **City Engineers**.
- 12.12 **Animal Diseases.** Incidents such as Foot and Mouth disease, the Cellardyke Avian Flu case and an outbreak of Newcastle Disease highlights the high risks that animal diseases pose to our communities, economies and environment.
- 12.13 The Tayside SCG Animal Diseases Plan can be accessed through the SCG Extranet, Council Intranet and Council Website.
- 12.14 Responsibility for the preparation of the Councils response to an animal disease outbreak has been remitted to the **Environmental Health and Trading Standards Department**.
- 12.15 **School Evacuation.** Responsibility for the evacuation procedures for schools has been remitted to the **Education Department**. It is, without doubt extremely important that schools are able to assure members of the community that their children will be looked after in the event of an incident at a school or the surrounding area. It is also vital that schools have business continuity plans in place in the event that their buildings become uninhabitable.
- 12.16 Care Home Evacuation. Care Homes are defined as properties that provide care to people (elderly care homes, elderly residential units, young persons residential units etc) that are owned and managed by Dundee City Council. Responsibility for the evacuation procedures for Care Homes has been remitted to the Social Work Department.
- 12.17 It is the responsibility of private care home providers to manage their own arrangements however where these facilities provide a service to Dundee City Council it is essential that they are given every assistance when developing evacuation and business continuity arrangements. These facilities are provided with assistance through the Tayside SCG.

13. ADDITIONAL DEPARTMENT RESPONSIBILITIES

- 13.1 Department functions during the response to an emergency are, in the main, associated with their normal work, however there are departments who have specific additional responsibilities. Careful planning and preparation including training is essential to ensure departments can meet these responsibilities:-
 - All Departments Business Continuity Planning and Pandemic Flu planning.
 - Support Services Generic Corporate Emergency Plan.
 - Support Services Council Emergency Centre Plan.
 - Support Services Emergency Callout Directory.
 - Public Relations Media and Public Information (in collaboration with partner agencies).
 - Social Work Care for People Plan.
 - **Housing -** Emergency Accommodation Plan.
 - Environmental Health and Trading Standards Port Health Emergency Plan
- 13.2 All emergency plans are linked to the Councils Online Plan Monitoring database.

14. TRAINING AND EXERCISING

- 14.1 Responsibility for the preparation of the Councils Civil Contingencies Training and Development programme lies with the Emergency Planning Officer. He will co-ordinate emergency preparation, planning, response and recovery training activities for Council departments including, where appropriate, attendance at the Emergency Planning College, Tayside SCG training or training organised by external partner agencies.
- 14.2 The Council Civil Contingencies Training Strategy can be viewed at Annex E.

15. PLAN REVIEW AND REVISION

15.1 Dundee City Council Contingency Plans will be subject to annual revision, as a result of revised risk assessments or as a result of lessons learned from incidents. This will be discussed as a permanent agenda item at Civil Contingencies Working Group Meetings.

PART 2 - RESPONSE

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October 2009

1. BASIC PRINCIPLES

- 1.1 As agreed by the Tayside SCG partners and published in Part 3 of the SCG Emergency Manual, an emergency may be declared by any officer of one of the emergency services or other agencies who consider that any of the criteria outlined in the definition of emergency have been satisfied.
- 1.2 During the response phase, authority for controlling and co-ordinating operations is vested in the Chief Constable. This responsibility will formally be passed to the Chief Executive of Dundee City Council during the recovery phase.
- 1.3 With some exceptions, co-ordination of incidents on land will be assumed by the Police, who, after assessing the situation will call out the other services likely to be required.
- 1.4 Where there is a fire, the Senior Fire Officer will be in control of the hazard zone and command all fire fighting and rescue activity until such time as no risk of fire exists.
- 1.5 Where no fire exists but rescue operations are necessary, and dangerous or hazardous conditions exist, the Senior Fire Officer will control operations within the hazard zone.
- 1.6 Dundee City Council resources deployed in response to an emergency will act initially in support of the emergency services operations to preserve life, property and the environment.
- 1.7 Whilst the Police co-ordinate the overall response at the scene of an emergency, Dundee City Council will assume a role in co-ordinating the off-site response of the non emergency services in support of both those at the scene and of the community in general.
- 1.8 The co-ordinating role of the Police at the locus will cease when the Chief Constable is satisfied that the emergency aspects of the situation have been dealt with and that he has adequate facilities for making the necessary investigation into the cause of the incident or any fatalities. A handover to Dundee City Council's Chief Executive will then take place and he will co-ordinate the recovery measures necessary to facilitate a return to normality.
- 1.9 In some cases, such as pollution incidents, diseases of animals or public health issues there may be limited emergency service involvement and the Council or other lead agency may be required to co-ordinate the response from the outset.

1.10 It should be noted that, except in the most extreme circumstances, the Council will be faced with the task of trying to maintain normal services as well as responding to the emergency. In some circumstances it will be necessary to manage expectations in this area and in the case of some specialist support staff it may be appropriate to consider mutual aid from other authorities.

2. COMMAND AND CONTROL

- 2.1 Except where the scale of the incident is clear from the outset, the agreed Dundee City Council policy will be to provide a maximum response initially and thereafter adjust the level of activity as the situation develops rather than start with an inadequate response.
- 2.2 The emergency management structure for responding to an emergency reflects as far as is possible the day to day structure of Dundee City Council. Departments and individual services will undertake the roles and responsibilities that, wherever practicable are related to their normal delivery functions. This structure is the same for the recovery phase.
- 2.3 **Decision Making**. Three distinct, albeit interrelated levels of decision making are envisaged.
 - Operational Actions will be dealt with by appropriate Service Managers. In
 most types of emergency, the initial response will normally be provided by the
 Emergency Services of Police, Fire and Ambulance. They will be supported
 at the scene by local authority departments and other agencies called to the
 site as required by the Emergency Services. Each of the services working at
 the scene will have their own clearly defined roles and responsibilities and be
 expected to work within their own operating instructions under the direction of
 their normal supervisory structure.
 - Tactical Decisions will be determined by the multi-discipline Emergency Response/Recovery Teams (ERT). This level will be implemented in the event of more serious incidents requiring the deployment of greater resources. It will determine priority in the allocation of resources, plan and co-ordinate tasks and obtain additional resources as necessary. The tactical commanders should not become involved with activities at the scene but concentrate on the overall management of the situation. It is essential that regular inter-agency meetings are arranged to ensure effective co-ordination of activity.
 - Strategic Policy will be decided by the Chief Executive and a small Emergency Co-ordination Team with co-opted officers as appropriate. They will establish a framework of policy within which tactical commanders can work, give support in the provision of additional resources, give consideration to the prioritisation of demands and determine plans for the return to a state of normality once the incident has been brought under control.

2.4 Diagrams showing the Dundee City Council Strategic and Tactical level management arrangements in the response and recovery phases are shown at **Annex F**.

NOTE: The services shown in these diagrams are an indication of the types of agencies that will be involved with specific functional groups. The membership of these groups will be wholly dependant on the incident.

3. REGIONAL RESILIENCE

3.1 A wide area emergency requiring a regional response would be co-ordinated by the Tayside Strategic Co-ordinating Group.

