



Comhairle Cathrach
Bhaile Átha Cliath
Dublin City Council

Dublin City Council

Major Emergency Plan

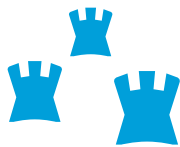
2015



Dublin City Council

MAJOR EMERGENCY PLAN

2015



Comhairle Cathrach
Bhaile Átha Cliath
Dublin City Council

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RECORD OF ISSUES AND AMENDMENTS

Amendment No.	Issue No.	Date	Section Amended:	Amended By:
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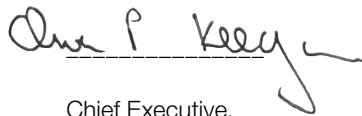
FOREWORD

Fortunately major emergencies are very rare events in Ireland. Should one occur which impacts on Dublin City, the City Council will be expected to play a major role as preparation for and management of major emergencies is a responsibility of local authorities.

Mindful of this responsibility Dublin City Council has developed an ongoing Major Emergency Management Programme. As part of this ongoing programme and in accordance with the requirements of the “Framework for Major Emergency Management”¹ introduced by the Government, this Major Emergency Plan (DCC MEP) has been produced to enable the City Council to prepare to meet the potential challenges ahead with the ultimate objective of protecting the safety and welfare of the community at times of vulnerability.

This Major Emergency Plan has been prepared to facilitate the response to, and recovery from, major emergencies by Dublin City Council and to ensure that the Council’s arrangements and actions are coordinated with those of the other two designated Principal Response Agencies, the Health Service Executive and An Garda Síochána.

I am confident that relying on this Major Emergency Plan and the ongoing Major Emergency Management Programme, together with the support of other agencies, Dublin City Council will be in a position to respond appropriately to, and manage, major emergencies.



Chief Executive,
Dublin City Council

Date:

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ACTIVATION

This plan is activated when a Major Emergency is declared in the Dublin City Council area. The Chief Executive and persons appointed by him to the following positions are authorised to declare a Major Emergency on behalf of the City Council:

- Head of Finance / Assistant Chief Executives
- Chief Fire Officer
- Assistant Chief Fire Officer

Where none of the above is immediately contactable a Fire Officer holding the rank of Third Officer may declare a Major Emergency.

The Chief Executive or authorised officer may declare a major emergency when the following circumstances prevail:

- The incident has the potential to escalate beyond the normal response capability of existing resources
- The scale, extent and duration of the incident requires the activation of specific additional measures
- The timely declaration of a major emergency will assist in preventing the escalation of the event beyond the control of the existing resources or
- On receipt of a message declaring a Major Emergency by an authorised officer of any of the following:
 - An Garda Síochána
 - The Health Service Executive
 - A Government Department

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1.1 DECLARATION PROCESS

The declaration of a Major Emergency by an authorised officer of Dublin City Council must be immediately followed by the notification of the declaration to An Garda Síochána and the Health Service Executive. It has been agreed the contact for notification to these agencies shall be via the 999/112 system.

Person Authorised	Telephone Number	Cascade Contact
Inspector in Charge, Garda Communications Centre, Harcourt Square	999 or 112	An Garda Síochána Defence Forces Irish Coastguard Service
Health Service Executive (Via Ambulance Control)	999 or 112	National Ambulance Service Hospitals Public Health Community Health

Table 1 Contact details for informing the other Principal Response Agencies

The formal message declaring a major emergency is standard to all of the Principal Response Agencies. The formal declaration of a major emergency should follow the format below.

This is *(state name, title)*

A *(state type of incident)*

Has occurred / is imminent at *(state incident location)*

As an authorised officer I declare that a major emergency exists.

The arrangements in the **Dublin City Council** Major Emergency Plan are activated *(state date & time)*

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The declaration of a major emergency should be followed by an information message containing available, essential and relevant information. In the majority of cases the mnemonic **METHANE** can be used to structure and deliver this information.

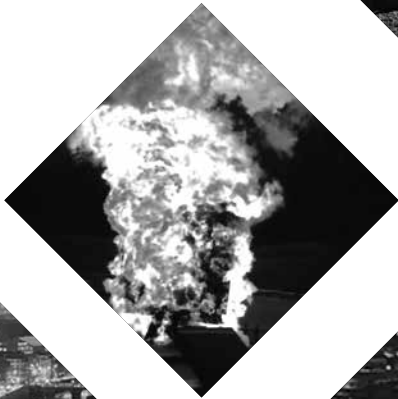
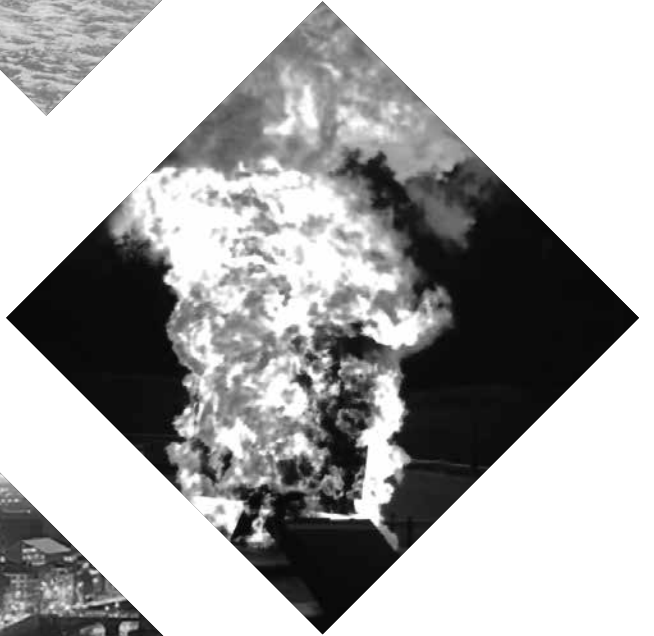
M	Major Emergency declared	Information Required
E	Exact Location of the emergency	Full details of location of incident site. Identify areas that will be affected immediately; and in the short term
T	Type of Emergency	Detail on the type of the emergency (Transport, Chemical Spill, Severe Weather etc.)
H	Hazards, present and potential.	Fire, Explosives, Dangerous Chemicals, Flooding etc.
A	Access / Egress routes	Full details of emergency service response routes to and/from the incident location. Safe routes may be influenced by wind direction(e.g Hazardous Materials) and/or obstructions (e.g. flooding).
N	Number and types of Casualties	Number and type of confirmed casualties and estimate of potential casualties.
E	Emergency services present and required	Full details of resources present and required. Include the means of communication with persons activating the plan; telephone numbers etc

The message format is designed to ensure that as much initial information as required is included, it does not however prevent the inclusion of any other information deemed relevant.

NOTE: The management and coordination methods outlined in this plan, in particular the Local and/or Regional Co-ordination Centres for Major Emergency Management, may be activated to manage the response to other incidents, whether a major emergency is declared or not.

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Section 1 INTRODUCTION TO PLAN

1.1 INTRODUCTION

This plan has been prepared in accordance with the requirements of “A Framework for Major Emergency Management” (2006) and sets out the arrangements, which will be activated by an authorised officer to facilitate the Dublin City Council response to an incident, which is defined as follows:

“A Major Emergency is any event which causes or threatens death or injury, serious disruption of essential services or damage to property, the environment or infrastructure beyond the normal capabilities of the principal emergency services in the area in which the event occurs, and requires the activation of specific additional procedures and the mobilisation of additional resources to ensure an effective, coordinated response”.¹

1.2 OVERVIEW

The purpose of this plan is to set out the arrangements for an effective and efficient response to a variety of scenarios which could cause the declaration of a major emergency and to ensure a coordinated response is achieved between the Principal Response Agencies (Local Authorities, an Garda Síochána, the Health Service Executive) and organisations they may engage with in responding to a major emergency.

The plan is based on the systems approach to Major Emergency Management, which involves a continuous cycle of activity. The principal elements of the systems approach are:

- Hazard Analysis/ Risk Assessment;
- Mitigation/ Risk Management;
- Planning and Preparedness;
- Co-ordinated Response; and
- Recovery.

¹ Section 1.5. *A Framework for Emergency Management* (2006) - Definition of Major

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Five Stage Emergency Management Paradigm

1.3 PLAN OBJECTIVES

The objectives of this plan are

- To protect life, the environment, property and to provide support to those affected by a major emergency
- To ensure, insofar as is possible, that Dublin City Council's response to a major emergency is effective, efficient, and is coordinated with the other response agencies
- To act as a single reference source for major emergency planning and response in Dublin City Council (DCC)
- To ensure that the roles and responsibilities of DCC in preparing for and responding to a major emergency are clearly understood and that the organisation provides clear leadership in a time of crisis
- To outline the process and structure for the efficient, coordinated and effective delivery of services to the community during a major emergency, including an early and appropriate response
- To outline a realistic and rational approach which is capable of being delivered on and includes transparent systems with clear accountability for actions
- To harness community spirit and the ethos of self protection
- To maintain essential services during an emergency
- To emphasise the need for safe working by Council staff, other agencies staff and volunteers

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1.4 PLAN SCOPE

The plan is designed primarily to provide for the protection, support and welfare of the public in times of emergency. The plan is based on an 'All-Hazards' approach, where the common features of coordinated response and the management of common consequences are recognised, regardless of the type of emergency. The plan is structured to allow for scaling up the response to a major emergency with local coordination, to Regional level coordination, involving several administrative areas of the responding agencies, and if necessary for escalating to a National level response.

1.5 RELATIONSHIP WITH OTHER PLANS

Dublin City Council, the relevant Garda Division and Health Service Executive District are the Principal Response Agencies (PRA) charged with managing the response to emergency situations that arise within the statutory boundaries of Dublin City Council. This plan is supported by, and is compatible with, the Major Emergency Plans of An Garda Síochána and the Health Service Executive. In certain circumstances, the local response may be escalated to regional level, thus activating the Plan for Regional Level Co-ordination. If this is activated, the management of the incident will be coordinated from a regional perspective.

This plan complements existing plans within specific departments of the Local Authority. A number of specific local plans, such as the response plan to flood emergencies, remain in place as standalone plans, which can be implemented under the general arrangements and structures outlined in this plan.

Certain types of emergency have a particular focus, thus enabling a hazard or site-specific plan to be activated. Sub-plans to this document deal with a range of incidents, such as severe weather emergencies, large crowd events and hazardous substances storage sites.

1.6 LANGUAGE & TERMINOLOGY

There is a need for the common use of terms and language amongst all responding agencies to ensure communications are clearly understood during a major emergency. To this end this plan incorporates the common language and terminology used by the "Framework for Major Emergency Management"(2006). Section 15.5 of this document contains a list of major emergency terms and acronyms used throughout this document and within the plans of the other PRA's.

1.7 PLAN DISTRIBUTION

This plan will be distributed in electronic format only.

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1.8 PLAN STATUS, REVIEW AND UPDATE

The first issue of this plan is now superseded, the current issue will be active from 12.00 noon on the 1st March 2015; the plan contents are valid from that date. The Chief Fire Officer or his authorized representative is responsible for convening the Dublin City Council Major Emergency Management Committee to review this document on an annual basis,. Updates as required will be distributed in September (target date) of each following year.

1.9 PUBLIC ACCESS TO THE PLAN

The plan will be presented to the Finance Strategic Policy Committee of Dublin City Council. Relevant sections of the plan (Sections 1-14 inclusive) will be available to the public on the Dublin City Council website <http://www.dublincity.ie/>

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Section 2 DUBLIN CITY COUNCIL AND ITS FUNCTIONAL AREA

2.1 DUBLIN CITY COUNCIL

Dublin City Council is the largest local authority in the country and manages in excess of 500 individual functions. The service is delivered across the administrative area of the City, from fire stations, depots, offices, libraries etc.

The City Council is also a Fire Authority under the Fire Services Act, 1981:S.9 and administers the Dublin Fire Brigade on behalf of the Fire Authorities of Dun Laoghaire/Rathdown, South Dublin Co. Council and Fingal Co. Council. The executive headquarters for the council is at the Civic Offices, Wood Quay. The Council delivers its services through committees and through a number of departments and sections as set out in Figure 1 below.

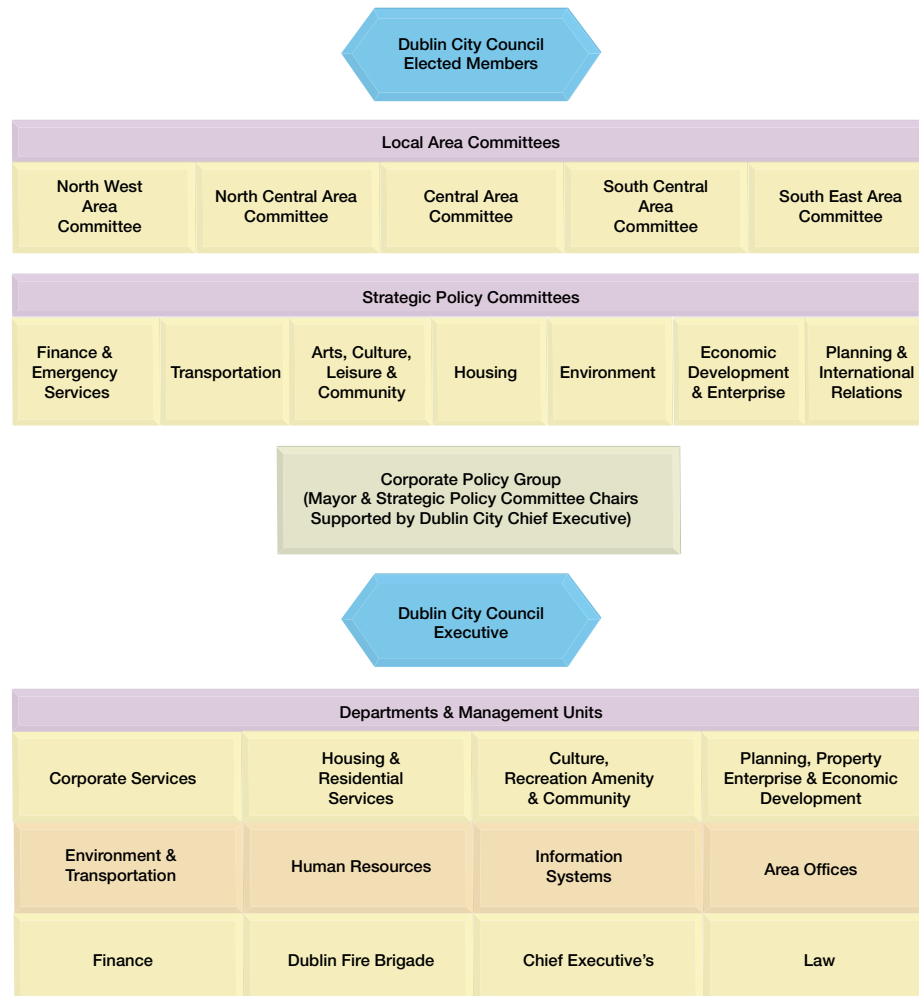


Figure 1: Dublin City Council Governance Chart

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2.2 BOUNDARIES AND CHARACTERISTICS OF DUBLIN CITY COUNCIL

Dublin City is the capital of Ireland; it is located on the east coast and is the main port for the country. Dublin City Council's administrative area extends from the Irish Sea in the east, north to the border with Fingal Co. Co; west to South Dublin Co. Co. and south to the border with Dun Laoghaire Rathdown Co. Co.

The Council services are administratively sub-divided into five 'areas' where locally based services are provided to the community through local area offices. Each area is under the direction of an Area Manager.

The functional area for this plan is the administrative area of Dublin City Council, as outlined in the map attached at section 15.21. The city has a population of 527,612 people (Census 2011). Further details are contained in the profile of the GDA, which should be read in association with this plan.²

2.3 PARTNER PRINCIPAL RESPONSE AGENCIES

Dublin City Council is a Principal Response Agency with Dublin Fire Brigade designated as its Principal Emergency Service. Its partner Principal Response Agencies are An Garda Síochána and the Health Service Executive including its Principal Emergency Service, which is the National Ambulance Service.

2.3.1 AN GARDA SÍOCHÁNA (AGS)

Dublin City Council is part of the Dublin Metropolitan Region (DMR) for policing purposes. There are eight (8) Garda Divisions in the DMR each under the command of a Chief Superintendent. There are five (5) Garda Divisions operating within the Dublin City Council area each under the control of a Chief Superintendent – DMR West, North, North Central, South and South Central as well as the headquarters of the Garda Traffic Division, there are a nineteen (19) Garda Stations located within the council area.

The functions of An Garda Síochána as a Principal Response Agency in the declaration and management of a major emergency are contained in their respective emergency plans. The following functions are specific to An Garda Síochána during the activation of this plan:

- requesting assistance from the Defence Forces in line with agreed protocols, MOUs, SLAs and current practices;
- maintaining law and order;
- traffic management;
- crowd control;

² Risk Assessment Outcomes and Profile of DCC issued in 2010

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- implementing agreed aspects of evacuation procedures;
- informing the public, as necessary and on the advice of the competent authorities, of actual or potential dangers arising from the emergency;
- co-ordinating/conducting searches for missing persons;
- assisting and directing survivors/uninjured persons away from the site (and any danger area) to places of safety;
- collecting information on casualties and survivors;
- arrangements in respect of the dead, in association with the Coroner;
- provision of casualty bureau/casualty information service;
- preservation of the site;
- collection of evidence and forensic work
- assisting the Coroner in the case of fatalities, inquiries or criminal proceedings;
- maintaining essential Garda services during the Major Emergency

2.3.2 HEALTH SERVICE EXECUTIVE (HSE)

The Health Service Executive under its programme structure provides the majority of the National Hospital Services and Community Welfare Services to the council area. The HSE administrative regions covering DCC are the Northeast and Mid-Leinster Areas.

The functions of the Health Service Executive as a Principal Response Agency in the declaration and management of a major emergency are contained in their respective emergency plan, the following functions are specific to the Health Service Executive during the activation of this plan:

- provision of medical advice and assistance;
- provision of medical aid to casualties at the site;
- triage of casualties, and assigning them to hospitals for evacuation;
- casualty evacuation and ambulance transport;
- provision of hospital treatment;
- provision of psycho-social support to persons affected by the emergency;
- certification of the dead;
- support for An Garda Síochána's forensic work;
- support for the Coroner's role;

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- provision of community welfare services (now a DSP function which may be arranged through HSE))
- clinical decontamination and decontamination of contaminated persons on arrival at hospital;
- advising and assisting An Garda Síochána and Local Authorities on public health issues arising;
- any other function, related to its normal functions, which is necessary for the management of the emergency/crisis;

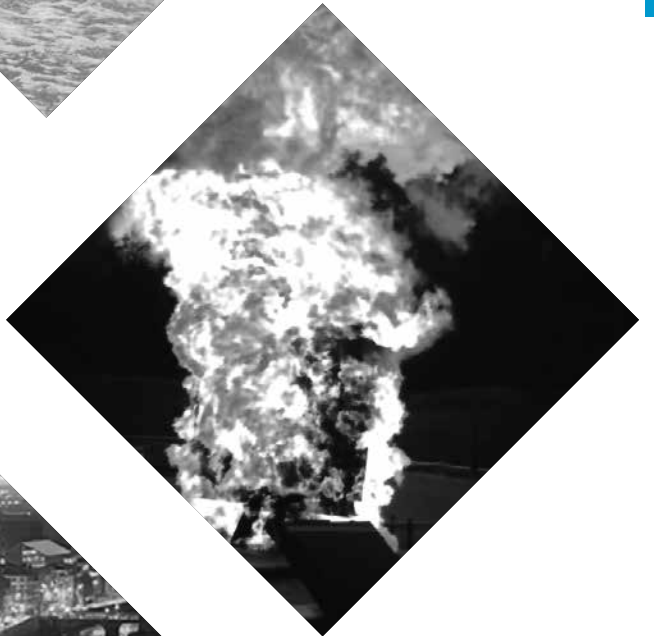
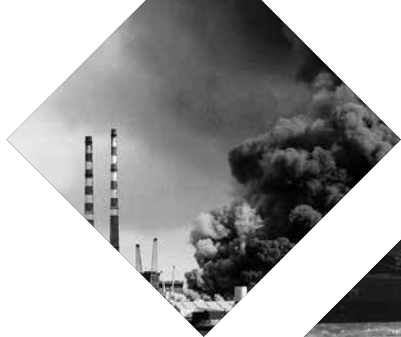
2.4 REGIONAL STRUCTURES FOR EMERGENCY MANAGEMENT & COORDINATION

For planning purposes Dublin City Council is part of the Major Emergency East Region, in the event of a major emergency occurring, the region for response purposes will be determined by the lead agency according to the circumstances and is not fixed. The principal response agencies of the east region are set out in Table 2 below:

Principal Response Agencies of the East Region		
Local Authorities	An Garda Síochána	Health Service Executive
Dublin City Council	Dublin Metropolitan Region (DMR)	Dublin Mid-Leinster Region
Fingal County Council	DMR East	Dublin North East Region
Dun Laoghaire / Rathdown Co.Co.	DMR West	
South Dublin County Council	DMR North	
Kildare County Council	DMR North Central	
Wicklow County Council	DMR South Central	
	DMR South	
	Traffic Division	
	Kildare Division	
	Wicklow Division	

Table 2: Major Emergency Region East

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Section 3 SECTION 3- RISK ASSESSMENT FOR THE AREA

3.1 HISTORY OF AREA IN TERMS OF EMERGENCY EVENTS

In the last three decades there have been four incidents which caused either loss of life, structural damage or economic disruption and were declared as Major Emergencies. These incidents were the fire in the Stardust nightclub (Artane: 1981)³, the building collapse at Raglan House (Ballsbridge: 1987)⁴; the coastal flood event that affected large areas of the city in November 2002 and the pluvial/ fluvial flooding that affected large parts of the city in October 2011.

In the recent past there has been other significant flooding in parts of the city and a number of multiple vehicle/multiple fatality road traffic accidents as well as large fires and public order issues which did not require the activation of the major emergency plan and were managed by the emergency services in the normal course of their work.

