RESPONDING TO EMERGENCIES IN SCOTLAND

This document is part of section 5 of Preparing Scotland
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1. Introduction

1.1 This chapter of *Preparing Scotland* covers:
- objectives for a combined response;
- the generic management framework for emergency response in Scotland;
- using and adapting the management framework in specific circumstances;
- the management of the emergency services response to emergencies; and
- the management of public communications and media liaison.

1.2 The chapter contains annexes referring to key definitions, the stages of emergency response and roles and responsibilities of key responders.

1.3 *Preparing Scotland* is concerned with building Scotland’s resilience to any emergency. This guidance seeks to describe generic response arrangements that are sufficiently flexible and adaptable to allow for effective management of a wide range of types and scales of emergency. The arrangements described will provide a basis for specific plans if necessary. The emergency services and other responders may use the term “major incident” to describe their response to emergencies. This guidance uses the term “emergency” throughout.

1.4 An emergency is likely to involve a large number of responders carrying out their activities in difficult circumstances. It is vitally important for that activity to be co-ordinated and for the total response to be managed effectively to facilitate a rapid recovery.

1.5 This chapter describes how the flexibility and adaptability of nationally agreed management structures can achieve a co-ordinated and effective multi-agency response to any emergency. It shows how Integrated Emergency Management, supported by the emergency services’ principles of command and control, achieves a combined and co-ordinated response in a variety of circumstances. The framework will support the specialist activities and management arrangements established for specific emergencies (for example chemical, biological, radiological or nuclear (CBRN) events, pandemic flu or major transport accidents).
2. **Objectives for a combined response**

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

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

3.1 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.

3.2 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 sufficiently flexible enough to be adapted to particular circumstances (further details can be found in *Preparing Scotland* Section 1 – Chapter 4).

3.3 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. These levels of management are similar to those described as “Bronze”, “Silver” and “Gold” in other guidance and documentation about emergency procedures. The role and responsibilities of each level are described below. Responders should be aware that the UK military uses the ascending management levels “Tactical”, “Operational” and “Strategic”.

3.4 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. 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.

**Local management – operational, tactical and strategic (Bronze, Silver and Gold)**

*Operational level*

3.5 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.

3.6 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.
3.7 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.

3.8 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.

3.9 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. Whilst, in most cases, this will be a common sense decision, the process leading to it should be embedded in managers’ training and is specific to each responder.

**Tactical level**

3.10 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.

3.11 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.
3.12 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. An alternative location should always be identified as a back-up. Planning must be flexible and take into account that there may be a number of individual scenes and operational areas, or that there may be no actual scene to attend (for example, widespread severe weather disruption, health and overseas emergencies). Whilst ECCs and ICPs are relevant, it should be noted that some SCGs have developed dedicated Tactical Multi Agency Response Rooms.

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

3.14 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.

3.15 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 multi-agency Strategic Co-ordinating Group (SCG).

**Strategic level**

3.16 Emergencies can place considerable demands on responding organisations requiring the attention of senior managers.

3.17 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 SCG established in each police force area should be activated. Should the need for an SCG be unclear, an initial telephone conference between its members may help clarify the situation. Because of its importance, the SCG should only attract the most senior level of representation, those upon whom the ultimate responsibility for meeting their organisation’s obligations fall.
3.18 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.

3.19 The role of the multi-agency SCG 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 SCGs, Scottish or UK Government; and
- ensure effective media liaison.

3.20 It will normally be a police responsibility to activate and chair meetings of the Strategic Co-ordinating Group (SCG) in the initial stages of response to an emergency. However, the nature of some emergencies may require other agencies to initiate activation and/or chair the Group. **Any Category 1 responder may request a meeting of the SCG.** 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 SCG.
3.21 The SCG will take account of the particular features of an emergency and may assign the control of specific functions to one or more responding agencies acting alone or as part of functional sub-groups.

3.22 A key feature of the SCG’s activity is to provide clear information for the public and for the media.

3.23 The SCG should be based at an appropriate pre-planned location, away from the urgent and intensive activity at a scene of an emergency.

3.24 Where the nature of an emergency is such that some degree of central government co-ordination or support becomes necessary, the Scottish Government corporate response arrangements will be activated.
4. The emergency services immediate response

4.1 Within Scotland there is substantial experience of managing emergencies that occur within relatively small geographical areas and have localised effects (for example, explosions, or major fires). The guidance below relates generally to sudden impact emergencies. However, it is flexible, adaptable and applicable to a wide range of emergencies that trigger any necessary multi-agency alerting arrangements.

4.2 In the event of a slow onset emergency the assessment and declaration of an emergency will allow time for tactical and strategic managers to assess impacts and plan an appropriate response.

4.3 To bring order to the response and reduce the potential for confusion, it is important that the emergency services establish control over the immediate area and also build up arrangements for co-ordinating other responders’ contributions to the response. Each responder will establish its control arrangements but continuous liaison between them is essential. Effective response depends on good communication and mutual understanding which is built up by working closely in preparation, training and exercising.

Initial response of the emergency services

4.4 It is generally accepted that the first members of the emergency services to arrive at a scene should make a rapid assessment and report back to their control rooms. The control room that receives the initial report should, in accordance with established arrangements, alert the other emergency services and relevant responders. Agreed protocols should be in place to alert any commercial or industrial organisations whose premises or personnel could be affected.

4.5 Sudden impact emergencies will normally involve the emergency services declaring a “major incident” on arrival at a scene or soon after. If any one agency activates its major incident plans (declares a major incident) others need to assess their potential involvement and liaison arrangements in line with agreed protocols. The authority to declare a major incident is vested in appropriate officers of a given organisation. A major incident for one is not necessarily a major incident for others.

Initial control

4.6 A national command and control structure (as detailed below) has been agreed and adopted by all emergency services. This ensures that all responders understand their role in the combined response and the relationships between the differing levels of management.
4.7 It is likely that, in the early stages of an emergency, members of one service will carry out tasks spontaneously that are normally the responsibility of another. However, as soon as sufficient personnel arrive each service will establish clear command and control arrangements.

**Incident officers**

4.8 Incident officers, acting at operational level, will control and deploy their service’s resources within a geographical sector or in a specific role. A Police Incident Officer (PIO) will normally act as the co-ordinator of the response.

4.9 Incident officers from each of the responding Category 1 responders should concentrate on tasks within their areas of expertise and responsibility.

