



A FRAMEWORK FOR MAJOR EMERGENCY MANAGEMENT APPENDICES



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Introduction to Appendices

The Framework for Major Emergency Management (2006) replaces the *Framework for Co-ordinated Response to Major Emergency*, which has underpinned major emergency preparedness and response capability since 1984. The Framework sets out the arrangements, by which the principal response agencies will work together in the management of large-scale incidents. It also sets out arrangements by which other services can support and work with the principal response agencies in reacting to and managing major emergencies. Furthermore, the Framework provides mechanisms for linking the work of the principal response agencies with those at other levels of Government and provides guidance for bodies and agencies, which are involved in different aspects of emergency management, on how they should interact with the principal response agencies.

The Appendices to the Framework are intended to support the Framework text and to provide extra detail in a number of key areas.

Appendix F1 The Principal Response Agencies:

This Appendix lists and provides details on the principal agencies for responding to major emergencies in Ireland.

Appendix F2 The National Steering Group:

This Appendix provides the terms of reference and lists the membership of the National Steering Group.

Appendix F3 Glossary of Terms and Acronyms:

This Appendix sets out common language/terminology which is used in the Framework and which should be used by all agencies.

Appendix F4 Major Emergency Management at Regional Level:

This Appendix explains the regional aspects of major emergency management and contains a map of the regions for Major Emergency Management.

Appendix F5 Functions of Principal Response Agencies:

This Appendix sets out the functions assigned to each of the principal response agencies.

Appendix F6 Weather Forecasts and Public Service Severe Weather Warnings:

This Appendix provides details of the arrangements put in place by Met Éireann for weather forecasts and Public Service Severe Weather warnings.

Appendix F7 Designation of Lead Agency:

This Appendix sets out the mechanisms for determining the lead agency in different situations.



Appendix F8 Decision-Making Mandates:

This Appendix summarises the decision-making mandates associated with key roles in major emergency response.

Appendix F9 Co-ordination Centres:

This Appendix provides guidance on the design and operation of Co-ordination Centres.

Appendix F10 Information Management System:

This Appendix provides for a generic information management system to facilitate decision-making.

Appendix F11 Site Management Arrangements:

This Appendix sets out and defines typical site management arrangements, which should be aspired to at all emergencies.

Appendix F12 Identification of Personnel at the Site of a Major Emergency:

This Appendix gives guidance on the ready identification of personnel of the different services.

Appendix F13 Procedures for Mobilising External Resources:

This Appendix sets out procedures for mobilising assistance from other organisations and agencies.

Appendix F14 Fatal Casualties:

This Appendix provides information on the process for dealing with fatal casualties, including the role of the Coroner, as set out in the Coroner’s Act, 1962.



Appendix F1: The Principal Response Agencies

The principal response agencies (PRAs) for major emergencies occurring in Ireland are **An Garda Síochána**, the **Health Service Executive**, and the principal **Local Authorities**. These are the bodies that are designated by Government to respond in accordance with the Framework. These agencies also provide the country's principal emergency services, which usually provide the initial response to major emergencies. Details of the principal response agencies are set out below.

An Garda Síochána

The Divisions of An Garda Síochána are as follows:

Division of Carlow / Kildare
Division of Cavan / Monaghan
Division of Clare
Division of Cork City
Division of Cork North
Division of Cork West
Division of Donegal
Dublin Metropolitan Region North Central Division
Dublin Metropolitan Region Northern Division
Dublin Metropolitan Region Western Division
Dublin Metropolitan Region South Central Division
Dublin Metropolitan Region Southern Division
Dublin Metropolitan Region Eastern Region
Division of Galway West
Division of Kerry
Division of Laois / Offaly
Division of Limerick
Division of Longford / Westmeath
Division of Louth / Meath
Division of Mayo
Division of Roscommon / Galway East
Division of Sligo / Leitrim
Division of Tipperary
Division of Waterford / Kilkenny
Division of Wexford



Health Service Executive

The Health Service Executive was officially established on January 1st, 2005, to manage and deliver health and personal social services in this country. These health and social services are divided into three service delivery units as follows:

- Population Health promotes and protects the health of the entire population;
- Primary, Community and Continuing Care (PCCC) delivers non acute services in the community; and
- National Hospitals Office (NHO) provides acute hospital and ambulance services throughout the country.

All of the services provided by PCCC and NHO are delivered through four Administrative Areas as follows:

Dublin Mid-Leinster

Kildare, Laois, Longford, Offaly, South Dublin, Westmeath and Wicklow.

Dublin North East

Cavan, Louth, Meath, Monaghan and North Dublin.

South

Carlow, Cork, Kerry, Kilkenny, South Tipperary, Waterford and Wexford,

West

Clare, Donegal, Galway, Leitrim, Limerick, Mayo, Roscommon, Sligo and North Tipperary.

Within these four areas, Primary, Community and Continuing Care services are delivered through 32 Local Health Offices (LHOs) and National Hospitals Office services are delivered through eight hospital networks.





Local Authorities

The principal local authorities that are involved directly in major emergency management are listed below.

Carlow County Council
Cavan County Council
Clare County Council
Cork City Council
Cork County Council
Donegal County Council
Dublin City Council
Dún Laoghaire - Rathdown County Council
Fingal County Council
Galway City Council
Galway County Council
Kerry County Council
Kildare County Council
Kilkenny County Council
Laois County Council
Leitrim County council
Limerick City Council
Limerick County Council
Longford County Council
Louth County Council
Mayo County Council
Meath County Council
Monaghan County Council
North Tipperary County Council
Offaly County Council
Roscommon County Council
Sligo County Council
South Dublin County Council
South Tipperary County Council
Waterford City Council
Waterford County Council
Westmeath County Council
Wexford County Council
Wicklow County Council

Appendix F2: National Steering Group

Introduction

The National Steering Group for the implementation of the Framework was established by Government Decision and replaces the Inter-Departmental Committee on Major Emergencies.

National Steering Group Membership

The National Steering Group is chaired and supported by the Department of the Environment, Heritage and Local government and consists of representatives of -

- The Department of the Environment, Heritage and Local Government
- The Department of Defence
- The Department of Health and Children
- The Department of Justice, Equality and Law Reform
- An Garda Síochána
- The Health Service Executive
- The Local Authorities
- The Defence Forces

National Steering Group Terms of Reference

To perform the national level functions set out in the Framework and to -

- oversee the initial development programme for the implementation of the Framework;
- continue to develop, maintain and update the new Framework in light of the experience of its application
- report on these issues to the government Task Force on Emergency Planning.

Appendix F3: Glossary of Terms and Acronyms

Glossary of Terms

Ambulance Loading Point	An area, close to the Casualty Clearing Station, where casualties are transferred to ambulances for transport to hospital.
Body Holding Area	An area, under the control of An Garda Síochána, where the dead can be held temporarily until transferred to a Mortuary or Temporary Mortuary.
Business Continuity	The processes and procedures an organisation puts in place to ensure that essential functions can continue during and after an adverse event.
Casualty	Any person killed or injured during the event. (For the purpose of the Casualty Bureau it also includes survivors, missing persons and evacuees).
Casualty Bureau / Casualty Information Centre	Central contact and information point, operated by An Garda Síochána, for all those seeking or providing information about individuals who may have been involved.
Casualty Clearing Station	The area established at the site by the ambulance service, where casualties are collected, triaged, treated and prepared for evacuation.
Casualty Form	A standard form, completed in respect of each casualty and collated in the Casualty Bureau.
Civil Protection	The term used in the European Union to describe the collective approach to protecting populations from a wide range of hazards.
Collaboration	Working jointly on an activity.
Command	The process of directing the operations of all or part of a particular service (or group of services) by giving direct orders.



Control	The process of influencing the activity of a service or group of services, by setting tasks, objectives or targets, without necessarily having the authority to give direct orders.
Controller of Operations	The person given authority by a principal response agency to control all elements of its activities at and about the site.
Co-operation	Working together towards the same end.
Co-ordination	Bringing the different elements of a complex activity or organisation into an efficient relationship through a negotiated process.
Cordons	The designated perimeters of an emergency site, with an Outer Cordon, an Inner Cordon, a Traffic Cordon and a Danger Area Cordon, as appropriate.
Crisis Management Team	A strategic level management group, which consists of senior managers from within the principal response agency, which is assembled to manage a crisis and deal with issues arising for the agency both during the emergency and the subsequent recovery phase.
Danger Area	An area where there is a definite risk to rescue personnel, over and above that which would normally pertain at emergency operations
Decision Making Mandate	Establishes the envelopes of empowered activity and decision-making to be expected, without references to higher authorities, see Appendix F9.
Decontamination	A procedure employed to remove hazardous materials from people and equipment.
Emergency Response	The short term measures taken to respond to situations which have occurred.
Evacuation	The process whereby people are directed away from an area where there is danger, whether immediate or anticipated.





Evacuation Assembly Point	A building or area to which evacuees are directed for onward transportation.
Friends and Relatives Reception Centre	A secure area, operated by An Garda Síochána, for the use of friends and relatives arriving at or near the site of the emergency.
Garda Code Instructions	A document containing instructions, legislation, processes and procedures in respect of the day-to-day management of An Garda Síochána.
Hazard	Any phenomenon with the potential to cause direct harm to members of the community, the environment or physical infrastructure, or being potentially damaging to the economic and social infrastructure.
Hazard Identification	A stage in the Risk Assessment process where potential hazards are identified and recorded.
Hazard Analysis	A process by which the hazards facing a particular community, region or country are analysed and assessed in terms of the threat/risk which they pose.
Holding Area	An area at the site, to which resources and personnel, which are not immediately required, are directed to await deployment.
Hospital Casualty Officer	The Member of An Garda Síochána responsible for collecting all information on casualties arriving at a receiving hospital.
Impact	The consequences of a hazardous event being realised, expressed in terms of a negative impact on human welfare, damage to the environment or the physical infrastructure or other negative consequences.
Information Management Officer	A designated member of the support team of a principal response agency who has competency/training in the area of information management.



Information Management System	A system for the gathering, handling, use and dissemination of information.
Investigating Agencies	Those organisations with a legal duty to investigate the causes of an event.
Lead Agency	The principal response agency that is assigned the responsibility and mandate for the coordination function, see Appendix F9.
Likelihood	The probability or chance of an event occurring.
Local Co-ordination Centre	A pre-nominated building, typically at county or sub-county level, with support arrangements in place, and used for meetings of the Local Co-ordination Group.
Local Co-ordination Group	A group of senior representatives from the three principal response agencies (An Garda Síochána, HSE and Local Authority) whose function is to facilitate strategic level co-ordination, make policy decisions, liaise with regional/national level coordination centres, if appropriate, and facilitate the distribution of information to the media and the public.
Major Emergency Management	The range of measures taken under the five stages of the emergency management paradigm described in Section 1.7.
Major Emergency Plan	A plan prepared by one of the Principal Response Agencies.
Major Emergency	Any 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 principal emergency services in the area in which the event occurs, and requiring the activation of specific additional procedures to ensure effective, co-ordinated response.



Media Centre	A building/area specifically designated for use by the media, and for liaison between the media and the principal response agencies.
Media Holding Statements	Statements that contain generic information that has been assembled in advance, along with preliminary incident information, that can be released in the early stages of the emergency.
Mitigation	A part of risk management and includes all actions taken to eliminate or reduce the risk to people, property and the environment from the hazards which threaten them.
Mutual Aid	The provision of services and assistance by one organisation to another.
National Emergency Co-ordination Centre	A centre designated for inter-departmental co-ordination purposes.
On-Site Coordinator	The person from the lead agency with the role of co-ordinating the activities of all agencies responding to an emergency.
On-Site Coordination Centre	Specific area/facility at the Site Control Point where the On-Site Co-ordinator is located and the On-Site Co-ordination Group meet.
On-Site Co-ordination Group	Group that includes the On-Site Co-ordinator and the Controllers of Operations of the other two agencies, an Information Management Officer, a Media Liaison Officer and others as appropriate.
Operational Level	The level at which the management of hands-on work is undertaken at the incident site(s) or associated areas.
Principal Emergency Services (PES)	The services which respond to normal emergencies in Ireland, namely An Garda Síochána, the Ambulance Service and the Fire Service.



Principal Response Agencies (PRA)	The agencies designated by the Government to respond to Major Emergencies i.e. An Garda Síochána, the Health Service Executive and the Local Authorities.
Protocol	A set of standard procedures for carrying out a task or managing a specific situation.
Receiving Hospital	A hospital designated by the Health Service Executive to be a principal location to which major emergency casualties are directed.
Recovery	The process of restoring and rebuilding communities, infrastructure, buildings and services.
Regional Co-ordination Centre	A pre-nominated building, typically at regional level, with support arrangements in place and used by the Regional Co-ordination Group.
Regional Co-ordination Group	A group of senior representatives of all relevant principal response agencies, whose function is to facilitate strategic level co-ordination at regional level.
Rendezvous Point (RVP)	The Rendezvous Point is the location to which all resources responding to the emergency site are directed in the first instance. An Garda Síochána will organise the Rendezvous Point. Other services may have one of their officers present to direct responding vehicles into action or to that service's Holding Area.
Response	The actions taken immediately before, during and/or directly after an emergency.
Resilience	The term used to describe the inherent capacity of communities, services and infrastructure to withstand the consequences of an incident, and to recover/restore normality.
Rest Centre	Premises where persons evacuated during an emergency are provided with appropriate welfare and shelter.