4. NATIONAL RESILIENCE - SCOTTISH GOVERNMENT

4.1 In the response and recovery phases the Scottish Governments Civil Contingencies Unit is responsible for providing a communication link between local responders, Central Government and the Scottish Government.

5. EMERGENCY NOTIFICATIONS

- 5.1 The Police are normally the first to receive information of an emergency and alert other services using the appropriate call out procedures. However notification may also come from one of the other emergency services or another source.
- 5.2 The Emergency Planning Officer will be notified by the Police as soon as an emergency occurs within the Dundee City Council area. He will then alert the relevant staff to provide an immediate initial response and initiate any preparatory actions necessary.
- 5.3 Whilst this plan lays down the channels through which services are to be called out, the Police and Fire Service will act on their own initiative should any prescribed method of contact fail to operate or should there be a probability of unreasonable delay.
- 5.4 Requests from the Emergency Services for limited assistance, made direct to Departments should be responded to appropriately.
- 5.5 If the initial notification of an emergency incident is not as described or is provided by another source, it may be necessary to authenticate the information. The Emergency Planning Officer should be informed as soon as possible in order to make contact with the Police, authenticate and initiate an immediate response if required.

6. EMERGENCY CONTACTS DIRECTORY

- 6.1 The Emergency Planning Officer maintains an Emergency Contacts Directory containing out of hours contact details for key Dundee City Council Staff as well as details for those other organisations referred to in this plan.
- 6.2 The directory is issued to selected members of staff and will be updated as a permanent agenda item at the CCWG meetings.
- 6.3 Copies of the directory are also held in the Council Emergency Centre and by the Emergency Services.

7. INITIAL ACTION

- 7.1 On being notified of an emergency incident, the Emergency Planning Officer will:-
 - Initiate a response to any immediate requests for assistance from the Emergency Services (transport, rest centres, building inspectors etc).
 - Brief the Chief Executive and relevant Deputes/Directors on the details of the incident as known.
 - Arrange for the Emergency Centre at Clepington Road to be activated if the situation deems it appropriate.
 - Confirm the requirement for an Emergency Co-ordination Team meeting and make the necessary arrangements. (It may be appropriate to arrange for the attendance of a representative from the police or other lead agency for the purpose of the briefing).
 - Confirm the requirement for a Strategic Recovery Officer to be nominated and initiate the call out procedure.
 - Confirm the requirement for Emergency Response/Recovery Teams and initiate the call out procedure.
 - Confirm the requirements for assistance from the voluntary agencies and initiate the call out procedure.
- 7.2 The Emergency Planning Officer will support the Chief Executive and the Emergency Co-ordination Team.
- 7.3 When the requirement for an Emergency Co-ordination Team has been confirmed by the Chief Executive, it will be established in the Emergency Co-ordination Room within the Council Emergency Centre.
- 7.4 At the initial meeting of the Emergency Co-ordination Team the scale and structure of the Council's response will be determined. A list of points for consideration at this meeting is shown at Annex G.
- 7.5 Emergency Response/Recovery Team terms of reference are listed at Annex H.

7.6 The Council Emergency Centre will be under the overall control of the Support Services Principal Administration Officer or his depute. Ultimately it will be staffed in accordance with the needs of the emergency; however the initial set up procedures will be in accordance with the **Council Emergency Centre Plan** which is held by the Principal Administration Officer.

8. CONTINUITY OF OPERATIONS

- 8.1 An early decision will be required on the likely duration of the incident to ensure that relief staff are identified and shift working introduced at an appropriate stage.
- 8.2 When the Chief Constable affects a handover of control to the Chief Executive, departments will continue with the medium to longer term recovery measures under the direction of the Strategic Recovery Officer (see Part 3 Recovery).
- 8.3 At the time of the handover, an up to date situation report will be requested from all agencies still involved in the response. The Chief Executive, the Strategic Recovery Officer and the Tayside Strategic Co-ordinating Group will determine the long term strategy.

9. INFORMATION TO THE PUBLIC

- 9.1 Good communication with the media and public will be a key element in the successful management of any major incident.
- 9.2 Dundee City Council will assume responsibility for media relations and informing the public at the time of handover from the Chief Constable and will consider setting up a **Humanitarian Assistance Centre** in collaboration with Council departments and partner agencies.
- 9.3 The **Tayside Strategic Coordinating Group Media and Public Information Plan** sets out agreed procedures for communications with the media and direct communications with the public.

10. COMMUNITY WELFARE

- 10.1 The provision of support to individuals and communities affected by any emergency incident is a primary role for the council. Vulnerable members of the community may require particular support.
- 10.2 Procedures for discharging these responsibilities are set out in Social Works Care for People Emergency Plan.

11. FINANCIAL MANAGEMENT

11.1 Accurate records of all expenditure should be maintained by each responding department from the initial phase of the incident response. Details of the claim procedures for the Bellwin Scheme are held by the Head of Finance.

12. RETENTION OF RECORDS

- 12.1 It is of paramount importance that all logs, messages and other records relating to the emergency should be retained until all debriefs, internal investigations and judicial enquiries are completed. Final archiving and disposal of records will only be initiated on approval of the Chief Executive.
- 12.2 At present, Dundee City Council operates a manual emergency information management system. This will be replaced by an electronic version in 2009/10.

PART 3 - RECOVERY

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1. PHASES OF RECOVERY

1.1 In practical terms, the phases of recovery can be defined into:-

Short-term issues

These can be defined as those actions that can be completed within the first 7 days.

Medium-term issues

These are issues that are more protracted or widespread. Medium term issues are considered to be those taking from 7 days to 3 months.

Long-term issues

Those issues taking more that 3 months to resolve.

1.2 Recovery is a supportive process beginning from the moment of first response. After the initial emergency response, dependant on the type of incident and its impact the Council will most likely be handed the role of leading the multi-agency recovery relatively quickly.

2. STRATEGIC RECOVERY OFFICER

- 2.1 The Strategic Recovery Officer will be an officer at Director or Head of Department level as appointed by the Chief Executive. That officer will have overall responsibility for initiating recovery, which means:-
 - Ensuring short-term recovery issues are attended to within the scope of the emergency response to the incident.
 - Identifying medium to long-term recovery issues.
 - Chairing, or identifying a chair, for the Strategic Co-ordinating Group.
 - Identifying initial membership for the Strategic Co-ordinating Group.
 - Identifying lead organisations/departments for Tactical Co-ordinating Groups.
 - Identifying existing and potential partnerships to form the membership of these tactical groups dealing with specific aspects of recovery.
 - Liaison with the Scottish Government.
- 2.2 In the event of an emergency being declared, the Strategic Recovery Officer's responsibilities also include:-
 - Membership of the Emergency Co-ordination Team.
 - Attending Strategic Co-ordinating Group meetings with the Chief Executive.
 - Planning for the hand-over of the strategic lead from the Police (or other agency) to the Council in conjunction with the Chief Executive.

- 2.3 To assist in identifying recovery issues the Strategic Recovery Officer should focus on the following aspects:-
 - People.
 - Critical National Infrastructure.
 - Public Health.
 - Environment.
 - Community Facilities.
 - Economic Issues.