3.2 GENERAL AND SPECIFIC RISK EVALUATION

DCC has identified the hazards in the area, and has contributed to the identification of hazards with a potential regional impact. The Risk Assessment process outlined in the 2006 Framework (and associated guidance) was used to assess the risk of the hazards materialising. The results of the hazard identification and risk assessment process are included at section 15.12. Hazards are classified under four categories; Natural, Transport, Technological and Civil.

³ Report of the Tribunal of Enquiry on the Fire at the Stardust Artane, Dublin-14th February 1981: (Chairman Mr.Justice Keane)

⁴ Report on the investigation of the explosion at Raglan House, Ballsbridge: Dublin 1st January 1987 (Creamer & Warner)

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3.3 LOCAL AND REGIONAL LIST OF SCENARIOS

The City Council risk assessment process resulted in the selection of a list of exemplary scenarios under each hazard category as set out in Table 3 below:

Category	Type
Natural	Complex Flood event (Fluvial/Coastal)
Natural	Wide Scale Severe Weather Incident
Transportation	Loss of commercial Airliner impacting on the urban population
Transportation	A Hazmat incident on the Road Network
Technological	Incident at SEVESO (COMAH) Site
Technological	Major Fire/accident at large crowd locations (Shopping areas, Malls, Events, Transport hubs, Ferries etc)
Civil	Incident affecting drinking water supply
Civil	Major pollution incident (regardless of source)

Table 3: Dublin City Council list of exemplary scenarios

The list was further developed at inter-agency Regional Level and scenarios relating to the following were agreed as the inter-agency exemplars for major emergency planning purposes by the three principal response agencies.

1. Severe Weather
2. Major Fire / Mass Casualty Incident
3. Industrial Accident / Seveso / Hazmat
4. Transport Incident
5. Terrorist CBRN
6. Public Health
7. Loss of Utilities

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3.4 RISK MANAGEMENT / MITIGATION / RISK REDUCTION STRATEGIES

There are a number of options currently available to Dublin City Council in mitigating the impact of the scenarios listed above, in addition to the regulatory powers available to the local authority under legislation e.g.,

- Powers under the Fire Services Act and the Building Control Act⁵
- Planning regulations, including the licensing of large crowd events,
- Adoption of the European Communities, Seveso II directive; (Control of Major Accident Hazards Involving Dangerous Substances) Regulations, S.I. No. 476 of 2000 and S.I. No. 74 of 2006.

The context for the assessment and full risk assessment documentation including the context for the Dublin Authorities are available in the outcomes document issued in December 2007⁶. Further information is contained in Dublin City Council's current risk assessment.

3.5 LINKAGES WITH OTHER EMERGENCY PLANS

Emergency and contingency plans, which have informed and are linked to this document, include plans held by operators with responsibility for specific establishments, sites, or activities and the major emergency plans of adjoining authorities in particular the authorities of the Greater Dublin Area and the National Plans issued by Government Departments. Other related documents include specific local authority and inter-agency sub-plans for incidents such as significant flooding and the off-site plans covering accidents at top tier "Seveso II" sites⁷.

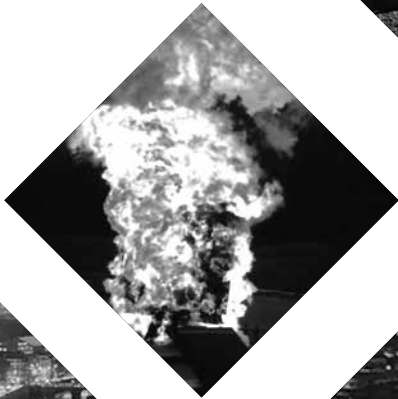
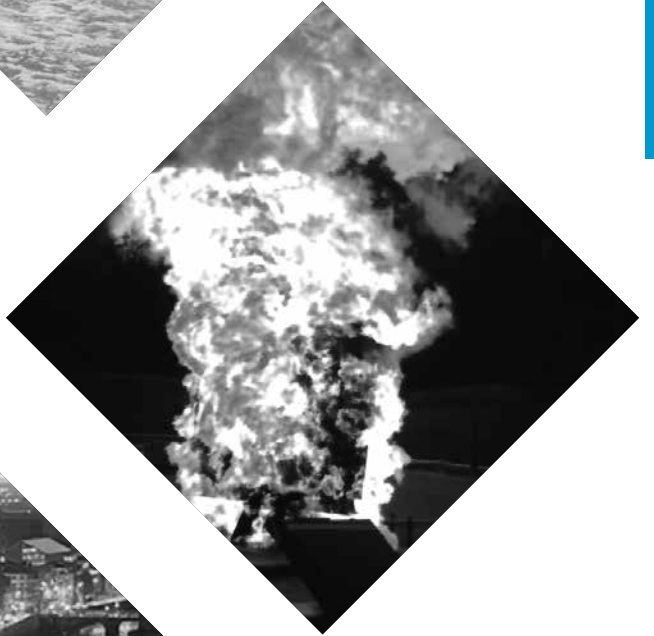
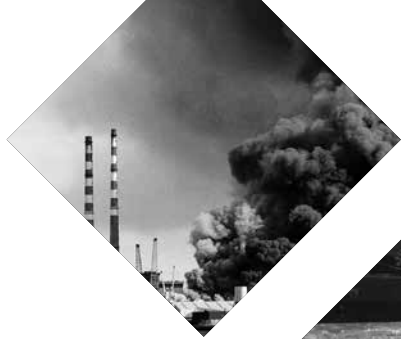
⁵ Fire Services Act: (1981,2003); Building Control Act (1990)

⁶ "Dublin Authorities Risk Assessment Outcomes December 2007" (Dublin City Council MEM Project Team)

⁷ Control of Major Accident Hazards Regulations (COMAH)

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Section 4 RESOURCES FOR EMERGENCY RESPONSE

4.1 EMERGENCY RESPONSE SERVICES, & RESOURCES

Dublin Fire Brigade generally constitute the first response to emergencies on behalf of DCC, the very few exceptions being those situations where there is no immediate threat to human life or where there is a limited Fire Service involvement.

In addition to its Fire Services, the Council has at its disposal a substantial inventory of equipment and resources. In addition to the resources used in the provision of normal services to the public, some departments have additional equipment that is stored for use when responding to emergencies.

4.2 MAJOR EMERGENCY STAFFING ARRANGEMENTS

By definition major emergencies are rare events, which can occur with little or no warning, Dublin Fire Brigade is the 24/7 primary emergency response service of Dublin City Council, outside of normal working hours (9-5 Monday-Friday) DCC operates a limited emergency response capability, which can be scaled up in the event of the activation of this plan. Scaling up outside of normal working hours will take time and in the interim the Fire Service will provide the core primary response capability of the Council.

The level of mobilisation required across all sections of Dublin City Council will be dependent on the incident scale, duration, type and time of occurrence. Council staff other than those who normally respond to routine emergencies (drainage, housing etc) will be mobilised in accordance with pre-determined mobilisation procedures, contained in section 15.1. In addition the Civil Defence Officer will be requested to provide volunteer members for pre-determined support roles.

On activation of this plan, the Council Crisis Management Team (CMT)⁸ section 6.2 will assess the requirements for additional resources and arrangements and will formally request additional support internally and from external agencies and/or the activation of mutual aid agreements.

4.3 MATCHING RESOURCES TO FUNCTIONS

In general, the allocation of functions for major emergency management reflects the normal departmental functions of the council. *In all instances where human life is threatened, it is imperative that close liaison is maintained between the Fire Service Incident Commander and the designated On-Site Co-ordinator. This will ensure the most efficient use of DCC resources and a coordinated approach on the part of DCC.*

⁸ Section 6.2.1 Control Arrangements

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The Council is a large organisation with resources spread across a number of departments, sections and locations. On mobilisation the Crisis Management Team (DCC CMT), will manage the activation, deployment and coordination of these resources to provide an efficient and effective response to the incident and will source any additional resources required by the Local Authority Controller of Operations.

The Head of Finance of the Finance Department, exercises a lead role in the provision of resources for major emergency management, however all Assistant Chief Executive's will plan for mobilising resources, based on the departmental responsibilities outlined in section 15.6.

The Local Authority functions as outlined in the Framework for Major Emergency Management⁹ are set out in Table 4 below. This will enable departments/sections to match requirements with functions; further information on departmental responsibilities is available in section 15.6.

No	Function	Action By (support by)
1	Declaration of a Major Emergency and notifying the other two principal response agencies	Authorised Officer
2	Mobilisation of predetermined resources and activating predetermined procedures in accordance with the Major Emergency Mobilisation Procedure;	Fire Service Eastern Regional Control Centre (Crisis Management Team)
3	Acting as lead agency, where this is determined in accordance with Appendix F7 of the Framework and undertaking the specified coordination function;	Designated LA Coordinator
4	Protection and rescue of persons and property;	Fire Service, Environment & Transportation
5	Controlling and/or extinguishing of fires;	Fire Service
6	Dealing with hazardous materials incidents including: identification, containment, neutralisation and clearance of chemical spills and emissions;	Fire Service (Environment & Transportation)

⁹ Appendix F5 "The Local Authority should undertake the following functions arising from the Framework in the response to a major emergency"

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No	Function	Action By (support by)
7	Decontamination (other than clinical decontamination) on-site of persons affected (under medical supervision where necessary);	Fire Service (Environment & Transportation & Civil Defence)
8	Advising on protection of persons threatened, by sheltering or evacuation;	Fire Service, Civil Defence (Press Office, Area Offices, Housing)
9	Arranging/overseeing clean-up of affected areas;	Engineering (Waste Management, Environment & Transportation, Cleansing)
10	Limiting damage to infrastructure and property;	Fire Service (Environment & Transportation, Dangerous Buildings)
11	Provision of access/transport to/from the site of the emergency;	Engineering (Environment & Transportation, Civil Defence, Parks Department)
12	Provision of additional lighting required, beyond what the principal emergency services normally carry;	Public Lighting (Civil Defence)
13	Assisting An Garda Síochána to recover bodies, when requested;	Fire Service, (Civil Defence)
14	Support for An Garda Síochána forensic work;	Finance-Coroners Office (Fire Service, Civil Defence)
15	Support for the Coroner's role, including provision of temporary mortuary	Finance (Engineering, Fire Service, Civil Defence)
16	Accommodation and welfare of evacuees and persons displaced by the emergency;	Housing, (Civil Defence, Area Offices, Community Section)
17	Provision of food, rest and sanitary facilities as appropriate for personnel involved in the response to the emergency;	Corporate Services (Civil Defence)

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No	Function	Action By (support by)
18	Engaging any specialist contractors required to assist with emergency operations;	Crisis Management Team (Engineering, Fire Service)
19	Exercising control of any voluntary or other service which it mobilises to the site;	Fire Service, (Civil Defence, Engineering)
20	Liaison with utilities regarding restoration / maintenance / or enhancing services provided to the site or to persons affected;	Crisis Management Team (Fire Service, Engineering)
21	Site clearance, demolition, clear-up operations, removal and disposal of debris	Engineering (Waste Management, Cleaving, Parks Department)
22	Monitoring and / or reporting on the impact in its functional area of any emergency / crisis which falls within the ambit of a “National Emergency”, and coordinating undertaking any countermeasures in its functional area which are required / recommended by an appropriate national body;	Crisis Management Team
23	Any other function, related to its normal functions, which is necessary for the management of the emergency / crisis; (Provision of emergency ambulance services and the provision of pre-hospital patient care to casualties)	Crisis Management Team (Fire Service, Engineering)
24	Any function which the On-Site Co-ordinating Group requests it to perform;	Crisis Management Team
25	Maintaining essential Local Authority services (e.g. roads availability, fire and emergency operations cover, public water supply, waste water treatment, waste disposal) during the major emergency.	Crisis Management Team (All Departments)

Table 4: Local Authority MEM Functions

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4.4 ORGANISATIONS THAT MAY BE MOBILISED TO PROVIDE ASSISTANCE IN A MAJOR EMERGENCY

There are a number of organisations which can be utilised in both the response and recovery phases of a major emergency. In order to ensure the most effective use of these resources, a planned process for their incorporation in the local authority response to major emergencies will be undertaken.

Organisations with the resources to assist may be grouped as follows:

4.4.1 EMERGENCY RESPONSE ORGANISATIONS

Agency	Function
The Permanent & Reserve Defence Forces	Provision of personnel and equipment Explosive Ordnance Disposal Teams
Irish Coast Guard	Statutory responsibility for emergency response to Maritime and inland waterways emergencies Search & Rescue Helicopters Marine Pollution Equipment and Personnel Boats Volunteer Coastguard Units Coordination of the RNLI
The Irish Red Cross	Statutory Volunteer Organisation Provision of Medical and Ambulance Services
Other Voluntary Emergency Services	Expertise in all areas

Table 5: External Emergency Sector Assistance Table

A useful table for capturing and allocating the support available and special arrangements for mobilising the support of these organisations is contained in section 15.10.

4.4.2 UTILITY COMPANIES & PRIVATE SECTOR ORGANISATIONS

Utility companies provide essential services, such as the telecommunications sector, fuel companies and gas and electricity services. Of these, gas and electricity services are frequently involved in the response to emergencies particularly in relation to the safe operation of their systems.

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Private sector organisations may also be involved in a major emergency situation, mainly by virtue of ownership of the site where the emergency has occurred, or through ownership of some element involved in the emergency e.g. an aircraft, bus, factory, etc. The On-Site Coordination Centre will be the point of contact for utility response crews responding to the site of a major emergency.

4.4.3 THE COMMUNITY AFFECTED AND CASUAL VOLUNTEERS

It is recognised that communities that are empowered to be part of the response to a disaster, rather than allowing themselves to be simply victims of it, are more likely to recover and to restore normality quickly, with fewer long-term consequences. At an early stage the On-Site Coordination Group will determine if it is appropriate to incorporate assistance from volunteers from the community.

4.5 HOW MUTUAL-AID WILL BE SOUGHT FROM ADJOINING COUNTIES

Dublin Fire Brigade provide a Fire Service to the adjoining authorities of South Dublin, Fingal and Dun Laoghaire/Rathdown. These counties also share a Civil Defence Service and have in place a number of existing arrangements for cooperation and assistance; therefore any requests for mutual aid with these authorities will in the first instance be subject to existing arrangements.

Where such arrangements do not exist and particularly where this plan has been activated, the Local Co-ordination Group may request additional assistance from another authority or they may declare a Regional level emergency and activate the Plan for Regional Level Co-ordination.

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4.6 REGIONAL EMERGENCIES

Dublin City Council belongs to the Major Emergency East Region. The local response may be escalated to a regional level response where the nature of an emergency is such that:

- The resources available in the local area where the incident occurs do not appear to be sufficient to bring the situation under control in an expeditious and efficient manner.
- The consequences of the emergency are likely to impact significantly outside of the local area.
- The incident(s) is spread over the area of more than one Local Authority or Division of An Garda Síochána.
- The incident occurs at or close to a boundary of several of the principal response agencies.

The Chair of the Local Co-ordination Group may declare that a regional level major emergency exists and activate the Plan for Regional Level Co-ordination. The mobilization to a regional level emergency is contained in section 9.

4.7 NATIONAL & INTERNATIONAL ASSISTANCE

Where national resources are required, the Chair of the Local or Regional Co-ordination Group may request assistance from a Government Department. Such requests should be directed to the lead Government Department.

Where there are existing arrangements between the emergency services in Dublin and those in Northern Ireland, these should continue to operate as they do at present. Where a Local/Regional Co-ordination Group determines that additional assistance, should be sought or that information on a situation should be made available to authorities in Northern Ireland, the request / information should be transmitted by An Garda Síochána to the Police Service of Northern Ireland.

The European Community has established a Community Mechanism to facilitate the provision of assistance between the member states in the event of major emergencies. The chair of the Local or Regional Coordination Group should make requests for such assistance to the National Liaison Officer at the Department of the Environment, Community and Local Government. Further information on lead Government departments for national emergencies is contained in the section 15. 4. Figure 2, below illustrates the link from local to national structures.

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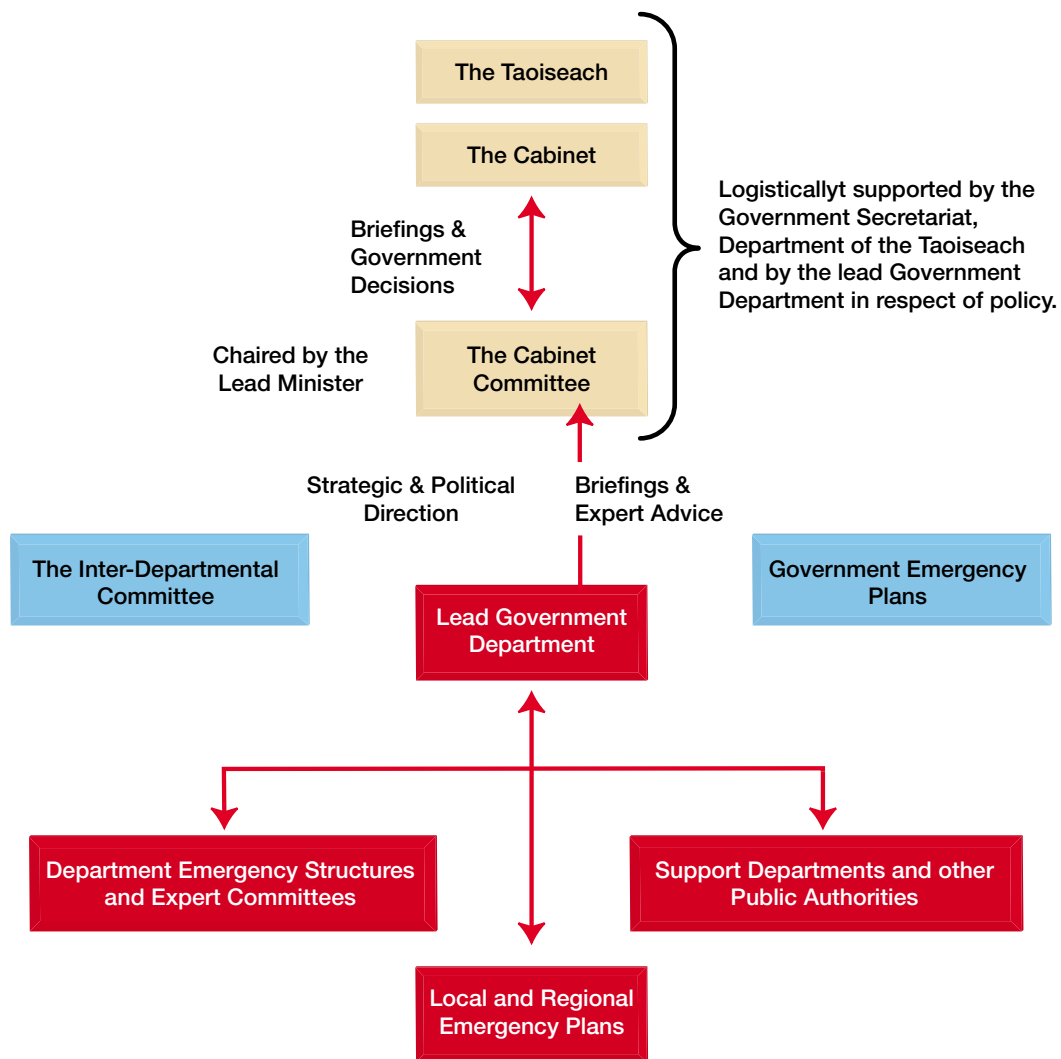
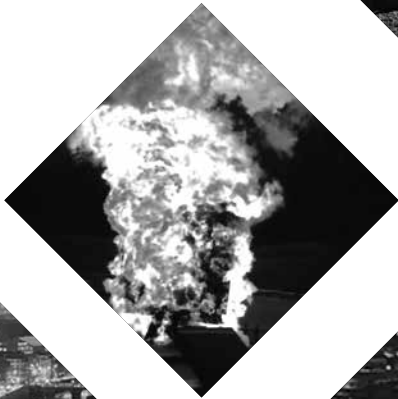
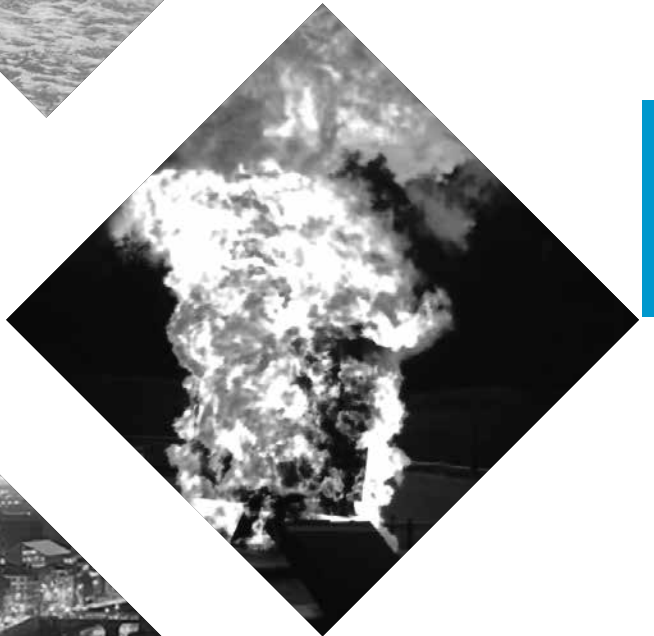
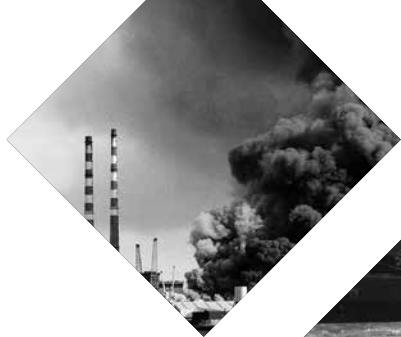


Figure 2 : Relationships from local to national structures (OeP: 2004)

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Section 5 PREPAREDNESS FOR MAJOR EMERGENCY RESPONSE

5.1 INTEGRATION WITH BUSINESS PLANNING

The senior management team of Dublin City Council shall undertake a process of examining this plan to determine how they may incorporate emergency preparedness as part of their business planning. Where a breakdown in the delivery of a service may adversely affect the response to a major emergency, this should be addressed through the normal departmental business continuity planning process and corporate risk management structure.

