

EMERGENCY PLANNING JOINT COMMITTEE

AGENDA

**Friday, 25 September 2009
at
12 Noon**

at Cleveland Police Authority, Ladgate Lane, Middlesbrough

MEMBERS: EMERGENCY PLANNING JOINT COMMITTEE:-

Hartlepool Borough Council:-
The Mayor, Stuart Drummond

Middlesbrough Borough Council:-
Councillor Barry Coppinger

Stockton Borough Council:-
Councillors Terry Laing

Redcar and Cleveland Borough Council:-
Councillors Dave McLuckie

- 1. APOLOGIES FOR ABSENCE**
- 2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**
- 3. MINUTES**

To confirm the minutes of the meeting held on 17 July 2009

4. REPORT OF CHIEF EMERGENCY PLANNING OFFICER

4.1 Progress Report - Performance Indicators 2009/10

4.2. Review of the Cleveland Emergency Planning Unit

4.3. Civil Contingencies Act - Expectations and Indicators of Good Practice

4.4. Expectations and Indicators of Good Practice - Humanitarian Assistance

4.5. Swine Flu

4.6. Water Rescue Capability Register

4.7. Reported Incidents / Cleveland Communications Strategy

5. ANY OTHER BUSINESS

6. DATE AND TIME OF NEXT MEETING

Wednesday, 16 December 2009 at 12 noon.

EMERGENCY PLANNING JOINT COMMITTEE

MINUTES AND DECISION RECORD

17 July 2009

The meeting commenced at 12 noon in the Emergency Planning Unit,
Middlesbrough Fire Station, Park Road South, Middlesbrough

Present:

Councillor Barry Coppinger, Middlesbrough Borough Council (In the Chair)
Councillor Terry Laing, Stockton Borough Council
The Mayor, Stuart Drummond, Hartlepool Borough Council

Denis Hampson, Chief Emergency Planning Officer
Alyson Carr, Assistant Chief Accountant
Sarah Bird, Democratic Services Officer

1. Apologies for absence

Councillor Dave McLuckie, Redcar and Cleveland Borough Council

2. Declaration of interest by members

None.

3. Confirmation of the Minutes of the Meeting held on 15 December 2009

The minutes were accepted as an accurate account.

4. Prepare for Emergencies (Z Card) – Chief Emergency Planning Officer

Purpose of Report

To inform Members that the Prepare for Emergencies leaflet has been produced and distributed to all homes across Cleveland.

To inform Members that the leaflet assists Local Authorities to meet their warn and inform duties as required by the Civil Contingencies Act.

Issues for Consideration

The Chief Emergency Planning Officer outlined the purpose and

background to the Prepare for Emergencies leaflet which had been prepared by the Cleveland Emergency Planning Unit on behalf of the four local authorities together with the support of the Emergency Services and Environment Agency. This had been distributed to all residential addresses in Cleveland and publicised in the local press and the NHS Life Store in Middlesbrough town centre. Monies from the Beacon Status fund had been used to produce and distribute this.

Decision

Members noted the report and acknowledged the excellent work that went into producing the leaflet and its distribution.

5. Cleveland Emergency Planning Unit Annual Plan 2009 – 2010 – Chief Emergency Planning Officer

Purpose of Report

To present to the members of the Cleveland Emergency Planning Joint Committee the Annual Plan for the Cleveland Emergency Planning Unit for the year 2009-10.

Issues for Consideration

Members were informed that this plan was produced yearly in order to inform the 4 Local Authorities of plans for the year. Much of the workload involved that required for compliance with government legislation and there was a lot of work with partners, particularly the emergency services. Workload had increased because of the Pitt review into flooding. A structural review of the unit had resulted in one extra member of staff. The Annual Plan identified 14 themes linked into objectives and Performance Indicators.

The planning around Hartlepool's hosting of the 2010 Tall Ships Race was highlighted, including the need to plan for the expected 1,000,000 visitors attending the town over a four day period, so it was expected that there would be a lot of people and traffic management.

The Chief Emergency Planning Officer informed members that the structure, format and content of the emergency response plans produced by the Cleveland Emergency Planning Unit had been adopted as best practice by the Health and Safety Executive within their internal guidance relating to the chemical industry and COMAH Regulations.

Decision

Members noted the report and endorsed the 2009-2010 Annual Plan including the Performance Indicators

6. Multi-Agency Exercise Calendar – Chief Emergency Planning Officer

Purpose of Report

To inform members of the Emergency Planning Joint Committee of the multi agency exercise and training calendar for 2009-2010.

To provide Members with an overview of the multi-agency exercises that took place during 2008-2009.

To provide a summary of the significant lessons learned identified as a result of the exercises conducted in 2008-2009.

Issues for Consideration

The report provided details of various exercises which had taken place in the previous year. Members were informed that recent Health and Safety Executive internal guidance and courses at the national Emergency Planning College at Easingwold were based on practices initiated in Cleveland. The Chief Emergency Planning Officer informed the Committee that previously an external agency had carried out debriefing training but this had now been developed and provided “in house”. Some issues had been identified from the exercises including staff not having correct personal safety equipment or having to rely on non-intrinsically safe communication systems, on sites where it was potentially dangerous to do so.

Some exercises planned for the next year were outlined including one with Northumbria Water regarding loss of water containment and one at the Nuclear Power Station.

Decision

Members noted the schedule of exercises for 2009-10, supported the role undertaken by the Exercise Planning Group and the creation of a joint Civil Contingency Act (CCA) and Control of Major Accident Hazard (COMAH) exercise matrix and noted that the issues identified in section 7 of the report were receiving attention through the Exercise Planning Group and/or respective Category 1 organisations.

7. Incident Recovery Plan - Chief Emergency Planning Officer

Purpose of Report

To inform Members of the Emergency Planning Joint Committee that the Cleveland Emergency Planning Incident Recovery Plan had been revised in line with the new National Recovery Guidance issued by the Civil Contingencies Secretariat in the Cabinet Office.

To outline the responsibilities of the Local Authorities and other responders in the event of an incident requiring a restoration and recovery phase.

Issues for Consideration

The original Plan was first written over 2 years previously but had been reviewed and revised in order to meet changes in practice and procedures at a national and local level. Members were provided with a copy of the plan and informed of the responsibilities of the various emergency services and local authorities.

A member asked whether elected members would receive training pertaining to the Community Recovery Committee and was informed that this would take place.

Decision

Members noted the report.

8. Swine Flu – Chief Emergency Planning Officer

Purpose of Report

To inform Members of the present situation in respect of the Swine Flu pandemic.

To inform Members that the situation in respect of swine flu was very fluid and the information contained in the report was correct at the time of writing. Members would be informed of any changes at the meeting.

Issues for Consideration

Members were informed that there had been 29 deaths in the UK and the most affect age group was 10 – 20 years old. The vast majority of cases had only mild symptoms, most receiving treatment at home. There was an average of 30 cases per day across Cleveland.

A Member queried why patients from Hartlepool had to get Tamiflu supplies from Stockton and was informed of the current arrangements which were deemed sufficient at present for the distribution of Tamiflu. However, should the number of cases increase, then further distribution centres had been highlighted. There were limited arrangements for delivery of Tamiflu but generally 'flu friends' would be asked to collect the drug. A dedicated swine flu telephone number (0800 1513513) would be operational from Monday, 20 July and the Chief Emergency Planning Officer agreed to provide a briefing note for Members so that the information could be passed on to their colleagues.

Decision

Members noted the report.

9. Reservoir Inundation Preparedness - *Chief Emergency Planning Officer*

Purpose of Report

To inform Members that the Civil Contingencies Secretariat (CCS) in conjunction with the Environment Agency and DEFRA had produced draft guidance for off-site reservoir planning, including templates for specific and generic plans.

To inform Members that the Chief Emergency Planning Officer on behalf of the four local authorities and the Local Resilience Forum (LRF) had responded to the draft guidance issued as part of the consultation process.

To inform Members of the expectation that a generic Cleveland Reservoir Inundation Plan would be completed by the end of 2009 and then thereafter specific plans for each reservoir by April 2010, prior to which a national public awareness campaign would commence in January 2010.

The report outlined the responsibilities and requirements being placed on the Cleveland Emergency Planning Unit on behalf of the four local authorities within the draft guidance.

Issues for Consideration

The Committee were informed that this had arisen as a result of the Pitt Review into the serious flooding that occurred in 2007. The EPU would prepare a generic plan and also specific plans for the 6 reservoirs in the area of over 25,000 cubic metres by the deadlines.

Decision

Members noted the report as well as the requirement to complete a generic plan by the end of 2009 and specific plans thereafter. Members also noted the projected exercising and testing commitment that would be required once the plans had been completed.

10. Revenue Outturn Report and Annual Return to Audit Commission for 2008/09 – *Assistant Chief Accountant*

Purpose of Report

To provide details of the Emergency Planning Revenue Outturn and

Annual Return to the Audit Commission for the Cleveland Emergency Planning Joint Committee for the year 2008/2009.

Issues for Consideration

The revenue outturn report was submitted to the committee on an annual basis and then returned to the Audit Commission. This was a requirement under the Accounts and Audit Regulations 2003 for all smaller relevant bodies in England. The Emergency Planning Joint Committee, as a joint committee of more than 1 authority, fell within the definition of a smaller relevant body and therefore a return had to be completed.

A Member queried the less than anticipated income received from Control of Major Accident Hazard (COMAH) Regulations and was informed that not all planned reviews were able to be completed because of staff vacancies and changes and as the Unit was paid per plan, revenue from this source was less than expected.

Decision

Members approved the 2008/2009 revenue outturn and 2008/2009 Audit Commission return.

11. The National Capabilities Survey 2008 – Chief Emergency Planning Officer

Purpose of report

To inform Members of the EPJC of the results of the National Capabilities Survey 2008 as they affect the Local Authorities and EPU. This survey followed on from the previous survey held in 2006.

The survey was considered by the Cabinet Office and Civil Contingencies Secretariat to provide an assessment of the current levels of national resilience. The survey results were compiled from information gathered from Local Authorities as well as a variety of resilience stakeholders, including Police, Fire, Ambulance and the health community. The survey was used by Cabinet Office to identify the United Kingdom's readiness to respond to a number of assessed risks and was also being used to improve understanding of national preparedness, inform priorities for future investment, exercises and policy development. It contained 180 questions and each of the local authorities were required to complete it separately. This had been completed on behalf of the four authorities by the Chief Emergency Planning Officer with the support of representatives from other category 1 responders and the local authorities.

Issues for Consideration

Findings from this survey concluded that the general level of preparedness was higher than in the 2006 survey although this had been the expected outcome due to the attention given to resilience since the introduction of the Civil Contingencies Act and the work of the Local Resilience Forum. The survey had highlighted a need for validation of plans through testing and exercising and more emphasis on the training of key staff although generally had reflected well on the Cleveland EPU. Much of the additional work required was already being focussed on or being undertaken by the EPU and the Exercise Planning Group. However, the survey did not take account of or recognise the large workload and work streams placed upon this area due to its industrial heritage or the size of the EPU when compared to other areas.

Decision

Members noted the report.

12. Reported Incidents/Cleveland Communications Strategy – Chief Emergency Planning Officer

Purpose of Report

To inform Members of the incidents reported, severe weather and flood risk warnings received and communications strategy faxes received and dealt with by the Cleveland EPU. The reported covered the period between 1 January and 30 June 2009.

Issues for Consideration

There had been 34 warnings relating to adverse weather conditions, 8 flood warnings and 2 flood watch messages. The extreme rainfall warning scheme had now been adopted into the Met Office's new Severe Weather Emergency Response Service which was available to emergency planners through a secure web based browser.

The EPU had also received and dealt with 63 'blue' faxes and 15 incidents of note which were detailed in an appendix to the report.

Decision

Members noted the report.

The meeting concluded at 1.35 pm.

B COPPINGER
CHAIR

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee
Report from: Chief Emergency Planning Officer
Date: 14th September 2009
Subject: **PROGRESS REPORT - PERFORMANCE INDICATORS
2009/10**

1. PURPOSE OF REPORT:

To inform the Joint Committee of the progress being made towards achieving the performance indicators set down in the 2009/10 Annual Plan of the Cleveland Emergency Planning Unit.

2. BACKGROUND:

- 2.1 To manage and continually improve our service and performance and determine if the Emergency Planning Unit is meeting its aims and objectives, a number of realistic and meaningful performance indicators were set through which we could monitor and review our progress and performance.
- 2.2 This report details the progress made towards achieving those performance indicators during the period 1st April 2009 to 13th September 2009.
- 2.3 Administrative processes enable the performance indicators to be effectively monitored and the indicators are also a standing item on the agenda for the monthly team meeting. They also form part of the discussions on the three monthly work programme individually agreed between each of the Emergency Planning Officers and the Chief Emergency Planning Officer.
- 2.4 There are a total of 21 performance indicators for 2009/10 and it is anticipated at this stage that all indicators will be achieved, either in full or part, by the 31st March 2010. Most of the indicators had several targets within them. However, much will depend upon how quickly new staff who are expected to shortly join the Emergency Planning Unit settle into their new role and contribute to the work of the EPU. Staff retention continues to create long term planning issues, with three staff having left the CEPU over the past three months.
- 2.5 All targets are showing “amber” for the 21 performance indicators although some are more further advanced than others. One cross

cutting indicator has been achieved – appraisals for all staff have been completed, together with training reviews.

- 2.6 Emergency Planners are focused on achieving these targets and this provides evidence of the commitment of the staff within the Emergency Planning Unit to meeting the targets set, several of which were strengthened and enhanced from the previous year, especially to meet new requirements shown in the Expectations and Indicators of Good Practice document produced by the Cabinet Office.
- 2.7 There are also three cross cutting indicators which compare points of the Emergency Planning Unit with the Neighbourhood Services Department of Hartlepool Borough Council, as the 'host' authority for emergency planning. It is expected that the EPU results will be in line with or better than those for the Department.

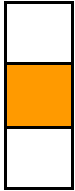
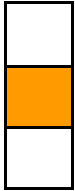
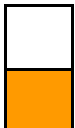
3 RECOMMENDATION:





- 3.1 That Members note the report


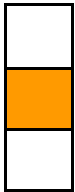
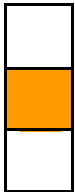

Report Author: Denis Hampson
Chief Emergency Planning Officer

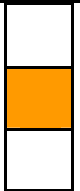
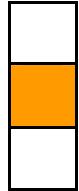
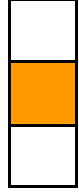
Date: 14th September 2009



PROGRESS ON THE PERFORMANCE INDICATORS FOR 2009/10

NO	INDICATOR	OUTCOME	2009 / 10 TARGET	PROGRESS
<p>1</p> 	<p>Develop and review emergency planning arrangements in each local authority</p>	<ul style="list-style-type: none"> To ensure each authority has an effective and up to date Major Incident Response Plan To ensure departments / service areas have effective plans which are an integral part of the Councils Major Incident Response Plan Staff are aware of their roles and responsibilities 	<ul style="list-style-type: none"> Each Local Authority Major Incident Response Plan to be reviewed within the 12 month period, taking into account the departmental / service plans. Conduct one call out / contact after hours exercise in each local authority 	<ul style="list-style-type: none"> A review of each MI Response plan in each of the four councils is underway and will be completed in all by Jan 2010. Exercises are being planned and will be completed by December 2009.
<p>2</p> 	<p>Provision of an effective Cleveland Community Risk Register (CRR)</p>	<ul style="list-style-type: none"> To ensure the local authorities' have identified and prioritised emergency risks in their area Allows the public to be made more aware of the risks that could lead to a major incident Provision of Project Leader who will chair the Risk Sub Group and further develop the community risk register 	<ul style="list-style-type: none"> Ensure all significant local risks are addressed in CRR Review the CRR on EPU & LRF web sites 6 monthly Hold 4 meetings of Risk Sub Group to monitor and review the register Report to Local Resilience Forum annually 	<ul style="list-style-type: none"> Achieved - all local risks are now shown in CRR Last reviewed 30 June 09 – to be reviewed again in early 2010. 2 meetings held to date. Others planned. Good attendance at group meetings. Report to be taken to LRF in January 2010
<p>3</p> 	<p>Number of plans produced / reviewed for COMAH establishments (as at 01.04.09 Cleveland has 38 top tier COMAH sites – 11% of national</p>	<ul style="list-style-type: none"> Meet statutory duties under the Control of Major Accident Hazard Regulations Ensure Operator, Emergency Services Local Authority and other responders effectively deal with incidents 	<ul style="list-style-type: none"> 8 plans to be reviewed or produced Assess regional impact on all 	<ul style="list-style-type: none"> On target - 5 plans reviewed to date Awaiting decisions to HSE working group

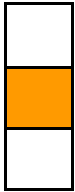
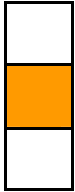
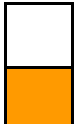
	total)	<ul style="list-style-type: none"> Validity of plans produced to satisfaction of Competent Authority 	COMAH plans (Buncefield recommendation)	prior to progressing this further.
NO	INDICATOR	OUTCOME	2009 / 10 TARGET	PROGRESS
<p>4</p> 	Provide an efficient duty officer scheme – 24/7 x 365	<ul style="list-style-type: none"> Best Value Ensure Local Authority are alerted to incidents so they can respond effectively Provide effective response by Emergency Planning Officer(s) 	<ul style="list-style-type: none"> 98% Annual review of EPU telephone contacts and agency lists Review of each local authority / EMRT contacts lists at least quarterly or when significant changes occur 	<ul style="list-style-type: none"> On target. Good commitment shown by staff during recent period of reduced staff numbers EPU Contact list & local authority lists under review / update. Expected to be completed by 30 Nov
<p>5</p> 	Rest Centre procedures and exercises	<ul style="list-style-type: none"> To ensure staff, especially social services & voluntary agencies are better equipped to respond to incidents 	<ul style="list-style-type: none"> One exercise/training event in each Council Review Rest centre Boxes Review Transport Plan 	<ul style="list-style-type: none"> Training or plan review scheduled: Hartlepool – by Dec 09 R & C – Sept 09 M'Bro – 15 Sept. Stockton – Oct 09 Transport Plan to be reviewed by new EPO Rest Centre boxes will be completed by Dec 09
<p>6</p> 	Provision of an effective internet website for both the Cleveland Emergency Planning Unit and the Cleveland Local resilience Forum (LRF)	<ul style="list-style-type: none"> Improved interaction with public/customers Provision of system to inform the public of the risks associated with the area, allowing them to take any preventative actions felt appropriate Provide focal point for public to gain information on emergency and civil 	<ul style="list-style-type: none"> Web site reviewed at least every 28 days New 'cover story' on CEPU website on a quarterly basis Project Leader to place new items on 	<ul style="list-style-type: none"> On target On target – new story shown in August 09 Indicator being achieved.


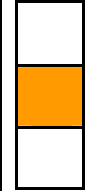
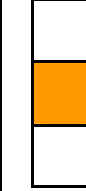
		contingencies planning	website within 5 days of receipt • Publish events/training of LRF partners on website	• Being achieved, but always dependent upon information by supplied by LRF partners.
NO	INDICATOR	OUTCOME	2009 / 10 TARGET	PROGRESS
7 	Conduct / participate in multi-agency exercises under COMAH / Pipelines / REPPIR Regulations	<ul style="list-style-type: none"> To ensure those involved are better prepared to respond Ensure plans work in practice Lessons learned and required actions are taken forward 	<ul style="list-style-type: none"> 10 COMAH exercises 3 level one Nuclear exercises Take part in extensive preparations for major level 2 exercise in May 2010 	<ul style="list-style-type: none"> On target – 7 COMAH exercises completed 1 level one nuclear exercise completed 7th September. Two more planned. First planning meeting scheduled for 24th September 09
8 	Planning for the Tall Ships Race in Hartlepool in August 2010	<ul style="list-style-type: none"> To ensure the safety of public attending the event To gain 'buy-in' from appropriate responders, particularly the emergency services and first aid providers To ensure that an adequate event safety plan is prepared To ensure that Command and Control facilities are created, together with an Event Control plan 	<ul style="list-style-type: none"> CEPO to chair Safety Advisory Group and EPU to provide Secretariat for SAG Hold bi-monthly meetings of SAG Meet targets set in the Tall Ship's Project plan 80% of Event Safety Plan produced Event Control plan completed 	<ul style="list-style-type: none"> Being achieved – CEPO chairs SAG and EPU provide secretariat. Being achieved – bi monthly meetings held. Project plan, Event Safety plan and Event Control plan all slightly behind schedule due to resignation of SEPO for Hartlepool.
9 	Provide information to the public / residents on responding to and dealing with emergencies	<ul style="list-style-type: none"> To ensure everyone is more aware of emergency and contingency planning so they are better prepared and aware Provision of advice and guidance 	<ul style="list-style-type: none"> Produce 3 pieces of information material Material made available on CEPU 	<ul style="list-style-type: none"> Z card and bookmarks produced. Z card available on websites

		<ul style="list-style-type: none"> Assist in meeting the statutory requirements of the Civil Contingencies Act 	<ul style="list-style-type: none"> and LRF websites Briefing note to responders on 3 subject matters, e.g. COMAH review, pandemic flu and resilient telecommunications 	<ul style="list-style-type: none"> Briefing note to other Cat 1 responders on Flood Rescue Register, MTPAS (resilient communications) and Swine Flu.
NO	INDICATOR	OUTCOME	2009 / 10 TARGET	PROGRESS
<p>10</p> 	<p>Training of Local Authority and Emergency Planning Unit staff</p>	<ul style="list-style-type: none"> Best Value Staff better able to respond effectively to incidents Ensure effective use of resources 	<ul style="list-style-type: none"> 8 local authority staff to attend external courses 20 local authority staff in each Council to receive “in house” training Hold 4 Local Authority Exercises (1 per Borough) EPU staff to attend average of 3 days training Provision of 3 multi-agency training days 	<ul style="list-style-type: none"> 4 staff to attend Emergency Planning College but still seeking other staff to attend. On target – in house training given on BCM; Fuel Plan & Swine Flu. Other training being planned for Tall Ships’ and Recovery exercise. Call out exercise scheduled for each LA EPU staff – on target 1 multi-agency day achieved to date (Vol Sector & Business Continuity)
<p>11</p> 	<p>Ensure compliance with the Pipeline Safety Regulations through the review and writing of emergency response plans for hazardous pipelines</p>	<ul style="list-style-type: none"> Ensure Operator, Emergency Services, Local authority and other responders react effectively to incidents. Comply with statutory requirements Be part of HSE working group producing amended Regulations 	<ul style="list-style-type: none"> Review and/or test 2 plans CEPO to pro-actively be involved in regime that is amending the PSR ready for implementation in 2010 	<ul style="list-style-type: none"> On target – 1 plan reviewed to date. On target – CEPO is member of national sub-group chaired by HSE re PSR. Next meeting 28 Sept.