4.10 It is important that the incident officers of all services/organisations at the scene liaise with each other from the outset to ensure an integrated multi-agency response. Multi-agency meetings will be chaired by the PIO.

4.11 If the scale or impact of the emergency requires, senior officers of each service/organisation may deploy to assigned roles within their respective service’s tactical or strategic command structures. The activation of the Strategic Co-ordinating Group may also require senior officers to support its multi-agency structures.

**Immediate actions of the Police**

4.12 The primary duties of the Police “First Officer” on the scene are to:
- consider their personal safety and not become involved in rescue work;
- survey and assess the situation and disseminate the following information to their Control Room using the mnemonic “CHALETS”:
  - **C**asualties – approximate numbers of dead, injured and uninjured;
  - **H**azards – present and potential;
  - **A**ccess – best access routes for emergency vehicles;
  - **L**ocation – the exact location of the emergency;
  - **E**mergency – the emergency services and other agencies present and required;
  - **T**ype – type of emergency and brief details of number of vehicles, buildings involved, etc;
  - **S**tart – a log;
- decide whether to declare a major incident;
- act as PIO until relieved by a more senior officer; and
- maintain contact with their Force Control Room.
Immediate actions of the Fire and Rescue Service (FRS)

4.13 The duties of the FRS Incident Commander at Operational Level (incident officer) are to:

- consider all relevant information pre-planned or on scene;
- identify the hazards and risks to crews, and third parties;
- select a safe system of work, declare “tactical mode” and communicate to all of those on the incident ground and to central mobilising;
- assess resources and request additional support if required;
- form a plan and prioritise resources where necessary in order to safeguard personnel;
- consider environmental matters (run off water, airborne pollution, etc.) and inform the relevant authorities;
- establish effective communication on the incident ground and provide regular updates to central control on oncoming support officers;
- liaise with other services and relevant agencies;
- give early consideration to the welfare of fire crews and others affected; and
- brief more senior officers regarding command.

Immediate actions of the Scottish Ambulance Service (SAS)

4.14 The first ambulance crew on scene will undertake the roles of Ambulance Incident Officer (AIO) and Ambulance Site Communications Officer prior to the arrival of an officer to undertake the Tactical Command role. They will organise the scene and report back to the Emergency Medical Dispatch Centre (EMDC). Whilst undertaking these roles the crew will not become actively involved with the treatment of casualties. They will:

- confirm arrival at the scene with the Ambulance EMDC;
- liaise with the other emergency services and Medical Incident Officer (if present);
- provide the EMDC with a concise situation report (using the mnemonic CHALETS), including the declaration of a major incident, as appropriate;
- implement, as far as possible, the major incident command structure;
- maintain site communications and act initially as the Ambulance Control Point; and
- maintain a log of the emergency and actions taken.
4.15 Priorities for the ambulance service will be: command and control, crew and patient safety, communications, scene assessment and as additional resources arrive, triage, treatment and transportation, including the distribution of patients from the scene.

**Immediate actions of the Medical Incident Officer (MIO)**

4.16 The MIO is a doctor appointed by the NHS Board to identify the overall health care needs arising at a site of emergency and lead and co-ordinate activity there to meet them. The MIO will:

- identify her/himself to PIO and AIO;
- identify the healthcare needs at the emergency site;
- advise on medical aspects of site hazards to minimise risks to others;
- request further medical personnel and support if required;
- act as the agent for the NHS Board;
- keep the Control Hospital and NHS Board Control Centre informed;
- maintain a personal log of events and actions taken; and
- arrange for medical certification of the dead.
Immediate actions of the Maritime and Coastguard Agency (MCA)

4.17 Immediate MCA actions will be to:

- acknowledge and plot the position of any casualty (missing or distressed craft);
- ensure that an incident is created in the Incident Management System (IMS) at the onset of every emergency or potential emergency;
- obtain and evaluate all data on the emergency including position, course, speed, number of persons on board, injuries, other vessels involved;
- ascertain the type of emergency equipment carried by the missing or distressed craft including lifesaving and communications equipment;
- ascertain the weather and sea conditions on scene – past, present and forecast;
- ascertain whether there is any pollution – type and quantity;
- classify the emergency into the appropriate emergency phase;
- initiate distress alerts and broadcasts;
- alert/task appropriate Search and Rescue (SAR) facilities and other organisations whose assistance may be required;
- prepare and implement a rescue plan;
- designate communications control channels/frequencies;
- designate an On Scene Co-ordinator (OSC) and an Aircraft Co-ordinator (ACO) if required and advise them of the SAR plan of operations;
- liaise with flank Rescue Co-ordination Centres (RCC), including foreign flanks;
- exercise overall co-ordination of all SAR facilities assigned to the mission, including those of adjacent districts and foreign RCCs;
- inform local Police and other local responders as necessary;
- consider the need for a Total Exclusion Zone, Temporary Danger Area or Emergency Restriction of Flying Regulation; and
- maintain a plot showing casualty and responding SAR facilities’ positions, areas searched, etc.
5. Managing the scene of a localised emergency

5.1 This section describes the arrangements to be put into place in order to manage an emergency effectively. It is flexible and adaptable to meet the needs of each site or multiple sites.

Cordons

5.2 Scene security is important for all agencies involved in response. Unauthorised access to the scene of an emergency could jeopardise rescue activities, any investigations and the personal wellbeing of those not formally accounted for. Cordons are established around the scene to:

- protect the public;
- facilitate the operations of the emergency services and other agencies;
- prevent unauthorised interference with evidence or property;
- guard the scene; and
- control access.

5.3 Three cordons should be established as soon as possible by consultation with all of the emergency services in attendance:

- an inner cordon – to provide immediate security for the hazard area and potential crime scene;
- an outer cordon – to seal off a more extensive area around the inner cordon; and
- a traffic management cordon – to divert and maintain traffic flows around the outer cordon and surrounding area.

Inner cordon

5.4 The Fire and Rescue Service will co-ordinate the safety, management and access for all personnel within the inner cordon. It will provide advice on hazards and health and safety matters within the inner cordon.

5.5 Only authorised personnel, suitably clothed and briefed, will be permitted within the inner cordon, which should only be accessed from the forward control point (see below).

