

# Fife

## External Emergency Plan



**POLICE  
SCOTLAND**  
Keeping people safe  
**POILEAS ALBA**



**Scottish  
Ambulance  
Service**

Working in Partnership with Universities



**Maritime &  
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Agency**



**Scottish  
Water**  
Trusted to serve Scotland

**Fife Health  
& Social Care  
Partnership**



**Scottish Environment  
Protection Agency**  
Buidheann Dion  
Àrainneachd na h-Alba



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# 1 INTRODUCTION

## 1.1. Aim

This plan (prepared by Fife Council) details the multi-agency arrangements that will be activated in response to a major accident<sup>1</sup> (and which results in external impacts) at a regulated facility in Fife.

## 1.2. Objectives

The Fife External Emergency Plan delivers the following objectives:

- To identify regulated facilities across Fife
- To outline activation, standdown and debriefing procedures in relation to this plan
- To detail the response role of agencies in the response to a major accident<sup>1</sup> with external impacts at a regulated facility in Fife
- To provide an overview of the potential external consequences resulting from a major accident<sup>1</sup> with external impacts at a regulated facility in Fife
- To identify where related plans and arrangements can support the response to a major accident<sup>1</sup> with external impacts at a regulated facility in Fife
- To ensure compliance with the requirement to develop an external emergency plan specifying the major accident response measures to be taken off site for sites under the Control of Major Accident Hazard Regulations (COMAH) (2015) and the Defence Major Accident Control Regulations: DSA 03.OME Part 4 (MACR) (2021)
- To ensure compliance with the requirement under the Pipeline Safety Regulations (1996) to develop a plan detailing the response to a possible major accident involving a Major Accident Hazard Pipeline

## 1.3. Scope

This plan details the response activity of resilience partners to manage the external impacts (considering local community, the environment, infrastructure and the economy) of a major accident at a facility falling under any of the following:

- Control of Major Accident Hazard Regulations (2015) (Upper Tier sites only)
- Defence Major Accident Control Regulations: DSA 03.OME Part 4 (2021)
- Pipeline Safety Regulations (1996)

This plan does not detail:

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<sup>1</sup> A major accident is defined as an incident which results from an uncontrolled development at a facility falling under the Control of Major Accident Hazard regulations (2015), the Defence Major Accident Control Regulations (2019) or the Pipeline Safety Regulations (1996) which leads to serious danger to human health or the environment and involves one or more dangerous substances (as defined in previously mentioned regulations).

- The roles of the facility operator employees in the event of a major accident. These are detailed within the relevant Internal Emergency Plan (maintained by facility operators)
- Each agencies' operational response to a major accident. These details are held within individual agency response plans and/or Standard Operating Procedures
- The overarching multi-agency resilience and incident response and co-ordination structure, which are instead detailed within resilience partnership plans and arrangements

#### **1.4. Planning Assumptions**

The following assumptions are made and acknowledged within this plan:

- There are appropriate structures in place to allow an effective and efficient multi-agency partnership response to a major accident<sup>1</sup> with external impacts in Fife
- Identified staff within response agencies (including site operators) will attend training and exercises (para. 1.5) to ensure that they understand their role in the response to a major accident<sup>1</sup> with external impacts
- Appropriate Internal Emergency Plans are in place for relevant facilities across Fife which will act to reduce the potential external impacts of any incident affecting the facility

#### **1.5. Supporting Contingency Plans**

Fife Council's Pollution Contingency Plan is supported by, and supports, the following plans:

- Multi-agency response plans developed by the Fife Local Resilience Partnership and the East of Scotland Regional Resilience Partnership (available on Resilience Direct) including:
  - East of Scotland Response Protocol
  - Fife LRP Scientific and Technical Advice Cell Plan
  - Fife Care for People Response Arrangements
  - East of Scotland RRP Public Communications Group Response Framework
  - Fife LRP Recovery Plan

#### **1.6. Training and Exercising**

Formal multi-agency training and exercising will take place against this plan (as part of the East of Scotland Regional Resilience Partnership Training and Exercising Programme) across a 3 year period.

