

EMERGENCY PLANNING JOINT COMMITTEE

AGENDA

Wednesday 30 June 2010
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 Julia Rostron

Redcar and Cleveland Borough Council:-

Councillor Dave McLuckie

Stockton Borough Council:-

Councillor Terry Laing

1. **APOLOGIES FOR ABSENCE**
2. **TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**
3. **MINUTES**
 - 3.1 To confirm the minutes of the meeting held on 26 March 2010
4. **REPORTS OF CHIEF EMERGENCY PLANNING OFFICER**
 - 4.1 CEPU Annual Plan 2010 – 2011 – *Chief Emergency Planning Officer*
 - 4.2 Review Of Performance Indicators 2009/10 - *Chief Emergency Planning Officer*

- 4.3 Freedom of Information Act – Emergency Planning Publication Scheme – *Chief Emergency Planning Officer*
- 4.4 2009/10 Revenue Outturn Report – *Chief Finance Officer*
- 4.5 2009/2010 Annual Audit Return – *Chief Finance Officer*
- 4.6 Expectations and Indicators of Good Practice – Maintaining Plans - *Chief Emergency Planning Officer*
- 4.7 Site Clearance Plan - *Chief Emergency Planning Officer*
- 4.8 Consultation on Draft Community Resilience Proposals - *Chief Emergency Planning Officer*
- 4.9 Critical Infrastructure Programme - *Chief Emergency Planning Officer*
- 4.10 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

26 March 2010

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

Present:

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

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

31. Apologies for Absence

Councillor Dave McLuckie

32. Declarations of Interest

None.

33. Minutes of the Meeting held on 25 September 2010

These were confirmed as an accurate account.

34. Responding to H1N1 Swine Flu – Lessons Learned *(Chief Emergency Planning Officer)*

Purpose of Report

To inform Members that the Swine Flu pandemic that had been ongoing for the past 8 – 9 months had subsided and whilst the immunisation programme was continuing, most other activities around swine flu had now abated.

To inform Members that the North East Regional Resilience Team had completed some work on capturing the lessons learned from the outbreak, particularly the first wave.

For Members to consider the response that occurred within Cleveland and what lessons were learned and what needs to be taken forward for the future, either within the Emergency Planning Unit or within individual Local Authorities.

Issues for Consideration

The report detailed the background to the pandemic, what had gone well in Cleveland, issues raised by the swine flu event, regional lessons learned and what conclusions had been drawn. The Chief Emergency Planning Officer (CEPO) reported that the immunisation programme was still continuing and that during the outbreak there had been good communication between the Primary Care Trust (PCT) and the other agencies involved. One of the issues raised during the incident was that Central Government strategies were constantly changing. A Frequently Asked Questions (FAQs) document had been circulated but this was classed as a restricted document so this made information sharing difficult. An appendix to the report outlined the regional lessons learned from the outbreak. It was recognised that the virus was likely to return as next winter's seasonal flu virus. During the event numerous changes had been made to the existing anti-viral distribution plan and this was currently being re-written. There was a need to ensure that Local Authorities continued with the hygiene procedures adopted during the swine flu event.

Decision

Members: _

- noted the report
- supported the need for the Local Authorities to review their plans and arrangements for pandemic flu (swine flu)
- supported the need for Local Authorities to continue with any hygiene protocols and procedures adopted during the swine flu event
- noted that the Chief Emergency Planning Officer will undertake a review of the Local Resilience Forum Pandemic Influenza Plan and feed the revised version into the Local Authorities

35. Exercise Watermark (*Chief Emergency Planning Officer*)

Purpose of Report

This report provided a brief on Exercise Watermark, a national level exercise being organised by the Department for Environment, Food and Rural Affairs (DEFRA) scheduled to take place in March 2011. This report considered the request for the Local Authorities within Cleveland and other agencies to be involved in this exercise.

The exercise seemed to be taking a steer from a national Dutch Exercise which reached all levels from Government to town mayors.
http://www.expatica.com/nl/news/dutch-news/Netherlands-kicks-off-5_day-flood-disaster-exercise_47105.html

No specific scenario had been released as yet, but it was felt that the exercise was likely to include all types of flooding in different locations resulting in a national level incident.

Issues for Consideration

The report outlined the background to the exercise as well as the benefits of participation in this. It was expected that the Exercise would run between 7 – 11 March 2011 and was likely that it would involve a scenario such as a tidal surge on the east coast from Whitby southwards. Cleveland would link into this and have bolt on exercises.

A Member asked why the national Exercise did not involve coastal areas of the north east and the CEPO stated that it was felt that because of past history, the area around The Wash and the Norfolk Broads was more susceptible. Emergency Planning Unit (EPU) staff had attended one meeting and were considering whether to link into the national exercise as there were benefits from doing so.

Decision

Members agreed:-

- That through the Cleveland Emergency Planning Unit (EPU) one of more of the four Local Authorities, participate in Exercise Watemark.
- That Cleveland involvement in this exercise is limited to either a “bolt on” exercise or “plug and play” exercises with key local groups (e.g. industry around the estuary, communities and/or groups identified as vulnerable in the Multi-Agency Flood Plan).
- That Local Authority / EPU involvement is managed through the existing Exercise Planning Group

36. Multi Agency Exercise Calendar *(Chief Emergency Planning Officer)*

Purpose of Report

To provide Members of the Emergency Planning Joint Committee with:-

- An overview of the multi-agency exercises which have taken place during 2009-2010.
- A summary of the significant lessons learnt and areas of concern identified as a result of the exercises conducted.
- The proposed multi agency exercise and training calendar for 2010-2011.

