

# Resilience Policy and Framework

Prepared and issued by:	Emergency Resilience Team	Version:	4.0
Date:	April 2022	Review Date:	April 2025

## **FOREWORD**

Our vision is to make Fife a great place to live, work, visit and invest.

Whether an external emergency (such as flooding or pandemic disease) or internal business continuity disruption (such as loss of IT or disruption to resource availability), incidents will have an impact on Fife's communities.

Fife Council recognises the importance of ensuring that Fife is resilient against such disruptions.

Thus, Fife Council needs to be prepared to effectively respond to, and recover from, any incident, working in conjunction with partner agencies where required, to reduce the impact of an incident on Fife's communities.

To achieve this, we need involvement and commitment from all Council employees, positive leadership from managers and elected members, along with engagement across Fife's Communities, to ensure effective processes are in place to limit the impacts incidents have on Fife.



**Steve Grimmond**  
**Chief Executive**  
**Fife Council**

---

## CONTENTS

	<b>Page No</b>
<b>FOREWORD</b>	<b>2</b>
<b>1. INTRODUCTION</b>	
1.1 Aim	4
1.2 Objectives	4
1.3 Scope	4
1.4 Review	4
<b>2 RESILIENCE POLICY</b>	
2.1 Policy Statement	6
2.2 Responsibilities for Employees and Elected Members	6
2.3 Links to other Council Policies	6
2.4 Governance	6
<b>3 RESILIENCE FRAMEWORK</b>	
3.1 Legislation and Guidance	7
3.2 Planning and Preparation	9
3.3 Incident Management	12
3.4 Roles and Responsibilities	13

---

## 1. INTRODUCTION

### 1.1 Aim

Fife Council's Resilience Policy and Framework aims to ensure that Fife Council carries out its duties under the Civil Contingencies Act 2004 (as amended in the Civil Contingencies Act Amendment Regulations 2013) (CCA) and effectively prepares for, responds to and recovers from any incident<sup>1</sup> impacting on Fife's communities.

### 1.2 Objectives

Fife Council's Resilience Policy and Framework will ensure that:

- the concept of resilience and the Council's resilience policy and approach is understood and embedded by all stakeholders
- up-to-date plans and arrangements are in place and can be activated, as necessary, in response to an incident that is impacting upon Fife's communities
- the response to and recovery from any incident is proportionate and effectively managed thus reducing the impact on Fife's communities and Council services
- a programme of training and exercising is put in place to robustly test resilience related plans
- lessons identified through an incident response (based on either real experience or training and exercising) are embedded into resilience arrangements
- generic business continuity advice and assistance is provided to the business community and voluntary organisations
- where appropriate, resilience advice is provided to Fife communities to support the development of community resilience

### 1.3 Scope

Fife Council's Resilience Policy and Framework document describes:

- Fife Council's approach to embedding resilience across the Council
- the activities undertaken to ensure that Fife Council is prepared to respond and recover from an incident affecting Fife's communities
- Fife Council's Incident Management<sup>2</sup> Structure

The resilience arrangements developed and implemented by Fife Council (including Social Work and Social Care services) and the Fife Health and Social Care Partnership complement each other. Details of the latter can be found in the Fife Health and Social Care Partnership Resilience Policy and Strategy (under review).

### 1.4 Review

---

<sup>1</sup> The term 'incident' is used throughout to refer to both any civil emergency and business continuity disruption, whether these occur with no notice or are potential future events.

<sup>2</sup> The term 'Incident Management' encapsulates the effort to co-ordinate activities both in the initial response phase of an incident, and in the longer-term recovery phase

This document will be reviewed every three years, or sooner as required.

---

## **2. RESILIENCE POLICY**

### **2.1. Policy Statement**

- Fife Council must work to meet its statutory duties under the Civil Contingencies Act (2004) and other resilience-related legislation (see 3.1 for further details)
- All employees and elected members have a role to play in ensuring Fife Council is effectively prepared to respond to, and recover from, any incident that is impacting upon Fife's Communities

### **2.2. Responsibilities for Employees and Elected Members**

To ensure Fife Council meets its duties under the CCA (2004) and other resilience-related legislation, employees and, where appropriate, elected members must:

- Have an awareness of and understand their role during the preparation for, response to and recovery from, an incident including, as appropriate, promoting resilience engagement across Fife's communities
- Participate in training and exercising, as required
- Support Fife Council's response to and recovery from an incident, as required

### **2.3. Links to other Policies**

This document supports or links directly/indirectly to the following Fife Council policies and strategies:

- Risk Management Manual
- HR Guidance- Severe Weather and other Critical Incidents
- Information Security Policies
- Fife Health and Social Care Partnership Resilience Policy and Strategy (under review)

### **2.4. Governance**

The Emergency Resilience Team monitor Fife Council's work to ensure effective preparation for, response to and recovery from any incident. This is achieved through maintaining regular contact with Directorates to confirm that any resilience related actions that have been planned and/or undertaken.

