



## **Generic Arrangements**

# **Partnership Document**

## Major Emergency Scheme Partnership Document

### Record of amendments

Date	1. o	Para- graph(s)	Brief details	By (Name)	Init- ials
28/4/10	2.	4.3	MES management structure diagram amended	Steve Hick	SMH
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	10.				

# MAJOR EMERGENCY SCHEME PARTNERSHIP DOCUMENT

Generic Emergency Management Policy Framework

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## FOREWORD

We in Dumfries and Galloway know only too well that from time to time major emergencies and disasters do happen. Such events may bring with them significant loss of life, injury, destruction of property and/or pollution of the environment. Coping with the sudden and extensive impact of a major incident is a highly complex and difficult task, but it is made easier when thought has been given beforehand to the range and nature of the issues that might be faced.

The Dumfries and Galloway Major Emergency Scheme, first launched in 1994, brings together the full spectrum of organisations and services that have a part to play in responding to emergencies. Through our Major Emergency Scheme we aim to be as ready as we possibly can be for the next time a major emergency or disaster confronts us. The scheme provides the framework through which partner organisations can fulfil the legal requirements brought in by the Civil Contingencies Act 2004.

In this document, and within the context of the D&G Major Emergency Scheme generally, the term 'major emergency' is used to embrace eventualities that are defined either as 'emergency' within the Act or as 'major incident' by the respective professional associations of the emergency services .

As this **Partnership Document** details, the Emergency Services, local authority, health services, government departments, industry, utilities and volunteers all have crucial roles to perform. The Scheme helps us all to understand each other's roles, and how we can all work together in times of crisis.

## 1 THE PARTNERSHIP DOCUMENT

This Partnership Document formalises partners' agreement to participate in the Major Emergency Scheme and to fulfil their role in contributing to both preparation and response. It is the overarching document for the scheme as a whole.

All partner organisations should ensure that they adhere to applicable duties, and consider the relevance of advice and guidance in the following in order to meet their civil contingencies preparedness responsibilities:

- The Civil Contingencies Act 2004
- The Civil Contingencies Act 2004 (Contingency Planning) (Scotland) Regulations 2005
- Preparing Scotland
- Responding to Emergencies in Scotland.

This document is a descriptive policy document, not an 'emergency plan', and details the following:

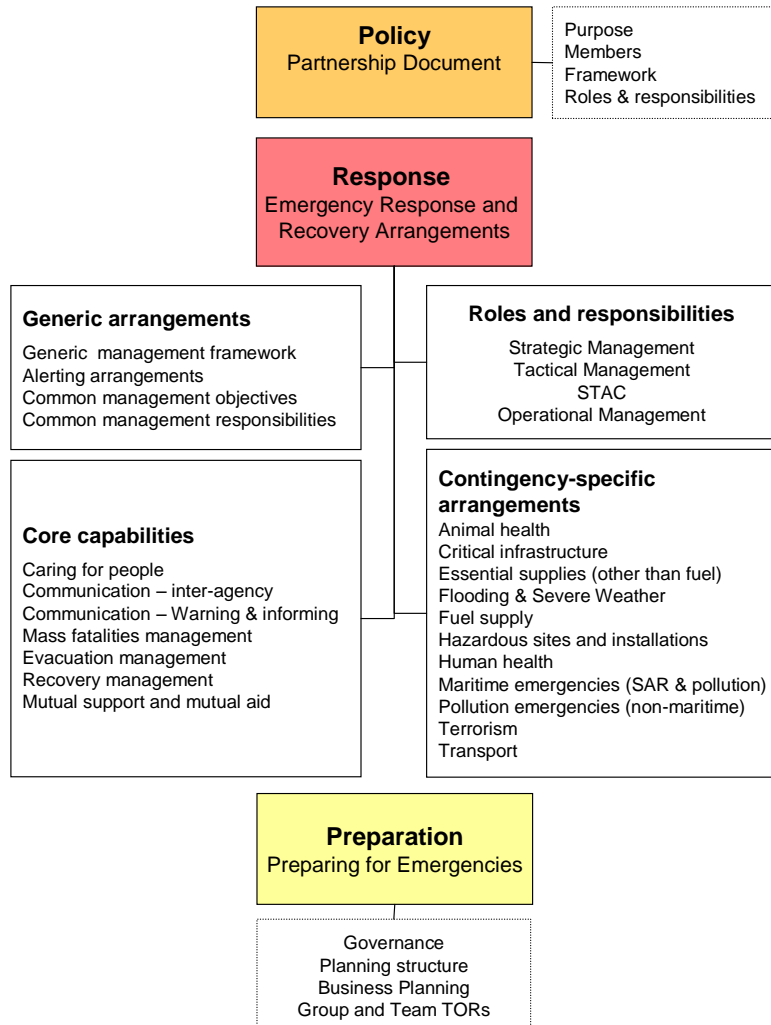
- the purpose of the MES
- the partners
- the MES framework
- the agreed aims, objectives, role and responsibilities of individual partners.

