

EAST CENTRAL SCOTLAND PLANNING ASSUMPTIONS STUDY
MANAGEMENT COMMITTEE

Central Regional Chambers, Stirling, 11 December 1987 - At a meeting of the Management Committee.

Present:-

Councillor W Herald, Lothian RC (Chairman)
Mr E Bain, Lothian RC (Solicitor's Department)
Col I Cameron, Lothian RC (Regional Emergency Planning Officer)
Mr C M Hood, Lothian RC (Secretary's Department)
Mr A O'Neill, Lothian RC (Secretary's Department)
Councillor Mrs H Livingstone, Central RC
Councillor R Montgomery (substituting for Councillor Coll), Central RC
Mr B M Smith, Central RC (Regional Emergency Planning Officer)
Councillor C J Groom, Fife RC
Councillor W G Anderson, Fife RC
Mr D Ross, Fife RC (Chief Executive's Department)
Mr J Tunnah, Fife RC (Regional Emergency Planning Officer)
Councillor G Allan, Tayside RC
Mr T G Milne, Tayside RC (Assistant Chief Executive)
Mr J Smith, Tayside RC (Regional Emergency Planning Officer)
Mr J McPherson, Dundee DC (Principal Executive Assistant)
Councillor P Callaghan, Dunfermline DC
Mr M Robinson, Dunfermline DC (Corporate Planning and Co-ordination Officer)
Mr A Laing, Edinburgh DC (Technical Services Department)
Councillor W Milne, Falkirk DC
Councillor F Ballantyne, Kirkcaldy DC
Councillor E Carrick, Stirling DC
Mr A Walker, University of Edinburgh (Study Co-ordinator)
Mr R Mackenzie, University of Edinburgh (Research Associate)

Apologies:-

Councillor T Darby, Lothian RC
Councillor E B Fallon, Lothian RC
Councillor T Coll, Central RC
Councillor P Doran, Tayside RC
Councillor T Downs, Clackmannan DC
Councillor R Alexander, Edinburgh DC
Councillor Caldwell, Chair NFZ Scotland

1. WELCOME

The Chairman welcomed Councillor Ballantyne of Kirkcaldy District Council to his first meeting of the Management Committee.

Councillor Herald also thanked Central Regional Council for the use of their Council Chamber in which the meeting was taking place.

2. MINUTE OF MEETING OF 23 OCTOBER 1987

The Committee approved, as a correct record, the minute of its meeting held in Edinburgh on 23 October 1987, subject to what is shown below.

Item 2 - Constitution - Draft Minute of Agreement

The Committee accepted a suggestion by Councillor Groom that a more accurate reflection of his statement to the meeting would be achieved by deleting the second paragraph of item 2 and inserting the following:-

"To date, 12 of the 13 authorities had approved the Minute of Agreement and had passed a resolution delegating the functions referred to in Clause First to this Joint Committee. Mr Bain reported that Fife RC had approved in principle the Minute of Agreement, but had raised the question of the personal liability of elected members serving on the Joint Committee. Councillor Groom, Fife RC, assured the Management Committee that his Council had approved the Minute of Agreement, and spoke to the question raised."

3. MATTERS ARISING FROM MINUTE

(a) Constitution - Draft Minute of Agreement (item 2)

Fife Regional Council had raised the question of the personal liability of elected members serving on the Management Committee which had been referred to individual participating authorities to check, and if thought necessary, to extend their own insurance arrangements. However, Fife RC now asked the Committee to consider two alternative suggestions which, in their Solicitor's view, would be more preferable:-

- (1) that the Joint Committee take out liability cover itself; or
- (2) that the lead authority, Lothian, extend its own insurance arrangements to cover members of the Joint Committee.

Mr Ross pointed out that he understood COSLA was looking at the whole question of elected member liability in the context of joint committees and other outside bodies. In these circumstances Mr Bain suggested that the matter be continued to await the outcome of COSLA's deliberations and any recommendations that might be made.

DECISION

The Management Committee agreed to continue consideration of the matter to allow further information to be obtained on COSLA's position.

(b) Civil Defence Grant - Letter of Application (item 4)

Mr Hood reported that a letter of application for Civil Defence grant made on behalf of the Management Committee had been sent to the Scottish Home and Health Department, but as yet no reply had been received. It was noted that Strathclyde Region had also made a similar application.