5.2 PREPAREDNESS & PLANNING ARRANGEMENTS

The Chief Executive is responsible for Dublin City Council's major emergency management arrangements and preparedness, as well as for the effectiveness of the agency's response to any major emergency, which occurs in its functional area. Responsibility for ensuring that resources are available for major emergency planning within the authority has been delegated to the Head of Finance with responsibility for Finance and Dublin Fire Brigade.

5.3 DOCUMENTATION & RECORDING PROCESS

All documents relating to the preparation of this plan and subsequent documents relating to major emergency planning will be retained both electronically and in hard copy. Electronic devices containing the plan and supporting documentation will be issued to named individuals, these individuals will be responsible for the maintenance of up to date material within their own departments/sections. Each department will undertake an appraisal of their current operational plans and procedures to ensure compatibility with this document.

The Major Emergency Plan will be appraised and updated on an annual basis by the designated officer, in accordance with the guidance document¹⁰. All changes and updates to this document will be recorded and notified to those individuals issued with the electronic copies. Significant changes to the document will be notified to persons named in the distribution list contained in section 15.19

5.4 KEY ROLES IN THE MANAGEMENT OF MAJOR EMERGENCIES

Dublin City Council has nominated competent individuals and alternates to the key roles outlined in the Framework document to enable the agency to function in accordance with the arrangements set out in this Plan. The Key roles identified include:

¹⁰ Framework Guidance Document No. 9 - "A guide to undertaking an appraisal"

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- Chairperson Local and Regional Coordinating Group
- On Site Coordinator
- LA Controller of Operations
- Information Management Officer
- Action Manager
- L.A. Crisis Management Team
- Media Liaison Officer

A number of personnel have been specifically trained for these roles, and are listed in section 15.7 & 15.13.

5.5 SUPPORT TEAMS

In the event of the activation of the MEP, a number of pre-determined support teams will activate in support of the key roles. These teams will include personnel from the panels of personnel trained for key roles who will support their colleagues in the appointment. Members of staff of the council may volunteer for roles outside their normal functions, e.g. to act as telephonists during an emergency. The councils CMT will activate these or any such teams required by contacting the individuals through their normal sections, departments etc.

5.6 STAFF DEVELOPMENT PROCESS

A DCC MEM development programme will be prepared to ensure that there are adequate numbers of personnel trained and available to fill the key roles and the supporting roles identified. DCC will participate in all such MEM development activities organised at the regional level, as appropriate. Key staff may also attend activities and exercises organised by other PRA's and regions as invited observers as part of their ongoing development.

5.7 STAFF TRAINING PROGRAMME

Staff members nominated to fill key appointments will undergo training for the role prior to filling such an appointment. Courses will be provided in accordance with the programme approved by the National Working Group of the Department of Environment, Community and Local Government (DECLG) under the Framework arrangements. The numbers of DCC personnel on such courses will be based upon requirements, and courses will be included in the annual staff-training plan. Trained staff should participate in exercises, both internal and those organised at the regional level.

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5.8 INTERNAL EXERCISE PROGRAMME

Exercises designed to practice staff in their designated roles and to test elements of this plan will be undertaken on a regular basis within those departments and sections with responsibilities as outlined in this document. MEM exercises may take the form of workshops, desktop, seminars, walk-through- talk-through, tabletop, control post or full simulation exercises. An annual inter-departmental coordination exercise will be designed and delivered by a major emergency exercise planning team, under the direction of an exercise director, nominated by the Chief Fire Officer

Where an exercise to test the assumptions and procedures in this Plan is held, alert messages activating any element of the plan shall be preceded by the statement, **“THIS IS AN EXERCISE”**.

5.9 JOINT INTER-AGENCY TRAINING AND EXERCISE PROGRAMMES

Inter-agency exercises involving the Principal Response Agencies and support organisation/agencies as required will be developed under the direction of the regional inter-agency exercise planning group. Such exercises will be designed to raise awareness, educate individuals on their roles and responsibilities under the plan and promote co-ordination and cooperation, as well as validating plans, systems and procedures. Inter-agency major emergency exercises will be organized on a three yearly cycle and will be based on the regional risk assessment hazard exemplars.

5.10 BUDGETARY ALLOCATION

The Head of Finance will be responsible for the preparation of an annual budget for Major Emergency Management which will reflect the expenditure required to meet the costs of ensuring DCC’s preparedness for major emergencies. The budget will also be required to reflect the costs associated with the preparedness of Dublin Fire Brigade and Civil Defence in exercising their roles under the MEM regime, and will reflect Dublin City Council’s contribution to regional level inter-agency preparedness.

5.11 PROCUREMENT AUTHORISATION DURING A MAJOR EMERGENCY

The arrangements to authorise the procurement of resources (including engaging third parties) to assist in response to major emergencies are governed by the ‘Local Government Act: Part 12: Section 104’. During a Major Emergency, the authority to release funds for immediate, urgent purchases is vested in the CMT.

Existing suppliers of goods and services should be utilised where possible.

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5.12 ANNUAL APPRAISAL PROGRAMME

Dublin City Council will carry out and document an appraisal of its preparedness for major emergency response per annum during a period as close as possible to the annual review date of this plan. The appraisal process will follow the framework guidance¹¹ and will include:

- Emergency Management Enablers - This will address the basic organisational supports for major emergency management activity.
- Emergency Management Actions - This will review details of the measures in place and actions taken to underpin the preparedness for a major emergency
- Inter-Agency Emergency Management – This will focus primarily on arrangements in place and actions taken to achieve co-ordination of the three principal response agencies, as well as co-ordination with other services.

The East Region Steering Group will document the appraisal of the regional level preparedness.

5.13 PUBLIC WARNING MESSAGES AND ACTION ADVICE

Keeping the public informed of potential dangers is primarily the responsibility of An Garda Síochána. Notwithstanding this, there may be occasions where DCC will be required to communicate directly with the public, or with vulnerable groups amongst sections of the public, prior to or during a Major Emergency, e.g. in the event of flood alerts. In doing so Dublin City Council will avail of all methods available to warn and inform at risk members of the public including the use of the print and electronic media, loud hailers, calling door to door, SMS texts, email, social media etc.

It is the role of the Local Co-ordination Group to ensure the provision of accurate information to the public, press & media statements will be prepared and agreed and their issue will be co-ordinated with the designated lead agency.

¹¹ Framework Guidance Document 9 – “A guide to undertaking an appraisal”

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Section 6 THE GENERIC COMMAND, CONTROL AND CO-ORDINATION SYSTEMS

6.1 COMMAND ARRANGEMENTS

The Chief Executive is responsible for the Major Emergency Management arrangements of Dublin City Council. He may delegate this task to the Head of Finance or to one of the Assistant Chief Executives. Whilst endeavouring to comply with requests of other PRA's during Major Emergency response, DCC will continue to exercise command over all of its own resources.

6.1.1 COMMAND OF SERVICE OPERATIONS

All Dublin City Council resources, at the site of a Major Emergency will be under the control of the DCC Controller of Operations. Any additional voluntary or private sector services activated by DCC will also be under the control of the Controller of Operations. Insofar as possible, all sections and services of the Local Authority will operate under their normal command arrangements, with ultimate command of resources residing with the Crisis Management Team.

6.2 CONTROL ARRANGEMENTS

Control is influencing the activity of a service or group of services, by setting tasks, objectives or targets without necessarily giving direct orders. Control differs from command, which is defined as, the process of directing the operations of all or part of a particular service by giving direct orders. Control is exercised at the incident site by the designated DCC Controller of Operations, and off-site by the DCC Crisis Management Team.

6.2.1 CONTROL OF INTERNAL RESOURCES

Dublin City Councils major emergency decision-making structures as outlined in Figure 3 below refer exclusively to a major emergency, which has impacted within the administrative boundaries of the Council. The highest level of decision making for the management of Council resources rests with the Chair of the Crisis Management Team (CMT). The CMT Chair will nominate the Dublin City Council representative at the Local Coordination Group (LCG).

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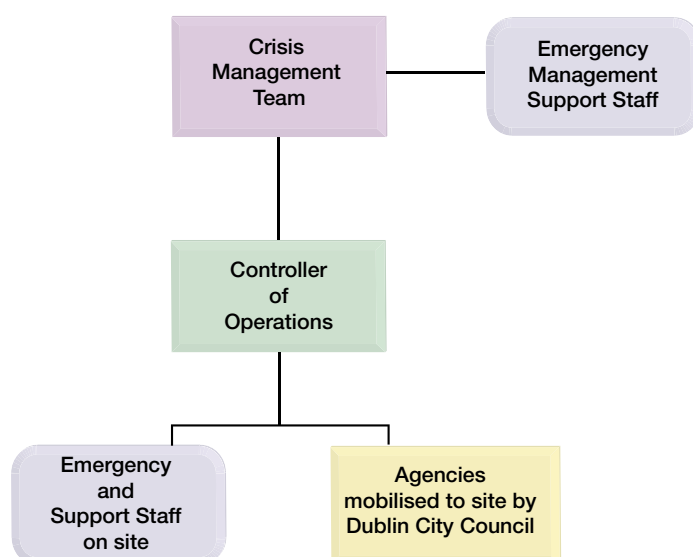


Figure 3: Local Authority Control of Resources

CONTROLLER OF OPERATIONS

The Controller of Operations is given the authority to make all decisions regarding the Local Authority functions at the response site. The mandate of the DCC Controller of Operations is set out in section 15.7.

ON-SITE COORDINATOR

In circumstances where the Local Authority is designated as the lead agency, the DCC Controller of Operations will become the On Site Coordinator. DCC will provide the On-Site Coordinator from its panel of trained personnel. The On-Site Coordinator should try to ensure that decisions on site are reached by consensus between the Controllers of Operations, but where this is not possible the On-Site Coordinator is mandated to make decisions, as outlined in section 15.7.

DCC CRISIS MANAGEMENT TEAM

The Crisis Management Team (CMT) is a strategic level management team within DCC, responsible to the Chief Executive, which is assembled during a major emergency to:

- Manage, control and co-ordinate DCC's overall response to the major emergency.
- Provide support to the DCC Controller of Operations on site and mobilise resources from within DCC or externally as required;
- Liaise with relevant Government Departments on strategic issues; and Ensure appropriate participation of DCC in the inter-agency co-ordination structures.

The members, and alternate members, of the DCC CMT are listed in section 15.7.

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LOCAL COORDINATING GROUP

When a Major Emergency is declared, the senior management of the three PRA's (i.e. The Local Authority, An Garda Síochána and the Health Service Executive) will meet in a group called the Local Coordinating Group. This group will coordinate the overall response and recovery activities of all agencies involved, and are mandated in accordance with section 15.7.

6.2.2 CONTROL OF EXTERNAL RESOURCES

The DCC Controller of Operations will deploy and task all external resources, which are mobilised to the site at the request of Dublin City Council. The Crisis Management Team will support and assist the on-site controller by processing all requests for external resources and will arrange for their mobilisation and deployment to the incident site as appropriate.

Offers of help from the community shall be directed to a volunteer area where they will be processed by Civil Defence. The On-Site Coordinator in consultation with the Local Coordination Group will determine their deployment and the agencies to which they may be attached.

6.2.3 SUPPORT ARRANGEMENTS FOR THE CONTROL FUNCTION

The DCC Controller of Operations will be supported on site by all of the resources of DCC. The DCC Crisis Management Team will provide off site support to the Controller of Operations.

Where DCC is the lead Agency and assume the role of the On-Site Coordinator, the DCC Controller of Operations will be supported in this role by the Garda Síochána and Health Service Executive Controllers of Operations at the On-Site Co-ordination Centre.

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6.3 CO-ORDINATION ARRANGEMENTS

All DCC activities will be coordinated on site by the Controller of Operations, and off site by the DCC CMT. Coordination with the other Principal Response Agencies will be through the On-Site Coordination Centre at the site of the emergency, and at the Local Coordination Centre for all off-site matters.

6.3.1 LEAD AGENCY ARRANGEMENTS

DCC will assume the role of Lead Agency in one of two circumstances:

- Where the Local Authority is pre-designated as the lead agency, see section 15.8 (pre-determined lead agency table).
- Where the categories in the Framework do not seem to apply and the lead agency is not obvious, the Local Authority will be the lead agency by “default”

When designated lead agency the DCC “Controller of Operations” will become the “On-Site Coordinator” and assume responsibility for coordinating the response of all agencies operating at the incident scene.

6.3.2 ON-SITE COORDINATION

The Controllers of Operations of the three PRA's should meet on-site at a suitable location and determine the lead agency. Where the Local Authority is designated as the Lead Agency, the LA Controller of Operations will assume the role of the On-Site Coordinator, noting the time the designation was made in the presence of the two other controllers, and ensuring that all parties involved in the response are made aware of the designation.

Dependent on the level of commitment at the site by the DCC Controller it may be necessary to delegate some of the Controller functions when taking on the role of On-Site Coordinator. The mandate of the On-Site Coordinator is outlined in section 15.7.

6.3.3 DCC COORDINATION AT THE LOCAL & REGIONAL CENTRES

When the Major Emergency Plan is activated it will be normal practice for the Local Coordination Group to convene in the designated DCC Local Coordination Centre.

Where Dublin City Council is designated lead agency, or where there is agreement between the PRA (s) present that the Local Authority appointee should undertake the role, the Chief Executive or their appointee, will formally undertake the role of Chair of the Local Coordination Group and exercise the mandates associated with this position.¹²

¹² See Section 15 for mandate of Lead Agency Chair

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The function of the Local Coordination Group is to provide a strategic level management for the immediate, medium, and long-term consequences of the incident.

Where the incident has a Regional dimension the actions set out in the plan for Regional Level Coordination shall apply. Figure 4 below illustrates the major emergency management co-ordination levels.

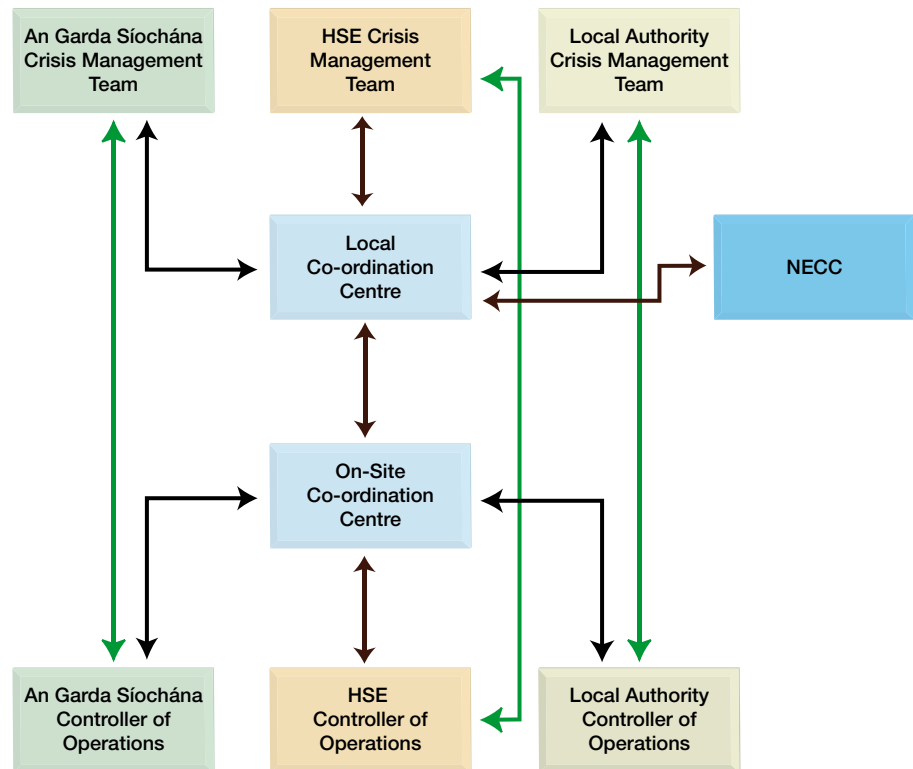


Figure 4: Major Emergency Management Co-ordination

6.3.4 APPOINTMENT OF ON-SITE COORDINATOR

Where the local authority has been predetermined as “lead agency” the DCC Controller of Operations will undertake the functions of On-Site Coordinator. Where there is ambiguity the Controllers of Operations from each of the three Principal Response Agencies should meet and agree which agency shall assume the role of On-Site Coordinator.

The person appointed will chair the “On-Site Coordination Group”; this group is comprised of the “controllers of operations” of Dublin City Council, An Garda Síochána and the Health Service Executive.

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The appointee assuming the role should note the time they commence the responsibilities of the position and record that the determination of lead agency was made in the presence of the other two Controllers of Operations on site. This agreement must then be communicated in a formal manner to all parties involved in the response

6.3.5 MUTUAL AID AND REGIONAL LEVEL CO-ORDINATION

The Controller of Operations should ensure that, where the resources of the Council do not appear to be sufficient to bring a situation under control, or the duration of an incident is extended, support is obtained via mutual aid arrangements with neighboring local authorities in the first instance.

6.3.6 EMERGENCIES OCCURRING ON THE CITY BOUNDARY

If an Emergency occurs at, near or on a boundary with another county, the Local Authority Controller of Operations will be the designated person from the Local Authority whose rostered Senior Fire Officer was first to arrive at the scene. It should be noted that the 'Region' for responding to a Major Emergency can be declared by the Chairman of the Local Coordinating Group so as to include one or several administrative areas of the PRA's, and that the 'region' need not necessarily reflect the 'East Region' as outlined for *planning purposes*.

6.3.7 MULTI SITE/WIDE AREA EMERGENCIES

Where an emergency affects an extensive area or occurs near the boundary of an adjoining authority, there should be only one Local Coordination Group managing the incident. With regard to the designation of Controller of Operations / On-Site Coordinator where there are multiple sites or the incident impacts over a large geographical area logistics will dictate the control and coordination arrangements required at the scene(s). In such circumstances consideration should be given to sectoring the incident sites and appointing an On-Site Coordinator in each sector, all should be linked to one Local Coordination Centre.

In the case of Local Authorities, which are statutorily empowered in respect of their functional areas, procedures for resolving such issues may already be set out in what are referred to as 'Section 85' agreements. Where they are not so covered and the issue cannot be resolved quickly, an expanded first activated Local Coordination Group shall continue to coordinate the response and may be designated a Regional Coordination Centre in accordance with the plan for Regional Coordination. Examples of such incidents include widespread flooding and emissions from hazardous sites.

6.3.8 ACTIVATION OF A NATIONAL EMERGENCY

A national emergency may be activated in one of two ways, either as an escalation of a local emergency e.g. radiological contamination, or as a declared national emergency e.g. pandemic. In both instances the structures as set out in this document will operate.

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In every situation where a Major Emergency is declared, Dublin City Council will inform the Dept. of Environment, Community and Local Government of the declaration as part of their mobilisation procedure.

Pre-determined protocols for advising the lead Government Department of the potential for a National Emergency and for seeking assistance from national agencies/government departments are set out in section 15.4.

6.3.9 LINKS WITH NATIONAL GOVERNMENT RESPONSE

This Major Emergency Plan operates as an integral part of any response to scenarios affecting the population on a national level. While specific plans have been developed to respond to the consequences of particular national emergencies, the structural arrangements as set out in this document will apply within the circumstances pertaining at the time.

National resources will be available in the event of a major emergency at local or regional level. Requests for assistance should be channeled through the local or regional co-ordination level and directed by the lead agency to the lead Government Department. Figure 5 illustrates how this plan may be linked to emergency management plans at national level.

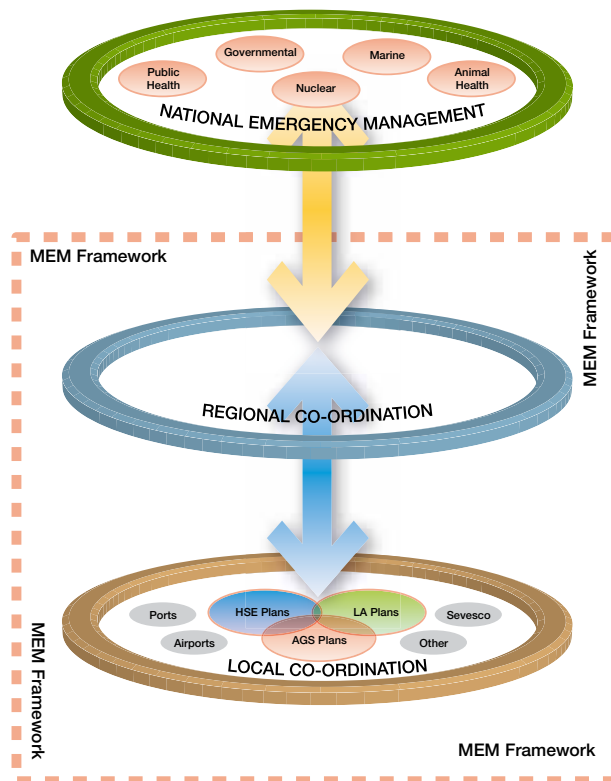


Figure 5: Linkage of plans to National level

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Section 7 THE COMMON ELEMENTS OF RESPONSE

The response to any emergency occurring within the boundaries of Dublin City Council will involve the activation, implementation and mobilisation of facilities and resources, which are common to almost all types of emergency situations. These common elements are outlined in this section of the plan and supporting documentation is available in Section 15.

In circumstances where special arrangements are required to enhance this generic all-hazards approach those arrangements are set out in hazard specific sub-plans.

7.1 DECLARING A MAJOR EMERGENCY

The escalation from “normal” emergency to “major emergency¹³” is generally related to the incident scale, impact and duration. The Chief Executive and persons appointed by him to the following positions are authorised to declare a Major Emergency on behalf of the City Council:

- **Head of Finance / Assistant Chief Executive**
- **Chief Fire Officer**
- **Assistant Chief Fire Officer**
- Where none of the above is immediately contactable a **Fire Officer holding the rank of Third Officer** may declare a Major Emergency.