Risk	The combination of the likelihood of a hazardous event and its potential impact.
Risk Assessment	A systematic process of identifying and evaluating, either qualitatively or quantitatively, the risk resulting from specific hazards.
Risk Holders	Organisations and companies, which own and/or operate facilities and/or services where relevant hazards are found, such as Airlines, Chemical Manufacturers, etc.
Risk Management	Actions taken to reduce the probability of an event occurring or to mitigate its consequences.
Risk Matrix	A matrix of likelihood and impact on which the results of a risk assessment are plotted.
Risk Regulators	Bodies with statutory responsibility for the regulation of activities where there are associated risks, such as the Health and Safety Authority, the Irish Aviation Authority, etc.
Scenario	A hypothetical sequence of events, usually based on real experiences or on a projection of the consequences of hazards identified during the risk assessment process.
SEVESO sites	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.
Site Casualty Officer	The Member of An Garda Síochána with responsibility for collecting all information on casualties at the site.
Site Control Point	The place at a major emergency site from which the Controllers of Operations control, direct and co-ordinate their organisation's response to the emergency.
Site Medical Officer	The medical officer with overall medical responsibility at the site, who will liaise with the health service Controller



of Operations on all issues related to the treatment of casualties.

Site Medical Team	A team drawn from a pre-arranged complement of doctors and nurses, with relevant experience and training, which will be sent to the site, if required.
Site Management Plan	The arrangement of the elements of a typical major emergency site, matched to the terrain of the emergency, as determined by the On-Site Co-ordination Group.
Standard Operating Procedures	Sets of instructions, covering those features of an operation that lend themselves to a definite or standardised procedure, without loss of effectiveness.
Support Team	A pre-designated group formed to support and assist individuals operating in key roles, such as On-Site Co-ordinator, Chair of Local Co-ordination Group, etc.
Strategic Level	The level of management that is concerned with the broader and long-term implications of the emergency and which establishes the policies and framework within which decisions at the tactical level are taken.
Survivor Reception Centre	Secure location to which survivors, not requiring hospital treatment, can be taken for shelter, first aid, interview and documentation.
Tactical Level	The level at which the emergency is managed, including issues such as, allocation of resources, the procurement of additional resources, if required, and the planning and co-ordination of ongoing operations.
Temporary Mortuary	A building or vehicle adapted for temporary use as a mortuary in which post mortem examinations can take place.
Triage	A process of assessing casualties and deciding the priority of their treatment and/or evacuation.



Acronyms

AAIU	Air Accident Investigation Unit
CCBRN	Conventional Explosive, Chemical, Biological, Radiological or Nuclear
CMT	Crisis Management Team
EOD	Explosives Ordnance Disposal
ICG	Irish Coast Guard
METHANE	Major Emergency Declared Exact Location of the emergency Type of Emergency (Transport, Chemical etc) Hazards present and potential Access/egress routes Number and Types of Casualties Emergency services present and required
MOU	Memorandum of Understanding
NEPNA	National Emergency Plan for Nuclear Accidents
NOTAM	Notice to Airmen
PDF	Permanent Defence Forces
PES	Principle Emergency Services
PRA	Principle Response Agency
RVP	Rendezvous Point
SAR	Search and Rescue
SLA	Service Level Agreement
SOP	Standard Operating Procedure
VIP	Very Important Person

Appendix F4: Major Emergency Management at Regional Level

Introduction

The Framework provides for the development of both planning and response aspects of major emergency management at a regional level. In terms of planning, the current practice whereby preparedness is co-ordinated in a number of regions is adopted and applied to the entire country.

In terms of response, under certain specific circumstances regional level major emergencies may be declared, with a Plan for Regional Level Co-ordination activated. This will provide for mutual aid, support and co-ordination facilities to be activated in a region, the boundaries of which are determined to suit the exigencies of the particular emergency.


Regional Preparedness

Building on good practice that has emerged over the years, the Framework requires that the principal response agencies, within defined regions, should work together to co-ordinate the inter-agency aspects of major emergency preparedness and management.

In keeping with current practice, the Framework provides that a Regional Steering Group on Major Emergency Management should be formed, comprising the senior personnel of the principal response agencies, within each of the eight regions set out below. The primary role of the Regional Steering Group on Major Emergency Management will be to ensure that:

- the regional aspects of preparedness set out in the Framework are delivered;
- an annual budget to support regional preparedness activities is provided;
- a regional level major emergency management development programme is prepared and implemented;
- a regional level risk assessment is carried out;
- appropriate mitigation steps are taken in respect of priority risks;
- a Plan for Regional Level Co-ordination is prepared;
- Local and Regional Co-ordination Centres are designed and developed; and
- the output from each principal response agency's preparedness assessment is reviewed and validated

A Regional Working Group on Major Emergency Management should be established to support and progress major emergency management in the region. The membership of the Regional Working Group on Major Emergency Management should be drawn from key personnel in the principal response agencies. A Working Group chair, who will report to the Regional Steering Group, should be appointed for a two-year term.



It will be necessary for the principal response agencies to provide support and personnel for the work of the Regional Steering and Working Groups. To achieve this it may be appropriate that one (or more, as appropriate) of the principal response agencies should act as a contracting authority on behalf of the Regional Steering Group, for instance, in the procurement of specific facilities or equipment. Similarly, it may be necessary for secondment or other appropriate arrangements to be made to enable a small number of personnel from the principal response agencies to work full time on aspects of the regional major emergency management work programme.

Both the Regional Steering Group and the Working Group may invite others that they deem appropriate, such as the Defence Forces, the voluntary emergency services, utilities and private sector organisations, to attend and participate in their work.

Each Regional Steering Group on Major Emergency Management should be convened, chaired and serviced by one of the three principal response agencies, on an annual rotating basis, i.e. a Division of An Garda Síochána, Health Service Executive Area and a Local Authority, in three-year rolling sequence.

The arrangements set out in the Framework are intended to ensure that co-ordination of inter-agency preparedness takes place in an effective manner. Nothing in these arrangements is intended to inhibit or discourage existing inter-agency collaboration on the basis of geographical sub-sets of these regions.

Regions for Major Emergency Purposes

This Appendix sets out eight regions for Major Emergency Management purposes. These regions are shown in the Map below, and reflect the current situation whereby regional level co-ordination of preparedness has been taking place.

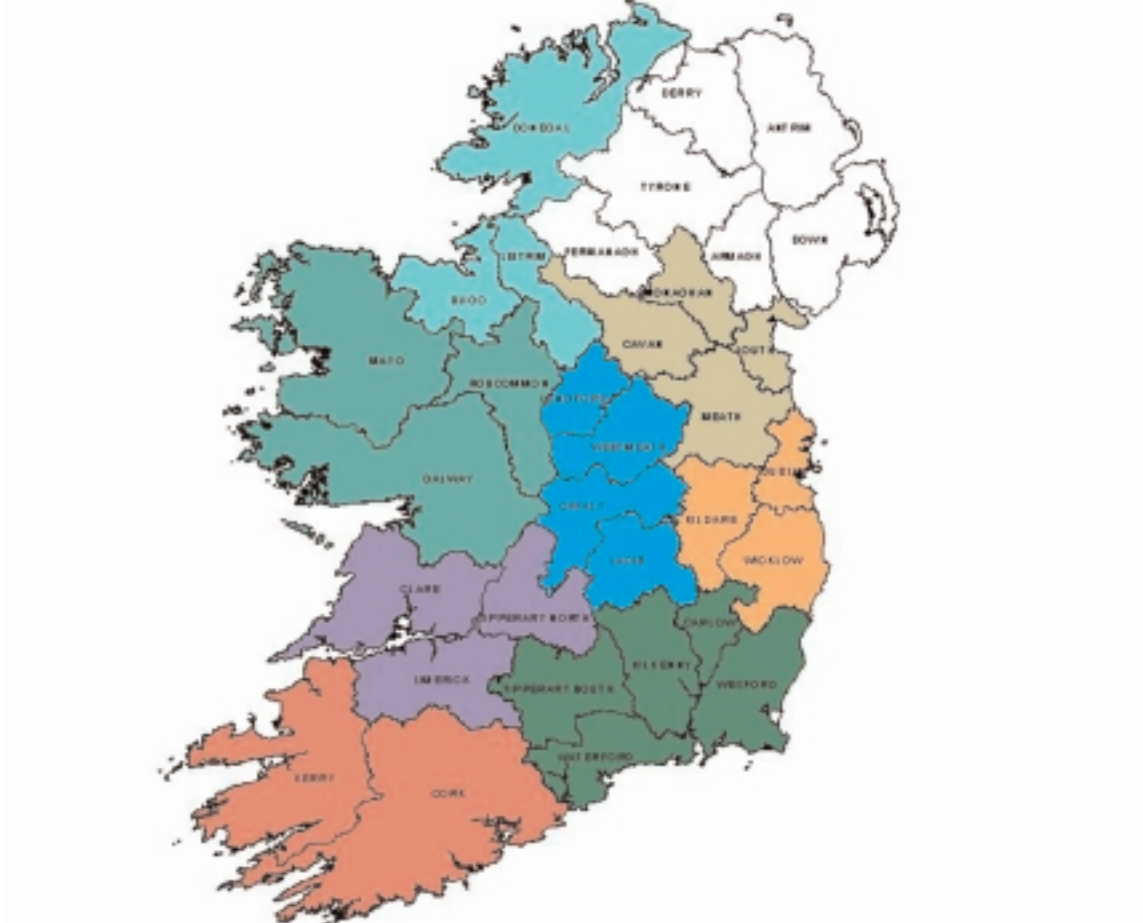
Regional Level Major Emergencies

In certain circumstances, the Framework provides that the local response to a major emergency may be scaled up to a regional level. This may occur 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; or,
- the consequences of the emergency are likely to impact significantly outside of the local area; or,
- the incident(s) is spread over the area of more than one Local Authority or Division of An Garda Síochána; or,




FIGURE 4.1
Map of the Major Emergency Management Regions



- 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 key provision for ensuring co-ordination of the extended response is the activation of a Regional Co-ordination 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”. The boundaries of the actual “region” for response purposes





should be determined by the lead agency, which has declared the regional level emergency, in light of the circumstances prevailing, or likely to develop. The regions for response purposes need not necessarily coincide with the designated regions for preparedness.

The lead agency which has declared the regional level emergency will convene and chair the Regional Co-ordination Group.

Depending on the circumstances, the goal of regional co-ordination may be achieved by using:

- a single Regional Co-ordination Centre; or
- a Regional Co-ordination Centre supported by one or more Local Co-ordination Centres.

The method of operation of a Regional Co-ordination Centre will be similar to that of a Local Co-ordination Centre and further guidance may be found in Appendix F9.

Any of the nominated Local Co-ordination Centres may be used as a Regional Co-ordination Centre, or a specific Regional Centre may be designated for this purpose. The choice of location will be determined in each situation by the Chair of the Local Co-ordinating Group declaring the regional level major emergency and will depend on the location and nature of the emergency and any associated infrastructural damage. When a Regional Co-ordination Centre is activated, it becomes a key information management system node, with links to each active Local Co-ordination Centre and onward to the Lead Government Department and/or National Emergency Co-ordination Centre, as appropriate.

Plan for Regional Level Co-ordination

The Plan for Regional Level Co-ordination should be consistent with the arrangements set out in the Framework, and be prepared to conform with the guidance set out in *A Guide to Preparing a Major Emergency Plan*.

Appendix F5: Functions of the Principal Response Agencies (including the Principal Emergency Services) in Major Emergency Response

This Appendix sets out the functions assigned in the Framework to each of the principal response agencies, including their emergency services. In general, the allocation of functions reflects the normal functions of the agencies and their services. In the initial stages of a response, it is expected that most of the functions of an agency will be undertaken by the emergency services element of that agency.

The allocation of functions is not intended as a barrier to sensible co-operation (working together towards the same end) and collaboration (working jointly on an activity) by those responding to the site of an emergency.

The boundaries between functions are not always clear, and rarely in an emergency situation is a function exercised unilaterally and without reference to the impact on other services. One of the main purposes of on-site co-ordination is to resolve issues which arise regarding relative priority between functions, and boundary issues around the discharge of these functions. The over-riding objective of protecting life and minimising distress should guide personnel from all services in resolving potential conflicts. It is the responsibility of the On-Site Co-ordinator to make decisions of this type when agreement cannot be reached quickly between the Controllers of Operations.

The information contained in this Appendix also allows the principal response agencies and their emergency services to be familiar with the responsibilities of the other emergency services in emergency situations.