5.6 The Police and Ambulance Service, working in conjunction with the Fire and Rescue Service, will also log and verify their own service personnel entering the inner cordon. In addition the Police will log representatives of the utilities, investigators and other organisations.
5.7 The Fire and Rescue Service will determine an emergency evacuation signal, generally a series of short blasts on a whistle. All personnel working in the inner cordon must be aware of the signal and respond to it if the area becomes hazardous.

5.8 In the event of a CBRN or other emergency involving harmful contamination additional zones may be established within the inner cordon. Emergency services working within these zones must have received specialist training and exercising.

**Outer cordon**

5.9 Police will control all access and egress points to the outer cordon.

5.10 Where evacuation of the outer cordon has not been necessary, police cordons officers will vet vehicular and pedestrian access to and from homes, businesses, schools, etc. Officers on cordons duties must be made aware of any access restrictions as soon as possible.

5.11 Representatives of agencies responding to the scene should carry their official identification with them at all times to enable them to negotiate police cordons. Where possible the names of responding personnel should be notified to the Police Incident Control Point so that the identities of individuals needing access through police cordons can be verified.

**Traffic management cordon**

5.12 A traffic management cordon should be established on the approach to, and around, the outer cordon to divert non-essential traffic away from the scene.

5.13 Immediate action must be taken to prevent traffic congestion and ensure the free passage of emergency services’ and other vehicles responding to the emergency.

5.14 All specialist and support services attending the scene should be directed to the rendezvous point (RVP) initially. If necessary they will be held in reserve at the marshalling area until required.

**Incident control post (ICP)**

5.15 The point from which each of the emergency services tactical managers can manage and direct their services’ initial response to a land-based emergency. The ICPs forms the focal point for co-ordinating activities on site. This is normally at or near the scene and within or close to the outer cordon.
**Forward control point (FCP)**

5.16 At the earliest opportunity the PIO should seek the advice of the Fire and Rescue Service regarding the location of the FCP and the safety of personnel entering the inner cordon.

5.17 The FCP provides the initial focal point from which the operational level of management “at scene” will be co-ordinated by the PIO, in consultation with the incident officers of the other services. **The importance of the consultation process should not be underestimated.** Experience has demonstrated the benefits of establishing close contact between the emergency services and others involved in the management of emergencies.

5.18 Ideally the FCP should be located at, or near to, the perimeter of the inner cordon and provide a single access to the emergency site. The location should be chosen carefully as relocation may prove extremely difficult once established. There should be sufficient space to accommodate the command vehicles of all of the emergency services. The site should be clear of hazards associated with the emergency but close enough to maintain control. Matters such as wind direction should be considered and relocation should not be ruled out if safety is compromised.

5.19 A log of all personnel entering and leaving the inner cordon should be commenced as soon as possible and maintained by both the Police and Fire and Rescue Service.

5.20 The PIO will be responsible for confirming or amending the location of emergency services command vehicles, in consultation with respective incident officers.

5.21 The PIO will also be responsible for ensuring communication links are established between each of the incident officers, FCP and ICP, if established.

5.22 If a service mobilises more than one control/command vehicle to the scene, only one should be located at the FCP.

5.23 The FCP should be identified by a “single blue” light bar on an appropriate emergency services vehicle. The light bars on other vehicles must be switched off, except where they are considered necessary to avoid accidents.

5.24 The FCP, when established, will provide the location for deployment of resources, specialist teams and equipment from the rendezvous point to the emergency site and will also provide the location at which the multi-agency meetings will take place.
Rendezvous point (RVP)

5.25 The RVP should be established at a suitable location within the outer cordon but on its periphery. It will be under the control of a police officer wearing the appropriate reflective tabard. At some sites (for example, airports, hospitals, stadia, etc.) signage is in place identifying the location of pre-designated RVPs.

5.26 All emergency, specialist and support services should be directed to the RVP in the first instance.

5.27 The police officer assigned duties at the RVP will advise the FCP of the arrival of resources which, if not immediately required, will be directed to the Marshalling Area.

Marshalling area

5.28 A marshalling area under the control of an officer of each service, wearing appropriate reflective tabards, should be established close to the RVP. The actual location should be agreed after consultation between the PIO, AIO and the Fire and Rescue Incident Commander.

5.29 The marshalling area is for holding resources not immediately required and should be an area able to accommodate and manoeuvre a large number of vehicles.

5.30 Marshalling areas may also be used to provide for briefing/debriefing and recuperation for personnel involved in arduous work at the scene.

Casualty clearing station(s) (CCS)

5.31 The CCS would be set up by the ambulance service to provide a focal point for secondary triage, medical treatment and to prioritise and direct the evacuation of patients.

5.32 The position of CCS must be considered carefully and agreed taking account of information from the other incident officers. The CCS may be established in an existing structure or in one or more inflatable shelters brought to the scene for that purpose.

5.33 Considerations for CCS will include staff and patient safety, distance from the scene, capacity required, availability of hard standing, protection from the elements and from bystanders, access and egress for ambulances and equipment vehicles and availability of heating, lighting and ventilation. The SAS may wish to segregate patients within or between a CCS by triage category.

5.34 The ambulance loading point(s) (ALP) would be adjacent to the CCS. A circuit should be established to allow ambulances to be called forward, collect the allocated patient(s) and move away without undue delay.
5.35 The Police will be expected to assist SAS with their CCS and ALP functions. Patient numbers and destinations should be recorded by the police at the ALP and passed to the PIO so that police liaison/documentation teams can be sent to the hospitals receiving casualties from the incident.

**Figure 1 – Scene Management Arrangements**

**Maritime emergencies**

5.36 When an emergency occurs at sea the Maritime and Coastguard Agency leads the off-shore response and search and rescue (SAR).

5.37 The primary emergency response unit of the MCA is the Maritime Rescue Co-ordination Centre (MRCC). A network of MRCCs covers the UK Maritime Search and Rescue Region.

5.38 The SAR aspects of a maritime emergency will be co-ordinated by one of the MRCCs supported, as necessary, by others. The key role in this respect is the SAR Mission Co-ordinator (SMC) working from the lead MRCC. The SMC may be seen as the Tactical Commander for the maritime SAR.
5.39 The main communications links between the SMC and shoreside responders are Maritime Incident Communications Officers (MICOs). Responding organisations are requested to send an officer to the co-ordinating MRCC to act as MICOs to receive information on the maritime aspects of the emergency and pass on information on their own organisation’s response. Officers appointed as MICOs will usually be based near to, and be familiar with, the MRCC. They do not have to have tactical or strategic command functions. The aim of the MICO system is to overcome the difficulties of separate and/or remote emergency response by establishing communications between the maritime and shoreside incident commanders.

