

EMERGENCY PLANNING JOINT COMMITTEE AGENDA

Wednesday, 16 December 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 25 September 2009

4. REPORT OF CHIEF EMERGENCY PLANNING OFFICER

4.1 Duty to Assess Risk (Expectations and Indicators of Good Practice) – *Chief Emergency Planning Officer*

4.2 Expectations and Indicators of Good Practice – Functional Work Stream –
Animal and Plant Diseases – *Chief Emergency Planning Officer*

4.3 Pitt Review – Progress Report – *Chief Emergency Planning Officer*

4.4 Planning for Infectious Diseases – *Chief Emergency Planning Officer*

4.5 Reported Incidents / Cleveland Communications Strategy – *Chief Emergency Planning Officer*

5. ANY OTHER BUSINESS

6. DATE AND TIME OF NEXT MEETING

To be confirmed

EMERGENCY PLANNING JOINT COMMITTEE

MINUTES AND DECISION RECORD

25 September 2009

The meeting commenced at 12 noon at Police Headquarters, Ladgate Lane,
Middlesbrough

Present:

Councillor Barry Coppinger, Middlesbrough Borough Council (In the Chair)
Councillor Terry Laing, Stockton Borough Council
Councillor Dave McLuckie, Redcar and Cleveland Borough Council

Denis Hampson, Chief Emergency Planning Officer
Sarah Bird, Democratic Services Officer

13. Apologies for Absence

The Mayor, Stuart Drummond

14. Declarations of Interest

None.

15. Minutes of the meeting held on 17 July 2009

Confirmed.

16. Progress Report – Performance Indicators – Chief Emergency Planning Officer

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.

Issues for Consideration

The report detailed the progress made towards achieving the performance indicators previously set in order to monitor and review progress and performance.

There are a total of 21 performance indicators for 2009/10 and it is anticipated that all indicators will be achieved either in full or part by 31 March 2010. However, much will depend on how quickly new staff joining the Emergency Planning Unit (EPU) settle into their role and contribute to the work of the EPU. Staff retention continues to create long term planning issues as three staff have left the EPU over the past three months.

Performance Indicator 3 had arisen as a result of the Buncefield recommendations. Plans for the Tall Ships Race 2010 were progressing as hoped.

Decision

Members noted the report.

17. Review of the Cleveland Emergency Planning Unit – *Chief Emergency Planning Officer*

Purpose of Report

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.

To seek endorsement of the recommendations made in the review and in particular support the continuation of the EPU in its present format.

To inform Members that the review has been forwarded to the four Chief Executives and is anticipated that it will be considered at a meeting of the Tees Valley Chief Executives' Group.

Issues for Consideration

The EPU was last reviewed in 2002 and resulted in the creation of the current Emergency Planning Joint Committee which has an executive function with each authority being represented by a senior elected member, who is either a portfolio holder or Cabinet member.

The review has been performed by the Chief Emergency Planning Officer in consultation with partners using a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis tool which has demonstrated the many strengths and opportunities for consistency and efficiencies that the EPU provides. Any areas of perceived weaknesses focus around the working together of the local authority and emergency services personnel, the growing workstreams being undertaken by staff including those in relation to pipeline regulations and reservoirs and corporate ownership of the function.

The EPU had achieved Beacon Status in 2007/2008 and is seen by

others outside of the area as the model that should be followed. The structure of the unit is supported by members of the Cleveland Local Resilience Forum and industrial partners involved in respect of the Control Of Major Accident Hazards (COMAH), Pipeline Safety and Nuclear Planning legislation. Cleveland EPU has earned a credible reputation locally, regionally and nationally. Evidence demonstrates that the centralised Cleveland unit places the critical mass of resources, skills experience and expertise in the right place.

The review strongly supported the present format and management structure of the EPU for the four local authorities together with its co-location alongside the emergency planning functions of the emergency services. The structure could be further enhanced by the movement of the Emergency Planning Officer for the Primary Care Trusts into the co-located unit. The review also supported the continuation of the political overview through the present Emergency Planning Joint Committee structure as well as that the present management structure should remain unaltered. There was an increase in audit and accountability and a reliance on performance indicators being used. However because the EPU would need to vacate their existing site due to the Cleveland Fire Brigade replacing some of their current buildings, a multi-agency project group should be established in order to find suitable accommodation. There would be a number of other members of staff to accommodate as Cleveland Police wished to amalgamate their contingency staff who looked after royal visits and similar, with the Emergency Planning Unit.

Discussion took place in relation to the relocation of the Unit as the proposed rental by the Fire Authority was cost prohibitive. The Chief Emergency Planning Officer would form a project group with estates managers to look for suitable accommodation. All agreed that a central site in the area would be more suitable for the Unit. Councillor McLuckie suggested that Police Headquarters may be suitable for consideration.

Decision

Members noted that the review was being considered by the Chief Executives' Group.

Members supported the continuation of the Cleveland Emergency Planning Unit in its present format.

Members endorsed the recommendations of the review.

18. Civil Contingencies Act – Expectations and Indicators of Good Practice – Chief Emergency Planning Officer

Purpose of the Report

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.

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.

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 which 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. 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.

Issues for Consideration

The report focussed on how the Chief Emergency Planning Officer intended to ensure that the Local Authorities met the requirements of the Civil Contingencies Act and its auditing process. The EPU would undertake the role of ensuring that requirements were met although others including the emergency services would need to supply evidence and support to this. The Chief Emergency Planning Officer, as part of his co-role as the Local Resilience Forum Manager would work jointly with other emergency planning and resilience managers/officers to ensure that there was a joined up approach to ensure that the expectations and performance indicators were met through the Local Resilience Forum.

It was proposed that this work would be undertaken over the next 2 years by the Chief Emergency Planning Officer utilising the Local Resilience Working Group, the Cleveland Media Emergency Forum and Local Resilience Forum sub groups to progress the functions required to complete the expectations set. The Chief Emergency Planning Officer would bring progress reports to future meetings of the Joint Committee.

The Act gave the Government powers to put in a monitoring inspection framework so it was likely that inspections would begin. There was a necessity to undertake the work but this would be undertaken in 'bite size chunks' as there were no resources available to appoint a member of staff to deal with this.

Decision

Members endorsed the proposals in the report.

19. Expectations and Indicators of Good Practice – Humanitarian Assistance – Chief Emergency Planning Officer**Purpose of the Report**

To provide evidence of how the Cleveland Emergency Planning Unit is meeting the requirements of the duties in respect of Humanitarian Assistance planning, training and exercises.

Issues for Consideration

Members were reminded of the multi-agency Humanitarian Assistance Training Day held 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. It was acknowledged that this had been a successful event, attended by a wide range of partners and members of the voluntary sector.

The work already undertaken and that being undertaken, provides ample evidence that Cleveland is meeting its expectations of the Civil Contingencies Act in respect of Humanitarian Assistance planning.

Decision

Members endorsed the evidence produced.

Members agreed that the evidence demonstrated that the indicator in respect of Humanitarian Assistance was being adequately met.

Members acknowledged the huge amount of effort by members of the Emergency Planning Unit (Local Authority and Police) that went into ensuring the multi-agency training day was successful.

20. Swine Flu – Chief Emergency Planning Officer**Purpose of the Report**

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

Issues for Consideration

The Chief Emergency Planning Officer updated Members on the current

status of swine flu in the North East which had moved from the containment to the treatment phase. The group most affected was the 5 – 24 age group and not the over 65s as expected. A 'flu director' had been appointed by the Primary Care Trust. The Chief Emergency Planning Officer explained how a Unique Reference Number (URN) would be given to those contacting the National Pandemic Flu Service and this would be used to obtain anti-viral prescriptions from Primecare in Thomaby which was currently the only anti-viral collection point in use in the area. Other premises had been identified if necessary. It was envisaged that a vaccination programme would commence in October 2009 aimed initially at health care workers.

Decision

Members noted the contents of the report.

21. Water Rescue Capability Register – Chief Emergency Planning Officer

Purpose of Report

To inform Members of the Emergency Planning Joint Committee that the Cleveland Emergency Planning Unit had 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.

To inform Members that the register met recommendation 4 of the Pitt Interim Review that stated

"The Review recommended 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"

To inform Members that the Register will sit alongside the Adverse Weather Protocol together with the Flood Response Plans which were currently being revised to conform to new guidelines issued by DEFRA.