4. CONSTITUTION - MINUTE OF AGREEMENT

Mr Bain reported to the Management Committee that all the participating authorities had now passed the necessary resolutions delegating their functions referred to in the Minute of Agreement to this Committee.

The Minute of Agreement had been formally executed by Lothian and had been passed to Central RC for its execution. The other eleven authorities had been informed by letter that the Minute of Agreement was being passed from authority to authority for their execution and sealing.

As this process would obviously take some time, Mr Bain suggested that the Management Committee might now wish to regard itself as formally constituted and authorise the Secretary to execute the Agreement with the University of Edinburgh for the conduct of the study on its behalf.

Mr Hood informed the Management Committee that, as the Minute of Agreement had now been accepted by all the participating authorities, Lothian's Finance Department had issued invoices to member authorities requesting the payment of their first contribution to the Study.

DECISION

- (1) To note the position with regard to the circulation of the Minute of Agreement for its formal execution by participating authorities.
- (2) To authorise the Secretary to sign the Agreement with the University of Edinburgh on behalf of the Management Committee.
- (3) To request the participating authorities who had not paid their first contributions to do so as soon as possible.

(References - Management Committee 23 October 1987 (items 2 and 3).)

5. DISCUSSIONS WITH MIDLOTHIAN DISTRICT COUNCIL

Councillor Herald reported that representatives of the NFZ Scotland Steering Committee had met elected members of Midlothian District Council to discuss their possible participation in the East Central Scotland Planning Assumptions Study.

At the conclusion of the discussions, during which the purpose of the Study was made clear, the District Council representatives stated that the matter would be considered shortly by their General Purposes Committee and it was felt that a favourable decision would be reached.

6. **REPORTS BY STUDY CO-ORDINATOR**

(a) **Progress Report**

Mr Walker, the Study Co-ordinator, informed the Management Committee of the progress which had been made in the equipping of the Planning Assumptions Study office. This included the receipt of further computer software and hardware and the general redecoration of the room in which the Study office was located at the King's Building Campus, Edinburgh.

Contact had been made with the Co-ordinator of the Strathclyde Study. A useful discussion had occurred concerning the approach which the Strathclyde PA Study would take particularly in relation to their assumptions about the "self evacuation" of the population in high risk areas. Close contact would be kept with the Strathclyde PA Study in respect of any variations which they might make in their in-house calculations of casualties and physical damage so that data consistent with their assumptions could be presented.

DECISION

To note Mr Walker's progress report.

(Reference - report by Study Co-ordinator 11 December 1987, submitted.)

(b) **Commentary on Paper No 3 "Analysis of Progress and Preparation for April 1 Target Date"**

The Study Co-ordinator commented upon the NFZ National Steering Committee Guidance Paper No 3, which gave guidance on the Government's Planned Programme of Implementation and made recommendations in three areas. These were the role of planning assumptions research, the October 1987 target date for the first submission and the 1 April 1988 target date.

DECISION

The Management Committee noted the NFZ policy that planning assumptions research had a key role to play in the production of plans and that the results of this research should be used in the formulation of plans prepared by the respective emergency planning staff of the regional authorities involved.

(Reference - report by Study Co-ordinator 11 December 1987, submitted.)

(c) **Interim Report on Phases of War Emergencies**

Mr MacKenzie, Research Assistant, introduced an interim report on the phases of a possible war emergency. He analysed the Government's advice on planning assumptions for civil defence (EPGLA) and outlined the main criticisms of this. A brief

description was given of the Study team's research into assumptions in the areas of warning, a possible period of tension, the transition to war, conventional/chemical and biological attack and nuclear attack, and how these affected emergency planning assumptions for the East Central Scotland area.

The Study team had undertaken a detailed review of the phases of war emergency including an analysis of periods of tension and transition to war, conventional war and possible escalation to nuclear war, the scale of a possible conventional attack on and targets in the UK and the East Central Scotland area.