<p>12</p> 	<p>Time to complete an off-site emergency plan under the Control of Major Accident Hazard Regulations (COMAH), Pipeline Safety Regulations or Radiation (Emergency Preparedness & Public Information) Regulations (REPPIR)</p>	<ul style="list-style-type: none"> • Meet statutory duties under the COMAH Regulations/Pipeline Safety Regulations /REPPIR • Ensure plans are in place to assist the Operator, Emergency Services, Local Authority and other responders to deal effectively with incidents • Ensure the Operator, Emergency Responders and Competent Authority are consulted appropriately 	<p>40 working days (from commencement of writing plan to sending draft out for consultation)</p>	<p>Presently being achieved.</p>
NO	INDICATOR	OUTCOME	2009/10 TARGET	PROGRESS
<p>13</p> 	<p>Increase awareness of emergency planning and the Civil Contingencies Act within the local authorities</p>	<ul style="list-style-type: none"> • Best Value. • Crucial to ensure effective deliver & improvement of service • Provide awareness that Elected Members and Council employees can impart to persons within their community • Public through awareness are better prepared to protect themselves and their property and understand the reality of situations / emergencies. 	<ul style="list-style-type: none"> • Elected / LSP Members invited to attend seminar / training days provided by EPU • One Elected Member to attend Emergency Planning College • Minimum of three EMRT meetings to be held in each Borough where EMRTs are held • EPU staff to attend 2 public events for promotional purposes • Produce 1 article for inclusion on website 	<ul style="list-style-type: none"> • Invitations provided – limited take-up. Effort will be maintained. • Not achieved to date. • On target – meetings being held – more planned • EPU staff attended Stockton Festival and Cleveland Show . Mela cancelled. • Slightly behind target - article on M'Bro website re swine flu

			of the local authorities	workshop. RT target achieved
14	Effective partnership working on a multi-agency basis across the Tees Valley area, with particular reference to the Cleveland Local resilience Forum	<ul style="list-style-type: none"> • Sharing information and know ledge • Improve liaison, know ledge and understanding assisting agencies to work more closely • Provision of an effective Local Resilience Forum through the CEPO as Manager of the LRF • Provision of an effective secretariat to the Cleveland LRF • Meet requirements of the Civil Contingencies Act 	<ul style="list-style-type: none"> • 4 meetings of the Local Resilience Forum • 4 meetings of the Local Resilience Working Group • 3 meetings of the Media Emergency Forum • 4 Ad hoc meetings 	All targets being achieved. However the agenda for all these groups is continually driven by the CEPO and EPU staff, despite efforts to get other category 1 responders to move items.
NO	INDICATOR	OUTCOME	2009/10 TARGET	PROGRESS
15	Promote Business Continuity Management to medium and small enterprises (SME's)	<ul style="list-style-type: none"> • Meet requirements of the Civil Contingencies Act • Promotes awareness to the wider community • Provision of shared information • Greater community involvement • SME's are more able to recover from the effects of an emergency 	<ul style="list-style-type: none"> • Continue working relation with Tees Valley Business Link & North East Chamber of Commerce • Produce 4 pieces of literature for dissemination to SME's • Hold 3 meetings of the Business Continuity Sub Group • Present at 2 seminar / conference for SME's • Develop working relations with PCT's and other Cat 1 & 2 	<p>All on target.</p> <ul style="list-style-type: none"> • Presentation to Business Link in May 09. • Literature produced and put on website. • 1 meeting of BCM sub group held. • 1 presentation given – invitation accepted for another. • Relationships being improved through PCT

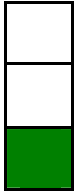
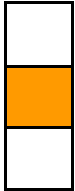
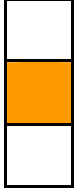
NO	INDICATOR	OUTCOME	2009/10 TARGET	PROGRESS
16 	Increase involvement of the 'voluntary sector' in emergency planning	<ul style="list-style-type: none"> • Best Value • Improve liaison, know ledge and understanding betw een all parties • Meets central government guidance 	responder agencies <ul style="list-style-type: none"> • Hold 4 meetings with Voluntary Agencies • Involve one or more agencies in 2 exercises • 4 training sessions / presentations to or with Voluntary Agencies • 1 'live play' rest centre exercise involving voluntary agencies 	EPO On target to achieve. <ul style="list-style-type: none"> • 2 meetings held to date. • Red Cross / WRVS / Raynet involved in multi-agency training day. • 1 training session held to date. • Live play exercise not yet achieved.
17 	Meetings with Partnership Agencies and Organisations w ithin the North East region	<ul style="list-style-type: none"> • Sharing information • Improve liaison, know ledge and understanding, thereby assisting agencies to w ork more closely • Dissemination of minutes to interested parties 	<ul style="list-style-type: none"> • 3 meetings w ith Regional Resilience Team (GONE) • 8 meetings w ith regional operations groups e.g. CBRN, Media, Utilities • 4 Ad hoc meetings 	On target to achieve. Regular meetings being held w ith the Regional Resilience Team at GONE and other partner agencies. This indicator will be more easily achieved than expected due to sw ine flu and resultant meetings
18 	Business Continuity Plan for the Emergency Planning Unit	<ul style="list-style-type: none"> • Meet requirements of the Civil Contingencies Act guidance • Ensure staff can react effectively to an incident affecting the EPU • Best Value 	<ul style="list-style-type: none"> • Review CEPU plan • Conduct an exercise involving the plan 	Behind schedule but expected to be achieved. Target for plan – Dec 09 and target for exercise – March 2010

				
<p>19</p> 	<p>Event Planning</p>	<ul style="list-style-type: none"> • Ensure health and safety aspects at events are covered • Produce or ensure event emergency response plans are produced • Events include Mela, Cleveland show , Music Live, Tall Ships, large Firework Displays, etc 	<ul style="list-style-type: none"> • Work with the Event Planning Teams to produce appropriate documents • Meet 100% requests for assistance from Event teams • Produce event plans for 10 events • Hold a Cleveland Safety Advisory Group meeting twice yearly • Provide SAG guidance in consultation with councils & emergency services 	<ul style="list-style-type: none"> • Behind target date at present time but further work planned in schedule. • All requests being met. • On target - 5 plans produced e.g. Mela, Dockfest, 10k Road Race. • One meeting held to date. • Behind target to produce guidance – work scheduled to occur.
<p>NO</p>	<p>INDICATOR</p>	<p>OUTCOME</p>	<p>2009/10 TARGET</p>	<p>PROGRESS</p>
<p>20</p> 	<p>Circulation of minutes of meetings and other information received within the unit</p>	<ul style="list-style-type: none"> • Good administrative practice • Allow s information to be shared • Actions are identified and dealt with • Timely circulation of relevant information on emergency planning issues 	<ul style="list-style-type: none"> • Circulated within 8 working days of meeting date • Circulation of other material within 5 days 	<p>Targets presently being achieved through good administrative practices.</p> <p>The date when minutes are circulated is shown in 'footer' at bottom of pages of minutes.</p>
<p>21</p>	<p>(a) Invoices received in Emergency Planning Unit processed & sent to finance section for payment.</p>	<ul style="list-style-type: none"> • Best Value • Improve the internal administrative working of Emergency Planning Unit 	<ul style="list-style-type: none"> • Invoices processed/sent within 5 days 	<p>Targets presently being achieved.</p>

<table border="1" style="width: 100%; height: 100%;"> <tr><td style="background-color: #f4a460;"> </td></tr> </table>		(b) Submission of requests for invoices for exercises and/or plans	<ul style="list-style-type: none"> • Effective cost recovery 	<ul style="list-style-type: none"> • EPO's to provide costing within 7 days of exercise or plan completion 	

CROSS CUTTING INDICATORS

NO	INDICATOR	NEIGHBOURHOOD SERVICES DEPARTMENT 2009/10	EPU 2009/10	PROGRESS
1	Percentage of appraisals carried out	100%	100%	All appraisals for 2009

	within the Emergency Planning Unit			have been completed
	2 Average number of days training per employee within the Emergency Planning Unit	3	3	Target expected to be exceeded due to new staff within the EPU.
	3 Average number of days lost to sickness within the Emergency Planning Unit	10.5	8.00	On target - average number of days lost to sickness as of 31 st August 2009 is less than 3.

Report to: Emergency Planning Joint Committee
From: Chief Emergency Planning Officer
Date: 25th September 2009
Subject: **REVIEW OF THE CLEVELAND EMERGENCY PLANNING UNIT**

1. Purpose of the Report

- 1.1 To inform Members of the Emergency Planning Joint Committee that the Chief Emergency Planning Officer has carried out a review of the Cleveland Emergency Planning Unit.
- 1.2 To seek endorsement of the recommendations made in the review and in particular support the continuation of the Emergency Planning Unit in its present format.
- 1.3 To inform Members that the review has been forwarded to the four Chief Executives and it is anticipated that it will be considered at a meeting of the Tees Valley Chief Executives' Group in the near future.

2. Background

- 2.1 The CEPU was last reviewed in 2002 when it was agreed to retain it in its present form but with a change in the political scrutiny. That resulted in the creation of the current Emergency Planning Joint Committee which has executive function and with each authority being represented by a senior elected member, who has is either/or a portfolio holder or Cabinet member.
- 2.2 It is considered that it is an opportune time to review the CEPU again due to a number of circumstances:
 - (a) The growth of resilience, emergency planning and civil contingencies work-streams that have occurred since the enactment of the Civil Contingencies Act in 2005 and associated legislation which now place a number of statutory requirements upon the local authorities that were not present before the legislation. This growth of work-streams show no sign of abating but on the contrary are set to increase even further.
 - (b) The growing importance of the Cleveland Local Resilience Forum which is seen both nationally and regionally as the strategic decision maker in respect of all civil contingencies and resilience issues.

- (c) The increase in audit and accountability for emergency planning which in the main is presently being principally channelled through the Local Resilience Forum.
- (d) Over the past 3 years the CEPU has encompassed the work of the Local Resilience Forum, with the Chief Emergency Planning Officer providing the management of the LRF, with the secretariat role also being provided through the CEPU. This practice ensures that the CEPU and Local Authorities remain at the forefront of both strategic and tactical considerations/decisions in respect of resilience and emergency planning.
- (e) Importantly, the Fire Brigade have indicated that the premises presently occupied by the CEPU will no longer be available from mid 2011 at the latest. The Fire Brigade are to replace Middlesbrough Fire Station and the annex occupied by the CEPU with a new build provided through PFI.
- (f) The Fire Brigade have stated that the CEPU can be housed within the new premise but this will necessitate new funding arrangements and are requesting a decision on this proposal by October 2009.
- (g) It is anticipated that there will be a change in emphasis by the Cleveland Police in respect of their role and function within the EPU, with an expected increase of 5 staff as the Police EPU accommodates contingency planning, e.g. royal and ministerial visits, planning for large scale events, as well as the present emergency planning function.

3. The Review, Findings and Recommendations

- 3.1 The review has been performed by the Chief Emergency Planning Officer in consultation with partners utilising a SWOT analysis methodology which has demonstrated the many strengths and opportunities for consistency and efficiencies that the CEPU provides. Any areas of perceived weaknesses focus around the working together of the local authority and emergency services personnel, the growing work-streams being undertaken by staff and corporate ownership of the function. However these issues have to date been effectively and sensitively managed and are not seen as obstacles to the effectiveness of a joint and co-located CEPU.
- 3.2 The structure, focus and effectiveness of the CEPU is seen by others outside Cleveland as the model that should be followed and some are actively progressing towards this model e.g. Essex. Certainly the present model was one of the main factors that allowed the four local authorities to be awarded Beacon Status for Emergency Planning in 2007/08. Strong positive comments being enthused by the assessors and representatives from the Department of Communities and Local Government, with the assessors in their final report stating that the CEPU “ensures that partnership working is strong and vibrant with excellent co-operation and sharing of information and knowledge.....

the Cleveland Authorities have worked extensively with others to drive performance improvement”.

- 3.3 The present structure and format of the CEPU was unanimously supported by Members of the Cleveland Local Resilience Forum at their meeting in May 2009 and it also has the support of our industrial partners involved with the work of the CEPU in respect of the COMAH, Pipeline Safety and Nuclear Planning legislation.
- 3.4 Cleveland Emergency Planning Unit has earned a credible reputation, locally, regionally and nationally, and this reflects well upon the four local authorities and affords scope for future. The benefits gained through the central emergency planning unit and its associated integration with the emergency services are clear in terms of economies of scale and value for money, enhanced quality of service and improved co-ordination on a multi-agency basis. Evidence clearly demonstrates that the centralised ‘Cleveland’ unit places the critical mass of resources, skills, experience and expertise in the right place.
- 3.5 The review provides strong evidence of the strengths emanating from having a co-located CEPU and strongly supports that the present format and management structure of a joint emergency planning unit for the four local authorities, together with its co-location alongside the emergency planning functions of the emergency services remains. However, this structure can be further enhanced by the movement of the Emergency Planning Officer for the Primary Care Trusts into the co-located unit.
- 3.6 The review supports the continuation of the political overview through the present Emergency Planning Joint Committee structure.
- 3.7 The review supports the view that the present management structure of the CEPU remains unaltered. A CEPU headed by a single lead figure managing all emergency planners from all organisations within the CEPU is not supported. The current management arrangements ensure appropriate levels of autonomy and independence for the constituent organisations.
- 3.8 The review recommends that joint working as exemplified by the CEPU is acknowledged as the progressive way forward and the level and geographical spread of risks within the Cleveland area necessitates such an approach.
- 3.9 As a consequence of the proposals by Cleveland Fire Brigade to replace some of their existing buildings under a Private Funding Initiative (PFI) project, the CEPU will need to move from the premises presently leased from the Fire Brigade. It is being recommended to the Chief Executives’ Group that the invitation by the Fire Brigade to be part of the proposed new Fire Station at Middlesbrough should not

pursued as a viable option, principally on costs and the 'tie-in' to a 25 year lease.

- 3.10 However suitable alternative premises should be sought, either in local authority or Police premises that are present surplus to requirements but which could provide a 'home' for the CEPU for the foreseeable future.
- 3.11 The review recommends that the Chief Emergency Planning Officer establishes a multi agency project group consisting of the Estates Managers of organisations who are members of the CEPU and the Police EPU Manager to consider the future accommodation options available, bearing in mind the principal of a CEPU containing emergency planners from the local authorities, emergency services and PCT. When suitable accommodation is found, appropriate agreements are established in respect of lease, ICT and other service costs.
- 3.12 The full recommendations of the review are shown in section 6 of the review (page 33).
- 3.13 The review is attached separately to this report.

3. Recommendations

- 3.1 That Members' note that the review is being considered by the Chief Executives Group.
- 3.2 That Members' support the continuation of the Cleveland Emergency Planning Unit in its present format.
- 3.3 That Members' endorse the recommendations of the review.

Report Author: Denis Hampson
Chief Emergency Planning Officer

Report dated: 13th September 2009

CLEVELAND EMERGENCY PLANNING UNIT



Review

of the

**Cleveland Emergency Planning
Unit**

August 2009

CLEVELAND EMERGENCY PLANNING UNIT

MEMBERS OF THE
CLEVELAND EMERGENCY PLANNING
UNIT



CLEVELAND EMERGENCY PLANNING UNIT

Contents

	Page
Executive Summary	5
Section 1 Introduction	
1.1 Emergency Preparedness	8
Section 2 Historical Background	
2.1 Cleveland	11
2.2 Cleveland Emergency Planning Unit	11
2.3 Proposed Cleveland 'Joint' Emergency Planning Unit	13
2.4 Formation of the co-located Emergency Planning Unit	14
Section 3 Current Situation	
3.1 Cleveland Emergency Planning Unit	15
3.2 Achievements	16
3.3 Premises	17
3.4 Local Authority Cleveland Emergency Planning Unit	18
3.5 Cleveland Police Emergency Planning Unit	20
3.6 Cleveland Fire Brigade	21
3.7 North East Ambulance Service NHS Trust	21
Section 4 Consultation with Stakeholder Organisations	
4.1 Methodology	22
4.2 SWOT Analysis	22
4.3 Strengths	22
4.4 Perceived Weaknesses	25
4.5 Potential Opportunities	26
4.6 Perceived Threats	27
Section 5 The Future	
5.1 Considerations	29
5.2 Accommodation/Premises – Fire Brigade / CEPU	30
5.3 Future Accommodation Needs of the CEPU	32
Section 6 Recommendations	33

CLEVELAND EMERGENCY PLANNING UNIT

Appendix A Civil Contingencies Act 2004: List of Responders	35
Appendix B Risks in the Cleveland Area	36
Appendix C Cleveland Emergency Planning Unit Structure and Staff Numbers	38
Appendix D Strengths, Weaknesses, Opportunities and Threats	40
Appendix E Academic Literature referred to during Review	42

CLEVELAND EMERGENCY PLANNING UNIT

Executive Summary

Cleveland Emergency Planning Unit (CEPU) provides a comprehensive emergency planning and civil contingencies service to the four unitary local authorities of Hartlepool Borough Council, Stockton-on-Tees Borough Council, Middlesbrough Borough Council and Redcar & Cleveland Borough Council in the area of the former County of Cleveland. It is currently co-located in the annex to the Fire Station at Middlesbrough with the Cleveland Police Emergency Planning Unit and emergency planners representing Cleveland Fire Brigade and the North East Ambulance Service. The CEPU was created in 1996 at the time of local government re-organisation and the abolition of Cleveland County Council. It is financed by all four authorities with Hartlepool Borough Council being the host authority and overseeing the CEPU. Finance for the CEPU is provided on an annual basis as per the costs shown in the present 3 yearly strategic business plan (2008-2011)

The CEPU was last reviewed in 2002 when it was agreed to retain it in its present form but with a change in the political scrutiny. That resulted in the creation of the current Emergency Planning Joint Committee which has executive function and with each authority being represented by a senior elected member, who has is either/or a portfolio holder or Cabinet member.

It is considered that it is an opportune time to review the CEPU again due to a number of circumstances:

- (a) The growth of resilience, emergency planning and civil contingencies work-streams that have occurred since the enactment of the Civil Contingencies Act in 2005 and associated legislation which now place a number of statutory requirements upon the local authorities that were not present before the legislation. This growth of work-streams show no sign of abating but on the contrary are set to increase even further.
- (b) The growing importance of the Cleveland Local Resilience Forum which is seen by nationally and regionally as the strategic decision maker in respect of all civil contingencies and resilience issues.
- (c) The increase in audit and accountability for emergency planning which in the main is presently being principally channelled through the Local Resilience Forum.
- (d) Over the past 3 years the CEPU has encompassed the work of the Local Resilience Forum, with the Chief Emergency Planning Officer providing the management of the LRF, with the secretariat role also being provided through the CEPU. This practice ensures that the CEPU and Local Authorities remain at the forefront of both strategic and tactical considerations/decisions in respect of resilience and emergency planning.
- (e) Importantly, the Fire Brigade have indicated that the premises presently occupied by the CEPU will no longer be available from mid

CLEVELAND EMERGENCY PLANNING UNIT

2011 at the latest. The Fire Brigade are to replace Middlesbrough Fire Station and the annex occupied by the CEPU with a new build provided through PFI.

- (f) The Fire Brigade have stated that the CEPU can be housed within the new premise but this will necessitate new funding arrangements and are requesting a decision on this proposal by October 2009.
- (g) It is anticipated that there will be a change in emphasis by the Cleveland Police in respect of their role and function within the EPU, with an expected increase of 5 staff as the Police EPU accommodates contingency planning, e.g. royal and ministerial visits, planning for large scale events, as well as the present emergency planning function.

A review of the CEPU has been performed by the chief Emergency planning Officer in consultation with partners utilising a SWOT analysis methodology which has demonstrated the many strengths and opportunities for consistency and efficiencies that the CEPU provides. Areas of perceived weaknesses focus around the working together of the local authority and emergency services personnel, the growing work-streams being undertaken by staff and corporate ownership of the function. However these issues have to date been effectively and sensitively managed and are not seen as obstacles to the effectiveness of a joint and co-located CEPU.

The structure, focus and effectiveness of the CEPU is seen by others outside Cleveland as the model that should be followed and some are actively progressing towards this model e.g. Essex. Certainly the present model was one of the main factors that allowed the four local authorities to be awarded Beacon Status for Emergency Planning in 2007/08. Strong positive comments being enthused by the assessors and representatives from the Department of Communities and Local Government, with the assessors in their final report stating that the CEPU “ensures that partnership working is strong and vibrant with excellent co-operation and sharing of information and knowledge..... the Cleveland Authorities have worked extensively with others to drive performance improvement”.