Issues for Consideration

The Chief Emergency Planning Officer outlined how this register sat alongside the flood response plans and outlined the capabilities and responsibilities of various organisations that can provide resources and equipment to assist with the response to a major flooding event. He explained that those areas which were most likely to flood were known by the unit, but it would be unlikely that preventative work could be done on these areas as it was cost prohibitive.

Decision

Members noted the report.

22 Reported Incidents/Cleveland Communications Strategy – Chief Emergency Planning Officer

Purpose of Report

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 covered the period between 1 July 2009 and 11 September 2009.

Issues for Consideration

There had been a total of 18 warnings relating to adverse weather conditions received during the period. Several of the messages relating to rainfall related to that which had occurred on the afternoon of Friday 17 July 2009 when a number of roads across the area were affected by surface water flooding and houses were flooded at Guisborough and Ormesby High Street. The Unit had been made aware that this extreme rainfall was expected during which time the Fire Brigade had dealt with over 200 calls for assistance. There is an adverse weather protocol which usually resulted in the opening of a command room at Police HQ to co-ordinate the response but on this occasion the Control Room had not followed the protocol. Members expressed concern that the protocol had not been followed on this occasion.

During the period there had been 40 'blue' faxes in relation to unexpected alarms sounding which could be heard off site, excessive flaring, small releases of chemicals or unexpected fumes or smoke from chimneys or plants. Of these 40, 10 were received and dealt with by the duty Emergency Planning Officer outside of normal office hours.

There had been 12 incidents of note which were outlined in the report. A couple of these related to tanker spillages which had affected roads in the area. The Chief Emergency Planning Officer said that persistent offenders had been identified and would be spoken to regarding bad practice.

Decision

Members noted the report.

The meeting concluded at 1.00 pm.

CHAIRMAN

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee
From: Chief Emergency Planning Officer
Date: 16 December 2009
Subject: **Duty to Assess Risk (Expectations and Indicators of Good Practice)**

1. Purpose of the Report

- 1.1 The Cabinet Office introduced a new Civil Contingencies Act Expectations and Indicators of Good Practice document earlier this year. This report informs Members how the Emergency Planning Unit, particularly through the Local Resilience Forum, will use the document to monitor and validate the work that the EPU performs to show how the Local Authorities are meeting their statutory duties under the Civil Contingencies Act
- 1.2 Members of the Emergency Planning Unit have begun the process of gathering evidence to fulfil the requirements set out in the indicators and will be used for assessments that will be used in the future by regulatory bodies. It will also be used by the Emergency Planning Unit as a tool to self assess of the activities of the Unit and Local Authorities. Central Government will use the information compiled to clarify if the Local authorities are meeting their responsibilities and duties under the CCA and the Resilience Capabilities programme.
- 1.3 Over the next year, evidence will be gathered on how the EPU and Local Authorities are/have met the other duties and responsibilities of the Civil Contingencies Act. This will be completed section by section by members of the Emergency Planning Unit and brought to Joint Committee once a section is complete.
- 1.4 The report at **appendix 'A'** provides evidence of how the EPU/Local authorities have met the requirements of duties in respect of Section A of the Expectations and Indicators of Good Practice, namely the "Duty to Assess Risk".

- 1.5 It should however be stressed that the duty is risk assess, whilst led by the Cleveland Emergency Planning Unit, is conducted on a multi-agency basis but the Local Authorities obtain the benefits from this approach, with information sharing and co-operation very evident. This approach stops unnecessary duplication of effort by other Category 1 responder agencies, for example the emergency services and is an excellent example of good practice and a pragmatic approach to tackling this duty to assess risks and plan accordingly.
- 1.6 It is contended that the work already undertaken or being undertaken in respect of this duty provides ample evidence that the Local Authorities through the work performed by the Emergency Planning Unit on their behalf is meeting the expectations of the Civil Contingencies Act. However, it must be recognised that this duty is a 'live' topic and is subject to review and progress and will continue to receive attention by Emergency Planning Officers.

2. Recommendation

- 2.1 That Members endorse the evidence produced.
- 2.2 That Members endorse that the evidence demonstrates that the indicators are being adequately met.

Report Author: Denis Hampson
Chief Emergency Planning Officer

Report date: 3 December 2009

Appendix A

A: Duty to assess risk

CCA section 2 (1)(a) duty: From time to time assess the risk of an emergency occurring
 CCA section 2 (1)(b) duty: From time to time assess the risk of an emergency making it necessary for the person or body to perform any of his or its functions
 (Category 1 responders only)

Mandatory requirements:	
Within your organisation	<p>1) Periodically assessing the risk of emergencies occurring which affect or may affect the area in which your organisation exercises its functions - Regulation 13.</p> <p>As a Category 1 responder the duty under 2 (1) (a) of Civil Contingencies Act 2004 (Regulation 13) to periodically assess the risk of emergencies occurring in the Cleveland area is fulfilled by the multi-agency Risk Assessment Working Group chaired by a Local Authority Senior Emergency Planning Officer. All four local authorities are represented on the group. The EPU has been given 'lead responsibility' in respect of specific risks. The group works to a review schedule that ensures all risks are reviewed on an annual basis at quarterly intervals. The risk assessments are retained to ensure a record is kept of the updates to the assessments.</p>
	<p>2) Considering whether it is necessary to include an emergency or type of emergency in risk assessments. It should be included if:</p> <ul style="list-style-type: none"> • the emergency would be likely to seriously obstruct the performance of your functions (section 2(2)(a) CCA); or • you would consider it necessary or desirable to take action to prevent the emergency, to reduce, control or mitigate its effects or take other action in connection with the emergency and your organisation would be unable to act without changing the deployment of resources or acquiring additional resources –

	<p>section 2(2)(b) CCA.</p> <p>Consideration has been given to those risk assessments where it is necessary to include an emergency or type of emergency if:</p> <ul style="list-style-type: none"> • The emergency would be likely to seriously obstruct the performance of any of the Local Authorities or the Cleveland Emergency Planning Units functions (s. 2 (2) (a) CCA) • It necessary or desirable to take action to prevent the emergency, to reduce, control or mitigate its effects or take other action in connection with the emergency, or if we are unable to take that action without making changes or acquiring additional resources (s. 2 (2) (b) CCA). <p>Risks that are assessed include those relating purely to the Cleveland area and also national or regional risks.</p> <p>Examples of such considerations can be shown in specific risk assessments.</p>
	<p>3) Reviewing your risk assessment as often as is necessary to ensure that you are in a reasonable position to maintain and update your emergency and business continuity plans and comply with your CCA duties – 4.8 in <i>Emergency Preparedness</i>.</p> <p>The risk assessments are routinely reviewed on an annual basis, which affords the opportunity to continuously monitor and update the risks. Those which are considered to be 'very high' risks are assessed bi annually to more carefully monitor their development. The information from the updated risk assessments is used to update emergency and business continuity plans.</p> <p>This can be evidenced by the risks assessments, review schedule and the Risk Assessment Working Group minutes.</p> <p>The Community Risk Register is updated after a risk has been assessed or reviewed.</p>

	<p>4) Reviewing your risk assessment from “<i>time to time</i>” (i.e. as and when necessary) to ensure that it is in line with any government guidance or assessment (e.g. Local Risk Assessment Guidance (LRAG) and Government Threat statements) on how likely a particular type of emergency is or the extent to which it may cause damage to human welfare, the environment or the security of the UK - Regulation 14. This guidance may say:</p> <ul style="list-style-type: none"> • you have to adopt their assessments as your own, in which case you must do so - 4.6 in <u>Emergency Preparedness</u>, or • you must “have regard” to the assessments in which case you must conduct a subsequent risk assessment of your own to review whether you need to update your risk assessment – 4.7 in <u>Emergency Preparedness</u>. <p>Risk assessments are reviewed in line with government guidance or assessment and those which must be adopted in their entirety are adopted as our own. Those risks which Category 1 responders in Cleveland must “have regard” to are taken on board and the Risk Assessment Working Group subsequently conduct their own risk assessments.</p> <p>Evidence of this can be shown through the comparison of the actual risk assessments and the government guidance, and the minutes of the Risk Assessment Working Group.</p>
	<p>5) Cooperating with other Category 1 responders in your local resilience area (LRA) to maintain a Community Risk Register (CRR) - Regulation 15 (1). This involves:</p> <ul style="list-style-type: none"> • from time-to-time sharing what you can of your individual risk assessments with other Category 1 responders in your local resilience area – Regulation 15(2). • having regard to the CRR when producing your own risk assessments - Regulation 15(4) • collectively agreeing on the CRR with your LRA partners – 4.9 <u>Emergency preparedness</u> <p>The Cleveland Community Risk Register has been developed by the Cleveland Emergency Planning Unit on behalf of the risk assessment working group (RAWG) with full agreement from all members. The RAWG members meet on a quarterly basis and use the group as an</p>