The Emergency Resilience Team also link with the Fife Health and Social Care Partnership to ensure arrangements between organisations are complimentary.

### 3. RESILIENCE FRAMEWORK

#### 3.1. Legislation and Guidance

##### 3.1.1. Civil Contingences Act (2004)

The Civil Contingencies Act (2004) (as amended in the Civil Contingencies Act Amendment Regulations 2013) governs civil protection in the United Kingdom.

The Act identifies the following key responding agencies as Category 1 and 2 responders:

<b>Category 1 responders</b>	<b>Category 2 responders</b>
Integration Joint Board	Port and Harbour authorities
Local Authorities	Network Rail
Maritime and Coastguard Agency	Utility companies
NHS Boards	Telecommunications
Police Scotland	
Scottish Ambulance Service	
Scottish Environment Protection Agency	
Scottish Fire and Rescue Service	

As a Category 1 responder, Fife Council is subject to the following duties:

- Assess the risk of an emergency occurring and use this to inform contingency planning
- Plan for emergencies, including training and exercising
- Develop arrangements to warn and inform the public both before and during emergencies
- Share information with other responders to enhance co-ordination
- Co-operate with other responders to enhance co-ordination and efficiency
- Put in place and maintain business continuity plans
- Provide business continuity management advice and assistance to businesses and voluntary organisations

The Civil Contingencies Act (2004) defines an emergency as:

- An event or situation which threatens serious damage to human welfare
- An event or situation which threatens serious damage to the environment
- War or terrorism which threatens serious damage to the security of the UK

However, in practice, an emergency response by Fife Council would likely be required if:

- significant resources are required to respond effectively
- significant disruption to the Fife community has occurred
- a response more than normal day-to-day operations is required

- a major incident<sup>3</sup> has been declared that requires the implementation of special arrangements by one of more of the emergency services or other Category 1 responder

### 3.1.2. Control of Major Accident Hazard (COMAH) Regulations (2015)

Fife Council has a legal duty, under the COMAH Regulations (2015) to maintain external emergency plans for upper tier sites in Fife, as identified under the COMAH regulations.

### 3.1.3. Pipeline Safety Regulations (1996)

Fife Council has a legal duty, under the Pipeline Safety Regulations (1996) to maintain an emergency plan for each pipeline identified under these regulations which passes through Fife.

### 3.1.4. Preparing Scotland: Scottish Guidance on Resilience

To support the requirements of the CCA legislation, the Scottish Government has developed a suite of Preparing Scotland documents covering specific resilience guidance on key areas.

[Preparing Scotland Guidance](#) is based upon the principles of Integrated Emergency Management (IEM). IEM, which aims to develop flexible and adaptable arrangements for dealing with incidents, whether foreseen or unforeseen, is based on multi-agency co-ordination in the event of an incident (full details of IEM can be found within [Preparing Scotland: Philosophy, Principles, Structure and Regulatory Duties](#)).

The Preparing Scotland guidance has been adopted by Fife Council in preparing for, responding to and recovering from any incidents and thus will work with partners, as required, to enable an appropriate response to any incident.

## **3.2. Multi- agency Partnership Working**

Multi agency partnership working is supported by Resilience Partnerships. These have been established at both the regional and local level, to ensure a joined up approach to both preparing for, and responding to and recovering from, an incident.

Fife Council is a member of the Fife Local Resilience Partnership and of the East of Scotland Regional Resilience Partnership.

---

<sup>3</sup> Declaration of a major incident can be made by any of the Category 1 responder organisations. Where one of the responding agencies declares a major incident but it is not considered to be a major incident for other organisations, the other agencies will provide appropriate support to effectively manage the incident.



The Resilience Partnerships provide a link, through the Resilience Co-ordinators, to the Scottish Government Resilience Room (SGoRR), which will be activated as required in response to an incident affecting Scotland.

Full details of the resilience partnerships across Scotland can be found within ['Preparing Scotland: Philosophy, Principles, Structure and Regulatory Duties'](#).