Further, the present structure and format of the CEPU was unanimously supported by Members of the Cleveland Local Resilience Forum at their meeting in May 2009 and it also has the support of our industrial partners involved with the work of the CEPU in respect of the COMAH, Pipeline Safety and Nuclear Planning legislation.

Cleveland Emergency Planning Unit has earned a credible reputation, locally, regionally and nationally, and this reflects well upon the four local authorities and affords scope for future. The benefits gained through the central emergency planning unit and its associated integration with the emergency services are clear in terms of economies of scale and value for money, enhanced quality of service

CLEVELAND EMERGENCY PLANNING UNIT

and improved co-ordination on a multi-agency basis. Evidence clearly demonstrates that the centralised 'Cleveland' unit places the critical mass of resources, skills, experience and expertise in the right place..

Consequently, it is firmly recommended that the present format and management structure of a joint emergency planning unit for the four local authorities, together with its co-location alongside the emergency planning functions of the emergency services remains. However, this structure can be further enhanced by the movement of the Emergency Planning Officer for the Primary Care Trusts into the co-located unit.

The present political overview and scrutiny by Emergency Planning Joint Committee is a positive feature and there are no suggestions that it should be changed.

As a consequence of the proposals by Cleveland Fire Brigade to replace some of their existing buildings under a Private Funding Initiative (PFI) project, the CEPU will need to move from the premises presently leased from the Fire Brigade. It is considered that the invitation by the Fire Brigade to be part of the proposed new Fire Station at Middlesbrough should not be pursued as a viable option, principally on costs and the 'tie-in' to a 25 year lease. However suitable alternative premises will be sought.

The full recommendations are shown at section 6 of the report (page 33).

CLEVELAND EMERGENCY PLANNING UNIT

Section 1 – Introduction

1.1 Emergency Preparedness

1.1.1 An “emergency” is defined in the Civil Contingencies Act 2004 (CCA) as:

‘An event or situation which threatens serious damage to human welfare in a place in the United Kingdom (UK), the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK’.

1.1.2 The UK approach to emergency management is based on a ‘resilience’ approach that incorporates an assessment of all hazards and risks and includes response, recovery, mitigation and preparedness. This approach aims to reduce risk from civil, natural, technological, biological and instrumental disruptions. Resilience, which is defined as “the ability at every level to detect, prevent, prepare for and if necessary handle and recover from disruptive challenges” underpins this approach. (Cabinet Office Civil Contingencies Secretariat 2004)

1.1.3 The CCA establishes a clear set of roles and responsibilities for those involved in emergency preparation and response at the local level. The CCA also defines responders by two categories, namely Category 1 and 2 responders. (List of Category 1 and 2 responders is shown at appendix A)

1.1.4 Category 1 responders who are primarily the local authorities and emergency services are those organisations seen as at the core of the response to most emergencies and are subject to the full set of civil protection duties. These duties are:

- 1) Assess the risk of emergencies occurring and use this information to inform contingency planning
- 2) Put in place emergency plans
- 3) Put in place Business Continuity Management (BCM) arrangements
- 4) Put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency
- 5) Share information with other local responders to enhance co-ordination
- 6) Co-operate with other local responders to enhance co-ordination and efficiency

1.1.5 In addition, a further duty is placed solely on local authorities to provide advice and assistance to businesses and voluntary organisations about Business Continuity Management.

CLEVELAND EMERGENCY PLANNING UNIT

1.1.6 Category 2 responders, for example utilities and transport companies, are likely to be involved in some emergencies. The principle duties placed on them is to co-operate and share information with other responders to fulfil the complete list of resilience duties.

1.1.7 Whilst presently the CCA does not consider risks that are subject to other resilience legislation, it does expect Category 1 responders to dovetail these plans, testing and exercise regimes with CCA requirements. This legislation which features predominantly within the work of the Cleveland Emergency Planning Unit is:

- Control of Major Accident Hazards Regulations 1999 (COMAH) (as amended 2005)
- Pipelines Safety Regulations 1996 (PSR)
- Radiation (Emergency Preparedness and Public Information) Regulations 2001 (REPPIR)

This legislation is primarily overseen by the Health and Safety Executive.

1.1.8 The principles for effective emergency planning include:

- Unambiguously specified legal powers and duties within a unified statutory framework
- Coherent organisational structure
- Policies for dealing with disasters that overlap jurisdictional boundaries
- Central government guidance and co-ordination
- Adequate financial and human resources
- High degree of information exchange
- Regular audit and inspection arrangements
- Feedback on events including “near misses”
- Appropriate research and discourse between principal partners
- Properly trained and competent emergency planners
- Informational and structural integration with existing organisations whose roles overlap with or impinge on those of disaster planning.

1.1.9 Emergency planning does not and cannot occur in isolation and so the structure of emergency planning should reflect this. Fragmented approaches to emergency planning can lead to duplication of work, overloading of communication channels and inter-agency rivalry unless properly structured and co-ordinated. Academic research suggests that having a single agency responsible for civil contingencies, resilience and disaster planning, though laudable in its own right, runs the risk of being ineffective, encounter all manner of rivalry in the event of its preparations and in terms of attempting to push forward the issues of disaster planning will be viewed with a certain amount of suspicion by other agencies,

CLEVELAND EMERGENCY PLANNING UNIT

particularly in terms of establishing 'ownership'. Major agencies must therefore come together in an atmosphere of minimum rivalry.

1.1.10 Research has also shown that effective emergency response and planning and management must have a co-ordinated and integrated response in line with the principles outlined which include:

- Emergency planning is a cross-cultural activity requiring a number of developed skills
- Centralisation of skills has the potential to prevent constant repetition of work undertaken, and therefore to reduce expenditure
- Planning and response should not be hamstrung by bureaucratic procedure
- Emergency planning and response should be removed as far as possible from political considerations and political influence.
- Civil hazards are characterised by limited or lack of warning but may result in catastrophic outcomes with the only mitigating actions that can be taken are those of preparedness, with the plans to cope with potential disruption or loss of physical and social systems.

1.1.11 The context of integrated emergency management (IEM) can be described by six fundamental activities:

- Anticipation
- Assessment
- Prevention
- Preparation
- Response
- Recovery management

1.1.12 Research acknowledges that effective preparedness and response activities help save lives, reduce injuries, limit property damage and minimise all sorts of disruptions that major incidents cause, whilst preparedness increases inter-organisational coordination and communication. Joint planning facilitates coordination and strengthens inter-agency working relationships between participating agencies, with leadership and professionalism, advocacy and use of modern technological tools. Emergency management cannot focus purely on the hazards but must be considered as a holistic integrated system.

1.1.13 Within the UK there is no single agency that has all the skills, knowledge and resources to deal with the variety of effects caused by emergencies. Any major emergency therefore requires a combined and coordinated response that links the expertise and the resources of the different emergency services and local authorities. However effective management and control of local arrangements is required, with many potential problems being mitigated by effective cooperation and coordinated planning prior to emergencies occurring.

CLEVELAND EMERGENCY PLANNING UNIT

Section 2 – Historical Background

2.1 Cleveland

2.1.1 The County of Cleveland was abolished under the local government re-organisation in 1996. The area known as Cleveland or Teesside is covered by the four unitary local authorities of Hartlepool Borough Council, Stockton-on-Tees Borough Council, Middlesbrough Borough Council and Redcar and Cleveland Borough Council along with Cleveland Police and Cleveland Fire Brigade. In addition, the area is served by the North East Ambulance Service NHS Trust.

2.1.2 Within the relatively small geographical area of Cleveland there are many varied risks, including:

- Vast chemical industry – 37 top tier COMAH sites, (12% of all COMAH sites nationally) - the largest grouping in the country and the second largest in Europe
- Eight major pipeline operators
- Hartlepool Nuclear power station
- PD Teesport – in excess of 50 million tonnes of cargo per annum, second largest UK port by tonnage
- Durham Tees Valley Airport – flight path (landing & take-off)
- Vast movements of dangerous goods by road and rail
- Dense urban concentration
- Areas of flood risk (tidal, fluvial and coastal)

2.1.3 List of predominant risks within Cleveland are shown at appendix B.

2.2 Cleveland Emergency Planning Unit (CEPU)

2.2.1 Within Cleveland County Council the CEPU was a division of Cleveland Fire Brigade. However upon local government reorganisation in 1996 it became a joint unit of the four unitary authorities through which they would discharge their emergency planning responsibilities across the Cleveland area. Hartlepool BC agreed to be the host authority on behalf of all four authorities. All management links to the Fire Brigade were severed at this time, although the CEPU remained in premises leased from the Brigade.

2.2.2 To politically oversee the performance and effectiveness of the CEPU, an Emergency Planning Committee consisting of four elected members from each of the four authorities was formed, with the Chair of the committee rotating around the elected members from the four authorities.

CLEVELAND EMERGENCY PLANNING UNIT

2.2.3 In 1996, a new Chief Emergency Planning Officer (CEPO) (David Hay) was appointed and there was a dedicated Senior Emergency Planning Officer (SEPO) for each of the four local authorities, together with administrative staff. The CEPO reported directly to the Chief Executive of Hartlepool Borough Council.

2.2.4 Those arrangements continued until a review of the CEPU and emergency planning functions and arrangements was undertaken by David Hay in 2002. The review considered a number of options for the future delivery of an efficient and effective emergency planning service:

- Maintaining the then current arrangements.
- Disaggregation of the EPU with each of the four unitary authorities providing their own independent emergency planning function.
- Implement actions designed to preserve appropriate levels of centralisation through joint arrangements, whilst ensuring proper levels of autonomy and independence within each unitary authority at both member and officer levels.

2.2.5 The main points in considering the options during the review were to:

- Ensure proper levels of Cleveland wide coordination at officer level
- Ensure appropriate political ownership of the service
- Ensure that planning reflected response
- Ensure best value

2.2.6 The review concluded that a joint CEPU should be retained with actions designed to preserve appropriate levels of centralisation through joint arrangements. It was agreed that this integration provided economies of scale, value for money and effective co-ordination. These conclusions were agreed by the local authority Chief Executives and endorsed by the Emergency Planning Committee.

2.2.7 At the time of the review, the CEPU was co-located with the emergency services and this integration and associated benefits of economies of scale, value for money, enhanced quality of service and improved coordination were acknowledged.

2.2.8 A change from the previous political overview took place as a consequence of the review with the formation of the present Cleveland Emergency Planning Joint Committee with executive functions. It was agreed that the committee would comprise of one senior politician from each authority at portfolio holder / Cabinet Member level who would act as

CLEVELAND EMERGENCY PLANNING UNIT

the political mechanism for the oversight, scrutiny and transparency of emergency planning.

- 2.2.9 It was agreed that administratively the CEPO would continue to report to Hartlepool Borough Council as the 'host authority' whilst ensuring proper levels of autonomy and independence within each authority. These arrangements gave the CEPO a high degree of autonomy but must also provide reports to the local authority Chief Executives' Group and the Cleveland Emergency Planning Joint Committee.

2.3 Proposed Joint Emergency Planning Unit

- 2.3.1 At about the same time as the review of local authority emergency planning, a feasibility study into the creation of a Joint Emergency Planning Unit was carried out by Cleveland Police at the behest of the Senior Co-ordination Group (SCG). Emergency Planning Officers from Cleveland Police had by this time moved into part of the Fire Brigade premises occupied by the local authority CEPU but were a separate entity.
- 2.3.2 In addition to consulting with the local authorities and emergency services other stakeholders including the Home Office Emergency Planning Department, Teesside Chemical Initiative, Enron Teesside Operations Limited (now Sembcorp Utilities) and the HSE were also consulted.
- 2.3.3 At the time of the study, neither the fire brigade nor the ambulance service had significant resources committed to emergency planning and operated to a generic plan. Whilst both organisations participated in exercises, they did not commit any resources to an emergency planning unit.
- 2.3.4 The study concluded that a Joint EPU should be established under the auspices of Cleveland Police as it considered that a joint unit aligned itself to best value and offered the opportunity to dispense with duplication of services, improve collaboration, and the delivery of a comprehensive service.
- 2.3.5 Whilst all stakeholders were supportive of the co-location of the local authority EPU and emergency planners from the emergency services, there was strong opposition voiced from most to the formation of a joint unit under one management structure. "A bridge too far". There was also general agreement that a co-location unit should be at or close to Police Headquarters and thus closer to the command and control structure that occurs during an incident.
- 2.3.6 The Home Office concluded that co-location was achievable but not joint management due to the potential for conflict and the different statutory

CLEVELAND EMERGENCY PLANNING UNIT

responsibilities of the police, other emergency services and local authorities. There was also consideration of any future civil litigation and who would bear the responsibility if the unit were managed by one organisation.

- 2.3.7 Further as responsibilities under COMAH lie with the local authorities, together with the significant level of emergency planning expected within local authorities, it was considered that it was essential to retain strong links between the EPU and local authority Chief Executives.
- 2.3.8 As a consequence of the study, the Senior Co-ordinating Group agreed the sharing of premises by emergency planners from the three emergency services and local authorities as the best way forward which would provide economies of scale, best value initiatives and enhance information sharing and co-operation. The move towards a truly joint unit was not progressed for constitutional and financial reasons. Also there was no opportunity to form an EPU at Police Headquarters due to a lack of space.
- 2.3.9 The “fall back” joint control room for the three emergency services that was due to be located at the EPU premises in the annex to the fire station in Middlesbrough was identified as a location for the Cleveland Police EPU together with the Fire and Ambulance personnel should they take up the option to be part of the joint EPU.

2.4 Formation of the Co-located Emergency Planning Unit

- 2.4.1 The Police EPU having the need to relocate from their premises in Yarm first moved into unused offices alongside the local authority EPU and then following alterations, into area designated as the ‘fallback’ control room.
- 2.4.2 Thus the creation of a co-located EPU emerged, initially involving only the police and local authorities but has since expanded to include emergency planners from the fire brigade and the ambulance service.

CLEVELAND EMERGENCY PLANNING UNIT

Section 3 – Current Situation

3.1 Cleveland Emergency Planning Unit

3.1.1 The Cleveland Emergency Planning Unit is comprised of the following organisations:

- Cleveland Emergency Planning Unit (Local Authority)
- Cleveland Police Emergency Planning Unit
- Cleveland Fire Brigade Emergency Planning Officer
- North East Ambulance Service NHS Trust Emergency Planning Officer

3.1.2 The CEPU is the name of the Local Authority Emergency Planning Unit although it is used synonymously by the Emergency Planners from the Emergency Services. However it is not a “joint” Unit, except through co-location and not through having one management structure.

3.1.3 The CEPU is located in an annex to Middlesbrough Fire Station on Park Road South. Local Authority emergency planners have occupied the building since 1993. The building is leased from the fire brigade at a favourable rate. Part of the accommodation and utility costs are recovered from the police and ambulance services.

3.1.4 The offices occupied by the emergency services personnel acts as the fall back emergency control for Cleveland Police and Cleveland Fire Brigade.

3.1.5 Administration for everyone within the CEPU is provided by Local Authority staff, with all administration passing through one office. One admin post is joint funded by the Local Authority EPU and Police. Also a part time Resilience Forum Assistant is funded by the Cleveland LRF but managed by the Chief Emergency Planning Officer.

3.1.6 Each of the four organisations within have their own IT systems.

3.1.7 The CEPU has fewer staff than many of its neighbouring EPUs and most other units within the country. When the level of risk in the area is compared with risks and staff numbers in other areas, it is clear that staff in Cleveland have a greater workload than many of their counterparts. This leads to little spare capacity to absorb further work.

3.1.8 Staff in the unit are skilled, knowledgeable and professional in their specialist field of work. Experienced emergency planners are difficult to recruit and it takes new staff between eighteen months and two years to undertake the role effectively, which makes retention of staff essential.

3.1.9 One emergency planning unit serving all four local authorities is a great advantage, provides economies of scale, helps to reduce duplication of

CLEVELAND EMERGENCY PLANNING UNIT

effort, assists in co-operation and information sharing and greatly assists in undertaking many of the duties imposed on LAs by the CCA.

3.1.10 The Chief Emergency Planning Officer is seen by most stakeholders, including industrial partners, as the focal person for emergency planning across the Cleveland area and this is enhanced through his role as the Manager of the Cleveland Local Resilience Forum (LRF). The role and significance of the LRF is gaining in prominence within emergency planning and resilience circles, a move promoted and promulgated by the Resilience Team in the Government Office for the North East and the Civil Contingencies Secretariat in the Cabinet Office.

3.2 Achievements

3.2.1 In 2001, the co-located emergency planning unit was cited by Her Majesty's Inspectorate of Constabulary as national best practice in respect of multi agency working in emergency planning.

3.2.2 In 2007, the CEPO made application on behalf of the four local authorities together with the Police and Fire Authorities for Beacon Status for emergency planning to reflect the work that the emergency planning unit undertook. The application was successful with 'Cleveland' being only one of seven areas being given the award which identifies excellence and innovation in local government and enables sharing of good practices across the country. The Beacon assessment team confirmed that there is 'a unique and vibrant partnership between the authorities and a wide range of bodies in the public, private and voluntary sector and excellence was demonstrated in all areas'.

3.2.3 The Chief Emergency Planning Officer also provides the management and secretariat to the Cleveland Local Resilience Forum (LRF), which under the Civil Contingencies Act is seen as the principle mechanism for multi-agency cooperation between responders.

3.2.4 Other successful initiatives by the co-located EPU include:

- Cleveland Major Incident Emergency Procedures Manual
- Implementation of the CCA – structured implementation plan
- Multi Agency Training – delivered as a team
- Multi Agency Exercises – planning, delivery and evaluation
- Exercises with Industry Guidance and Protocol
- Production of the Prepare for Emergencies leaflet (Z card) that has been distributed to all household across Cleveland.

3.2.5 The CEPU has produced a number of multi agency plans including:

CLEVELAND EMERGENCY PLANNING UNIT

- Adverse Weather Protocol
- Temporary Mortuary Plan
- Assistance Centre Plan
- Humanitarian Assistance Plan

3.2.6 The CEPU has had significant input into national and international guidance. Several protocols and guidance documents produced by emergency planners in Cleveland have been accepted as national best practice including:

- Cleveland Communication Strategy
- Template and Guidance Documents for the testing and exercising of plans under COMAH

3.2.7 The Police Inspector in charge of the Police EPU represents ACPO on several emergency planning work-streams whilst the CEPO represents the Emergency Planning Society nationally on policy groups concerning the implementation of primary legislation, principally the Control of Major Accident Hazard Regulations (COMAH) and Pipeline Safety Regulations.

3.3 Premises

3.3.1 The current accommodation dates back to the 1950s and is not entirely fit for purpose, although it does provide adequate facilities for the time being. However it does not meet the requirements of the Disability Discrimination Act. It is owned by Cleveland Fire Brigade who have recently had a PFI building project approved by Government to enable them to rationalise their property portfolio. The Middlesbrough fire station is viewed as in need of a total rebuild.

3.3.2 The CEPU accommodation comprises ground floor entrance lobby and staircase leading to upper floors. A mezzanine floor has a kitchen/dining area and a storage room. The first floor comprises of a joint administration office that also acts as the reception area; an open plan office for the Local Authority Emergency Planning Officers; an office for the Chief Emergency Planning Officer; a study / library room; an open plan office for the emergency planners from the emergency services, and an office for the Police Emergency Planning Unit Manager. In addition there is a conference/training room, an IT server room predominately comprising the Police Airwave equipment for the Police and Fire Brigade fall back controls and toilets.

3.3.3 The current site hosts the fallback control centres for the Police and Fire Brigade in an area normally occupied by the emergency planners from the

CLEVELAND EMERGENCY PLANNING UNIT

three emergency services. However, these fallback control centres are due to relocate within the next 18 months, with the Fire Brigade relocating to the regional control centre and the Police to new premises. This will result in the services not being tied to the building.

3.4 Local Authority - Cleveland Emergency Planning Unit

3.4.1 The mission statement of the Cleveland Emergency Planning Unit (Local Authorities) is:

- Disasters or major civil emergencies can strike suddenly, unexpectedly and anywhere. We will therefore assess the risks, plan and prepare on behalf of the Local Authorities to ensure that our response is effective, efficient and protects the public from the effects of emergencies.