Within your Local Resilience Area	<p>opportunity to share information relating to their individual risk assessments. The Community Risk Register is given due regard when risk assessments are completed.</p> <p>This can be illustrated by the Terms of Reference and Responsibilities of the RAWG, minutes from the RAWG meetings and the Cleveland Community Risk Register itself.</p> <p>The Community Risk Register is published on the Cleveland Emergency Planning Unit website with links from/to the websites of the four local authorities.</p>
Outside your Local Resilience Area	<p>6) Ensuring from time-to-time a copy of the CRR for your LRA is shared with neighbouring Category 1 responders in any neighbouring authorities - Regulation 16(1) and 16(2)</p> <p>A copy of the Cleveland Community Risk Register has been shared with the chair or secretary of the RAWG in neighbouring Emergency Planning Units, namely Northumberland, Tyne & Wear, Durham and Darlington and North Yorkshire, who have in turn shared this with members of their local authority emergency management teams.</p> <p>Most recently this information was shared during meetings with senior emergency planners from Tyne & Wear, Northumberland and Durham & Darlington in June 2009 and with North Yorkshire in March 2009.</p>
	<p>7) Ensure from time to time that a copy of the CRR for your local resilience area is shared with your Regional Resilience Team (RRT) – 4.10 in <u>Emergency Preparedness</u>.</p> <p>The Cleveland Community Risk Register has been shared with the Regional Resilience Team, most recently in June 2009.</p>
	<p>8) If in Wales, ensuring that from time-to-time a copy of the CRR for your LRA is shared with the Welsh Assembly - Regulation 16(3).</p> <p>Only applicable in Wales</p> <hr/> <p>9) If in England, ensuring that from time-to-time a copy of the CRR for your LRA is shared with the Secretary of State - Regulation 16(4).</p> <p>The Cleveland Community Risk Register has been forwarded to the Secretary of State for perusal.</p>

Publishing assessments	<p>10) Considering how to publish your assessments – see the section on communicating with the public (section D, page 22) for details.</p> <p>The Cleveland Community Risk Register is published both in electronic format and paper format. It is available online through the Cleveland Emergency Planning Unit website and through links from various other web pages. It is available in paper format and also in alternative formats upon request.</p> <p>The Cleveland Community Risk Register (CRR) encompasses condensed versions of the risk assessments, this offers an adequate amount of information to the public to make their own decisions on the risks in their area, and therefore build their own resilience.</p> <p>In publishing the Cleveland CRR it is anticipated that it will enhance the public's response in an emergency as they have an awareness of the risks in their area and can take appropriate action, and aware that we have plans in place to be able to deal with them.</p> <p>Information that is considered sensitive in the risk assessment is omitted from publication in the Cleveland CRR</p> <p>Available information is identified in the freedom of information publication scheme, and each individual risk assessment contains details of who to contact for freedom of information requests.</p> <p>The Cleveland CRR has recently been developed to create a document that the residents of Cleveland will find both interesting and useful, with particular attention being paid to emphasise the local risks and make the register more relevant to the area in which they live.</p> <p>The Cleveland CRR is updated on a quarterly basis in line with the review of individual risk assessments; a new version is made available on line or in alternative format if there are changes to its content.</p> <p>The Cleveland CRR and copies of individual risk assessments can support these requirements.</p> <p>4.1 - EPJC - 09.12.16 - Duty to Assess Risk - Ind of good practice</p>
------------------------	---

Issues to consider:	
Process	<p>11) Adopting a systematic risk assessment process. <u>Emergency Preparedness</u> recommends the following six step process.</p> <ul style="list-style-type: none"> • Contextualisation – Identify stakeholders and evaluation criteria and principles to be used during risk identification. Describe the characteristics of the area (e.g. social, environmental and the location of infrastructure and any hazardous sites). • Identify hazards and allocate the assessment of these hazards between the Category 1 responders operating in the areas at risk from these hazards. In identifying hazards LRA and information from other responders should be used. See Annex 4B of <u>Emergency Preparedness</u> for guidance on using LRA. (Central government threat statement in LRA and the <u>National Risk Register</u> (NRR) identifies and analyses threats). • Risk analysis – Lead responders for each hazard consider the likelihood of it occurring in the next 5 years and its impacts. These assessments should be in relation to a defined outcome (e.g. the size of the flood). See Annex 4C and D of <u>Emergency Preparedness</u> for ideas on how to approach these assessments. • Risk evaluation – Collate likelihood and impact assessments for each hazard and the Central government threat statement and NRR to produce a CRR. This should determine the level of each risk by plotting likelihood against impact. See Annex 4E and F of <u>Emergency Preparedness</u> for guidance. • Risk treatment – Prioritise risk reduction measures in accordance with the level of the risks and gaps in capabilities required to respond. Identify capability gaps and how they can be closed, identifying who is responsible for what (see Part 2 of this document). • Monitor and review – A full and formal review of all risks on a four yearly cycle is recommended (4.54 of <u>Emergency Preparedness</u>). <p>(See the summary in Annex 4A of <u>Emergency Preparedness</u> for more details)</p> <p>A systematic approach to risk assessment has been adopted using the following six step process as recommended by the Cabinet Office guidance document “Emergency Preparedness”.</p> <p>The copies of the risk assessment and the Cleveland CRR illustrate how we are achieving this requirement.</p>

Collaboration	<p>12) Collaboration – see the collaboration section (Section G, page 36) for details</p> <p>The RAWG demonstrates collaboration between both various Category 1 responders and Category 2 responders. The members are committed to partnership working to support each other in performing their duties under the CCA. The RAWG provides an opportunity to discuss risk assessments, exercising of plans, warning and informing arrangements and sharing of ideas in relation to lessons learnt.</p> <p>The minutes of the RAWG meetings and risk assessments can verify this collaborative working.</p> <p>13) Setting up a Risk Assessment Working Group (RAWG) to act as a forum for cooperation on risk assessment - 4.33 <u>Emergency Preparedness</u>.</p> <p>The Cleveland RAWG meets on a quarterly basis and is composed of a representative group of emergency planning officers from Category 1 and Category 2 responders; it acts as a forum for co operation on risk assessment and issues surrounding this.</p>
	<p>Indicators of good practice:</p>
Process	<p>14) Being able to provide documentary evidence of a regular process for monitoring, reviewing and updating risk assessments. This should include:</p> <ul style="list-style-type: none"> • audit trails recording any updates made; • version control; • a list of contributors; and • reference and list sources used – (this should include LTAG and any other government guidance – see A3 above). <p>This should enable you to ensure that you can demonstrate how the assessment derives from a rigorous investigation of local hazards and risks and provide evidence on how your risk assessments align with national and regional risk assessments and government guidance on risk assessments.</p> <p>The review schedule and the actual risk assessments are a source of verification that there is in place a regular process for monitoring, reviewing and updating risk assessments. There is a</p>

	<p>full audit trail complete with any updates to risk assessments. The Cleveland CRR is dated and version controlled and contains a list of contributors, and details of references and sources used. Consequently, the assessments are derived from a rigorous investigation of local hazards and risks and they conform to both national and regional risk assessments and government guidance.</p>
--	---