The Chief Executive or authorised officer may declare a major emergency when the following circumstances prevail:

- The incident has the potential to escalate beyond the normal response capability of existing resources
- The scale, extent and duration of the incident requires the activation of specific additional measures
- The timely declaration of a major emergency will assist in preventing the escalation of the event beyond the control of the existing resources or
- On receipt of a message declaring a Major Emergency by an authorised officer of any of the following:

¹³ A Major Emergency is defined as: an event which, usually with little or no warning, causes or threatens death or injury, serious disruption of essential services or damage to property, the environment or infrastructure beyond the normal capabilities of the principle emergency services in the area in which the event occurs, and requires the activation of specific additional procedures and the mobilisation of additional resources to ensure an effective, co-ordinated response.

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- ▶ An Garda Síochána
- ▶ The Health Service Executive
- ▶ A Government Department

7.1.1 DECLARATION PROCESS

The declaration of a Major Emergency by an authorised officer of Dublin City Council must be immediately followed by the notification of the declaration to An Garda Síochána and the Health Service Executive. It has been agreed the contact for notification to these agencies shall be via the 999/112 system.

Person Authorised	Telephone Number	Cascade Contact
Inspector in Charge, Garda Communications Centre, Harcourt Square	999 or 112	An Garda Síochána Defence Forces Irish Coastguard Service
Health Service Executive (Via Ambulance Control)	999 or 112	National Ambulance Service Hospitals Public Health Community Health

Table 1 Contact details for informing the other Principal Response Agencies

The formal message declaring a major emergency is standard to all of the Principal Response Agencies. The formal declaration of a major emergency should follow the format in figure 6 below.

This is *(state name, title)*

A *(state type of incident)*

Has occurred / is imminent at *(state incident location)*

As an authorised officer I declare that a major emergency exists.
The arrangements in the **Dublin City Council** Major Emergency Plan are activated *(state date & time)*

Figure 6: Major Emergency Message Format

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The declaration of a major emergency should be followed by an information message containing available, essential and relevant information. In the majority of cases the mnemonic **METHANE** can be used to structure and deliver this information.

M	Major Emergency declared	Information Required
E	Exact Location of the emergency	Full details of location of incident site. Identify areas that will be affected immediately; and in the short term
T	Type of Emergency	Detail on the type of the emergency (Transport, Chemical Spill, Severe Weather etc.)
H	Hazards, present and potential.	Fire, Explosives, Dangerous Chemicals, Flooding etc.
A	Access / Egress routes	Full details of emergency service response routes to and/from the incident location. Safe routes may be influenced by wind direction(e.g Hazardous Materials) and/or obstructions (e.g. flooding).
N	Number and types of Casualties	Number and type of confirmed casualties and estimate of potential casualties.
E	Emergency services present and required	Full details of resources present and required. Include the means of communication with persons activating the plan; telephone numbers etc

The message format is designed to ensure that as much initial information as required is included, it does not however prevent the inclusion of any other information deemed relevant.

7.2 INITIAL MOBILISATION

On the declaration of a Major Emergency resulting in the activation of this plan, the Chief Executive and members of the Crisis Management Team will be alerted immediately by Fire Service Control following the process contained in section 15.1.

The CMT will assemble at the designated Crisis Management Centre as soon as practicable. Each department, service, or section mobilised to the incident will use its internal contact process to mobilise staff and resources as required in the initial mobilisation phase.

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With the exception of the Fire Service, all other requested DCC services will mobilise in the first instance to the Local Authority holding area, and report arrival to the Local Authority Controller of Operations.

There may be circumstances where Dublin City Council will mobilise the resources or expertise of agencies other than the principal response agencies. In these situations the arrangements outlined in section 15.18 will apply.

7.3 COMMAND, CONTROL AND COMMUNICATION CENTRES

Command, control and communication at the incident scene(s) will be established from a City Council centre set up in premises nominated by the Controller of Operations or from a Mobile Incident Command Vehicle.

During the initial stages of a major emergency the mobilisation, deployment and monitoring of all local authority services operating at the scene will be facilitated by the fire service command, control and communication centre located at Fire Brigade Headquarters, Townsend Street.

At the Local Authority Headquarters level the command control and communications centre will be the Crisis Management Centre, where the LA CMT will meet. This is located in the Civic Offices, Block 1, Floor 6, conference room, unless an alternative centre is designated at the time. Control of all DCC services will ultimately be through the CMT, in liaison with the LA Controller of Operations at the incident site(s)

7.4 CO-ORDINATION CENTRES AND INFORMATION MANAGEMENT

When acting as lead agency, Dublin City Council will be responsible for the establishment of both the On-Site Coordination Centre (OSCC) where the Controllers of Operations of each agency will coordinate the response on site and a Local Coordination Centre where the LA can consult with their partner agencies to manage the incident by coordinating their activities, sharing resources and information and resolving any issues which may hinder a successful outcome.

7.4.1 ON-SITE COORDINATION CENTRE

Where appropriate on-site coordination may be achieved by the utilisation of a Mobile Coordination Facility. Dublin Fire Brigade have available an On-Site Coordination Center which may be mobilised to the scene if required.

In the event of the incident becoming spread over a wide area or in geographically distant locations, Dublin Civil Defence has the capacity to deploy additional mobile facilities, which can be linked to the main on site co-ordination facility. These facilities are also suitable for meetings of the Onsite Controllers.

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Alternatively the On-Site Coordinator may decide in consultation with the other Controllers to use a tent or other temporary structure, or an appropriate space/building adjacent to the site.

7.4.2 OFF-SITE COORDINATION (THE LOCAL COORDINATION CENTRE)

In the event that DCC are lead agency DCC will provide a Local Coordination Centre on behalf of the Principal Response Agencies for Major Emergencies at Dublin Fire Brigade Headquarters, Townsend St. Each of the agencies will be provided with facilities to enable them to communicate with all elements of the response. The Local Coordination Centre can offer the following:

- A spacious dedicated main area, where co-ordination activity takes place, i.e. where the relevant co-ordination group meet and work;
- An adjacent communications space through which most communications in and out of the centre are routed;
- A range of adjacent meeting areas, including one large room;
- A refreshments area.

Co-ordination centres will be laid out and equipped in accordance with guidelines in the Framework Documentation, the layout of the centre will broadly comply with the generic model illustrated in figure 7 below.

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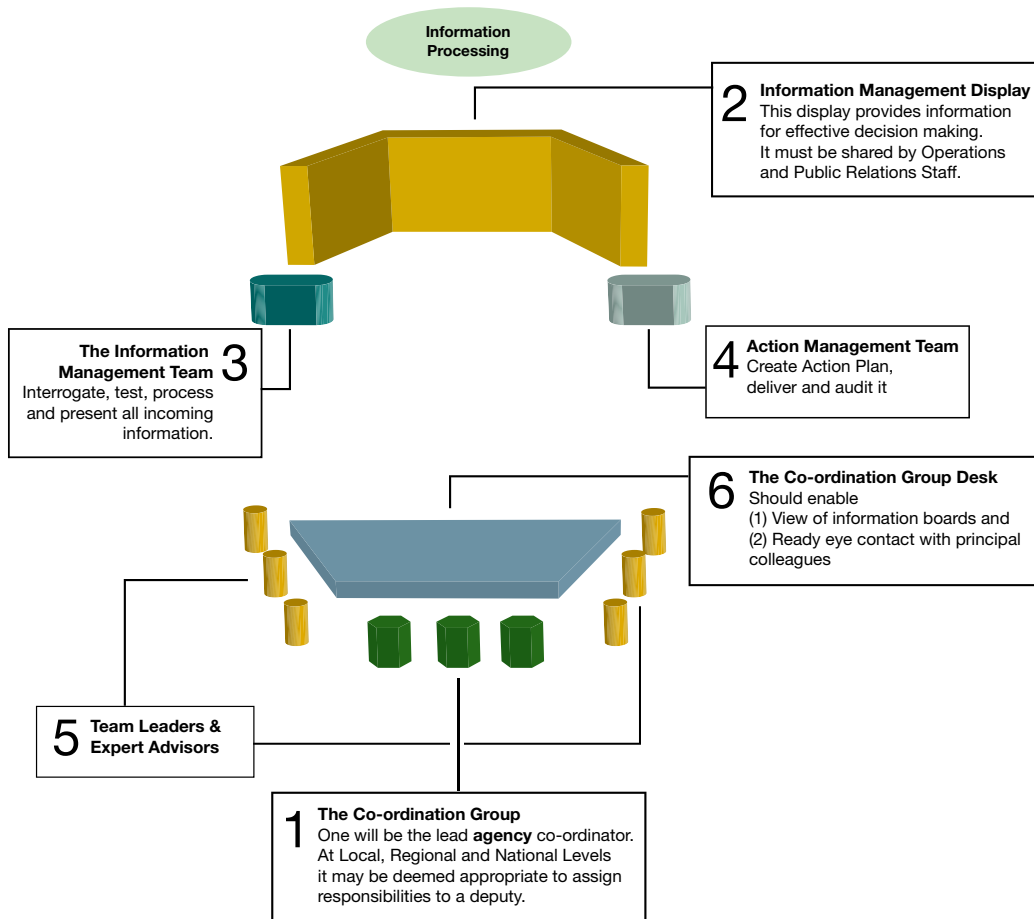


Figure 7: Local Co-Ordination Centre Layout

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7.4.3 REGIONAL COORDINATION

The chair of the Local Co-ordination Group may declare a Regional Emergency. Such an emergency will require the escalation of the Local Coordination Centre (LCC) to a Regional Coordination Centre, which may require additional space for support facilities. If these are not available at the existing LCC, the activation of a larger facility may be required. Alternatively, it may be necessary to maintain a Local Coordination Centre operating in parallel with, and feeding into, the Regional Coordination Centre. Where an emergency event has an impact on transport, it may be decided to achieve Regional Coordination via teleconferencing or similar means.

7.4.4 INFORMATION MANAGEMENT

To ensure timely and efficient analysis and processing of information from all sources, a panel of trained personnel will be deployed to undertake the role of information and action managers. In some cases, it may be necessary to assemble a team of trained centre support staff. The information management system is common to all of the PRA's and its purpose is to aid in the collation of the information being received from the incident site or sites as deemed appropriate. This information is analysed by the information officer and the critical information is presented on the information display panel. This crucial element should be readily visible to everyone, and certainly to everyone with a decision-making or advisory role. It provides the bedrock for effective decision making, and must be the prime and common source of information for both operational coordination and communications to the public and media. Figure 8, illustrates the generic information management structure that presents the processed information to the decision makers in a co-ordination centre.

Recognised Current Situation	Key Issues*	Strategic Aim/Priorities*	Actions*
The present situation, described clearly and succinctly, as a basis for co-ordination and decision-making. To include a list of key events that informs understanding and interpretation of the recognised current situation.	The important issues arising and against which the overall response needs to be constantly assessed.	The overall aim (strategic direction) and the priority items that must be actioned in order to meet the aim.	Actions that have been decided in order to bring the situation under control.
<i>*These should be to a level of detail consistent with the mandate of the co-ordination centre.</i>			

Figure 8 : The generic information management system

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7.4.5 INFORMATION MANAGEMENT OFFICER/TEAM (IMO)

The role of the Information Management Officer is to assemble, interrogate, test, process and present all incoming information required for the decision making process by utilising the generic information management system. The Information Management Officer provides the principal conduit of information exchange between co-ordination centres and between these centres and the outside world. Each Co-ordination Centre should designate one primary Information Management Officer (or a small Information Management Team).

DCC operates a panel system for the provision of Information Management Officers (IMO). The role will be assigned to senior/ middle management personnel. They will be required to have completed the information managers training programme. A list of trained Information Management Officers is contained in section 15.13.

7.4.6 ACTION MANAGEMENT OFFICER / TEAM (AMO)

This role of the Action Manager is to develop an Action Plan (from information that has come from the Information Management System) and ensure that it is communicated to all agencies tasked with responsibility for implementing the actions contained in the plan. They will also monitor and confirm that the decisions of the management team have been implemented.

At less complex incidents one Officer / Team may undertake both the information and action management functions. Where the demands of the Major Emergency require the appointment of a separate Action Management Officer, this person may be a representative from one of the agencies other than the lead agency.

7.4.7 TEAM LEADERS AND EXPERT ADVISORS

Liaison officers representing organisations/agencies deployed to the incident other than the principal response agencies and experts required to provide advice on certain types of emergencies e.g. emission of harmful chemicals may be invited to permanent or temporary seats at the Co-ordination Group desk by the chair in consultation with the other PRA's. Generally they should advise or direct activity strictly within their mandate. On occasion they may be invited to contribute to debate in a broader context. They may need to be briefed regarding the management structures, and to understand their own role in the response and recovery process. Their input will be regulated by the co-ordinator of the management group in question, having agreed this with the other PRA's.

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7.5 COMMUNICATIONS FACILITIES

The Fire Service, as the Principle Emergency Service of DCC, operates its own radio system for all of its operations. In the event of a Major Emergency involving a Fire Service response they will immediately dispatch a Senior Fire Officer to the LA CMT facility in the Civic Offices. This officer will bring (and maintain) radio equipment enabling communications with the site.

The primary means of communications for other Local Authority staff is by mobile, ISDN, Tetra radio and landline systems. The technical facilities available to the council to enable it to coordinate the resources deployed and manage the information process are illustrated in Table 6.

Fixed	Mobile
Desktop (Intranet & Internet)	Laptop (Intranet & Internet-Restricted)
Printers & Photocopiers	PDA
Fax Machines	Cellular Phone
	Satellite Phone
	Tetra Radio
	Handheld Radio

Table 6: Technical communications & information facilities

It should be noted that an over reliance on cellular systems for communications during a major emergency is to be avoided where possible as such systems are prone to collapse due to overloading.

Communication between the site and the CMT & LCG shall be via the Controller of Operations / On Site Co-ordinator as appropriate, supported by the work of trained Information Management Officers at the scene and at the respective centres. Figure 9 below illustrates the possible number of locations involved in exchanging information during a major emergency.

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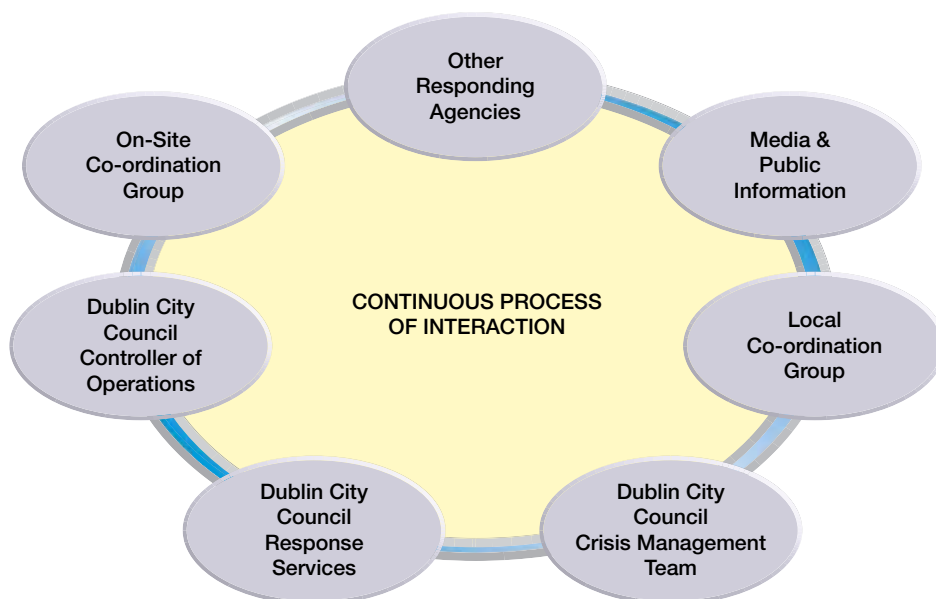


Figure 9: Information exchange during a Major Emergency

Departmental business continuity planning must have arrangements to replicate critical systems at an alternative site, ensure the availability of back-up generators for mission critical systems and be ready to enable the installation of additional ISDN Lines where required.

The DFB Dublin Incident Command Unit (DICU) has the ability to provide resilient communications from the incident, to the Local Coordination Centre

7.6 EXERCISING THE LEAD AGENCY COORDINATION ROLE

The following section sets out the arrangements for the Principal Response Agencies to quickly identify/designate the “lead agency” once a Major Emergency has been declared, and how the designated “lead agency” will undertake the co-ordination function and role as set out in the Framework.¹⁴ The arrangements associated with the “lead agency” function are applicable to all emergencies where an inter-agency response is required.

7.6.1 NOMINATION OF LEAD AGENCY

There are two mechanisms for determining the lead agency in different situations; the three Controllers of Operations at the site should apply the mechanism in sequence in order to determine the “lead agency” for any emergency.

¹⁴ The “Lead Agency” Concept: Appendix F:P:44

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The first is by **pre-nomination**, section 15.8 of this document sets out the pre-nominated “lead agencies” for common incident types, and this should be the primary basis for determining “lead agency”.

The second is a “**default**” arrangement, where the categorisations outlined in the Framework in the Table do not seem to apply and the “lead agency” is not obvious. In these situations, the local authority will be the “default” lead agency.

7.6.2 WHERE THE RESPONSE INVOLVES MULTIPLE LOCAL AUTHORITIES

There should only be one Controller of Operations for each of the Principal Response Agencies, but when an emergency affects an extensive area or occurs near Local Authority borders, there may be a response by units of more than one Local Authority.

Procedures for resolving who will be the Controller of Operations may already be set out in ‘Section 85’ agreements. Where they are not so covered, and the issue cannot be resolved quickly in discussion between the responding officers, the Local Authority Controller of Operations should be the designated person from the Local Authority within whose boundaries the incident first occurred or if this is not clear the officer from the first responding Local Authority.

7.6.3 REVIEW AND TRANSFER OF THE “LEAD AGENCY” ROLE

The lead agency may change over time, to reflect the changing circumstances of the major emergency. The designation of the lead agency should be reviewed at appropriate stages of the major emergency.

All changes in lead agency designation emanating from the site, and the timing thereof, will be by agreement of the three Controllers of Operations, and should be recorded and communicated as per the initial determination. As the emphasis of operations may shift from the site to other areas, the Local Co-ordination Group may review the issue and determine a change in the lead agency, as appropriate.

7.6.4 CO-ORDINATION FUNCTION AS A “LEAD AGENCY”

In circumstances where Dublin City Council exercises the role of “lead agency” the DCC Controller of Operations will be designated On-Site Co-ordinator and the Chief Executive or designate of DCC at the LCG will take on the role of Chair of the Local Co-ordination Group. As lead agency those appointed to the above positions will be responsible for the co-ordination function (in addition to managing the councils own operations) and should lead all the co-ordination activity associated with the emergency both on-site and off-site, and make every effort to achieve a high level of inter-agency co-ordination.

The Framework designation of lead agency is outlined in section 15.8.

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The function of the lead agency includes:

- ensuring involvement of the three principal response agencies and the principal emergency services in sharing information on the nature of the emergency situation;
- ensuring involvement of the range of organisations (other than principal response agencies) who may be requested to respond in co-ordination activities and arrangements;
- ensuring that mandated co-ordination decisions are made promptly and communicated to all involved;
- ensuring that site management issues are addressed and decided;
- ensuring that public information messages and media briefings are co-ordinated and implemented;
- ensuring that pre-arranged communications (technical) links are put in place and operating;
- operating the generic information management systems;
- ensuring that the ownership of the lead agency role is reviewed, and modified as appropriate;
- ensuring that all aspects of the management of the incident are dealt with before the response is stood down;
- ensuring that a report on the co-ordination function is prepared in respect of the emergency after it is closed down, and circulated (first as a draft) to the other services which attended;

7.7 PUBLIC INFORMATION

The provision of information to the public before, during and after the response to an incident takes two forms, warning and informing. In circumstances where it is possible to warn people in advance i.e. severe weather warnings, boil water notices etc the message content can be pre-prepared as part of specific sub-plans i.e. Flood, Seveso (COMAH) sites, Event Management Plans etc.

Public information leaflets may also be made available at designated emergency reception facilities, area offices and libraries. Such leaflets/booklets cover issues such as what to expect in an emergency reception centre and how to recover from flooding. Publications are also issued by the Department of Defence, Office of Emergency Planning on self help before, during and after an emergency.

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Sudden onset events require rapid dissemination of information to the public and may include informing survivors and friends and relatives of those affected. It may also be necessary to advise on protection measures to populations at risk and the content of these messages may not be obvious until the On-Site Co-ordination Group assesses the impact of the event.

7.7.1 LOCAL AUTHORITY ROLE IN WARNING AND INFORMING THE PUBLIC

When it is necessary to protect members of the public who are threatened by a hazardous event this can be achieved by moving people temporarily to a safe area, by evacuation where appropriate or feasible, or by advising affected individuals to take shelter in an appropriate place. The On-Site Co-ordinator will make the decision on what advice should be given after consultation with the other Controllers of Operations.

In circumstances where public health issues may be a factor, i.e. significant pollution, release of chemical, radioactive, biological agents, contamination of food and water or where there are significant levels of fatalities, it is the responsibility of the Health Service Executive Controller to ensure the local public health services are informed of the situation so that they can become involved in the response at the earliest possible stage.

When affected populations are moved from the danger area the council have responsibility for the establishment of transit points, the provision of emergency shelter, and friends and relatives centres. Council Area office staff supported by the HSE and Voluntary agencies will manage these facilities and public information points will be established where appropriate.

On activation the Local Co-ordination Group should take over the task of coordinating the provision of information to the public as soon as it meets. This activity should be coordinated by the lead agency. The Local Coordination Group may establish a sub-group for this purpose and use all available channels to make concise and accurate information available.

7.7.2 PUBLIC NOTICES

Incident information and special public notices will be agreed by the Local Coordination Group and can be disseminated directly to the affected population by the utilisation of the most appropriate method.

The DCC Press Office will liaise with the Customer Services Manager to formulate the message content for the customer help lines and they will also arrange for the publication of information numbers and will liaise with the local area office in the affected locations to arrange for the information needs of the communities affected by the incident.

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Corporate services will help to ensure the customer services facility is staffed and has sufficient dedicated lines available to enable a public information service to be provided to those members of the public requesting information from the Council. The City Council website will be updated as required and messages may also be disseminated via social media. The public can also be informed by utilising the national broadcast media in the following manner, Television and Radio – arrangements exist whereby emergency announcements may be made on RTÉ television and radio channels.

Television Text Services – not for emergency alerts, but useful for posting more information than would be communicable by emergency calls or broadcasts.