3. STRATEGIC CO-ORDINATING GROUP

- 3.1 The Strategic Co-ordinating Group provides the strategic direction, oversight and forward planning for the recovery from an emergency incident.
- 3.2 Its specific objectives are:-
 - Developing formal arrangements for the effective management of the recovery process.
 - Liaison and involvement with all relevant agencies in the recovery planning and implementation, including the Scottish Government.
 - Ensuring appropriate strategies are in place to facilitate the recovery.
 - Establishing an agreed chair and membership for subsequent Strategic Coordinating Group meetings.
 - Establishing specialist Tactical Co-ordinating Sub-Group(s) as appropriate, and nominating a chair(s) to report back to the Strategic Co-ordinating Group.
 - Ensuring the necessary resources, facilities and financial assistance required by these tactical sub-groups are available.
 - Ensuring systems to record and account for expenditure required to facilitate recovery are in place.
 - Authorising any secondments of staff to attend to recovery issues full-time for a defined period.
 - Identify potential sources of external funding to support the recovery process.
 - Ensuring effective consultation/mediation with the affected community.
 - Ensuring consistent information is disseminated from all organisations involved.
 - Ensuring elected members are consulted and updated regarding the progress of recovery.
- 3.3 The initial base membership of the Strategic Co-ordinating Group will comprise of:-
 - Chair Strategic Recovery Officer.
 - Director of Lead Council Department.
 - Tayside Police.
 - NHS Tayside Primary Care.
 - Additional Council department and organisations identified by Strategic Recovery Officer as appropriate.
- 3.4 As recovery will be strategically led by the Council, the chair of the group will be a Council representative, usually the Strategic Recovery Officer.

- 3.5 Membership of the group will not be static and will be adjusted relevant to the evolving needs of the recovery process.
- 3.6 The Council's Emergency Co-ordination Team's responsibilities are detailed in part 2 of the Council Emergency Plan. More specifically, one of the responsibilities of the Emergency Co-ordination Team is to 'provide strategic direction, oversight, and forward planning for the Council's emergency response to and recovery from a major emergency incident'. This will include the active involvement of the Strategic Recovery Officer.
- 3.7 The initial agenda of the Emergency Co-ordination Team includes discussion on 'forward planning'. This agenda item will include the Strategic Recovery Officer presenting recovery issues.

4. STRATEGIC CO-ORDINATING GROUP MEETINGS

- 4.1 Following the activation of the Recovery Plan, the Strategic Recovery Officer convenes a meeting of the Strategic Co-ordinating Group (SCG). The agenda of the first meeting is as follows:-
 - Introductions.
 - Terms of reference for the group.
 - Membership.
 - Responsibilities and authority.
 - Other agencies that may be required.
 - Briefing/progress report, including the latest impact assessment and the Strategic Co-ordinating Group strategy (brief overview, keep concise).
 - Agree recovery strategy (including detailed objectives and targets as necessary).
 - Immediate actions/or urgent issues related to the emergency.
 - Recovery action plan formulation and delegation of tasks (including deciding what Sub-Groups are required).
 - Resources and Facilities required/identified/allocated.
 - Method of Reporting.
 - Recording of expenditure.
 - Liaison with the community/stakeholders.
 - Reporting arrangements to elected members.
 - Priorities for action.
 - Any other issues.
 - Schedule of meetings.
- 4.2 Notes or minutes of the meeting should be taken as well as the maintenance of a key decision/action log. Support staff will be required for this function.

5. MULTI AGENCY TACTICAL CO-ORDINATING GROUPS

5.1 Tactical Co-ordinating Groups are responsible for taking the lead on the different aspects of recovery. They may be composed of a number of public, private sector and voluntary organisations. The Council Emergency Response Teams will form the basis for Tactical Co-ordinating Groups immediately following the handover of responsibility to the Chief Executive.

- 5.2 Each Tactical Group has a chair (the lead department), who also represents the group at the SCG meetings and provides administrative support to their sub-group.
- 5.3 Membership of the Tactical Groups and their chairs will be identified by the Strategic Recovery Officer and approved or amended as part of the first SCG Recovery meeting.
- 5.4 Membership of the groups will not be static and will be adjusted relevant to the evolving process of recovery.

6. TERMS OF REFERENCE

- 6.1 Detailed Terms of Reference (ToR) for these Groups, including guidance on membership and issues that may arise, is shown in <u>ANNEX H</u>. The Chair and Secretariat shown are suggestions; it is a matter for the LA/SCG to decide who should most appropriately perform these roles.
- 6.2 Guidance for Chairs of the Groups is in **ANNEX I**.

7. ALERT AND NOTIFICATION

- 7.1 If the decision is made to invoke the Council's Generic Emergency Plan the Strategic Recovery Officer will join the Emergency Co-ordination Team.
- 7.2 The Emergency Planning Officer calls out the Strategic Recovery Officer as part of the mobilisation of the Emergency Co-ordination Team. This enables work to commence immediately on recovery issues and a consideration of recovery issues at the initial Emergency Co-ordination Team meeting.
- 7.3 Where the Strategic Recovery Officer determines that sufficient recovery issues are present that officer:-
 - Briefs the Chief Executive and Emergency Co-ordination Team.
 - Identifies the initial membership of the SCG (Recovery).
 - Identifies appropriate existing partnerships to form Tactical Groups for the relevant aspects of recovery, and who would lead these groups.
 - Attends and chairs the first SCG (Recovery) meeting.
 - Ensures that the terms of reference for the SCG (Recovery) are followed.
 - Inputs into discussions at the Tayside Strategic Coordinating Group (if activated).

8. COMMUNITY AUDIT

- 8.1 An essential first step in the recovery process is to establish the needs of the affected community and this should commence as soon as possible and may be underway before the emergency response phase has ended. The initial information gathered should be sufficient to allow initial planning to commence but may need to be augmented as the process develops.
- 8.2 The aims of this process are to ensure that:

- No-one remains in immediate danger.
- The numbers of people affected and their needs are established.
- 8.3 The Police and Dundee City Council resources (Social Work, Housing etc) should be deployed and co-ordinated as required.
- 8.4 In the event of a large scale emergency, systems used by the police to manage door to door inquiries could be utilised to ensure a co-ordinated approach.
- 8.5 Dundee City Council will use it's internal IT systems to assist with the identification of vulnerable people in specific geographical areas.

9. MINOR EMERGENCIES

- 9.1 If it is deemed that a full recovery process is not required the Strategic Recovery Officer will continue to monitor the response to the incident as part of the Emergency Co-ordination Team to ensure that the responses to any short term recovery issues are co-ordinated.
- 9.2 In the event of an incident not requiring full activation of the Council Generic Emergency Plan but the Emergency Planning Officer considers that there are recovery issues to be addressed:-
 - He will contact the Chief Executive and discuss the need for a Strategic Recovery Officer to be appointed.
 - If required the Chief Executive will appoint a Strategic Recovery Officer (In appropriate cases this may be the Emergency Planning Officer).
 - If agreed that the recovery process is not required the Emergency Planning Officer continues to monitor the response to the incident.