Within this 3 year period, this plan will be tested in conjunction with the facility specific plans referenced in sections 2.1, 2.2 and 2.3 below.

This range of multi-agency training and exercising events will allow for each of this plan's objectives to be tested across a 3-year period, resulting in all aspects of the plan being trained and/or exercised against.

## **1.7. Monitoring, Evaluation and Review**

In line with the training and exercising programme detailed above (section 1.5), a full review of this plan (led by Fife Council, in consultation with partner response agencies), will take place across a 3 year period.

Amendments may also be made as required to incorporate lessons identified from incidents and training and exercising events outwith the Fife External Emergency Plan exercising programme.

## **1.8. Responsibility**

Fife Council is the custodian of the Fife External Emergency Plan and produces this plan in collaboration with those agencies noted in section 3.3.

Those agencies noted in section 3.3 are responsible for the accuracy of the information relevant to their own areas of responsibility, both within this plan and the facility specific plans.

## **2. REGULATED FACILITIES**

### **2.1. Facilities under the Control of Major Accident Hazard Regulations (2015)**

The Health and Safety Executive and the Scottish Environment Protection Agency are the joint Competent Authorities for facilities controlled by the Control of Major Accident Hazard Regulations.

#### **2.1.1. Upper Tier Facilities**

The following facilities have been designated as Upper Tier facilities under the Control of Major Accident Hazard Regulations:

- Diageo (Cluny)
- Diageo (Leven)
- ExxonMobil- Braefoot Bay Marine Terminal (Aberdour)
- ExxonMobil- Mossmorran (Cowdenbeath)
- Shell UK- Braefoot Bay Marine Terminal (Aberdour)
- Shell UK- Mossmorran (Cowdenbeath)

Facility specific external emergency plans have been developed for these sites.

Multi-agency incident response guides (MAIRGS)<sup>2</sup> are also available for these sites. These documents support the immediate activity of emergency response agencies in attending the facility where the incident has occurred.

MAIRGS do not replace the facility specific external emergency plans.

#### **2.1.2. Lower Tier Facilities**

The following facilities have been designated as Lower Tier facilities under the Control of Major Accident Hazard Regulations:

- Avanti Gas Ltd- Mossmorran (Cowdenbeath)
- Diageo- Cameronbridge Distillery (Windygates)
- InchDairnie Distillery (Glenrothes)
- Orica Europe (Blairhall)

Facility specific external emergency response plans are not required for Lower Tier facilities. However, should an incident occur at these sites the generic arrangements detailed in this document can be activated, as required.

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<sup>2</sup> Note: MAIRGs are not owned by Fife Council. Each agency and organisation has ownership for their own section within the MAIRGs. They can be accessed via Resilience Direct.

Multi-agency incident response guides (MAIRGS)<sup>3</sup> are also available for these sites. These documents support the immediate activity of emergency response agencies in attending the facility where the incident has occurred.

## **2.2. Facilities under the Defence Major Accident Control Regulations: DSA 03.OME Part 4 (2021)**

The Major Accident Control Regulations Competent Authority is the Competent Authority for those facilities controlled under the Major Accident Control Regulations: DSA 03.OME Part 4 (2021).

The following facilities has been identified as requiring an external emergency plan under the Major Accident Control Regulations:

- DM Crombie (Crombie)

A specific external emergency plan has been developed for this site.

## **2.3. Facilities under the Pipeline Safety Regulations (1996)**

The Health and Safety Executive is the Competent Authorities for facilities controlled by the Pipeline Safety Regulations.

Across Fife, 40 pipelines/sections of pipelines are designated as Major Accident Hazard Pipelines under the Pipeline Safety Regulations. These are operated by the following organisations:

- ExxonMobil
- INEOS FPS
- National Gas
- Scottish Power
- SGN
- Shell UK

Specific external emergency plans have been developed for these pipelines.