An interim summary of planning assumptions for the East Central Scotland area was given as follows:-

- (1) The only likely major "hostile attacks" involving the East Central Scotland area would result from a conflict between the NATO Alliance Forces and those of the Warsaw Pact.
- (2) No particular timescale could be assumed for a period of "international tension". As outlined in the EPGLA (Section 2, Para 2.5), important plans should be capable of being implemented within a short timescale (EPGLA suggested for vital elements, within 48 hours), because events could move so rapidly towards war that no longer warning period could be relied upon.
- (3) If war broke out, then conventional conflict was likely to be the initial phase affecting the East Central Scotland area. Centres of population in this area would probably not receive significant attack, apart from where they were adjacent to obvious military targets including sea and air ports where these would be involved in substantial movement of troops and equipment.
- (4) For East Central Scotland no assumptions had been made about chemical or biological attack. Although there was extensive literature concerning this subject, the research team had not the time and resources to examine it at this stage. NFZ National Steering Committee resources, guidance papers and Government advice on chemical attacks, were not yet available.
- (5) Despite Government advice to the contrary, it was extremely likely that significant numbers of the civilian population would "self evacuate" from areas around major military installations or where they perceived a high risk to immediate survival especially considering the possibility of nuclear attack. This required more serious consideration than suggested in the EPGLA and would need to be taken into account in civil defence planning. This would need close liaison with adjacent local authorities and police, military and SHHD emergency planners.

- (6) The period of conventional warfare would probably be fairly short, mainly because of the lack of "sustainability" of NATO forces involved in conventional warfare (and compounded by a lack of "surge capability" in Europe to improve this significantly within a short period). NATO forces in central Europe probably only had the ability to fight effectively for about 8-10 days at maximum compared with a reported 60 days or more for Warsaw Pact forces.
- (7) As a result of assumption (6), a strong probability existed that NATO forces would be forced to use nuclear weapons in order to continue to fight effectively. It was present NATO policy to do this, generally referred to as "flexible response". Whether or not this would then escalate from "battlefield" use to more widespread or strategic use, any local authority civil defence plans thought to be necessary for possible survival of nuclear attack should, at this point, have already been completed.
- (8) This placed a priority on implementation of civil defence plans for nuclear attack in what was very likely to be a short period of time, certainly from the start of conventional warfare in Europe. In addition, and as already mentioned in (2) above, a long period of "tension" or warning in which to implement plans could be relied upon.

DECISION

To endorse the planning assumptions contained in the interim report.

(Reference - report by Study Co-ordinator 11 December 1987, submitted.)

(d) Interim Report on Amendments to Nuclear Target Lists

At its last meeting on 23 October 1987, the Management Committee had approved the nuclear target lists of "Scenario 1" and "Scenario 2" as the baseline on which the PA Study would proceed.

There had been two developments which required re-consideration of these lists. Firstly, the Study Co-ordinator's discussions with the four Emergency Planning Officers of the regional authorities involved in the Study had led to the reconsideration of some of the targets in Scenario 1, in particular Hawklaw in Fife and the possible substitution of Torness for Cockenzie Power Station in Lothian. The second consideration was the impact of an Intermediate Nuclear Force (INF) Agreement on the likely level of attack on the UK. The INF agreement would remove all SS20s and SS4s, and as a result, the UK military targets were likely to be retargetted with older systems that could already be allocated to attacks on the UK. These systems

in general would have a higher explosive yield. As a result of the INF Agreement, consideration would have to be given to the possible modernisation of US/NATO forces in terms of, for example, the possible forward-basing of bomber forces or the equipping of naval forces around the UK with sea-launched cruise missiles and other systems.

DECISION

The Management Committee accepted that amendments to the nuclear target lists would be made and that proper consideration of the impact of the INF Agreement would be given at a later date.

(Reference - report by Study Co-ordinator 11 December 1987, submitted.)

(e) Interim Report on Computer Calculations of Nuclear Phase Casualties

The Study Co-ordinator had received material relating to the computer calculation of nuclear phase casualties from Earth Resources Research Ltd. He outlined to the Management Committee how the casualty calculations were made and the criteria employed.

It was also hoped that Earth Resources Research Ltd would soon provide the software for the calculations of the damage to buildings and the impact on agricultural production which would occur in a nuclear attack.

The Study Co-ordinator outlined the uses of the "Nukecalc" programme which gave flexibility in the choice of targets, weapon yield, type of burst, wind direction and choice of protection factors. Mr Walker supplemented his report with a visual presentation of the interim data on Scenarios 1 and 2.

DECISION

To note the report.

(Reference - report by Study Co-ordinator, 11 December 1987, submitted.)