7.8 THE MEDIA

It must be assumed that the media will be present at the site of a major emergency, will respond quickly to developments and their presence may extend into days or weeks. Working to facilitate the needs of the media will help reduce the possibility of attempts at unauthorised access to the site of the emergency or other sites associated with the incident.

On declaration of a Major Emergency by any of the Principal Response Agencies the City Council Press Office will activate their procedures for major emergency response in accordance with pre-determined arrangements as set out in the DCC Media Plan. All media briefings will be delivered from an agreed location will be held jointly by the PRA's and will be coordinated by the lead agency.

7.8.1 DCC MEDIA MANAGEMENT

The Press Office shall appoint a member of staff to the role of Media Liaison Officer(s) to ensure the information distributed is accurate and to make arrangements for interviews and press statements and to support the preparation of information for the affected communities on behalf of Dublin City Council. Media Liaison Officers will be deployed to the scene of the emergency and to the Local Coordination Centre and or the Civic Offices.

In consultation with the Media Liaison Officer appointed by an Garda Síochána and the Health Service Executive regular media briefings will be scheduled to suit television and radio broadcasts. These briefings will also be used to promulgate help-line telephone numbers and necessary public information messages.

Background information that has been compiled before the event will be used to inform holding statements for use during the early stages of the incident. In many situations media attention will move quickly away from the site to other locations, including the Local Co-ordination Centre, hospitals where casualties are being treated and mortuaries and therefore, arrangements for the media at or adjacent to these locations will be provided as required.

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7.8.2 MEDIA MANAGEMENT AT THE SCENE

The On-Site Coordinator will establish a **Media Centre** at the site of the emergency, which will be staffed by the Media Officers of the three PRA's and their support staff.

The DCC Area Manager may assist the On-Site Co-coordinator with the provision of facilities for this Centre; the Area Manager will have information on premises, which are likely to offer the facilities for such a centre. At the very least the building should contain, telephone lines, tea and coffee facilities, a large room for interviews, tables, chairs and ideally, car parking.

On being notified that the Major Emergency Plan has been activated, the Press Office will designate an On-Site Media Liaison Officer to travel immediately to the on-site media centre. Each of the PRA (s) will have appointed a Media Liaison Officer and these will form the Media Liaison Group. The activities of the Media Liaison Group will be coordinated by the “lead agency” Media Liaison Officer. The On-Site Coordinator or their Media Liaison Officer will be the only person empowered to make statements to the media at the incident site. The Media Group in consultation with the On-Site Coordination Group will make arrangements for access to site by the media where appropriate.

Depending on the site and nature of the event, it may be preferable to have the media centre at the Local Coordination Centre but an inter- agency media office presence will also be required on site.

7.8.3 MEDIA ARRANGEMENTS AT THE LCC AND RCC

The Local Co-ordination Group will take the lead in terms of working with the media, away from the site, during a major emergency. As with arrangements at the site, each principal response agency should designate a Media Liaison Officer at the Local Coordination Centre and the activities of the Media Liaison Officers should be coordinated by the Media Liaison Officer of the lead agency. All statements to the media at this level should be cleared with the chair of the Local Co-ordination Group.

7.8.4 ARRANGEMENTS AT SPECIFIC LOCATIONS

The Dublin City Council Press Office shall have responsibility for tracking and facilitating the Councils media arrangements at those locations, which are associated with a major emergency and are under the control of the council, these include:

- Civic Offices
- Headquarters of operational services
- Local Area Offices
- Emergency Shelters

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- Temporary Mortuaries

- The Coroners Court

After the event the Press Office will also be involved in the management of the Press in relation to the City Councils role in memorials, anniversaries etc.

7.9 SITE MANAGEMENT

Major emergency sites are often complex, with issues of difficult terrain, poor access, danger and large numbers of responders in a small area. The successful management of such situations requires simple, clear and unambiguous site arrangements, which are understood and accepted by all. This section sets out and defines a site management arrangement that should be aspired to at all major emergency sites. The typical site plan is illustrated in Figure 10 below. Where, for operational reasons, this layout cannot be achieved, the principles of an Inner Cordon, within which rescue activities are undertaken, a safer area outside that cordon, where survivors are assembled and casualties treated, and an Outer Cordon, that restricts/controls access, should be applied as far as is reasonably practicable.

One of the key roles of the Controller of Operations and on-site co-ordinator is to agree and develop a site management plan.

7.9.1 TYPICAL SITE MANAGEMENT ARRANGEMENTS

Dublin City Council shall appoint a Controller of Operations at the emergency incident site or where applicable at each recognisable incident site. On arrival the DCC Controller of Operations in association with the Controllers from An Garda Síochána and the Health Service Executive will establish the site boundaries and designate locations required for the operation of a safe and secure working area for the response agencies.

A typical Site Plan will contain some or all of the following:

Inner, Outer and Traffic Cordons	On-Site Co-ordination Centre
A Danger Area, if appropriate	Casualty Clearing Station
Cordon and Danger Area Access Points	Body Holding Area
Rendezvous Point	Survivor Reception Centre
Site Access Routes	Friends and Relative Reception Centre
Holding Areas for the Different Services	Media Centre.
Principal Response Agency Control Points	Ambulance Loading Area
Site Control Point	

Table 7: Components of a typical site plan

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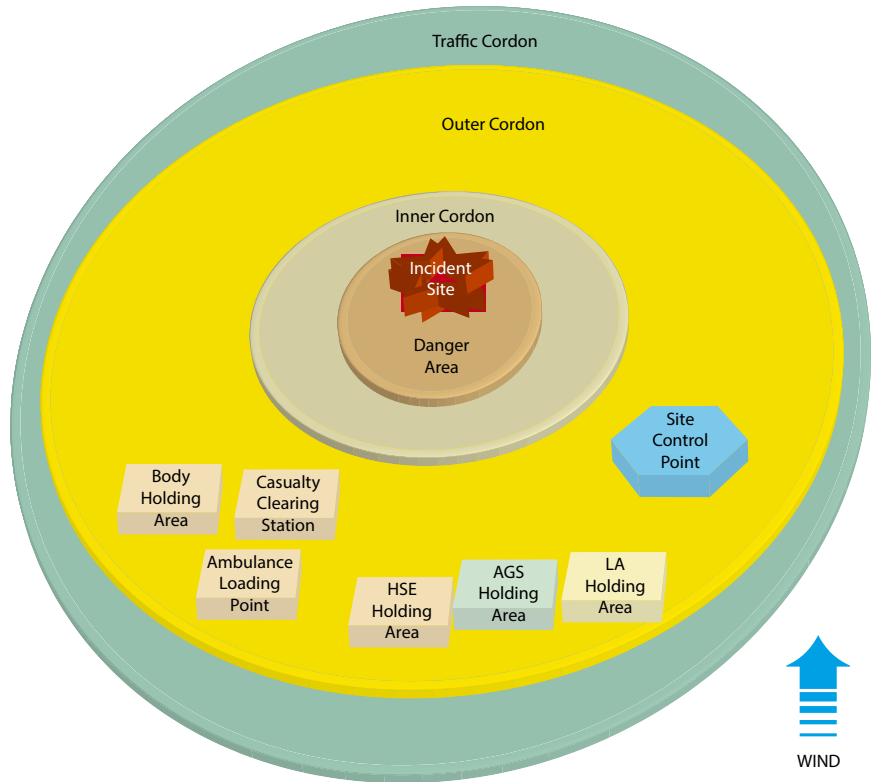


Figure 10: Idealised Scene Management arrangements

One of the main functions of the On-Site Co-ordination Group is to match the components of the typical site plan, as described above with the terrain of the major emergency. Emergencies where the operational boundaries are not clearly defined i.e. flooding and hazardous material emissions may require a number of such site plans to be defined by sector.

As soon as possible, the On-Site Co-ordinator should discuss and agree the principal site arrangements with the other Controllers of Operations. Once agreed, the resulting Site Plan should be disseminated for implementation to all responding organisations.

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7.9.2 CONTROL OF ACCESS & IDENTIFICATION OF PERSONNEL ON SITE

On agreement of the site arrangements An Garda Síochána will establish an inner, outer and traffic cordon, along with cordon access points as quickly as possible. In addition to these cordons a site “Danger Area” may be declared where there is a specific and definite risk to rescue personnel. If the On-Site Coordination Group declares a Danger Area, they will designate an appropriate officer to define its boundaries and to control access. Depending on the circumstances, this could be the Senior Fire Officer, an Explosive Ordnance Disposal Officer, and Public Health Doctor etc.

RESPONDING PERSONNEL

The implementation of standard site management arrangements and the establishment of effective control at a major emergency site require the ready identification of all personnel responding to and operating at the site.

Senior personnel from the PRA (s) who are acting in key roles, such as the On-Site Co-ordinator and the Controllers of Operations, should wear bibs designed and coordinated as follows:

Organisation	Bib Colour	Wording
Local Authority	Red & White Chequer	Local Authority Controller
An Garda Síochána	Blue & White Chequer	Garda Controller
Health Service Executive	Green & White Chequer	HSE Controller

Table 8: Principal Response Agencies Identification

When the lead agency has been determined, the On-Site Coordinator should don a distinctive bib with the words On-Site Coordinator clearly visible front and back. An example of the bibs and uniform identifiers are available in section 15.16.

All DCC personnel responding to the site of a major emergency should wear the identification issued to them by Dublin City Council and should ensure that their vehicles are adequately identified. Responding personnel should be aware that they will be requested to identify themselves at the outer cordon access point by An Garda Síochána, and may not be allowed through the outer cordon without such identification.

Non-uniformed personnel from the city council shall attend the scene in high visibility jacket with the name Dublin City Council and their job function clearly displayed both back and front. Where identification is not permanently retained, on the person or vehicle, it should be obtained from the Dublin City Council Holding Area.

For utility companies and commercial agencies engaged in the response the use of the agency’s name on the front and back of outermost garments and the use of personal title identification, where available is recommended. The deployment of these agencies to the incident site should be made known in advance to the on-site coordination group.

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VOLUNTEERS FROM THE COMMUNITY

It is recognised that communities that are empowered to be part of the response to a disaster, rather than allowing themselves to be simply victims of it, are more likely to recover and to restore normality quickly, with fewer long-term consequences. At an early stage the On-Site Coordination Group will determine if it is appropriate to incorporate such assistance in the response.

It is envisaged that Civil Defence coordinate such activity.

7.9.3 AIR EXCLUSION ZONES

Where the principal response agencies consider it appropriate and beneficial, the On-Site Coordinator may request, through an Garda Síochána, that an Air Exclusion Zone be declared around the emergency site. When a restricted zone above and around the site is declared, it is promulgated by means of a “Notice to Airmen” - NOTAM - from the Irish Aviation Authority.

7.10 MOBILISING ADDITIONAL RESOURCES

While the three principal response agencies may provide an appropriate response to the emergency and its consequences, the DCC Controller of Operations should ensure that, where the resources of the authority do not appear to be sufficient to bring a situation under control, or the duration of an incident is expected to be extended, arrangements should be made to draw support from other agencies, organisations or authorities by:

- Requesting assistance from neighboring local authorities;
- Mobilising the local voluntary emergency services
- Mobilising organisations who can provide specialist support
- Requesting assistance from national organisations

In requesting assistance from neighbouring local authorities the DCC Controller should determine the levels, types and duration of assistance/ support required and ensure the request is passed to either the authority’s Crisis Management Team or the Local Co-ordination Centre who will arrange to obtain the support via mutual aid arrangements.

7.10.1 LINKING WITH THE LOCAL VOLUNTARY EMERGENCY SERVICES SECTOR

The Voluntary Emergency Services sector can provide additional equipment and support in the event of a major emergency. The table below illustrates how such organisations are linked to the principal response agencies, this linkage determines which PRA will have responsibility for the mobilisation of that particular agency to the scene and their integration into the overall response.

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Principal Response Agency	Linked Voluntary Emergency Service
An Garda Síochána	Irish Mountain Rescue Association Irish Cave Rescue Association Search and Rescue Dogs Sub-Aqua Teams River Rescue
Health Service Executive	Irish Red Cross Order of Malta Ambulance Corps St. John's Ambulance
Local Authority	Civil Defence

The linkages do not preclude DCC from requesting the support of any voluntary sector organisation in the above table, they will mobilise these organisations via the PRA with whom they are linked. The availability and functional support roles of each of the voluntary emergency services are contained in section 15.10.

7.10.1.1 CIVIL DEFENCE

Civil Defence is a statutory organisation comprised mostly of volunteers. The organisation is managed by a number of full-time City Council staff, headed by the Civil Defence Officer. On activation of this plan the Civil Defence Officer will be alerted and requested as appropriate to mobilise volunteers in accordance with the organisations internal procedures. Where the organisations volunteers are mobilised to the incident site the Civil Defence Officer will deploy them under the control of the DCC Controller of Operations. Details of how Civil Defence volunteers may support the Local Authority on activation of this plan are contained in section 4.3: Table 4 and sections 15.6.4 & 15.11.2.

7.10.1.2 THE IRISH RED CROSS SOCIETY / ORDER OF MALTA AMBULANCE CORPS / ST JOHN'S AMBULANCE SERVICE

The Health Service Executive with whom they are linked will mobilise the local units of the Irish Red Cross Society, the Order of Malta Ambulance Corps and St John's Ambulance Service. When required to operate in support of the local authority they will be mobilised by the HSE Controller of Operations.

7.10.1.3 OTHER VOLUNTEER EMERGENCY SERVICES / ORGANISATIONS

An Garda Síochána will mobilise the local units of organisations such as; Mountain Rescue Teams, Cave Rescue Teams, Search and Rescue Dog Associations, River Rescue Units, Community Inshore Rescue Units and Sub-Aqua Units. Where the support of the Irish Coastguard Service is required they will also be mobilised by An Garda

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Síochána in accordance with existing arrangements. The Amateur Radio Emergency Network can quickly erect/configure communications networks, in the event of loss of normal communications systems.

When required to augment the PES's during a Major Emergency, all of the above will be mobilised and operate under the control of their respective Controller of Operations.

7.10.2 THE DEFENCE FORCES (CONSISTING OF THE PERMANENT DEFENCE FORCES, AIR CORPS, NAVAL SERVICE AND RESERVE DEFENCE FORCES)

The mobilisation of the Defence Forces is dependent on the exigencies of other demands and on prior agreed arrangements. They do have a key role in responding to all emergency incidents involving improvised explosive devices when acting as an aid to the civil power. In such instances their Explosive Ordnance Disposal (EOD) teams will be mobilised by An Garda Síochána.

7.10.3 UTILITIES

Utilities may be mobilised to assist the principal response agencies in making situations safe. They may also be directly involved in restoring their own services, for example, electricity supply in the aftermath of a storm. Utilities may be mobilised to provide experts to the On-Site Co-ordination Group, the Local Coordination Group and/or the Regional Co-ordination Group. A list of utilities and their emergency/out of hours contact arrangements are listed as part of the emergency call-out list contained in section 15.20 (list of emergency contacts)

7.10.4 PRIVATE SECTOR

Private sector organisations may be involved in a major emergency situation in two ways. They may be involved through, for example, ownership of the site where the emergency has occurred or through ownership of some element involved in the emergency e.g. an aircraft, bus, factory, etc. They may also be called on to assist in the response to a major emergency by providing specialist services and equipment, which would not normally be held or available within the principal response agencies.

The DCC Controller of Operations in consultation with the other Controllers, will determine if any private sector services should be mobilised to assist with, or to perform, functions, both at the site and at other locations associated with the emergency. A list of private sector organisations likely to be involved in a major emergency response including their emergency/out of hours contact arrangements are listed in the Appendices.

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7.10.5 IDENTIFYING AND MOBILISING ADDITIONAL ORGANISATIONS

Where resources that are held at a national level are required, as part of the management of the incident, requests for those resources should be directed by the lead agency to the Lead Government Department.

The European Community has established a Community Mechanism to facilitate the provision of assistance between the member states in the event of major emergencies. The decision to seek assistance from outside the state should be made by the lead agency, in association with the other principal response agencies, at the Local/ Regional Coordination Centre.

The Local/ Regional Co-ordination Group should identify and dimension the level/type of assistance likely to be required and its duration. The chair of the Local/ Regional Coordination Group should make requests for such assistance to the National Liaison Officer in the Department of the Environment, Community and Local Government.

7.11 CASUALTY AND SURVIVOR ARRANGEMENTS

This section sets out the arrangements for the care and welfare of members of the community who have been directly impacted by the incident, those affected may be divided into two main categories:

- **Casualties:** including persons who are killed or injured.
- **Survivors:** including all those individuals who are caught up in an emergency but not injured, such as, uninjured passengers from a transport accident or evacuees.

As well as making provision for casualties and survivors, arrangements will also be required for the reception, facilitation and support of the friends and relatives of some or all of these individuals.

7.11.1 ROLE OF DUBLIN CITY COUNCIL IN MANAGING CASUALTIES AND SURVIVORS

The primary objective of the DCC Controller of Operations is to act in cooperation with the other Controllers to provide effective arrangements for the rescue, care, treatment and rehabilitation of those persons categorised as casualties or survivors.

The functions allocated to the Local Authority include, inter alia, the protection and rescue of persons, the provision of temporary mortuary facilities, the provision of shelter for those displaced by the emergency, the provision of emergency reception centres and the provision of non-clinical decontamination.

The medical and ambulance services at the scene of a major emergency will be coordinated by the HSE Controller of Operations.

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Arrangements for cooperation between Ambulance services at the scene will follow agreed protocols, and ultimately will be undertaken with the overall objectives of preserving life and preventing further injury.

7.11.2 INJURED PERSONS

At the site of a major emergency, the priority is to save life, prevent further injury, rescue those who are trapped or in danger, triage casualties, provide them with appropriate treatment and transport them to the appropriate hospital(s) where necessary. Therefore the initial task of the DCC Controller is to deploy the local authority resources required to save life, prevent further injury and rescue those who are trapped or in danger.

In association with the other Controllers, he/she will make an early assessment of the situation and identify the incident impact on the management of casualties and survivors i.e.

- the number of persons affected by the incident
- the type of injuries present
- the number of fatalities and the
- number of persons requiring welfare assistance

Casualties are often found some distance from the primary site and search teams, co-ordinated by An Garda Síochána, should be established where it is considered that this may be necessary.

Rescuers should coordinate their efforts with the requirements of the ambulance and medical teams on site. The DCC Controller of Operations will liaise with the HSE Controller to arrange for the removal of those rescued from the danger area to the designated casualty clearing station¹⁵. This will be established by the ambulance service close to the scene but outside the danger area and clearly identifiable as such.

7.11.2.1 ON-SITE TRIAGE

Triage is a dynamic process of assessing casualties and deciding the priority of their treatment, using a two-stage process of triage sieve and triage sort. Following initial assessment where they are found, casualties will normally be labelled, using Triage Cards. The purpose of this labelling is to indicate the triage category of the casualty, to facilitate the changing of that category, if required, and to record any treatment, procedure or medication administered. A standard card with Red (Immediate), Yellow (Urgent), Green (Delayed) and White (Dead) sections is normally used for this purpose.

¹⁵ The Casualty Clearing Station is the area established by the ambulance service, where casualties are collected, triaged, treated and prepared for evacuation.

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All casualties from the site will be brought in the first instance to a Casualty Clearing Station. On arrival at the casualty clearing station paramedics and technicians will administer the appropriate pre-hospital treatment before hospital cases are brought to the Ambulance Loading Area¹⁶ from there, casualties will be transferred in order of priority to the receiving hospitals. The Health Service Executive Controller will, in consultation with the Site Medical Officer and the designated receiving hospitals, decide on the hospital destination of casualties.

It should be noted that while some casualties will be transported to the Receiving

Hospital(s) by Ambulance, some casualties may leave the site by other means and may arrive at the designated Receiving Hospital(s), or other hospitals, in cars, buses, etc.

7.11.2.2 LIGHTLY INJURED & UNINJURED PERSONS

It may be possible to treat these persons at a medical first aid post and/or they may be directed to the survivor reception centre to be interviewed by An Garda Síochána. As a minimum requirement, their names and circumstances should be recorded, and their immediate needs facilitated as far as possible.

7.11.3 FATALITIES

The recovery of the dead and human remains is part of an evidence recovery process and, as such, is the responsibility of An Garda Síochána acting as agents of the Coroner. The bodies of casualties triaged as dead should not be moved from the position or location where they were discovered unless this is necessary to affect the rescue of other casualties.

The only circumstance where bodies should be moved, before the Garda evidence collection process is complete, is if they are likely to be lost or damaged due to their location or the nature of the incident or if their presence is restricting access to other casualties. In such circumstances the Fire Services can assist An Garda Síochána by taking a photographic record and ensuring the casualties original position is clearly marked and recorded.

Trained Civil Defence Volunteers and members of the Defence Forces may provide assistance to An Garda Síochána in searching for fatalities and human remains and removing them to a body holding area.

¹⁶ The Ambulance Loading Area is an area, close to the Casualty Clearing Station, where casualties are transferred to ambulances for transport to hospital.

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7.11.3.1 THE ROLE OF THE CORONER

The Coroner for Dublin City is an independent judicial officer, with responsibility under the law for the medico legal investigation of certain deaths. It is the task of the Coroner to establish the ‘who, when, where and how’ of unexplained death. All such deaths in Ireland are investigated under the Coroners’ Act, 1962. The Finance Department of Dublin City Council provides administrative support to the Coroner. The Coroner’s office is currently located in Store Street.

The Coroner exercises exclusive possession and control of a deceased person who has met their death within the boundaries of his district until the facts about their death have been established. Where a major emergency incident has resulted in fatalities, a full post-mortem and forensic examination on every body and/or body part will be required and each death will be the subject of an inquest conducted by the Coroner.

The Garda Síochána will assist the coroner in arranging a formal identification of the body by a member of the family or a relative of the deceased or in confirming identification by photograph or other means where viewing is not possible. The Gardaí are also required to furnish the coroner with a report on the circumstances of death. Members of the Gardaí in effect act as the coroner’s officers.

7.11.3.2 ARRANGEMENTS FOR MULTIPLE FATALITIES

The Dublin City public mortuary has capacity for the performance of post-mortems on a small number of remains at any one time. The numbers and condition of fatalities, the identification of the remains and the forensic needs of the investigating officers will dictate whether the Coroner will require the establishment of a temporary mortuary facility. The following paragraphs give a short synopsis of the arrangements for multiple fatalities.