Issues for Consideration

The report provided the background to the planning and protocol of exercises as well as details of exercises which had taken place and were planned for the coming year. Although the report outlined that 41 exercised

were planned for 2010 – 2011 this had now risen to 57. Certain issues had been identified as a result of the exercises held and these were outlined in the report.

The CEPO explained how a number of exercises had been planned with industries but these had been shelved or scaled down because of financial pressures on the companies involved. Details were given of the Tall Ships training day and apologies were given that Members had not been invited to this event.

A Member asked what involvement the regional flood defence committee had with exercises and were informed that this was via the Environment Agency. Cleveland was now covered by the Newcastle office rather than York. It was clarified that the Environment Agency would be involved with the Watermark Exercise, detailed in the previous report.

A Member asked whether voluntary sector involvement was mandatory and was informed that it was totally voluntary although there was a Service Level Agreement with the Women's Royal Voluntary Service (WRVS). There was a voluntary agency sub group which met on a 3 monthly basis and was very helpful. Details were given of voluntary sector help with the Tall Ships 2010 races.

Decision

Members:-

- supported the schedule of exercises for 2010 –11.
- noted the excellent work that undertaken in ensuring plans are tested and exercised as appropriate
- supported the Wider Exercise Planning Group and a joint Civil Contingencies Act exercise matrix.
- noted that further information is available via the Exercise Planning Group /Cleveland Emergency Planning Unit (EPU)

37. 'Prepare' – Part of the National Contest Strategy *(Chief Emergency Planning Officer)*

Purpose of Report

To inform Members of the need for the Cleveland EPU to become involved with the national CONTEST (counter-terrorism) strategy through the "Prepare" strand of the strategy.

To inform Members of the broad outline of the CONTEST strategy and how it is considered that the EPU will become involved in both the overall CONTEST strategy and fulfil the requirements of the "prepare" strand.

Issues for Consideration

The report outlined the background to the Counter Terrorism Strategy and how the plans in place within Cleveland although not specific to terrorism incidents, reflected the risk and impact from a terrorism impact. There were four workstreams 'Pursue', 'Protect', 'Prevent', and 'Prepare'. Members were reminded that responses to counter terrorism incidents/attacks would be similar to other 'natural' disasters although the Major Incident Plans would need to be modified slightly in order to conform to the CONTEST Plan.

Decision

Members :-

- noted the report
- noted that the Chief Emergency Planning officer would ensure that the plans and procedures mentioned within the report were amended as proposed to reflect the CONTEST strategy and 'Prepare' aims.

38. Civic Contingencies Act 2004 – The Fit with Other Legislation: Guidance to Complement Emergency Preparedness – Chief Emergency Planning Officer

Purpose of Report

To inform Members on the consultation document issued by the Civil Contingencies Secretariat (CCS) as part of the Civil Contingencies Act Enhancement Programme.

To inform members that the Chief Emergency Planning Officer had prepared a response to the document on behalf of both the four Local Authorities and the Cleveland Local Resilience Forum (LRF). The response has been forwarded to the CCS as the closing date for responses was 26 February 2010.

Issues for Consideration

The Cleveland Emergency Planning Unit response to the Cabinet Office review in relation to ensuring effective alignment and consistency between the planning and response arrangements established by the Civil Contingencies Act 2004 and other civil protection legislation was contained in the report. The main focus of the guidance document was how the CCA duties interfaced with site specific legislation concern with industrial emergency planning and safety at sports grounds and events. Initially the act had excluded links to Control of Major Accident Hazards (COMAH), Radiation (Emergency Preparedness and Public Information) Regulations (REPPPIR) and Pipeline Safety Regulations (PSR). However the response prepared by the CEPO indicated that the four Authorities already had plans in place which were aligned and consistent.

Decision

Members:-

- Noted the report, particularly how Cleveland fitted with the proposed guidance.
- Noted the response sent to CCS on behalf of Cleveland Emergency Planning Unit and Local Authorities.

39. Revision to Chapter 3 “Information Sharing” of the Statutory Guidance “Emergency Preparedness” – Chief Emergency Planning Officer

Purpose of Report

To inform Members on the consultation document issued by the Civil Contingencies Secretariat (CCS) as part of the Civil Contingencies Act Enhancement Programme.

To inform member that the Chief Emergency Planning Officer had prepared a response to the document on behalf of both the four Local Authorities and the Cleveland Local Resilience Forum (LRF). The response had already been forwarded to the CCS as the closing date for responses was 19 February 2010.

Issues for Consideration

The report detailed the background to the consultation document from the CCS and how the Chief Emergency Planning Officer had prepared a response to the consultation. The proposed changes to the statutory guidance should have little effect on the workings of emergency responders within Cleveland due to the current working practises whereby close co-operation and information sharing already exists. In order to comply with the requirement to hold a list of vulnerable persons the CEPO had a contact list giving details of agencies to contact to obtain details of vulnerable people.

Decision

Members:-

- Noted the report
- Noted the response sent to CCS on behalf of the Local Authorities and Local Resilience Forum.

40. National Resilience Planning Assumptions and Local Risk Assessment Guidance 2009/2010 – Chief Emergency Planning Officer

Purpose of Report

To inform Members of the implications of the new National Resilience Planning Assumptions (NRPA) and Local Risk Assessment Guidance (LRAG) 2009/2010 issued by the Cabinet Office (Civil Contingencies Secretariat)

To inform Members of the implications of these new planning assumptions and national risk assessments for the Cleveland area.