Collaboration	<p>15) Risk assessment work is shared with and between LRA partners in a way which maximises the use of relevant expertise and minimises the duplication of effort.</p> <p>The RAWG members collectively agreed that individual risk assessments would be allocated to the most relevant 'expert' who could proficiently assess the risk, this would also minimise the duplication of effort.</p> <p>This can be confirmed in the minutes from the RAWG meetings and is also illustrated in the Cleveland CRR whereby each risk is assigned to a lead agency or, if it require more than one 'expert' it has a joint agency approach.</p>
	<p>16) Consulting widely (internally and externally) during the risk evaluation and analysis stages. This includes consulting with key officers responsible for delivering your organisation's functions in an emergency and with Category 1 and 2 responders and those that are not responders.</p> <p>During the risk evaluation and analysis stages there is wide consultation between local authority key officers and other Category 1 and 2 responders. Each quarter when individual risks are assessed by the lead agency, in line with the review schedule, they are offered out for comments to all members of the RAWG and the Cleveland CRR is not updated until full agreement from the RAWG has been ascertained.</p> <p>This can be substantiated through the minutes of the RAWG meetings.</p>
	<p>17) Where appropriate encouraging your LRA partners to share your CRR or sections of it with other non-neighbouring LRAs.</p> <p>Local Resilience partners are encouraged to share the Cleveland CRR with other non-neighbouring Local Resilience areas. This can be confirmed through the minutes of the RAWG meeting.</p>

Risk assessment	<p>18) Taking account of “out of area” hazards (including national, international and out of region) which could affect your organisation and its locality.</p> <p>The risk assessments take account of “out of area” hazards including national, international and out of region, which could affect the Cleveland area. In addition to this risks from neighbouring counties are taken into consideration when completing local risk assessments to ensure the assessment is as pertinent as possible. This is evidenced in the risk assessment forms.</p>
	<p>19) Reflecting different risk levels within your area – for instance there are likely to be certain area-wide emergencies, such as flu pandemic, where the likelihood and impact is the same across your whole area. Other emergencies, for instance industrial hazards or flooding, are likely to have greater impacts or be more likely in some parts of your area than others.</p> <p>The Cleveland CRR has a dedicated section detailing the risks that are particularly prevalent in the Cleveland area which ensures the Cleveland CRR has a local perspective, as well as having details of all of the other risks which could result in an area-wide emergency. This is clearly illustrated in the Cleveland CRR.</p>

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee
From: Chief Emergency Planning Officer
Date: 16 December 2009
Subject: **Expectations and Indicators of Good Practice – Functional Work Stream – Animal and Plant Diseases**

1. Purpose of the Report

- 1.1 To inform Members how the Emergency Planning Unit on behalf of the four Local Authorities are meeting the functional work stream requirements of the Civil Contingencies Act Expectations and Indicators of Good Practice document in relation to 'Animal and Plant Diseases'.
- 1.2 This report allows the Emergency Planning Joint Committee to monitor and validate the work that the EPU performs and endorse that the Local Authorities are meeting their statutory duties under the Civil Contingencies Act. It will also be used by the Emergency Planning Unit as a tool to self assess the activities of the Unit in respect of this topic and how it links into the Resilience Capabilities programme.
- 1.3 The report at **appendix 'A'** provides evidence of how the EPU/Local Authorities have met the requirements of the functional workstream in respect of Animal and Plant diseases of the Expectations and Indicators of Good Practice document.
- 1.4 It should however be stressed that this work stream, whilst led by the Cleveland Emergency Planning Unit, is conducted on a multi-agency basis but the Local Authorities obtain the benefits from this approach, with information sharing and co-operation very evident.
- 1.5 It is contended that the work already undertaken or being undertaken in respect of this workstream provides ample evidence that the Local Authorities through the work performed by the Emergency Planning Unit on their behalf is meeting the expectations of the Expectations set. However, it must be recognised that this duty is a 'live' topic and is subject

to review and progress and will continue to receive attention by Emergency Planning Officers.

2. Recommendation

- 2.1 That Members' endorse the evidence produced.
- 2.2 That Members' endorse that the evidence demonstrates that the indicator is being adequately met.

Report Author: Denis Hampson
Chief Emergency Planning Officer

Report date: 3 December 2009

Appendix 'A'

Expectation and Indicators of Good Practice Set

Animal and Plant Disease

- **Have regard to DEFRA's generic Statutory Bluetongue Plan and Statutory Rabies Plan guidance when planning for major animal diseases.**

The Cleveland generic animal disease plan is an over arching plan drawing on the systems and protocols used within the Cleveland area and the specific actions for diseases from the numerous Defra plans. The plan has taken due cognizance of the Defra plans described and the Cleveland EPU holds copies of the Defra exotic animal disease plan, as well as the statutory plans such as Bluetongue, Foot and Mouth and the Rabies plans.

The Animal Health / Public Protection Units of the four unitary local authorities of 'Cleveland' have also produced the Tees Valley Rabies plan which dovetails with the Defra plan for Rabies.

Structures for command, control and co-ordination are contained within the plans, which would be enacted in the event of an outbreak of animal disease. The plans also detail the roles and responsibilities of the category 1 and 2 responders and how they link into the overall control via animal health and Defra. As with all the plans held by Cleveland Emergency Planning Unit great care is taken to make sure they are both up to date and relevant for whatever emergency may arise in the area.

- **Engage with Animal Health.**

On compiling and writing the Cleveland plan for Animal Diseases close contact has been maintained with Animal Health. This is through several channels, be it from reviewing plans directly from Defra to incorporating these plans into the overarching Cleveland plan for animal disease. Regular contact is maintained with Animal Health representatives both locally and regionally, in order to make sure that Cleveland have the most up to date plans. Plans are stored both electronically and in a hard copy for ease of availability.

- **Understand the structure for crisis management of an animal disease outbreak which is different than that for other kinds of civil contingencies.**

In relation to crisis management of an animal disease outbreak the Government's first objective in tackling outbreaks of any disease is to restore the UK's disease free status as quickly as possible. In doing so they will seek to select control strategies which:

- Protect public health.
- Minimise the number of animals which need to be culled either to control the disease or on welfare grounds, and which keep animal welfare problems to a minimum.
- Cause the least possible disruption to the food, farming and tourism industries, to visitors to the countryside, and to rural communities in the wider economy.
- Minimise damage to the environment.
- Minimise the burden on taxpayers and the public

In order to carry this out Defra as the lead organisation has a standard alert system that has been adopted within Cleveland as the basis for responding to a specific outbreak of exotic animal disease. Its structure is based on a four colour code system of white, black, amber and red.

White – this stage indicates that disease is not present or suspected and will be the state of alert under normal circumstances.

Black – this stage indicates that the risk of disease is higher than normal. For example a disease may be suspected or confirmed in a nearby EU member state. This would warrant a higher level of vigilance. The decision to raise the state of alert from white to black will be taken by the Chief Veterinary Officer.

Amber – this indicates that there is suspicion of the presence of disease on a particular premise on clinical grounds, following a veterinary inquiry. Samples will have been submitted for laboratory analysis.

Red – this indicates that disease has been confirmed or that an operational response has been initiated.

These states of alert that Defra would adhere to are shown in the Cleveland plan(s) and agencies within Cleveland, e.g. the local authorities, would adhere to them. Should there be an outbreak in the Cleveland area, the Cleveland plan requires the local Animal Health Divisional Veterinary Manager (DVM) to be notified and Cleveland's Generic Animal disease plan would be implemented

The animal health disease control response is led from the centre with Defra as the lead government department and the local response is aligned with the standard emergency response and recovery structures and approaches.

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee

From: Chief Emergency Planning Officer

Date: 16 December 2009

Subject: **Pitt Review – Progress Report**

1. Purpose of the Report

- 1.1 To provide an update to the Emergency Planning Joint Committee on progress being made against the recommendations from Sir Michael Pitt's report into the floods of Summer 2007.
- 1.2 To inform Members that on 21 September 2009 the Cabinet Office and Defra wrote to all Local Authority Chief Executives and Chairs of Local Resilience Forums asking that they provide an update on progress towards implementing the recommendations which were targeted at them.
- 1.3 To inform Members that much of the work involving the recommendations placed upon the Cleveland LRF has been carried out by the Emergency Planning Unit together with some of the work which overlaps into the recommendations placed upon local authorities. The EPU has only been involved in work from the recommendations that fall within its remit. For instance, it has not been directly involved with the recommendation to local authorities regarding surface water management plans or technical capabilities in respect of drains and sewers.
- 1.4 To inform Members that the Chief Emergency Planning Officer did provide a response to the Cabinet Office letter on behalf of Cleveland in respect of recommendations for the LRF and those relating to emergency/resilience planning. The Local Authorities provided separate responses.
- 1.5 As a consequence, the Chief Emergency Planning Officer has been provided with a copy of the draft national response prepared by the Cabinet Office that will go to Ministers in the near future. There are a number of points taken from the Cleveland response that are shown in the draft national progress report and highlighted as good practice.