ON SITE BODY HOLDING AREA

The On-Site Co-ordinator, in association with the other Controllers, will decide if it is necessary to establish a Body Holding Area at the site. If required, it should be located in proximity to the Casualty Clearing Station. An Garda Síochána will manage the facility and all agencies present will be under the control of the Gardaí.

It should be noted that the Body Holding Area is not a suitable place for the prolonged storage of bodies and appropriate arrangements should be made to ensure minimal delay in transmission to a mortuary (temporary or otherwise).

TEMPORARY MORTUARIES

Experience in other jurisdictions points to three options for dealing with large numbers of fatalities:

- Activating a Temporary Mortuary
- Increasing the capacity at an existing mortuary
- Moving bodies to an existing mortuary in another area, which has the appropriate facilities and capacity.

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Although Dublin City has a public mortuary, a temporary facility may be activated to meet the requirements of any major emergency involving a large number of fatalities. This may be provided in a building, which is easily convertible, or by the use of temporary structures. Refrigeration will be required to facilitate the storage of remains as post mortem examination, identification and the gathering of forensic evidence may take some time.

A Mass Fatality body holding facility is available and stored at the DFB Training Centre. This facility may be mobilized via the ERCC.

7.11.3.3 IDENTIFICATION OF THE DECEASED AND VIEWING BY THE BEREAVED

A distinction needs to be drawn between viewing for identification purposes and viewing as part of the grieving process. Viewing for identification is a vital part of the work of An Garda Síochána, although, in situations where bodies have been severely traumatised, it may be inappropriate and/or unreliable and other means of identification may be required. Where appropriate, viewing for identification purposes needs to be organised with great sensitivity, to avoid increased trauma for families.

Unless there are definite health or safety concerns, such as contamination by a hazardous substance, viewing facilities should allow families direct access to the body and the viewing area should take into account religious and cultural needs, where appropriate. Families will want to spend time with the deceased and, as a result, provision should be made for a number of private viewing areas. This aspect of the operation requires careful management by the agency operating the viewing facility.

7.11.4 SURVIVORS

In many emergency situations, survivors who are uninjured will become involved in the rescue and care of other victims. As such, they can be regarded as community volunteers and should be treated in accordance with the arrangements for community volunteers¹⁷. The DCC On-Site Controller of Operations will in consultation with the HSE On-Site Controller of Operations designate a suitable location for the transfer of lightly injured and uninjured survivors to an off-site survivor reception centre.

7.11.4.1 SURVIVOR RECEPTION CENTRE

Where a survivor reception centre is required it is the responsibility of the Council to establish and run such a centre in association with the HSE. The centre is a secure location to which survivors, not requiring hospital treatment, can be taken for shelter, first aid, interview and documentation. The Centre should be secure from any unauthorised access and provide the maximum possible privacy for survivors. Transport from the Centre to home/meet relatives/safe place should be arranged as soon as it is practicable.

¹⁷ See section 4.4.3

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The Centre is not usually located at the site, but rather in suitable near-by premises, such as a hotel or similar facility. While it may not always be possible to pre-designate a survivor reception centre, Dublin City Council's Emergency Reception Centre sub-plan contains details of facilities which may be utilised for such purposes in each local area.

All those who have survived the incident uninjured can be directed to this location where their details will be documented and collated by An Garda Síochána. Provision should be made at this centre for the immediate physical and psychosocial needs of survivors (e.g. hot drinks, food, blankets, telephones, first aid for minor injuries, etc).

7.11.5 CASUALTY INFORMATION

Casualty information can become available from a variety of sources including rescuers at the site, hospitals, temporary mortuaries and callers to council help-lines or public information points. All information, enquiries etc about possible casualties should be passed on to An Garda Síochána who have overall responsibility for the collation of casualty information.

Registration forms at centres established by the council will be designed to be compatible with the requirements of An Garda Síochána and copies of all forms will be forwarded to An Garda Síochána as soon as possible. All persons providing information to council for such forms will be informed that the information supplied will be passed to An Garda Síochána for processing in the casualty bureau.

7.11.5.1 AN GARDA SÍOCHÁNA CASUALTY BUREAU

The Garda Síochána casualty bureau will be the main point of contact for all enquiries on persons affected by the incident, a telephone number will be published where the public will be invited to provide information on persons they suspect may be involved in the incident. An Garda Síochána documentation teams will process this information and match it with the information being collated by the Gardai at the scene from hospitals, survivor's centres, the mortuary etc. Any enquiries received by any member of Dublin City Council for information on missing persons and/or individuals likely to have been affected by the incident will be directed to the Garda Síochána casualty bureau.

7.11.6 FRIENDS AND RELATIVES RECEPTION CENTRE

It is the responsibility of the Council to establish and operate in association with HSE the Friends & Relatives Reception Centre. The purpose of such a centre is to provide a comfortable area where friends and relatives of those involved in the incident (primarily the casualties and survivors) can be directed for information. The centre may be established close to or in conjunction with the survivor reception centre

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A building used as a Friends' and Relatives' Reception Centre should be secure from media intrusion and contain sufficient room to afford privacy to families receiving information about relatives. There will also be a need for a reliable process to establish the credentials of friends and relatives.

While it may not always be possible to pre-designate such a facility as with the designation of a Survivor Reception Centre the Dublin City Council Emergency Support Centre sub-plan contains details of facilities, which may be utilised for such purposes in each local area.

7.11.7 NON-NATIONAL CASUALTIES

A major emergency may involve significant numbers of casualties from other jurisdictions. In such circumstances the Local Co-ordination Centre should notify the relevant embassy if the nationality of the victims is known. The Department of Foreign Affairs (which operates an out of hours Duty Officer System) should also be informed. This will be done by the Department of Environment, Community and Local Government.

7.11.7.1 FOREIGN LANGUAGE COMMUNICATION RESOURCES

The Local Coordination Group may request An Garda Síochána to provide assistance in obtaining interpreters from their own resources and private sector providers if required. The Department of Foreign Affairs (which operates an out of hours Duty Officer system) should also be approached for appropriate assistance and liaison purposes; further details of contacts for such a service are available in section 15.18.

7.11.8 PASTORAL AND PSYCHO-SOCIAL SUPPORT ARRANGEMENTS FOR CASUALTIES AND OTHER AFFECTED MEMBERS OF THE PUBLIC.

The City Council will arrange for the provision of facilities for caregivers at establishments provided by them for the reception of Survivors, Friend and Relatives and Evacuees. The Salvation Army will facilitate the coordination of the faith communities at the temporary mortuary.

The provision of pastoral and psychosocial support arrangements for casualties and other affected members of the public are the responsibility of the Health Service Executive; the City Council welfare services will assist where appropriate.

7.11.8.1 STAFF PSYCHO-SOCIAL CARE

The City Council will also arrange that responders deployed by the Council who may have witnessed or been involved in traumatic situations will be provided with critical incident stress debriefing in the immediate aftermath of the incident. Provision may also be made for ongoing treatment of staff deemed to be at risk of psychological trauma

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7.12 EMERGENCIES INVOLVING HAZARDOUS MATERIALS

This section outlines the response to emergencies involving the release of materials, which are harmful to the population. Pollution of the coastline and environmental disasters are not covered in this section, they are contained in the Pollution plan. It should also be noted that while this section advocates a generic all hazards approach, the specific arrangements required for hazardous sites, which fall under the remit of the Seveso regulations are contained in Section 12.

7.12.1 HAZARDOUS MATERIALS

Dublin City Council is the lead agency for response to hazardous materials incidents arising from an accidental occurrence within its functional area. Where terrorist involvement is suspected An Garda Síochána will act as the lead agency. Details of specific actions to be taken in the event of a CBRN incident are contained in the Protocol for Multi-Agency Response to Suspect Chemical and Biological Agents arising from terrorist activity

The level of response and the procedures required for safe attendance at hazardous sites together with liaison and integration with the site operator’s emergency response crew, are documented in Dublin Fire Brigade’s Standard Operational Procedures, (SOP’s).

7.12.2 CCBRN

Incidents involving the deliberate activation or release of **C**onventional explosives, harmful **C**hemical substances, **B**iological agents and Radiological and **N**uclear material are detailed in the Protocol for Multi-Agency Response to Suspect Chemical and Biological Agents (in Draft).

These protocols deal with a range of matters relevant to managing such incidents, including the identification of the materials involved. They also contain details of how to access information held by the National Poisons Information Centre and the National Virus Reference Laboratory.

Because of the possibility of criminal or terrorist activity an Garda Síochána is the lead agency for all CCBRN incidents. The On-Site Co-ordinator will take the decision on how best to protect a threatened population, after consultation with the other Controllers of Operations This protection is usually achieved by moving people temporarily to a safe area, by evacuation where appropriate or feasible, or by advising affected individuals to take shelter in an appropriate place.

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7.12.3 CHEMICAL & BIOLOGICAL AGENTS

Such agents may contaminate the public water supply. Dublin City Council water division will ensure that specialist advice is available and will work with the HSE Public Health Officer to counter the threat of such an occurrence.

Details of specific actions to be taken in the event of a biological incident are detailed in the Protocol for Multi-Agency Response to Suspect Chemical and Biological Agents (in Draft) and procedures are also contained in Dublin City Council Water Services Emergency Plan.

7.12.4 PUBLIC HEALTH (INFECTIOUS DISEASES)

Details of specific actions to be taken in the event of an activation of the National Public Health (Infectious Diseases) Plan for the protection of threatened populations are detailed in the Protocol for Multi-Agency Response to Emergencies arising from Infectious Diseases Pandemics (in Draft).

The Dublin City Council Business Continuity Plan for a Pandemic details the effect of such an incident on the services supplied by the Council. The possibility of a reduction in resources as a consequence of widespread public health emergency should also be considered in this context.

The principal role of the Public Health Officer is to ensure that there are safe arrangements in their jurisdiction for detecting, managing and responding to outbreaks and incidents of infectious disease.

Dublin City Council Veterinary Officers are active in the control of infectious disease of animal origin (zoonotic disease). Currently, there are effective liaison arrangements between Veterinary Officers and the HSE through the HSE zoonosis committees and the Director of Public Health / Medical Officer of Health function.

7.12.5 NUCLEAR & RADIOLOGICAL EMERGENCIES

Specific actions to be taken in the event of a local radiological emergency or the activation of the National Emergency Plan for Nuclear Accidents are detailed in the Protocol for Multi-Agency Response to Radiological/ Nuclear Emergencies (in Draft)

The National Plan places a duty on Local Authorities to undertake the following functions:

- Monitor and report on the impact of the radiological emergency in the Dublin area.
- Implement countermeasures under guidance from the Emergency Response Coordination Committee and Government Departments.
- Ensure that local authority essential services fulfill their normal functions.

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- Arrange to have an effective Civil Defence Organisation available to undertake the various duties assigned to the force under the Emergency Plan.
- Train and equip Civil Defence personnel to undertake the following:
 - Monitoring of radiation levels, as required, throughout the council area.
 - Monitoring of radiation levels on ships, aircraft, vehicles, individuals and their personal effects at seaports and airports, as required.
 - The collection of samples of soil, vegetation etc. for analysis.
 - Assisting, where required, in implementation of control measures.

7.12.6 DECONTAMINATION

The On-Site Co-ordinator, in association with the other Controllers of Operations, will establish the need for decontamination. The Health Service Executive has responsibility for providing clinical decontamination and medical treatment to casualties affected by hazardous materials. The Fire Service has responsibility for the provision of other forms of physical decontamination of persons at the site. The Health Service Executive will be responsible for decontamination where required to protect health service facilities, such as hospitals, from secondary contamination.

Where emergency decontamination of the public is required, the fire service may use its fire-fighter decontamination facilities, or improvised equipment may be used prior to the arrival of dedicated equipment. Where it is decided that persons should undergo this practice, it should be carried out under the guidance of medical personnel.

It should be noted that emergency decontamination carries risks for vulnerable groups, such as the elderly and the injured. It may be more appropriate in certain circumstances for outer clothing to be removed and blankets provided as a temporary measure to alleviate potential harm through surface contact with contaminants. Figure 11 below illustrates a typical site layout for dealing with a contamination incident,

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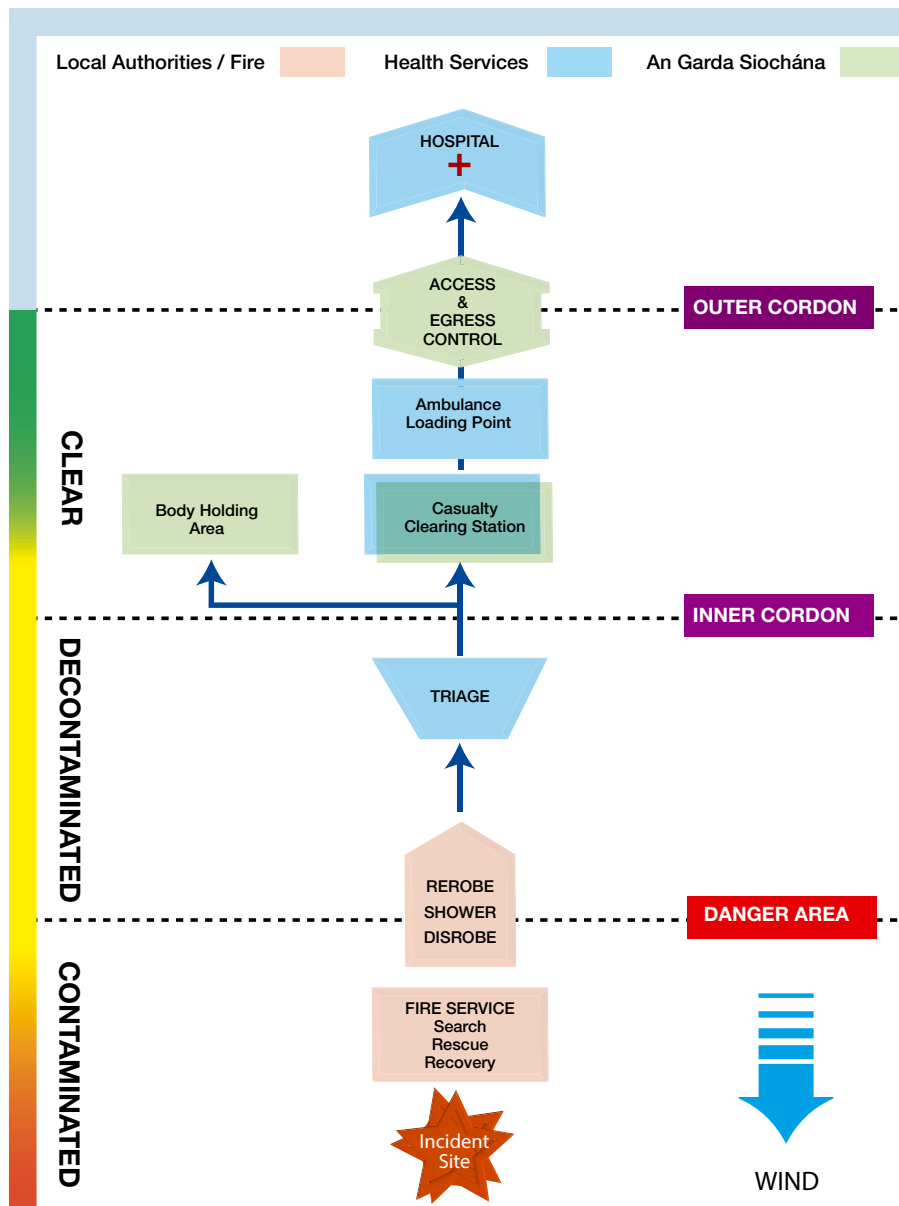


Figure 11: Site layout for Contamination Incident

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7.13 PROTECTING THREATENED POPULATIONS

The On-Site Co-ordinator will take the decision on how best to protect a threatened population, after consultation with the other Controllers of Operations. This protection is usually achieved by moving people temporarily to a safe area, by evacuation where appropriate or feasible, or by advising affected individuals to take shelter in an appropriate place.

7.13.1 PROVISION OF ADVICE TO THREATENED POPULATIONS

Methods for the dissemination of messages to the public are contained in section 7.7 (public information), however this may also involve going door-to-door and advising people directly of the threat. Undertaking this function is the responsibility of An Garda Síochána, they may be assisted in this role by Civil Defence volunteers and/or volunteers from other voluntary emergency services.

7.13.2 EVACUATION ARRANGEMENTS

When evacuation is the preferred method for protecting the threatened population An Garda Síochána, will undertake the process with the assistance of the other services. The process of evacuation will involve the following:

- Warning & Informing
- Designation of evacuation routes
- Transit area
- Transportation ((from affected locality through transit area to the designated rest centre)
- Designation of a Temporary Shelter facility
- Catering facilities
- Overnight accommodation if required
- Staffing arrangements

Though all of the principal response agencies have a role in evacuation, as a housing authority Dublin City Council have the responsibility for the provision of temporary accommodation to persons who are unable to remain in their homes due to the emergency.

The DCC Controller of Operations will arrange for the provision of Civil Defence and/or public/private transport to be available at a designated evacuation transit area(s). The council will establish a staffed information point at the transit area for the provision

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of information on temporary shelter facilities, to manage transportation issues and to provide directions to evacuees who will be using their own transport to travel to the designated emergency shelter facilities.

A number of emergency shelters for evacuees, each capable of accommodating up to a hundred persons, have been designated in each local area.

Personnel from the local authority and Civil Defence will staff these rest centres. The centres will be capable of providing a basic level of security, welfare, communication, catering and First-Aid facilities for a number of days. Dublin Region Homeless Services and the Department of Social Protection's Community Welfare Officers will in the interim arrange for more permanent accommodation for the evacuees. Evacuees should be documented and basic details passed to the casualty bureau.

Details of all designated emergency shelters in each local area and the arrangements for their staffing and activation are contained in the DCC Emergency Reception Centre Plan, a list of designated centres is contained in section 15.9.

7.13.3 ARRANGEMENTS FOR LIAISING WITH PUBLIC HEALTH AUTHORITIES

The City Council has a role in monitoring the water quality at the Central Laboratory Facility at Marrowbone Lane. Should the water supply become contaminated or unusable a large section of the population will be affected. The DCC Water Services division in consultation with the District Medical Officer have responsibility for public health issues in relation to the water supply.

Liaison with the Public Health Services in relation to Air Quality with particular emphasis on the consequences of a hazardous substance release will be via the Environmental Health Officer contracted to Dublin City Council and reporting to the engineering department of DCC.

Public Health issues in relation to pollution and sewage contamination are managed by the Drainage division of the City Council details of the response to flooding and pollution issues are contained in the emergency plans of this division. Where a public health emergency threatens a significant number of the cities population the Environmental Health Officer will take the lead in liaising with the public health authorities.

7.14 EARLY AND PUBLIC WARNING SYSTEMS

7.14.1 MONITORING POTENTIALLY HAZARDOUS SITUATIONS

The risk assessment process undertaken in preparing this plan has highlighted a number of potentially hazardous situations. As a mitigation option Dublin City Council will continue to review and monitor the hazards identified and will apply control mechanisms as appropriate. However major emergencies by definition are unforeseen events, which occur instantaneously and time may not allow for any advance warning to the public.

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Dublin City Council avail of the forecasting arrangements of the Irish Meteorological service via the Public Service Severe Weather Warning system which covers the meteorological conditions/elements – wind, rain, snow, fog, thunderstorm and coastal storm surge. The emphasis is on warning of weather events that will cause significant disruption or constitute a significant risk for people.

Using the data from the Meteorological service the Tide Watch section of the Council Drainage Division monitor the potential for coastal flooding and using predictive modelling can provide early warning of the potential risk to pre-identified vulnerable communities living beside the City coastline.

7.14.2 PUBLIC WARNING MECHANISMS

In circumstances where there is a requirement to alert the public of the need to protect themselves from a potential hazard, information can be distributed in advance by way of leaflets, booklets and/or information campaigns.

During an event where populations have to be informed about the situation in order to take action, the Local Coordination Group will arrange for the warning to be disseminated via some or all of the following methods:

- Door to Door
- Local Radio and T.V. broadcasting
- Local helpline / information line
- Web and internet services including Social Media
- Automated Text services

7.15 EMERGENCIES ARISING ON INLAND WATERWAYS

Dublin City has three natural waterways, the Tolka to the north, the Dodder to the south and the Liffey that bisects the city. A risk analysis of a major emergency occurrence on any of these rivers shows that the risk would be focused on the Liffey estuary, which carries river traffic up to the city. There is also a risk of accidents on either the Royal or Grand Canals. The response to an emergency occurring in the harbour or off the coastline would involve an escalation of the coastguard arrangements for marine emergencies.

7.15.1 LOCAL ARRANGEMENTS FOR RESPONSE

Dublin Fire Brigade has a water rescue capability and other water resources may be made available through an Garda Síochána and Civil Defence. Community River Rescue units in many cases with links to local sailing clubs and water leisure facilities in the East Region are listed in section 15.10.

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7.15.2 IRISH COAST GUARD SERVICE

The Irish Coast Guard has responsibility for receiving 999/112 calls and the mobilising of resources to Inland Waterway emergencies (in addition to its primary role of being the lead agency in off-shore response to a major emergency). The utilisation of Coast Guard services and declared resources should be arranged in advance by incorporating a representative of the IRCG in pre-planning for water emergencies.

An Garda Síochána has responsibility for contacting the IRCG and requesting the deployment of Coast Guard resources as deemed necessary. Coast Guard resources will operate under their own command structure. The Local Authority Controller will have responsibility for the coordination of all Coast Guard assets deployed to the designated sectors. Coast Guard declared resources include voluntary emergency services such as the RNLI, mountain rescue teams, river rescue boat units as well as their own Coastguard units.

The primary function envisaged for the Coast Guard service is in the provision of watercraft and boat crews to support the rescue and recovery of persons from water. They may also be requested to provide Search & Rescue (SAR) Helicopters to assist in rescue and fixed wing aircraft may be utilised by the on-site coordinator for air reconnaissance of affected areas.

