

Fife

External Emergency Plan



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1 INTRODUCTION

1.1. Aim

The Fife External Emergency Plan has been prepared by Fife Council to detail the arrangements in place for an effective and efficient multi-agency response to a major accident¹ in Fife so as to reduce the impact on Fife's communities.

1.2. Objectives

The Fife External Emergency Plan will ensure that multi-agency resilience partners work towards:

- Containing and controlling incidents as far as possible to reduce potential impacts
- Ensuring appropriate measures are taken to protect human health, the environment and property following a major accident
- Providing relevant information and advice to the Fife community, and to other responders involved in the incident
- Ensuring the recovery of the affected area and community
- Complying with 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 for those under the Defence Major Accident Control Regulations (MACR) (2019)
- Complying 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 actions to be taken by resilience partners in response to the external impacts (considering human health, the environment and property) of a major accident at a facility falling under any of the following:

- Control of Major Accident Hazard Regulations (2015)
- Defence Major Accident Control Regulations (2019)
- Pipeline Safety Regulations (1996)

Specific response arrangements for each facility in Fife falling under the regulations noted above are detailed in the relevant appendix.

This plan includes specific details relating to the response to a major accident at those facilities that are designated as Upper Tier facilities under the Control of Major Accident

¹ 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).

Hazard Regulations (2015). The same information is not detailed for those facilities designated as Lower Tier facilities under the same act.

This plan does not detail measures to be taken inside a facility in response to an incident. These are detailed within the relevant Internal Emergency Plan (maintained by facility operators).

Details of the overarching multi-agency resilience and incident response structure are not detailed within this plan but within resilience partnership plans arrangements.

Details of each agencies' operational response to a major accident are held within individual agency response plans and/or Standard Operating Procedures.

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 in Fife
- Identified staff within response agencies will attend training and exercises (para. 1.5) to ensure that they understand their role in the response to a major accident
- Appropriate Internal Emergency Plans are in place for relevant sites across Fife which will act to reduce the potential external impacts of any onsite incident

1.5. 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, various multi-agency training and exercising events will allow for the plan's objectives to be tested in turn, resulting in all aspects of the plan being trained and/or exercised against.

1.6. Monitoring, Evaluation and Review

A formal review of this plan will be carried out by Fife Council, in consultation with partner agencies, every three years.

Amendments may also be made as required to incorporate lessons identified from incidents and training and exercising.

1.7. Responsibility

Fife Council is the custodian of the Fife External Emergency Plan and produces this plan in collaboration with those agencies noted in 3.2.

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 response plans have been developed for these sites (see appendices A- F).

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- Mossmoran (Cowdenbeath)
- Diageo- Cameronbridge Distillery (Windygates)
- InchDairnie Distillery (Glenrothes)
- Orica Europe (Blairhall)

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 the main body of this plan will be activated.

2.2. Facilities under the Defence Major Accident Control Regulations (2019)

The Major Accident Control Regulations Competent Authority is the Competent Authority for those facilities controlled under the Major Accident Control Regulations.

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 response plan has been developed for this site (Appendix G).

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, 15 pipelines designated as Major Accident Hazard Pipelines under the Pipeline Safety Regulations (appendices H-V).

3. INCIDENT MANAGEMENT

3.1. Incident Categorisation

Incidents occurring at any facility detailed in section 2 can be categorised as follows:

Category	Classification	Description
1	Minor Incident	One that can be dealt with safely by the Company's existing resources and not requiring outside assistance (i.e. – the emergency services/Local Authority)
2	Serious Incident	One where a call for assistance has been made to the emergency services/Local Authority
3	Major Incident	A serious incident where any of the responding agencies declare the incident is of such a nature it significantly impacts upon that agency and should be upgraded to a Major Incident.

Table 1: Incident Classification

Any incident requiring the activation of this plan will be categorised as a 'Category 2' or 'Category 3' incident.

3.2. Activation

Facilities under the Control of Major Accident Hazard regulations (2015) and the Defence Major Accident Control Regulations (2019) have in place alert notification systems to notify emergency response agencies of the occurrence of a major accident, 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 through a range of channels (from a member of the public or other response agency).

However a notification is received, multi-agency partnership working will ensure all required agencies are made aware.

On receipt of a notification that a major accident has occurred, any of the agencies noted in 3.3 can activate this plan.