The document underpins the complementary documentation that details the preparation and response arrangements in the supporting documentation suite (see Figure 3 overleaf):

- Preparing for Emergencies
- Emergency Response and Recovery Arrangements

**Figure 3.**

Major Emergency Scheme Documentation



## **2 THE PURPOSE OF THE MAJOR EMERGENCY SCHEME**

### **2.1 Scope**

The Major Emergency Scheme is a partnership of all with a part to play in responding to major emergencies in Dumfries and Galloway. The ownership of the scheme is shared by its constituent partnership organisations. The governance arrangements of the scheme are exercised by the [Strategic Co-ordinating Group \(4.3\)](#) for Dumfries and Galloway

The Scheme embraces both preparation and response:

- to ensure that the partners in its continuing development and implementation are fully prepared to respond to emergencies at all times
- to aid the effective management of the response to major emergencies.

The scheme is an ongoing management process in which all organisations have a continuing role. Senior officials of all partner organisations should provide leadership and direction to promote, develop and maintain resilience, ensuring that adequate resources are made available to these ends.

Senior management should include civil contingencies in their normal business planning activities, risk management infrastructures, business continuity arrangements and in appropriate audit, monitoring and assurance arrangements. Managers will develop their arrangements, train, test, exercise, maintain and review them within a collaborative framework.

### **2.2 Aim**

To contribute to a more resilient, safer and stronger Dumfries and Galloway through a partnership that minimises the impact of major emergencies on the community.

### **2.3 Objectives**

To meet the aim, the objectives of the Major Emergency Scheme partners are to:

- protect and preserve life, welfare, property and environment
- reduce to a minimum the harmful effects of a major emergency
- bring about as swift a return to normal life as possible
- promote preparedness by all partners
- promote the concept of mutual assistance between MES partners.

### **2.4 Key activities**

To achieve the aim and objectives of the Scheme, partners will:

- establish an efficient and effective integrated partnership scheme for emergency planning and response to major emergencies;
  - assess risks in a systematic and consistent manner as a basis for prioritising civil contingencies activities, identifying required capabilities and optimising use of resources
-

- maintain dedicated teams of managers who will co-ordinate the activities of all partners and others with a role to play in response to major emergencies;
- promote Business Continuity Management that will enable organisations to deliver their critical services in response to an emergency and to maintain essential services to the public through a disruption to their business
- support to the fullest the activities of all partners in the Scheme;
- co-ordinate arrangements for public information and media response when an emergency is imminent, is in progress or has happened;
- combine resources and pursue any required emergency procurement to address the needs of those engaged in pursuing the Scheme's principal aims;
- promote, encourage and support the active involvement of the community in response to major emergencies;
- encourage innovation, imagination, flexibility and adaptability in preparation for, and management of, response to major emergencies;
- promote the welfare and well being of all engaged in response to major emergencies;
- take appropriate action to enhance preparedness in the light of reviews, evaluations and experience.



## **3 THE PARTNERS**

### **3.1 Categories of partners**

The Civil Contingencies Act places obligations on a number of organisations which have functions exercisable in a particular police area to co operate with each other on matters of civil contingencies. The collaboration framework required under the Act is referred to as the [Strategic Co-ordinating Group \(SCG\)](#), and the organisations within it are designated as Category 1 and Category 2 organisations. Their obligations are summarised below.

All [Category 1 organisations](#) are members of the Major Emergency Scheme, as well as all those [Category 2 organisations](#) active in Dumfries and Galloway.

The MES also draws on the considerable expertise and support of a number of additional advisory or support organisations.

The member organisations of the MES are listed at [Annex A](#). Each organisation's agreed participation in the partnership is signed off by an appropriate representative, thereby formally acknowledging their agreement with the contents of this partnership document.

### **3.2 Category 1 organisations**

Category 1 organisations in Scotland are:

- Police Service of Scotland
- Scottish Fire and Rescue Service
- Health Boards
- Councils
- Scottish Environment Protection Agency (SEPA)
- Scottish Ambulance Services (SAS)
- Maritime and Coastguard Agency (MCA).