2. Background

- 2.1 Sir Michael Pitt published his interim review in December 2007 which outlined 15 urgent recommendations and his final report in June 2008 contained 92 recommendations, 15 of which related to specific actions required of Local Authorities and 11 in respect of Local Resilience Forums.
- 2.2 Work on the Local Resilience Forum recommendations and those that link into the recommendations made in respect of Local Authorities has been ongoing over the past 12 months within the Emergency Planning Unit and carried out in conjunction with the Environment Agency, Cleveland Police and Cleveland Fire Brigade.
- 2.3 Part of this work resulted in improvements to the multi-agency Adverse Weather protocol. Work on the recommendations has been overseen by the multi-agency Flood Risk Group, the membership of which is predominantly from the EPU, Local Authorities and Emergency Services.

3. Progress against Recommendations

- 3.1 Actions undertaken have successfully met 8 out of the 11 LRF recommendations and contributed to several of the Local Authority recommendations. A significant amount of work has gone into achieving the actions required under each of the recommendations and good progress is being made to achieve the three outstanding recommendations all of which have target dates for completion by 31st March 2010.
- 3.2 Two of the outstanding actions are connected (recommendations 12 and 64A) and linked to the new multi-agency flood response plans which are presently being written by Senior Emergency Planning Officers to comply with the guidance and auditing template issued by Defra earlier this year. Part of these recommendations relate to the issue of “door knocking” to alert members of the public to the threat of flooding. The issue is somewhat contentious due to the staffing resources, either Police or Local Authority, that would be necessary to undertake such a task when resources are liable to be stretched undertaking other response actions. However, consideration of the need for ‘door knocking’ will be included in plans and action sheets which will highlight the need for a dynamic risk assessment to be undertaken. For example staff will not be deployed to undertake ‘door knocking’ in areas of rising water / flood levels when ‘sky shout’ or other communications methods could be deployed more safely and potentially quicker.
- 3.3 Recommendation 44 relates to actions by Category 2 responders and the Environment Agency has written to these responders seeking

clarification of business continuity plans and IT response/recovery plans. The Local Authorities and other Category 1 responders through work with the Flood Risk Group, Risk Assessment Group and Resilient Telecommunications Group have demonstrated that they are meeting the recommendation.

4 Draft National Progress Report

- 4.1 The Chief Emergency Planning Officer completed the updated action plan as shown at appendix 'A' and submitted it to the Cabinet Office, via the Regional Resilience Team, by the response deadline. The action plan was supported by the Environment Agency.
- 4.2 Consequently, the Chief Emergency Planning Officer has been provided with a copy of the draft national progress report which will be presented to Ministers by 31st December. There are several quotes within the report that relate to work completed within Cleveland and are given as examples of best practice. For example, the adverse weather protocol and the use of the LRF and EPU websites to direct the public, through hyperlinks, to the Met Office and Environment Agency (Floodline) web sites.
- 4.3 However, within the draft report, there are examples of good practice undertaken within other areas which the Emergency Planners writing the revised flood response plans can adopt within Cleveland.

5. Cleveland Adverse Weather Protocol

- 5.1 The Adverse Weather protocol was initially produced by the Chief Emergency Planning Officer some four years ago but Members will note that it features strongly in the response to several of the Pitt recommendations. As a result of the Pitt Report, the protocol was reviewed and has been strengthened.
- 5.2 The protocol is designed to try and ensure that adverse weather incidents are properly co-ordinated by the emergency services and local authorities. It should be invoked once certain triggers are met.
- 5.3 A copy of the protocol is shown **at Appendix 'B'** for information.
- 5.4 The protocol was invoked twice during adverse rainfall events in November 2009, the last time being Sunday 29th November when the 'Silver' Command Room was open for 13 hours and senior co-ordinating officers from Stockton Borough Council and Redcar & Cleveland Borough Council were in attendance, together with a member of the Emergency Planning Unit.

6. Recommendations

- 6.1 That Members' note the good progress against the recommendations in the Pitt Review.
- 6.2 That Members' note the action plan at **Appendix 'A'** and the work being undertaken to achieve the outstanding recommendations.
- 6.3 That Members' note the provisions of the Cleveland Adverse Weather Protocol.

Report author: Denis Hampson
Chief Emergency Planning Officer

Date: 30 November 2009



APPENDIX A

RECOMMENDATIONS OF THE PITT REVIEW

ACTIONS BEING UNDERTAKEN BY THE CHIEF EMERGENCY PLANNING OFFICER; CLEVELAND EMERGENCY PLANNING UNIT & FLOOD RISK GROUP ON BEHALF OF RESILIENCE PARTNERS

GENERIC ACTIONS:

- All resilience partners, especially Local Authorities, should review their flood emergency plans to take account of Pitt recommendations
- Multi-Agency plans should be developed pursuant to guidance – ‘Developing a Multi-Agency Flood Plan (MAFP), Guidance for Local Resilience Forums and Emergency Planners

Recommendation	Lead / Support Organisation	Timescale	Actions	Completion
URGENT REC 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	CEPO / EPU / Fire Brigade	Complete	<ol style="list-style-type: none"> 1. Water Rescue Capability Register completed by the Cleveland Emergency Planning Unit on behalf of the LRF. 2. Report and Register agreed at the LRF meeting on 3rd September 2009 and local arrangements deemed to be adequate. Register held by Robin Beach, Senior EPO, Cleveland Emergency Planning Unit. 3. Copies of Register distributed to appropriate partners, e.g. emergency services, Environment Agency. 	September 2009

of the summer's events and their local community risk registers.			4. Register to be reviewed on an annual basis.	
URGENT REC 5 – The Review recommends that all Local Resilience Forums should undertake an urgent review of designated rest centres and other major facilities to ensure either that they have the necessary levels of resilience to enable them to be used in the response to flooding and other major emergencies, or that alternative arrangements are put in place.	CEPO / LA's / EPU's	Complete	<ol style="list-style-type: none"> 1. Review of all designated rest centres, survivor reception centres and other major facilities e.g. local authority emergency control centres completed – none are in flood areas. 2. No Police Stations in known flood risk areas. 3. No Fire Brigade stations / premises in known flood risk areas. 4. No Ambulance stations in known flood risk areas. Main A174 road at Carlin How is liable to flood which could deny access to Ambulance Station but station itself would not be at risk. 	May 2009
URGENT REC 12 – The Review recommends that Local Resilience Forums urgently develop plans to enhance flood warnings through 'door-knocking' by local authorities based on an assessment of the post code areas likely to flood.	LA's / EPU's	Being Progressed	See Final Rec 64 below	Target: 31.12.09
URGENT REC 13 – The Review recommends that Local Resilience Forums urgently make	CEPO	Complete	<ol style="list-style-type: none"> 1. Active group of the Cleveland LRF – Cleveland Media Emergency Forum 2. The press are members of the Cleveland Media Emergency Forum, together with the media/PR representatives from all 	October 2008

arrangements to involve local media representatives in the local preparedness and response to support their public information role.			<p>Category 1 responders.</p> <ol style="list-style-type: none"> 3. Chemical industry also have reps on Media Forum. 4. Continual process is ongoing to keep liaison going. 5. BBC Tees (local radio station) are integral to the Cleveland Communications strategy. 	
FINAL REC 42 - Where a Gold Command is established for severe weather events, the police, unless agreed otherwise locally, should convene and lead the multi-agency response.	CEPO & Police	Complete	<ol style="list-style-type: none"> 1. Cleveland produced a Severe Weather protocol in 2006 which provides triggers when a multi-agency Command Room would be established at Police Headquarters. 2. Protocol revamped and reissued to Category 1 responders - 2008. 3. Existing protocol endorsed by Cleveland LRF at meeting in May 2009. 4. Note: This recommendation should read "where Silver command is established". A multi-agency Silver Command co-ordinated by Police will in Cleveland be established as per protocol, possibly several hours before Gold Command is established. 	May 2008
FINAL REC 43 - Gold Commands should be established at an early stage on a precautionary basis where there is a risk of serious flooding.	CEPO / Cleveland Police	Complete	<ol style="list-style-type: none"> 1. Covered in existing Adverse Weather Protocol which has been agreed by the LRF. 2. Protocol was reported to the LRF on 20.11.08 where members endorsed the protocol and agreed with the recommendation that each agency/organisation to take it back to their respective agency/organisation to check everything has been implemented properly. 3. Copy of Severe Weather Protocol has been forwarded to Environment Agency, North East (Newcastle) for inclusion in their plans. 	November 2008
FINAL REC 44 - Category 1 and 2 responders should assess the effectiveness of their emergency response	LRF / EA	Being progressed	<ol style="list-style-type: none"> 1. Environment Agency North East have written to all Category 2 responders seeking clarification that they have BCM plans and IT in place in the event of flooding. 2. The Cleveland Flood Risk Group was in place prior to Pitt 	Target: 31.12.09