## **2.4. Additional Notable Facilities in Fife**

An External Emergency Plan is not required for those sites noted below. However, an incident impacting these sites has the potential to result in significant public interest and/or concern.

Should an incident occur at this site, the generic arrangements detailed in this document can be activated, as required.

- H100 Fife – Electrolysis Plant, Buckhaven
- Leuchars Station, Leuchars

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<sup>3</sup> Note: MAIRGs are not owned by Fife Council. Each agency and organisation has ownership for their own section within the MAIRGs. They can be accessed via Resilience Direct.

- Rosyth Royal Dockyard, Rosyth
- Whinnyhall Site, Burntisland



### **3. INCIDENT MANAGEMENT**

#### **3.1. Activation**

This plan can be activated by any of those agencies identified in section 3.3.

This will follow the receipt of information regarding the identification of external impacts, or the risk of external impacts, resulting from incident occurring at a regulated facility in Fife.

Notification of such an incident may be received by emergency response agencies in a range of ways, depending on the facility impacted (see Appendix A for notification process map):

- Facilities under the Control of Major Accident Hazard regulations (2015) and the Defence Major Accident Control Regulations (2019) have in place specific arrangements to notify emergency response agencies that a major accident has occurred, or where an incident occurring onsite is likely to escalate to a major accident
- The notification of a major accident occurring along a pipeline under the Pipeline Safety Regulations (1996) may be received by any agency through a range of channels (from a member of the public or other response agency)

Irrespective of how a notification is received, multi-agency partnership working will ensure all required agencies receive notification and are aware of the activation of this plan.

The response to a major accident requires a multi-agency approach. This may be escalated further, as required, to a Resilience Partnership (full details of which can be found in Preparing Scotland: Philosophy, Principles, Structure and Regulatory Duties and the Fife Resilience Partnership Response Framework).

#### **3.2. Overview of Multi-Agency Response Co-ordination**

The multi-agency response will be co-ordinated through use of the local Fife and regional east of Scotland resilience framework. This will include:

- Multi-agency meetings taking place at the incident scene
- Presence of multi-agency tactical advisors within any facility ECC, as appropriate
- Activation of Resilience Partnership, as needed, and associated sub-groups (e.g. Scientific and Technical Advice Cell, Care for People Group, Public Communications Group)

#### **3.3. Roles and Responsibilities**

The key response agencies listed below would work in partnership to:

- Protect life, property and the environment
- Minimise the harmful effects of the incident (considering the local community, environment, economy and infrastructure)
- Provide an effective and co-ordinated joint response
- Communicate effectively and keep local communities well informed

- Maintain normal services at an appropriate level
- Ensure effective recovery from the incident
- Evaluate and implement any lessons identified

The roles and responsibilities of individual agencies are noted below.

### 3.3.1. Facility Operators

In response to a major accident, the actions of the facility operator will include, where required, the following:

- Activate required internal response and resilience plans/arrangements
- Alert emergency response agencies of incident and impacts/ potential impacts (using the METHANE mnemonic)
- Site operators should activate on site ECC<sup>4</sup>
- Pipeline operators should establish an Emergency Control Point at an appropriate location
- Appoint and activate key response roles, as appropriate:
  - Pipeline Emergency Response Officer (PERO)
  - Site/ Gas Incident Controller
  - Site Main Controller
- Identify and confirm the cause of the incident, taking necessary appropriate measures to limit the incident and reduce impacts
- Account for persons on site, and collect and share information with emergency responders regarding any known casualties/ missing persons
- Have in place arrangements to provide and/or support Care for People response for persons on site and/or the wider community (for COMAH sites, details of Care for People arrangements for persons on site are held in the internal site plans)
- Ensure a detailed site plan is available for emergency responders
- Provide relevant information/advice to emergency response agencies regarding:
  - Hazards (such as any gas plume/ vapour cloud, potential ignition sources and dangerous substances in affected area, with consideration to local weather conditions)
  - Initial cordon distances
  - Safety advice, including safe routes to scene of incident and the safe use of communication devices (Note: some sites may have intrinsic safety restrictions in place)
  - Information on tactics to be implemented to mitigate the incident
- Provide representative to provide liaison with emergency responders at the Forward Control Point
- Consideration of public health and environmental impacts
- Consideration of, in conjunction with emergency responders, public communications messages