An Garda Síochána will undertake the role of lead PRA for the initial co-ordination on the water in response to inland waterway emergencies, this role may be re-assigned, following consultation between the Irish Coast Guard and An Garda Síochána.

On land Dublin City Council will undertake the role of lead agency and will exercise the mandate of that position in relation to the arrangements for the receipt of casualties and survivors thereafter the land based activities will be coordinated in accordance with the structures applying to a major emergency occurring on land.

Coast Guard assets may also be utilised in flooding emergencies. The Fire Service has established links with the Coast Guard in the deployment of specialist fire-fighting crew to marine emergencies.

7.16 SAFETY, HEALTH AND WELFARE CONSIDERATIONS

This section outlines how Dublin City Council proposes to exercise its responsibilities in relation to its duties as an employer under the Health, Safety and Welfare at Work Act (s)

7.16.1 RESPONSE PERSONNEL HEALTH, SAFETY & WELFARE

In accordance with Dublin City Council's corporate Health & Safety policy (see section 15.14) and in compliance with departmental/division and section ancillary safety statements all personnel responding to the emergency should operate under their existing safety and welfare arrangements in relation to training, personnel deployment and the wearing of protective equipment.

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During the response to an emergency all persons with responsibility for the management of staff operating in danger areas will undertake an on scene dynamic risk assessment to determine any additional risks to personnel and advise them of the dangers in accordance with the risks identified e.g. the presence of toxic substances and/or flood hazards.

Any accidents that occur to City Council personnel during the response will be reported as per the process for reporting workplace accidents. Any personnel who are injured while on duty will be treated immediately, removed to hospital if required and a report prepared on the circumstances of the injury.

No person should be deployed to the site of a major emergency as part of the response team that has not received appropriate training or instruction in the task to which they have been assigned

7.16.2 SAFETY OF THE COUNCIL'S RESCUE PERSONNEL

When working in the environment of a Major Emergency the DCC Controller of Operations will apply normal incident and safety management arrangements, a 'Safety Officer' will be appointed having responsibility for the oversight and management of the safety of the Council's rescue personnel. All other relevant officers will continue to exercise command over their own personnel working in the area.

Members of the Fire Service engaged in arduous or protracted incidents that require a rapid turnover of personnel require constant monitoring of physical condition of crews by supervising officers, in accordance with their normal Standard Operating Procedures (SOP's).

7.16.3 OPERATING WITHIN THE DESIGNATED 'DANGER AREA'

A Danger Area may be declared where there is a definite risk to rescue personnel, over and above that which would normally pertain at emergency operations. This could arise because of dangers posed by the release of hazardous materials, buildings in danger of further collapse, the threat of explosion or the presence of an armed individual. Any personnel who become aware of such additional risks should bring them to the attention of the On-Site Coordinator via the Local Authority Controller of Operations.

Only personnel directly involved in rescue activities should operate in the danger area. Food and rest facilities for relief personnel should be located in a designated area close to the outer cordon and away from the danger area, particularly where there is any risk of direct or indirect contamination

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7.16.4 PROCEDURES AND EVACUATION SIGNAL FOR 'DANGER AREA'

Where a situation deteriorates to a point where the nominated safety officer to the Danger Area decides that it is necessary to withdraw response personnel from the Danger Area, a pre-arranged signal, comprising repeated sounding of a siren for ten seconds on, ten seconds off, will be given. All personnel will withdraw from the danger area to a designated place of safety on hearing this signal.

7.16.5 PHYSICAL WELFARE OF RESPONDERS (FOOD, SHELTER, TOILETS)

Dublin City Council is responsible for making arrangements for the provision of welfare facilities to the responders. Each responding agency shall operate a shift system by agreement and responsibility for the physical welfare of responders will be assigned to a Site Logistics Officer appointed from the local authority.

7.16.6 PSYCHO-SOCIAL SUPPORT FOR DCC PERSONNEL

Those who are particularly traumatised by the events of a Major Emergency will require skilled professional help, this will be provided by the Dublin City Council Staff Support Service to their staff. This service ensures confidentiality. These facilities may also be made available to support staff, even if they are not directly involved at the scene, e.g. administration staff, drivers and communications staff.

7.17 LOGISTICAL ISSUES/PROTRACTED INCIDENTS

By definition a major emergency will require the deployment of considerable numbers of personnel. The Fire Service as the City Councils front line emergency service will make special arrangements for the maintenance of a reserve in the case of a protracted incident and will maintain the normal fire and ambulance cover for the City. Civil Defence and Voluntary sector resources may have to examine their initial deployment in order to maintain the required response over a protracted period. The DCC Controller of Operations when arranging the logistical needs of the resources under his/her control must consider these issues and should appoint an officer to coordinate all personnel welfare needs on site.

7.17.1 ARRANGEMENTS FOR ROTATION OF FRONT LINE RESCUE/FIELD STAFF

The Dublin City Council holding area established outside the inner cordon will serve as the rotation point for all elements deployed by the Council to the site. All incoming units will be registered and the time of their arrival noted. Because of the nature of the response shorter periods of working time may be required. Each responding agency is responsible for the rotation of the personnel under their command while on site.

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All management and support staff will also be subject to rotation. The DCC Controller of Operations for response personnel, and the CMT Chairman in the case of administrative and support staff, are responsible for ensuring that the handover of responsibility is recorded, and that a full brief on the current situation is provided to the incoming appointment holders.

The role of staff that are not directly involved in responding to the incident should also be noted. They are critical to the organisation's response and to ensuring that, insofar as possible, normal services to the public continue to be provided by the council. The commitment of DCC resources to the Major Emergency must be compatible with the requirement to continue to supply a service to the public not affected by the event. The DCC CMT will decide on the appropriate response to the emergency, and on the level of normal services that are required throughout the emergency.

7.17.2 ARRANGEMENTS FOR INITIAL AND ONGOING WELFARE FOR FIELD STAFF

It is a function of the local authority to provide food, rest and sanitary facilities as appropriate for all personnel involved in the response to the emergency. The DCC Controller should make arrangements with the site logistics officer to engage the services of Civil Defence, event catering companies and sanitary service suppliers to provide the welfare needs of personnel operating on the site.

Dublin City Council Area Offices may utilise premises pre-identified as rest centres in community halls and sports areas for this purpose if they have not already been utilised as emergency shelter. Should such facilities be required to operate in the field, washing facilities for responders and catering staff must be kept separate. A hot meal will be provided to field staff at break period or every 4/5 hours during an incident.

Consideration should be given to engaging the expertise of the DCC Event Management Unit in sourcing welfare suppliers for Greenfield Sites.

7.18 INVESTIGATIONS

It is vital that as soon as all has been done to save life and minimise injury, that no unnecessary damage or disturbance of fabric is caused that would prevent loss of clues and evidence as to the factors that contributed to the incident. All resources of Dublin City Council will ensure as far as possible the management of the incident is in accordance with the requirements for forensic examination by An Garda Síochána.

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7.18.1 INVESTIGATIONS ARISING FROM THE EMERGENCY

The DCC Controller of Operations should ensure that the information management system is utilised to undertake and/or supervise the completion of any necessary reports and documentation for the incident, to ensure that a contemporary, accurate report is promptly made available as required by An Garda Síochána in their investigations of emergency incidents. Typical examples of investigative requirements include:

- Post-mortem and Coroner's hearings.
- Fire Investigation
- Accident Investigation
- Public or judicial enquiries
- Criminal Investigation.

7.18.2 PRESERVATION OF EVIDENCE

The preservation of the site of a major emergency, which results from criminal action, is of paramount importance and should receive a priority rating from the outset by all PRA's. The first member(s) of An Garda Síochána to arrive at the site of a major emergency where a suspected crime has been committed automatically incurs the responsibility of preserving the site. While the priority is the protection of life, the provisions of this document are intended to assist An Garda Síochána's investigative role.

7.18.3 OTHER PARTIES WITH STATUTORY INVESTIGATION ROLES

Depending on the nature of the Major Emergency, agencies other than An Garda Síochána may require access to the site for the purposes of carrying out an investigation. These agencies include the Health and Safety Authority (HSA), the Air Accident Investigation Unit (AAIU) and the Environmental Protection Agency (EPA). Any agency including the Local Authority, with an investigative mandate should liaise in the first instance with the On-Site Co-ordinator, who will direct them to the Controller of Operations of An Garda Síochána.

"Guidance for an Garda Síochána and the Emergency Services in the aftermath of an Aircraft Accident"¹⁸ details how all Aviation incidents, both civil and military, reported to the Air Accident Investigation Unit (AAIU) are to be managed in order to preserve evidence.

¹⁸ Guidance for an Garda Síochána and the Emergency Services in the aftermath of an Aircraft Accident. Produced by the Air Accident Investigation Unit, 2006. Published by the Department of Transport, 44 Kildare Street, Dublin 2.

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7.19 COMMUNITY/ VIPS/ OBSERVERS

Where communities are affected by a major emergency every effort will be made by DCC to establish contacts/links with that community utilising established links, such as Community Groups/ Public Representatives and Community Liaison Officers. In addition, DCC will make provisions for the public to contact the council by establishing a help line.

Public representatives and other dignitaries may wish to attend the site of the emergency, as well as associated facilities, such as hospitals, emergency reception shelters, mortuaries etc, to express sympathy to the injured and bereaved, and to support the emergency response workers. DCC will in consultation with the Local Coordination Group arrange with the Press Office and Area Managers to facilitate such visits if appropriate.

7.19.1 HOW LINKS ARE TO ESTABLISHED WITH COMMUNITIES AFFECTED BY THE EMERGENCY

The provision of an emergency information “one-stop shop” at the DCC Local Area Offices will enable the affected communities to establish links with the Local Authority in the aftermath of the incident. Such a facility is particularly important in areas, which have been affected by widespread flooding. Information needs include information on insurance, contractors, housing etc.

7.19.2 ARRANGEMENTS FOR RECEIVING VIPS WHO WISH TO VISIT

Visits by dignitaries will usually require security arrangements and liaison with the media. It is important that the organisation of such visits does not distract from the response effort. As a general rule, VIPs should be advised not to visit sites where dangers still exist or where ongoing rescues are in progress. Enquiries in relation to such visits should be directed to the Local Coordination Centre where arrangements will be made with the Media Liaison Officers to facilitate such arrangements. Any requests for a briefing on the situation should be directed to the Local Coordination Centre.

7.19.3 ARRANGEMENTS FOR NATIONAL/INTERNATIONAL OBSERVERS

Multiple requests may be received from persons/groups who wish to observe the response operations. The presence of experts from other regions or jurisdictions, who wish to act as observers at an incident, can greatly enhance the operational debriefings and facilitate the process of learning lessons from the emergency. It may be beneficial to have pre-arranged observer teams, both national and international, for this role. The Local Co-ordination Group should make arrangements for any such observers.

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7.20 STANDING-DOWN THE MAJOR EMERGENCY

A decision to stand down the major emergency status of the incident should be taken by the On-Site Coordinator, in consultation with the other Controllers of Operations at the site and the Local Coordination Group.

The coordination structures may need to continue in some format for a period to address some of the issues remaining after the response to the emergency, which led to the activation of this plan, has been formally stood down.

7.20.1 STANDING DOWN THE ACTIVATION OF THE MAJOR EMERGENCY PLAN

This Plan may be stood down in any of the following ways depending on the particular circumstances.

- By the DCC Controller of Operations in respect of Dublin City Council activities at the site of the emergency
- By the designated Dublin City Council representative on the Co-ordinating Group in respect of Dublin City Council activities other than those at the site.
- The Plan may be stood down generally following agreement by the agencies responding to the emergency or in respect of all or certain of Dublin City Council services following consultation with the other agencies.
- When a response is no longer required from an agency, service, contractor or individual requested to provide assistance by Dublin City Council following consultation with other agencies, where appropriate, the Controller (in respect of activities at the site) or the designated Dublin City Council representative on the Co-ordination Group shall ensure that they are immediately informed.
- When an emergency, which was imminent, does not actually occur the mobilisation alert must also be stood down in a formal manner:

7.20.2 HOW THE STATUS OF THE EMERGENCY WILL BE STOOD DOWN

At a major emergency site only the On-Site Co-ordinator may declare the emergency to be 'stood down'. This declaration can only be made after consulting with the other Controllers of Operations at the site and the Local Co-ordination Group.

Where organisations other than the principal response agencies have responded, they should be informed of the decision to stand them down by the Controller of Operations of the agency which mobilised them. Services operating at other locations should be stood down in a similar manner.

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A great deal of activity may continue at locations other than the site (such as the hospitals, temporary mortuary, etc.) after the major emergency is stood down at the site. The Local, Regional or National Co-ordination Groups may need to continue their work after activities at the site have ceased.

7.20.3 FORMAT OF THE DCC STAND DOWN MESSAGE

The formal message content for declaring the stand down of Dublin City Councils major emergency status by any of the authorised officers of Dublin City Council is illustrated in figure 12 below:

This is *(state name, title)*

The response to the *(state type of incident)*

Has been completed at *(state incident location)*

As an authorised officer I declare that the major emergency status is stood down.

The recovery phase of the **Dublin City Council** Major Emergency Plan is now activated *(state date & time)*

Figure 12: Stand Down of Major Emergency Response Message Format

7.20.4 OPERATIONAL DEBRIEFING AND REPORTING OF ACTIVITY

The PES, including Dublin Fire Brigade, have their own internal procedures regarding standing down and debriefing their personnel at incident sites. In the case of a major emergency, DCC may have many more additional personnel at the site, and operating in support roles.

On standing down of the emergency, all personnel under the control of the Local Authority at the site will report to the controller of operations for the local authority, who will conduct a ‘hot debrief’. Any significant points should be recorded for further discussion and analysis at the DCC formal debrief, which will be arranged in the aftermath of the incident. Any agency activated by DCC in response to the major emergency should be debriefed at the site, and should be afforded the opportunity to be represented subsequently at the DCC formal debrief. These debriefs will form the basis for the final after-action report to be compiled by DCC.

An inter-agency debrief will also be facilitated to capture the operational and strategic lessons learned to improve the MEP’s of all the PRA’s, and other responders. This debrief will be organised by the Lead Agency.

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Section 8 AGENCY SPECIFIC ELEMENTS AND SUB-PLANS

Local Authorities are repositories of many plans. One of the benefits of this Major Emergency Plan is that the structures and arrangements contained within it represent an umbrella framework for all of the DCC response plans throughout different departments, sections and functions.

There are both legislative and procedural arrangements, which require that emergency plans be prepared for specific sites or events (e.g. SEVESO sites¹⁹, airports, ports, major sports events, environmental pollution etc.). Arising from the risk assessment process described in this Major Emergency Plan DCC has identified sites/events and particular situations in the Council area where specific plans/ arrangements are required for responding to emergencies.

The generic response arrangements set out in the Major Emergency Plan will govern Dublin City Councils response to such sites/events and specific situations, whether a major emergency is declared or not.

8.1 PLANS IN DUBLIN CITY COUNCIL

Dublin City Council currently has or is in the process of preparing specific plans, sub-plans/standard operating procedures etc for the following:

8.1.1 DUBLIN CITY COUNCIL

- Emergency Reception Centres
- Severe Weather
- Flood Emergency
- Mass Decontamination
- Off-Site (Seveso) Upper Tier Sites
- Major Crowd Events
- Business Continuity during a Flu Pandemic:

¹⁹ Chemical Plants falling within the remit of the SEVESO Regulations; The European Communities (Control of Major Accident Hazards Involving Dangerous Substances) Regulations, give effect to Council Directive 96/82/EC and 2003/105/EC.

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8.1.2 PROVISION FOR RESPONSE TO THE ACTIVATION OF NATIONAL PLANS

- National Emergency Plan for Nuclear Accidents
- National Public Health (Infectious diseases) Plan.
- National Animal Health Plan

8.1.3 DEPARTMENTAL/DIVISIONAL OPERATIONAL PLANS

- Water Services
- Coastal Pollution
- Inland Pollution
- Hazardous Materials emissions
- Industrial Accidents
- Major Fires (inc Wildfires)
- Business Continuity

The current status, location and holders of these plans are listed in section 15.3; a sample of the plan index is illustrated in figure 13 below:

Title	Contents	Parent Department	Location
Emergency Reception Centre Plan	Evacuation Rest Centres Survivor Reception Centres Friends and Relatives Reception Centre	Housing Department	Housing Homeless Agency Area Offices

Figure 13: Sample DCC Emergency Plans & Procedures Index

All of the sub-plans listed in section 15.3 are available in hard copy in the Major Emergency Sub-Plans folder a sub-set of this document.

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Section 9 PLAN FOR REGIONAL LEVEL CO-ORDINATION

9.1 REGIONAL LEVEL COORDINATION

The Chair of the Local Co-ordination Group may declare a regional level emergency and activate the Plan for Regional Level Co-ordination. The key provision in ensuring co-ordination of the extended response is the activation of a “Regional Coordination Group”. The primary function of the Regional Co-ordination Group is to maintain co-ordination of the principal response agencies involved from the extended “response region”.

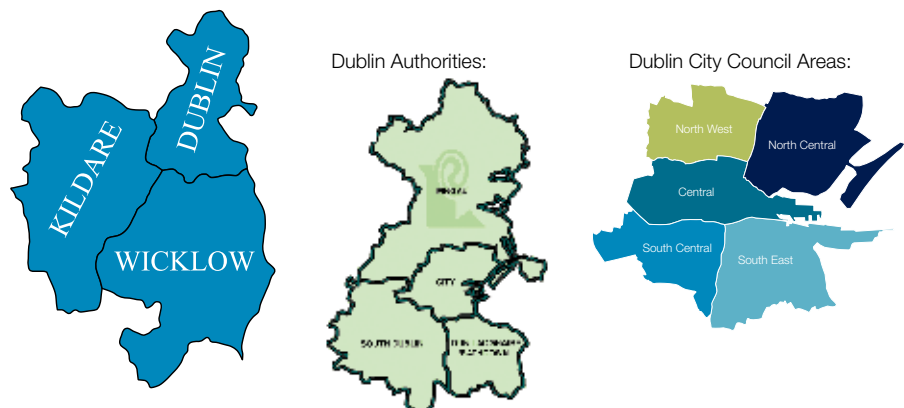


Figure 14: MEM East Region

9.1.1 INTRODUCTION

In situations or over time where a major emergency has been declared and the Major Emergency Plans of the PRA's have been activated, it may be appropriate to consider scaling up from a local response to a regional level response. This may occur when:

- the resources available in the local area where the incident has happened do not appear to be sufficient to bring the situation under control in an expeditious and efficient manner; or
- the consequences of the emergency are likely to impact significantly outside of the local area; or
- the incident(s) is spread across more than one Local Authority or Division of An Garda Síochána; or
- the incident occurs at or close to a boundary of several of the principal response agencies.

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9.2 REGIONAL RESPONSE

9.2.1 DECISION TO SCALE UP TO A REGIONAL LEVEL RESPONSE

The decision to scale up from a local to a regional level response will be taken by the chair of the Local Co-ordination Group, in consultation with the chair of the On-Site Coordinating Group and the other members of the Local Co-ordination Group. This consultation may occur at a meeting of the Local Co-ordination Group, where such a group is in session or, alternatively, by means of a telephone conference call. This decision will, by definition, involve specifying those extra principal response agencies which are to be involved in the regional response.

Note: In many Major Emergency situations, neighbouring Garda Divisions, HSE Areas and Local Authorities will provide support and resources to the Garda Division, HSE Area and Local Authority, which are primarily involved in the response. Such support is not equivalent to the activation of the Plan for Regional Level Co-ordination and, in fact, will often precede the activation of the regional plan.

9.2.2 RESPONSE REGION

The areas covered by the principal response agencies which are activated under the Plan for Regional Level Co-ordination will constitute the response region for the emergency.

Note: The response region for a regional level major emergency need not coincide (and in many cases will not coincide) with one of the predetermined Major Emergency Management Regions set out in Appendix F4 of the Framework.

9.2.3 ACTIVATION

Once the decision has been taken, the chair of the Local Co-ordination Group will declare that a regional level emergency exists and will activate the Plan for Regional Level Coordination by:

- notifying each of the principal response agencies involved that the Plan for Regional Level Co-ordination has been activated;
- requesting that each of the principal response agencies, which has not already activated its MEM Plan, should do so;
- delivering an information message to each principal response agency using the mnemonic METHANE; and
- providing each of the principal response agencies involved with a list of the agencies which are being activated to form the regional response

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9.3 COMMAND CONTROL AND COORDINATION OF RESPONSE

9.3.1 9.3.1 COMMAND AND CONTROL ARRANGEMENTS ON SITE

The command and control arrangements at the site(s) of a regional major emergency will be the same as those for a standard major emergency including:

- three Controllers of Operation;
- a lead agency determined in accordance with the Framework; and
- an On-Site Co-ordinating Group
- an On-Site Co-ordinator

9.3.2 THE REGIONAL CO-ORDINATION GROUP

The mobilisation and operation of the Regional Co-ordination Group will be as per the arrangement for Local Co-ordination Groups set out in Chapter 7.

Regional Co-ordination Group arrangements for

- the mobilisation of other organisations/agencies;
- requesting mutual aid from neighbours;
- requesting national/international assistance where required;
- dealing with multi site or wide area emergencies;
- linkage to national emergency plans;
- links with Government;
- support for chairs by Information Managers, etc; and
- communication arrangements with the site and with other groups will be as for a Local Co-ordination Group.

9.4 WIDE AREA MAJOR EMERGENCIES

Some major emergency events (eg. severe storms, extensive flooding and/or blizzards) may impact over a wide area and, in such a situation, a number of Local Co-ordination Groups may be activated. Where the chair of a Local Co-ordination Group, which has been activated in response to a major emergency, becomes aware that one or more other Local Co-ordination Groups have also been activated, contact should be made with the other chair(s) with a view to considering the establishment of a Regional Co-ordination Centre.

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A Regional Co-ordination Centre will co-ordinate the activity of the different Local Coordination Groups which are active. Any one of the nominated Local Co-ordination Centres may be used for this purpose or a specific Regional Centre may be designated for this purpose. The choice of the location will be determined by the Chair of the Local Co-ordinating Group declaring the regional emergency and will depend on the location and nature of the emergency and any infrastructural damage. In such a situation, these Local Co-ordination Groups will continue to act as per standard arrangements and will communicate with the Regional Co-ordination Centre through their chairs.