3.4.2 Primary Aims of the CEPU (Local Authority)

- a) To provide a comprehensive and effective resilience and emergency planning service to the four local authorities
- b) To achieve an effective response to all major incidents and emergency situations regardless of their cause
- c) To ensure emergency response plans are produced, reviewed, tested and exercised
- d) To ensure the local authorities meet their statutory obligations and duties under primary legislation, including:
 - i. The Civil Contingencies Act 2004
 - ii. The Civil Contingencies Act 2004 (Contingency Planning) Regulations 2005
 - iii. The Control of Major Accident Hazard Regulations 1999
 - iv. The Pipelines Safety Regulations 1996
 - v. The Radiation (Emergency Preparedness & Public Information) Regulations 2001
- e) To ensure communities are well prepared to respond to emergency incidents

3.4.3 To achieve these aims, the CEPU must also

- Ensure it has planned and prepared an organised and practical response by the Emergency Planning Unit and the four Councils

CLEVELAND EMERGENCY PLANNING UNIT

- Effectively contribute to the combined response of all the emergency services and other agencies
- Have plans that are sufficiently flexible to deal with a range of situations that may increase in significance, duration and complexity
- Be able to respond to incidents that are outside the normal experience of the local authority
- Ensure that appropriate local authority staff are identified, have the knowledge and expertise to enable them to respond effectively to a major emergency and receive the right training
- Ensure the provision of a facility (emergency control centre) within each local authority from which co-ordination of an emergency would take place
- Be an integral part of the Cleveland Local Resilience Forum structure

3.4.4 Objectives of the CEPU (Local Authority)

The CEPU will work towards a number of primary objectives, thus contributing to the achievement of the aims of the Emergency Planning Unit and the Local Authorities. They are:

- To ensure that the emergency planning service provided meets the needs of the four local authorities
- To develop and review the emergency planning arrangements and response plans within the local authorities
- To assess hazards and risks and plan accordingly, ensuring those risks are adequately represented in the Community Risk Register and the awareness of the public is raised to the risks within their area
- To ensure that Emergency Planning Officers and appropriate local authority personnel receive appropriate training that allows them to develop the necessary knowledge and expertise, thereby enabling them to respond effectively to incidents
- To establish, consolidate or improve partnerships with the emergency services and other agencies, particularly Category 1 and Category 2 Responders under the Civil Contingencies Act
- To provide a robust and effective Managerial and Secretariat function to the Cleveland Local Resilience Forum
- To meet the statutory obligations placed on Local Authorities in respect of civil protection
- To develop a robust and effective assessment and monitoring regime
- To provide information to the general public on responding to and dealing with emergencies, thus ensuring they are better prepared for and can protect themselves and others in the event of a major incident
- To ensure communication strategies and procedures are in place to deal with major incidents and service continuity planning

CLEVELAND EMERGENCY PLANNING UNIT

- To provide an effective duty officer scheme, thereby ensuring an Emergency Planning Officer is always available
- To ensure Senior Managers and Elected Members are informed of emergency planning and procedures and identified risks
- To promote business continuity management within the local authorities but also to businesses and voluntary organisations through the provision of advice and assistance

3.4.5 An Annual Plan is prepared for the CEPU by the Chief Emergency Planning Officer that sets out the work streams for the year, together with a number of performance indicators through which the service provided by the CEPU can be measured. This is available from the CEPU website at www.clevelandemergencyplanning.info

3.4.6 A three-year strategic business plan is also produced, setting out current and future work streams and priorities for the CEPU together with the budgetary requirements of the Unit.

3.4.7 The current structure of the CEPU is shown at appendix C.

3.5 Cleveland Police Emergency Planning Unit

3.5.1 Cleveland Police has a dedicated team responsible for developing structures and plans for a major incident response, meeting statutory requirements under legislation and ensuring staff are trained in their role to manage expectations in a major incident.

3.5.2 The current structure of the Police EPU is shown at appendix C.

3.5.3 In the event of a major incident, the Police responsibilities are to coordinate the multi agency response and to manage the incident scene, which will invariably be a crime scene.

3.5.4 The role of the Police EPU is to:

- Develop and manage the Police response plans in relation to the major industrial and chemical sites within the Cleveland area
- Participate with other emergency planners to deliver the annual exercise programme with industrial sites covered by COMAH
- Develop and manage the Police response plans in respect of other risks and issues relating to emergencies such as nuclear, flooding, etc.
- Act in a liaison role with several agencies, industry, fire service, ambulance service and LA in respect of emergencies
- Represent the Police Service nationally on the transportation of hazardous goods and COMAH

CLEVELAND EMERGENCY PLANNING UNIT

- Provide a source of expertise in disaster management and command and control
- Provide major incident training internally to Police staff and to other agencies and industry
- Provide a source of expertise in relation to HAZMAT issues, both within the Force and externally to other Police Forces and industry
- Review and develop the Cleveland Police generic Major Incident Plan which provides roles and responsibility information for relevant personnel
- Develop and improve the Cleveland Police capability to manage a major incident i.e. casualty bureau, temporary mortuary, relative reception, public assistance centre, etc.

3.6 Cleveland Fire Brigade

3.6.1 The Cleveland Fire Brigade work alongside their partner organisations and have shared objectives for emergency planning

- To save life
- To prevent escalation of the incident
- To relieve suffering
- To safeguard the environment
- To protect property and minimise business disruption
- To facilitate criminal investigation and judicial, public, technical or other inquiries
- To inform the public
- To promote self help and recovery
- To restore normality as soon as possible
- To evaluate the response and identify lessons to be learned
- To implement the lessons learned through appropriate control measures

3.7 North East Ambulance Service NHS Trust

3.7.1 The North East Ambulance Service Emergency Planning Officer dedicated to the Cleveland area ensures that NEAS has appropriate plans and practices in place that meets the Department of Health requirements in relation to the response to major incidents; incidents concerning chemical, biological, radiological and nuclear issues (CBRN) and incidents involving hazardous material (HAZMAT).

CLEVELAND EMERGENCY PLANNING UNIT

Section 4 – Consultation with Current Stakeholder Organisations

4.1 Methodology

4.1 Discussions have been held with emergency planners, representatives from the emergency services and other stakeholders, for example, Primary Care Trusts and Local Authorities to obtain their views of the current arrangements and their vision as to the future for the CEPU.

4.2 SWOT Analysis of the Cleveland Emergency Planning Unit

4.2.1 An analysis of the strengths, weaknesses, opportunities and threats (SWOT) in respect of the CEPU was compiled from these discussions and details are shown at appendix D.

4.2.2 The analysis clearly identified that having and maintaining the present system of a Cleveland Emergency Planning Unit has far more strengths and creates more opportunities than there are weaknesses and threats.

4.2.3 There was a great deal of similarity in the comments expressed by all of the stakeholders, with many strengths and opportunities being identified that can be developed further. Areas of weaknesses identified can also be used positively in the future development of the CEPU.

4.2.4 The greatest threat to the CEPU seems to come from the potential regionalisation of the emergency services. The ambulance service is now a regional asset, having gone through major restructuring and seen the formation of regional ambulance services and Control Rooms. The Fire Brigade will have regional fire controls by 2010 which to some is seen as the first step to the formation of regional fire services. There has already been some discussion around the creation of a regional police force and although this was not progressed at the time, some consider it to be a logical step at some stage in the future.

4.3 Strengths

4.3.1 The arrangements in place within the CEPU ensure the multi agency delivery of the statutory duties under the Civil Contingencies Act and Regulations, Control of Major Accident Hazard Regulations (COMAH), Pipeline Safety Regulations and REPPIR.

4.3.2 Through the Annual Plan and the three yearly Strategic Business Plan, the Local Authorities in particular know what the CEPU will deliver for them

CLEVELAND EMERGENCY PLANNING UNIT

over that period and at what cost. These plans can be viewed as service level agreements between the parties.

- 4.3.3 With co-location of organisations, there are advantages gained from the ease of contact. Staff see each other on a day-to-day basis, allowing many issues to be quickly resolved without the need for formal meetings, which save both time and resource costs. With the close contact, there is an awareness of current issues and information sharing can take place.
- 4.3.4 There are opportunities to reduce costs by sharing transport to meetings, exercises and training events and by having the main organisations together many meetings can be held in the shared premises.
- 4.3.5 The present political overview and scrutiny by Emergency Planning Joint Committee is a positive feature and there are no suggestions that it should be changed.
- 4.3.6 The shared premises leased from the Fire Brigade provides value for money in terms of reduced rent, shared costs and the CEPU providing shared administration.
- 4.3.7 The close working relationships have developed excellent partnership working. At meetings, it is common for staff to present the views of partner organisations if they cannot be present. This level of working can only be achieved through the trust and confidence that has been established through the excellent partnership working within the CEPU.
- 4.3.8 The Cleveland Local Resilience Forum places great significance on the CEPU, with LRF Members seeing the CEPU as the “heart” of the local resilience structure. The LRF Members gave unequivocal support to the CEPU at their meeting in May 2009 when the Fire Brigade presented a paper on the future of the Fire Brigade building at Middlesbrough that currently houses the CEPU.
- 4.3.9 The Unit provides an emergency planning “one stop shop” for the public, industry and other organisations.
- 4.3.10 The emergency planners of the primary responders are all located and work together which gives a fuller integrated response to incidents and a closer alignment of the planning and response phases.
- 4.3.11 The shared knowledge and expertise of the staff within the CEPU enable close collaboration in the production of multi agency plans and delivery of multi agency training. The formulation of multi agency plans reduces duplication of effort and enables the sharing of information and best practice. It also has the advantage that all organisations are consulted

CLEVELAND EMERGENCY PLANNING UNIT

before the plan is finalised so contributions are not lost and ensures balance within the plans. This co-location ensures that fewer staff are required compared to separate geographically dispersed units performing the same tasks.

- 4.3.12 This way of working is efficient with information available directly and easily accessible. The closer communication and involvement between partner organisations increases the links and supports the close working relationships required during the response to an incident.
- 4.3.13 Support is given to all staff, irrespective of which organisation they are employed by, including the development of new staff.
- 4.3.14 Each organisation has learned the methods of working, priorities and roles of their partners. Shared broad horizon scanning is utilised to identify and mitigate potential problems thus ensuring the CEPU is proactive as well as reactive in its approach to emergency preparedness.
- 4.3.15 The multi agency approach gives the Local Authorities a stronger voice in emergency planning and ensures that they are informed and consulted during the initial response stages of an incident.
- 4.3.16 The Duty Officer scheme ensures that there is an emergency planning officer available 24/7 ensures that the CEPU can respond to any incident and be the conduit from the emergency services and others into the local authorities.
- 4.3.17 The CEPU facilitates, through the Chief Emergency Planning Officer, the management and secretariat functions of the Cleveland LRF, ensuring that work streams are managed accordingly.
- 4.3.18 The expectations and performance indicators being placed on Category 1 responders by Government through the Civil Contingencies Secretariat to ensure compliance with the Civil Contingencies Act and associated regulations is actively managed within the CEPU through the management of the LRF by the Chief Emergency Planning Officer.
- 4.3.19 There is a great deal of respect and recognition for the CEPU from other resilience agencies/organisations and industry. There are strong working relationships by emergency planners with Senior Officers, Managers and staff within the four local authorities.
- 4.3.20 Staff within the CEPU are empowered to undertake tasks necessary to their role.
- 4.3.21 Through the CEPU, the Local Authorities together with the Police and Fire Authorities achieved Beacon Status for emergency planning in 2007. This

CLEVELAND EMERGENCY PLANNING UNIT

achievement was strongly based on the effectiveness of the CEPU with the emergency planners being co-located (joint). It resulted in the sharing of best practices of the CEPU nationwide and generated expressions of interest from many areas.

4.4 Perceived Weaknesses

- 4.4.1 As with any organisation, areas of weakness can be found. However, these issues have not been of particular concern during the period of the CEPU's existence, having been effectively but sensitively managed.
- 4.4.2 As the CEPU comprises of individuals from different organisations co-located and working alongside each other in one building, this could be an inherent potential weakness in that different organisations have different cultures and working practices which influence the personalities and styles of the employees. There are also different working practices and levels of recognition and remuneration for the role between the different organisations.
- 4.4.3 As with any group of staff working together, there are different personalities and working styles that could affect the smooth running of the CEPU but this has always been effectively managed
- 4.4.4 The different organisations that make up the CEPU can have differing priorities and political agenda's that may influence the work delivered and links to other organisations. There are also constitutional sensitivities that need to be carefully handled.
- 4.4.5 The ease of access, whilst an advantage in many ways, also presents a weakness in that staff can be too accessible and demands placed on their time can be multiple and complex. In addition, working from the central unit into the four councils can place multiple demands on the time of staff.
- 4.4.6 There is a risk that working in a joint unit can affect the internal links and relationships with parent organisations as staff may be envisaged as remote from them.
- 4.4.7 In most instances, the role of the emergency services will initially take precedence and so the role of local authorities can be viewed as less important in the preparation of multi-agency plans. The CEPU provides a balanced view to overcome this potential weakness.
- 4.4.8 The local authority emergency planners are often seen by the emergency services as the main source of local authority information and whilst this demonstrates the high level of skills and knowledge of CEPU staff, there is

CLEVELAND EMERGENCY PLANNING UNIT

a risk that they have unrealistic demands placed upon them in dealing with queries.

- 4.4.9 The CEPU has lower numbers of staff than many other EPU's and when the risk profile of the Cleveland area is taken into account, they are likely to have a much higher workload per staff member than other areas.
- 4.4.10 The CEPU process is one of co-location rather than full integration which can lead to some duplication of work in the different organisations, with each preparing their own specific plans, rather than one generic plan. Whilst some see this as a weakness, others see this factor as a strength.
- 4.4.11 As the CEPU is separate and remote from parent organisations there can be difficulties in accessing additional skills not available within the unit, which could be easier to access if located within the parent organisations.
- 4.4.12 CEPU staff have an influencing role rather than a directing role due to the levels of seniority within organisations they regularly are required to work with. However this presents both an opportunity for staff and also additional challenges in ensuring everyone has the same priorities in terms of emergency planning.
- 4.4.13 The present CEPU premises are old and not entirely fit for purpose and raises issues of access, especially for persons with disabilities, storage of equipment, space availability, office layout and design. Also as the building is located within the grounds of an operational fire station with drills and operational duties taking place, there are also access and car parking issues, especially for visitors.

4.5 Potential Opportunities

- 4.5.1 The CEPU provides the opportunity to deliver Best Value for emergency planning. Joint working and removal of duplication of effort does result in cost savings being made.
- 4.5.2 Provision of standardised training common across all four local authorities and organisations can be delivered, as opposed to generic training to individual organisations, thus having a multi agency audience as well as a multi agency training team. This would build on currently running training programmes and could provide a possible opportunity for income generation as well.
- 4.5.3 Further development of cross boundary working with one lead local authority and/or emergency service planner taking responsibility for the

CLEVELAND EMERGENCY PLANNING UNIT

area of work whilst retaining their own individual organisations ownership of that particular work-stream, thus reducing duplication by others.

- 4.5.4 Build on the success of Beacon Status and further demonstration of the benefits of partnership working and sharing of best practice with other organisations. The CEPU is ideally placed to become a Centre of Excellence. Links could be made with academic as well as service delivery organisations to be at the forefront of training and exercising.
- 4.5.5 Further develop the partnership approach with local communities and engage the public to provide reassurance to them. Community groups that are difficult to access by one organisation may be reached by using the links within the other organisations in the CEPU or other partners.
- 4.5.6 Inclusion of the Emergency Planning Officer for the Tees Primary care Trusts into the CEPU to create stronger links into the wider health community and ensure that the wider implications of incidents on the health community as a whole are fully considered.
- 4.5.7 Greater sharing of information could be achieved by all staff in the CEPU gaining greater security clearance.
- 4.5.8 Provide more succession planning within the emergency planning community so that lessons learned and experience gained are not lost when individual staff leave.
- 4.5.9 Ensure that all parties are clear of the expectations of each other within the CEPU. This is presently achieved through the Annual Plan.

4.6 Perceived Threats

- 4.6.1 The greatest threat to the CEPU could be from the potential regionalisation of the emergency services with more centralisation of resources and emergency planning undertaken on a region wide basis away from local providers. This would result in remoteness from local authorities and the local areas.
- 4.6.2 Reduction of CEPU staff numbers or withdrawing staff into the local authorities could be seen as a way to reduce costs but would go totally against the drive from central government and the ethos of integrated emergency management.
- 4.6.3 Staff use the facilities of the CEPU to develop skills and undertake training to progress their career ambitions and move on after only a short stay with the CEPU. They amass a great deal of knowledge and experience and

CLEVELAND EMERGENCY PLANNING UNIT

there is a risk to the effectiveness of the CEPU when key members leave. There is also a threat if staff are recruited or placed with the CEPU that are not committed to joint working, especially those in senior positions.

- 4.6.4 The present political overview and scrutiny by Emergency Planning Joint Committee is a positive feature and there are no suggestions that it should be changed. The “political will” must be present to ensure the joint working arrangements continue; are viewed as best practice and the coordination and cooperation that is present in the CEPU is clearly understood.
- 4.6.5 One organisation relying on one or more of the partnership to increase their workloads so they can reduce their staffing levels, relying on others to fill the gaps.
- 4.6.6 Centrally led work and priorities may be seen to be detracting from the time that the local authority emergency planners spend in their individual boroughs. However this work always benefits all partners and the potential visible decrease of staff within the councils must not be viewed as a loss of service to the local authorities.

CLEVELAND EMERGENCY PLANNING UNIT

Section 5 - The Future

5.1 Considerations

- 5.1.1 All stakeholders consulted during this review agree that the CEPU was an asset and should continue.
- 5.1.2 The present arrangements were endorsed by the Cleveland Local Resilience Forum at their meeting in May 2009. They are also supported by industrial and commercial partners and other Category 1 responders.
- 5.1.3 The present arrangements were an integral part of the successful bid for Beacon Status.
- 5.1.4 The present CEPU arrangements meet the requirements of the Civil Contingencies Act for co-operation and co-ordination and fulfil the requirements suggested by many academic and professional commentators of providing excellent integrated emergency management, best value and partnership working to mitigate potential problems. It also ensures that all the agencies within the CEPU meet their legislative requirements under the Control of Major Accident Hazard Regulations (COMAH), Pipeline Safety Regulations and REPPiR (nuclear planning).
- 5.1.5 The strengths emanating from having a co-located joint CEPU are clearly demonstrated and continuation of the current arrangements is strongly recommended. However, consideration should be given to including the PCT representative within the CEPU as it could enhance greater partnership working.
- 5.1.6 The present political overview and scrutiny by Emergency Planning Joint Committee is a positive feature and there are no suggestions that it should be changed.
- 5.1.7 Consideration of having a CEPU headed by a single lead figure managing all emergency planners from all organisations within the CEPU is not supported. There is a consensus amongst partner organisations that there is no need to change the current management arrangements as it ensures appropriate levels of autonomy and independence for the constituent organisations.
- 5.1.8 Joint working in the CEPU is seen as the way forward for the future and the level and geographical spread of risks within the Cleveland area necessitates such an approach.
- 5.1.9 It is recommended that in the future the CEPU consists of staff representing:

CLEVELAND EMERGENCY PLANNING UNIT

- Four “Cleveland” Local Authorities
- Cleveland Police
- Cleveland Fire Brigade
- North East Ambulance Service NHS Trust
- Tees Primary Care Trusts.

5.2 Accommodation / Premises – Fire Brigade / CEPU

- 5.1.1 Presently the CEPU is housed in the annex to the Fire Station at Park Road South, Middlesbrough. However, Cleveland Fire Brigade have recently reviewed their estates portfolio and been successful in a PFI application to replace their current Headquarters and six Fire Stations, including Middlesbrough.
- 5.1.2 There was recognition that the fire station in Middlesbrough is an old building that is no longer fit for purpose and is uneconomical to run. By 2011, as part of the PFI, it is the intention of Cleveland Fire Brigade to demolish Middlesbrough Fire Station and CEPU annex and build a new community fire station on the same site. Consequently the CEPU will require to be accommodated as part of the PFI build or elsewhere within either local authority or partner organisation premises.
- 5.1.3 To date, the Fire Brigade have commenced a major project to deliver against their stated expression and work is progressing on a full business case which is required to be submitted by 1st October 2009, when the Department of Communities and Local Government will either approve or not approve the full business case and therefore the continuation of our Premises Replacement Programme. Non approval of the business case will maintain the status quo regarding the current accommodations, including arrangements for the CEPU. Non-approval is not expected.
- 5.1.4 The following premises are included in the replacement programme:
- A combined HQ which would include a Learning and Development Centre, Workshops, Stores, Youth Academy and Vehicle Resource Centre.
 - Six Community Fire Stations at Grangetown, Thornaby, Billingham, Middlesbrough, Hartlepool and Headland. The stations are aiming to be more accessible to the local Community with Youth Academies at Middlesbrough and Hartlepool. All are likely to be on current sites.
- 5.2.5 With the PFI, there are 3 main financial elements - capital or build costs, facilities management (Cleaning, security etc) and life cycle costs (The

CLEVELAND EMERGENCY PLANNING UNIT

costs associated with replacing fixtures and fittings such as chairs, desks heating systems etc).

5.2.6 The PFI project is over a 25 year period and essentially entails an annual unitary charge which comprises of the facilities management and life cycle costs. The total capital cost of the project is currently £31.7m, with an annual unitary charge of £2.373m. At the end of the 25 years the building is handed back to the Fire Authority in pristine condition.

Implications for the CEPU

5.2.7 Middlesbrough Fire Station is part of the PFI project, but present estimated costs are only for the replacement of the main station and a Youth Academy and do not as yet include any aspect of an CEPU.

5.2.8 However an option has been progressed that allows the CEPU to be within the PFI scheme for the new Middlesbrough Fire Station. Estimated costs for this option have been performed by the Fire Brigade based on space requirements. The approximate financial requirements for the CEPU partners would be as follows:

- Capital expenditure £500,000 a one off cost
- Facilities Management £22,000 per annum
- Life Cycle Costs £175,000 over 25 years (£7,000 per year)

5.2.9 In order for the unit to be included in the project the costs would need to be met by the organisations contained within the unit, principally Police and local authorities. It is stressed that the costs are only estimates and may fluctuate between now and financial close which is planned for c.2010.

5.2.10 The planned build time for Middlesbrough Station is estimated to be from June 2011 with completion in June 2012. Therefore the existing CEPU accommodation will need to be vacated by May 2011 at the latest. If the decision is to be part of the PFI process, there will be additional costs associated with temporary accommodation.

5.2.11 The Chief Emergency Planning Officer has had informal discussions with Cleveland Police Senior Officers over the potential involvement of the CEPU with the PFI programme of the Fire Brigade. Initial feedback was not encouraging due to the costs identified.

5.2.12 It is considered that the costs that would fall upon the local authorities together with the 'tie in' to a 25 year lease for the CEPU to be within the new Middlesbrough Fire Station do not make this a viable option.