All Category 1 organisations are MES partners and are required by the Act to:

- assess the risk of emergency occurrences
- take measures to prevent emergencies
- maintain plans for dealing with an emergency
- collaborate on sharing information, training and exercising in relation to emergency preparedness.

If an emergency occurs, Category 1 responders must take appropriate action to:

- reduce, control or mitigate its effects
- warn the public
- provide information and advice to the public
- obtain assistance from or co-operate with other Category 1 responders
- obtain assistance from Category 2 responders.

### **3.3 Category 2 organisations**

Category 2 organisations in Scotland are:

- Utility companies (water, sewerage, gas, electricity)

- Telecommunications service providers
- Railway operators
- Airport operators
- Harbour authorities
- Health and Safety Executive
- Health Protection Scotland

Category 2 responders are required by the Act to

- co-operate with Category 1 bodies in the performance of the Category 1 bodies' duties by:
- providing information
- assisting in all aspects of plan preparation and maintenance
- playing a part in multi-agency plans
- taking part in multi-agency exercises.

Category 2 bodies may also seek co-operation in developing their own plans from their Category 1 partners. Such co-operation can include asking for relevant information or for joint participation in exercises.

### **3.4 Advisory and support organisations**

The MES also relies on the participation and contribution of a number of other organisations:

- government departments and agencies
- armed forces
- local associations
- third sector organisations (WRVS, Red Cross, RAYNET etc.)
- certain private companies other than those designated as Category 2.

These organisations do not have statutory duties under the Civil Contingencies Act but as partners within the scheme will endeavour to offer expertise, support and assistance in both planning and response activities.

## **4 THE MES FRAMEWORK**

### **4.1 Rationale**

The Scheme:

- provides a framework for emergency preparation;
- provides a basis for the delivery of services in response to a crisis;
- is simple and allows for flexibility in management and adaptability to a wide range of circumstances;
- is based on the functions of its participants and not on prescribing a response to all foreseen situations;
- allows managers the freedom to organise the delivery of the services for which they are responsible in a manner that best suits their own organisation, while being mindful of the agreed overall co-ordinating arrangements for the management of response to emergencies;
- encourages all partners to make their own arrangements for emergency response and integrate them with those made for the Scheme and for specific contingencies;
- recognises that preparation is vital to the success of emergency response and that all partners and their appropriate managers will play a full part in developing the Major Emergency Scheme in collaboration with those with whom they will work in emergencies.

### **4.2 Collaboration and governance**

The scheme is managed through the Dumfries and Galloway [Strategic Co-ordinating Group \(SCG\)](#). This is the area's most senior management group, in accordance with the legal requirement of the Civil Contingencies Act 2004. In planning mode the SCG is chaired by the Chief Executive of Dumfries and Galloway Council or deputy. (See para 4.3 for details of the SCG.)

The SCG is responsible for establishing the planning policy for civil contingencies preparedness and, when an emergency occurs, is the group responsible for co-ordinating the overall multi-agency response and recovery. In times of emergency it will normally be chaired by the Local Police Commander in the first instance.

The SCG endorses the following vision statement with a link to the Scottish Government 'safer and stronger' theme and in line with D&G's overall strategic community planning:

*'A more resilient, safer and stronger Dumfries and Galloway'*

The SCG agrees its strategic aim and planning priorities in a [business planning](#) framework:

The SCG will measure preparedness for dealing with emergencies in Dumfries and Galloway by adopting a self-evaluation framework consistent with the Scottish Resilience model. This will be used as the basis for producing an approved annual statement of preparedness.