Each service should respond to an emergency in accordance with its own predetermined arrangements, and with the assumption that other services are doing likewise. The principal response agencies may make arrangements with others to assist them in undertaking functions, but responsibility for the functions remains with the principal response agency.

The following are the general functions in responding and managing an emergency assigned by the Framework:

An Garda Síochána

An Garda Síochána should undertake the following functions in the response to a major emergency:

- declaration of a Major Emergency and notifying the other two relevant principal response agencies;
- activation of predetermined procedures/arrangements in accordance with its Major Emergency Mobilisation Procedure;

- requesting assistance from the Defence Forces in line with agreed protocols, MOUs, SLAs and current practices;
- acting as lead agency, where this is determined in accordance with Appendix F7, and undertaking the specified co-ordination function;
- maintaining law and order;
- implementing agreed site plan/management arrangements, as appropriate;
- traffic management;
- crowd control;
- 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;
- recovery of bodies;
- provision of casualty bureaux/casualty information service;
- preservation of the site;
- collection of evidence and forensic work¹;
- assisting the Coroner in the case of fatal casualties, inquiries or criminal proceedings;
- engaging any specialist contractors required to assist with emergency operations;
- exercising control of any voluntary or other service which it mobilises to the site;
- 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 undertaking any countermeasures in its functional area which are required/recommended by an appropriate national body;
- any other function, related to its normal functions, which is necessary for the management of the emergency/crisis;
- any function which the On-Site Co-ordinating Group requests it to perform; and,
- maintaining essential Garda services during the Major Emergency.

Health Service Executive

The Health Service Executive should undertake the following functions in the response to a major emergency: -

- declaration of a Major Emergency and notifying the other two relevant principal response agencies;

¹ Precedence should only be given to this activity where it will not interfere with the protection of life, the rescue of live casualties, and the treatment of casualties

- activation of predetermined procedures/arrangements in accordance with its Major Emergency Mobilisation Procedure;
- acting as lead agency, where this is determined in accordance with Appendix F7, and undertaking the specified coordination function;
- 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;
- provision of community welfare² services;
- 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;
- exercising control of any voluntary or other service which it mobilises to the site;
- 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 co-ordinating³/undertaking any countermeasures in its functional area which are required/recommended by an appropriate national body;
- any other function, related to its normal functions, which is necessary for the management of the emergency/crisis;
- any function which the On-Site Co-ordinating Group requests it to perform; and,
- maintaining essential health services during the Major Emergency.

Local Authority

The Local Authority should undertake the following functions arising from the Framework in the response to a major emergency: -

- declaration of a Major Emergency and notifying the other two relevant principal response agencies;
- mobilisation of predetermined resources and activating predetermined procedures in accordance with its Major Emergency Mobilisation Procedure;
- acting as lead agency, where this is determined in accordance with Appendix F7 and undertaking the specified coordination function;

² Welfare in this case is intended to mean the normal community welfare support services.

³ The Health Service Executive should co-ordinate local aspects of the National Public Health (Infectious Diseases) Emergency Plan

- protection and rescue of persons and property;
- controlling and/or extinguishing of fires;
- dealing with hazardous material incidents including:
 - o identification, containment, neutralisation and clearance of chemical spills and emissions;
 - o decontamination (other than clinical decontamination) on-site of persons affected (under medical supervision where necessary);
- advising on protection of persons threatened, by sheltering or evacuation;
- arranging/overseeing clean-up of affected areas;
- limiting damage to infrastructure and property;
- provision of access/transport to/from the site of the emergency;
- provision of additional lighting required, beyond what the principal emergency services normally carry;
- assisting An Garda Síochána to recover bodies, when requested;
- support for An Garda Síochána forensic work;
- support for the Coroner’s role, including provision of temporary mortuary facilities;
- accommodation and welfare⁴ of evacuees and persons displaced by the emergency;
- provision of food, rest and sanitary facilities as appropriate for personnel involved in the response to the emergency;
- engaging any specialist contractors required to assist with emergency operations;
- exercising control of any voluntary or other service which it mobilises to the site;
- liaison with utilities regarding restoration/maintenance/or enhancing services provided to the site or to persons affected;
- site clearance, demolition, clear-up operations, removal and disposal of debris⁵;
- 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 co-ordinating⁶/undertaking any countermeasures in its functional area which are required/ recommended by an appropriate national body;
- any other function, related to its normal functions, which is necessary for the management of the emergency/crisis;
- any function which the On-Site Co-ordinating Group requests it to perform; and,
- 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.

⁴ Welfare in this case is intended to mean food, bedding, sanitary and washing facilities;

⁵ This should be done after consultation with An Garda Síochána to avoid the possible destruction of evidence.

⁶ The Local Authority should co-ordinate local aspects of National Emergency Plan for Nuclear Accidents

Appendix F6: Weather Forecasts and Public Service Severe Weather Warnings

Weather Forecasts

It will often be important for those who are managing an emergency to have access to accurate information on local weather conditions and weather forecasts. Met Éireann provides a 24-hour service, which may be consulted for general or specific weather forecasts.

The Local Co-ordination Group should make contact with Met Éireann, via the contact points below, and weather information and weather forecasts should be distributed from the Local Co-ordination Centre to the site.

TABLE 6.1
Met Éireann Contact Information

Met Éireann	Duty Forecaster Central Analysis and Forecast Office (24 hour service) Fax	01 – 8064255 01 – 8064217 01 - 8064275	General Forecasting Division, Met Éireann, Glasnevin Hill, Dublin 9 Email – forecasts@met.ie
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The Command, Control or Communication Centres of individual services, acting in a support role, may also wish to access Met Éireann’s forecasting facilities.

Severe Weather

Severe weather emergencies may involve significant threats to infrastructure and vulnerable sections of the community. The Framework provides that Local Authorities are the lead agency for the co-ordination of the response of the principal response agencies to severe weather events. This Appendix provides details of the arrangements put in place by Met Éireann to issue Public Service Severe Weather Warnings to the Local Authorities. Each Local Authority should ensure that effective arrangements are in place to receive and respond promptly to such warnings.

While all severe weather warnings/events will not be major emergencies, Local Authorities should prepare a specific sub-plan in their Major Emergency Plan for leading the response to severe weather events. This is in addition to each Local Authority having a specific plan for responding to severe weather emergencies, whether major emergencies 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 procedures in their plans for responding to notifications from the local authorities of severe weather warnings, whether a major emergency is declared or not. In such situations they should be prepared to carry out their normal functions in emergency management, as well as participating in the co-ordination system.

Met Éireann’s Public Service Severe Weather Warning System

On April 2nd, 2003, Met Éireann introduced revised arrangements for the dissemination of weather warnings to Local Authorities. The new arrangements entail a single system known as Public Service Severe Weather Warning and cover the meteorological conditions/elements – wind, rain, snow, fog, thunderstorm and coastal storm surge. This new system replaced a previous two-tier system of “weather warnings” and “severe weather alerts”.

The emphasis is on warning of weather events that will cause **significant disruption** or **constitute a significant risk for people** with the following guideline minimum criteria: Met Éireann will issue a severe weather warning to Local Authorities where conditions meeting the criteria in the Table 6.2 below are forecast.

TABLE 6.2
Criteria for Severe Weather Warnings

Weather Element	Criteria for Severe Weather Warnings
(1) Wind	Gusts expected of 110km/hr (70mph) , or greater - mention mean speeds and give forecast values in both units (rounded to the nearest 5mph or km/hr) - An isolated gust meeting the criteria would not normally warrant a warning
(2) Rain	50mm or greater rainfall expected in any 24 hour period or 40mm or greater rainfall in any 12 hour period or 30mm or greater rainfall in any 6 hour period
(3) Snow	Significant falls of snow likely to cause accumulations of 3cm or greater below 250m AMSL (Above Mean Sea Level)
(4) Drifting Snow	When forecast



TABLE 6.2 (Continued)

Weather Element	Criteria for Severe Weather Warnings
(5) Thunder	Widespread electrical storms (at least affecting most of one province or equivalent area)
(6) Fog	Widespread and dense fog (at least affecting most of one province or equivalent area)
(7) Coastal Storm Surge	When significant resulting flooding is expected
(8) Freezing rain, drizzle or ice pellets	When such precipitation is forecast

Notes:

The Warnings will only be issued when there is **greater than a 50%** chance of the above criteria being fulfilled.

The appropriate terms are:

Probable: 50-70%

Likely: 70-90%

Very Likely: > 90%

The following terms of lower probability will be used in the message only to indicate more severe conditions than specified in the basic criteria.

Risk: < 20%

Possible: 20-50%

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. On Fridays and on the last 'normal' working day before a holiday period it may be appropriate to issue a preliminary warning or weather watch to Local Authorities.



Appendix F7: Designation of the Lead Agency

The Lead Agency Concept

The Department of Defence's *Strategic Emergency Planning Guidance*⁷ introduced the concept of assigning lead roles to Government Departments in emergency planning in Ireland. The Framework extends that concept to the principal response agencies, and provides that the lead agency should be quickly identified/designated once a major emergency has been declared and assigned responsibility for the co-ordination function.

Determination of Lead Agency

This Appendix sets out the mechanisms for determining the lead agency in different situations. Two mechanisms, which should be applied in sequence by the three Controllers of Operations at the site, are envisaged to determine the lead agency for any emergency.

- The first is by pre-nomination. In Table 7.1 below, pre-nominated lead agencies for common incident types are listed, and this should be the primary basis for determining the lead agency;
- The second is a "default" arrangement, where the categorisations in the table do not seem to apply and the lead agency is not obvious. In these situations, which should be rare, the Local Authority will be the "default" lead agency.

It is important that there is rapid determination of the lead agency in each emergency situation, as this determines which one of the three Controllers of Operations is to act as the On-Site Co-ordinator. When this determination is made, the person assuming the role of On-Site Co-ordinator should note the time and that the determination was made in the presence of the two other controllers on site. This should then be communicated by the On-Site Co-ordinator to all the parties involved in the response, and the On-Site Co-ordinator should begin to undertake that role.

The Framework provides that the lead agency role may change over time, to reflect the changing circumstances of the major emergency. Ownership of the lead agency mantle 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 Department of Defence, *Strategic Emergency Planning Guidance*, (2004)



TABLE 7.1
Pre-nominated Lead Agencies for Different
Categories of Emergency^{8 9}

Emergency Incident Type	Initial Pre-nominated Lead Agency	Likely Change ¹⁰
Road Traffic Accident ¹¹	An Garda Síochána	
Fire	Local Authority ¹²	
Hazardous Materials	Local Authority	
Train Crash	Local Authority	To An Garda Síochána when rescue phase complete
Aircraft Incident	Local Authority	To An Garda Síochána when fire-fighting / rescue phase complete
Rescue	Local Authority	
Weather Related	Local Authority	
Biological Incident	Health Services	
Open Country Search and Rescue (Lowland)	An Garda Síochána	
Open Country Search and Rescue (Mountain)	An Garda Síochána ¹³	

⁸ These pre-nominations of lead agencies are to apply to all emergencies, from normal through the full range of major emergencies.

⁹ The pre-nomination of a lead agency among the principal response agencies does not necessarily imply a change to the designation of lead Government Department, as set out in the Department of Defence’s Strategic Emergency Planning Guidance. The determination of lead Government Department arising from the declaration of a major emergency will be as set out in Section 5.4.5.5 of the Framework.

¹⁰ Likely changes in lead agency will arise from changing circumstances.

¹¹ Road Traffic Accident in this context excludes Road Traffic Accidents involving Hazardous Materials (other than fuel in vehicles).

¹² As its principal emergency service, the fire service is assigned initial responsibility for each category where the Local Authority is designated as lead agency, as it is likely to be the first attendance of that agency at the site. This may become a broader Local Authority function at a later stage of the major emergency.

¹³ An Garda Síochána may be assisted by specialist groups, such as Mountain Rescue teams.



TABLE 7.1 (Continued)

Emergency Incident Type	Initial Pre-nominated Lead Agency	Likely Change¹⁰
Public Order/Crowd Events	An Garda Síochána	
CCBRN¹⁴ Conventional ¹⁵ Chemical Biological Radiological Nuclear ¹⁶	An Garda Síochána	Local Authority Health Service Executive Local Authority Local Authority
Accidental Explosions/ Building Collapse	Local Authority	To An Garda Síochána to investigate when search and rescue complete
Environmental/Pollution	Local Authority	
Marine Emergency Impacting On-Shore	Local Authority ¹⁷	
Water Rescue Inland	An Garda Síochána ¹⁸	

Determination of the Lead Agency in Regional Level Major Emergencies

The Framework provides that Regional Level Major Emergencies may be declared in certain circumstances (See Section 5.4.5.4). The procedure for determining the lead agency in a Regional Level Major Emergency will build from that for determining the lead agency in a Local Major Emergency, and will be as follows:

- the three Controllers of Operations meet on site and determine a lead agency as set out above;


¹⁴ Where terrorist involvement is suspected, An Garda Síochána should assume the lead role, regardless of the agent. Should it subsequently transpire that there is no terrorist involvement, the lead agency may change as indicated above.