facilities, including flexible accommodation, IT and communications systems, and undertake any necessary improvement works.			<p>Review and meets on a regular basis.</p> <p>3. The Resilient Telecommunications group tasked with looking at IT and communications. Resilient Telecommunications plan being produced.</p>	
FINAL REC 64A - Local Resilience Forums should continue to develop plans for door-knocking, coordinated by local authorities, to enhance flood warnings before flooding/	LRF / EPU / LA	Being progressed	<p>1. Door Knocking is being considered within Flood Response plans.</p> <p>2. Senior EPO in the Cleveland Emergency Planning Unit currently re-writing flood plans to meet Defra guidance / template and this will be included in plans. (Plan completion expected November 09)</p> <p>3. Draft leaflet being produced to post through doors.</p> <p>4. EA already have leaflet prepared which can be used.</p>	Target: 31.12.09
FINAL REC 64B - Local Authorities , supported by Local Resilience Forums should look to provide information and assess welfare needs once flooding has receded.	CEPO / LA's	Complete	<p>1. This action is covered in the Recovery Plan, plus the Humanitarian Assistance plan.</p> <p>2. A public information leaflet (Z card), entitled "Prepare for Emergencies" was issued to every household across Cleveland in May 2009 that provides relevant information.</p> <p>3. Bookmark produced that will assist with provision of information to the public.</p>	May 2009
FINAL REC 67 – The Cabinet Office should provide advice to ensure that all Local Resilience Forums have effective and linked websites providing public information before, during and after an emergency.	Cabinet Office / CEPO	Complete	<p>1. 'Hits' on the Cleveland LRF website show it is infrequently used whilst in comparison, the Cleveland Emergency Planning Unit (CEPU) website scores highly with the number of 'hits'. Therefore visitors to the LRF website are redirected to the linked EPU website which has linked websites to the UK Resilience, Environment Agency, Government Office for the North East and the Emergency Planning Society websites. (hyperlink)</p> <p>2. CEPU website is linked to the websites of the four local authorities and vice-versa.</p> <p>3. The EPU website is frequently used to provide public</p>	October 2009

			information when an incident occurs and also has general advice and guidance, including details of the recently issued (May 2009) 'Prepare for Emergencies' information card which was distributed to all resident properties across Cleveland (240,000).	
FINAL REC 72 - Local response and recovery coordinating groups should ensure that health and wellbeing support is readily available to those affected by flooding based on the advice developed by the Department of Health.	CEPO & LA's	Complete	<ol style="list-style-type: none"> 1. Written into the Cleveland Recovery Plan. 2. Local Authority who would invariably provide Chair of Recovery Group will take lead on this, with support from local Primary Care Trusts. 3. HPA have produced information on environmental hazards and this will be provided to public when appropriate through local media campaign. 4. Information contained on public information leaflet which was distributed to all 240,000 homes across Cleveland in May 2009. 5. Links from Cleveland EPU and Cleveland LRF websites to Environment Agency. 6. Emergency plans contain information on providing humanitarian assistance (including psychological) in the recovery stage. 7. Humanitarian Assistance Centre plan reviewed / revised – March 2009 8. Humanitarian Assistance Centre subject of multi-agency training day on 18th March 2009 (70 delegates, many from voluntary sector) 	May 2009
FINAL REC 77 – National and Local Recovery Coordinating Groups should be established from the outset of major emergencies and in due course there should be formal handover from	CEPO	Complete in respect of Cleveland	<ol style="list-style-type: none"> 1. The Cleveland Adverse Weather Protocol should ensure that once appropriate triggers have been reached, a multi-agency Co-ordinating Group ('Silver', and potentially 'Gold' dependant upon scale of incident) will be established at Police Headquarters to co-ordinate the response to a serious adverse weather and/or flooding incident. 2. Should the incident escalate to a major emergency, plans are in place to ensure a Senior Co-ordinating Group is formed 	September 2009

crisis machinery.			and this will also entail the formation of a Recovery Co-ordinating Group as appropriate. 3. The Major Incident Response Plans and Incident Recovery Plan highlight the need for the Recovery Co-ordinating Group to be running in parallel with the Strategic Co-ordinating Group, at or close by, to ensure communication links and interaction between agencies is maintained.	
FINAL REC 78 – Aims and objectives for the recovery phase should be agreed at the outset by Recovery Coordinating Groups to provide focus and enable orderly transition into mainstream programmes when multi agency coordination of recovery is no longer required.	CEPO	Complete	1. The latest edition (issue 2) of the Cleveland Incident Recovery Plan has been completed by the Cleveland Emergency Planning Unit on behalf of the Cleveland Local Resilience Forum and formally endorsed by the LRF. It provides terms of reference to the Recovery Co-ordinating Group and also associated groups, for example, the Community Recovery Group and the Business & Economic Recovery Group. 2. The plan dovetails with the Major Incident Response Plans of the four 'Cleveland' local authorities and the emergency services and provides guidance on the handover from response to recover. 3. The plan at annex D provides a suggested agenda for meetings of the Recovery Group.	August 2009
FINAL REC 79 – Government Offices, in conjunction with the LGAs, should develop arrangements to provide advice and support from experienced organisations to areas dealing with recovery from severe flooding emergencies.	GONE / LGA	In progress	1. Awaiting arrangements to be provided by Government Office / LGA. 2. However, advice and several arrangements are already contained in the Flood Response Plan and Recovery Plan.	Target: 31.12.09

FINAL REC 92 - Local Resilience Forums should evaluate and share lessons from both the response and recovery phases to inform their planning for future emergencies.	CEPO	Complete	1. The Cleveland LRF through the Cleveland EPU currently have a multi-agency de-brief protocol and process in place. 2. All multi-agency training days and exercises are subject to de-brief protocol 3. Yearly exercise calendar produced. Multi-agency training day / flood exercise held in 2008. 4. Report taken to LRF on at least a yearly basis on the lessons learned from exercises / incidents.	February 2009
--	------	----------	--	---------------

Additional information:

1. **CEPO** has requested a list of reservoirs in Cleveland from EA / Water Authority (awaited)
2. Information from above chart fed into the Flood Risk Group and the Risk Group for inclusion in the Community Risk Register.

CLEVELAND ADVERSE WEATHER PROTOCOL



**CLEVELAND
LOCAL RESILIENCE FORUM**

**MULTI – AGENCY RESPONSE
TO ADVERSE WEATHER**

**GUIDANCE
&
PROTOCOL**

INDEX

Section	Subject	Page
Index		2
1.	Introduction	3
2.	Background	3
3.	“The Protocol”	4
Appendix ‘A’	Definitions	6

CLEVELAND MULTI-AGENCY RESPONSE TO ADVERSE WEATHER

1. INTRODUCTION

- 1.1 This multi-agency protocol has been prepared and agreed by all agencies and organisations represented at the Local Resilience Working Group and Flood Risk Sub Group and endorsed by the Cleveland Local Resilience Forum.
- 1.2 The protocol is a multi-agency agreement that provides the framework that allows the Emergency Services, Local Authorities, Environment Agency and Met Office to co-operate and respond effectively to incidents of adverse weather, particularly flooding or potential flooding.

2. BACKGROUND

- 2.1 Events of adverse or extreme weather appear to be on the increase and incidents in recent years have highlighted the need for a more co-ordinated approach to the response to incidents. It is essential that all agencies consider the multi-agency implications of serious incidents resulting from adverse weather, thus preventing single agencies responding to incidents in isolation. The impact of the event in most instances is likely to affect more than one Local Authority, Police or Fire Brigade District.
- 2.2 In such events, communication and liaison are seen as the key factors and the attached protocol has been produced to promote those matters. The protocol should also assist in a multi-agency response to requests from the media, but will also allow for a co-ordinated warning and advice being given to the public through the broadcast media.