5.40 The Duty National SAR Officer (DNSARO) may be seen as the Strategic Commander of the maritime SAR response. It should be noted that this officer is likely to be remote from the emergency area and unable to physically attend a Strategic Group established by shoreside responders, at least in the early stages. Until such time as an MCA officer at strategic command level can join a local Strategic Group, an MCA liaison officer may attend to facilitate communications and mutual understanding.

5.41 MCA Incident Officers and liaison officers may be despatched to relevant sites in the response to an emergency.

5.42 MCA is the competent UK authority that responds to pollution from shipping and offshore installations. It has developed a comprehensive response procedure to deal with any emergency at sea that causes pollution, or threatens to cause pollution. Details of the National Contingency Plan for Marine Pollution from Shipping and Offshore Installations (NCP) can be found at: http://www.mcga.gov.uk/c4mca/mcga-contin.pdf. This sets out procedures for incident response. These procedures have built-in thresholds to allow for flexibility of response to different degrees of incident.

5.43 MCA has appointed a Secretary of State’s Representative (SOSREP) who acts on behalf of the Secretary of State for the Department for Transport (DIT). He is tasked to oversee, control and if necessary to intervene and exercise “ultimate command and control”, acting in the overriding interest of the United Kingdom in salvage operations within UK waters involving vessels or fixed platforms where there is significant risk of pollution. Details of the SOSREP’s role may be found at: http://www.mcga.gov.uk/c4mca/sosrep.pdf.
Aircraft emergencies

The Ministry of Defence (MoD) has responsibility for providing SAR facilities for military operations, exercises and training within the UK and is responsible for civil aeronautical SAR on behalf of the DfT. Military SAR assets may be made available for civil maritime and land-based SAR operations. The MoD maintains an Aeronautical Rescue Coordination Centre (ARCC) at RAF Kinloss for the operation and coordination of civil and military aeronautical SAR.

The military Aircraft Post-Crash Management (APCM) organisation will respond to military aircraft crashes. Its activities encompass the preservation of evidence and the restoration of the crash site. The police have primacy for all land-based crash sites, civil and military.

Control of maritime SAR for aviation accidents rests with the ARCC or MRCC that initiates the response, unless it is decided that the other is better placed to continue the response. In a maritime incident arising from a military aircraft crash, control of the incident would always rest with the ARCC.
6. Multi-agency management of emergencies

6.1 In broad terms the structures for response described above relate to emergencies that occur rapidly, with a single focus with a fairly limited duration. They are however, sufficiently flexible to allow them to adapt and expand to meet a variety of circumstances. Emergencies may pose challenges that include building slowly, taking place over a wide area, at sea or overseas, requiring large scale evacuation or affecting people over a prolonged period. It is likely that such circumstance will require inter-agency management and the activation of one or more Strategic Co-ordinating Groups.

6.2 When such emergencies happen large numbers of people and organisations will respond. They will all have particular reasons for being involved. They will carry out their normal roles in difficult circumstances and they will need to co-ordinate their activity with other responders. No single organisation can resolve the complex problems that will arise from even a seemingly simple emergency. In most cases responders will work closely with those with whom they share common interests in functional areas such as caring for people, undertaking investigations or repairing the physical infrastructure. However, their work may also have an impact on other discrete areas of activity. For example, scientific and public health analysis may affect those dealing with rescue work, victims, evacuees, environmental protection, public health, decontamination and business recovery. Therefore, the overall co-ordinating management structure has to allow rapid communication of management information and decisions.

6.3 Whilst there may be single operational, tactical or strategic management groups for a simple emergency, the situation may become more complex depending on its scale or nature. However, the principles outlined above will still apply.

6.4 The emergency may require operational management at a number of specific sites and at individual centres established to support “on scene” services (for example, rest centres, media centres, mortuaries, hospitals, casualty bureaux, helplines and laboratories). It is unrealistic to expect a single tactical level of management to be able to cope with management issues arising from all of those operations.
Consequently, there may need to be a number of tactical management groups. The emergency services and others may activate their own (single agency) internal tactical management teams. Complementary groups such as those giving scientific and technical advice (STAC), caring for people, promoting economic recovery, warning and informing the public or providing logistics will all act at a tactical level. Scottish Government is promoting their adoption as multi-agency functional groups comprising the practitioners/professionals in a particular area. In some places these complementary groups are known as “cells”. They will call upon operational resources from a number of responders. They will advise the SCG and, in turn, implement its decisions. A vital task for those leading the response is to ensure that the contribution of all responders is managed as effectively as possible in the prevailing circumstances.

For simple emergencies, multi-agency tactical level co-ordination often takes place within teams comprising emergency planners from the key responders who, in turn, call upon the resources provided by their organisation’s functions. However, this arrangement would have neither the capacity nor capability to cope with a significant multi-agency response to a larger-scale, longer-term or more complex emergency. In those circumstances a multi-agency Tactical Co-ordinating Group, acting in support of front-line tactical managers, should comprise senior managers who lead or represent the complementary groups/cells.

The Tactical Co-ordinating Group and complementary groups should be co-located, if possible. The ability to meet and engage with partners outside formal meetings is a valuable feature of an effective combined response.

Leadership of the Tactical Co-ordinating Group may either be determined in advance or by the particular circumstances of an emergency. Leadership relates to ensuring effective management and co-ordination of the group’s joint activity. The Chair of the Tactical Group will attend the SCG’s meetings. They will not represent the specialism of the complementary groups but will report on the Tactical Co-ordinating Group’s joint activity. For example, the Chair of a Care for People Group may advise the SCG of the need to establish a longer term community outreach team. The SCG may agree and ask the Tactical Co-ordinating Group to support the activity by drawing on resources and skills available to its members to identify, procure and equip a local outreach centre and inform its potential clients. This then allows the Care for People Group to concentrate on its activities in reaching out to the community.
6.9 Figure 2 below represents the linkages between the various groups. Where one group overlaps with another the group must ensure that communications are in place and that individuals making the connections are aware of their role within both groups. For example, the Chair of the Care for People Group will lead the Care for People Group and inform the Strategic Group’s discussions. The person linking the Care of People Group and the Tactical Co-ordinating Group contributes by seeking or offering support and advice from the other functional groups.