¹⁵ The Defence Forces, when requested, will assist An Garda Síochána, in an Aid to the Civil Power role, with Explosive Ordnance Disposal (EOD) teams, at suspected terrorist incidents. Additional Defence Forces support in an Aid to the Civil Power role may be sought, if required.

¹⁶ It is envisaged that Local/Regional involvement would arise only on foot of activation under the National Emergency Plan for Nuclear Accidents (NEPNA).

¹⁷ The Irish Coast Guard has responsibility for co-ordinating response to marine emergencies at sea. The Irish Coast Guard may, in certain circumstances, request the principal emergency services to assist them offshore. When the Irish Coast Guard request the declaration of a major emergency, as provided for in Section 4.2, where casualties are being brought ashore (or pollution is coming, or threatening to come, ashore), the onshore response will be co-ordinated by the Local Authority.

¹⁸ The Irish Coast Guard has responsibility for receiving 999/112 calls and the mobilising of resources to Inland Waterway emergencies. The Framework provides that An Garda Síochána should be the principal response agency to undertake initial co-ordination at inland waterway emergencies. After the initial response, this role may be re-assigned, following consultation between the Irish Coast Guard and An Garda Síochána.

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- the designated person from that lead agency convenes and chairs the Local Co-ordination Group;
 - a Regional Level Major Emergency may be declared by the Chair of the Local Co-ordination Group, following consultation with the other members of the Local Co-ordination Group;
 - the Chair of the Local Co-ordination Group will determine the initial region – and therefore principal response agencies - involved, following consultation with the other members of the Local Co-ordination Group;
 - a Regional Level Co-ordination Group will then be convened and chaired by the same lead agency that has declared the Regional Major Emergency, in accordance with the Plan for Regional Level Co-ordination; and
 - the Regional Level Co-ordination Group should review, and adjust as appropriate, the region involved and the designation of lead agency, when it is in session.

Determination of the Lead Agency where Response Involves Multiple Divisions of An Garda Síochána or Areas of the Health Service Executive or Local Authorities

In certain situations, e.g. where an emergency affects an extensive area or occurs near the borders of Divisions of An Garda Síochána, Health Service Executive Areas or Local Authorities areas, there may be a response from multiple units of the principal response agencies. There should only be one Controller of Operations for each of the three principal response agencies and it is necessary to determine from which unit of the principal response agency the Controller of Operations should come.

An Garda Síochána and the Health Service Executive are national organisations, and issues relating to identifying the Controller or Operations for those services (and the On-Site Co-ordinator in consequence) will be determined internally, generally in discussion between the responding officers of the different units of those services, or by referring the question to an appropriate higher level.

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 in discussion between the responding officers of the different units of those services, the Local Authority Controller of Operations should be the designated person from the Local Authority whose rostered senior fire officer was first to attend the incident.

Each Controller of Operations at a multi-authority response site should ensure that each responding authority is represented on his/her support team. Each agency should continue to exercise control over their own services, as provided for in Section 5.3.1.

Appendix F8: *Decision-Making Mandates*

Introduction

Mandates, in the context of a major emergency response, establish the envelopes of empowered activity and decision-making to be expected, without references to higher authority. Mandates exist at many levels, including Site, Local, Regional and National. They are assigned to/associated with specific roles, e.g. Controllers of Operations, On-Site Co-ordinator, Chair of Local Co-ordination Group, Chair of Regional Co-ordination Group etc. This Appendix provides further guidance on specific mandates associated with a number of key roles.

The purpose of these mandates is to make explicit the decisions that need to be made at the various levels, and to define how decisions are to be arrived at quickly. When a person in an empowered position makes a decision in accordance with these procedures, each service and each principal response agency should implement those aspects that are within their remit.

Associated with this empowerment is the need for individuals holding key roles to hear the views of colleagues in other principal response agencies, and to use the information management systems as part of the decision-making process. These decision-making mandates do not empower unilateral decision-making until the views of the other agencies have been heard and considered.

An important feature of sound, standing mandates is that they can readily be adjusted to meet the needs of a particular set of major emergency circumstances, needs that are likely to be unexpected.

Mandate of the Controller of Operations

The Framework provides that each principal response agency should exercise control over its own services operating on the site, and control over services (other than the other principal response agencies) which it mobilises to the site.

For this purpose, each principal response agency should have a Controller of Operations at the site (or at each site) of the major emergency. The officer in command of the initial response of each principal emergency service should be the principal response agency's Controller of Operations until relieved through the agency's pre-determined process.

The Controller of Operations is empowered to make all decisions relating to his/her agency's functions, but must take account of decisions of the On-Site Co-ordination Group in so doing.



The mandate of the Controller of Operations is set out below:


- to make such decisions as are appropriate to the role of controlling the activities of his/her agency's services at the site (Controlling in this context may mean setting priority objectives for individual services; command of each service should remain with the officers of that service.);
- to meet with the other two controllers and determine the lead agency;
- to undertake the role of On-Site Co-ordinator, where the service s/he represents is identified as the lead agency;
- to participate fully in the site co-ordination activity, including the establishment of a Site Management Plan;
- where another service is the lead agency, to ensure that his/her agency's operations are co-ordinated with the other principal response agencies, including ensuring secure communications with all agencies responding to the major emergency at the site;
- to decide and request the attendance of such services as s/he determines are needed;
- to exercise control over such services as s/he has requested to attend;
- to operate a Holding Area to which personnel from his/her agency will report on arrival at the site of the major emergency and from which they will be deployed;
- to requisition any equipment s/he deems necessary to deal with the incident;
- to seek such advice as s/he requires;
- to maintain a log of his/her agency's activity at the incident site and decisions made;
- to contribute to and ensure information management systems operate effectively;
- and,
- to liaise with his/her principal response agency's Crisis Management Team on the handling of the major emergency.

Mandate of the On-Site Co-ordinator

The primary mechanism used to deliver co-ordination on site is the arrangement for an On-Site Co-ordinator, provided by the lead agency. As soon as they meet, the three Controllers of Operations should determine which is the lead agency, and thereby establish who is the On-Site Co-ordinator.

The On-Site Co-ordinator will chair the On-Site Co-ordinating Group. In addition to the On-Site Co-ordinator, this group should comprise the Controller of Operation of the other two agencies, an Information Management Officer, a Media Officer, an Action Management Officer (where considered appropriate) representatives of other agencies and specialists as appropriate.





While the On-Site Co-ordinator is empowered to make decisions, as set out below, decisions should be arrived at generally by the consensus of the On-Site Co-ordinating Group. Where consensus is not possible, the On-Site Co-ordinator should only make decisions after hearing and considering the views of the other two Controllers.

The mandate of the On-Site Co-ordinator is set out below:


- to assume the role of On-Site Co-ordinator when the three controllers determine the lead agency. Once appointed s/he should note the time and that the determination was made in the presence of the two other controllers on site;
- to inform all parties involved in the response that s/he has assumed the role of On-Site Co-ordinator;
- to determine which facility should be used as the On-Site Co-ordination Centre. Depending on the circumstance, this may be a vehicle designated for the task, a specific, purpose-built vehicle, a tent or other temporary structure or an appropriate space/building adjacent to the site, which can be used for co-ordination purposes;
- to ensure involvement of the three principal response agencies and the principal emergency services (and others, as appropriate) in the On-Site Co-ordination Group;
- to ensure that mandated co-ordination decisions are made promptly and communicated to all involved;
- to ensure that a Scene Management Plan is made, disseminated to all services and applied;
- to develop an auditable list of Actions (an Action Plan) and appoint an Action Management Officer where necessary;
- to determine if and what public information messages are to be developed and issued;
- to ensure that media briefings are co-ordinated;
- to ensure that pre-arranged communications (technical) links are put in place and operating;
- to ensure that the information management system is operated, including the capture of data for record-purposes at regular intervals;
- to ensure that the ownership of the lead agency role is reviewed, and modified as appropriate;
- to ensure that inter-service communication systems have been established, and that communications from site to the Local Co-ordination Centre have been established and are functioning;
- to exercise an over-viewing role of all arrangements to mobilise additional resources to the site of the major emergency, and to track the status of mobilisation requests, and deployment of additional resources;

- to ensure that, where the resources of an individual principal response agency 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 neighbouring principal response agencies;
- to determine, at an early stage, if ongoing assistance is required from casual volunteers, so that An Garda Síochána's cordoning arrangements can take account of this;
- to co-ordinate external assistance into the overall response action plan;
- to ensure that, where appropriate, pastoral services are mobilised to the site and facilitated by the principal response agencies in their work with casualties;
- to work with the Health Service Executive Controller to establish the likely nature, dimensions, priorities and optimum location for delivering any psycho-social support that will be required, and how this is to be delivered and integrated with the overall response effort;
- to decide to stand down the major emergency status of the incident at the site, in consultation with the Controllers of Operations, and the Local Co-ordination Group;
- to ensure that all aspects of the management of the incident are dealt with before the response is stood down; and,
- to ensure that a report on the co-ordination function is prepared in respect of the major emergency after it is closed down, and circulated (first as a draft) to the other services that attended.

Mandate of Local Co-ordination Group and Chair

The activation of the inter-agency Local Co-ordination Group is a key level of co-ordination. When a major emergency has been declared and the lead agency determined, the mandate of the designated chair of the Local Co-ordination Group is:

- to contact the nominated members of the Local Co-ordination Group and confirm which Local Co-ordination Centre will be used for the major emergency, the time at which the Group will convene and any other arrangements necessary to facilitate the Local Co-ordination Group in performing its functions;
- to activate the Local Co-ordination Centre and the appropriate support arrangements required to facilitate the Local Co-ordination Group;
- to chair the Local Co-ordination Group and exercise the mandates associated with this position. The Local Co-ordination Group will comprise representatives of the other two principal response agencies, an Information Management Officer, a Media Liaison Officer, an Action Management Officer, where considered appropriate, Regional Major Emergency representatives of other agencies and specialists as appropriate;

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- to decide, if necessary, and to declare a regional major emergency;
 - to activate a Regional Co-ordination Group (if necessary); and
 - to ensure that a report on the co-ordination function is prepared in respect of the major emergency after it is closed down, and circulated (first as a draft) to the other services involved.

Once it has been activated the mandate of the Local Co-ordination Group is:

- to establish high level objectives for the situation, and give strategic direction to the response;
- to determine and disseminate the overall architecture of response co-ordination;
- to anticipate issues arising;
- to provide support for the on-site response;
- to resolve issues arising from the site;
- to ensure the generic information management system is operated;
- to take over the task of co-ordinating the provision of information for the public as soon as it meets and use all available channels to make concise and accurate information available;
- to decide and to take action to manage public perceptions of the risks involved, as well as managing the risks, during emergencies that threaten the public;
- to co-ordinate and manage all matters relating to the media, other than on-site;
- to establish and maintain links with the Regional Coordination Centre (if involved);
- to establish and maintain links with the lead Government Department/National Emergency Co-ordination Centre;
- to ensure co-ordination of the response activity, other than the on-site element;
- to decide on resource and financial provision; and
- to take whatever steps are necessary to start to plan for recovery.

Appendix F9: Co-ordination Centres

Introduction

Pre-determined and pre-prepared co-ordination centres will be required by the principal response agencies in order to successfully implement the provisions of the Framework. These co-ordination centres are the locations where the various co-ordinating groups will meet and work on the tasks associated with managing the major emergency. These co-ordination groups include;

- the On-Site Co-ordination Group;
- the Local Co-ordination Group (inter-agency); and,
- the Regional Co-ordination Group (multi-authority and inter-agency).

Each co-ordination centre should be structured and have facilities to support the functioning of the relevant group. This Appendix provides advice on the design and operation of co-ordination centres. The principles set out in this Appendix are applicable in any co-ordination centre, whether makeshift on site or of national scale.