To inform members that the changes to the national and local risks identified in the NRPA would be taken forward by the Emergency Planning Unit's Assessment Working Group.

Issues for Consideration

The report outlined the two changes to the planning assumptions which related to Major Flooding affecting parts of more than two UK regions as well as Displaced Person (in a Coastal Flooding Scenario affecting more than two UK regions). There were 26 changes in the LRAG and the report outlined the principal changes which would be considered by the Cleveland Risk Assessment Working Group. These included risks in relation to pipelines and the transportation of hazardous chemicals

Decision

Members:-

- Noted the report.
- Noted that changes to the national and local risks identified in the National Resilience Planning Assumptions and Local Risk Assessment Guidance to be taken forward by the EPU Risk Assessment Working Group and reflected in a revised Cleveland Community Risk Register.

41. Potential to Increase Warning and Informing Capability – Chief Emergency Planning Officer

Purpose of Report

To inform Members of the letter shown at appendix A of the report from the Director of Capabilities at the CCS.

To inform Members of the local risks that might benefit from the potential expansion of the Floodline Warnings Direct Service and emerging technology such as cell broadcasting.

Issues for Consideration

The report outlined the proposal to expand the Floodline Warnings Direct system for other hazards and work being done with telecommunications companies to roll out the opt-out telephone flood warning scheme to all homes and businesses liable to flooding with a landline. This was expected to go live in mid 2010. At present only 50% of people living in local risk areas had opted in to be warned of any hazards and it was hoped that the opt-out system would increase the numbers of households and businesses who were able to be warned of any hazards. Work was ongoing to involve cell broadcasts i.e. to send a short text messages to all mobile telephones in an affected area.

Members thought that this system would be welcomed by those living in areas susceptible to flooding. Members also cited similar schemes in Middlesbrough and Hartlepool namely Communi-K and Ringmaster.

Decision

Members:-

- Noted the report.
- Noted that the report would be taken forward by the Cleveland Media Emergency Forum to monitor progress on this issue and adopt necessary procedures once the systems go live.

42. Revision of Chapter 2 “Co-operation” of the statutory guidance “Emergency Preparedness” (Under the Civil Contingencies Act (CCA) enhancement programme) – Chief Emergency Planning Officer

Purpose of Report

To inform Members of the consultation document issued by the Civil Contingencies Secretariat (CCS) as part of the CCA Enhancement Programme.

To inform Members that the Chief Emergency Planning Officer prepared a response to the document on behalf of both the four Local Authorities and the Cleveland Local Resilience Forum. The response had been forwarded to the CCS as the closing date for responses was 19 February 2010.

Issues for Consideration

The proposed changes should have little effect on the workings of emergency responders within Cleveland due to the nature of present working practices. Cleveland already has an Information Sharing Protocol and there is good representation evident at the Local Resilience Forum and its sub groups. The CEPO advised Members that he was collaborating with

the Health and Safety Executive to produce guidance for emergency planning.

Decision

Members:-

- noted the report
- noted the response sent to CCS on behalf of the Local Authorities and Local Resilience Forum

43. 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 December 2009 and 28 February 2010.

Issues for Consideration

There had been a total of 57 warnings relating to adverse weather conditions during this period. In relation to the Communications Strategy, 31 blue faxes had been received and dealt with. An appendix to the report detailed a number of incidents which had affected the general public.

Decision

Members noted the report.

44. Auditor's Report from BDO Stoy Hayward – 2008/09 Annual Return – Assistant Chief Accountant

Purpose of Report

To enable Members to approve the Annual Return now that the audit opinion had been given and to present the Issues Arising Report from the appointed auditors and to enable Members to approve the proposed Action Plan.

Issues for Consideration

The Committee had been required to complete an annual return which had been audited by BDO Stoy Hayward and recommendations arising from this return and subsequent action plan were outlined to the Members. The recommendation in relation to the Model Publication Scheme for Freedom of Information had been queried by the CEPO as the Committee adopted

the model used by Hartlepool Borough Council as host Local Authority. A report in relation to this would be presented to Members at a future meeting.

A Member queried figures on the statement of accounts with those on the revenue financial monitoring report and it was explained that reporting was different in accordance with the statutory guidance.

Decision

Members:-

- Noted the report
- Approved the 2008/09 Annual Return detailed at Appendix A of the report which incorporated the audit opinion of the external auditor
- Noted the Issues Arising Report detailed at Appendix B of the report
- Instructed the Chief Finance Officer to implement the actions detailed in Appendix C of the report

45. Review of the Effectiveness of the System of Internal Audit – Assistant Chief Accountant

Purpose of Report

To inform Members of the outcome of the review of the effectiveness of the system of Internal Audit including a review of risk, in compliance with the Accounts and Audit Regulations (England) 2003 as amended 2006.

Issues for Consideration

There was a requirement for an annual review of the effectiveness of internal audit. The Assistant Chief Accountant demonstrated how this had been undertaken and that she was satisfied that this was operating effectively.

Decision

Members noted the report.

46. Revenue Financial Monitoring Report to End December 2009 – Assistant Chief Accountant

Purpose of Report

To provide details of progress against the Joint Committee's overall revenue budget for 2009/10.

Issues for Consideration

The Assistant Chief Accountant presented the report which outlined the

financial position as at 31 December 2009 with the variance to date. The projected outturn was also detailed in the report.

It was established that the Beacon Status expenditure was funded from reserves. There were no major issues although there was an underspend due to staffing which would be carried forward to the next financial year.