6.10 The SCG will decide on any change in leadership of the multi-agency Tactical Co-ordinating Group. For example, it may ask the local authority to lead it by virtue of its role in supporting the community and its longer-term recovery.

Figure 2 – Example of link between multi-agency Tactical Co-ordinating Group and complementary tactical groups, in this case dealing with care for people
7. **Mutual aid**

7.1 A fundamental purpose of the SCG is responders’ co-operation in preparing for, and responding to, emergencies. Mutual aid and support lies at the heart of that co-operation.

7.2 A number of responders maintain formal mutual aid arrangements within their sectors. For example, the emergency services can call upon national resources through well established and tested protocols.

7.3 In addition, any emergency service may request the temporary assistance of personnel and equipment of another service to complete an assigned function. In those circumstances, while the supporting service will relinquish control of the resources for the duration of the task, it will retain command of its personnel and equipment at all times. In providing mutual aid in this way personnel should only be given tasks for which they are trained and not simply supplement another service in a potentially dangerous situation. For example, Police officers may be directed to establish cordons or become stretcher-bearers to release fire fighters for rescue work. They may not undertake hazardous rescue work themselves.

7.4 Mutual aid can also take place based on the skills and expertise required in co-ordination of joint activity. For example, during the foot and mouth disease emergency in 2001 Dumfries and Galloway Fire and Rescue Service led a multi-agency team to ensure the health and safety of staff involved in cull operations because of its expertise in risk management. Similarly, local authorities could support their close neighbours, within a SCG area (or, if required, in other SCGs) with resources that can provide emergency services for the public.
8. Public information and media liaison

8.1 There is a variety of ways to provide information and advice for the public. This section describes, in broad terms, the establishment of a Public Communications Group (PCG) in response to more significant emergencies. It also outlines the ways of providing immediate advice at, or near, the scene if a PCG is not initiated. In responding to emergencies there is a need to avoid an over-reliance on the mass media. Nonetheless, media relations will remain an important element of communication in an emergency.

8.2 Further Preparing Scotland guidance, Warning and Informing Scotland – Communicating with the Public, may be obtained at:
http://www.scotland.gov.uk/Publications/2008/02/04150442/0

Public Communications Group

8.3 The scale and nature of an emergency may affect a number of responders. It will be necessary to provide for effective public communication in a variety of ways. To do so, local responders have been asked to establish a multi-agency Public Communication Group (PCG). The PCG will ensure that all SCG partners are able to deal with the increased level of communication required, in particular in working with the media.

8.4 The role of the PCG in response is to:
- identify key groups and individuals affected by the emergency;
- prepare strategic advice on public communications;
- develop a co-ordinated communication plan;
- manage the media relations process;
- prepare joint messages and statements;
- establish communication facilities if required; and
- establish links with Scottish Government regarding public communications.

8.5 A decision to activate the PCG has to be taken as early as possible in an emergency. The communication of alerts and public information is a vitally important element of the initial response.
8.6 In most emergencies the PCG will be lead, initially, by the Police who will:
- contact other responders;
- deliver urgent warnings to the public;
- co-ordinate communication activity; and
- assist other responders to communicate.

Where another lead responder is identified as being best suited to address a specific risk it will fulfil those tasks.

8.7 The PCG will bring together communication practitioners to advise the SCG.

8.8 The PCG leader will attend the SCG meetings and be represented at the Tactical Co-ordinating Group. It may be helpful for senior public affairs or media and communications personnel from other services to attend SCG meetings, as necessary. It is likely that emergency and other services press officers will attend Tactical Co-ordinating Group meetings.

8.9 The Police press officer will, initially, take the lead on the content of subsequent media statements about the emergency as a whole. Opportunities will be provided for each service to ensure that the media are aware of their activities.

**At or near the scene if a PCG is not required**

8.10 It is important that in dealing with the demands of the media, press officers from the emergency services liaise and consult effectively with each other, respecting the differing roles of their individual services. Press officers attending the scene should seek out their counterparts at the earliest opportunity. They should also communicate and consult with press officers of supporting local responders and other agencies, on site and elsewhere.

8.11 Emergency services and others involved will be under pressure to provide an immediate statement. A holding statement will be agreed and disseminated by the police press officer as soon as possible. Care should be taken to ensure that the statements of other services and responders are consistent, relate only to their own activity and do not undermine the actions of the other services.

8.12 Confirmed casualty figures will only be released with the authority of Police Strategic Command.

8.13 Press officers are aware that no information will be provided in relation to a terrorist emergency without specific authority of the Police Strategic Command.
8.14 For more significant emergencies consideration should be given to initiating arrangements to:

- establish a joint press office for the services involved;
- hold joint press briefings; and
- establish a media centre at or near the scene.

8.15 If it is considered beneficial to hold a joint press briefing the senior police press officer at the scene will liaise with his counterparts to agree a suitable format and identify relevant issues and how they should be handled.

8.16 It may also be useful to allow controlled media access or establish a viewing location for photographers and broadcast media.

8.17 The following areas of responsibility are suggested for a briefing:

- Police – overall response to the emergency; the number of casualties, how the emergency services coped/are coping, casualty bureau telephone number (if issued), any criminal investigations (except emergencies on the railway), local disruption both past and continuing, praise for local people who may have assisted in rescue operations and details of actions by police officers.

- Fire and Rescue Service – the rescue operation, how many people were involved and in what circumstances, the level of response in terms of appliances and personnel, what equipment was needed to free people and specific information related to the nature of the emergency (fire, chemical, flood) where relevant and actions by fire-fighters.

- Scottish Ambulance Service – the level and seriousness of injuries, range of treatment given, where casualties were taken, number of ambulances, specialised response teams and medical staff involved and their actions.

- British Transport Police (BTP) for rail emergencies – any criminal investigations, disruption to the railway, details about potential public inquiries and actions by BTP and railway staff.

- Other local responders – actions taken to support the emergency services and the public, aspects of response and recovery, actions the public is advised to take, involvement of private sector partners, industry, transport, sources of public information.