3. PROTOCOL

- 3.1 The essential parts of the protocol are the “triggers” which are likely to determine the need for a multi-agency co-ordinated response.
- 3.2 The protocol is shown on the following pages.

Cleveland Emergency Planning Unit
November 2008

CLEVELAND MULTI-AGENCY RESPONSE TO ADVERSE WEATHER PROTOCOL & GUIDANCE

Introduction

A 'Cleveland' co-ordinated multi-agency response to adverse weather conditions and implications needs to be considered, to prevent single agencies responding in isolation, within Police or Fire Brigade Districts / Local Authorities, without considering the impact across 'Cleveland' and all agencies. In such incidents communication and liaison are the key factors.

Agreement

"Where any agency identifies that there is a requirement for a multi-agency co-ordinated response to adverse weather, an Incident Room, for Tactical Command, will be opened in the Command Room at Cleveland Police Headquarters"

"Triggers"

The following "triggers" should be considered in determining if there is the requirement for a multi-agency co-ordinated response, **but** communication and liaison between the emergency services and local authorities is likely to be the main factor:

- Emergency Flash Warnings issued by the Met Office;
- Any agency receives 10 or more 'requests for assistance calls' from one locality;
- Assistance requests, are received from another agency, e.g. utilities to manage the incident;
- Any agency receives a greater volume of calls than normal in respect of an adverse weather incident;
- Flood warnings issued by the Environment Agency are received for several rivers / becks or localities across the Cleveland area;
- A severe flood warning is issued by the Environment Agency for a specific location, for example Yarm;
- The Environment Agency has concerns about the integrity of a specific flood defence structure during a period of high river or tide levels;
- Flash Warnings issued by the Met Office where the accompanying text indicates that a multi-agency response may occur e.g. persistent and heavy rain over 3 hour period in a specific location is likely to result in localised flooding. **
- Early Warnings of high impact weather events, issued by the Met Office, with high percentage of confidence i.e. 70% **
- Warnings issued by the Met Office of potential surface water flooding.

*** These triggers are likely in the first instance to produce communication between the primary responding agencies.*

Adverse Weather

Adverse Weather may include: -

- Flooding or potential flooding
- Snow / Blizzards
- High Winds / Severe Gales
- Heavy Rain / Thunderstorms

Responding Agencies

Once an Incident Room has been established, the following agencies should be considered for provision of a representative: -

- Fire Service
- Ambulance
- Local Authority (Each Unitary Local Authority)
- Cleveland Emergency Planning Unit
- Environment Agency
- Northumbrian Water
- Met Office*
- Utilities (Gas and Electricity Distributors)
- Military (15 Brigade)
- Primary Care Trust (PCT)

** Request to be made via the Met Office Environment Monitoring and Response Centre (EMARC) on 01392 886095*

Local Authority Liaison Officer

Each Local Authority will have identified Liaison Officers who will attend the Incident Room. If prior warning of a potential incident is received, e.g. severe flood warning with 3 hour lead in time, the Local Authority Liaison Officer will be put on stand-by and will liaise with the Police Communications Centre to determine if an Incident Room should be established prior to the incident occurring.

Met Office

Immediate advice on a developing or ongoing weather situation that could cause or influence an emergency can be obtained from the Met Office Environment Monitoring Centre (EMARC) on 01392 886095.

It should be understood that the Met Office issue warnings on one set of fixed weather criteria for the whole of the UK and leave the judgements on what response to make to the emergency authorities. This due to local aspects will

influence local decisions e.g. 6cm of snow on the North Yorkshire Moors will carry a different impact than 6cm of snow in Stockton or Middlesbrough.

Appendix 'A'

DEFINITIONS

1. HIGH IMPACT WEATHER EVENTS

These definitions are those of the National Severe Weather Warning Service (NSWWS) as part of the National Meteorological Service (Met Office).

There are three types of warning:

Early warnings: issued well in advance
Flash warnings: issued just ahead of the event, typically up to 6 hours ahead

Early Warnings

Consist of an overall risk assessment covering a given period of time and a regional risk assessment given in percentage terms e.g. North East England – 50%. This is followed by text with more explanation of the possible impact e.g. heavy and persistent rain with accumulations of 20-40mm.

There are two levels of FLASH warning:

Both levels are likely to be subject to “early warnings” being issued.

Higher Level Event (Emergency Flash Warning)

A rare event that can cause widespread damage and infrastructure paralysis and includes:

- Severe gales / storms – gusts of 80 mph or more;
- Very heavy snowfall, blizzards or drifting – expected to give depths of 15cm or more. Blizzards are severe with visibility reduced to near zero.

Lower Level Event (Flash Warning)

Severe weather that is a regular feature of the UK climate and includes:

- Severe gales – repeated gusts of 70 mph or more over inland areas;
- Heavy snow – falling at a rate of approximately 2cm / hour or more expected for at least two hours;
- Blizzards / drifting – moderate or heavy snow accompanied by winds of 30 mph or more with visibility reduced to 200m or less, or drifting snow giving rise to similar conditions;
- Heavy rain expected to persist for at least 2 hours and give at least 15mm within a 3 hour period, or a period of rainfall of sufficient intensity to cause flooding on already saturated ground (includes snow melt) i.e. around 25mm / day;
- Freezing rain;
- Fog with visibility below 50m – expected to pose a risk to life of road transport users.

The text accompanying warnings will provide advice on the possible impact of the event for specific regions/areas.

Warning confidence

Lower Level Event

- Early warning - $\geq 60\%$
- Flash warning - $> 90\%$

Higher Level Event

- Early warning - $\geq 20\%$
- Flash warning - $> 90\%$

2. FLOODING

There are 4 types of flooding:

1. Fluvial – flooding from rivers, streams or becks due to the amount of water in the watercourse. Can be caused by heavy and / or prolonged periods of rain, snow melt, rain onto already saturated land causing additional run-off, etc. Normally the Environment Agency will be involved in providing warnings of fluvial flooding.
2. Pluvial – heavy thunderstorms cause flash flooding, normally in a localised area, and there is little or no warning. The Met Office may issue a flash warning.
3. Coastal – caused by high tides, seawater levels and wind conditions. Lack of flood defences will also be a factor. The Environment Agency will be involved in providing warnings of coastal flooding.
4. Surface Water Flooding - caused because the volume of water falling or flowing onto the metalled surface overwhelms existing drainage systems. This type of flooding is usually short lived and associated with heavy downpours of rain, thunder storms etc. Often there is limited advance notice of this type of this localised flooding. However weather forecasts from the Met office can give good generalised indications of the flood risk.

The Environment Agency operates a 4 stage systems of flood warnings, including an “all clear” when all flood warnings and flood watches are removed.

Flood Watch:	Flooding is possible in the notified area. Be aware. Be prepared. Watch out!
Flood Warning:	Flooding of homes, businesses and main roads is expected. Act now!
Severe Flood Warning:	Severe flooding is expected. There is imminent danger to life and property. Act now!
All Clear:	There are no flood watches or warnings currently in force.

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee

From: Chief Emergency Planning Officer

Date: 16 December 2009

Subject: **Planning for Infectious Diseases**

1. Purpose of the Report

- 1.1 To inform Members of the Emergency Planning Joint Committee of plans and procedures in place for dealing with an infectious disease outbreak.
- 1.2 To inform Members that this report has been compiled in conjunction with the Emergency Planning Manager of the Tees Primary Care Trusts and highlights the sharing of information and co-operation between the Cleveland Emergency Planning Unit and the 'Health Community'.

2. Background

- 2.1 The Department of Health and the World Health Organisation (WHO) has for a number of years been aware that infectious diseases are a major global threat to health; to prosperity; to social stability and to security. Infectious diseases account for 41% of the global disease burden with infections such as HIV/AIDS, tuberculosis and malaria accounting for millions of deaths in the world's population each year. The likelihood of an Influenza pandemic and other infectious diseases is ever increasing, although the severity of such an event is not known.
- 2.2 The problem of infectious diseases is never static. Micro-organisms like viruses and bacteria co-exist with people and share a common environment. A number of important factors create change in this delicate balance and some increase the risk to human health from infectious diseases.

They include:

- global travel and trade;
- the growth of technology;
- adaptation of micro-organisms producing strains that are more virulent and resistant to treatment;

- changes in environmental and land use.