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<sup>4</sup> An on-site ECC may refer to either an Emergency Control Centre or Emergency Co-ordination Centre. Both Centres fulfil the same function in providing a location for oversight of the incident response and differ only in terminology

- Maintain an emergency management overview of the incident response to conclusion, in conjunction with the emergency responders
- Continue to provide support as the focus moves into recovery, including contributing to any environmental clean-up and restoration process
- Inform competent authority of incident as soon as possible

### 3.3.2. Police Scotland

In response to a major accident, the actions of Police Scotland will include the following:

- Activate required internal response and resilience plans/arrangements (including Operation Hotel for incidents involving major accident hazard pipelines)
- If first emergency service on site, establish Forward Control Point
- Deploy a Police Incident Commander (identified by blue and white quartered tabard) to the Forward Control Point
- Deploy a Police Liaison Officer and/or tactical Commander to the ECC, as required
- Engage with site staff during decision-making processes, requesting information as required
- Consider Care for People requirements and activate arrangements, as required

### 3.3.3. Scottish Fire and Rescue Service

In response to a major accident at a COMAH site the actions of the Scottish Fire and Rescue Service will include the following:

- Appoint a Fire Incident Commander (identified by half and half white/yellow tabard) to attend the Forward Control Point Ensure the appropriate Rendezvous and Forward Control Points are in place
- Undertake rescue operations for trapped casualties.
- Prevent escalation of the incident by managing fires, hazardous substances, and other dangerous situations.
- Provide safety advice and support to other emergency personnel.
- Assess and respond to potential environmental impacts.
- Liaise with Medical or Ambulance Incident Commanders regarding casualty prioritisation and evacuation.
- Use FIREMET or other tools as appropriate for plume modelling and atmospheric dispersion information.
- Participate in post-incident investigations and prepare reports as required.
- Maintain a standby presence during the recovery phase to ensure continued site safety.
- Consider Care for People requirements

In compliance with JESIP and the Civil Contingencies Act 2004, SFRS will:

- Consider and, where appropriate, declare a Major Incident.

- Identify and liaise with the site's responsible person(s). Appointing a liaison officer to attend the ECC where appropriate.
- Gather operational intelligence and conduct a Dynamic Risk Assessment.
- Develop and implement a tactical plan, prioritising rescue, firefighting, and hazardous materials management, aligned with SFRS Standard Operating Procedures.
- Establish a clear communication strategy with all responding agencies.

#### 3.3.4. Scottish Ambulance Service

The initial management of the ambulance service response to a major incident will be led by the first crew to arrive on scene. Acting as the initial Ambulance Incident Commander until relieved by a suitably trained commander. They will gather information, report back to Ambulance Control Centre (ACC), brief and organise subsequent arriving resources.

The initial priorities are:

- Notify ACC of arrival and park as near to the scene as safety permits, considering upwind, uphill, and adjacent to other emergency services
- Don appropriate PPE including Ambulance Incident Commander/Ambulance Operational Commander tabard
- No attempt to rescue or treat casualties will be carried out at this stage.
- Liaise with Police, Fire, and other responding agency commanders to gather overall situational awareness
- Assess the scene as much as safety permits and report back to ACC using METHANE
- Ascertain the requirement for specialist assets (SORT, EMRS, Air Assets, etc) and specialist equipment
- In liaison with other emergency services, and adhering to JESIP (Joint Emergency Services Interoperability Principles) initially identify:
  - FCP/RVP
  - Ambulance Parking Point
  - Ambulance Control Point
  - Locations for Triage, Casualty Collection Point(s), Casualty Clearing Point(s), and Ambulance Loading Point(s)
- Start a Log

#### 3.3.5. Fife Council

In response to a major accident, the actions of Fife Council will include the following, as required:

- Activate required internal response and resilience plans/arrangements
- Deploy Local Authority Liaison Officer (identified by orange and white quartered tabard) to the Forward Control Point to facilitate requests for support from emergency responders at scene
- Support the response actions of the emergency services
- Consider Care for People requirements and activate arrangements, as required

- Lead the recovery phase of the incident, considering the impacts on people; environment; infrastructure; and economy

### 3.3.6. NHS Fife

NHS responding to medical emergencies and public Health incidents / outbreaks are routine business for the NHS. In the event of an emergency situation or incident that requires special arrangements to be implemented. NHS will respond with the following actions:

- The care of casualties and those affected by the incident;
- In conjunction with the Scottish Ambulance Service, designate appropriate health care facilities;
- The provision of public health advice to those managing the response and the general public and
- The provision of psychological support in conjunction with the local authority, to victims and those responding to the incident. If requested, the Consultant in Public Health Medicine (CPHM) will establish a Scientific and Technical Advice Cell (STAC) to provide public health information and advice to emergency services, local authority and the public.

### 3.3.7. Fife HSCP

In response to a major accident, the actions of Fife Health and Social Care Partnership will include the following, as required:

- Activate required internal response and resilience plans/arrangements in conjunction with Fife Council and NHS Fife
- Consider Care for People requirements and activate arrangements as required.

### 3.3.8. Scottish Environment Protection Agency (SEPA)

SEPA is responsible for environmental protection and has powers to enforce environmental legislation in Scotland.

During an emergency situation SEPA, will deploy the necessary capability (including staff to the Forward Control Point, as required) to give support and advice to other agencies:

- Activate required internal response and resilience plans/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 discharges to watercourses, containment, storage, transportation and disposal of contaminated liquid or solid waste.
- Maintain operational links, including with Scottish Water, Health & Safety Executive and NatureScot
- Where required, deploy the Airborne Hazard Emergency Response (AHER) field response team to the scene to monitor air quality/pollutants

### 3.3.9. Scottish Water

In response to a major accident, the actions of Scottish Water will include the following, as required:

- Activate required internal response and resilience plans / arrangements
- Deploy relevant staff, to support virtual and in person off site multi-agency incident teams and their response
- Assess / monitor potential / actual risks to the drinking water and wastewater catchments and related infrastructure
- Ensure that any immediate risks to Scottish Water / PFI (Private Finance Initiative) and Contractors staffs working on Scottish Water's Assets are adequately controlled
- Assess and monitor risks to public health and the environment from any impacts to the public water & wastewater drainage catchments and related infrastructure and in partnership with key stake holders / resilience partners, develop and implement any required mitigation and supporting communication strategies, including activation of pertinent multi-agency plans
- Ensure key stakeholders, including relevant Licence Providers and the DWQR (Drinking Water Quality Regulator for Scotland) are kept updated
- Where required, deploy relevant staff, to support any virtual / in person Recovery Team set up to manage the recovery

#### 3.3.10. Met Office

In response to a major accident, the actions of Met Office will include the following, as required:

- The provision of essential meteorological data and weather information to partner response agencies, STAC and Scottish/UK Governments, as required
- Provision of CHEMET (Chemical Meteorology) forecasts, via the Environmental Monitoring and Response Centre (EMARC), as text and plume information
  - An initial, short-range prediction of the anticipated behaviour of the plume is given by telephone followed within 20 minutes by meteorological information and dispersion maps which provide a more detailed forecast. A map of areas at risk is sent to the requestor and key contacts including SEPA, NHS Scotland, UK Health Security Agency (who inform Public Health Scotland) and Food Standards Agency (who inform Food Standards Scotland). It is also uploaded to Hazard Manager (available to all responders) and GIS Mapping (access required to CHEMET GIS)
- For larger release events, more-sophisticated plume modelling techniques can be utilised

#### 3.3.11. Maritime and Coastguard Agency (MCA)

In response to a major accident with affecting the Firth of Forth, the actions of the MCA will include the following, as required:

- Provision of warning and informing information to shipping in the affected area
- Support Forth Ports in the management of any pollution affecting the Firth of Forth

#### 3.3.12. Forth Ports

In response to a major accident with affecting the Firth of Forth, the actions of the Forth Ports will include the following, as required:

- Impose any exclusion zone on shipping traffic
- Lead the management of pollution affecting the Firth of Forth

### 3.3.13. Other Agencies

Depending on the impacts of a major accident in Fife, the following agencies may have a role to play in the response:

- Food Standards Scotland
- Marine Directorate
- NatureScot
- Network Rail
- Royal Society for the Protection of Birds
- Scotrail
- Transport Scotland

## 3.4. Impact Assessment

Following a major accident, multi-agency response partners will assess the impacts on the affected area and will consider the consequences described in table 2.

Consequence	Description
Community	<ul style="list-style-type: none"> <li>• Support required by 'Persons at Risk'</li> <li>• Public Health concerns</li> <li>• Evacuation considerations</li> </ul>
Environment <sup>5</sup>	<ul style="list-style-type: none"> <li>• Release of hazardous/dangerous substances</li> <li>• Contaminated land/ water</li> <li>• Damage to or destruction of protected areas, habitats, species or listed buildings</li> <li>• Damage to marine or aquatic environment</li> <li>• Death/adverse effects on local populations of species</li> </ul>
Infrastructure	<ul style="list-style-type: none"> <li>• Damage to properties (residential and commercial)</li> <li>• Road/ Rail network closures</li> <li>• Impact on footpaths (e.g., Fife Coastal Path)</li> <li>• Damage/ limited access to organisational assets</li> </ul>
Economy	<ul style="list-style-type: none"> <li>• Local businesses</li> <li>• Shipping</li> </ul>

Table 2: External consequences of a major accident

<sup>5</sup> Note: an incident will also be designated a major accident to the environment if it results in serious danger (whether realised or potential) to the natural or build environment. The effect ay be immediate or delayed, and may sometimes be relatively long-lasting but not necessarily irreversible.

Specific considerations for each regulated facility in Fife are contained within the relevant facility-specific Fife External Emergency Plan.

### **3.5. Communications**

Domestic and commercial premises falling within the 'Public Information Zone' (PIZ) for facilities falling under the Control of Major Accident Hazard Regulations (2015), the Defence Major Accident Control Regulations: DSA 03.OME Part 4 (2021) and the Pipeline Safety Regulations (1996) will be informed of a major accident affecting the facility by the facility operator.

Advice provided to neighbouring premises by facility operators will take into account factors such as prevailing wind direction and speed and proximity to the hazard.

To support effective communications to the wider community during the response to a major accident, the East of Scotland Regional Resilience Partnership Public Communications Group may be established.

A major accident at a regulated facility is likely to receive significant Government attention, both at Scottish and UK level, especially when impacting the reserved matters of energy and defence. Requests for information by Governments will be managed by the multi-agency response structure.

### **3.6. Recovery**

As the response to the incident progresses, the focus will move from immediate response action to those focusing on the longer-term recovery of those impacted by the incident.

Full details of the management of this recovery phase are described in the Fife Local Resilience Partnership Recovery Arrangements.

### **3.7. Stand Down**

The impacts of the incident and the response required will be continuously reviewed by those managing the response.

Multi-agency response activity will come to a conclusion as recovery progresses and agencies return to business as usual. The decision to 'stand down' the activation of this plan will be noted during multi-agency meetings.