8.18 If necessary a media centre may be established at or near the scene. The centre will provide journalists with a base from which to operate giving shelter from the elements and (ideally) toilet and refreshment facilities. A media centre may enhance the effectiveness of response through improved communications and effective and timely organisation of briefings and interviews.
8.19 Local authorities and other SCG partners keep lists of buildings that are generally available and suitable for use as media centres in their areas. They will assist in identifying a suitable venue, preferably with a large exterior area where heavy equipment such as outside broadcasting units can be parked.

At a national level

8.20 In a wide area emergency or one with impacts at Scottish or UK level, Scottish Government will initiate its corporate management arrangements and open SGoRR. It will gather and process intelligence from a variety of sources, including SCGs and UK Government, to aid the communication of accurate and consistent information for responders and the public.

8.21 Whilst local responders will continue to provide information about the local situation, the public may seek Scottish national information from Scottish Government. Its Communications Directorate will provide professional communications advice and implement a communication programme approved by Scottish Ministers. In doing so, it will liaise with PCGs.

8.22 Where an emergency involves the UK Government the Cabinet Office will consider the establishment of the News Co-ordination Centre (NCC). The NCC supports the Lead Government Department in its communications management. The nature of the NCC depends on the circumstances of the incident but will normally take the form of a central communications team, co-ordinating the overall UK Government message.
9. Assistance provided through the Strategic Co-ordinating Group partnerships

9.1 The SCG lies at the centre of the formal co-operation process at local level. In addition to the emergency services the SCG is comprised of key local responders with a role in:

- supporting the emergency services and those assisting them;
- supporting the local community in a variety of ways;
- maintaining normal services and utilities at an appropriate level; and
- managing community recovery.

9.2 SCGs have generic plans which enable them to respond to a variety of emergencies. Those plans must contain details of multi-agency alerting and activating arrangements.

9.3 The functions of SCG partners enable them to provide a wide variety of services in response. Those services are generally provided by multi-agency arrangements and include representation from the voluntary and business sectors. They include:

- comprehensive care for people and discreet welfare support for victims, residents and staff;
- establishment of rest centres;
- provision of public health, environment, scientific and technical advice through the Scientific and Technical Advice Cell (STAC);
- provision of plant, equipment and staff;
- protection, repair, maintenance and renewal of the physical infrastructure;
- protection of the environment;
- provision of accommodation for a variety of purposes;
- information and advice for the public;
- recovery in its many forms; and
- community engagement.

9.4 It is incumbent upon the SCG’s members to adopt a proactive approach to service delivery, offering their support if they can improve the effectiveness of the combined response and, if necessary, seeking support if they recognise a need.
10. **Military assistance**

10.1 Military assistance may be requested in support of local or national response. Details of the means of requesting military assistance are known to the emergency services. These arrangements include contact with the Aeronautical Rescue Co-ordination Centre for the immediate deployment of SAR assets where life is at risk. Resources and skills available and the terms and methods for requesting military assistance are described in *Operations in the UK: the Defence Contribution to Resilience* published by the Ministry of Defence, full details of which may be found at:


10.2 Military units have their own command and control structures. When deployed in support of civil agencies the military will comply with the arrangements set out in this guidance. For example, Military Liaison Officers will be appointed to SCGs to integrate activity related to their area of authority and that of local responders.
11. **Scottish Government response**

11.1 When the scale or complexity of an emergency is such that some degree of central government co-ordination or support becomes necessary, Scottish Government will activate its emergency response arrangements through its Resilience Room (SGORR) to:

- act as the focal point for communication with sponsored bodies, agencies and SCGs;
- provide national strategic direction for Scotland;
- brief Ministers;
- co-ordinate and support the activity of Scottish Government and its Directorates;
- draw upon and apply resources to support local response;
- despatch a Scottish Government Liaison Officer to work with SCGs;
- liaise with UK Government and its Lead Government Department (LGD) regarding Scottish interests;
- co-ordinate and disseminate information for the public and the media at the national level; and
- advise on the relative priority to be attached to multi-site or multiple emergencies.

11.2 Scottish Government recognises that local decisions must be taken locally. It will not interfere in local emergency response arrangements unless specifically empowered to do so by emergency regulations.

11.3 Scottish Government leads consequence management in Scotland. Its Directorates will work closely with equivalent UK LGDs to co-ordinate government activity in Scotland.

11.4 When an emergency occurring in Scotland has implications for UK Government a LGD may be nominated. Generally, the LGD for a specific set of contingencies leads on policy regarding the national infrastructure that may be affected. A list of LGDs together with their responsibilities is maintained and updated at:

11.5 When an emergency requires a response from a number of LGDs or devolved administrations the Cabinet Office Briefing Rooms (COBR) and related arrangements will be activated. Further details of UK Government’s emergency response can be found at:
http://www.ukresilience.gov.uk/~media/assets/www.ukresilience.info/conops%20pdf.ashx
12. **Emergency services communication**

**General**

12.1 Across Scotland, each of the emergency services currently has independent radio communications systems. The Scottish Police Service has adopted Airwave as its primary radio communication system. The Scottish Ambulance Service is currently in transition to Airwave and the Scottish Fire and Rescue Service will also move towards Airwave in the near future. The military also use Airwave when deployed in support of civil agencies.

12.2 To ensure effective multi-agency communication during an emergency, certain procedures need to be adopted. In the main, it is the responsibility of the Police to co-ordinate multi-agency communications during an emergency. Exceptions to this include maritime search and rescue incidents which are co-ordinated by the Maritime and Coastguard Agency (MCA), Animal Disease outbreaks co-ordinated by the Animal Health and Public Health outbreaks co-ordinated by the NHS Board responsible for that area.

**Airwave interoperability**

12.3 The National Airwave Tripartite Arrangement is being developed between the Police, Fire and Ambulance Services across the UK. This protocol will provide strategic guidance for the emergency services in relation to interoperability issues during an emergency.

12.4 At SCG level, Bronze Airwave interoperability arrangements have been established to enable Police, Fire and Ambulance personnel to communicate on Airwave during a response. A small pool of Airwave terminals is held at strategic locations within each police force area. These will be allocated to Fire and Ambulance Incident Officers and other key personnel, as appropriate. Depending on the nature of the emergency, it may be appropriate to extend this arrangement to other Category 1 or 2 responders.

12.5 Interoperability arrangements have also been established at specific key sites where intrinsically safe airwave terminals (for use in explosive environments) are considered essential. These have been located at gatehouses and control rooms for allocation to emergency service personnel responding to emergencies on site.