Functionality of Co-ordination Centres

Ideally, a co-ordination centre should comprise the following spaces:

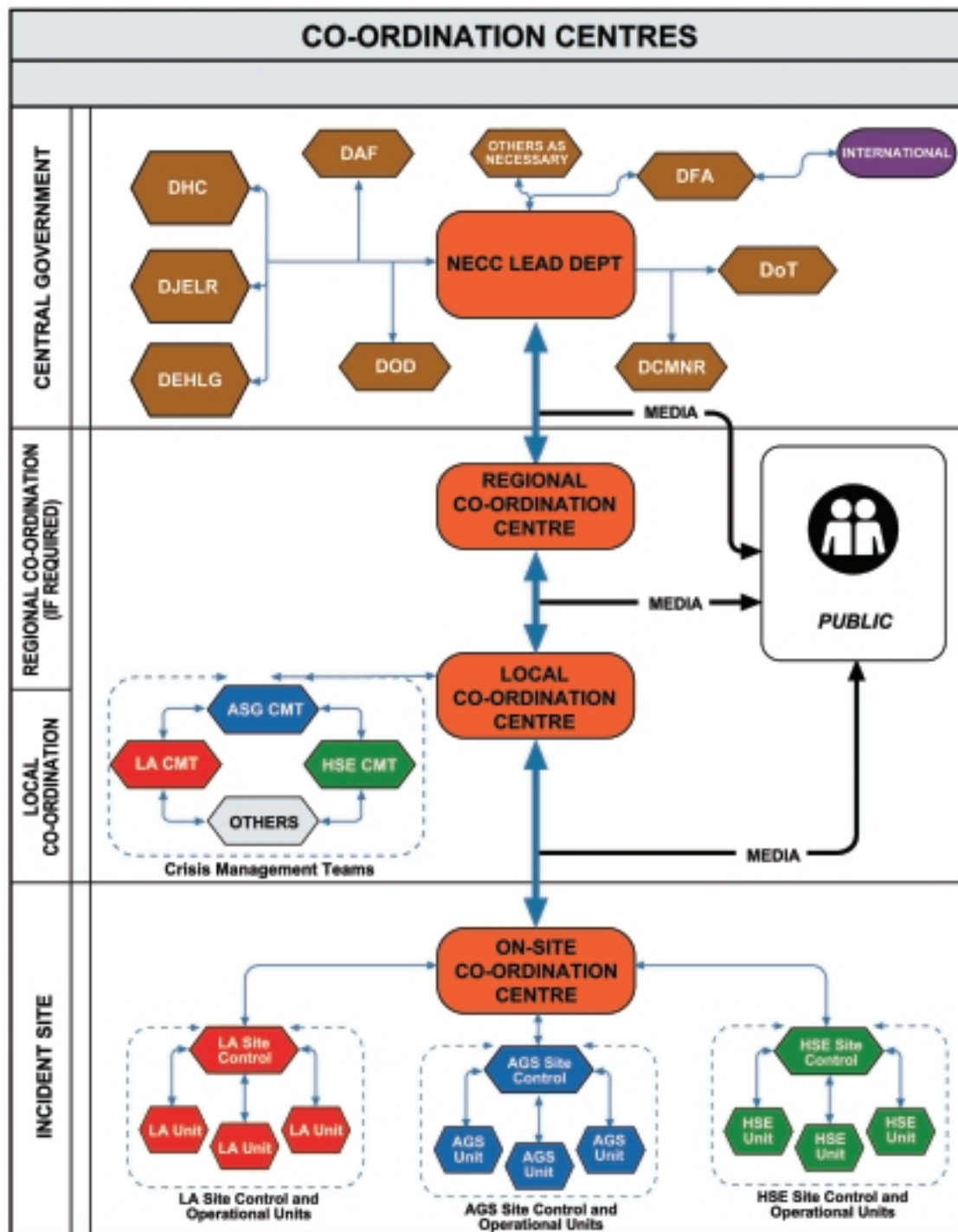
- a spacious dedicated main area, where co-ordination activity takes place, i.e. where the relevant co-ordination group meet and work;
- an adjacent communications space (not a room with communications equipment), through which most communications in and out of the centre are routed;
- a range of adjacent meeting areas, one of which should be large;
- a refreshments area.

If dedicated facilities are not already developed, a large meeting room and adjacent offices, which can be converted quickly, can provide a basic co-ordination centre. It is essential that exercises are held to test the functioning of any interim centre and any improvements that can be made are identified. In all cases there will be a need for specialist fixed communications and information management facilities (see Appendix F10 and *A Guide to Communication Systems (Technical)*) at immediate readiness, that are checked and tested frequently.

A Network of Co-ordination Centres

Figure 9.1 below is a schematic illustrating the different levels of co-ordination and the relationships between the levels. Each co-ordination centre, within a system of centres, must have a specific mandate, specifying a unique deliverable that cannot better be delivered by another centre. The number of centres active in any emergency, in particular with co-ordination mandates, should be minimised.

FIGURE 9.1
Schematic Diagram Illustrating On-Site, Local, Regional and National Co-ordination



Note: For clarity not all information flows are shown on this diagram



The figure above encompasses a range of relationships within and between individual agencies, involving their internal co-ordination centres, inter-agency centres and co-ordination centres at national/ government level.

Procedure and process for operations at operational and tactical levels are well established within the individual agencies. However, these will need to be adjusted to incorporate the generic information management system (see Appendix F10).

Strategic level co-ordination is more usually exercised at the Local Co-ordination Centre. In most circumstances Regional Co-ordination Centres will be concerned not only with coordination, but also with anticipating, marshalling and delivering support resources for the local response, via the Local Co-ordination Centre(s).

TABLE 9.1
Illustrative Engagement of Co-ordination Centres during Response

Level of Emergency	On-Site Co-ordination Centre	Local Co-ordination Centre	Regional Co-ordination Centre	Lead Govt. Dept. Centre and/or NECC
Local Major Emergency	On-Site Co-ordination	Local Inter-agency Co-ordination		
Requiring Regional Response.	On-Site Co-ordination	Local Inter-agency Co-ordination	Regional Co-ordination. Support Role for Local Response.	National Co-ordination.
National Emergency		Monitoring role. Local Inter-agency Co-ordination	Monitoring role. Support for local response	National Co-ordination

As soon as practicable, an overall architecture for the management of the emergency phase needs to be established and promulgated. The Framework provides that as far as possible all response will be local, with co-ordination at appropriate levels thereafter. As a matter of good practice and conforming with the Framework, On-Site and Local Co-ordination levels should set about this work on foot of the relevant mandates – be these as already assigned or as modified to meet the presenting needs, and without prompting from higher levels. Specifically, it is necessary for the designated lead agency to decide the identity and location of active co-ordination centres at various levels, as well as those centres invited to provide support.

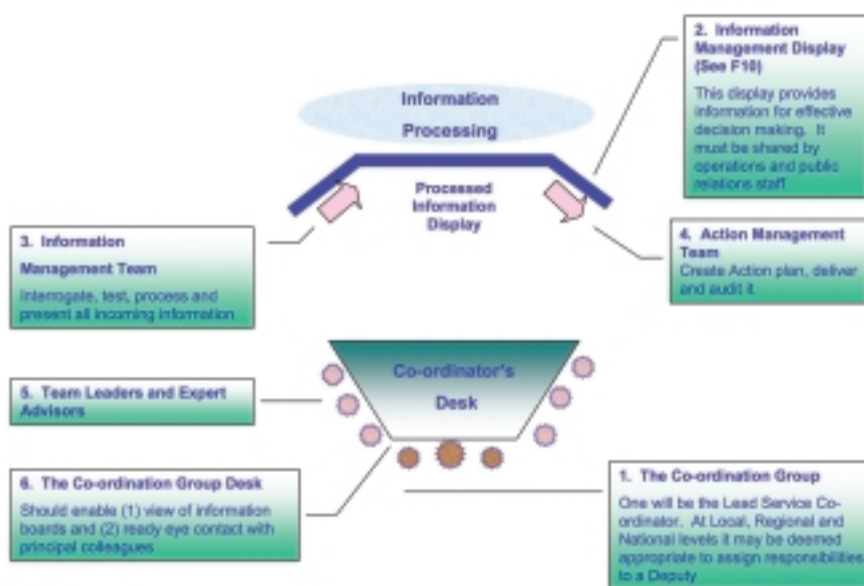
The Information Management architecture will conform to this arrangement, and needs to be established at all levels to reflect and serve it (see Appendix F10).

Generic Models of Co-ordination Centre

It is highly desirable that all co-ordination centres should follow a generic model of operation. There are specific elements/components that should be part of every co-ordination centre. These are important also when embarking upon a local fit-for-purpose design of a new centre.

The generic centre, illustrated below, has the following characteristic elements:

FIGURE 9.2
Generic Co-ordination Centre



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1. The Co-ordination Group

The lead agency representative chairs proceedings of the Co-ordination Group. It is a principle of chairmanship, which demands 'strategic' perspective at the level concerned (whether the centre concerned be at Strategic, Tactical or Operational Level), that the chairman needs a powerful degree of detachment from detail. A key task of the chair – in consultation with principal response agency colleagues – is to set and, as necessary, develop the strategic aim of the group and the key issues that must be addressed to deliver that aim. It may be appropriate for the chair to invite colleagues to take on responsibilities for particular elements of that centre's function; such responsibilities might not always accord strictly with each individual's agency discipline. The latter consideration is likely to become more relevant at the regional levels of co-ordination.

2. The Information Management Display

(See Also Appendix F10)

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 co-ordination and communications to the public and media.

3. The Information Management Team

Incoming data needs to be processed, marshalled and displayed quickly and accurately in the form of information required for decision-making. This process needs to be a distinct and self-standing management task undertaken by an Information Management Officer, or small Information Management Team (see Appendix F10). The role of the Information Management Officer demands training and practice to achieve competence in delivery. Unless the co-ordination centre has an experienced cadre of information management specialists, conversant with the full scope of the centre's mandate, the task is best assigned to managers almost as knowledgeable as the members of the Co-ordination Group themselves. There must be a dependable and timely means of communicating each centre's key information displays to other centres in the co-ordination architecture.

4. The Action Management Team

Where it is considered appropriate an Action Management Officer, or small Action Management Team, may be appointed. This Officer/Team also have a self-standing management task. This is to assemble an Action Plan (appropriate details of which should be displayed as part of the Information Management System), ensure that it is communicated to all agencies responsible for delivering it, and monitor/audit delivery as well as reporting this back to the Co-ordination Group. 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.

5. Team Leaders and Expert Advisers

A range of specialist team leaders and expert advisers may be assigned permanent or temporary seats at the Co-ordination Group desk. They may themselves lead teams either at or remote from the centre. Generally they should advise or direct activity strictly within their mandate of authority. On occasion they may be invited to contribute to debate in a broader context. They need to be quite clear in which capacity they are acting at any juncture and adjust their perspective accordingly.

6. The Co-ordination Group Desk

The diagram shows the classic wedge-shaped model. This enables personnel around the desk to both readily view the information management display and engage in discussion with colleagues with eye contact.



Appendix F10: Information Management Systems

Introduction

Those who manage emergencies often have to make crucial decisions quickly and with limited information. For this reason, the quality of the information placed before emergency decision-makers is often a critical success factor.

An emergency information management system must, therefore, present decision-makers with information processed from the available data, in a timely way, as a sound basis for decision-making. In order for this to be achieved the following conditions must be met:

- the system should essentially be simple; this does not detract from its intellectual challenge, particularly at strategic levels, but it does mean having a simple, generic framework;
- there should be a ready facility to exchange information between centres; therefore the further the common generic framework can extend to common formats for as many centres as possible the better; and,
- a relatively senior, trusted and trained manager should be responsible for running the information management system on the day – this is a key management activity, not “board-marking”. This person is the Information Management Officer.

The generic framework requires that an information management system be defined to meet the needs of all parties within the major emergency management system. The system should reflect accurately the regime of mandates (see Appendix F8), thus defining the responsibilities and authority of the hierarchy and/or matrix of command and co-ordination centres in terms of delivery or support.

Response Element

Emergency managers, confronted with a deluge of unfiltered data, or no data, often tend either:

- to become themselves immersed in making sense of it, to the detriment of timely decision-making and delivery; or,
- simply to focus upon obviously salient perspectives and operate reactively, based upon their personal experience.

The latter tendency may suffice, given sufficient experience and familiarity of the decision-maker with the major emergency scenario. It is more likely, however, particularly at the strategic levels, that the decision-makers will become increasingly detached from the reality of the situation on the ground.



What decision-makers need is not a plethora of raw data, but an organised, contextual presentation of what is happening, qualified by the major steps by which this situation has come about - the recognised current situation. There is a need, then, to determine and declare succinctly the desired aim and the priority items that must be actioned in order to meet that aim. From this an auditable action plan can be articulated and communicated.

TABLE 10.1
The Generic Information Management System

Recognised Current Situation	Key Issues	Strategic Aim	Actions
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.

*These should be to a level of detail consistent with the mandate of the co-ordination centre

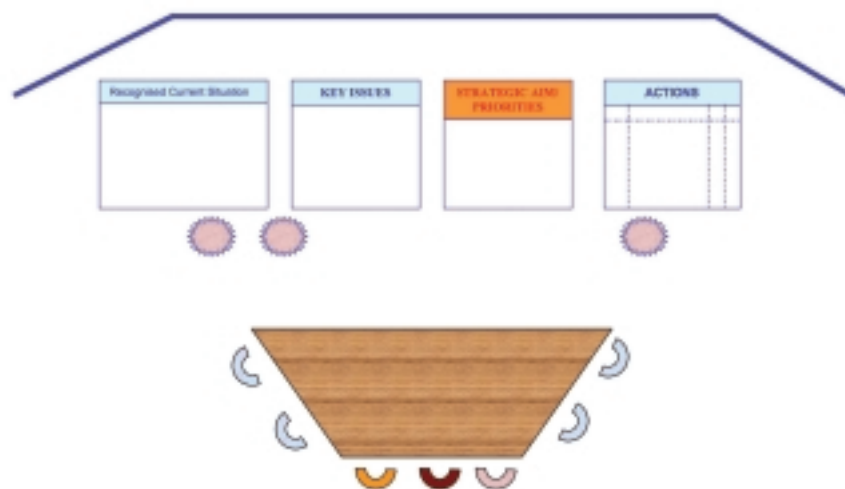
It will prove greatly advantageous if all influential members of the team at any centre can jointly view the full array of this information display concurrently. Figure 10.1 below illustrates the generic information management structure that presents the processed information to the decision makers in a co-ordination centre.