10. STAND DOWN

- 10.1 The Chief Executive, after consultation with the Strategic Recovery Officer will officially declare to the SCG that the incident has been closed.
- 10.2 It is important to state that the recovery process may never be able to restore the affected area and community exactly to its previous state. After a consultation period, a point will be identified where a disproportionate amount of time, resources and attention can no longer be justified to overcome the effects of the incident.

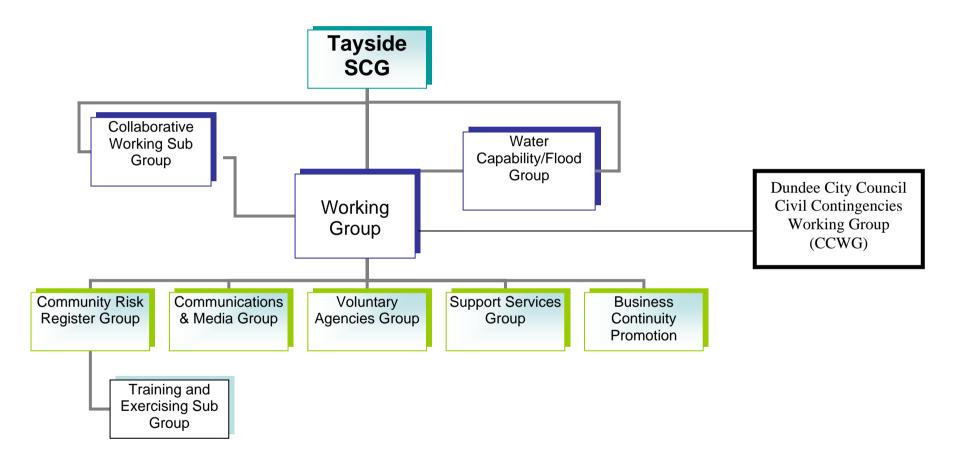
11. DEBRIEFING AND REPORTING

- 11.1 It is essential that all departments and services conduct a full debrief. A debrief procedure is at ANNEX J. All services involved with the response and/or recovery should:-
 - Conduct an early hot debrief.
 - Prepare to participate in a full multi agency debrief.
 - Prepare a post operational report.
 - Review procedures/plans.

• Assist with any subsequent investigation.

11.2 All exercises/incidents are debriefed and the lessons learned are recorded and included in the planning cycle

TAYSIDE SCG EMERGENCY MANAGEMENT FRAMEWORK LINKING TO DUNDEE CITY COUNCIL



LEGISLATION

1. The Civil Contingencies Act 2004, the Civil Contingencies Act 2004 (Contingency Planning) (Scotland) Regulations 2005.

Part 1 of the Act and supporting regulations and statutory guidance 'Preparing Scotland' establish a clear set of roles and responsibilities for those involved in emergency preparation and response at the local level.

2. Local Government (Scotland) Act 1973 Chapter 65 Part VI Miscellaneous Powers of Local Authorities. Section 84 Powers of local authorities with respect to emergencies or disasters states:

"Where an emergency or disaster involving destruction of or danger to life or property occurs or is imminent or there are reasonable grounds for apprehending such an emergency or disaster, and a local authority are of the opinion that it is likely to affect the whole or part of their area or all or some of the inhabitants, the authority may incur such expenditure as they consider necessary in taking action themselves (either alone or jointly with any other person or body and either in their area or elsewhere in or outside the United Kingdom) which is calculated to avert, alleviate or eradicate in their area or among its inhabitants the effects or potential effects of the event; and make grants or loans to such other persons or bodies on conditions determined by the authority in respect of any such action taken by those persons or bodies.

The power conferred by subsection (1) above shall be in addition to, and not in derogation of, any power conferred by or under any other enactment, including any enactment contained in this Act."

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

3. The Bellwin Scheme - The Local Government and Housing Act 1989, Section 155

The Bellwin Scheme exists to provide special financial assistance to authorities who would otherwise be faced with an undue burden as a result of providing relief and carrying out immediate work resulting from large scale emergencies.

The scheme is discretionary; local authorities have a general duty to deal with emergencies and there is no automatic entitlement to special assistance.

Incidents for which assistance is sought must involve conditions that are clearly exceptional by local standards.

Applications must clearly demonstrate that undue financial burdens would otherwise fall on the local authority.

The Scottish Government must be notified of the intention to make an application under the scheme within one month of the incident.

Further details of the scheme including thresholds etc are held by the Depute Chief Executive (Finance).

4. Other relevant legislation includes the following:

a. Control of Major Accident Hazard Regulations 1999

Places responsibilities on industrial site operators in respect of safe practices and on site emergency arrangements; and certain duties on local authorities for off site emergency plans for "high risk" sites.

b. The Social Work (Scotland) Act 1968

Section 12 of the above act places a duty on local authorities to make appropriate arrangements for persons rendered homeless due to an emergency or disaster.

c. Public Information for Radiation Emergencies Regulations 1992

Requires local authorities to provide information to the public in the event of a major emergency involving the release of radiation, mainly from nuclear sites.

ANNEX C TO DCC EMERGENCY PLAN

STRESS MANAGEMENT DURING EMERGENCIES

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13.	LEAVE	4
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1. OBJECTIVE

1.1 The following pages contain some generic guidance to managers on how to manage stress amongst staff involved in the response to a major emergency

2. INTRODUCTION

- 2.1 At times of emergency or major disaster people want to do all they can to help. People in a position of authority, or with specialist skills and abilities, or people who simply know there is a way they can help, make themselves available immediately and for the full duration of the response. Unfortunately, for all concerned, an emergency response can last for days, weeks or even months.
- 2.2 Implementation of a rational policy of stress management, at the outset of a response, will enable managers to give their best and get the best from their team.

3. PREPARATION

3.1 If a stress management strategy for an emergency response is to be effective it must be planned in advance and rehearsed in exercises.

4. PLANNING

4.1 Crisis managers must anticipate the scale of any possible demands they may be called upon to bear in a major emergency, and they must plan accordingly. As a minimum they must identify at least one deputy who will carry forward the managers' work when the manager is not present. Similarly, in planning support staff requirements managers must anticipate the scale of demands they might place on their team.

5. CLEAR UNDERSTANDING OF ROLES AND RESPONSIBILITIES

5.1 Individuals who have a clear knowledge of their part in the overall response, who know what they are trying to achieve, are likely to suffer less from stress than those who do not.

6. TRAINING

6.1 The stress an individual is likely to suffer during an emergency response is likely to be reduced further if they know how to achieve their objectives. Ideally they will be carrying forward their "normal" work into a response, but if not, then training may be very beneficial both to optimise the response and to reduce the stress they will experience.

7. SIMULATIONS AND EXERCISES

7.1 Once an individual knows their role and responsibilities, and knows how to achieve these, likely stress will be reduced still further if they have the confidence that they can respond effectively in an emergency. Confidence can

be boosted if they have experience of realistic disaster simulations, as in full-scale field exercises.

8. RESPONSE

- 8.1 An emergency, by definition, is a stressful experience. Managers and staff will be under great pressure. At the outset of a response they may respond to this in a positive way to give of their best and help the response in a very effective and efficient way. To maintain this level of contribution it will be essential for managers to enforce a strict policy of stress management, following the guidance given below.
- 8.2 All staff have a responsibility to themselves and others. They should understand that stress is natural and they should be able to recognise the signs and symptoms if this becomes problematic.