CLEVELAND EMERGENCY PLANNING UNIT

5.2.13 It is therefore considered that the Chief Emergency Planning Officer should establish a multi agency project group consisting of the Estates Managers of organisations who are members of the CEPU and the Police EPU Manager to consider the future accommodation options available, bearing in mind the principal of a CEPU containing emergency planners from the local authorities and emergency services. Future CEPU accommodation can be public or privately owned but it is considered that one or more of the Local Authorities or Police Authority may have surplus accommodation that could be leased.

5.2.14 A future possibility is if/when the Police Authority progress plans to build a new Police Headquarters, a ideal location for the CEPU would be space within that building.

5.3 Future Accommodation needs of the CEPU

5.3.1 The ideal location of the CEPU is at or near to Gold / Silver Command at Police Headquarters. This allows CEPU staff to attend this location in a timely manner and provide the appropriate support and advice to their parent organisations in the event of an incident.

5.3.2 Ideally the location of the CEPU which is a 'Cleveland' wide function should be towards the centre of Cleveland – Middlesbrough or Stockton areas. A central location assists with travelling distances for staff, would be located between the chemical complexes north and south of the River Tees, would be close to Police Headquarters for LRF purposes and incident response and meets with the essential criteria of the person specification of the emergency planning officers role and also that of Duty Officer.

5.3.3 Office accommodation and equipment storage similar to that presently occupied is required for the future, including ITC facilities/access to each individual organisations systems and servers, and secure storage for plans and documents and adequate car parking.

5.3.4 An open plan office layout with separate areas for the emergency services, PCT and local authority planners is preferred, together with separate offices for the Chief Emergency Planning Officer and the Police EPU Manager, as well as an administration office with reception area.

5.3.5 In addition, there would be requirements for:

- Conference and training room, large and small, which could also be used a control centre and quiet rooms as appropriate
- Hygiene facilities
- Kitchen

CLEVELAND EMERGENCY PLANNING UNIT

- 5.3.6 If the offices were to be used as an emergency centre, there would be the requirement for a back up generator to be installed, together with the provision of adequate telephone, communications and IT systems.

Section 6 Recommendations

- 6.1 The CEPU is acknowledged as an asset to the four 'Cleveland' Local authorities and it is recommended that the present arrangements be endorsed. They have recently been endorsed by the Cleveland Local Resilience Forum and supported by industrial and commercial partners and other Category 1 responders.
- 6.2 The strengths emanating from having a co-located CEPU are clearly demonstrated and continuation of the current arrangements is strongly recommended. However, it is recommended that the PCT emergency planning officer becomes part of the CEPU as it would enhance greater partnership working.

The CEPU would consist of staff representing:

- Four "Cleveland" Local Authorities
 - Cleveland Police
 - Cleveland Fire Brigade
 - North East Ambulance Service NHS Trust
 - Tees Primary Care Trusts.
- 6.3 It is recommended that the present management structure of the CEPU remains unaltered. A CEPU headed by a single lead figure managing all emergency planners from all organisations within the CEPU is not supported. The current management arrangements ensure appropriate levels of autonomy and independence for the constituent organisations.
- 6.4 It is recommended that joint working as exemplified by the CEPU is acknowledged as the progressive way forward and the level and geographical spread of risks within the Cleveland area necessitates such an approach.
- 6.5 It is recommended that the CEPU does not form part of the PFI building process, either for Middlesbrough Fire Station or any other Fire Brigade building, e.g. Fire Headquarters.
- 6.6 It is recommended that the CEPU seeks alternative accommodation, either in local authority or Police premises that are present surplus to requirements but which could provide a 'home' for the CEPU for the foreseeable future.

CLEVELAND EMERGENCY PLANNING UNIT

- 6.7 It is recommended that the Chief Emergency Planning Officer establishes a multi agency project group consisting of the Estates Managers of organisations who are members of the CEPU and the Police EPU Manager to consider the future accommodation options available, bearing in mind the principal of a CEPU containing emergency planners from the local authorities, emergency services and PCT.
- 6.8 It is recommended that when suitable accommodation is found, appropriate agreements are established in respect of lease, ICT and other service costs.

Category 1 and 2 Responders - Civil Contingencies Act 2004

1. Category 1 Responders (“core responders”)

- Police
- British Transport Police
- Fire Authorities
- Ambulance Services
- Maritime and Coastguard Agency
- Local Authorities (all principal local authorities i.e. metropolitan districts, shire counties, shire districts, shire unitaries .
- Port Health Authorities
- Primary Care Trusts
- Acute Hospital Trusts
- Foundation Trusts
- Health Protection Agency
- Environment Agency

2. Category 2 Responders (“co-operating responders”)

Utilities:

- Electricity distributors and transmitters
- Gas distributors
- Water and sewerage undertakers
- Telephone service providers (fixed and mobile)

Transport:

- Network Rail
- Train Operating Companies (passenger and freight)
- Airport Operators
- Harbour Authorities
- Highways Agency

Others:

- Strategic Health Authorities
- Health and Safety Executive

Risks in the Cleveland Area

The Community Risk Register (CRR) is produced by the Risk Assessment Working Group (RAWG), which is a sub group of the Cleveland Local Resilience Forum (LRF). The CRR details all hazards within the Cleveland area and outlines the control measures in place. The full CRR can be accessed through the Cleveland LRF website (www.clevelandlrf.org.uk).

The following list is a summary of the predominant risks within Cleveland:

- i. Flooding**
Fluvial - applicable to the River Tees above the Tees Barrage, River Leven and a number of becks in each local authority area
Tidal - estuarial reaches of the River Tees downstream of the Tees Barrage
Coastal - from Hartlepool to Cowbar. Two prominent areas liable to coastal flooding are Seaton Carew and Redcar
- ii. Severe Weather**
Severe storm, wind, snow and rainfall. Also includes 'heatwave.
- iii. Oil and Chemical Pollution – River Tees and Coastline**
Local Authority responsibility to deal with contamination and pollution of riverbanks and coastline. (Protocols in the Oil Pollution Response Plan)
- iv. Chemical Industry and COMAH**
37 'top tier' COMAH sites within the Cleveland area that manufacture and/or store hazardous materials and petrochemicals.
- v. Chemical Transportation**
Large number of chemical tanker road and rail movements each day
- vi. Hartlepool Nuclear Power Station**
Off-site Response Plan produced under the Radiation (Emergency Preparedness and Public Information) Regulations (REPPPIR).
- vii. Durham Tees Valley Airport**
Landing and take off routes are across Cleveland.
- viii. River Tees and Tees Barrage**
Risks relating to the increased leisure activities on the river.

CLEVELAND EMERGENCY PLANNING UNIT

- ix. Retail Parks and Shopping Centres**
Risks are due to the large numbers of people who attend these sites and may become involved in a major incident requiring either evacuation or assistance
- x. Pollution and Environmental Major Incidents**
Risks present due to the industrial landscape and transport routes.
- xi. Transportation of Radioactive Materials**
Radioactive materials are transported daily by road and rail throughout the area.
- xii. Rail Accidents**
Several branch lines run through the area which pose a risk.
- xiii. Pipelines Containing Hazardous Substances**
Large numbers of pipelines transverse the Cleveland area carrying various hazardous materials in either liquid or gas form. Emergency Response Plans are required under the Pipelines Safety Regulations
- xiv. Chemical, Biological, Radiological and Nuclear (CBRN) Incidents**
Risks are predominantly related to large scale deliberate release of these materials by terrorist groups. The consequences of CBRN incidents are similar to accidental release of chemicals or major infectious disease but could be over a wide geographical area designed to create maximum disruption
- xv. Terrorism**
The particular risk is the activation of an explosive device
- xvi. Disease such as Human Influenza Pandemic**
High numbers of cases could overwhelm health and other critical services and adversely affect businesses and the economy
- xvii. Zoonotic Notifiable Animal Diseases**
Zoonotic diseases caused by infectious agents that can be transmitted between animals and humans such as Highly Pathogenic Avian Influenza or rabies.
- xviii. Disruptive Public Protest**
Organised protests such as fuel protests, which could generate shortages of essential supplies
- xix. Structural Building Collapse**
Potential for trapped or missing persons along with loss of local services and access routes.

CLEVELAND EMERGENCY PLANNING UNIT

Appendix C

Current Staffing Numbers - Cleveland Emergency Planning Unit

1. **Cleveland Emergency Planning Unit (Local Authority)**

1 x Chief Emergency Planning Officer & Local Resilience Forum Manager
1 x Principal Emergency Planning Officer*
3 x Senior Emergency Planning Officers*
1 x Senior Emergency Planning Officer (Industrial Liaison / COMAH)
3 x Emergency Planning Officers
1 x Administrative Officer

2 x Administrative Assistants (job share) – half of cost of this role paid by Police

1 x Local Resilience Forum Assistant (paid for by LRF)

2. **Cleveland Police Emergency Planning Unit**

1 x Police Inspector (Police Manager)
1 x Sergeant
3 x Constables
1 x Police Support Officer

However in near future, the Inspector in charge of the Police EPU will also assume responsibility for the Operational Contingencies Section (OCS) who will move into the CEPU. The OCS will plan for royal visits, large scale events, public protests, demonstrations etc.

The OCS will comprise of 1 x Sergeant and 5 Constables.

3. **Cleveland Fire Brigade**

1 x Emergency Planning Officer (Station Officer level)

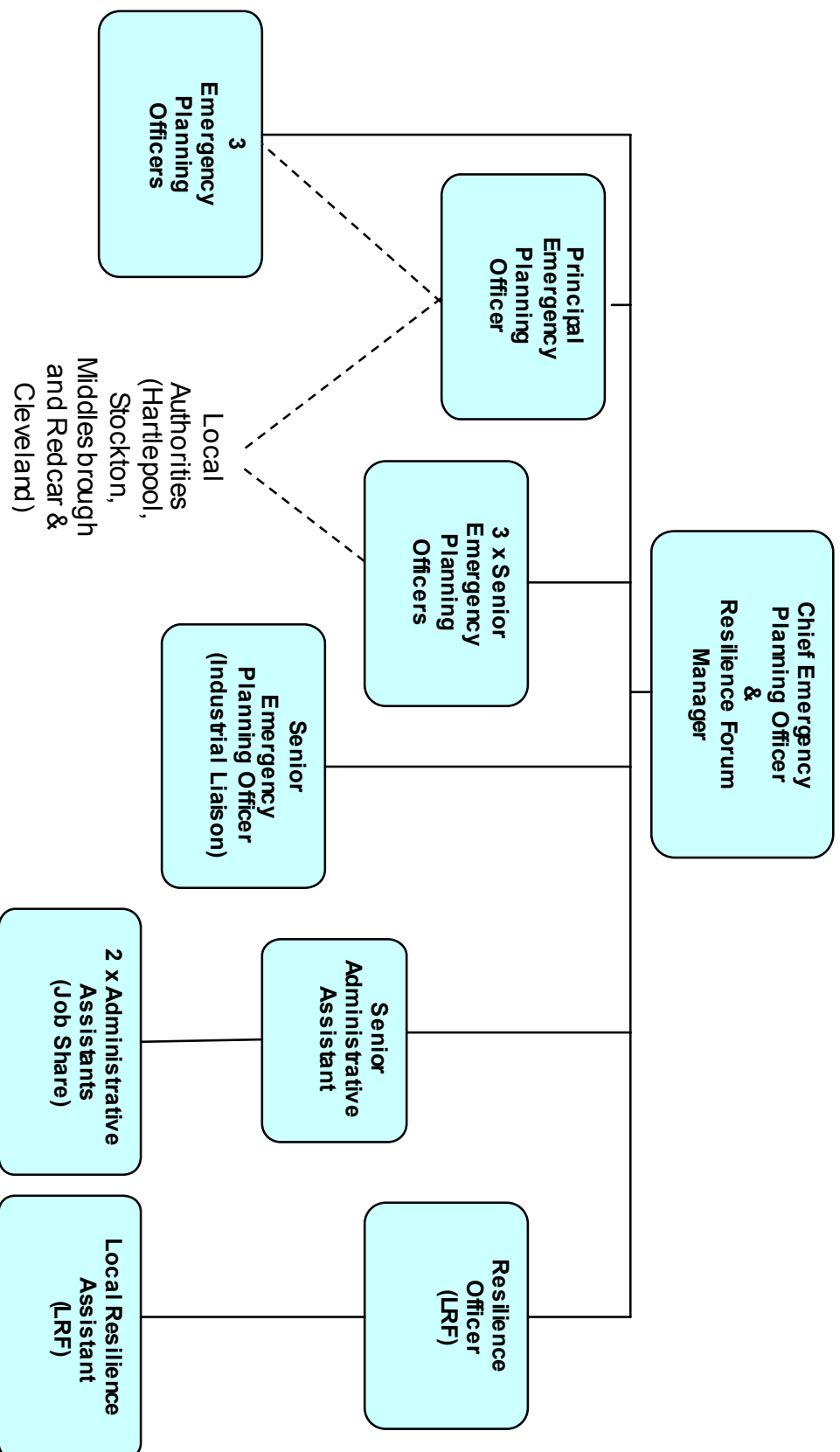
4. **North East Ambulance Service**

1 x Senior Emergency Planning Officer (Senior Paramedic level)

5. Proposed: Primary Care Trust Emergency Planning Manager

Total: (now) 21 staff (potential) 28 staff

CLEVELAND EMERGENCY PLANNING UNIT



CLEVELAND EMERGENCY PLANNING UNIT

Appendix D

SWOT Analysis - Strengths, Weaknesses, Opportunities and Threats

Strengths	Weaknesses
<ul style="list-style-type: none"> • Multi agency delivery of the statutory duties under CCA • Delivers duties under COMAH, PSR, REPIR • Greater communication and involvement between agencies • “joined up” thinking • Engenders greater trust • Engenders greater confidence • Enhanced partnerships • Greater collaboration • Sharing of knowledge • Sharing of expertise • Fuller integrated response to incidents • Closer alignment of planning and response phases • Sharing of best practice • Greater consultation • Economies of scale • Reduction of travel costs and time associated with meetings, training events and exercises • Reduce duplication of effort • Formulation of multi agency plans • Provide ‘one stop shop’ for civil contingencies • Facilitate secretariat and resources for LRF • Cross representation at meetings • Awareness of partners methods of working and roles • Broad horizon scanning to identify potential issues • Potentially lower levels of staff required for the workload • Adds balance of other agencies to plans • Support across organisations • Efficient ways of working • Information as direct and accessible • Shared resources, administration, costs of accommodation • Duty officer scheme (LA) 	<ul style="list-style-type: none"> • Need for more transparent corporate ownership of emergency planning • Different personalities and styles • Different organisational cultures • Some different working practices • Different working conditions • Recognition and remuneration for role between organisations • Effect on internal links and relationships with parent organisations • Different priorities • Different political agendas • Location and accommodation requirements • Constitutional sensitivities • LA seen as main source of information, demands on time and over reliance • Workload compared with number of staff • Multiple demands on time • Duplication of work • Level of officers within LA compared to EPU staff, persuading compared to directing • Availability of additional skills not in unit • Demands placed on staff due to convenience of access • LA often perceived to be of lower importance than the emergency services

CLEVELAND EMERGENCY PLANNING UNIT

<ul style="list-style-type: none"> • Gives LA stronger voice • Support of LRF and partner agencies • Support from Emergency Planning Joint Committee 	
Opportunities	Threats
<ul style="list-style-type: none"> • Centre of Excellence • Cost reduction • Provide Best Value • Demonstrate partnership working • Enhance public engagement and reassurance • Income generation • Gain security clearance for staff to enhance information sharing • Wider involvement from the health community (PCT) • Relocation to suitable premises • SLA with boroughs • Lead officer for work streams across boroughs • Standardised training across boroughs • Succession planning 	<ul style="list-style-type: none"> • Organisational changes • Regionalisation of services • Financial issues, cost saving initiatives by organisations • Political drivers • Less time spent in boroughs as central work increases • LA involvement • Expectations placed too high • Become a training ground for progression • Loss of staff/knowledge • Reduced levels of staffing if joint across organisation work increases • Organisations “going alone” and working without coordination and cooperation

Appendix E

Academic Literature referred to during Review.

Auf der Heide, E. (1989) *Disaster Response: Principles and Preparation and Coordination*. St. Louis, MO: The C.V. Mosby Company

Cabinet Office Civil Contingencies Secretariat (2004) *Dealing with Disasters*, 3rd Edition. London: The Stationary Office

Dynes, R.R. (1994) Community emergency planning: false and inappropriate analogies, *International Journal of Mass Emergencies and Disasters*, (2), 141-58

Godschalk, D.R. (1991) Disaster mitigation and hazard management, in Drabek, T. and Hoetmer, G. eds *Emergency Management: Principles and Practice for Local Government*. Washington DC: International City Management Association

HM Government (2005a) *Emergency Preparedness. Guidance on Part 1 of the Civil Contingencies Act 2004, its associated Regulations and non-statutory arrangements*. York: HM Government

HM Government (2005b) *Emergency Response and Recovery. Non-statutory guidance to complement Emergency Preparedness*. York: HM Government

Hodgkinson, P.E. and Stewart, M. (1991) *Coping with Catastrophe*. London: Routledge

Kreps, G.A. (1991) Organising for emergency management, in Drabek, T. and Hoetmer, G. Eds. *Emergency Management: Principles and Practice for Local Government*. Washington DC: International City Management Association

MfEntire, D.A., Fuller, C., Johnston, C.W. and Weber, R. (2002) A comparison of disaster paradigms: the search for a holistic policy guide, *Public Administration Review*, (3), 267-81

MfEntire, D.A. and Myers, A. (2004) Preparing communities for disasters: issues and process for government readiness. *Disaster Prevention and Management*, (2), 140-152

Mileti, D.M. (1991) *Disasters by Design: A Reassessment of Natural Hazards in the United States*. Washington DC: Joseph Henry Press

O'Brien, G. (2008) UK emergency preparedness: a holistic response? *Disaster Prevention and Management* (2), 232-243

Report to: Emergency Planning Joint Committee

From: Chief Emergency Planning Officer

Date: 25th September 2009

Subject: **Civil Contingencies Act – Expectations and Indicators of Good Practice**

1. Purpose of the Report

- 1.1 To inform Members of the document by the Cabinet Office entitled “Expectations and Indicators of Good Practice Set” which has the aim of clarifying what is expected of Local Authorities as a Category 1 responder in relation to their duties under the Civil Contingencies Act (CCA) and the Resilience Capabilities Programme.
- 1.2 To inform Members that the document will provide a framework for assessment which in the future can be used by regulatory bodies, but also provide a means by which Local Authorities and Local Resilience Forums may perform a self assessment of their emergency planning and resilience activities.
- 1.3 To consider how the Joint Committee, on behalf of the Local Authorities, will take forward the Cabinet Office requirements as set out in the document. The document is split into two parts, first dealing with the legislative requirements of the Civil Contingencies Act, whilst the second part focuses on results from the 2008 Resilient Capabilities Survey and efficiencies. Of course, it can be envisaged that this second part will feed the input into the next survey which will be required to be completed in 2010.
- 1.4 This document brings into action the requirements set out within the Civil Contingencies Act which gave powers to the Government to monitor compliance with the Act and where necessary take enforcement action against any Category 1 responders if persistent non-compliance is evident. An enforcement framework is still in the process of being drafted.

2. Background

- 2.1 Throughout the document the term “emergency” is used and refers to the definition contained within the Civil Contingencies Act, namely an event or situation that threatens serious damage to human welfare; to the

environment, or to the security of the UK. It also links to the local risk assessment guidance, national risk assessment and the national risk planning assumptions.

2.2 The first part deals with the statutory duties set out in the CCA and is split into eight sections:

- Duty to assess risk
- Duty to maintain emergency plans
- Duty to maintain business continuity plans
- Duty to communicate with the public
- Duty on Local Authorities to promote business continuity
- Duty to share information
- Duty to co-operate with other Category 1 responders
- Duty to co-operate with Category 2 responders

2.3 The second part deals with resilience capabilities and in particular:

- Maintaining essential services, and
- Functional workstreams.

2.4 Functional workstreams are divided into:

- Humanitarian Assistance arrangements
- Multi-agency Flood Plans and response arrangements
- Multi-agency Infectious Diseases' plans and response arrangements
- Multi-agency Animal Disease plans
- Multi-agency Mass Casualties and Mass Fatalities Planning
- Multi-agency Evacuation and Sheltering plans and response arrangements
- Site Clearance Plans
- Warning and Informing plans and arrangements
- CBRN response plans
- Recovery planning

Members will note the emphasis on multi-agency planning arrangements being driven by central government, but which allows Cleveland is "be ahead of the game" due to the existing joint emergency planning arrangements through the Cleveland Emergency Planning Unit that are already in place and which greatly assisted the local authorities, police and fire to gain Beacon Status in 2007.

- 2.5 Each of the eight sections shown at paragraph 2.2 are divided up into a number of sub-sections, for example, the “Duty to Assess Risk” section has 19 sub sections, all which require evidence to show progress and/or completion, whilst the “Warning and Informing” section has 36 sub sections.
- 2.6 Whilst the document and process relates to all Category 1 responders, this report focuses on how the Chief Emergency Planning Officer intends to ensure the Local Authorities as primary Category 1 responders meet the requires of the document and auditing process. The process requires:
- The Local Authorities (through the Emergency Planning Unit) to provide evidence of how they are meeting the duties within the Act and Regulations.
 - To provide evidence of how the Local Authorities deal with the duty to share information and co-operate with others in relation to each of the duties
 - To provide evidence of how the Local Authorities share information and co-operate with their neighbouring authorities.
- 2.7 Members will recognise the amount of work involved in meeting the requirements being set, but on behalf of the four ‘Cleveland’ local authorities the Emergency Planning Unit will undertake that role. However there will also be a requirement for other Category 1 responders, e.g. emergency services, to provide evidence and support to this function.
- 2.8 Whilst the Emergency Planning Unit will concentrate on ensuring the Local Authorities are achieving the requirements as set out, the Chief Emergency Planning Officer as part of his co-role as the Local Resilience Forum Manager will work jointly with other emergency planning and resilience managers/officers to ensure there is a joined up approach that ensures the expectations and performance indicators are met through the Local Resilience Forum.
3. **Proposals**
- 3.1 That this work is undertaken over the next 2 years in “bite size chunks” led by the Chief Emergency Planning Officer.
- 3.2 The Chief Emergency Planning Officer utilises the Local Resilience Working Group, the Cleveland Media Emergency Forum and LRF sub groups, for example the Risk Assessment sub group and Business Continuity sub group to progress the functions required to complete the expectations set. Whilst all these groups have multi-agency participation they are all chaired by either the Chief Emergency Planning Officer or a member of his team.