### **3.3. Planning and Preparation**

#### **3.3.1. Risk and Preparedness Assessment**

Fife Council participates in a regional Risk and Preparedness Assessment to identify new and/or changing risks in relation to Fife.

Information regarding these risks is collated and published within the Fife and East of Scotland [Community Risk Registers](#).

Fife Council will assess its existing capability and capacity to respond to the identified risks. The results are then used to inform the Councils' training and exercising programme (see 3.2.3).

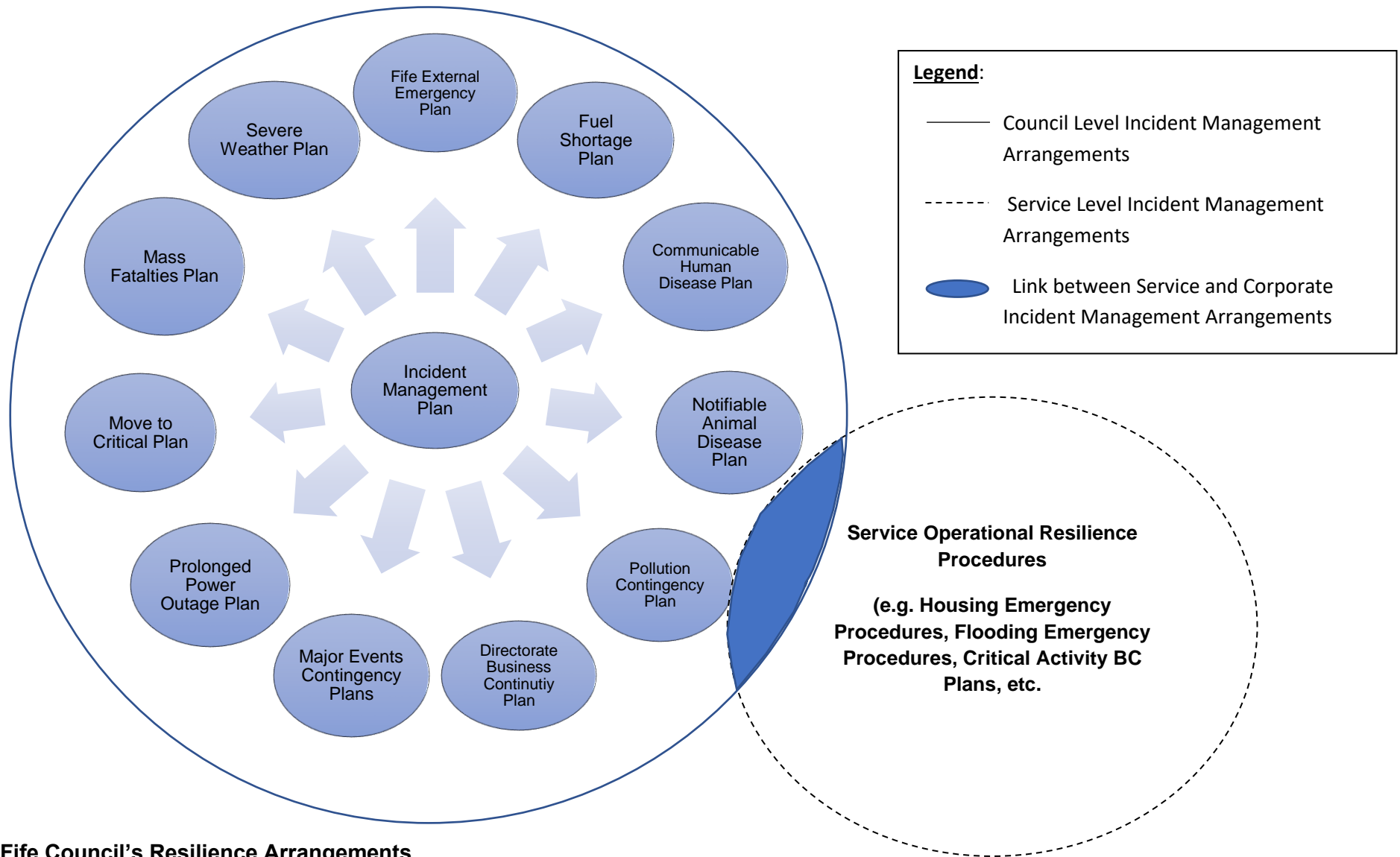
#### **3.3.2. Fife Council Resilience Arrangements**

Fife Council's Resilience Arrangements (figure 1, p.10) are composed of the following:

- Incident Management Plan, which can be activated in response at any incident that is impacting/ has the potential to impact upon Fife's communities
- Incident specific resilience plans, which can be activated as required to support the response
- Service operational resilience procedures, which can either be activated individually to respond to a service level incident (for e.g. the response by the Housing Service to a single house fire) or which can be activated in support of a wider incident response (for e.g. the response by the Housing Service to a fire affecting a significant number of properties and resulting in a number of displaced persons)

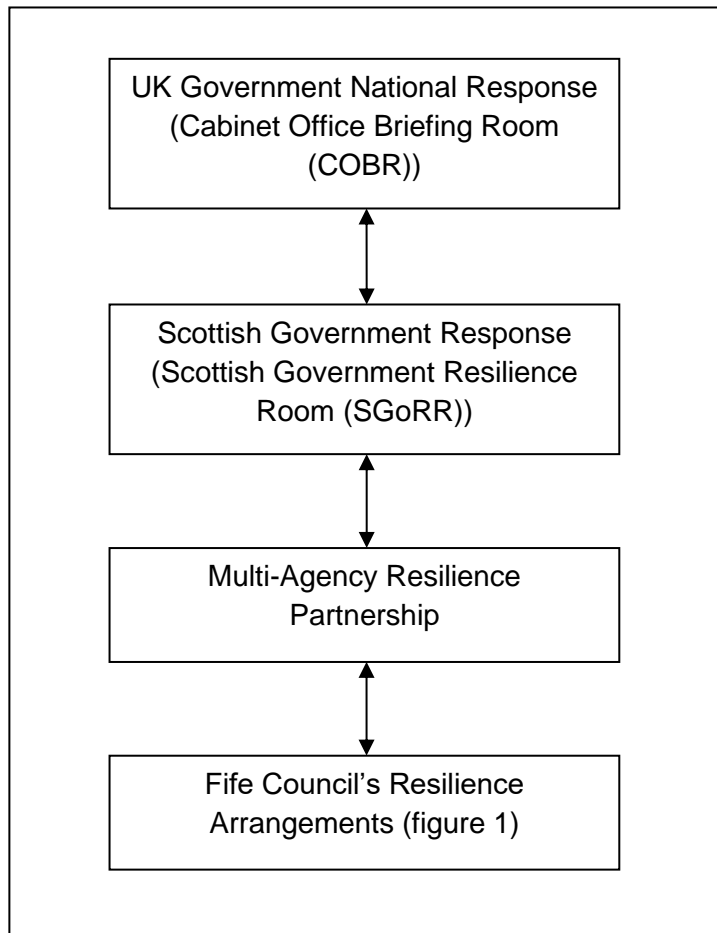
Depending on the scale of the incident, Fife Council will also be part of any wider regional and/or national response that is established (section 3.2 and figure 2, p.11).

This structure ensures that Fife Council's Resilience Arrangements are flexible and adaptable and can be activated in response to any incident.



**Figure 1: Fife Council’s Resilience Arrangements**

**Figure 2: Scottish Resilience Structure (for full details, see Preparing Scotland Guidance documents)**



**3.3.3. Training and Exercising**

Informed by the Risk and Preparedness Assessment process, Fife Council employees, and where appropriate elected members, will take part in both an [internal](#) and an East of Scotland Regional Resilience Partnership training and exercising programme.

Fife Council employees will also have a key role to play in the planning and delivery of training and exercising, either as part of a multi-agency team or a cross service team of Fife Council employees.

Any lessons identified from these exercises will be incorporated into Fife Council's Resilience Arrangements.

Participation in both internal and external training and exercising should be formally recorded by Fife Council employees using Oracle.

### 3.3.4. Warning and Informing

Fife Council has arrangements in place to communicate with the public to:

- Raise public awareness before an incident (i.e., informing and educating the public about risks and preparedness)
- Provide public warning at the time of an event (i.e., alerting the members of a community whose immediate safety may be at risk)
- Inform and advise the public about the nature of a continuing event and
  - the immediate actions being taken by responders to minimise the harmful effects on human or animal health and welfare, the environment or property
  - the actions being taken by responders to assist recovery
  - the actions people can take to minimise the impact of the incident

### 3.3.5. Business and Community Resilience

- Business Resilience

Fife Council has a statutory duty under the CCA (2004) to support local businesses and voluntary organisations through the provision of pro-active business continuity advice and assistance.