9. STAFF ROTATION

9.1 There is a great temptation in an emergency situation, for managers and staff to work continuously for as long as they possibly can, well beyond a point at which their abilities are impaired. It is common and normal for those involved to be very reluctant to leave their posts once they have started. In order to optimise the quality of a response it is essential to ensure that key staff avoid long and exhausting periods of duty. It is essential to introduce a very strict staff rotation system at an early stage of the response.

10. REGULAR BREAKS

10.1 Even during a working shift, managers and staff must take regular short breaks. These breaks will enable them to continue to operate effectively throughout their working day.

11. RECREATION AND REFRESHMENTS

11.1 In a prolonged response, that might last for many days or even weeks, it is important to ensure that the centres in which people will work have recreation and refreshment facilities. This might include for example a television room, a quiet area, or a canteen.

12. DEBRIEFING

- 12.1 The opportunity to express views on all aspects of the response should be provided to every individual involved. Quite apart from the benefits that will result for future emergency planning, the individual will benefit from sharing their feelings.
- 12.2 The use of staff trained in debriefing techniques should be considered. Any interviews should be properly structured to enable staff to consider how they felt about their involvement and how it might have affected them.

13. LEAVE

13.1 Once an emergency is over staff should be encouraged to take a few days off before returning to their normal duties. This opportunity to recover personally and recharge their batteries will be of benefit to their health and to the quality of their normal work.

14. CONCLUSIONS

14.1 In an emergency everyone wants to help and everyone wants to do their best. Everyone's contribution can be optimised if a sensible policy of stress management is planned for and then strictly adhered to during the response to and recovery from a civil emergency.

This **Matrix** was developed to identify and summarise the main issues and organisational actions Dundee City Council needs to consider at five key points in its preparations for and subsequent management of Pandemic Influenza. The five key points set out in this **MATRIX** echo the phases identified by the World Health Organisation (WHO) and the United Kingdom Alert Levels with consideration to the Scottish Government framework.

Key Point 1	Key Point 2	Key Point 3	Key Point 4	Key Point 5
(WHO Phase 1-2, UK Alert Level Nil)	(WHO Phases 3,4,5, UK Alert Level 1)	(WHO Phase 6 - UK Alert Levels 1-4)	(WHO Phase 6)	(WHO Phase 1)
Inter-Pandemic (Preparatory Phase)	Enhanced	Pandemic	Inter-Wave	End of Pandemic
Civil Contingencies Working Group Plan dormant preparatory work only. Ongoing multi-agency liaison. Identify and agree role and responsibilities at each Alert Level. Liaison with NHS Tayside on appropriate advice and information for employees. Liaison with SCG Communications and Media Sub Group. Raise organisational awareness via briefings, workshops and exercises Council Management Team Determine and agree arrangements to: Support needs of community. Support Educational needs. Support Political / LA Committee needs. Inform and support staff. Identify cremation and burial capacity. Ensure business continuity arrangements are established in key service areas. Service Managers Identify essential / core services. Identify employee priority groups. Prepare business continuity arrangements. Determine and agree actions in respect of media facilitation and in warning and informing the general public.	Civil Contingencies Working Group • Maintain multi-agency liaison at local level.	Civil Contingencies Working Group Implement Generic Emergency Plan. Continue multi-agency liaison at local level – Emergency Planning, PR and EHO representation at SCG Working Group Pandemic Influenza Meetings. Activate and Maintain ECT (Declared Status). Activate and maintain Emergency Centre. Liaise with Scottish Government and others at national level.	Preparation for Vaccination. Revise priority vaccination groups (Key Workers). Prepare employee information on vaccination. Prepare for activation of vaccination centres. Prepare public information on vaccination. Review in advance of second wave Debrief and review plans and procedures. Maintain multi-agency liaison at local level. Maintain ECT at Enhanced Level. Re-instate non-essential services subject to resource and employee availability.	Lead multi-agency liaison at local level on Recovery issues. Maintain Emergency Co-ordination Team to progress Recovery issues. Maintain Emergency Centre. Re-instate Council Services. Liaise with Scottish Government and others at national level. Attend and support SCG multi-agency groups and meetings. Maintain organisational awareness via briefings / Sit. Reps. Participate in and facilitate multiagency and council wide debriefs. Review Business Continuity Plans and Council Generic Emergency Plan.

CIVIL CONTINGENCIES TRAINING STRATEGY

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1. Introduction

1.1 Dundee City Council aims to ensure all departments and services are fully prepared for all types of emergencies. Training staff who are involved in emergency planning and response is fundamental to our ability to handle any type of emergency. This strategy outlines the aims of training in this context, describes different types of training, points out the emphasis placed on training within the Civil Contingencies Act and outlines the basic training requirements for Dundee City Council staff.

2. Training

- 2.1 Training is about raising the awareness of key staff about what the emergencies are that they may face and giving them confidence in the procedures and their ability to carry them out successfully. It is also about developing competencies and skill-sets so that staff can fulfil key roles.
- 2.2 It is important that all personnel within Dundee City Council who may be involved in planning for and responding to an emergency should be appropriately prepared. This requires a clear understanding of roles and responsibilities and how people fit into the wider picture. Without training, we could quickly become overwhelmed by an emergency, unable to handle its impacts and recover from them.
- 2.3 Any staff who could be involved in emergency planning, response or recovery should receive appropriate training. But training also extends beyond those employed by the Council to include contractors and the staff of voluntary organisations who might be used in support of emergency planning or response/recovery.
- 2.4 There are two broad types of training:
 - Emergency preparedness training key staff to carry out risk assessment, emergency planning and business continuity management (BCM) within their area of expertise; and
 - Emergency response/recovery training staff to carry out response and recovery functions related to their normal daily activities when an emergency occurs.

3. Training for emergency preparedness.

- 3.1 Dundee City Council needs appropriately trained people who are capable of conducting risk assessments, emergency planning and business continuity management. These three processes underpin our preparedness for emergencies, and our ability to respond and recover effectively.
- 3.2 More generally, the Emergency Planning Officer will need to provide leadership and a focus for emergency preparedness to ensure the ongoing processes of risk assessment and emergency planning are taken seriously at all levels within the Council. He will also be looked to for direction if an emergency occurs and plans are invoked (Business Continuity Manager for BCM).

4. Training for emergency response.

4.1 Training should be provided for all staff that will be involved in implementing an emergency plan or business continuity plan, and anyone else who may have a role in emergency response and recovery. All these people will need to feel confident and competent in any role they may undertake.

5. Training Programme.

- 5.1 The Emergency Planning Officer is responsible for ensuring that a rolling training programme is introduced to account for staff turn-over, and also to ensure all staff are regularly refreshed and practiced in emergency response. Training will include:
 - The contents of this plan.
 - How is the emergency plan invoked?
 - What are the key decision-making processes?
 - Who else needs to be involved?
 - The individual's role in implementing the plan.
 - What is expected of them?
 - How do they fit into the wider picture?