- 3.3 The Chief Emergency Planning Officer to bring reports to future meetings of the Joint Committee as sections are completed and to report progress on achieving outstanding sections and any problems being encountered, if any.
- 3.4 In accordance with the proposal at 3.3 above, the Chief Emergency Planning Officer will present a report on Humanitarian Assistance at the meeting of the Joint Committee in September 2009. Based on the report, the Joint Committee will be requested to consider if the evidence provided is sufficient to meet the “expectation/performance indicator” or request further work is undertaken.
- 3.5 The process proposed will create an auditing framework that can be used by Internal Audit.
- 3.5 That the “signed off” sections are reviewed on a annual basis by the groups and sub groups shown in paragraph 3.2 above.

4. **Recommendations**

- 4.1 That Members’ endorse the proposals in the report.

Report Author: Denis Hampson
Chief Emergency Planning Officer

Report date: 14th September 2009

Report to: Emergency Planning Joint Committee
From: Chief Emergency Planning Officer
Date: 25th September 2009
Subject: **Expectations and Indicators of Good Practice – Humanitarian Assistance**

1. Purpose of the Report

- 1.1 As part of the audit process for emergency planning, the Cabinet Office have produced the new Civil Contingencies Act Expectations and Indicators of Good Practice document through which they expect emergency planning to be monitored and planning validated.
- 1.2 One of the functional work-streams section of the Expectations and Indicators of Good Practice relates to how the Local Authorities is/has met the duties and responsibilities in respect of Humanitarian Assistance Centre planning, training and exercising.
- 1.3 The evidence gathered to fulfil the requirements set out in the indicators will be used for assessments purposes in the future by regulatory bodies. It has also been used as a self assessment tool to check the activities of responder agencies/organisations. Central Government will also use the information compiled to clarify if Category 1 responders, e.g. Local Authorities, are meeting their responsibilities and duties under the CCA and the Resilience Capabilities programme.
- 1.4 The reports at appendices 'A' and 'B' provide evidence of how the Cleveland Emergency Planning Unit is meeting the requirements of the duties in respect of Humanitarian Assistance planning, training and exercising.
- 1.5 One of the main pieces of evidence is the multi-agency Humanitarian Assistance training day which was held at the Wynyard Rooms in March 2009 which brought together many of the agencies who have a role to play in providing post-incident support to those affected by a major emergency. The event proved extremely successful with excellent feedback received.
- 1.6 It is contended that the work already undertaken or being undertaken in respect of this duty provides ample evidence that Cleveland is meeting the

expectations of the Civil Contingencies Act in respect of Humanitarian Assistance planning.

- 1.7 However, it must be recognised that this duty is a 'live' topic and subject to review. The present plan will be reviewed in the autumn of 2009 and will take account of the points shown in the action plan that resulted from the multi-agency training day. One action will be to change the name of the plan from Public Assistance Centre to that of Humanitarian Assistance Centre which is now the nationally recognised term.

2. **Recommendations**

- 2.1 That Members' endorse the evidence produced.
- 2.2 That Members' endorse that the evidence demonstrates that the indicator in respect of Humanitarian Assistance is being adequately met.
- 2.3 That Members' acknowledge the huge amount of effort by members of the Emergency Planning Unit (Local Authority and Police) that that went into ensuring the multi-agency training day was successful

Appendices attached:

Appendix 'A' provides evidence of how the good practice indicator in respect of Humanitarian Assistance planning, training and exercising is/has been met.

Appendix 'B' is a Post Exercise Report on the multi-agency training day held on 18th March 2009.

Appendix A

HUMANITARIAN ASSISTANCE - EXPECTATIONS SET / GOOD PRACTICE INDICATORS

- **Be familiar and have regard to the non-statutory *Humanitarian Assistance in Emergencies* guidance and in particular HAC arrangements**

The Cleveland Public Assistance Centre Protocol is an over arching plan drawing on the systems and protocols used within the Cleveland area. The plan has taken due cognizance of the non-statutory *Humanitarian Assistance in Emergencies* guidance.

The Cleveland Public Assistance Centre Protocol has been in place since 2006 and includes the purpose and role of a HAC, the impact on the community following an emergency and HAC establishment, strategies for setting-up, managing and operating a HAC, HAC facilities, roles and responsibilities of key agencies, responding to media and exit strategy and closure.

The outcomes from the Cleveland Humanitarian Assistance Centre Training Day held on 18th March 2009, clearly demonstrates that local, regional and national responders in attendance at the training event considered the key elements of the non-statutory *Humanitarian Assistance in Emergencies* guidance and the Cleveland Public Assistance Centre Protocol.

The following quotes are from delegate feedback received at the Humanitarian Assistance Centre Training Day held on 18th March 2009:

The most significant thing I have learnt from the session is:

“Importance of working alongside colleagues from other agencies, planning and organization, awareness of protocols/guidance” (Redcar and Cleveland Borough Council)

For you what aspects of the multi-agency training day were most useful?

“All aspects gave a different perspective and contributed the aims of the day. I gained a good understanding of the specific roles of the HAC from a number of angles” (Government Office for the North East)

For you what aspects of the multi-agency training day were most useful?

“Group workshops, which allowed discussion on the various tasks/questions as if the HAC was being developed from scratch”
(Cleveland Police)

For you what aspects of the multi-agency training day were most useful?

“Working with other agencies – sharing ideas. Collecting information for our organisation”

The most significant thing I have learnt from the session is:

“Preparation”

And I can use this positively in the future by?

“Engaging with emergency planning group. Discussing the day with senior managers within Victim Support” (Victim Support)

- **Be aware of the functions of the voluntary and business sector in your area**

On compiling, writing and reviewing the Cleveland Public Assistance Centre Protocol, close contact has been maintained with the local voluntary and business sector.

This is through several channels, including presentations to local business forums, attendance at Cleveland Voluntary Emergency Liaison Group (VELG), the Regional Voluntary Sector Working Group and the Cleveland Humanitarian Assistance Centre Training Day held on 18th March 2009.

Regular contact is maintained with the business and voluntary sector representatives both locally and regionally, in order to make sure that Cleveland have the most up to date information for HAC planning, resources and protocols.

- **Engage with both adults and Children’s Social Care departments in developing Humanitarian Assistance Plans**

On compiling, writing and reviewing the Cleveland Public Assistance Centre Protocol, close contact has been maintained with local Adults and Children’s

Social care departments in developing Humanitarian Assistance Plans. All Adult and Children's Social Care Departments have received copies of the Cleveland Public Assistance Centre Protocol.

Representatives from each of the four Local Authority Adult and Children's Social Care Departments were invited and sent representation to the Cleveland Humanitarian Assistance Centre Training Day held on 18th March 2009. Feedback from delegates was that the training day was the best multi-agency training day that had been held in Cleveland.



Humanitarian Assistance Centre Multi-Agency Training Day

Held 18th March 2009

Wynyard Rooms, Billingham

POST EXERCISE REPORT



CONTENTS

<u>SECTION</u>	<u>TITLE</u>	<u>PAGE NUMBER(S)</u>
1	Executive Summary	
2	Action Plan	
3	Attendees	
4	Event Aim and Objectives	
5	Exercise Structure and Syndicate Group Work	
6	Event Hot Debrief and Evaluation	

EXECUTIVE SUMMARY

On Wednesday 18th March a Humanitarian Assistance Centre (HAC) Multi-Agency Training Day was held at the Wynyard Rooms, Billingham. The event was organised by Cleveland Emergency Planners Hayley Leighton, and Claire Storey on behalf of the Cleveland Emergency Planning Unit and other category 1 responder organisations.

The event brought together those agencies with a key role to play in providing post-incident support to those affected by a major emergency, including Local Authorities, Emergency Services, Health, and the Voluntary Sector. The event combined syndicate group work with case study presentations outlining the humanitarian response to previous emergencies including the London July 7 terrorist attacks and the Rotherham floods of 2007.



The final presentation of the day considered the perspectives and experiences of a survivor and provided a poignant reminder of the importance of providing effective and co-ordinated humanitarian assistance after an incident. The presentation was delivered by Helen Mitchell (pictured with Chief Emergency Planning Officer, Denis Hampson) who is a survivor of the 1999 Paddington rail crash. Helen's presentation provided an account of her life before the incident, her experiences at the incident scene, her initial reactions to the event and her gradual decline and eventual diagnosis with Post Traumatic Stress Disorder (PTSD). Helen is a member of the Paddington Survivors Group and has since campaigned for safety and efficient management practice to take higher priority in the railway industry.

Feedback from delegates was that the training day was the best that has ever been held in Cleveland. Delegates praised the excellent speakers; in particular, Helen's moving account of her experiences following the rail crash. The event raised awareness of the Cleveland Humanitarian Assistance Centre Protocol and the importance of providing effective and coordinated post-incident care and support to those affected by a major emergency. All delegates participated in open, honest and frank discussions about their own and other organisational roles and responsibilities and the opportunity to correct misconceptions was used to good effect.



ACTION PLAN

The following actions were identified as a result of the Cleveland Humanitarian Assistance Centre Multi-Agency Training Day:

ACTION	DESCRIPTION	RESPONSIBILITY	COMPLETION DATE	COMPLETED YES/NO
Review Cleveland Public Assistance Centre Protocol'	<ul style="list-style-type: none"> ▪ Change title to Cleveland 'Humanitarian Assistance Centre Protocol' ▪ Include draft letter for local business asking for centre set up / furniture support ▪ Pre-identified publicity material for HAC 	<ul style="list-style-type: none"> ▪ CS & HL 	Autumn 2009	
Progress Local Authority Mutual Aid Protocol Pre-print Organisation Signage Ready for Use in HAC	<ul style="list-style-type: none"> ▪ Draft protocol for endorsement by Local Authority Chief Executives 	<ul style="list-style-type: none"> ▪ DH ▪ CS & HL 	Autumn 2009 May 2009	
This report to be taken to appropriate groups outlining key outcomes of the Multi-Agency Training Day		<ul style="list-style-type: none"> ▪ DH 	September 2009	
Consider Cleveland's performance against Humanitarian Assistance Expectations Set / Good Practice Indicators	<ul style="list-style-type: none"> • Included at Appendix A of report 	<ul style="list-style-type: none"> ▪ CS & HL 	August 2009	

ATTENDEES

Members of the following organisations attended the exercise. All of the delegates participated fully and shared ideas openly and honestly in response to the syndicate group work sessions:

- Hartlepool Borough Council
- Middlesbrough Council
- Redcar and Cleveland Borough Council
- Stockton On Tees Borough Council
- Cleveland Police
- Cleveland Fire Brigade
- North East Ambulance Service (NEAS)
- Primary Care Trust's
- Social Care Department, University Hospital of North Tees
- Tees, Esk and Wear Valley's NHS Foundation Mental Health Trust
- Government Office North East (GONE)
- Archdeacon of Auckland
- Cleveland Police Chaplain
- Cleveland EPU
- British Red Cross
- WRVS
- St John Ambulance
- Salvation Army
- Victim Support
- Catalyst
- CRUSE Bereavement Care
- Samaritans
- RAYNET
- Job Centre Plus (Dept. for Work and Pensions)
- Newcastle City Council
- County Durham and Darlington Civil Contingencies Unit

EVENT AIM AND OBJECTIVES

The aim and objectives of the Cleveland Humanitarian Assistance Centre Multi-Agency Training Day were as follows:

- Improved understanding of the Cleveland Humanitarian Assistance Centre Protocol
- Share ideas and learn from the experiences of colleagues throughout the UK who have previously set up a HAC
- Consider the personal experiences of those affected by a major incident
- Increase awareness of the importance of meeting people's practical and emotional needs during, and post-incident
- Consider the ever-changing humanitarian needs that emerge in the weeks, months and years that follow a major incident

EXERCISE STRUCTURE AND SYNDICATE GROUP RESPONSES

1. Housekeeping, Welcome and Introduction

The event was opened by the Chief Emergency Planning Officer Denis Hampson and Councilbr Terry Laing, from Stockton Borough Council and member of the Emergency Planning Joint Committee.

2. Syndicate Group Work 1 - The Humanitarian Assistance Response: What Would You Do?

Facilitated by Inspector Peter Metcalfe, Cleveland Police. Delegates were split into ten syndicate groups. Each group was asked to consider a series of questions and prompts and time was spent in the syndicate groups considering these. The results of the syndicate's discussions were fed back to the whole group, comments and questions were accepted for clarification or expansion. Feedback is combined and recorded below.

Scenario:

Cleveland has suffered its worst flooding in a century:

- Two months of rainfall has occurred in just 14 hours (approx 4 ½ inches of rain) with all four Boroughs affected
- Cleveland Fire Brigade have received 1,800 calls in just 12 hours, a number of communities were virtually cut off
- There has been extensive dislocation of the road and rail network, 5,000 motorists have been stranded on our roads, and taken in by the community
- A large number of residents self-evacuated in the worst hit areas. After leaving, many became distressed at the thought of leaving their properties unattended (security)
- During the response to the floods, rest centres were opened to accommodate approximately 4,000 people over a 48 hour period
- Contaminated flood waters have presented a significant health hazard, 2,500 homes are without mains water
- Rest Centre staff have had to cope with many challenging health problems including a schizophrenic, heroin addicts and a recent kidney transplant patient
- Some residents have been rescued from their homes (a number in darkness) resulting in great distress/shock
- There have been 4 fatalities and numerous missing persons reported
- Many people (including responding officers from Emergency Services and other agencies) continue to be extremely concerned for the wellbeing of families, loved ones and friends
- Feedback from Rest Centre Managers who have been assisting those affected from the outset indicate that this incident has been extremely traumatic for a significant number of people

The Strategic Co-ordination Group (GOLD) has made a decision to open a single Cleveland Humanitarian Assistance Centre to support those people affected by this major incident.

Questions and Feedback:

Delegates were given 15 minutes to consider the following questions:

1. What organisations will be involved in setting up a Humanitarian Assistance Centre?
2. What roles and responsibilities does your organisation have in relation to a Cleveland Humanitarian Assistance Centre?
3. Who from your organisation will be responding?

Feedback was provided by representatives from each Delegate table and this provoked additional questioning and points raised.

3. The Cleveland LRF Humanitarian Assistance Centre Protocol

Presented by Claire Storey, Senior Emergency Planning Officer for Middlesbrough. The presentation gave an overview of the purpose of the Cleveland Local Resilience Forum (LRF) Humanitarian Assistance Centre (HAC) Protocol and summarised the role of different agencies in the establishment and operation of a HAC.

4. Case Study 1 - The July 7 Assistance Centre in London

Joint presentation by Superintendent Mick Free, Association of Chief Police Officers (ACPO) Emergency Procedures and Disaster Victim Identification (DVI) Co-ordinator and Moya Wood-Heath, Emergency Planning/Civil Protection Advisor, British Red Cross. The presentation considered Police and Voluntary Sector contributions to the establishment and operation of the July 7 Assistance Centre in London following the terrorist attacks.

5. Case Study 2 - Rotherham Humanitarian Assistance Centre: Day to Day Management

Joint presentation by Jasmine Speight, Quality Standards Officer and Jan Leyland, Neighbourhood Partnership Manager from Rotherham Metropolitan Borough Council. The presentation focused on the practical experiences and day-to-day challenges that Rotherham Metropolitan Borough Council faced when operating their Humanitarian Assistance Centre set up following the Rotherham floods of 2007.

6. Syndicate Group Work 2 - The Humanitarian Assistance Response: Mini Tabletop Exercise

Facilitated by Inspector Peter Metcalfe, Cleveland Police. Delegates were split into ten syndicate groups. Each group was asked to consider a series of questions and prompts and time was spent in the syndicate groups considering these. The results of the syndicate's discussions were fed back to the whole group, comments and questions were accepted for clarification or expansion. Feedback was recorded and details will be used within the review process for the HAC plan.

Scenario:

- A Humanitarian Assistance Centre (HAC) has been set up and has been operational for two days
- It is providing information, support, guidance and advice to anyone who has been affected by the major incident that has occurred, including survivors, the bereaved and those who have friends / loved ones injured as a result
- Many people are accessing the centre who have not been directly affected, but who are reporting that the incident has triggered some emotional memories and people are therefore finding it difficult to cope
- A lead Local Authority has established a Humanitarian Assistance Centre Management Group (HACMG) which is chaired by the Borough Co-ordination Officer
- The HACMG is critical in leading the operational management of the HAC

Questions and Feedback:

1. Identify two sites in your Local Authority area where you would locate a HAC and state why you have chosen these locations.
2. Which agencies / roles do you think should be represented on the HAC Management Group (HACMG)?
3. How will the HACMG equip the HAC and make sure that it has got appropriate layout, decoration and comfort?
4. Under the circumstances, do you think that the centre should be made available to the general public, or should the HACMG target the centre at specific groups initially (e.g. those directly affected by the flooding)?
5. Identify your top five ground rules for staff and your top five ground rules for visitors using the HAC.
6. How can we ensure that the centre is publicised towards the target users? Who will publicise the centre?
7. What services/facilities will need to be provided in the centre?
8. How and when will a decision be made to close the centre?

7. Humanitarian Assistance: A Survivors Perspective

Presentation by Helen Mitchell, a survivor of the 1999 Paddington rail crash. Helen's presentation provided an account of her life before the incident, her experiences at the incident scene, her initial reactions to the event and her gradual decline and eventual diagnosis with Post Traumatic Stress Disorder (PTSD). Helen is a member of the Paddington Survivors Group and has since campaigned for safety and efficient management practice to take higher priority in the railway industry.

8. Concluding Remarks / Way Forward

Presented by Peter Metcalfe and Denis Hampson and captured in the action plan of the Post-Exercise Report.

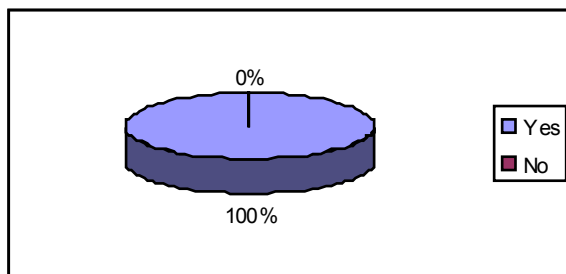
EVENT HOT DEBRIEF AND EVALUATION

Following the main part of the training day, delegates were asked to complete a Hot Debrief and Evaluation questionnaire which asked them to reflect and feedback on their experience of the day. Delegates were asked to identify their most and least useful aspects of the training day, as well as the most significant thing they had learnt and how they intended to use that positively in the future. Basic evaluative questions relating to the quality, pace, standard, format and aim/objective fulfilment of the event were also addressed by delegates.

Evaluative Feedback

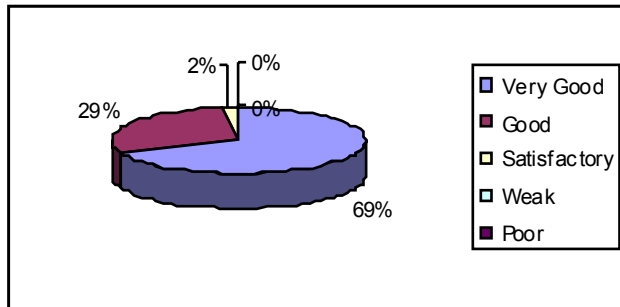
Question 1: Did the Event Fulfill its Aim and Objectives?

Yes	No
48	0



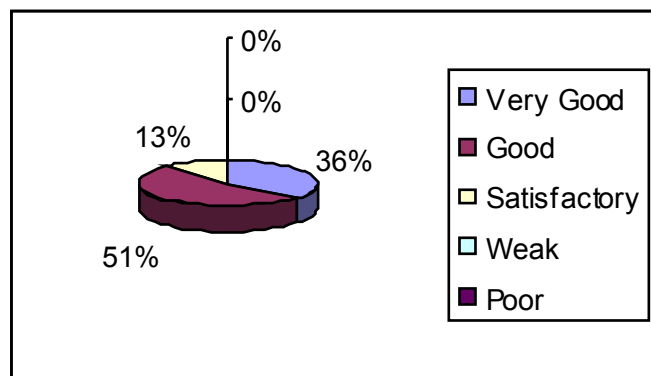
Question 2: How would you rate the event in terms of the quality of the content?

Very Good	Good	Satisfactory	Weak	Poor
33	14	1	0	0



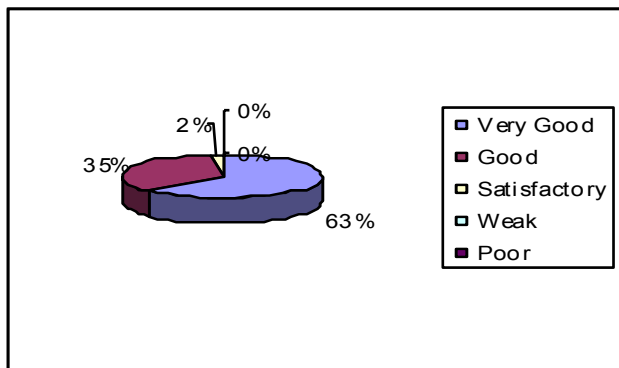
Question 3: How would you rate the event in terms of the pace of the content?