- Community Resilience

In addition to its statutory duties, Fife Council engages and supports Fife communities in developing plans and arrangements to enhance their local resilience by:

- Promoting awareness of the risks experienced across Fife
- Working with community groups and organisations to support the development of local resilience arrangements for their community
- Promoting resilience through the Curriculum for Excellence

### 3.3.6. Information Sharing

As a Category 1 responder, Fife Council must share information with partner response agencies during an incident to ensure a co-ordinated response.

Arrangements are in place to ensure, where possible, that this is done in line with the General Data Protection Regulations (2016) and the common law duty of confidentiality.

## **3.4. Incident Management**

The response to any incident requires management to ensure co-ordination between those council services, and partner agencies, involved.

The level at which this management occurs, and which services/ agencies are involved, is dependent on the characteristics, scale and impacts of the incident, and can be escalated as necessary as the incident progresses.

The response to significant incidents involving a number of agencies will, in most instances, be co-ordinated by Police Scotland. Fife Council has a key role to play in any multi-agency response and will support this through activation of internal incident management arrangements.

Fife Council becomes the lead agency as the focus of the response moves into recovery.

#### **3.4.1. Fife Council Incident Management Arrangements**

Echoing Scotland's wider resilience structure, Fife Council's response to and recovery from an incident will be managed and co-ordinated by an Incident Management Team operating at the appropriate level (for full details, see Fife Council's Incident Management Plan).

Fife Council's response to any incident can be escalated as necessary, utilising additional employees and resources, as the incident progresses and/or escalates.

### **3.5. Roles and Responsibilities**

While all employees and elected members have a role to play in ensuring that Fife Council is effectively prepared to respond to, and recover from, an incident that is impacting upon Fife's communities (see 2.2 for details), staff within the following roles have additional responsibilities.

#### **3.4.1 Chief Executive/Executive Directors:**

- Responsible for the implementation of the Resilience Policy across the Council
- Approve/lead an appropriate level of incident management for any incident
- Represent Fife Council at the East of Scotland Regional Resilience Partnership and Fife Local Resilience Partnership
- Ensure their Directorate can effectively respond to and recover from any incident, both during and outwith office hours
- Ensure their Directorate/Service has appropriate resilience and operational arrangements in place to respond to any incident
- Ensure employees in their Directorate/Service/ area of responsibility attend Council and multi-agency exercises, as appropriate

#### **3.4.2 Heads of Service/Senior Managers/ Critical Activity Owner:**

- Ensure their Service/ area of responsibility is effectively prepared to respond to any incident both during and outwith office hours

- Ensure their Service / area of responsibility has appropriate resilience and operational arrangements in place to respond to any incidents
- Ensure employees in their Directorate/Service/ area of responsibility have received an appropriate level of awareness and training to allow them to carry out their role during any incident
- Ensure employees in their Directorate/Service/ area of responsibility attend Council and multi-agency exercises, as appropriate
- Manage an appropriate level of response to and recovery from any relevant incident
- Represent Fife Council at multi-agency meetings

#### 3.4.3 Emergency Resilience Team:

- Develop and embed a corporate approach to planning for, responding to and recovering from any incident
- Carry out a monitoring and oversight role to ensure suitable resilience arrangements are in place across the Council
- Participate in the multi-agency led community risk assessment process
- Ensure a corporate process is carried out for developing, reviewing and maintaining resilience plans
- Co-ordinate and/or support the Council's response to and recovery from any incident
- Arrange/design and deliver training sessions for appropriate employees and elected members across the Council in their resilience role
- Develop an exercise programme to validate all corporate resilience plans
- Co-ordinate Council involvement with single agency and multi-agency training and exercising activities
- Liaise with East of Scotland Regional Resilience Partnership and Fife Local Resilience Partnership members, as required
- Develop arrangements to warn and inform the public prior to and during any incident, linking with internal communications officers and multi-agency partners as required
- Provide business continuity advice and assistance to the business community and voluntary organisations
- Develop community resilience through engagement with Fife's communities

#### 3.4.4 Directorate Business Continuity Leads:

- Support senior management in the development and embedding of the business continuity management process in their Directorate/Service.
- Participate in the development of business continuity training and exercises, as appropriate.
- Participate in training and exercises, as appropriate.
- Share and receive best practice in business continuity
- Promote and provide business continuity advice within their Directorate/Service

- Support senior management in the co-ordination of the response to and recovery from a business continuity disruption affecting their Directorate/Service

#### 3.4.5 Elected Members:

- Have an awareness of the Council's responsibilities in preparing for, responding to and recovering from incidents
- Understand and carry out role both during response to and recovery from any incident
- Participate in training and exercises, as necessary
- Support the development of Community Resilience across Fife