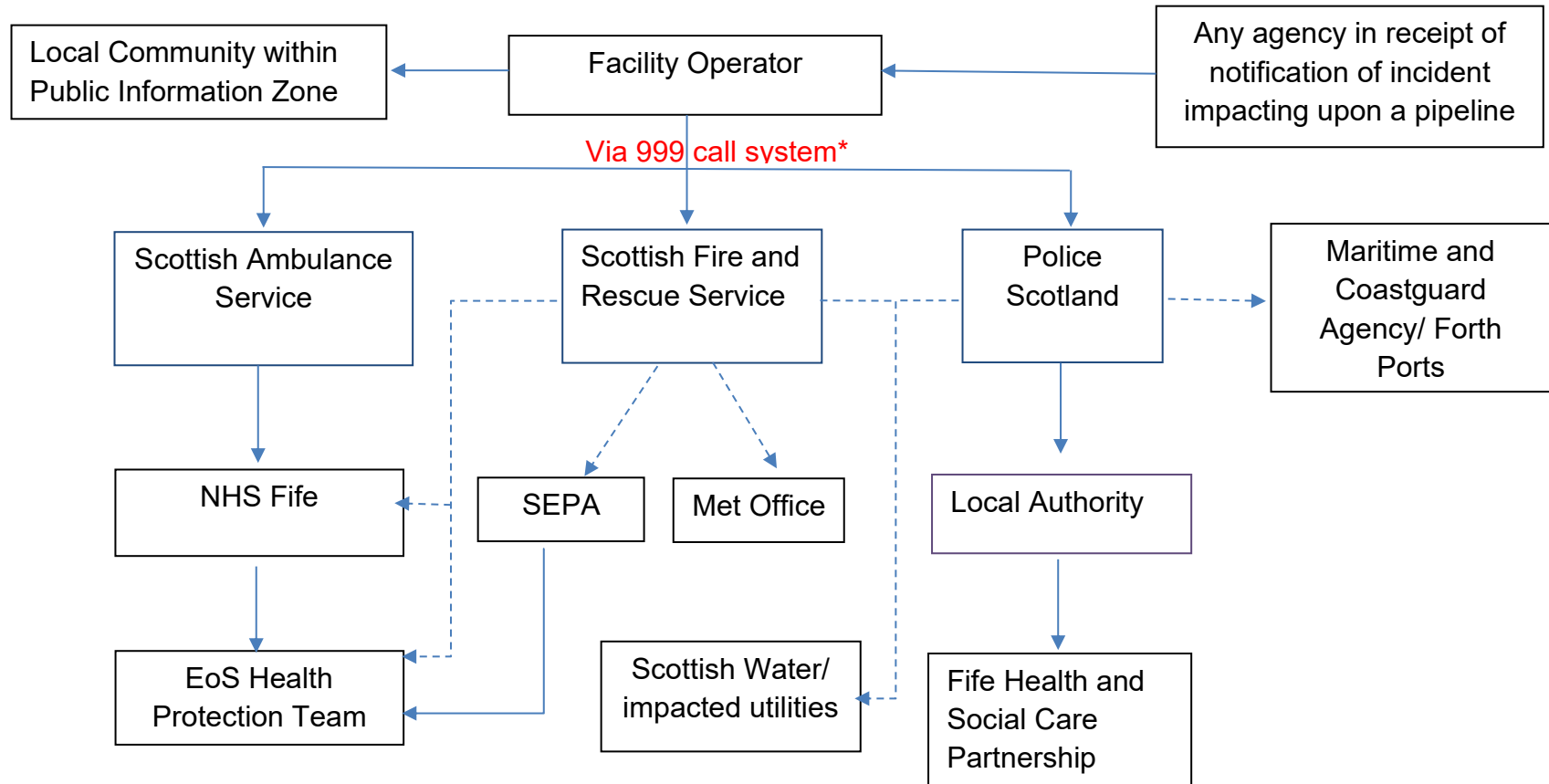
### **3.8. Debrief**

The format and formality of the debrief process following the activation of Fife's External Emergency Plan will vary depending on the scale of the incident.

The debrief will follow the guidance provided within the Scottish Resilience Development Service's National Debriefing and Lessons Identified Protocol to identify lessons learned and areas of good practice during the incident management process. These will then inform a review of Fife's External Emergency Plan.



## Appendix A: Notification Process



\*Facility operator will initially speak with Police Scotland, and then should remain on the line to be connected with SFRS and SAS

### Legend

- > Notify as standard
- - -> Notify as required