### 4.3 The Strategic Co-ordinating Group (SCG)

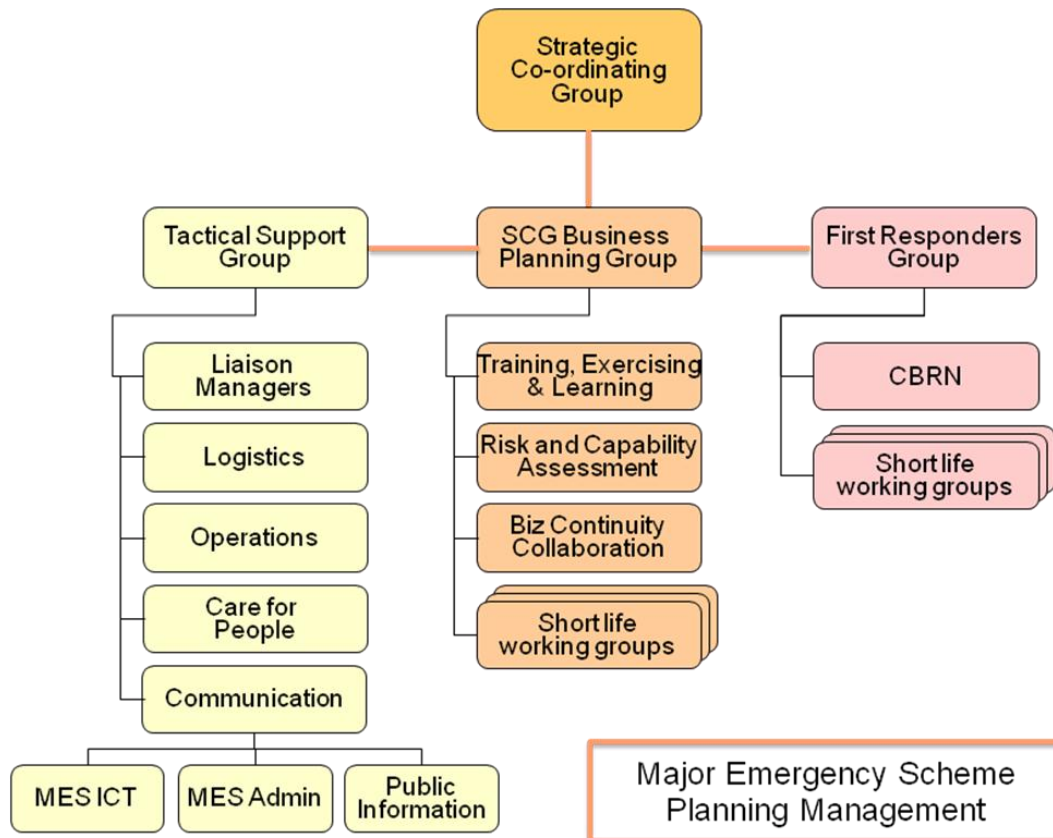
The Strategic Co-ordinating Group (SCG) is the most senior management group. Its core members are Chief Officers or other senior managers of the principal organisations involved in emergency planning and response - Category 1 Responders as defined by the Act. They are supplemented by senior representatives of Category 2 responders and other supporting or advisory organisations (for example, armed forces, central government departments).

The roles of SCG members are determined by their senior positions within their respective organisations, and are a natural extension of their normal work.

The extended MES draws on the support of organisations beyond the membership of the SCG and immediate sub-groups, particularly in a response situation as befits the nature of the emergency.

#### 4.3.1. SCG Policy and planning

For policy and planning purposes the SCG will meet 3 times per year under the chairmanship of D&G Council's Chief Executive. The SCG will determine the policy and strategic planning priorities for the scheme in accordance with an agreed business planning programme, directing resources for preparation, maintenance, improvement and development through its supporting groups.



'Preparing for Emergencies' provides further detail of the remits of the different groups.

Strategic planning will take cognisance of the requirements of the Civil Contingencies Act and be consistent with the aim and objectives of the Single Outcome Agreement.

Category 1 organisations have an obligation to attend and contribute to the programme. Category 2 organisations will be informed of agenda items and invited to attend when they consider agenda items to be relevant. For other organisations, invitations and attendance will be agenda-driven.