Information Management Officer

Each co-ordination centre should designate one primary Information Management Officer (or a small Information Management Team). The role of the Information Management Officer is to obtain, process and present information to the main decision-makers. This is an active management task, to be undertaken by an experienced and trained individual of management capability. The Information Management Officer provides the principal conduit of information exchange between co-ordination centres and between these centres and the outside world. This does not mean that other members of the team will not themselves form points of interface between centres; chairpersons, other members of co-ordination groups, specialist advisers and media

liaison professionals will each have their own functions and their own liaison networks. The principle, however, is that whenever these normal points of interface are made, there is constant and explicit reference to the shared information array, particularly the 'Recognised Current Situation' at each centre. As for every key role in a principal response agency, a relevant training programme should support the role of the Information Management Officer.

FIGURE 10.1
Generic Information Management Structure



Define Information Requirements

In order to support effective information management in the response phase, each Major Emergency Plan should specify the systems and arrangements that are in place to facilitate the gathering, sharing, processing and use of information arising from the major emergency. It should spell out each organisation's arrangements to contribute to, and benefit from, the sharing of key information. Information will typically flow through many levels and have many uses in managing an emergency. Figure 10.2 below illustrates the information management cycle.

Map Information Requirements

Each Major Emergency Plan, informed by the relevant risk assessment, should have an associated range of major emergency scenarios. These scenarios should assist the development of a broad specification for the information requirements at each co-ordination centre, and for the flows of information between them. Many types and sources of information will be common to a broad range of scenarios.

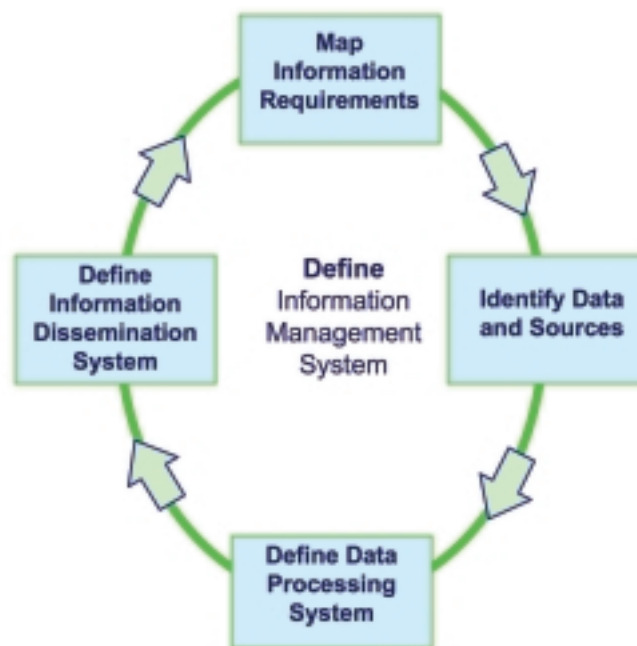
Information requirements can include, but are not restricted to:

- Maps: topographic; political; transport; drainage; etc.;



- Site Specific: site details, SEVESO site scenarios, major hazard scenarios, hazards, intervention techniques;
- Weather: forecasts, plume dispersion predictions;
- Response resources: emergency services; local community; private companies; utilities; and
- Demographic data: population; locations of vulnerable centres of population.

FIGURE 10.2
The Information Management Cycle



Identify Data Sources

Sources of data need to be defined and tested to demonstrate that data from different sources can be combined to provide an effective basis for emergency decision-making. For instance, data, which may need to be assessed in combination, may be held on different GIS mapping systems.

At different co-ordination centres, data will be required at different levels of overview. For instance, whereas a local site map is most useful at the On-Site Co-ordination Centre, a larger scale area map, where the site impact can be viewed in a broader local context, may be required at the Local Co-ordination Centre.

Information exchanged between operational units and the site multi-agency co-ordination centre lies very much within the routine procedures of each principal response agency. Normal procedures should prescribe pre-formatted information exchange protocols such as METHANE. Resource or casualty tables are another means of drawing a high volume of data into a manageable framework.

Define Data Processing System

There are many combinations of technique, facilities and equipment which can capably support the information management function. Each co-ordination centre should have defined its approach to this task in advance as part of its Standard Operating Procedures. The core principle is to present information in a useful and accessible format, as a basis for command decision-making for the whole command centre.

Electronic technology evolves so rapidly that any attempt to specify a standard would immediately be out of date. It is strongly recommended that designers of new centres should build a facility with extensive hard wiring for secure electronic interfaces, but should conduct preliminary commissioning and testing of the facility with simple interfaces, such as white-boards. Experience in using the simple system will greatly inform a final technical specification. Sound and tested principles should lead technology, not the other way round.

Hardware options include:

wall-mounted notice-board array	lap-top or desk-top computer	WAN and WAP links	radio
white-board array	tablet computer	email	TV
printable or electronically-captured white-boards	PDA	fax	web notice-boards
smart-board or touch-screen with or without electronic projection		telephone	

Software options include a broad range of bespoke systems; there is however merit in simplicity and inter-centre compatibility. Much can be achieved by using existing and readily available software, supported by local GIS mapping systems.

Define Information Dissemination System

Information must not only be presented within the command centre, as a basis for decision-making for that centre, it must also be readily transferable between centres and to a broader audience, as required.

Security and confidentiality issues should be considered in advance, with a high priority given to maximising the effectiveness of response, without undue compromise of highly secure information.

A key principle for the dissemination of information is to transfer information between centres under the topic headings of **Recognised Current Situation; Key Issues; Strategic Aim/Priorities; Actions**. This facilitates greatly the process of information management for a centre in receipt of information from a number of discrete centres.

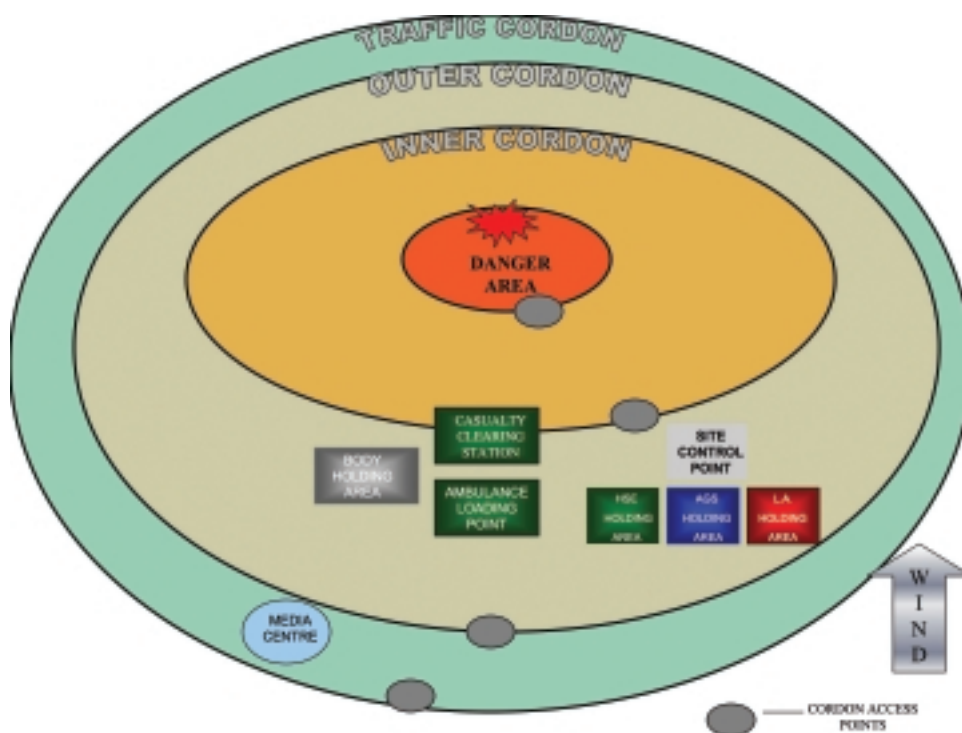
Introduction


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 Appendix sets out and defines a typical site management arrangement that should be aspired to at all major emergency sites. The typical site plan is illustrated in Figure 11.1 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.

Defining a Site Plan

One of the main functions of the On-Site Co-ordination Group is to match the components of the typical site plan, as described below, with the terrain of the major emergency. 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.

FIGURE 11.1
Idealised Scene Management Arrangements





Maps and sketches can be of great assistance to the On-Site Co-ordination Group in devising and disseminating the Site Plan. Facilities for viewing maps and drawing diagrams of the major emergency site can be very useful and should be carried in all Command/Control Vehicles.

Components of a Typical Site Plan

The main components of a typical Site Plan should contain some or all of the following:

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

Each of these is described briefly in the following paragraphs.

Cordons

Cordons should be established as quickly as possible at the site of a major emergency for the following reasons:

- to facilitate the operations of the emergency services and other agencies;
- to protect the public, by preventing access to dangerous areas; and
- to protect evidence and facilitate evidence recovery at the site.

An Garda Síochána will establish the cordons (Inner/Outer/Traffic) which are considered appropriate, after a decision by and/or agreement with the On-Site Co-ordination Group. To facilitate movement through cordons and around the site, it is important that staff from all responding agencies should wear their identification of service and role (see Appendix F12), and keep prominent any supplementary identification issued to them.



The Inner Cordon

The Inner Cordon is used to define an area where the emergency services work to rescue casualties and survivors and deal with the substance of the emergency. This is also the area where evidence will need to be protected. Persons working inside this area should have appropriate personal protective equipment (PPE).

The Outer Cordon

The Outer Cordon is intended to seal off an extensive area around the Inner Cordon. The area between the Inner and Outer Cordons provides space for the Site Control Point, the On-Site Co-ordination Centre, the Casualty Clearing Station, the Ambulance Loading Area, the Body Holding Area and the Holding Areas of the responding services.

The Traffic Cordon

A Traffic Cordon is established to restrict vehicle access to the wider area around the site. One of the key objectives of a Traffic Cordon is to ensure the free passage of emergency response vehicles into and out of the site, and to prevent congestion at and around the site.

Inner Cordon Access Point


An Inner Cordon Access Point should be established as soon as possible to facilitate and record the flow of responders into and out of the working area. The Inner Cordon Access Point should be under the control of the lead agency, and should have a direct link back to the On-Site Co-ordination Centre. In this way, the On-Site Controllers can build a picture of the deployment of responders from the various services (by getting a summary of their briefing/debriefing from officers) as they enter and leave the working area.

Outer Cordon Access Point

The Outer Cordon Access Point (or points) is a control point established by An Garda Síochána to control and direct the flow of responders into the site. The approach route to the Outer Cordon Access Point should be established as soon as possible, and notified to all services. It should be signposted where this is feasible.

A Danger Area

A Danger Area may be declared (see also Section 5.5.4) where there is a definite risk to rescue personnel, over and above that which would normally pertain at emergency operations. This risk 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 officer/responder who is aware of such additional risks should bring them to the attention of the On-Site Co-ordinator via his/her Controller of Operations. The On-Site Co-ordination Group may, in light of the available information,



decide to declare a Danger Area and may designate an officer, appropriate for the circumstances, e.g. the Senior Fire Officer at the site in a case involving hazardous materials, to define the boundaries of, and to control access to, the Danger Area.

When the Defence Forces deploy an Explosive Ordnance Disposal (EOD) team in Aid to the Civil Power the Officer in Charge of the team, upon arrival at the scene, will assume responsibility for the EOD task and inform the On-Site Co-ordinator of the boundaries of the Danger Area, and advise on Cordon(s).

Where it is necessary that services continue to operate in a Danger Area, they should apply their normal incident and safety management arrangements, and relevant officers should continue to exercise command/control over their own personnel working in the Danger Area.

Where a situation deteriorates to a point where the officer in charge of the Danger Area decides that it is necessary to withdraw response personnel from a Danger Area, a signal, comprising repeated sounding of a siren for ten seconds on, ten seconds off, will be given. All personnel should withdraw from the Danger Area on hearing this signal.

Danger Area Access Point

In situations where a Danger Area is declared, a Danger Area Access Point should be established on direction from the officer in charge to act as a safety checkpoint.

The Rendezvous Point (RVP)

The Rendezvous Point is the location to which all resources responding to the emergency site are directed in the first instance. An Garda Síochána will organise the Rendezvous Point. Other services may have one of their officers present to direct responding vehicles into action or to that service's Holding Area.