12.6 The military also operates Airwave; HQ 51 (Scottish) Brigade controls the use of Airwave for UK Operations in Scotland, while the RAF SAR Force (Aeronautical Rescue Co-ordination Centre, Mountain Rescue Teams and helicopter units) have the facility.
**Communications management**

12.7 During the initial stages of an emergency, the Police Force Control Room will co-ordinate the emergency response arrangements. The allocation and management of specific Airwave talk groups is an essential part of this process. The Police will coordinate the distribution of Airwave terminals to Fire and Ambulance Incident Officers as required.

12.8 To ensure effective command, control and coordination of any emergency, it is important that dialogue is maintained on established lines of communication. Valuable information can often be lost with the ad-hoc use of mobile telephones and Airwave Point to Point. This can result in misunderstanding and the recording of inaccurate data. Arrangements will be required in order to address this issue.

12.9 During emergencies Airwave Solutions Limited are able to provide support to local responders to increase airwave capability and capacity. By closely monitoring airwave usage additional capacity can be diverted from other areas.

12.10 For pre-planned events, police planning teams should consult with In-Force Airwave Technical Support Managers and Airwave Solutions Limited at an early stage, in order to assess airwave capability and capacity.

**Airwave safe distances**

12.11 In accordance with Police National Search Centre advice, where the presence of an Improvised Explosive Device (IED), Commercial Explosives or Military Ordnance, is suspected or known, the following safe distances are recommended:

- within a range of 10 metres – **no transmitting equipment shall be used**;
- within a range of 10-50 metres – **only handheld equipment is to be used**; and
- where the radios or terminals are of a type that automatically logs on to the system when switched on and periodically transmits its identity, they should be switched to transmit inhibit mode, if fitted, or switched off.

12.12 When attending emergencies at petrol stations, fuel bunds and tank farms, the following safe distances are recommended:

**Fixed locations**

- within a range of 5 metres – **no Airwave, UHF or Mobile Telephones**; and
- within a range of 10 metres – **no VHF vehicle mounted radios**.
**Dynamic incidents**

- within a range of 10 metres – **no Airwave, UHF or Mobile Telephones**;
- within a range of 20 metres – **no VHF vehicle mounted radios**; and
- the above safe distances should be confirmed by the Fire Incident Officer, who will have primacy within the hazardous area.

“Dynamic incidents” are defined as, “an event which occurs at a location, which is normally hazard free and is likely to represent a risk to life.”

**Resilient Telecommunications Network**

12.13 With the increasing obsolescence of the Emergency Communications Network (a private telephone network connecting various strategic locations) the Scottish Government has developed a Resilient Telecommunications Strategy for Scotland. This is designed to provide strategic level communications between critical locations in the event of failure of the public telephone systems, both fixed and mobile, and the failure of the electricity supply.

12.14 At the heart of the strategy is a resilient core network which links SCG locations, Scottish Government buildings and utilities’ control rooms. This core network has microwave links with satellite back up in the event of failure of any part of the network. Allied to this fixed capability is the proposal to have three satellite support vehicles to provide communications for the critical work of an SCG or other strategic level group that is unable to use its fixed location on the core network.

12.15 Although the primary role of the strategy is to provide strategic level communications, the requirements at tactical/operational level have been accommodated by providing the emergency planning departments of local authorities, NHS Health Boards and Scottish Environment Protection Agency (SEPA) with Airwave radios. Therefore, all Category 1 responders in Scotland will be on the Airwave network. In addition suitcase sized satellite support systems are to be purchased for local authorities. These systems will provide telephone and broadband connectivity and enable a tactical/operational co-ordination point to be set up at remote locations due to its portability.

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

12.16 In an emergency when severe congestion or impact on land-line or mobile telecommunications is being experienced, early contact should be made with the BT Emergency Link-line, details of which are held in appropriate plans. This will initiate activation of the National Emergency Alert for Telecommunications (NEAT) Group based in London. A Police representative from this group will liaise direct with the respective SCG in order to assess requirements in terms of additional telecommunication support.
12.17 The NEAT Group will co-ordinate and arrange allocation of the required support and resources, from all national and local telecommunications providers.

**Access Overload Control (ACCOLC)**

12.18 This is a national scheme by which mobile telephone service providers restrict general access to their networks and allow emergency services, local authorities, and other users with suitably enabled mobile phones, to have exclusive access to the network.

12.19 Implementation will only be initiated after careful consideration and on the authority of the Police Strategic Commander. The SCG should be consulted prior to implementation.

12.20 ACCOLC is enabled via specially encoded SIM Cards supplied by network providers.

12.21 ACCOLC is being replaced by MTPAS (Mobile Telecommunication Privileged Access Scheme) in 2009. MTPAS requires the Police Strategic Commander to complete a pro-forma, containing details on the location etc of an emergency, which is sent via fax to all the mobile phone providers. The providers then determine the best way to ensure those users that are MTPAS accredited have access to the mobile network through a range of options that would ultimately bar those not MTPAS accredited from making or receiving calls.

**Radio Amateur’s Emergency Network (RAYNET)**

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

12.23 RAYNET can provide specialist VHF/UHF radio communications across Scotland. The assistance of RAYNET should be sought from the appropriate service control.
13. **Investigations and inquiries**

**General**

13.1 Emergencies may be subject to a range of investigations and lead to inquiries of many types. The events may have been caused by criminal activity or breaches of statutory regulations and may have significant impacts from which lessons may be drawn. Formal investigations and inquiries will have significant impacts on those involved. Those impacts can be reduced by sensible precautions being taken at all stages of response and recovery. Key features are outlined below.

**Evidence**

13.2 Where lives are lost or criminal action is suspected the Procurator Fiscal is usually involved at a very early stage and provides direction to the Police.

13.3 It is important that a scene is secured as soon as possible to preserve evidence. Anything that may be evidence must be preserved and not damaged, moved or disposed of without reference to the Police unless the threat to life prevents this.

13.4 Depending upon the nature of the emergency several different agencies may carry out their own investigation. Protocols for effective liaison have been agreed with the following investigating bodies:

- the Air Accident Investigation Branch;
- the Marine Accident Investigation Branch;
- the Health and Safety Executive (HSE), including HM Railways Inspectorate; and
- the Rail Accident Investigation Board (RAIB).