Decision

Members noted the report.

The meeting concluded at 1.30 pm.

CHAIR

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee
From: Chief Emergency Planning Officer
Date: 30th June 2010
Subject: **CEPU ANNUAL PLAN 2010 - 2011**

1. Purpose of the Report

- 1.1 To present to Members of the Cleveland Emergency Joint Committee the Annual Plan for the Cleveland Emergency Planning Unit for the year 2010-11.
- 1.2 The plan is attached to this report (**Appendix 1**)

2. Background

- 2.1 The plan is prepared to inform the four Local Authorities of the service that the Cleveland Emergency Planning Unit intends to provide on behalf of the four “Cleveland” unitary local authorities for the twelve month period from 1st April 2010 to 31st March 2011.
- 2.2 It provides an overview of the EPU and the year ahead, together with the work-streams and priorities it will deliver over the next 12 months and how the Unit will measure its performance through a number of performance indicators. It will sit alongside the Strategic Business Plan 2008-11 previously endorsed by the Committee.
- 2.3 The Emergency Planning Unit is committed to the aims of:
 - Ensuring the four local authorities meet their statutory duties under primary legislation, in particular the:
 - Civil Contingencies Act 2004;
 - Civil Contingencies Act 2004 (Contingency Planning) Regulations 2005;
 - Control of Major Accident Hazard Regulations 1999 (COMAH);
 - Pipeline Safety Regulations 1996;
 - Radiation (Emergency Preparedness and Public Information) Regulations 2001 (REPPIR)
 - Working with local partner agencies, particularly those defined as category one responders under the Civil Contingencies Act, to provide and maintain robust and resilient multi-agency response capabilities.

- Managing the Cleveland Local Resilience Forum (LRF) to ensure that through co-operation and information sharing, the LRF meets its statutory processes and is the strategic voice across Cleveland ensuring effective multi-agency delivery of duties under the Civil Contingencies Act, other legislation and statutory guidance.
- 2.4 Whilst the “Mission Statement” (Annual Plan, page 5) remains unaltered and still very reflective of what the EPU does, the plan does reflect the changing priorities within emergency planning resulting from national and local trends and risks, many of which are as a direct consequence of the Civil Contingencies Act and the greater emphasis being placed by Government on the Local Resilience Fora to locally drive issues forward. The plan has taken into account this new focus and the risks and challenges that lie ahead.
- 2.5 The overview of the year ahead (Section 1) emphasises the role undertaken by the EPU to ensure the local authorities are as well prepared as possible to respond adequately to a major incident or emergency and reflects upon the increasing workload of the EPU. This growth, particularly through the work-streams emanating from the duties under the Civil Contingencies Act and the Local Resilience Forum, shows no signs of abating and there is little, if any, spare capacity within the EPU. It also considers the additional auditing being undertaken of the work of the EPU and the evidence being sought to determine that the EPU is carrying out its functions effectively.
- 2.6 Section 2 of the plan identifies 14 significant theme and work-streams upon which the EPU will focus during the year, together with the objectives shown within the performance indicators documented within the plan. Many of these work-streams have specific performance indicators attached to them. We will pursue these work-streams and objectives to enhance the capabilities and reputation of the EPU.
- 2.7 Whilst all these fourteen issues are important, four strands are at the forefront of the work of the EPU in 2010-11. They are:
- Firstly, the Tall Ships event which will take place in Hartlepool in August 2010. The Chief Emergency Planning Officer chairs the Safety Advisory Group, the Emergency Services sub group and Water Rescue sub group for the event and two Emergency Planning Officers are also heavily involved in the planning and preparation. The EPU team will write the Event Control and Event Safety Plan, taking into account the health and safety and command and control issues that are essential to have a safe event. This work is following the requirements as set out in the HSE guidance document on planning for major events (the ‘purple’ guide).
 - Secondly, the increasing dominant role of the Cleveland Local Resilience Forum (LRF) in overseeing that multi-agency planning, response, information sharing and co-operation occurs. This is

particularly relevant in the area of risk assessment and overseeing that the requirements of the Civil Contingencies Act are met by all Category 1 responders, including the four local authorities. The Chief Emergency Planning Officer as the LRF Manager is at the forefront of what the LRF does and is a primary driver of the LRF process and actions. The EPU also provides the secretariat function to the Cleveland LRF.

- Thirdly, the writing and reviewing of emergency plans, particularly each of the Borough Major Incident Response plans, Rest Centre plans and Flood Response plans. The latter is being rewritten to comply with new requirements from Defra and central Government upon which the local authorities will be scrutinised. Plans and protocols are also being developed in respect of enhancing our arrangements towards vulnerable persons, with a 'List of Lists' being produced. This work will ensure that the local authorities have the appropriate levels and standards of preparedness, with plans and procedures in place and with roles and responsibilities of staff clearly identified.
- Fourthly, the legislative requirement placed upon the CEPU (delegated to the EPU from the local authorities) to write or review the plans required to be produced under the Control of Major Accident Hazard Regulations (COMAH) for the 37 'top tier' chemical sites in the Cleveland area. This places a huge demand on the resources of the CEPU, particularly as there is also a need to ensure these plans are regularly tested and exercised and all elements of a plan are tested once every three years.. There is also a requirement to write/review the response plans required under the Pipeline Safety Regulations. A plan is necessary for each of the major pipeline operators that have pipelines within Cleveland, with several of them having numerous pipelines carrying a variety of hazardous chemicals or gases. Within this element, the EPU has agreed to work with Northern Gas Utilities on a national project with the aim of producing templates for plan writing and also testing and exercising of pipeline safety plans that will become the nationally agreed way of working.