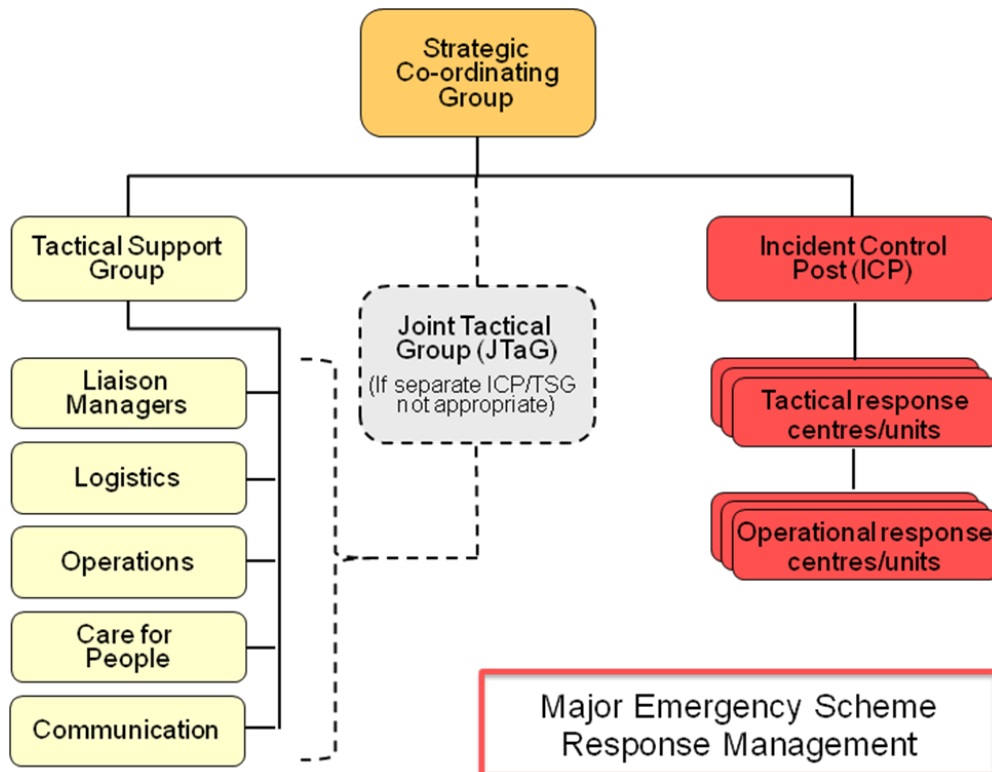
The SCG Programme Co-ordinator will fulfil secretariat functions to the SCG and assist with the co-ordination of the business planning programme.

**4.3.2. SCG response management**

At times of emergency the SCG will be formed of those managers whose organisations have a significant response and/or recovery role. The strategic management roles of the Group's members may develop as determined by the Group itself.

In most emergencies it is anticipated that the Local Police Commander Dumfries and Galloway Division (or depute) will chair the group initially in view of the key co-ordinating role of the Police. As circumstances develop it may become more appropriate for a different organisation to chair the Group. Some emergencies may fall more naturally to an organisation other than police from the outset. (For example – D&G NHS for public health major emergencies.)

The diagram below summarises key elements of the shift from planning to response mode, but further important groups may also be required in response, such as a Public Information (PI) Cell or a Scientific and Technical Advisory Cell (STAC).



Document 'MES00 02 ERRA - EMERGENCY RESPONSE & RECOVERY ARRANGEMENTS' provides further details.

#### **4.4 Tactical Management**

Tactical managers will co-ordinate the resourcing and delivery of the planning and response objectives set by the SCG, while operational managers will implement measures and manage response activity.

Their respective preparation and response roles and responsibilities are detailed in 'MES - Preparing for Emergencies' and in 'MES00 02 ERRA - EMERGENCY RESPONSE & RECOVERY ARRANGEMENTS'.

##### **In planning mode:**

- The Business Planning Group co-ordinates delivery of the agreed SCG business plan
- The First Responder Group co-ordinates aspects of planning that primarily concern first response agencies (blue lights and hospitals)
- The Tactical Support Group co-ordinates planning work that will support the community and emergency responders:

##### **In response mode:**

- Control Rooms and Tactical Response Groups co-ordinate the front-line response.
- Operational teams and supporting units / services at emergency locations, deliver the front line response activity.
- The Tactical Support Group co-ordinates consequence management efforts in the community, at emergency centres and in support of front-line responders through:
  - Functional Team Managers and Liaison Managers
  - Functional Support Teams for Communications, Logistics, Works and Care for People.

#### **4.5 Management approach and objectives**

The Major Emergency Scheme recognises that effective management of major emergencies will be determined by multi-agency teams of managers working with an Integrated Emergency Management approach to:

- develop fit-for-purpose arrangements
- respond in the light of prevailing circumstances within an agreed framework.

The common objectives for tactical managers from all organisations will relate to both preparing for and responding to emergencies. They are to:

- carry out the policies of the Strategic Co-ordinating Group and co-ordinate the resources available in the most effective and efficient manner;
- provide the fullest support to all organisations, services and individuals to enable them to devote their efforts to their primary tasks;
- motivate, encourage and support staff;
- promote awareness of the Major Emergency Scheme and the role of partners and individuals in all aspects of the group's activities;
- promote a personal, sympathetic and compassionate approach to all involved in major emergencies.

## **ANNEX A – Partner roles and responsibilities**

See separate document –  
[MES00 01b Partnership document Annex A - agency roles and resps.doc](#)

This document contains information that is only made available to members of MES partner organisations.