Note: During a wide area major emergency, each Local Co-ordination Group will be in contact with the lead Government Department (in accordance with Section 5.4.5.5 of the Framework) and, in such a situation, the decision on whether the activities of a number of Local Co-ordination Groups should be co-ordinated via a Regional Co-ordination Centre or via the lead Government Department will be taken in light of the prevailing circumstances. It may be decided to stand down the individual local coordination groups and coordinate all activities via a Regional Coordination Centre.

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Section 10 LINKS WITH NATIONAL EMERGENCY PLANS

10.1 NATIONAL EMERGENCY PLANS

Each principal response agency should provide for working with appropriate national bodies and responding to and activating appropriate aspects of their Major Emergency Plan following requests arising from national emergency situations. *Please refer to section 6.3.8/ 6.3.9 of this document for further details.*

10.1.1 NATIONAL EMERGENCY PLAN FOR NUCLEAR ACCIDENTS

Details of specific actions to be taken in the event of a local radiological emergency or the activation of the National Emergency Plan for Nuclear Accidents are detailed in the Protocol for Multi-Agency Response to Radiological/ Nuclear Emergencies (in Draft)

10.1.2 NATIONAL PUBLIC HEALTH (INFECTIOUS DISEASES) PLAN

Details of specific actions to be taken in the event of an activation of the National Public Health (Infectious Diseases) Plan are detailed in the Protocol for Multi-Agency Response to Emergencies arising from Infectious Diseases Pandemics (in Draft)

10.1.3 NIMAL HEALTH PLAN

The Department of Agriculture and Food: has an emergency plan designed to contain outbreaks of H5N1 avian influenza in poultry should the disease arrive in this country.

For the response to infectious diseases such as Avian influenza, Pandemic Flu and Foot and Mouth there will be a link to National Plans as outlined by the Government. Dublin City Council, Fire, Civil Defence and Veterinary Section will provide assistance under the direction of the lead government department.

10.2 ACTIVATION ON REQUEST FROM IRISH COAST GUARD

The Dublin City Council Major Emergency Plan may be activated in response to a request received by An Garda Síochána from the Irish Coast Guard, following a threatened or actual emergency in the Irish Maritime Search and Rescue Region.

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10.3 ACTIVATION ON REQUEST FROM A MINISTER OF GOVERNMENT

The Dublin City Council Major Emergency Plan may be activated in response to a request from a Minister of Government in support of a declared National Emergency or it may be activated in circumstances where there is a perceived risk to the national population from an emerging international situation.

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Section 11 SEVERE WEATHER PLANS

11.1 SUB-PLANS FOR RESPONDING TO SEVERE WEATHER

Severe Weather Plans are one form of Emergency Plan that can be activated in preparation for a major emergency as well as in response and recovery.

Severe weather emergencies may involve significant threats to infrastructure and support may be required for vulnerable sections of the community. It has been pre-determined that Local Authorities are the lead agency for co-ordinating the response to severe weather events.

Arrangements are in place with Met Éireann to issue public service severe weather warnings to Dublin City Council. The target time for the issuing of a warning is 24 hours before the start of the event, but a warning may be issued up to 48 hours in advance when confidence is high.

Not all severe weather events will be major emergencies, but the principles and arrangements for co-ordinated response to major emergencies should inform all response to severe weather events. The Drainage Division of Dublin City Council have effective arrangements in place to receive and respond promptly to public service severe weather warnings issued by Met Éireann, and have their own prediction capacity relating to coastal flooding.

The Local and/or Regional Co-ordination Centres for Major Emergency Management may be activated to manage the response to a severe weather event, whether a major emergency is declared or not.²⁰

11.1.1 FLOODING EMERGENCIES.

The Drainage Division of Dublin City Council will lead the Local Authority response to provision of flood warnings to the other principal response agencies and vulnerable members of the public. Dublin City Council's Flood Emergency Plan has been prepared. DCC's response to Flood incidents will be led by the Drainage and Wastewater Services Division. .

²⁰ Each Local Authority should have, as a specific sub-plan of its Major Emergency Plan, a plan for responding to severe weather emergencies, whether a major emergency is declared or not. The Local and/or Regional Co-ordination Centres for Major Emergency Management may be activated to manage the response to a severe weather event, whether a major emergency is declared or not. The other principal response agencies should include sub-plans for responding to notifications from the Local Authorities of severe weather warnings, whether a major emergency is declared or not, and carry out their normal functions in emergency management in such situations as well as participating in co-ordination groups. (Framework Section 4.3.1)

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11.1.2 SEVERE WEATHER CONDITIONS (EXCLUDING FLOODING EMERGENCIES)

The arrangements for responding to severe weather emergencies other than flooding will be addressed in the sub-plan for severe weather conditions.

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Section 12 SITE AND EVENT SPECIFIC ARRANGEMENTS AND PLANS

Dublin City Council has responsibility for an area which includes Government Buildings, major transport hubs, large crowd event venues, prisons, large shopping centres and the largest port in the country, in addition there are a number of establishments particularly in the port area which are involved either in industrial activities or in the storage of dangerous chemicals and are subject to the European Communities (Control of Major Accidents Hazards Involving Dangerous Substances) Regulations, 2006; (IR: SI No 74 of 2006).

12.1 SITE AND EVENT SPECIFIC SUB-PLANS GENERAL

The operators of establishments such as concert venues and sports stadia must comply with regulations as set out in the Fire Services Acts and are obliged to comply with the standards set out in the various codes of practice for the safe management of events such as:

- Code of Practice for Outdoor Pop Concerts & other Musical Events.
- Code of Practice for Safety at Sports Grounds (IR)
- Event Advisory Handbook (Dublin City Council) (IR)

All outdoor displays of public entertainment comprising an audience of 5,000 or more are subject to the Planning & Development Act 2001 Part XVI (licensing of outdoor event regulations) and Event Safety Management Plans for such events are lodged with the Dublin City Council Planning Department. These plans contain details of arrangements for the response to an emergency occurring at these events and are subject to multi-agency approval.

The Dublin City Council Events Section, Culture, Recreation, Amenity and Community Department, hold copies of all plans submitted for events and provide a liaison and advisory service for those wishing to hold events in the city.

There are no Airports within the boundaries of Dublin City Council, however, as the international and military airports are within the remit of the authorities principal emergency services, there is a requirement for the integration of Dublin Airport and Baldonnell Airport emergency plans with this plan.

Airports are required by International Civil Aviation Organisation (ICAO) rules to prepare emergency plans and to maintain emergency services commensurate with the categories of aircraft using the airport. Airport authorities generally request the attendance of the principal emergency services at alerts, incidents and exercises occurring at airports. Where appropriate, a major emergency may be declared by the principal response agencies.

The Profile and Risk Assessment document prepared for the Greater Dublin Area lists the major hazard sites in the city area and should be read in conjunction with this document. Where there are no specific emergency plans held for an establishment, the generic response arrangements for inter-agency coordination as set out in Section 7 of this document, will govern the principal response agencies' response to such sites/ events whether a major emergency is declared or not.

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12.2 SEVESO (COMAH) SITES

These are defined as Industrial sites that, because of the presence of dangerous substances in sufficient quantities, are regulated under Council Directives 96/82/EC and 2003/105/EC, commonly referred to as the Seveso II Directive.

The Health & Safety Authority has been nominated as the Central Competent Authority for Ireland²¹ and, as such, is charged with the enforcement of the Regulations. The Principal Response Agencies including Dublin City Council (relevant Local Authority) and the Dublin Port Company (the relevant Port Company) are each designated under the Irish regulations as a Local Competent Authority²². In relation to an upper tier site, each relevant local competent authority is required to prepare an external emergency plan for action outside the establishment, which shall include arrangements for co-ordinating off-site action and resources²³.

The industry concerned is required to inform the public in the vicinity of the plant regarding the nature of the hazards and to draw up an on-site emergency plan.

In the Dublin City Council administrative area there are eight (8) upper tier sites (see section 15.3) notified to the Health & Safety Authority (January 2013) for which inter-agency specific off-site plans have been prepared.

There are nine (9) lower tier sites in the city area where the operators are subject to the regulations but specific off-site plans are not required. The generic response arrangements as set out in this document will be applied to an accident at any of these establishments.

12.3 DUBLIN PORT

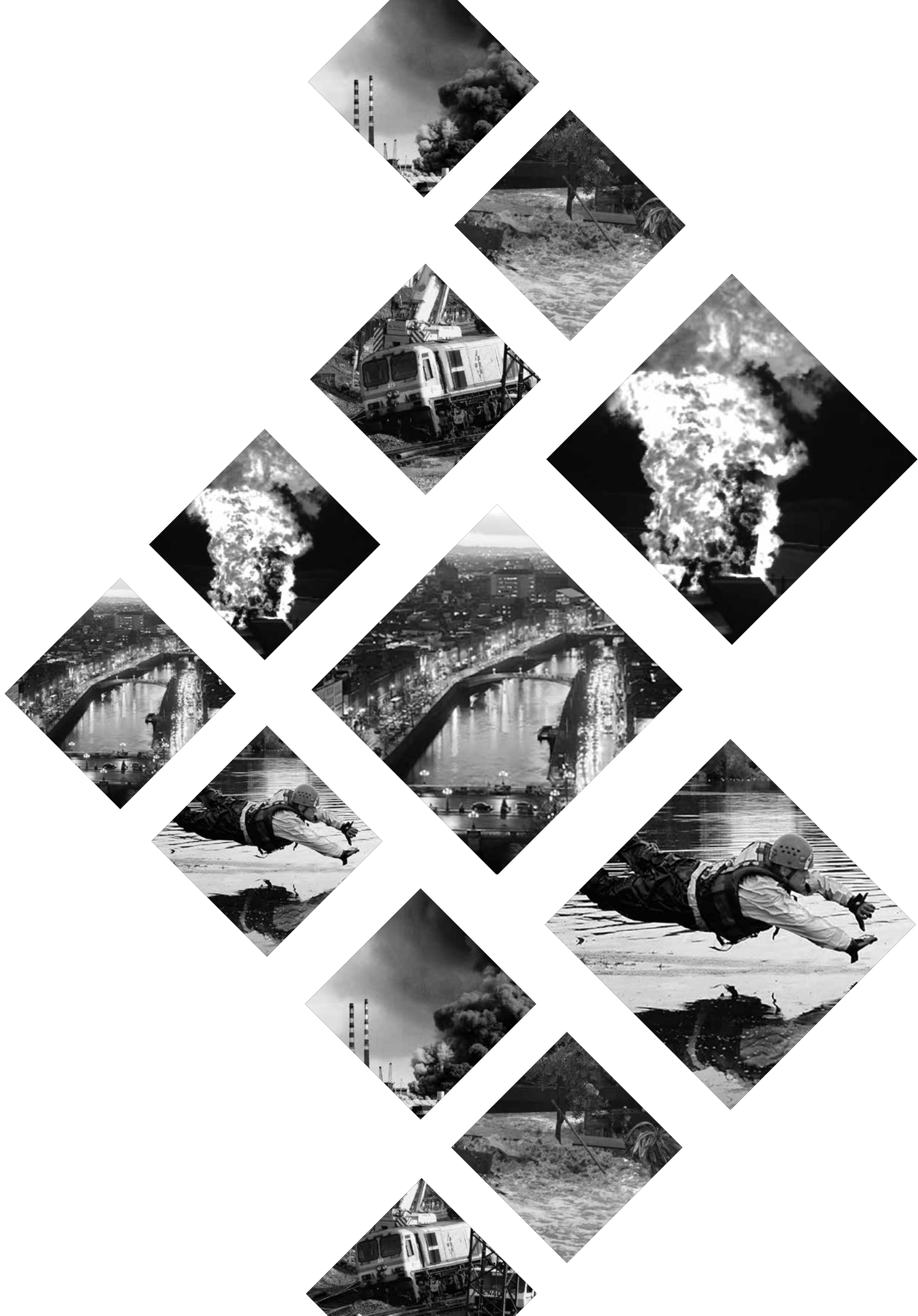
Dublin Port, a critical facility in the national infrastructure, is located within the DCC administrative area. Ports are required to prepare emergency plans and to maintain emergency services commensurate with the categories of craft using the port. Dublin Port authorities generally request the attendance of the principal emergency services at alerts, incidents and exercises occurring at the facility. Where appropriate, a major emergency may be declared by the PRA's when responding to an incident in Dublin Port.

²¹ Regulation 5(1)(a)

²² Regulations 5(1)(b)

²³ Regulation 16

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Section 13 THE RECOVERY PHASE

In many scenarios the response phase to an “emergency” can be relatively short in comparison to the recovery phase. Short-term recovery includes actions taken to assess damage and return normal support systems to minimum operating standards. Long-term recovery can take months or even years to complete as it seeks to address the enduring human, physical, environmental, social and economic consequences of emergencies.

As with response, recovery is not just a matter for the statutory agencies; the private sector and the community itself will play a crucial role. Response and recovery are not discrete phases and they do not occur sequentially. The recovery process is an integral part of the objectives of the combined response from the early stages of the response phase, and decisions and actions taken during this period can influence the longer-term recovery outcomes.

To achieve this, the local coordination group should incorporate the strategic assessment of both the response and recovery needs in parallel wherever possible. There is the need to establish a clear line of handover to effect the transition from response to recovery. The chair of the Local Co-ordination Group will agree with the representatives of the PRA (s) a date and time for the transition from response phase to recovery phase. The nature and extent of the recovery management issues needing to be addressed will, to a large extent, determine who is represented at recovery management meeting(s) of the Local Co-ordination Group.

13.1 COMMUNITY RECOVERY

As the City Council has the primary role in restoring normality after many emergencies this can include the convening of a dedicated recovery management team as a sub-group of the LCG if appropriate to support the recovery process.

While the restoration of essential utility services such as power, fuel supplies and drinking water can be ongoing during the event, the recovery management team/ sub-group can undertake an assessment of recovery needs, establish priorities for action and formulate a recovery plan to include:

- Assisting the physical and emotional recovery of victims;
- Providing support and services to persons affected by the emergency;
- Clean-up of damaged areas;
- Restoration of infrastructure and public services;
- Supporting the recovery of affected communities;
- Planning and managing community events related to the emergency;
- Investigations/inquiries into the events and/or the response;
- Restoring normal functioning to the principal response agencies; and
- Managing economic consequences

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13.1.1 COMMUNITY AND INDIVIDUAL SUPPORT

The services and staff of Dublin City Council can provide a wide range of skills and resources drawn from its day-to-day operations to support the recovery process. Such services include waste disposal, provision of support to local authority households, responding to community welfare needs (e.g. housing) and the restoration of sanitary services.

When an emergency has resulted in loss of life, consideration should be given

to holding an informal, multi-denominational memorial service within 4 or 5 days of the emergency. Bereaved relatives, survivors, members of the local community, the emergency services and support organisations should be invited to attend. Such a service helps to dissipate grief and fittingly marks the end of the immediate response to the emergency.

In consultation with the Local Coordination Group the DCC representative will arrange with the Area Manager the delegation of the Public Domain Officer to coordinate such arrangements on behalf of the PRA (s).

13.1.2 MANAGING OF PUBLIC APPEALS AND EXTERNAL AID.

There is a need for the co-ordination of emerging recovery issues, such as managing public appeals and external aid, from the earliest stages of the response phase. In a major emergency, it is quite likely that members of the public will want to donate money to help the victims. The Irish Red Cross Society may be approached to set up and administer post-disaster appeal funds.²⁴

13.2 CLEAN-UP

The removal of debris and contaminated waste is one of the principal concerns for the Council and its services will be deployed to assist in the clean-up operation in the aftermath of an emergency. In consultation with the Environmental Protection Agency, specialist companies and insurance companies, the waste management unit will commence the clean up of a site as soon as possible while ensuring there is no hindrance to the investigation process. Careful consideration must be provided for the removal of contaminated debris to locations that will not affect communities.

13.3 RESTORATION OF INFRASTRUCTURE AND SERVICES.

Dublin City Council will ensure that its critical services are restored to the affected communities as quickly as possible. The claims management unit should be involved at this stage as there may be the possibility of claims accruing as a result of damage to Local Authority housing stock.

²⁴ The British Red Cross Disaster Appeal Scheme, published in March 2001, provides a comprehensive guide to setting up and administering post-disaster appeal funds.

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13.3.1 PROCEDURES AND ARRANGEMENTS FOR MONITORING THE SITUATION

At a point when the issues on the agendas of Co-ordination Groups are largely recovery focussed, it may be appropriate to re-title the group as the Local, Regional or National Recovery Co-ordination Group. This group will be responsible for monitoring the situation until the normal management processes can more appropriately deal with the issues arising.

13.3.2 PROCEDURE FOR LIAISON WITH UTILITIES

Utilities i.e. gas, electricity, water and telecommunications companies may require access to the affected area in order to restore essential services to the community. Once the cordoning requirements have been stood down and the investigative process has ended requests for access may be managed by the recovery group until routine arrangements apply.

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13.3.3 HOW THE ORDER OF PRIORITIES ARE TO BE DETERMINED

Dublin City Council will in the first instance exercise the functions of the local authority as outlined in the Framework i.e.

- Site clearance, demolition, clear-up operations, removal and disposal of debris
- Arranging/overseeing clean-up of affected areas
- Limiting damage to infrastructure and property

The following will then be addressed in the order as written:

- ▶ Ensure that all personnel who have responded to the emergency are thanked for their role in assisting the community and provided with support in dealing with the consequences of their involvement.
- ▶ Support the restoration of services to the affected community to the standard pertaining before the incident.
- ▶ Undertake a costing of all expenditure accrued in responding and recovering from the incident
- ▶ Collate and review all logs, documents and photographic material
- ▶ Prepare a public report on the City Council response to the incident
- ▶ Instigate a review of the response and formulate recommendations for improvements to the response
- ▶ Participate fully in any independent review /inquiry relating to the incident
- ▶ Update the Major Emergency Plan in light of lessons learned
- ▶ Do a risk assessment and undertake mitigation options as required

13.3.4 PROTECTION MEASURES AGAINST CONTINUING HAZARDS.

Dublin City Council will undertake an evaluation of the likely causes of the incident and will initiate and undertake any mitigation measures which are within its powers.

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Section 14 REVIEW OF THE MAJOR EMERGENCY PLAN

The City Council is committed to the continual review and improvement of this plan. As such this plan will remain an evolving document. In practice, this means that the Council will actively monitor the content of the plan against contemporary good practice and issue important amendments as required. The first issue of the plan has been designed in the format of a loose-leaf binder to facilitate the inclusion of any such amendments. Subsequent issues will be in electronic format and each update will be given an issue number with the last issue being the active document, each holder of a hard copy must ensure they update their issue accordingly.

14.1 INTERNAL REVIEW PROCESS

An internal review of the Major Emergency Plan will be undertaken by Dublin City Council on an annual basis, the review will be held every September or on the annual date of publication. The responsibilities of the designated Dublin City Council officer shall be to: -

- Update the details of individuals that hold key positions in the Major Emergency plan
- Update the risk holders within the functional area of Dublin City Council
- Update names and numbers of utility companies, private companies etc
- Review current risk assessments and update as required.
- Support the exercise programme as laid down by the MEM Regional Steering group
- Post the plan on the City Council Intranet and distribute updates to all agencies on the distribution list.
- Collate details of changes to the appendices, annexes and/or sub-plans and notify all persons / agencies on the distribution list.
- Facilitate the annual meeting of Local Authority Emergency Planning group to appraise and update this Plan.
- Coordinate the external monitoring and appraisal of the plan
- Maintain awareness of the plan within Dublin City Council

14.2 EXTERNAL REVIEW AND AMENDMENTS

On completion of the internal review process by the City Council the subsequent appraisal will be reviewed and validated by the East Region Steering Group on Major Emergency Management. This appraisal will also be reviewed and validated by the Department of the Environment, Community and Local Government. Any issues arising

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from the review will be referred back to Dublin City Council for appropriate action. In cases of disagreement between the Local Authority and the Regional Steering Group, the National Steering Group will be consulted to decide on the issue.

14.2.1 INTER-AGENCY REVIEW PROCESS AT THE REGIONAL MAJOR EMERGENCY GROUP

This plan will be reviewed and validated annually by the East Region Steering Group with each of the other principal response agency's Major Emergency Plans. This will include updating and amending the plans as mentioned in section 14.1 of this document.

14.2.2 REVIEW OF THE MEP BY THE DEPARTMENT OF THE ENVIRONMENT, COMMUNITY AND LOCAL GOVERNMENT.

In addition to Dublin City Council Local Authority's Major Emergency Plan being reviewed locally and regionally on an annual basis, it must also be reviewed and validated by the Department of the Environment, Community and Local Government. Any issues arising from the review should be referred back to Dublin City Council for appropriate action.

14.3 AFTER ACTION REVIEW AND REPORTS

Once the Major Emergency Plan has been stood down, each of the services and agencies involved in the incident will hold a series of operational hot- debriefs. Initially these will be confined to each particular service, but later a multi-agency cold-debrief will be held (Multi-agency debriefs should consider the contribution provided by other, non-emergency services) and lessons learned will be incorporated into this plan and sub-plans as appropriate.

14.3.1 INTERNAL REVIEW OF PERFORMANCE

In addition to the review process outlined in the sections above, which takes place annually on a local, regional and national level, the Major Emergency Plan for Dublin City Council and the performance of the Local Authority as a principal response agency will also be reviewed following a major incident at county/ region or even national level, when there are lessons to be learned. Should any new risks become apparent in the County, the plan will be reviewed to reflect this.

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14.3.2 EXTERNAL REVIEW OF THE CO-ORDINATION FUNCTION

Multi-agency debriefs should consider the contribution provided by not only each other but also other, non-emergency service agencies. This is notwithstanding the potential conflict of interest that may result in later investigations. This aspect should be considered when inviting agencies other than emergency services to the 'debrief'.

Multi-agency reviews must also be conducted on an annual basis between the principle response agencies on both a local and regional level basis. This will include reviewing and reporting on the co-ordination function of the agencies.

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Comhairle Cathrach
Bhaile Átha Cliath
Dublin City Council

Dublin City Council, Dublin Fire Brigade

Major Emergency Management Office

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