2.3 In 1918-9 the world suffered a major influenza pandemic in which in one of a virulent strain of influenza virus amongst chickens in Hong Kong in 1997 ('bird flu') which began to infect people was a warning of what could have happened if the conditions had been different. The strain of influenza virus (H5N1) was first found in terns in 1961. It became widespread amongst chickens in Hong Kong in the mid 1990s. The first human case occurred in 1997. This strain of influenza virus had not been shown to affect people before and prompt action to kill 1.2 million chickens and 400,000 other birds in the Hong Kong markets stopped the outbreak.

3. Flu Pandemic

3.1 A pandemic exists when the new virus has been confirmed to cause clinical illness at epidemic levels involving the population of more than one country. Once in the UK it could spread to all major population centres in one to two weeks. The Department of Health has provided direction on clinical attack rates and case fatality rates for swine flu.

Planning assumptions to 30 September 2009

Clinical attack rate	5–10%
Peak clinical attack rate	2–5% per week
Complication rate	15% of clinical cases
Hospitalisation rate	2% of clinical cases
Case fatality rate	0.1% of clinical cases
Peak absence rate	9% of workforce

3.2 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

3.3 Following the outbreak of swine flu the media have widely reported on the event highlighting serious illness and a number of deaths that have occurred in the UK over the past few months. However, it must be noted that most of the population who have contracted swine flu have only suffered mild symptoms lasting a few days.

As with most flu viruses the potential for mutation to take place is ever present and with the new flu season approaching monitoring is taking place nationally to identify and deal with such an issue. The development of a new vaccine is now complete and trials are taking place.

- 3.4 The PCT and wider health community have produced flu pandemic plans which are constantly being reviewed to reflect new guidance, exercise and lessons learned from the current pandemic.

4. Anti-viral Distribution

- 4.1 Due to the need for a re-write of the original anti-viral plan a two phase staged approach has now been implemented.
- 4.2 Phase 1 of anti-viral distribution involves the use of five pre-identified health care facilities, with initial set up of the first centre established within 24 hours. Further centres will open on a demand basis. Each centre can be fully staffed and operational within a very short period with extended hours if required. Surge and capacity plans and a North East Escalation Plan have been written to support the escalation of services.
- 4.3 Phase 2 will involve the establishment of pre-identified Local Authority premises; these premises will only come on line when demand outstrips the use of the NHS facilities. Work in securing these premises has been performed through the Officers from the Cleveland Emergency Planning Unit.
- 4.4 Tees anti-viral stocks are held at a central distribution point which is monitored and controlled by the PCT
- 4.5 In support a national flu line was established to reduce the pressure on General Practitioners and the NHS. The national flu line is accessible by telephone or via the internet which has been widely published through the media, information materials, advertising and websites
- 4.6 Symptomatic patients will contact the national flu line, which will provide a standard route to obtain authorisation of antivirals. The patient will then be taken through a clinical algorithm and assessed to determine eligibility for anti-viral medication.
- 4.7 If anti-viral medication is authorised, the patient will be given a Unique Reference number (URN), to be used at the antiviral distribution centre and advised of their local AVDC where a flu friend can collect

- 4.8 Whilst the Anti-Viral Distribution Plan is primarily a 'health community' plan it must dovetail with and work alongside the pandemic influenza planning undertaken by the Emergency Planning Unit and the Adult and Children Services Departments of the four 'Cleveland' local authorities.

5. Mass Vaccination Plan

- 5.1 A mass vaccination plan has been produced and is under constant review. The document provides an overview of the planning necessary for a mass vaccination event. This is a PCT document but given the necessity of multi-agency co-operation in the event of a mass vaccination, it has been written in partnership with other agencies and the Emergency Planning Unit. The PCT will be the lead statutory organisation during a mass vaccination event, implementing advice and direction from the Health Protection Agency (HPA) and the Department of Health (DoH).
- 5.2 It must be noted that mass vaccination is done regularly if an outbreak is localised and confined to a defined population i.e. measles outbreak, and this is handled within PCT local arrangements
- 5.3 The PCT mass vaccination plan relates to the vaccination of a large number of people or multiple cohorts of people who are affected across Local Authority or Health boundaries on a Regional or National Level
- 5.4 It must be noted that this document is not being used in the H1N1 vaccination programme and a Regional plan has been implemented.
- 5.5 In many cases, invoking the Mass Vaccination plan will necessitate the health community working alongside the Adult and Children's Services Departments of the Local Authorities, particularly in respect of vulnerable groups.

6. Measles

- 6.1 When the measles outbreak occurred in Hartlepool the Director of Public Health established and chaired an outbreak control group. The membership of the outbreak group was as follows:
- Health Protection Agency
 - Primary Care Trust
 - Community Services
 - Hartlepool Borough Council (Education)

- 6.2 Following the recent measles outbreak in Hartlepool, MMR vaccination was offered to all 31 primary schools in the town. This programme has now been completed, with a total of 333 children being vaccinated. In addition, 43 children were vaccinated at a Children's Centre, following specific invitations from their GPs. MMR vaccination was also offered to school staff who may have missed out on immunisation when they were children, and 108 of these staff were vaccinated.
- 6.3 In Guisborough, where there were also a number of cases of measles, three additional sessions were held resulting in an additional 54 children being vaccinated.
- 6.4 The Primary Care Trust has now reverted to their normal immunisation programme, delivered through GP practices.

7. Recommendations

- 7.1 That Members' note the report and ongoing work to prepare Cleveland for an infectious disease outbreak.
- 7.2 Members note the involvement of the EPU and Adult and Children's Services departments in much of this planning and preparation.

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee

Report from: Chief Emergency Planning Officer

Date: 16th December 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 September and 30th November 2009.

2. Flood and Weather Warnings

- 2.1 During this period the Emergency Planning Unit received a total of 34 warnings relating to adverse weather conditions:
- 4 flash warnings of heavy rain
 - 1 warnings of extreme rainfall
 - 1 warning of dense fog
- 2.2 There were eight flood watch messages received and six flood warning messages from the Environment Agency, followed cancellations of all these warnings / flood watch messages.
- 2.3 The flood warnings received on 19th November caused the flood defence gates at Yarm to be closed.
- 2.4 The adverse rainfall on both the 19th and 29th November caused the Adverse Weather Protocol to be invoked and the 'Silver' Command Room at Police Headquarters to be opened.
- 2.5 The Cleveland Emergency Planning Unit are recipients of messages from the Met Office in relation to their new Severe Weather Emergency Response Service. This service is available to emergency planners through a secure web based browser, password protected, on the Met Office website. The scheme is designed to give early and/or immediate warnings 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.

- 2.6 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.
- 2.7 Consequently there have been 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 38 '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 38 faxes, many 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 September to 30th November 2009)

- 4.1 In the past three months there have been 5 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. Three of these related to heavy rainfall.
- 4.2 The table at appendix 'A' gives brief details of these incidents.
- 4.3 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: 3rd December 2009

Appendix 'A'

Incidents 1st September 2009 to 30th November 2009

Date	Location	Type of Incident (i)	Type of Incident (ii)	Brief Description
17 October 2009	Gurney House, Middlesbrough	Fire	Health & Safety Concerns	Fire in unoccupied commercial block. Premises appear to be being used by persons 'sleeping rough'. Concern from emergency services regarding potential legionella in building. EPU linked potential concerned parties and advised.
1 st November 2009	Redcar and Cleveland area and Middlesbrough area	Adverse Weather	Heavy Rainfall	Heavy rainfall caused becks and streams to be full. Local authorities alerted and watching brief occurred. No flooding occurred.
19 th November 2009	Redcar & Cleveland area and Middlesbrough	Adverse Weather	Heavy rainfall	Heavy rainfall caused becks and streams to be full. Small areas of surface water flooding. Adverse Weather Protocol invoked & Command Room established. Flood gates at Yarm closed.
26 th November 2009	Wilton Chemical Site	Plant Upset	Large flare	Plant upset on Olefins 6 due to shortage of steam. Initially large plume of black smoke which drifted over Dormanstown. For next 24 hours, flaring took place and very large flare could be seen over several miles. Press statements issued.
29 th November 2009	Cleveland area	Adverse Weather	Heavy Rainfall	Heavy rainfall caused becks and streams to be full. Number of areas of surface water flooding. Adverse Weather Protocol invoked & Command Room established.