3.3. Roles and Responsibilities

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

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

- Protect life, property and the environment

- Minimise the harmful effects of the incident
- 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 in contributing to this multi- agency approach 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/arrangement
- Alert emergency response agencies of incident and impacts/ potential impacts
- Activate on site Emergency Control Centre
- Appoint Site Main Controller and Site Incident 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
- 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
 - 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
- Maintain an emergency management overview of the incident response to conclusion, in conjunction with the emergency responders
- 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
- If first emergency service on site, establish Forward Control Point

- Deploy a Police Incident Officer (identified by blue and white quartered tabard) to the Forward Control Point/ on-site Emergency Control Centre
- Consider Care for People requirements and activate arrangements as required

3.3.3. Scottish Fire and Rescue Service

In response to a major accident, the Scottish Fire and Rescue Service will deploy to the scene of the reported incident and, taking account of specialist advice from the facility operators carry out the following key response actions, as required:

- Activate required internal response and resilience plans/arrangements
- If first emergency service on site, establish Forward Control Point
- Appoint a Fire Incident Commander (identified by half and half white/yellow tabard) to attend the Forward Control Point and liaise with Site Incident Controller
- Appoint a liaison officer to attend the emergency control centre
- Obtain a site plan from the gatehouse staff
- Ensure the appropriate Rendezvous and Forward Control Points are in place
- In liaison with the police, ensure that inner and outer cordons are in place and appropriately staffed, and ensure safety of personnel within the cordons
- Consider CHEMET information and the potential impact on the immediate and wider environment
- Consider Care for People requirements and activate arrangements as required

3.3.4. Scottish Ambulance Service

Roles and Responsibilities of the Scottish Ambulance Service in relation to a major incident

- 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 clinical decontamination for people affected by hazardous substances prior to their evacuation from the scene.
- Evacuate, where practicable, the injured from the scene in order of medical priority.
- Arrange and ensure the most appropriate transport for the injured to the receiving hospital(s).
- Supply patient care equipment to the scene of a major incident.
- Transport essential medical staff and their equipment to the scene.
- Alert the British Red Cross and St Andrew's First Aid and co-ordinate their work in support of the SAS.
- Provide and maintain communications equipment for key medical staff and voluntary organisations at the scene.
- Restore the Service to normality*.

* includes a requirement to maintain the continuity of mission critical activities.

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/ emergency control centre to facilitate requests for support from emergency responders at scene
- Consider Care for People requirements and activate arrangements as required
- Support the response actions of the emergency services
- Lead the recovery phase of the incident

3.3.6. NHS Fife

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

- Activate required internal response and resilience plans/arrangements
- Appoint Medical Incident Officer, and deploy to the scene
- Lead on Public Health, providing advice to the public and to those managing the incident, as required
- Consider Care for People requirements and activate arrangements as required

3.3.7. 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 situation SEPA, will deploy its comprehensive scientific capability to give support and advice to other agencies and to the general public on such matters.

In responding to an incident SEPA will:

- Will deploy 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 discharges to watercourses, containment, storage, transportation and disposal of contaminated liquid or solid waste.
- Maintain operational links with Scottish Water, Local authorities, Environmental Health Departments and Health & Safety Executive.
- Maintain operational contact with Scottish Natural Heritage in relation to protected areas or species.

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

- 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.
- Regulates the disposal of radioactive waste and manages Scottish interests in the Radioactive Incident Monitoring Network (RIMNET).

SEPA therefore wishes to be informed about any COMAH major incident that has lead, or may lead, to pollution of the environment, whether to water, air or land.

Post Incident Actions:

- SEPA, as part of the Competent Authority, must be informed of all accidents at COMAH establishments so that, following the accident, a joint investigation with the HSE can be commenced pursuant to the requirements of Regulation 19(4). Reports can then be sent to the European Commission, in accordance with Regulations 21(1).
- The Scottish Environment Protection Agency (SEPA) has the role of the 'Competent Authority' for facilities regulated under the Control of Major Accident Hazard Regulations (2015) (along with the Health and Safety Executive).

In addition to this role, and on notification of a major accident in Fife, the actions of SEPA will include the following:

- Activate required internal resilience plans/arrangements
- Where required, deploy the Airborne Hazard Emergency Response (AHER) field response team to the scene to monitor air quality/pollutants

3.3.8. 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

3.3.9. 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

3.3.10 Other Agencies

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

- Scottish Natural Heritage
- Marine Scotland
- Royal Society for the Protection of Birds
- Food Standards 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"> • 'Persons at Risk' • Public Health concerns • Evacuation considerations
Environment	<ul style="list-style-type: none"> • Release of hazardous/dangerous substances • Contaminated land/ water • Destruction of habitat
Infrastructure	<ul style="list-style-type: none"> • Damage to properties (residential and commercial) • Road closures • Impact on footpaths (e.g. Fife Coastal Path)
Economy	<ul style="list-style-type: none"> • Local businesses • Shipping

Table 2: External consequences of a major accident

Detailed information regarding specific consequences and impacts of any major accident in Fife can be assessed using Fife Council's Incident Management GIS map (*map currently under development*).

3.5. Communications

Domestic and commercial premises neighbouring facilities falling under the Control of Major Accident Hazard Regulations (2015), the Defence Major Accident Control Regulations (2019) 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.

3.6. Stand Down

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

The activities of the Incident Management Team will come to a conclusion as recovery progresses and services return to business as usual. The decision to 'stand down' the Incident Management Team will be noted during incident management meetings.

3.7. 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.