Holding Areas

A Holding Area should be designated for each responding service. This area is for resources not immediately required at the site, or which, having completed some tasks, are being held in reserve. As the Health Service Executive and the Local Authority may need to deploy large numbers of vehicles to a major emergency site, the relevant Holding Areas should be of sufficient size (site permitting) to accommodate these vehicles.

Depending on the site, the Holding Areas may be in a joint area, or in a series of separate areas. The Health Service Executive Holding Area should normally be as close as possible to the Ambulance Loading Point/Casualty Clearing Station and should include an Ambulance Parking Area.



Each agency's Holding Area will be under the control of an officer from that agency.

Holding Areas may be also used for briefing/debriefing of crews and as rest areas for personnel. Staff welfare facilities should ideally be co-located with the Holding Areas.

PRA Control Point

The PRA Control Point is the place at a major emergency site, from which the Controller of Operations, controls, directs and co-ordinates the PRAs response to the emergency. The first response vehicle from each of the principal emergency services that arrives at the site will become the Control Point of that service, until the relevant Controller of Operations declares otherwise. In order that these Control Points should be clearly distinguishable, in the early stages of an emergency response, the first response vehicles from each service should be the only vehicles which have their flashing beacons on. Subject to safety considerations, all other response vehicles should turn off their beacons, once they arrive on site. Dedicated incident control vehicles may take over the Control Point function when they arrive.

Site Control Point

The Site Control Point is the area where, if practical, the three PRA Control Points are co-located.

On-Site Co-ordination Centre

The On-Site Co-ordination Centre is a specific area/facility (usually at the Site Control Point), where the On-Site Co-ordinator is located and the On-Site Co-ordination Group meet. The On-Site Co-ordinator should determine which facility will be used as the On-Site Co-ordination Centre. Depending on circumstance, this may be a standard vehicle, designated for the task, a purpose-built vehicle, a tent or other temporary structure, or an appropriate space/building adjacent to the site.

Casualty Clearing Station

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


Ambulance Loading Area

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

Body Holding Area

The Body Holding Area is an area, under the control of An Garda Síochána, where the dead can be held temporarily until transferred to a Mortuary or Temporary Mortuary. 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. The Body Holding Area, if established, should be situated close to the Casualty Clearing Station.

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

Survivor Reception Centre

The Survivor Reception Centre is a secure location to which survivors, not requiring hospital treatment, can be taken for shelter, first aid, interview and documentation. Where considered appropriate, a Survivor Reception Centre (or Centres) should be designated and established at the earliest possible opportunity. The On-Site Co-ordinator, in conjunction with the other Controllers, should determine if such a centre is to be established and where it is to be located. The Survivor Reception Centre is not usually located at the site, but rather in a suitable near-by premises, such as a hotel.

It is the responsibility of the Local Authority to establish and run the Survivor Reception Centre. Provision should be made at the Centre for the immediate physical and psychosocial needs of survivors (e.g. hot drinks, food, blankets, telephones, first aid for minor injuries, etc).

Friends and Relatives Reception Centre

Some incidents may warrant the establishment of a Friends and Relatives Reception Centre at an appropriate location associated with the emergency. While not normally located at the site, it may be necessary and appropriate for the On-Site Co-ordinator in conjunction with the other controllers of operations to determine the need for and arrange for the designation and operation/staffing of such a centres, as part of the site management arrangements.

Media Centre

The Media Centre is a building/area specifically designated for use by the media, and for liaison between the media and the principal response agencies. It is the responsibility of the lead agency to establish and run this centre. In this regard it should be noted that the media are likely to respond quickly to any major emergency and a media presence at the site may extend for days, or even weeks.

Appendix F12: Identification of Personnel at the Site of a Major Emergency

Introduction

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. The purpose of this Appendix is to establish an inter-agency identification protocol, which will facilitate the ready recognition of operatives and vehicles of all responding agencies/services, as well as identifying key personnel.

All personnel responding to the site of a major emergency should wear (or carry) the form of identification issued to them by their agency, 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.

Where identification is not permanently retained on the person or vehicle, it should be obtained from the relevant Holding Area or Control Point (see Appendix F11). The identification carried by key personnel should be of the 'photo id' type and should clearly identify their employer and job title.

Uniformed Emergency Services Personnel

All uniformed personnel, responding to the site of a major emergency, should wear the proscribed uniform, including high visibility and safety clothing, issued by their agency. The service markings on this clothing should be made known in advance to the other organisations that may be involved in the response.

Senior personnel 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
Health Service Executive	Green and White Chequer	HSE Controller
Local Authority	Red and White Chequer	Local Authority Controller
An Garda Síochána	Blue and White Chequer	Garda Controller

When the lead agency has been determined, the On-Site Co-ordinator should don a distinctive bib with the words On-Site Co-ordinator clearly visible front and back.



Non-Uniformed Personnel

Where non-uniformed personnel are required to respond to the site of a major emergency, they should have high visibility jerkins, boleros or tabards, which are colour coded in relation to their specific service. The outer, high visibility layer should have the name of their service and their job/function clearly displayed both back and front. The service markings on this clothing should be made known in advance to the other organisations that may be involved in the response.

Utilities and Private Sector Companies

It is recommended that utilities and private sector companies, for example transport companies, that might be involved in a major emergency response, should maintain a degree of uniformity in personnel clothing and identification, particularly in terms of the colour of outermost garments and head protection. 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 also recommended. These should be made known in advance to the statutory services.

Voluntary Emergency Services

All uniformed voluntary emergency services personnel responding to the site of the major emergency should wear the prescribed uniform, including high visibility and safety clothing, issued by their organisation. Individual members of voluntary emergency services should carry a form of photo-identification. The organisations markings on this clothing should be made known in advance to the other organisations that may be involved in the response.

The vehicles of voluntary emergency services responding to a major emergency should be readily identifiable.

Casual Volunteers

Where the On-Site Co-ordinator determines that casual volunteers may be engaged within the cordons of the emergency site, they will be issued with orange armbands emblazoned with the word 'Volunteer' or suitable abbreviation, e.g. 'VOL', by Civil Defence, with whom they will be offered a temporary volunteer status (see Section 5.6.4.7.)

Appendix F13: Procedures for Mobilising External Resources



Assistance from Other Organisations and Agencies

There are a number of organisations and agencies, which may be called on to assist the principal response agencies in responding to major emergencies. The arrangements for this assistance should be agreed with each agency (or confirmed in the case of pre-agreement) and set out in each principal response agency's Major Emergency Plan. The organisations may be grouped as follows:


- Defence Forces;
- Civil Defence;
- Irish Red Cross;
- Voluntary Emergency Services;
- Utilities; and
- Private Sector

Procedure for Requesting Assistance from the Defence Forces

The Defence Forces can provide a significant support role in a major emergency response. However, there are constraints and limitations, and their involvement has to be pre-planned through the development of Memoranda of Understanding (MOUs) and Service Level Agreements (SLAs). Consequently, the principal response agencies should not make assumptions regarding the availability of Defence Forces resources or materials to respond to a major emergency. Planning for major emergencies should take into account the fact that military assistance and support may not be available if local units are deployed on operations, nor should it be assumed that local units have personnel available, with either the skill set or equipment to undertake specialist tasks. Provision of Defence Forces capabilities is, therefore, dependent on the exigencies of the service and within available resources at the time.

The principal response agencies should recognise that assistance requested from the Defence Forces should be either in Aid to the Civil Power (An Garda Síochána) or in Aid to the Civil Authority (Local Authority or Health Service Executive). The major distinguishing feature between the two types of Aid is that the Defence Forces response to requests for Aid to the Civil Power is primarily an armed response while Defence Forces response to requests for Aid to the Civil Authority will be unarmed.

In addition, the Defence Forces have a key role to play in responding to emergencies involving improvised explosive devices, when they are called upon to assist An Garda Síochána by the provision of Explosive Ordnance Disposal (EOD) teams in an Aid to the Civil Power role.



In the event of a major emergency, the Defence Forces will operate under the provisions of the Defence Acts, 1954 to 1998, as amended, and in accordance with agreed MOUs and SLAs.

The principal response agencies should also recognise that the Defence Forces - incorporating the Army, Air Corps, Naval Service and Reserve Defence Forces - operate under their own command and control structure.


One of the tasks of each Regional Working Group on Major Emergency Management will be to link with Defence Forces Headquarters and the Department of Defence as part of the pre-planning of Defence Forces involvement in both major emergency response and exercises. This linkage with Defence Forces Headquarters and the Department of Defence should be undertaken prior to liaison with any Defence Forces units and formations stationed within the region.

The provisions set out below govern Defence Forces involvement in major emergency response and were agreed between the Inter-Departmental Committee on Major Emergencies, on behalf of the principal response agencies, and the Department of Defence, on behalf of the Defence Forces.

Each Principal Response Agency's Major Emergency Plan should:

- Identify and pre-plan, where appropriate, the assistance, support and/or specific functions which the Defence Forces may be called on to provide on declaration of a major emergency.
- Make provision for requests for Defence Forces assistance to emanate from the highest-level co-ordination group convened (Local, Regional or National Co-ordination Group, as appropriate) in order to avoid multiple and competing requests.
- Recognise that all requests for Defence Forces assistance should be made by a principal response agency and channelled through An Garda Síochána to Defence Forces Headquarters (DFHQ) in accordance with MOUs and SLAs.
- Provide for the call out of Defence Forces assistance and support via the Major Emergency Mobilisation Procedure of An Garda Síochána. This agreed call out procedure will ensure that clear lines of communication are maintained in relation to the call out of the Defence Forces.

Each Garda Síochána Major Emergency Plan should include an agreed mechanism or procedure for calling-out the Defence Forces. Such mechanism or procedure should conform to the following requirements:

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- an initial notification to Defence Forces Headquarters through the Department of Defence Duty Officer should be included as part of An Garda Síochána's Major Emergency Mobilisation Procedure;
 - The initial notification to state that:
 - a Major Emergency has been declared;
 - the assistance of the Defence Forces is requested by a named senior official of a specified principal response agency; and
 - the assistance is requested in Aid to the Civil Power or in Aid to the Civil Authority.
 - in any situation where it is considered that immediate local Defence Forces assistance could be critical, i.e. life-saving, An Garda Síochána may contact the nearest appropriate military barrack or post and make a request for immediate assistance. The normal notification to be undertaken as soon as practicable thereafter.

On foot of a request for Aid to either the Civil Power or the Civil Authority, the Defence Forces will:

- determine if the Defence Forces can accede to the request;
- determine which of the particular requested tasks the Defence Forces are in a position to undertake; and
- provide a liaison officer to the On-Site Co-ordination Group.

The role of the Defence Forces Liaison Officer is to:

- assist in the process of determining which tasks the Defence Forces will undertake;
- provide technical advice where necessary; and
- act as a conduit between the Defence Forces and the On-Site Co-ordination Group.

The On-Site Co-ordinator should, in consultation with the other Controllers of Operations:

- determine the requirements to be requested, in terms of Defence Forces resources, for the site response and, once Defence Forces resources have been committed, the tasks to be requested and the procedures for the altering of such requirements or tasks as the situation requires;
- determine where and to whom the Defence Forces will report and also determine communication links for ongoing reporting on the status of the Defence Forces response;

- include for the provision to the Defence Forces commander of a communication system, to enable effective communications and the provision of reports as requested;
- provide for the Defence Forces being stood down from the site as the situation warrants; and
- include procedures for requesting operational debriefing and reporting of all activity undertaken by the Defence Forces.

Arrangements For Incorporating Civil Defence

The Civil Defence service¹⁹ is a statutory organisation of volunteers, which can provide a very important resource for use during major emergencies, in support of the principal response agencies. Civil Defence services, which include over 3,000 active volunteers, are structured on a county basis and are run by the Local Authorities. A Civil Defence Board, with a national Civil Defence Headquarters, oversees and assists the development of the Local Authority based Civil Defence organisation.

The Civil Defence service could assist the principal response agencies during a major emergency in the following areas:

Local Authority	Rescue
	- Open Country
	- Buildings and Transport
	- Water
	Fire-fighting
	Provision of Transport
An Garda Síochána	Traffic & Crowd Control
	Search
	Evacuation
Health Service Executive	First-Aid
	Casualty Evacuation

The Civil Defence service also has the potential to undertake specific functions, including:

- the operation of reception centres for evacuees/displaced persons, including logging information;
- the operation of temporary accommodation for evacuees, including the provision of food, bedding, welfare etc.; and

¹⁹ Information on the Civil Defence service can be obtained on www.civildefence.ie.

- 
- the provision of food/catering for all personnel at the site of a major emergency.

The provisions of this Appendix were agreed between the Inter-Departmental Committee on Major Emergencies, on behalf of the principal response agencies, and the Civil Defence Board, and govern the Civil Defence service involvement in major emergency response.

Each principal response agency's Major Emergency Plan should refer to these arrangements and the Civil Defence service should prepare complementary Standard Operating Procedures (at Local Authority, Major Emergency Management Regional and National levels). These plans and Standard Operating Procedures should reflect the agreed aspects of their potential roles and mechanisms of response and arrangements to provide requested assistance, including Mutual Aid.