2.8 It is the intention of the EPU, working in partnership with other Category 1 responders involved in emergency and contingency planning, especially the emergency services, to ensure that the local authorities have the appropriate levels and standards of preparedness to be able to effectively respond to any major incident. This will be tested through a number of exercises and training events within each of the four boroughs. The exercise calendar for 2010-11 was approved by the Committee at their meeting in March 2010.

2.9 The staffing numbers and structure of the EPU, as detailed in Section 3 of the Annual Plan, remains the same as the previous year, although there was three new staff appointed during 2009 to replace staff who left the EPU to pursue careers elsewhere. It can take new staff up to two years to gain all the necessary skills and knowledge to undertake

the role effectively within Cleveland, even for those with a background in emergency planning gained elsewhere.

- 2.10 Section 4 for the Plan relates to the budget required for the effective functioning of the EPU and is that which was shown in the Strategic Business Plan 2008-11. This shows a 3% increase (£14,268) and will be used primarily to meet salary increments and salary increases through the job evaluation process, together with non-pay budget inflation, for example the cost of training courses held at the Emergency Planning College (4.5% increase). There are also new costs associated with the audit process carried out on the Joint Committee.
- 2.11 This budgetary increase does not take into account the increase in rental and associated charges associated with the planned move of the EPU to new offices at Aurora Court. Presently, the EPU only pays a 'peppercom' rent but occupation of the new offices will incur a significant increase. However this will be met from increased financial management and efficiencies. The transfer to new premises will also incur additional costs, for example removal costs and new ICT lines and cabling for both telephone and computer. Members will recall that this was raised by the Chief Emergency Planning Officer previously and approval given to use EPU reserve funds for this purpose.
- 2.12 The aims, objectives, ethos, values and culture of the EPU are described in Section 5 of the plan. The only change from the previous year is the aim to provide effective an management and secretariat function to the Local Resilience Forum.
- 2.13 The current year will present new challenges with a full but varied work schedule that will be delivered through the aims, objectives and realistic. Meaningful performance indicators as set in the final section of the Annual Plan (Section 6) will allow the performance of the EPU to be judged and monitored against the indicators as the year progresses. A progress report will be given to the Emergency Planning Joint Committee in the third quarter of the year.

3. **Brief Review of 2009 - 2010**

- 3.1 Throughout 2009-10, there is evidence to show that the Cleveland Emergency Planning Unit moved progressively forward and delivered a full work programme on behalf of the local authorities. Looking back over the past year, the Unit performed well in striving to meet the aims, objectives and performance indicators, with targets exceeded in several cases.
- 3.2 The review of the Emergency Planning Unit was carried out in the summer of 2009 and presented to both the Tees Valley Chief Executives' Group and the Joint Committee who endorsed the existing

arrangements, with recognition that the EPU provides real benefits in terms of value for money, knowledge and expertise and the deliverance of integrated emergency management and response. Whilst this ensured stability, it also provided encouragement and renewed purpose to all staff.

3.3 There were also a number of notable achievements during the year which reflect the standard and professionalism of the EPU staff, including:

- The “Prepare for Emergencies” information to the public leaflet (Z card) was produced and delivered to all households across Cleveland in May / June 2009. The feedback obtained from viewpoint / focus group questionnaires was very encouraging.
- The Chief Emergency Planning Officer was Vice Chair of the Emergency Planning Society Professional Working Group that creates and oversees best practice on behalf of emergency planners nationally in respect of COMAH and Pipeline Safety Regulations.
- The structure, format and content of the emergency response plans produced by the CEPU for compliance with the Control of Major Accident Hazard Regulations (COMAH) has been adopted as best practice by the Health and Safety Executive within their internal guidance documents.
- The Chief Emergency Planning Officer is engaged with the HSE Policy Division to produce national guidance to both Emergency Planners and HSE Inspectors relating to the recommendations emanating from the Buncefield enquiry.
- The multi-agency training days and seminars have continued to receive excellent feedback. Four events took place during the year and included scenarios on flooding, fuel shortages and town centre evacuation.
- A half day workshop for the voluntary agencies on business continuity held at the Middlesbrough Teaching and Learning Centre received special acclaim.
- The usage of the Unit’s website continues to grow, with over 5000 unique ‘hits’ being recorded monthly. It is linked to the websites of the Cleveland Local Resilience Forum and the four Local Authorities. Two members of staff have received specialist training (Dreamweaver) on how to develop and best utilise the websites.
- The Major Incident Procedures Manual is acknowledged as a primary source document and this is reflected in the large number of times it has been downloaded from the EPU web site.

3.4 Again, like previous years, during 2009-10 there were numerous incidents, many of which had the potential to escalate into major emergencies but through planning, preparation and training by all concerned, the effects of those incidents were minimised. These were reported to the Joint Committee on a quarterly basis, together with

details of flood and severe weather warnings and the messages received through the Cleveland Communications Strategy.

4. **Recommendation**

- 4.1 That Members' note the report.
- 4.2 That Members' endorse the 2010 - 2011 Annual Plan, including the performance indicators and budget provision.

Report Author: Denis Hampson
Chief Emergency Planning Officer

Report date: 2nd May 2010

ANNUAL PLAN

Cleveland Emergency Planning Unit



April 2010 – March 2011



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INTRODUCTION

Welcome to the Annual Plan for the Cleveland Emergency Planning Unit (CEPU) for the period 1st April 2010 to 31st March 2011.