(f) Information Gathering from Local Authorities and Outside Bodies

The Study Co-ordinator referred to the Study Work Programme and the progress which he had made in the collection of information from participating local authorities and from outside bodies.

The process of gathering information from regional authorities had been initiated by separate visits to the four Regional Emergency Planning Officers. These visits had been helpful in providing or setting in motion a means of obtaining information

from local authority sources. This would continue in the future, unless in particular circumstances it was more appropriate to make a direct approach to a particular Regional or District official.

After discussion with the Regional Emergency Planning Officers, (and with elected members and officials in Lothian Region) it was felt that the proper channel for requests for information from outside bodies should be through the Management Committee, so that the request would carry more weight. The Study team was aware that certain of the requested information might not be provided. In these circumstances, the Management Committee would be informed and after consultation between the Regional Emergency Planning Officers and the Study team, they would have to make judgements and estimates on whatever available public domain knowledge existed.

A specimen draft letter was circulated suggesting the manner of approach and the type of information to be sought from the outside bodies. It was hoped that, after this initial approach, the Study officers would liaise directly with the appropriate contact persons of these bodies.

DECISION

The Management Committee agreed to adopt the approach suggested by the Study Co-ordinator in relation to the obtaining of information from local authorities and outside bodies and to approve the specimen letter requesting information from the latter.

(Reference - reports by Study Co-ordinator, 11 December 1987, submitted.)

6. PUBLICITY

The Secretary reported on possible ways of publicising the Planning Assumptions Study. Since the Management Committee was a "joint committee" undertaking a local authority function on behalf of the participating councils, there was no constraint on the publicising of matters relating to the Study. However, it was felt important that any publicity should make clear that it was an objective study, with no person associated with it being seen to anticipate or pre-judge the conclusions which would be reached. It was particularly important that the Study Co-ordinator should be seen to have a "neutral" role.

At the previous meeting of the Management Committee, it had been suggested that prior to the various submission dates for the PPI, issues relating to that particular submission should be identified and highlighted in a press statement. It seemed reasonable therefore that the Study Co-ordinator when reporting to the Management

Committee in accordance with the agreed timetable, should identify appropriate matters for publicity, perhaps focussing on any significant results of the Study at that stage and any conclusions reached which would inform the plan-making process. Such matters could be issued to the media and it was suggested that Lothian's Regional Information Officer could be asked to prepare draft press statements on each occasion.

As the Management Committee was now formally constituted, it seemed appropriate to consider some initial publicity to "launch" the Study. This could be done by:-

- (i) a photo-call (and interviews) with the Chairman of the Management Committee, and other appropriate Councillors from each Region, the Study Co-ordinator and Research Assistant at the Study office in Kings Buildings; and
- (ii) a press release giving factual information about the study including:-
 - (a) its terms of reference, its proposed timescale and the work done so far;
 - (b) emphasis that the Study was a research project being undertaken by Edinburgh University using qualified personnel from its Physics Department; and
 - (c) highlighting the collaborative nature of the Study which involved 13 local authorities in East Central Scotland, all of which believed the Study was a necessary pre-requisite to the preparation of reasonable civil defence plans.

The Chairman considered that the Management Committee should not adopt the approach taken by some Planning Assumption Studies in other parts of the UK, whose publicity had seemed to suggest that the Study was merely a vehicle for substantiating an already agreed opinion. Councillor Herald also suggested that the other regional authorities may wish to host press conferences in their areas to enable local highlighting of the Study.

DECISION

The Management Committee accepted the suggestions by the Secretary and Chairman and agreed that the photo-call should be arranged for the week beginning Monday 18 January 1988.

(Reference - report by Secretary, 11 December 1987, submitted.)

7. LOCAL CONTACTS

The Chairman proposed that, in order to assist the Study Co-ordinator between meetings of the Management Committee, each participating Regional Council should nominate one of its members to be a "contact

person" to whom appropriate reference could be made. For District Councils, he proposed that the appropriate contact should be the Councillor serving on the Management Committee.

DECISION

The Management Committee agreed to the Chairman's proposals for local contacts.

8. **NEXT MEETING**

It was agreed that the next meeting of the Management Committee would be held on Friday 4 March 1988 at 2.00 pm and that the invitation by Fife RC to host the meeting in its Council Offices, Glenrothes be accepted.