6. Exercises.

- 6.1 Exercises are both a type of training, and a distinct type of emergency preparedness. Exercises have three main purposes:
 - to validate plans;
 - to develop staff competencies and give them practice in carrying out their roles in emergency plans(training exercises);
 - to test well-established procedures. It is important that people taking part in exercises should be trained beforehand. Participants should have an awareness of their roles and be reasonably comfortable with them, before they are subject to the stresses of an exercise.

7. Training under the Civil Contingencies Act

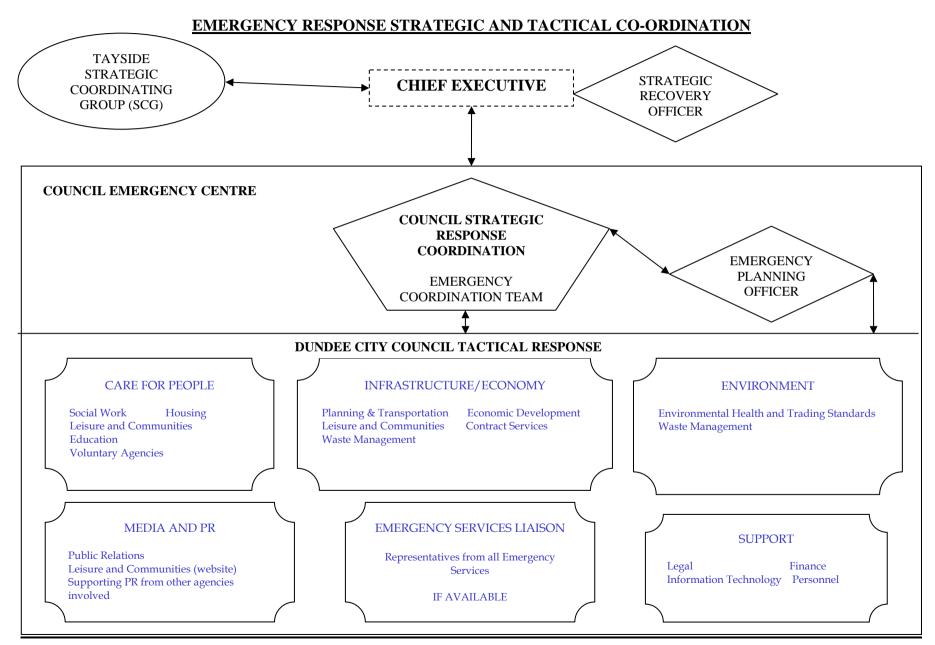
- 7.1 The Civil Contingencies Act Regulations require Category 1 responders to include provision for the carrying out of exercises and for the training of staff in emergency plans. The same or similar requirements for exercising and training apply to business continuity plans and arrangements to warn, inform and advise the public.
- 7.2 The Tayside Strategic Coordinating Group has formed a Multi Agency Training and Exercising sub group. This group has developed a multi agency training and exercising programme which is reviewed on an annual basis. This programme is linked to the National Scottish Resilience Training agenda and to single agency plans.
- 7.3 All Dundee City Council Emergency Plans contain a statement about the nature of the training and exercising to be provided and its frequency.

8. Training Requirements.

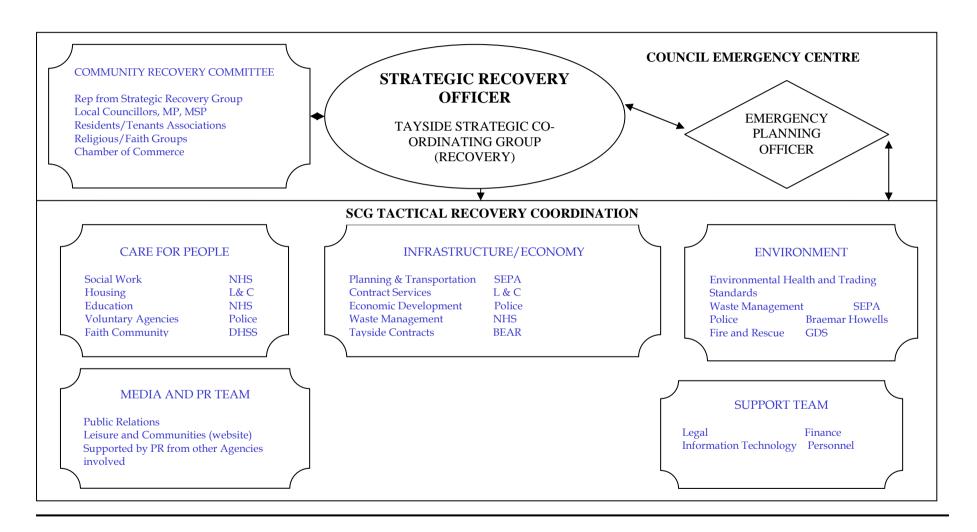
- 8.1 The minimum training requirement for all Dundee City Council employees is one session relating to emergency response/recovery awareness within the training cycle based on the Council Generic Emergency Plan. This session can be delivered face-to-face or by the use of interactive technology.
- 14.4 Dundee City Council recognises the need for continuous and ongoing training of personnel at all levels to ensure they are familiar with their respective roles and responsibilities. The following three year minimum training cycle has been agreed for personnel with specific roles:
 - Year 1 Task specific half day seminars.
 - Year 2 Table Top Exercise.
 - Year 3 Live Play Exercise involving activation of Council Emergency Centre and Emergency Support Centres.

9. Responsibility.

- 9.1 Responsibility for the preparation of the Councils Civil Contingencies Training and Development programme lies with the Emergency Planning Officer. He will co-ordinate emergency preparation, planning, response and recovery training activities for Council departments including, where appropriate, attendance at the Emergency Planning College, Tayside SCG training or training organised by Scottish Resilience or external partner agencies.
- 9.2 Departments are to undertake and support staff in whatever training they consider appropriate including local seminars and exercises, equipment familiarisation and attendance at courses and internal departmental training.
- 9.3 Directors and Heads of Departments are to ensure that training records are kept and updated for all staff.



RECOVERY STRATEGIC AND TACTICAL COORDINATION



ISSUES FOR CONSIDERATION BY EMERGENCY CO-ORDINATION TEAM

1. SITUATION REPORT

- What has happened and where?
- Who is affected and how?
- Are there any remaining hazards/dangers?
- What has already been done?
- What are the immediate priorities?
- What resources are required?
- Has an Emergency been declared?

2. INITIAL ACTION

- Confirm membership of ECT and ERTs
- Identify other organisations who need to be represented

3. RECORDING OF INFORMATION

- Logging of decisions and actions
- Minutes of meetings
- Preparation of reports
- Financial records
- · Retention of records

4. INFORMATION STRATEGY

- Media
- General public
- Elected members
- Staff
- Other organisations, authorities, stakeholders
- Humanitarian Assistance Centre

5. HEALTH AND SAFETY

- Safety
- Welfare

6. MEETING FREQUENCY

- Date
- Time
- Place

7. HORIZON SCANNING

Recovery Issues (Input by Strategic Recovery Officer)

ANNEX H TO DCC EMERGENCY PLAN

TACTICAL EMERGENCY RESPONSE/RECOVERY TEAMS - TERMS OF REFERENCE

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1. INTRODUCTION

Tactical Emergency Response/Recovery Teams form the core elements of response and recovery for any emergency. The services or agencies represented on each team will vary depending on the scale and nature of the incident. In some cases additional elements may need to be added to an existing team or an additional specialist team established. The following outlines the core teams, their potential membership and a broad outline of their role:

2. INFRASTRUCTURE/ECONOMY TEAM

2.1 Role

 To manage the infrastructure and economic aspects of any emergency at the tactical level and to advise the Emergency Co-ordination Team or Strategic Co-ordinating Group on related issues (membership would be dictated by the nature of the incident).