The CEPU provides a comprehensive resilience, civil contingencies and emergency planning service to the four constituent unitary local authorities of Hartlepool, Middlesbrough, Stockton-on-Tees and Redcar and Cleveland. It is financed through a joint arrangement with Hartlepool Borough Council being the 'lead / host' authority and is presently located in the annex to Middlesbrough Fire Station, together with the Cleveland Police Emergency Planning Unit and Emergency Planning Officers from Cleveland Fire Brigade and the North East Ambulance Service.

This plan provides details about the Emergency Planning Unit; its work; what we intend to achieve over the forthcoming twelve months, and how we will do it. It will enable us to monitor our activities to determine whether or not we are achieving our aims and objectives and ensure that we achieve continuous improvement in our service delivery. It also helps to drive the individual work programmes of the emergency planning officers, reflecting new priorities and commitments and be used to identify appropriate training and development needs.

The CEPU is committed to the aims of:

- Ensuring the four local authorities meet their statutory duties under primary legislation, in particular the:
 - Civil Contingencies Act 2004;
 - Civil Contingencies Act (Contingency Planning) Regulations 2005;
 - Control of Major Accident Hazard Regulations 1999 (COMAH);
 - Pipeline Safety Regulations 1996 (PSR);
 - Radiation (Emergency Preparedness and Public Information) Regulations 2001 (REPPIR)
- Working with local partner agencies, particularly those defined as category 1 responders under the Civil Contingencies Act, we aim to provide and maintain robust and resilient multi-agency response capabilities.
- Managing the Cleveland Local Resilience Forum (LRF) to ensure that through co-operation and information sharing, the LRF meets its statutory processes and is the strategic voice across Cleveland ensuring effective multi-agency delivery of duties under the Civil Contingencies Act, other legislation and statutory guidance.

The CEPU is committed to real outcomes in preparation for an emergency so that the public will be well served by their local authorities prior to, during and after an emergency.

There has been many positive features within the past twelve months and it is with pleasure that I can report that the Emergency Planning Unit has had an excellent

Appendix 1

year that has seen us move progressively forward and built upon our status as an Emergency Planning Beacon.

The continuing outcomes produced by the Emergency Planning Unit and recognition received, reflect the high standard and professionalism of all staff within the Emergency Planning Unit, especially when we have had three new members of staff join us during the year. Due to the specialist field of work, new staff are subject to a steep learning curve to gain the appropriate knowledge and experience to competently undertake the role and responsibilities of their post.

Again, like previous years, there have been numerous incidents, some of which had the serious potential to become major emergencies, but through planning, preparation and training by all concerned, these incidents were effectively dealt with and any effects minimised. The swine flu, although classed as an international pandemic event, thankfully did not materialise into the pandemic flu event forecast but throughout the year the planning and preparation undertaken for a pandemic influenza event was very time consuming but did allow us to collect useful information and test and exercise plans.

The present arrangement of a joint emergency planning unit covering all four authorities is seen nationally as 'best practice'. However, these arrangements were subject to a review in 2009 culminating in a report to the Tees Valley Chief Executives' Group in September 2009 when it was agreed to endorse the existing arrangements, with the recognition that the EPU provides real benefits in terms of value for money and the deliverance of integrated emergency management and response.

The CEPU can be said to be the "cornerstone" of resilience and emergency planning across Cleveland with the Chief Emergency Planning Officer managing the Cleveland Local Resilience Forum (LRF) on behalf of multi-agency stakeholders.

In 2010, we will see the Emergency Planning Unit, together with planners from the emergency services, move from its existing accommodation which has been its home for the past 15 years to new premises in Middlesbrough. Whilst the move will create its own challenges, it provides us with fresh impetus and the opportunity for a "good sort out".

More information about the Cleveland Emergency Planning Unit can be found on our web site at: www.clevelandemergencyplanning.info

Denis Hampson

Chief Emergency Planning Officer and
Local Resilience Forum Manager

April 2010



MISSION STATEMENT



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.

SECTION 1 OVERVIEW OF THE YEAR AHEAD – 2010/11

- 1.1 The primary aims of the Cleveland Emergency Planning Unit (EPU) are to ensure that the four local authorities meet their legislative obligations in respect of resilience and civil contingencies, whilst ensuring that there is an effective response to all major incidents and emergency situations regardless of their cause.
- 1.2 Through the work of the Cleveland Emergency Planning Unit, the local authorities are at the forefront of the preparedness for emergencies, working in partnership with other Category 1 responders as defined by the Civil Contingencies Act, particularly the Emergency Services. The building of frontline responders' capabilities to effectively plan for and respond to emergencies is a crucial element of the local resilience activity that is undertaken by the EPU on behalf of the four local authorities, with the objective to ensure safer communities through effective emergency planning.
- 1.3 As such, the EPU will ensure that appropriate plans are produced, reviewed, tested and exercised. But plans will only work if appropriate staff have an awareness of the plans and know what their roles and responsibilities are within the plans. It is therefore important that the Emergency Planning Officers identify appropriate staff from within the local authorities and provide them with awareness or specialist training. Such training gives those staff both confidence in the plans and their own abilities to enable them to fulfil their roles.
- 1.4 Legislation drives much of what the EPU does, principally the Civil Contingencies Act, its Regulations and Statutory Guidance but also due to the industrial landscape of Cleveland, the Control of Major Accident Hazard Regulations (COMAH).