Through the Local Authority representatives, the Regional Working Group in each region should link with the Civil Defence services of that region, to assist in the pre-planning of Civil Defence involvement in major emergency response and exercises.

Each principal response agency's Major Emergency Plan should:

- identify the support roles and specific functions which the Civil Defence service may be called on to provide on declaration of a major emergency;
- provide for the mobilisation of any necessary Civil Defence resources via the Local Authority Major Emergency Mobilisation Procedures; and
- provide for Civil Defence resources to operate under their own incident command structure and systems, and under the control of the Local Authority Controller of Operations, initially.

Each Local Authority Major Emergency Plan should provide for:

- informing the Civil Defence mobilisation system of the mobilisation requirements, in terms of specific resources requested, where and to whom to report.
- requests from An Garda Síochána and Health Service Executive for Civil Defence assistance to be made to the Local Authority Controller who, in consultation with the On-Site Co-ordinator and the Controllers of Operations of An Garda Síochána and the Health Service Executive, will determine the tasks to be assigned to the Civil Defence resources, and for the re-allocation of those resources as the situation requires;
- the Civil Defence service to be stood down from the site by the Local Authority Controller of Operations as the situation warrants;
- the Civil Defence service to use its own communications system for internal command purposes and for the Officer in Command (OiC) of the Civil Defence



service to communicate effectively with and provide such reports as are requested to the officer on site to whom s/he is directed to report; and

- operational debriefing and reporting of all activity undertaken by the Civil Defence services.

The Irish Red Cross

The Irish Red Cross is established and regulated under the Red Cross Acts, 1938-54. These statutes define a role for the Irish Red Cross as an auxiliary to the state authorities in time of emergency and also provide a specific mandate to assist the medical services of the Irish Defence Forces in time of armed conflict. The President of Ireland is President of the Irish Red Cross and the Chairman of the Red Cross is appointed by the President, on the advice of the Government. The Department of Defence is the Government Department associated with the organisation – a senior official of that department sits on the Board of the Irish Red Cross.

Irish Red Cross's membership comprises 2,500 volunteers, supported by staff in Head Office in Dublin and three regional offices. Volunteers are organised in local units, with overarching county and regional structures. The membership is country wide, with 111 units in twenty-five of the twenty-six counties in the state. The main relationship with the principal response agencies in major emergency response is as an auxiliary resource to the ambulance services. Subsidiary search and rescue and in-shore rescue units of the Irish Red Cross support An Garda Síochána and the Irish Coast Guard.


Arrangements for the inclusion of the Irish Red Cross in Major Emergency Plans should be made in line with those set out below for the other voluntary emergency services.

The Voluntary Emergency Services Sector

A recent report²⁰ has highlighted the potential of the voluntary emergency services sector to assist the principal response agencies in major emergency response. The organisations involved in this sector can provide a pool of persons with relevant skills, vehicles and other useful equipment and facilities.

The normal range of voluntary emergency services includes the Order of Malta Ambulance Corps, St John's Ambulance Service, Mountain Rescue Teams, Cave Rescue Teams, Search and Rescue Dog Associations, River Rescue Units, Community Inshore Rescue Units, the RNLI, Sub-Aqua Units, etc. Their ongoing service to the public includes attendance at public events, as well as searches for missing persons and the rescue of persons in distress.

²⁰ South Tipperary Voluntary Emergency Services: *A Year of Working together for the Casualty* (2003).




Mutually acceptable arrangements are needed to ensure that voluntary sector resources can work with the principal response agencies in an efficient and effective manner, in the event of a major emergency. Major emergencies involve working in a multi-agency context, alongside other diverse groups. Additional guidance in this area is provided in the associated document *A Guide to Working with Voluntary Emergency Services*.

The following general points should form the basis for principal response agencies working with the voluntary emergency services sector.

Each principal response agency's Major Emergency Plan should provide for the inclusion of relevant voluntary emergency services to be part of, and to work in, the response to a major emergency. Provisions/arrangements of the type set out below should be pre-agreed with each Voluntary Emergency Service before including them in any Major Emergency Plan. The Plan should include:

- identification of the support roles and specific functions which the voluntary emergency services may be called on to provide during a major emergency;
- processes for informing each relevant volunteer organisation's mobilisation system of the mobilisation requirements, in terms of resources requested, where and to whom to report and arrangements for ongoing communication;
- recognition that the volunteer organisations operate under their own incident command structure and systems;
- provision for each volunteer organisation to operate under the control of the relevant Controller of Operations initially and to appoint a liaison officer to the Support Team of that Controller of Operations;
- provision for requests from other services for volunteer organisation assistance to be made to the relevant Controller of Operations who, in consultation with the On-Site Co-ordinator and other Controllers of Operations, will determine the tasks to be assigned to the volunteer organisation resources, and for the re-allocation of those resources as the situation requires;
- provision for volunteer organisations to use their own communications systems for internal command purposes and for the Officer in Command (OiC) of each volunteer organisation to communicate effectively with and provide such reports as are requested to the officer on site to whom s/he is directed to report;
- provision for volunteer organisations to be stood down from the site by the relevant Controller of Operations, as the situation warrants; and
- provision for operational debriefing and reporting of all activity undertaken by the volunteer organisation.



Voluntary emergency services should only travel to the site of a major emergency as a unit and, when presenting themselves at the Outer Cordon Access Point, should be able to identify the agency/officer which mobilised them to the site.

Utilities

Utilities are frequently involved in the response to emergencies, usually 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. It is important that there is a close co-ordination between the principal response agencies and the utilities involved in and affected by an emergency. Utilities operate under their own legislative and regulatory frameworks but, during the response to an emergency, they need to liaise with the On-Site Co-ordinator. Utilities may be requested to provide representatives and/or experts to the On-Site Co-ordination Group, the Local Co-ordination Group and/or the Regional Co-ordination Group, as appropriate.

The Private Sector

Private sector organisations may be involved in a major emergency situation in one of 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/or equipment, which would not normally be held or available within the principal response agencies. Such organisations may be requested to provide representatives and/or experts to the On-Site Co-ordination Group, the Local Co-ordination Group and/or the Regional Co-ordination Group, as appropriate.

Appendix F14: Fatal Casualties

The Role of the Coroner

The Coroner is an independent judicial officer, who has responsibility for investigating all sudden, unexplained, violent or unnatural 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 Coroners' Act, 1962

S 17. — Subject to the provisions of this Act, where a coroner is informed that the body of a deceased person is lying within his district, it shall be the duty of the coroner to hold an inquest in relation to the death of that person if he is of opinion that the death may have occurred in a violent or unnatural manner, or suddenly and from unknown causes or in a place or in circumstances which, under provisions in that behalf contained in any other enactment, require that an inquest should be held.

The Coroner has overall responsibility for the identification of bodies and remains and s/he is entitled to exclusive possession and control of a deceased person until the facts about their death have been established. A full post-mortem and forensic examination will be carried out on every body from a major emergency and each death will be the subject of an Inquest. The post-mortem is carried out by a Pathologist, who acts as the 'Coroners Agent' for this purpose.

List of Coroners Districts

There are 48 Coroner's districts listed below. The districts are roughly equivalent to Local Authority areas, although there are some cases where a number of Coroners operate in the same Local Authority area. Each of the districts has one Coroner and a Deputy Coroner, who acts for the Coroner in the event of absence or illness. All Coroners must be either registered medical practitioners or practising solicitors or barristers for five years. All Coroners currently work part-time.

Carlow	Leitrim	Wexford North
Cavan	Limerick South East	Wexford South
Clare	Limerick West	Wicklow West
Cork South	Limerick City	Wicklow East
Cork North	Longford	
Cork West	Louth	
Cork City	Mayo East	
Donegal South West	Mayo South and West	
Donegal North East	Mayo North	
Donegal North West	Meath	

Donegal South East	Monaghan North
Dublin County	Monaghan South
Dublin City	Offaly
Galway North	Roscommon
Galway West Region	Sligo
Galway East Region	Tipperary North
Kerry North	Tipperary South
Kerry South East	Tipperary East
Kerry West	Waterford East
Kildare	Waterford West
Kilkenny	Waterford City
Laois	Westmeath

Planning for Fatalities

Multiple fatalities are a feature of many major emergencies and each principal response agency should have robust arrangements in place, which set out that agency's role in dealing with fatal casualties.

Once rescue is complete, and there are no further live casualties at the site, the focus of work there turns to evidence recovery. No removal/recovery of the dead will usually take place without the Coroner's authority, except as provided for in Section 5.7.2 of the Framework.


The following table shows sequentially the stages for dealing with fatal casualties and the agency responsible for each stage.



TABLE 14.1
Stages for Dealing with Fatal Casualties

Stage	Who	Action	Facilities Required	Who may assist
Finding the casualty	Any agency			
Recognising as dead	Doctor or Paramedic	Label casualty as 'DEAD'	Triage Labels	
Pronouncing dead	Doctor	Sign Triage Label with date and time		
In-situ Forensic examination and recording	Garda	Gather evidence and photograph	Forensic kits Cordons	Forensic Pathologist
Removal of remains to Body Holding Area	Garda	Move body and maintain chain of evidence	Designated Body Holding Area Body Bags Stretchers	Local Authority
Removal of body to Mortuary / Temporary Mortuary	Garda	Move body and maintain chain of evidence		Undertakers
Identification	Garda		Casualty Identification Form	Specialist teams
Notification of relatives	Garda			
Viewing for Identification purposes	Garda		Viewing facilities	Next of kin/ relation/ friend/ Psychosocial Support
Viewing for grieving purpose	Garda		Viewing facilities	HSE staff, Clergy/ psycho-social support
Post Mortem	Pathologist		Suitably equipped mortuary	Pathology technicians
Certification of Death	Registrar of Deaths			
Handover to relatives	Garda			
Burial/ Cremation	Family or Local Authority			
Criminal Investigation (if appropriate)	Garda	Investigation of criminal responsibility		
Inquest (in the case of criminal investigation the inquest will be adjourned until investigation complete)	Coroner	Determination of cause of death		





In the event of a major emergency involving multiple casualties, the receiving hospitals will very likely be stretched to capacity. In such situations, the transfer of large numbers of bodies to hospital mortuaries will only serve to exacerbate problems there. The option of distributing bodies to a number of mortuaries may be considered. However, this may hinder the work of An Garda Síochána and the pathology team, particularly where extensive disruption to bodies has occurred and matching procedures are required.

Body Holding Area

If considered necessary, a Body Holding Area may be designated as part of the site management arrangements. However, this 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; and
- Moving bodies to an existing mortuary in another area, which has the appropriate facilities and capacity.

In Ireland, there are two public mortuaries, situated in Dublin and Cork. In this situation it is likely that Temporary Mortuaries will be needed to meet the requirements of any major emergency involving a large number of fatalities.

Considerable pre-planning is necessary to deliver a Temporary Mortuary in the event of a major emergency. As it is the responsibility of the Local Authority to provide a Temporary Mortuary, if required, each Local Authority should consult with the District Coroners and health service Pathologists in its area on the options/arrangements/plans for Temporary Mortuaries in preparing its Major Emergency Plan.

Following this process, it is recommended that an adequate number of locations, which might be used for such a facility, should be designated in each major emergency region.

Some of the issues that should be discussed with Coroners and Pathologists, when considering options and formulating plans, are outlined below. The likely commissioning time for a Temporary Mortuary is of the order of twenty-four hours, and this may extend to forty-eight hours when victim numbers are extensive. It should be noted that a Temporary Mortuary might be required to operate for weeks or months after an incident.



The following issues should be addressed in consultation with the relevant Coroners and Pathologists:

- Suitable buildings within the Major Emergency Region/Local Authority area, providing capacity for the storage of bodies, post mortems, body identification/viewing facilities, friends and relatives areas, etc;
- Personnel requirements;
- Equipment requirements;
- Health, safety and environmental considerations;
- Contact and mobilisation arrangements;
- Documentation requirements;
- Procedural and evidential requirements;
- Staff welfare arrangements.

Further guidance on these and other related issues can be obtained in *“Coroners’ Practice and Procedure”* by Dr. Brian Farrell (2000), the *“Royal College of Pathologists Guidelines”* and in the British Home Office *“Guidance on Dealing with Fatalities in Emergencies”*.


Viewing by the Bereaved

Even though a major emergency may have resulted in multiple fatalities, each individual death represents a tragedy for the family concerned. When planning facilities for the victims of a major emergency, due consideration should be given to the likely wish of each bereaved family to spend time with the remains of their deceased relative(s).

In this regard, a distinction needs to be drawn between viewing for identification purposes and viewing as part of the grieving process. Viewing for identification can be 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. Where it is 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, the authorities should not seek to prevent the next of kin from viewing an identified body. 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.





Where bodies have been severely traumatised, families should be thoroughly briefed, so that they may make an informed decision before viewing the body.

Appropriate support staff and/or religious representatives, as well as normal family support networks, should be available to assist families in all viewing situations.



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