Very Good	Good	Satisfactory	Weak	Poor
20	29	7	0	0



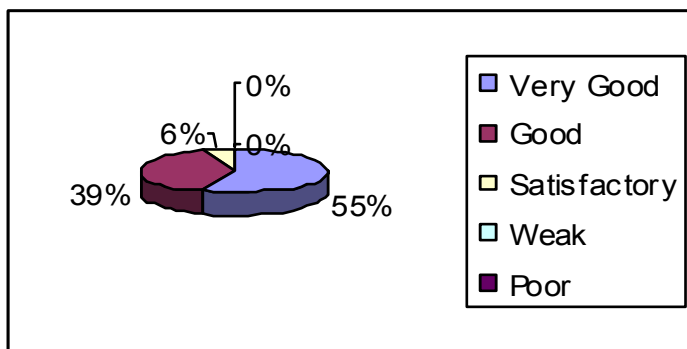
Question 4: What was your assessment of the overall standard of the presentations and injects?

Very Good	Good	Satisfactory	Weak	Poor
34	19	1	0	0



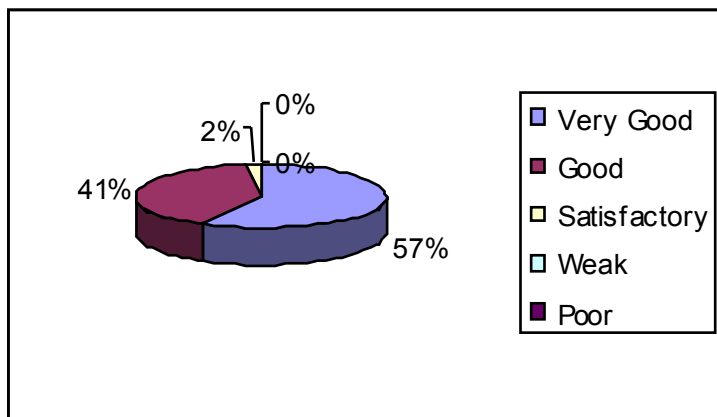
Question 5: What was your assessment of the effectiveness of the format of the event?

Very Good	Good	Satisfactory	Weak	Poor
30	21	3	0	0



Question 6: How would you assess the relevance of the content to the stated aim and objectives?

Very Good	Good	Satisfactory	Weak	Poor
31	22	1	0	0



Report to: Emergency Planning Joint Committee
From: Chief Emergency Planning Officer
Date: 25th September 2009
Subject: **Swine Flu**

1. Purpose of the Report

- 1.1 To update Members of the Emergency Planning Joint Committee on the present situation in respect of swine flu.

2. Background

- 2.1 The potential for an influenza pandemic had been recognised for some years and consequently many responder organisations, including the Local Authorities and the LRF have been involved in developing preparatory plans both individually and as an LRF.
- 2.2 First indications of a potential swine flu pandemic came in reports of cases in Mexico. The WHO monitors any pandemic flu worldwide and has six phases. A declaration of Phase 6 (the highest level) was made on 11th June 2009. The WHO maintains international surveillance. However, the Department of Health which has 4 alert levels did not raise their alert phase in line with the WHO due to the apparent mildness of the virus affecting persons in the UK.
- 2.3 Swine flu spread to the UK in late April leading into a containment phase and this was followed by the move into treatment on a larger scale over two months later. The impact of this locally is described in detail in Section 4. The monitoring of the swine flu event by the Strategic Health Authority in the North East has demonstrated that compared with other English regions the North East has experienced many fewer cases than elsewhere. For example, at the peak of the current wave, London was estimated to have over 30,000 cases per week, compared with fewer than 5,000 in the North East.
- 2.4 Younger age groups have tended to be affected to the greatest degree. HPA data indicates that the top three most affected age groups in descending order are aged 5-14, 15-24 and 25-44. The least affected age group is the 65+.

3. Structure and Leadership

- 3.1 Within the NHS, regional leadership has been provided through the appointment of a Flu Director in the Strategic Health Authorities who are supported by advisory and operational staff to form a flu control team.
- 3.2 At regional level the Health Protection Agency played an important role in the containment phase through the provision of positive confirmation of cases (clinical assessment and testing of swabs), but since the strategy moved to the “treatment” phase their role in this respect ended on a routine basis. The HPA continue to monitor trends and provide specific advice for particular outbreak control purposes.
- 3.3 A regional Health Advisory Cell was also set up in July 2009 drawing together clinical experts to develop and publish specialist guidance. It can be accessed at <http://www.northeast.nhs.uk/performance/health-advice-cell>. *Note that the advice is directed primarily to a clinical audience.*
- 3.4 On a Tees-wide basis, local ‘health’ leadership is currently provided by the PCT Director of Nursing and Quality who is the Flu Director, in conjunction with Peter Kelly, Executive Director of Public Health. They are supported by PCT staff who have specific areas of responsibility, for example, procurement of personal protective equipment (PPE). Dr Peter Heywood (Locality Director of Public Health for Middlesbrough) also provides local clinical advice to primary care and local authorities.
- 3.5 A pattern of briefings and meetings has become established between the PCT Flu Director, the Chief Emergency Planning Officer, representatives from Local Authority Social Care and other NHS organisations to provide updates and for forward planning purposes covering such topics as anti viral collection and recently the forthcoming vaccination programme.

4. Local Impact of swine flu pandemic

- 4.1 Locally, the main impact of swine flu was felt initially in two schools outbreaks in June (at Teesside High School and High Tunstall). Subsequent to this, primary care absorbed the main impact through patients telephoning surgeries or the out of hours service for advice and treatment, prior to the availability of the National Pandemic Flu Service.
- 4.2 The National Pandemic Flu Service (NPFS) went live on Friday 24th July 2009 to coincide with the move to the treatment phase. From this point onwards, the public have been able to access treatment either by a web-based self-assessment, a telephone assessment to the NPFS or as a result of being given an authorisation voucher after assessment by a medical clinician. Flu friends then attend an anti-viral collection point (ACP) with a Unique Reference Number (URN) from the NPFS or a

voucher for anti-viral medication. Prior to the NPFS being made live anti-virals were available on prescription only.

- 4.3 The first anti-viral collection point (ACP) was opened on Monday 6th July at Primecare in Thornaby. It was followed, as demand increased, by the opening of North Ormesby, Guisborough and Wynyard Road in Hartlepool. Whilst the public can call at any ACP, the location of these four ACPs was designed to increase access across the four PCT/Local Authority areas.
- 4.4 The opening hours and decisions to close ACPs in recent weeks have been governed entirely by public demand. Teesside ACPs have been reducing hours since Monday August 3rd, and progressively, Guisborough, Wynyard rd and North Ormesby have been closed altogether. At the time of writing the only ACP open is Primecare which also operates a home delivery service. Closed ACPs can be re-opened, as and when needed at short notice (within two working days) and shadow staffing rotas are being maintained.
- 4.5 In addition to the 4 ACPs referred to above, a fifth ACP has been planned and equipped at Poole House in Stokesley, Middlesbrough. This has not been opened yet but is available if required. If all 5 ACPs were operational simultaneously it is estimated that they could provide up to 10,000 distributions of anti-virals per week.
- 4.6 The pattern of antiviral demand can be seen in the Appendix. Whilst cases are now mainly being self-diagnosed through the NPFS the collections at ACPs can only be regarded as a proxy for the real number of cases. In addition it has been apparent from the start of the NPFS that more URNs are issued than realised in collections.
- 4.7 The home delivery service operated through Primecare has been doing under 10 deliveries across Teesside in any one 24 hour period to date.
- 4.8 Locally, in the vast majority of cases, persons have contracted a mild virus but there have been some hospitalisations associated with swine flu (on average between 2 and 6 patients across the two Acute Hospitals at any time), with relatively minimal effect on general secondary care services.
- 4.9 The number of deaths associated with swine flu as at 10th September 2009 stands at 75, (England 66, Scotland 7, Wales and Northern Ireland 1 each) with 3,555 reported worldwide.

5. H1N1 Vaccination programme

- 5.1 In June 2009 the Department of Health (DH) announced preparatory work towards the swine flu vaccination strategy. The programme will commence in October 2009.

- 5.2 On the 13th August 2009 the DH announced that the following groups have been prioritised in order:
- People aged 6 months and up to 65 years in the current seasonal flu vaccine clinical at-risk groups
 - All pregnant women subject to licensing conditions on trimesters
 - Household contacts of immunocompromised individuals
 - People aged 65 and over in the current seasonal flu vaccine at-risk groups

Vaccination of frontline health and social care workers will begin at the same time as the first clinical risk group. The total population of the above priority groups to be immunised is currently being ascertained, however this is likely to be between 100,000 and 150,000 across Teesside.

- 5.3 The DH has made arrangements for the supply of sufficient H1N1 swine flu vaccine for the UK population. Two doses of the vaccine are currently recommended with a minimum interval of three weeks between administrations.
- 5.4 Alongside the H1N1 vaccination programme the routine seasonal flu vaccination programme will be delivered through GP practices as usual.
- 5.5 A regional vaccination plan is being formulated and a Tees-wide steering group has been convened (chaired by Peter Kelly) with representation from a variety of partner organisations to implement the agreed regional plan and negotiate with partner organisations on the delivery of the vaccination programme.
- 5.6 There will be a regional Patient Group Direction to administer the vaccines which will be authorised by the North East Strategic Health Authority (NESHA). In terms of administering the vaccine, there will be a multi-faceted approach with different delivery models according to the priority groups.

6. Future Forecasting

- 6.1 In recent weeks rates of flu-like illness have been falling with weekly GP consultation rates also decreasing, although last week (week commencing 7th September show a slight increase. Indications are that nationally and locally the population is emerging from a first wave which peaked in July.
- 6.2 The majority of cases continue to be mild. There is no sign that the virus is changing or developing resistance to anti-virals.
- 6.3 A second wave is considered to be very likely during the autumn period although predictions and timing are open to error. Consequently, as

described above, ACPs are ready to open at short notice and activity through them intensified as need be. Planning prior to the outbreak envisaged anti-viral distribution through local authority premises. This was changed under NESHA direction to the use of NHS premises. Discussions are underway regarding reverting to using these premises should case levels require it through PCT/LRF channels.

- 6.4 In the course of any second wave it may not be possible to distinguish between H1N1 and seasonal flu and therefore both will inevitably be treated together.

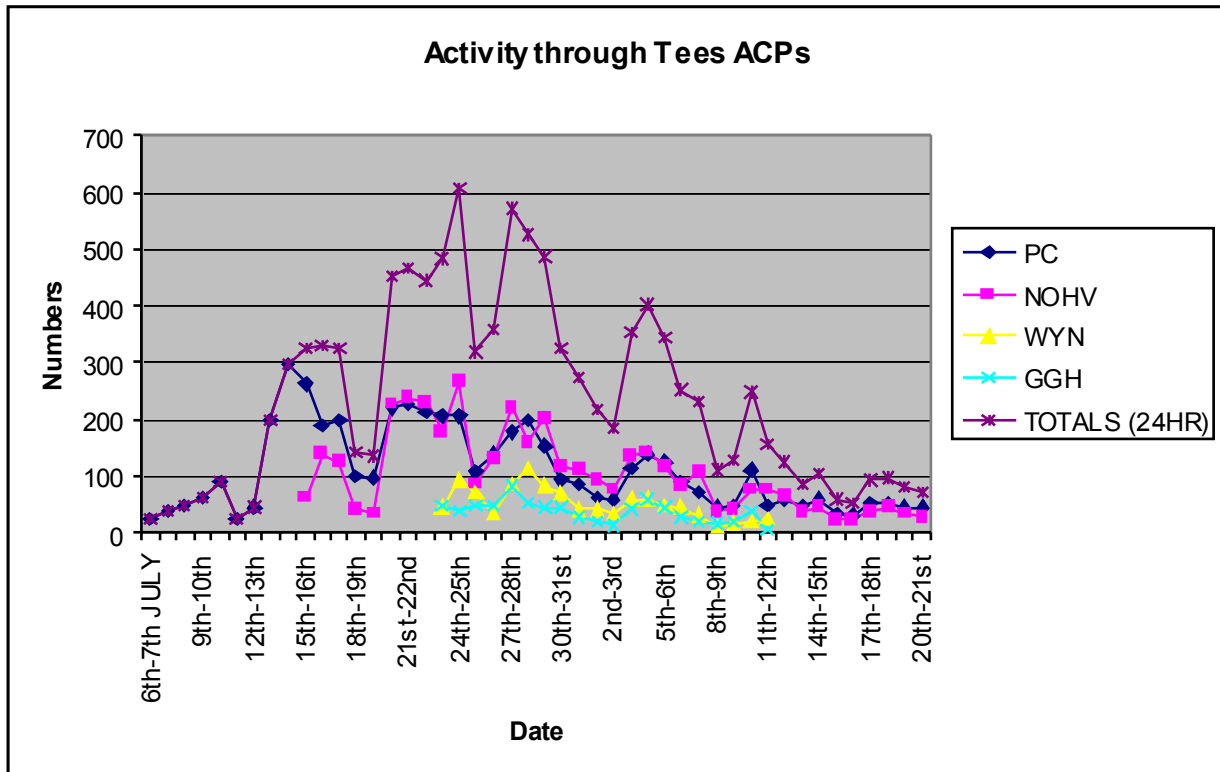
7. Wider Planning

- 7.1 Consistent information is being provided to the education sector by the Health Advisory Cell and PCT's but follow precedents set through national guidance on infection and public health control.
- 7.2 "Stress testing" of an aspect of all NHS organisations flu planning across the north east is going on, including hospitals and GP cluster plans. Providers have done an initial assessment of the ability of adult and paediatric critical and intensive care units to flex capacity to respond to a substantial increase in activity. Members should note that the main priority will be paediatric provision, and the plan will involve cancellation of elective surgical procedures requiring post operative critical care admission to increase critical care bed capacity.
- 7.3 Local Authorities and other LRF organisations have been working on their internal business planning arrangements and updating plans as required.
- 7.4 Previous advice about maintaining good personal hygiene, e.g. washing hands with soap and hot water, together with the use of tissues to 'catch' coughs and sneezes still remains very pertinent. The slogan "Catch it, bin it, kill it" should be reinforced wherever possible.

8. Recommendations

- 8.1 That members note the report

**Activity through Anti-Viral Collection Points
from Monday 6th July to Friday August 21st 2009**



Report to: Emergency Planning Joint Committee
From: Chief Emergency Planning Officer
Date: 25th September 2009
Subject: **WATER RESCUE CAPABILITY REGISTER**

1. Purpose of the Report

- 1.1 To inform Members of the Emergency Planning Joint Committee that the Cleveland Emergency Planning Unit has produced a Water Rescue Capabilities Register which was one of the major recommendations of the Pitt Review following the serious flooding in the summer of 2007.
- 1.2 To inform Members that the register meets recommendation 4 of the Pitt Interim Review that stated:

“The Review recommends the urgent review of current local arrangements for water rescue to consider whether they are adequate in light of the summer’s events and their community risk registers”.
- 1.3 To inform Members that the Register will sit alongside the Adverse Weather Protocol, together with the Flood Response Plans which are currently being revised to conform to new guidelines issued by Defra.

2. Background

- 2.1 The Register outlines the capabilities and responsibilities of various organisations that can provide resources and equipment to assist with the response to a major flooding event.
- 2.2 Whilst most of the information contained in the Register was known, the register for the first time brings all the information together, including contact details, which can be used by the emergency services, local authorities and others in the response phase of a major flooding event.
- 2.3 A copy of the new register will be made to the emergency services and others likely to be involved in flood response.
- 2.4 Details of the register have been incorporated into the Community Risk Register and assists with the mitigation aspects of a flood incident.

- 2.5 Whilst the register details the responsibilities and capabilities of each of the agencies / organisations shown, those agencies and organisations also have their own operational protocols and orders for the how they will respond and with what equipment.
- 2.6 The register is attached separately to this report (pdf format).

3. Recommendations

- 3.1 That Members note the report.

Report Author: Denis Hampson
Chief Emergency Planning Officer

Report dated: 13th September 2009



CLEVELAND LOCAL RESILIENCE FORUM



WATER RESCUE CAPABILITIES REGISTER



Contents

Contents	2
Consultation List.....	3
1 Introduction.....	4
1.1 Pitt Interim Review.....	4
1.2 The Register	4
2 Cleveland Fire Brigade Water Rescue Capability	5
2.1 Personnel	5
2.2 Equipment	5
2.3 Vehicles.....	5
2.4 Rescue Craft.....	6
3 Cleveland Police Water Rescue Capability.....	6
3.1 Personnel	6
3.2 Rescue Craft.....	6
3.3 Cleveland Police Air Support Unit.....	7
4 Maritime and Coastguard Agency Flood Rescue Capability	7
4.1 Equipment	7
4.2 Primary and Secondary Roles	7
4.3 Flood response	8
4.4 MCA controlled Coast Rescue Teams available.....	9
5 Royal National Lifeboat Institution, Flood Rescue Capability	10
5.1 Aid Requests	10
5.2 Considerations.....	10
6 RAF Search and Rescue (SAR)	11
7 Hartlepool Lifeguards.....	11
7.1 Personnel	11
7.2 Equipment	12
8 Environment Agency.....	12
9 British Red Cross	12
9.1 The Team	12
9.2 Rescue Craft.....	13
9.3 Vehicles and Equipment.....	13
10 RSCPA	13
11 Contact List.....	14

Consultation List

- 1) Cleveland Emergency Planning Unit
- 2) Cleveland Fire Brigade
- 3) Cleveland Police
- 4) Northumbria Police
- 5) Maritime and Coastguard Agency
- 6) Royal National Lifeboat Institution
- 7) Hartlepool Borough Council
- 8) Redcar & Cleveland Borough Council
- 9) Cleveland Police Air Support Unit
- 10) Environment Agency
- 11) RAF SAR team
- 12) RSPCA
- 13) British Red Cross
- 14) Inland Flood Rescue Association

This master register is maintained by Cleveland Emergency Planning Unit on behalf of Cleveland Local Resilience Forum. Any suggested amendments should be forwarded to Robin Beach, Senior Emergency Planning Officer at robin.beach@hartlepool.gov.uk

1 Introduction

1.1 Pitt Interim Review

Following the severe flooding in the summer of 2007 that occurred across Gloucestershire, South Yorkshire and Humberside the Government appointed Sir Michael Pitt to carry out a review of the response to the floods and planning arrangements and make recommendations to enhance future response and planning arrangements.

Sir Michael Pitt produced two reports during 2008, an interim report in late spring and a final report in summer 2008. Both reports and the recommendations contained therein were endorsed by HM Government. The interim report contained 13 urgent recommendations that required actions by Government Departments and a number of agencies/organisations, particularly Category 1 responders as defined in the Civil Contingencies Act 2004. These urgent recommendations were carried forward into the final report which contained a total of 92 recommendations.

The initial and final review report contained the following urgent recommendation:-

Recommendation 4;

'The Review recommends that all Local Resilience Forums urgently review their current local arrangements for water rescue to consider whether they are adequate in light of the summer's events and their local community risk registers.'

1.2 The Register

The Cleveland Emergency Planning Unit on behalf of the Cleveland Local Resilience Forum (LRF) has scoped the available water rescue equipment currently in existence within Cleveland and prepared this register. Details of equipment held and by whom are contained in this register.

The register will be retained by the Emergency Planning Unit and subject to periodic review.

2 Cleveland Fire Brigade Water Rescue Capability

2.1 Personnel

At Echo Station (Thornaby) there are 40 personnel trained to water rescue one technician. Brigade wide all operational staff are trained in Safe Working near water.

2.2 Equipment

Description	Disposition	Quantity
Dry Suits	2 per station and 10 at Thornaby Stn	40
Micro fleece under suits	2 per station and 55 at Thornaby Stn	85
Musto Wet Weather Suits	1 per rider position and all Flexi duty officers	150
275n Crewsaver lifejackets	1 per rider position and all Flexi duty officers	152
Personal Floatation Devices (specialist life jacket for rescue personnel who enter the water)	Based at Thornaby station	12
Dry Gloves	2 per station and 10 at Thornaby Stn	40
Wading poles to test Depth	All Flexi officers	25
Throwing Lines	2 per pumping appliance = 46 Rescue Craft vehicle = 12 Reserve Equipment store = 6	60
Floating GP lines	Based at Thornaby station	6
Hose Inflation Kits	1 per station and 1 with reserve equipment store	16
Inflatable Walkways	Rescue craft vehicle 1x10m, 1x5m	2
Light portable pumps	1 per water tender	12
Trash Pumps(pumps capable of pumping small solids)	Stranton 1, Coulby 1, Reserve Equipment store 2	4
Hydraulically powered water pumps	Stockton 1, Stranton 1, Coulby 1, EPU 2	5

The Brigade has other equipment which they have accumulated such as Head Torches, Water Radios and different dry suits.

2.3 Vehicles

Brigade wide there are 25 front line appliances together with several specialist appliances. Included in these is a Mercedes-Benz Unimog off road vehicle which can wade into water at depths of up to 1.5 metres which is based at Grangetown Station. There are also two land rovers one based at Thornaby station which is used to tow the Fire rescue boat and the other at Coulby Station which is primarily used for line rescue.