The Civil Contingencies Act defines an “emergency” as:

- an event or situation which threatens serious damage to human welfare;
- an event or situation which threatens serious damage to the environment;
- war or terrorism which threatens serious damage to the security of the UK

- 1.5 This definition creates a whole range of possible incident scenarios for which we must plan and prepare and includes not just serious or major incidents but also something that may be classed initially as relatively minor but which has the potential to impact dramatically on the commercial, economical, societal and/or environmental wellbeing of the area and its communities. The consequences of any such incident have no respect for local authority boundaries, can be far-reaching and long lasting and the local authorities will be at or near the forefront of any response and the aftermath of any such incident.
- 1.6 It is considered that a well informed public will be better able to deal with the consequences of a major or serious incident and allow them to sustain their own safety and that of their families and their neighbours. Therefore it is an essential pre-condition that they need to be aware of the risks in their area and know how they can protect themselves. This will be achieved through having a

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well structured and current Community Risk Register, together with robust systems to warn and inform the public prior to, during and after an emergency.

- 1.7 Nationally, regionally and locally, there is greater emphasis being placed upon emergency planning and civil protection, with the Local Resilience Forum (LRF) being seen at the helm. The Chief Emergency Planning Officer as the Manager of the Cleveland LRF will work to ensure that the local authorities and the EPU are at the forefront of LRF work-streams, plans and policies.
- 1.8 The workload of the EPU continues to grow with new strands of work and expectations being placed upon emergency planners, principally through the demands for additional plans to meet new or emerging risks, with plans having to meet exacting external auditing processes. Much of this increased workload stems from the Civil Contingencies Secretariat (CCS) in central Government and the need for regional planning and the greater involvement of the Regional Resilience Team at Government Office for the North East. Further, there is a greater emphasis on auditing the work of the EPU. One example of this is the requirement that commenced in 2009 for the work of the Emergency Planning Joint Committee (Elected Members) to be subject to annual audit, not just in respect of financial overview of the EPU but also on the effectiveness of the EPU in carrying out its functions. This audit has created new costs to be incurred by the EPU.
- 1.9 Additional auditing of the work of the EPU commenced in 2009 through the national assessment programme created by the “Expectations and Indicators of Best Practice Set” introduced by the Cabinet Office (Civil Contingencies Secretariat) by which we will need to evidence that plans and capabilities are in place across all responders and are subject to regular review and testing. All seek evidence of the commitment by local authorities towards emergency and resilience planning.
- 1.10 A significant requirement upon the Local Resilience Forum is the need to produce and publish a Community Risk Register that identifies the risks of an emergency, locally, regionally and nationally. On behalf of the LRF, the EPU undertakes the primary role in the production and review of the register. However, through the register and working with partners, we are able to identify our primary risks and work to the predominant risks identified.
- 1.11 There are a number of predominant risks within Cleveland that we must focus upon, particularly those associated with our industrial heritage including the chemical industry and the nuclear power station. In respect of these risks the EPU must work to achieve legislative requirements placed upon local authorities and which have been delegated to the EPU to deliver upon.
- 1.12 Certainly the Civil Contingencies Act Enhancement Programme being spearheaded by the Civil Contingencies Secretariat within the Cabinet Office will have an impact upon the EPU. The programme will over the next year make requirements upon the EPU and other Category 1 responders to demonstrate how actions have or are being pursued to meet the numerous requirements of civil contingencies and resilience and to show the involvement of multi-agency

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partners in planning, preparation, testing and exercising. Through the Chief Emergency Planning Officer, as Manager of the Cleveland LRF, much of this work will be directed through the Cleveland Emergency Planning Unit.

- 1.13 The EPU continues to build upon the success from the Beacon award achieved in 2007/08 on behalf of the four local authorities. The Beacon award confirmed that there “was 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”. The award which identifies excellence and innovation in local government has created a number of opportunities to share our good practices with others and enhance our existing good reputation. Two examples of this are, firstly, the Chief Emergency Planning Officer represents emergency planners and local authorities on the Working Group set up by the Health and Safety Executive to move forward on the recommendations from the Buncefield enquiry as they affect future emergency planning and response. Secondly, the Chief Emergency Planning Officer has been invited by the European Commission to share knowledge and experiences with other EU states at a meeting in Madrid in respect of how we plan, test and exercise for the risks associated with the chemical industries in Cleveland.

SECTION 2 SIGNIFICANT WORK-STREAMS 2010-11

- 2.1 A great deal of the kind of work that the EPU has been engaged with over the previous twelve months will still be very relevant during 2010-11 but the work-streams and priorities described will both support the overall aims of the Cleveland Emergency Planning Unit and ensure that the public are well served by the local authorities in the emergency planning sector.

The present and future role of the EPU demands strong leadership committed to the management of change, setting and reaching milestones and targets, whilst maximising efficiencies. Therefore many of the work-streams have specific performance indicators attached to them, for example, there is a target to provide in-house training to at least 30 staff in each local authority.

2.2 Tall Ships' Race

Workloads have steadily increased over the past six months and are expected to remain high until after the Tall Ships Event in August 2010. In particular the Chief Emergency Planning Officer (CEPO) and two Emergency Planning Officers are heavily involved in the planning and preparation for the event and will be present in Event Control over the five day period whilst the event takes place. The CEPO chairs the event's Safety Advisory Group; Emergency Services' and Water Rescue sub groups and the EPU team will write the Event Control and Event Safety Plans. It is estimated that the event will attract 1 million visitors to Hartlepool and the surrounding area over the main period of the event and the aim is to ensure the safety of the huge volume of people that are expected to attend. Whilst the race will centre on Hartlepool, the event will have a "knock on effect" across the whole of the Cleveland area and also into Durham County and emergency planners will be working in conjunction with their counterparts from those areas.