The list of agencies is not exhaustive and the type of emergency will dictate those agencies that may require to undertake investigations and which should receive early notification.

13.5 All agencies should keep accurate notes and logs of their response and any key decisions taken, to support investigations and inquiries at a later date.

13.6 In railway emergencies, the Chief Constable of the area in which the emergency has occurred has responsibility for investigation. In practical terms an early meeting between RAIB Investigators, the Crown Office and Procurator Fiscal Service and Police will identify lead investigators and reporting mechanisms. British Transport Police (BTP) has a major role in the investigation and an SIO appointed by BTP will usually accompany and assist an SIO from the host Force.
Annex 1 – Definitions

**Major incident** – any emergency which requires the implementation of special arrangements by any of the emergency services or other SCG partners for the:
- initial treatment, rescue and transport of a large number of casualties;
- direct or indirect involvement of large numbers of people;
- handling of large numbers of enquiries from the public or news media;
- requirement for large scale combined resources of two or more emergency services;
- mobilisation and management of the emergency services’ and supporting organisations’ joint activity to protect life, reduce serious injury or prevent homelessness for a large number of people.

An emergency, as defined by the Civil Contingencies Act, may require a “major incident” response from one or more Category 1 or 2 responders. The term “emergency” is used throughout this chapter.

**Co-ordination** – the organisation of the activity of responders to enable effective joint working in response and recovery from an emergency.

**Command** – the authority for a responder to direct the actions of its own personnel and equipment.

**Control** – the authority to direct operations in order to complete an assigned function, including directing the activities of other responders deployed to complete that function. Having control also carries with it the responsibility for the co-ordination of the required health and safety arrangements.

**Emergency** – defined by the Civil Contingencies Act as an event or situation which threatens damage to human welfare, the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of a place in the UK. The definition is concerned with consequences rather than the cause, therefore an emergency within or outside the UK is covered by the definition if it has consequences in the UK.
Declaration –
A major incident can be declared by any SCG partner and should be based on meeting at least one of the criteria outlined above. The decision to declare a major incident should be communicated immediately to all SCG partners to assist them in making an informed decision regarding their own level of response.

Declaring an emergency as defined by the Civil Contingencies Act may involve the activation and rapid mobilisation of the various management levels of the SCG concurrently. Responders are required to have procedures in place to declare emergencies and these should be consistent with SCG generic arrangements.

Stages of an emergency
Most emergencies can be considered to have four identifiable stages:

- initial response;
- consolidation;
- recovery; and
- restoration of a normality.

Investigation of the cause of the incident, together with related hearings, may be superimposed on the process.

The nature and circumstances of an incident may require that many stages take place at the same time.
Annex 2 – Roles and responsibilities of key responders

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

**Fire and Rescue Service (FRS)**
- Rescue people from fire, flood, transport incidents, machinery and collapsed structures;
- fight fires and prevent the spread of fire in open and enclosed spaces on or next to land;
- render humanitarian assistance;
- protect and mitigate damage to property and the environment from the effects of fire and by dealing with hazmat incidents;
- management of the inner cordon;
- manage incidents involving hazardous materials;
- provide qualified scientific advice in relation to hazmat incidents and damage control;
- assist in mass decontamination of casualties following a CBRN/hazmat incident at the request of the Scottish Ambulance Service; and
- investigate the causes of fire.
Scottish Ambulance Service (SAS)
- Save life and provide immediate care for patients at the scene of the incident and in transit to hospital;
- alert Hospital Services and other relevant NHS agencies;
- manage decontamination of people affected by hazardous substances prior to their evacuation from the scene;
- evacuate the injured from the scene in order of medical priority;
- arrange and ensure the most appropriate transport for the injured to the receiving hospital;
- supply patient care equipment to the scene of a major incident;
- transport vital medical staff and their equipment to the scene;
- alert the British Red Cross and St Andrew’s Ambulance Association and co-ordinate their work in support of SAS;
- provide and maintain communications equipment for medical staff and voluntary organisations at the scene; and
- restore service normality.

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

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

Scottish Environment Protection Agency (SEPA)

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

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

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

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

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

**Local authorities**

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

- Bring the benefit of their national structures, organisation, skills and training to the management of response;
- provide assistance on the basis of availability, therefore planning should not assume any military support;
- provide Military Aid to the Civil Authority (MACA) on land through 24-hour contacts, details of which are held by the police;
- determine how the capability required will be delivered by military resources;
- may be required to charge for the costs of service, although where there is a direct threat to life MOD may choose to waive the recovery of costs;
- through the Aeronautical Rescue Coordination Centre (ARCC), co-ordinate military SAR assets on immediate standby. The ARCC is manned 24hrs/day and is available to offer advice on whether military SAR assets are appropriate to any civil task and, if so, has standing authority for immediate deployment; and
- provide a range of specialist services which include search and rescue, post crash management of military or civil aircraft.

The Ministry of defence (MOD) publication Operations in the UK: The Defence Contribution to Resilience can be found at:
The Met Office
The Met Office is the official source of meteorological information in the UK. It provides a number of services that help authorities prepare for, and respond to, emergencies.

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

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

Further details of Met Office and Public Weather Service Advisors role can be found at: http://www.metoffice.co.uk

Category 2 responders and others
Category 2 responders generally provide essential services for the public. They include gas, water, electricity, telecommunications and transport. 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.

Other organisations and agencies, for example Animal Health and Food Standards Agencies, also have key supporting and advisory roles.

Category 2 and other 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 established to provide specific capabilities. Further details for specific emergencies may be found in Section 4 of Preparing Scotland which will be populated with specific guidance over time.
Voluntary organisations

The voluntary sector can play an important part in assisting emergency responders, affected individuals and communities. Voluntary organisations often have a good deal of practical experience in dealing with emergencies of all scales. The majority of voluntary organisations’ work will take place at operational level.

Responders should seek to avoid “double counting” of the support offered by any voluntary organisation and be clear about how it is called out to support response.

In most cases voluntary organisations should be alerted by those with whom they will work in local emergency arrangements. For example, Women’s Royal Voluntary Service (WRVS) may be called by the local authority, Mountain Rescue by the Police and Samaritans by the Health services.

There are also a number of formal arrangements between key responders and voluntary organisations. For example, HM Coastguard and the RNLI work closely together.