2.2 Chair and Secretariat

- · Chaired by the Director of City Development
- Secretariat provided by the Chair

2.3 Membership and Issues

City Development (Planning and Transportation)

- Flooding Contingencies
- Advice in relation to the structural safety of damaged buildings and structures
- Co-ordinate works to make safe or demolish dangerous buildings and structures
- Provision of specialist engineering advice
- Provision of GIS Operator to Council Emergency Centre
- Provision of Maps, Plans and aerial photographs
- Sourcing of emergency transport resources
- Liaison with the Emergency Services in relation to all (non trunk road) traffic management issues
- Liaison with BEAR Scotland (trunk roads)

City Development (Economic)

- Sourcing and preparation of buildings for emergency use
- Management of council properties and other premises utilised during the emergency
- Take a lead role during the recovery phase if business areas are affected
- Co-ordination of longer term economic recovery issues

Contract Services

- To maintain the integrity of the road network
- To provide support to the emergency services
- To support other council services in the provision of aid to the community
- Provide technical and manual resources
- Source vehicles, equipment and plant as required
- Clear debris
- Provide support to other council services as required.
- Source specialist contractors as required
- Provision of emergency catering and cleaning services
- Provision of signage and barriers.

Leisure and Communities

- Take a lead role during the recovery phase if residential /community areas are affected
- Library Service vehicles could be utilised in certain circumstances
- Vehicle and manpower source

Waste Management

- Provision of additional labour and equipment
- Removal of light debris

Departments would be supported by the following agencies:

- Tayside Contracts
- BEAR Scotland
- Utility Providers
- Specialist Contractors

3. CARE FOR PEOPLE TEAM

3.1 Role

• The tactical management of the social and welfare needs of those affected by the emergency and to advise the Emergency Co-ordination Team or Strategic Recovery Group on these issues.

3.2 Chair and Secretariat

- Chaired by the Director of Social Work
- · Secretariat provided by the Chair

3.3 Membership and Issues

Social Work

- Co-ordinate all welfare support to the affected community
- Set up and operate Emergency Support Centres
- Post Incident Support
- Co-ordination of voluntary welfare organisations
- Support for those rendered homeless

Housing

- Re-housing for those members of the public rendered homeless
- Provision of initial call centre facilities.

Education

- Ensure the safety and welfare of pupils and staff
- Support and provide assistance to Leisure and Communities in the setting up of Emergency Support Centres in community centres or schools

Leisure and Communities

Emergency Support Centre provision of facilities

Departments would be supported by the following agencies:

- WRVS
- British Red Cross
- Housing Providers
- NHS Tayside
- Department of Health and Social Security (DHSS)
- Citizens Advice Bureau (CAB)
- Faith Community

4. ENVIRONMENTAL TEAM

4.1 Role

 To manage the environmental impact aspects of any emergency at the tactical level and to advise the Emergency Co-ordination Team or Strategic Recovery Group on related issues (membership would be dictated by the nature of the incident).

4.2 Chair and Secretariat

- Chaired by the Head of Environmental Health and Trading Standards
- · Secretariat provided by the Chair

4.3 Membership and Issues

Environmental Health and Trading Standards

- Food Safety and Standards
- Animal Diseases/Health/Welfare
- Communicable Diseases Investigation
- Public Health
- Contaminated Land
- Sampling (food, water, air etc)
- Disinfection/Sanitisation

Waste Management

- Take a lead role during the response and recovery phase for Hazmat incidents
- Clean up of incident site following an incident with an environmental impact (chemical, oil, biological, radiological, fly tipping, fatalities)
- Maintenance of cleansing services

Leisure and Communities

Hazmat clean up if beaches, parks or open spaces are affected

Departments will be supported by the following agencies:

- NHS Tayside Public Health
- Scottish Environmental Protection Agency (SEPA)
- Maritime and Coastguard Agency
- Scottish Water
- Scottish Natural Heritage
- Scottish Executive Environment and Rural Affairs Department (SEERAD)
- State Veterinary Service (SVS)
- Braemar Howells Pollution Incident Response and Recovery
- Government Decontamination Service (GDS)

5. MEDIA AND PUBLIC INFORMATION TEAM

5.1 Role

 To co-ordinate the provision of information to the media/public and to advise the Emergency Co-ordination Team or Strategic Recovery Group on media issues.

5.2 Chair and Secretariat

- Chaired by the Head of Public Relations
- · Secretariat provided by the Chair

5.3 Membership and Issues

Public Relations

- Provide public relations advice to Emergency Co-ordination Team
- Provide consistent progress updates to the media and community
- Arrange the provision of Humanitarian Assistance Centres (HAC) when necessary

Leisure and Communities

- Keep the Council website updated with relevant incident related information
- Library Services have a remit to provide staff in the event of an emergency helpline being established

Departments will be supported by the following agencies:

Public Relations from other Agencies

6. SUPPORT TEAM

6.1 Role

• Specialist/administrative support to the overall operation.

6.2 Chair and Secretariat

- Chaired by the Depute Chief Executive (Support Services)
- Secretariat provided by the Chair

6.3 Membership and Issues

Support Services

General

- Provide emergency planning advice and support
- Liaison with other agencies
- Manage the Councils Emergency Centre
- Provide administrative support to the Council Emergency Centre
- Manage the Councils emergency contact service during working hours

Legal Services

- Provide legal advice to the Emergency Co-ordination Team
- Liaison with Procurator Fiscal and other legal agencies
- Provide guidance in relation to preparation for judicial or other proceedings

Assessor & Electoral Register

- Provision of essential electoral data to assist in the event of the need to contact or evacuate
- Provision of property ownership data

Data Protection Legislation needs to be considered when accessing or using this data.