2.4 Rescue Craft

Cleveland Fire Brigade has a recently purchased purpose built rescue craft which is capable of carrying 9 persons. It is powered by a 90hp outboard motor and can travel at speeds in excess of 30 knots. It carries state of the art rescue equipment, sonar and navigational aids. The craft is trailer mounted and based at Thornaby Fire Station. Cleveland Fire Brigade also has a reserve rescue craft from the RNLI which is 4.8 metres long and is powered by a 30hp motor, is trailer mounted and is also based at Thornaby Fire Station. Carried on a 4 wheel drive towing vehicle is an inflatable rescue sled which is portable and capable of carrying 15 persons, it has an extremely shallow draft and can be towed by personnel or a larger craft and also has its' own 10hp outboard motor if required. Carried on the same vehicle is a similar 5 person rescue sled, which can be towed by a larger craft or by personnel.

3 Cleveland Police Water Rescue Capability

Whilst Cleveland Police does not have a specific water rescue capability it does have a service level agreement with Northumbria Police to provide this should it be required. Below are details of the equipment and personnel Northumbria Police Marine Unit currently have;

3.1 Personnel

There are 12 officers trained and equipped for Fast Water Rescue and also Police Divers who could provide a rescue capability if at or near the scene and it was safe to dive.

3.2 Rescue Craft

	Type of Craft	Call sign	Local VHF Channels	Open or Closed Deck	Engine(s)	Fuel Type	Speed	No. of Crew
1	Launch	Northumbria	12/14	Closed	2 x 465hp	Diesel	28	3
2	7.62MRH IB	Sabre	12/14	Open	2 x 135hp	Petrol	45	2
3	7.65M RHIB	Scimitar	12/14	Open	2 x 135hp	Petrol	35	2
4	5.4M RHIB	Dart	12/14	Open	1 x 75hp	Petrol	35	2
5	5.4m RHIB	Cutlass	12/14	Open	1 x 90hp	Petrol	40	2
6	Inflatable	E.R.B.	12/14	Open	15 hp max	Petrol	20	2
7	4 M RHIB	No Name	12/14	Open	50 hp max	Petrol	30	2
8	4 M RHIB	No Name	12/14	Open	50hp max	Petrol	30	2

3.3 Cleveland Police Air Support Unit

This Unit can provide assistance to police and public at water related incidents. Visual and thermal imaging searching, day and night can often quickly locate casualties, confirm whether life is at risk and reduce danger to those involved. Crews can coordinate rescues by directing resources such as police officers and rescue boats. The Unit also works closely in coordinating specialised rescues involving military helicopter crews. Air Support Unit crews also carry equipment such as searchlights, public address, lifejackets, rescue lines, pyrotechnics flares and a floatation device called 'c-buoy' which can be dropped or lowered to rescuers or people in difficulties if they are compliant.

The Air Support Unit also has the facility to airlift seriously injured casualties from inaccessible areas such as beaches and river banks.

Furthermore, the helicopter is available (weather permitting) fully crewed (generally a pilot and two observers) 24 hrs a day. It is based at Durham Tees Valley Airport. A second Air Support Unit which provides air support to the Durham and Darlington LRF area and the Northumbria LRF area is based at Newcastle International Airport.

4 Maritime and Coastguard Agency Flood Rescue Capability

Across the 17 Coast Rescue Teams (CRT) in the North East, there are 175 personnel trained in Water Rescue and in theory they could all attend an incident, however, in reality and depending on the seriousness of the incident could probably guarantee 4 teams of 5 people within an hour, as was committed to Hull and Gloucester in 2007.

In Seahouses CRT there are 10 personnel trained in Mud Rescue. There are 4x4 vehicles stationed at all CRTs.

4.1 Equipment

Equipment	Number
Casualty Evacuation	All CRTs
Lighting and Generators	All CRTs
Rope Rescue	10 CRTs
Marine and SAR Helo Communications	All CRTs
Search Capability	All CRTs

4.2 Primary and Secondary Roles

HM Coastguard's primary responsibilities as regards emergency response are to coordinate civil maritime Search and Rescue (SAR) within the UK SAR Region (including on the coast and on certain inland waters); to provide some

of the response assets, including the Coastguard Rescue Service; and to assist MCA colleagues in maritime counter-pollution work.

They will also assist other emergency responders inland where they can, in keeping with the ethos of UKSAR and of the Civil Contingencies Act 2004. However, this assistance is secondary to their primary tasks. If there is a clash of resource requirements for example, their primary responsibilities will take precedence, both in terms of planning and of response.

For emergencies occurring 'inland' – that is to say, in areas for which HM Coastguard does not have primary coordination responsibility – they will assist whenever we can, but only insofar as they can.

4.3 Flood response

HM Coastguard has a great deal to offer to an integrated emergency response in such incidents, always provided that their ability to fulfill our primary responsibility is not impaired. Examples of this include:

- Communications – they have a reliable and robust communications network which can be used to assist other services, especially as regards coordinating maritime rescue assets being used inland;
- Helicopter landing sites – Coast Rescue Teams (CRT) are equipped and trained to set up and staff landing sites in support of helicopter operations;
- Search – CRTs are well equipped for, and trained in, land search operations;
- Basic first aid / evacuation – CRTs are trained in basic first aid, casualty care, stretcher evacuation and staffing casualty landing sites. Teams can be used to treat and evacuate those being brought out of areas of flooding or to evacuate the vulnerable from the threat of flooding. This is an important support role which frees up dedicated flood teams to remain in the flood area;
- Rope rescue – selected CRTs can provide rope rescue;
- Limited water rescue using throw-bags, floating lines and rescue lifejackets.
- Logistics -manpower, 4x4 transport, lighting, communications (radio and public address systems), generators. Operations rooms hold contact details for commercial diving companies who may assist with persons trapped – contact through control room to control room or dial 999 and ask for Coastguard.

4.4 MCA controlled Coast Rescue Teams available

Seaham Coast Rescue Team (CRT)	Skinningrove CRT
Sunderland CRT	Staithes CRT
Sunderland Volunteer Life Brigade (VLB)	Berwick CRT
South Shields VLB	Holy Island CRT
Tynemouth VLB	Seahouses CRT
Blyth CRT	Craster CRT
Redcar CRT	Boulmer CRT
Amble CRT	Hartlepool CRT

All of the Coast Rescue Teams have 4x4 vehicles, basic water rescue equipment, stretchers for casualty evacuation, marine and SAR Helo communications, first aid, rope rescue, lighting and generators.

Each team has around 10 operational members and respond in a manner similar to retained fire-fighters by pager.

Resources under HM Coastguard/MCA control that could be made available for flood rescue operations or made available to assist Cat One Responders during Flooding Events

Coast Rescue Team Location	Team Size	4 x 4	Water Rescue *	Fast Water Rescue	Mud Rescue	Casualty Evacuation	Generator, Lighting	First Aid Trained	Rope Rescue	SAR Helo comms and landing	Search Capability
Seaham	11	✓	✓	No	No	✓	✓	✓	✓	✓	✓
Sunderland	11	✓	✓	No	No	✓	✓	✓	✓	✓	✓
Sunderland VLB	11	✓	✓	No	No	✓	✓	✓	✓	✓	✓
South Shields VLB	11	✓	✓	No	No	✓	✓	✓	✓	✓	✓
Tynemouth VLB	20	✓	✓	No	No	✓	✓	✓	✓	✓	✓
Blyth	9	✓	✓	No	No	✓	✓	✓	✓	✓	✓
Newbiggin	10	✓	✓	No	No	✓	✓	✓	✓	✓	✓
Hartlepool	9	✓	✓	No	No	✓	✓	✓	No	✓	✓
Redcar	9	✓	✓	No	No	✓	✓	✓	No	✓	✓
Amble	11	✓	✓	No	No	✓	✓	✓	No	✓	✓
Skinningrove	11	✓	✓	No	No	✓	✓	✓	✓	✓	✓
Staithes	7	✓	✓	No	No	✓	✓	✓	No	✓	✓
Berwick	11	✓	✓	No	No	✓	✓	✓	✓	✓	✓
Holy Island	7	No	✓	No	No	✓	✓	✓	No	✓	✓
Seahouses	10	✓	✓	No	✓	✓	✓	✓	No	✓	✓
Craster	11	✓	✓	No	No	✓	✓	✓	✓	✓	✓
Boulmer	6	✓	✓	No	No	✓	✓	✓	No	✓	✓

* All teams have lifejackets, rescue throw-bags and torpedo buoy. Floating line and rescue lifejacket for water entry

5 Royal National Lifeboat Institution, Flood Rescue Capability

5.1 Aid Requests

The RNLI have a policy document which states that the RNLI will *consider* requests for aid subject to the following:

- a) There is potential risk to life of victims.
- b) The appropriate authority makes requests to RNLI Headquarters Central Operations/ Information Room, which is manned continuously. Telephone 08451 668222.
- c) Availability of flood response assets from RNLI.
- d) Availability of staff and volunteers to man RNLI assets.
- e) The RNLI will deploy under their own procedures with the Divisional Inspector (or Deputy) acting as Co-ordinator. RNLI assets and personnel will remain under his command at all times and the Divisional Inspector reserves the right to withdraw the RNLI team and equipment at any time, and particularly once the risk to life has passed.
- f) The RNLI once in area will be dependant on local Fire Brigades for rest/refreshment facilities.
- g) At times of heightened risk, RNLI assets may be requested to pre-position in light of Met Office/Environmental Agency severe weather/flood warnings.

5.2 Considerations

Any incident commander should consider the following points before requesting RNLI assistance:

- a) The RNLI will deploy one or more competently manned inflatable lifeboats as available for Search and Rescue.
- b) Actions will be dependant on Met Office/Environmental Agency risk assessments indicating forthcoming events.
- c) The RNLI will NOT provide Safety boats, or contingency planning.
- d) Communications Limitations: RNLI lifeboats offer marine band VHF radio ONLY. The divisional Inspector will have portable marine band VHF and will locate himself at an appropriate control (Bronze, Silver or Gold). All communications with RNLI assets will be via the Divisional Inspector.

- e) Restrictions, etc: The RNLI will only deploy assts in case of lives being at risk or potentially at risk, and will withdraw once persons are considered to be safe.
- f) The RNLI cannot guarantee to respond to any inland incident and therefore cannot be included in any local contingency planning.

6 RAF Search and Rescue (SAR)

The RAF Sea King helicopters form the major part of the MOD Search and Rescue Force and are eminently suitable for conducting flood rescue operations. They are virtually all-weather aircraft by day or night and fitted with radar, night vision goggles, and a powerful thermal-imaging/colour TV camera as well as normal look-outs to locate survivors. They have an excellent lift capability that allows them to carry 17 evacuees or up to 2 stretcher cases and 8 other casualties. With a crew of 4 that includes a qualified paramedic they are able to lift up to 3 people at the end of a 245 feet steel cable, or one casualty in a stretcher accompanied by the winchman. The aircraft has around 4 hours on task without refuelling at a distance of one hour flying time from base. The Sea King can also be used to deploy personnel and equipment to a disaster scene including the ability to lift up to 5000lbs on an external load carrying hook.

For operations in the North-East the first port of call would be RAF Boulmer but if the extent of the task warranted it support aircraft could be deployed from other bases such as RAF Leuchars in Fife or RAF Leconfield in Humberside.

The primary aircraft at each base is on 15 minutes notice to move during daylight hours and 45 minutes in the hours of darkness. The aircraft are normally launched by the Aeronautical Rescue Coordination Centre (ARCC) at RAF Kinloss which is usually alerted by the civilian emergency services for land incidents, and the Maritime Coastguard Agency for coastal and offshore incidents. All Police Control Rooms have discreet contact numbers for the ARCC.

RAF Boulmer	2 x Sea King SAR helos	Primary base
RAF Leuchars	2 x Sea King SAR helos	Secondary base
RAF Leconfield	2 x Sea King SAR helos	Secondary base

7 Hartlepool Lifeguards

7.1 Personnel

The life guards operate from Seaton Carew, the Headland Fish Sands and the Block Sands from 10am - 6pm from the first Bank Holiday weekend in May until early September when the schools go back.

7.2 Equipment

- 1 rescue watercraft (jet ski and rescue sled) Seaton Carew
- 1 4x4 vehicle – Seaton
- 1 Quad Bike and trailer – Seaton
- 2 Rescue Boards – type of large surfboard – Seaton Carew and Headland
- 2 Rescue Skis – a board which you sit on and use a paddle – Seaton Carew and Headland

Except for the 4x4 vehicle the equipment is stored out of season. The Rescue Watercraft can only be used in water 60cm and above.

8 Environment Agency

The Environment Agency only ever aid help rescue individuals when their other duties have been performed, primarily the maintenance and up keep of flood defences. In the Cleveland area the resources at their disposal are:

18 operations field team members who are trained in the water environment
12 of these personnel are boat trained
4 x 6 inch high volume pumps
2 x 360 excavators with 6 trained drivers.

9 British Red Cross

The British Red Cross operates the only dedicated Emergency Response Unit specialising in flood response and water search and rescue. The unit is based in Inverness and maintains a 20 minute standby time during the day and 40 minutes at night. It is available for tasking anywhere in the UK to assist with all aspects of flood rescue and relief.

9.1 The Team

It comprises of 38 swift water rescue technicians of whom 4 are Major Incident Medical Management and Support (MIMMS) practitioners and two are search managers. The team also includes one water rescue dog handler and a Newfoundland dog 'Loki', who is trained to carry out the rescue of people in various water conditions.

9.2 Rescue Craft

They operate two purpose built Pioneer Multi twin hulled rigid polyethylene boats which include a bow door which can be lowered to water level enabling the extraction of water horizontally. The boats are capable of being launched from a trailer into most water conditions. They are powered by 70hp water jet engines and are fully equipped with marine and PMR VHF radios and DSC and GPS. Each boat also carries a full resuscitation kit, throw lines and life belts and are fitted with lighting systems. A third boat can also be called upon as required.

In addition they operate a Hov Pod Rescue Hovercraft which is powered by a 120hp turbo engine and can travel at 38 knots. It operates with a crew of two and is unaffected by water flow. It is fitted with marine/PMR radio with DSC, GPS, lighting and a full resuscitation kit.

9.3 Vehicles and Equipment.

British Red Cross operate two land rover 110 defenders which have been purpose built for flood and water rescue support. They come fitted with winches, snorkels, boat towing capability, portable lighting and a variety of equipment. There is also a 7.5 tonne truck which provides logistical support for up to 5 days, a Nissan Pathfinder Rapid Response Unit which provides immediate medical support and two Nissan Navara double cab units.

The range of equipment they have includes 3 Prolite patient evacuators, a MDI five person inflatable rescue sled, one MDI inflatable stretcher, 4 self inflating 30 person life rafts, canyoning lines, 4 aqua scopes and 1 aqua board.

10 RSCPA

The RSCPA has a 90 strong water rescue team located in five separate regions. They all have standardised PPE and are all trained to Rescue 3 Swift Water Rescue Technician level. They are also RYA level 2 boat certified. They operate using 16 inflatable emergency rescue boats, 11 Jeannaux rigiflex, 10 seagoing RIBs and also currently a multitude of small inflatables. They are primarily concerned with the safe retrieval of animals during water rescues but can also be called upon for human rescue and escorting utility services.

11 Contact List

Organisation

Cleveland EPU	01642 221121
Cleveland Fire Brigade	01429 872311
Thornaby Fire Station	01642 766331
Cleveland Police	01642 326326
Northumbria Police	03456 043043
Harbour Police	01642 277215
RNLI (Poole)	0845 668222
Maritime and Coastguard Agency (Humber)	01262 672317
Beach Safety Officer (Hartlepool)	01429 523413
Environment Agency Emergency Hotline	0800 807060
Environment Agency Floodline	0845 9881188
British Red Cross 24hr line	07831 761055
RSPCA Emergency Line	08707 531958
RAF SAR	01904 662121
Northumbrian Water	0870 6084820
Hartlepool Water	0800 0281054

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee
Report from: Chief Emergency Planning Officer
Date: 25th September 2009
Subject: **REPORTED INCIDENTS / CLEVELAND COMMUNICATIONS STRATEGY**

1. Purpose of the Report

- 1.1 To inform Members of the Emergency Planning Joint Committee of the incidents reported, severe weather and flood risk warnings received and communications strategy faxes received and dealt with by the Cleveland Emergency Planning Unit. The report covers the period between 1st July and 11th September 2009.

2. Flood and Weather Warnings

- 2.1 During this period the Emergency Planning Unit received a total of 18 warnings relating to adverse weather conditions :
- 5 flash warnings of heavy rain
 - 1 early warning of heavy rain
 - 6 extreme rainfall alerts
 - 4 extreme rainfall guidance briefings
- 2.2 There were two flood watch messages received from the Environment Agency.
- 2.3 Several of the message about rainfall relate to the extreme rainfall event that occurred on the afternoon of Friday 17th July when several roads across the area were affected by surface water flooding and houses were flooded at Guisborough and Ormesby High Street.
- 2.4 The Met Office completed the extreme rainfall warning scheme pilot programme in March and it has now been adopted permanently into their new Severe Weather Emergency Response Service. Through this service the extreme rainfall alerts and guidance are issued, which did not occur previously. The scheme is designed to alert and give advice about potential periods of extreme rainfall which has the potential to cause surface water flooding. This is flooding caused by the amount of rain water that falls in one area in a short space of time and to which the drainage systems cannot cope and thus flooding occurs. It may also occur due to rivers and streams already

being full due to persistent rain. The Duty Emergency Planning Officer receives this information from the Met Office both by fax and text message.

- 2.5 This scheme is in addition to the traditional Flood Warnings issued by the Environment Agency. However these flood warnings only warn of flooding that is caused from rivers, streams and becks overflowing and the sea overtopping.
- 2.6 Consequently there can be occasions when the EPU receives both a warning of extreme rainfall from the Met Office and a Flood Warning from the Environment Agency for the same location/area.

3. Communications Strategy

- 3.1 During the period the Emergency Planning Unit received and dealt with 40 'blue' faxes which had been issued by the Operators or Agencies involved with the strategy. They range from information about:
- Unexpected alarms sounding which can be heard off site
 - Excessive flaring
 - Small releases of chemicals.
 - Unexpected fumes / smoke from chimneys / plants
- 3.2 Of these 40 faxes, 10 were received and dealt with by the Duty Emergency Planning Officer outside normal office hours.
- 3.3 All were blue faxes which are for information only but where appropriate, the local authorities were advised and therefore able to 'field' questions from either the media or the public.
- 3.4 There were no red faxes issued.

4. Incidents of Note (1ST July to 11th September 2009)

- 4.1 In the past two and half months there have been 12 incidents of note in which the Emergency Planning Unit became involved and on some occasions saw the deployment of staff to the scene or Incident Command Rooms to represent the Local Authorities.
- 4.2 The two main incidents were:
- 16th July 2009 when a road tanker spilt phenol on both the A689/A1185 and Portrack roundabouts which necessitated both roundabouts being closed for five hours until the spillage was cleaned up. Severe traffic congestion occurred. EPU staff were in attendance at Police Command Room.
 - 17th July 2009 – extreme heavy rainfall caused a number of roads to be affected by surface water flooding and some properties, particularly in Guisborough and Ormesby, were flooded.
- 4.3 The table at appendix A gives brief details of these incidents.

- 4.4 A number of other incidents of a minor nature were also reported to Cleveland Emergency Planning Unit, some of which were dealt with by the Duty Officer 'out of hours'.

5. Recommendation

- 5.1 That Members note the report

Report Author: Denis Hampson
Chief Emergency Planning Officer

Report dated: 15th September 2009

Appendix 'A'

Incidents 1st July 2009 to 11th September 2009

Date	Location	Type of Incident	Brief Description
16 July 2009	Cargo Fleet Lane Middlesbrough	Fire	Large fire affecting structure of disused abattoir. Fire caused dense black smoke to affect area surrounding building.
16 July 2009	A689/A1185 roundabout and Portrack roundabout	Chemical Spill – Phenol (toxic chemical)	Road tanker spilt quantity of phenol chemical as it negotiated the two roundabouts. Both Roundabouts closed to traffic for 5 hours which caused massive traffic congestion in area and on A19 road. Police declared a 'major incident'. Command Room open.
17 th July 2009	Whole of the Cleveland area	Extreme Rainfall	Period of extreme rainfall which caused surface water flooding to many roads and some residential properties.
26 th July 2009	Seaton Meadows Landfill site, Hartlepool	Fire	Large fire on landfill site which was emitting dense black smoke that was blowing across area. Local radio used to inform local residents to go inside and close all doors and windows.
30 th July 2009	Saltburn Beach	Diesel spill	Tractor attempting to rescue jet ski at 0340 hours became bogged down and some diesel from tanks of machines was lost. Potential pollution.
3 rd August 2009	Seal Sands Roundabout / Tees Road	Oil spill	Oil spill from road tanker carrying oil based slurry and bitumen. Road closed whilst clean up took place.
5 August 2009	Sabic, Olefines 6, Wilton	Fire	Fire on scaffolding. Fire quickly extinguished. Fire damage only – no injuries.

11 th August 2009	Seal Sands linkroad A1185	Chemical spill	Spill of phenol from road tanker. Road closed for 2 hours whilst clean up occurred.
12 th August 2009	A19 / A689 roundabout	Chemical spill	Spill of Muriatic Acid (hazardous) from road tanker. Slip road closed whilst clean up undertaken.
19 th August 2009	Seal Sands link road (A1185)	Chemical spill	Spill of 10 litres of Ethyl Hexanol (Toxic) from road tanker. Road closed whilst clean up undertaken.
30 th August 2009	Haverton Hill Road, Stockton	Fire at Sita Waste Disposal plant	Large fire at Sita plant. Disruption to disposal of rubbish.
1 st Sept 2009	Hart Lane, Hartlepool	Road Traffic collision / diesel spill	Diesel spill onto road from road tanker and car involved in serious RTC. Road closed whilst incident dealt with and diesel cleaned up.