Finance

- Establish a system of financial controls
- Activate Bellwin Scheme if appropriate
- Provide financial advice to Emergency Co-ordination Team
- Co-ordinate any Dundee City Council involvement in appeal funds
- Provide Business Continuity advice

Information Technology

- Provide any necessary IT support for the emergency response
- Maintain/resource IT and communications equipment as required
- Liaison with Siemens, British Telecom and other system providers

Personnel

- Source additional personnel as required
- Advise on staff related issues
- Provide Health & Safety advice
- Civil Contingencies Training Plan

7. COMMUNITY RECOVERY COMMITTEE

7.1 Role

This is a group drawn from the wider community. The group is non executive and shall, as far as possible, work on the basis of consensus to:

- Reflect community concerns, feelings and initiatives and bring these to the attention of the Recovery Co-ordinating Group
- Assist in informing the wider community of discussions and progress of the Recovery Co-ordinating Group
- Engaging the community in the recovery process

7.2 Chair and Secretariat

- Chaired by Community Safety Partnership Chair
- Secretariat to be provided by the Chair

7.3 Membership

Representatives to attend as relevant from:

- Local Councillors (for Wards affected)
- Local MP and MSP
- Community Groups
- Residents Associations
- Tenants Associations
- Local schools
- Dundee and Angus Chamber of Commerce
- Religious and Faith Groups
- Disaster Fund Manager (if established)
- Representative from the Recovery Co-ordinating Group

7.4 Issues

- Widespread concerns
- Community needs
- Initiatives
- Emotional and mental health impacts
- Insurance
- Communications

Guidance for Recovery Group Chairs

Chairs of the Recovery Co-ordinating Group (RCG) and Sub-Groups need to facilitate and co-ordinate the operation of agencies involved in the recovery operation within their Group / Sub-Group. In order to achieve this, they should:

- Appoint a Recovery Co-ordinator / Secretariat to support the Group / Sub-Group
- Appoint a deputy
- Consider membership of the group
- Consider security clearance issues if terrorist incident
- Fully understand the remit of their role and educate members of the group, including ensuring adequate training (which may include 'mentoring' from agencies who have gone through similar emergencies in the past) is provided if required
- Ensure the group is aware of the full recovery structure, i.e. what groups are in place and their remits
- Assign a communications lead within each Sub-Group
- Ensure action planning and reporting mechanisms are in place to provide regular reports on recovery operations to the RCG and other relevant Sub-Groups, and to any other organisations (e.g. other Cat 1 or 2 Responders, supporting agencies or Scottish Government agencies) that have a role or interest in the recovery process
- Identify areas where decisions need to be made beyond existing policies and procedures, and advise on recommended options to the RCG (for onward transmission to others, e.g. the Scottish Government as necessary)
- Disseminate information so that all concerned are aware of the steps being taken during the recovery process. For each decision made or piece of information produced / received, consider:
 - What might be the ripple effect of this decision / information?
 - o Who else needs to be aware of this?
 - o Does the group need to do any more work as a result of this?
 - o Does someone else need to carry out an action?
- Provide a debrief report at the closure of the Group / Sub-Group detailing the expenditure committed, actions taken, lessons learnt, and any recommendations.

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INCIDENT/EXERCISE DEBRIEF PROCEDURE

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1. POLICY

The purpose of incident/exercise debriefing is to:

- Afford the opportunity to validate good practices and procedures.
- Highlight problem areas and flaws within procedures and equipment.
- Facilitate the flow of communication.
- Allow operational team members to input their perspective on the management of incidents/exercises.
- Identify improvements in service delivery by feeding forward into decisions on training, policy and equipment.
- Provide support and encouragement for individual and team welfare.
- Check compliance with health and safety legislation.

2. PROCEDURE

There will be 2 levels of debrief:

- Informal.
- Formal.

3. **INFORMAL DEBRIEF**

- 3.1 This is carried out at the site of the incident/exercise. This type of debrief will require little preparation. The process will involve taking a few minutes to allow all of the Dundee City Council responders to reflect on the incident/exercise. Each responder will therefore be able to see the incident/exercise as a whole rather than from the perspective of what they did themselves. The team as a whole will identify evidence from the incident that may validate the competence of both individuals and the team by questioning what they did and why they did it.
- 3.2 This type of debrief will also be an effective tool for formative assessment. For example, when a specific learning or training need is identified for only one or two members of the team, or for the development of an apprentice/new employee. Team leaders should forward any outcomes or recommendations to the Emergency Planning Officer.

4. **FORMAL DEBRIEF**

- 4.1 Formal debriefs will be carried out for incidents/exercises where the learning points **DO** justify the need to gather teams together.
- 4.2 The Emergency Co-ordination Team Leader/Exercise Director will consult with the Emergency Response Team Leaders to agree the need to hold a debrief.

5. **FORMAL DEBRIEF PROCEDURE**

5.1 All personnel from Dundee City Council that attended at an incident/exercise will be required to provide information for a debrief. A proforma will be supplied to enable basic details and opinions, both positive and

critical o be collated. Space will also be available to add other appropriate comments. The proforma will give the date, time and venue of the debrief.

- 5.2 The Emergency Planning Officer will be responsible for:
 - Making all arrangements for the debrief venue.
 - Collating all questionnaire proformas.
 - Providing relevant and appropriate information (if available) from the following:
 - o A survey of the incident/exercise.
 - o Details from the immediate post incident/exercise debrief.
 - Reports from health and safety representatives, accident investigation teams, or other specialist officers who have attended.
 - o Photographs and video of the incident/exercise.
 - Details (copies if available) of the messages sent and their time sequence.
 - Plans of the building or area showing the incident/exercise.
- 5.3 The debrief will be chaired by the Strategic Recovery Officer/Exercise Director and should be attended by all available personnel who had invlovement with the Councils response and recovery from the incident/exercise.

6. **DEBRIEF PROCESS**

- 6.1 The debrief itself needs to be conducted skilfully so that it does not become negative or degenerate into personal arguments. The facilitator's role is critical to the success of the debrief and requires good interpersonal skills and a balanced objective approach.
- 6.2 After a brief introduction and situation report the debrief will deal with the following areas:
 - Procedures/Tactics.
 - Personnel.
 - Equipment.
 - Recommendations.

7. FACILITATORS NOTES

7.1 **Procedures/Tactics** - Consider the following issues where appropriate:

- Integrated Emergency Management
- Command and Control
- Communications
- Transport
- Health and Safety
- Emergency notifications
- Initial Action
- Continuity of operations
- Community audit
- Information to the public
- Community welfare
- Financial management
- Functional officers/teams
- Evacuation procedures
- Cordons/Closures
- Public disruptions
- PPE
- Decontamination
- Utilities availability
- Environmental
- Media
- Liaison with other agencies
- Mutual support
- Training/Exercising

Conclude this section with:

- What worked well?
- What did not work well?
- Items for 'Recommendations' section.

7.2 **Personnel** - Consider the following issues where appropriate:

- Health and Safety
- Welfare
- Communications
- Relief crews
- PPE
- Decontamination
- Media
- Liaison other agencies
- Mutual support
- Training/Exercising

Conclude this section with:

What worked well?
What did not work well?
Items for 'Recommendations' section.

7.3 **Equipment** - Was the equipment used correctly and was it adequate for the task?

(When reviewing equipment ensure you include all specialist equipment i.e. radios, PPE as well as equipment normally used)

Conclude this section with:

What worked well?
What did not work well?
Items for 'Recommendations' section.

- 7.4 **Recommendations** Conclude the debrief with recommendation for training needs, equipment, new procedures, etc, which you cannot deal with locally. It is unhelpful to put forward a 'wish list' which cannot be met.
- 7.5 The Emergency Planning Officer and the Strategic Recovery Officer are responsible for ensuring that any recommendations made on the debrief report are raised at the appropriate level. (Scottish Government, Tayside SCG/Working Group, Chief Officers Meetings). They will also ensure that comments are added to the report detailing any action taken or intended.
- 7.6 When all debriefs have been completed a consolidated report will be prepared for the Chief Executive by the lead service assisted by the Emergency Planning Officer and the Strategic Recovery Officer.