2.3 Working with Industry

Due to the industrial makeup of this area, there is a continuing requirement for the EPU to work with the chemical industry, British Energy, the Hazardous Installations Division of the Health and Safety Executive and Environment Agency to ensure detailed off-site emergency response plans are produced, reviewed and thereafter audited through a rigorous testing and exercising regime. This work which is undertaken to ensure the local authorities meet their legislative duties is demanding, particularly in respect of time and commitment. The Cleveland area presently has 37 top tier sites regulated by the Control of Major Accident Hazard Regulations (COMAH) which is over 11% of all sites nationally. The CEPO is a member of a small working group chaired by the Health and Safety Executive Policy Division producing national guidance in line with the recommendations of the Buncefield enquiry. The guidance will be incorporated into plans and practices and form part of our exercise regime.

Akin to COMAH, the Pipeline Safety Regulations also require the EPU on behalf of the Local Authorities to produce detailed plans for the hazardous pipelines that transverse the Cleveland area. There are 8 major pipeline operators, with each having a specific plan in respect of the hazardous pipelines under their control and/or ownership.

The EPU will also ensure that there are communication strategies in place to warn and inform the public in the public information zones around the chemical sites, thus complying with one of the duties under the Civil Contingencies Act.

2.4 Civil Contingencies Act 2004

This Act, together with its suite of Regulations and statutory guidance, is the significant driver of emergency planning work. To ensure that the impact of any emergency situation is reduced or mitigated against, the EPU will work towards meeting the civil protection duties that fall on Category 1 responders under the Act. Local authorities, together with the emergency services and others are defined as Category 1 responders. Duties include:

- Co-operation between emergency responders;
- Information sharing between emergency responders;
- Completion of local risk assessments and the review of the Community Risk Register that is available to the public;
- Emergency Plans are produced, tested and exercised;
- Maintaining public awareness and arrangements to warn, inform and advise the public.
- Promotion of business continuity management to the commercial sector, particularly small and medium sized enterprises and the voluntary organisations.

Compliance with the Act will be audited through the “Expectations and Indicators of Best Practice Set” described in paragraph 1.9 of Section 1 and reports will be fed into the Local Resilience Forum. Further, during 2010 the EPU on behalf of the local authorities will, in liaison with other Category 1 responders, undertake the National Capabilities Survey which is used by the Government to ascertain both the level of compliance with the Civil Contingencies Act but also to ascertain the general level of emergency preparedness across the country. The gathering of the necessary evidence to support this survey is a big task.

2.5 Partnership Working

Effective partnership working is seen as a fundamental element in ensuring that the local authorities comply with their legislative requirements and to ensure that plans are workable and robust and resilience partners can work together should a major incident or emergency occur. Therefore time and effort will be spent on strengthening these partnerships, both within and across the local authorities and externally with the many and varied agencies and organisations, including the emergency services, voluntary sector, health, coastguard, harbour authority, military, Environment Agency, Health and Safety Executive and regional government offices’ and national government.

The EPU is acknowledged as the focal point for emergency management, best practice and advice throughout the local area and across partner agencies. Partnership working will include the Emergency Planning Officers working with and across local authority departments and divisions as the EPU cannot work in isolation but requires the commitment of other local authority staff.

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The EPU will be involved in numerous arrangements to enhance close working and co-operation, including:

- Cleveland Local Resilience Forum, of which the Chief Emergency Planning Officer provides the management function and the CEPU, the secretariat function
- Local Resilience Working Group, chaired by the Chief Emergency Planning Officer.
- Cleveland Media Emergency Forum, chaired by the Chief Emergency Planning Officer.
- Exercise Planning Group
- Temporary Mortuary/ Managing Excess Deaths Group
- Voluntary Agency's Group

A flowchart showing all the groups and the full extent of the links and involvement that the EPU has with partner agencies and others is shown on page 21.

2.6 Cleveland Local Resilience Forum (LRF)

The Chief Emergency Planning Officer manages the LRF on behalf of both the local authorities and multi agency partners. The EPU also provides the secretariat function. Under legislation the LRF is seen as the principal mechanism for multi-agency co-ordination, planning and information sharing between Category 1 responders. The LRF is not a statutory body but it is a statutory process and through the work of the Chief Emergency Planning Officer, the EPU is at the forefront of what the LRF does and is a primary driver of the LRF process and actions.

The workload of the LRF, primarily due to demands placed on it from central Government and in particular the Civil Contingencies Secretariat in the Cabinet Office, is increasing and the LRF has the audit function in respect of how Category 1 responders are meeting their requirements under the Civil Contingencies Act and Regulations. Therefore it has become a fundamental and necessary feature of the work-streams within the EPU to effectively deliver the duties under the Civil Contingencies Act and the strategies of the LRF, especially those that need to be developed in a multi-agency environment. The strategies of the LRF will be delivered through the Cleveland Local Resilience Working Group and the Cleveland Media Emergency Forum, both of which are chaired by the Chief Emergency Planning Officer, and their sub groups, most of which are led by Emergency Planners from the EPU.

2.7 Planning for Flooding and Reservoir Inundation

As a consequence of the PITT report into the serious flooding that occurred in 2007, requirements have been placed upon local authorities by the Department for Environment, Food and Rural Affairs (Defra) to have new comprehensive flood response plans in place which met national standards and fit a national template. The EPU produced the first draft of this plan by the target date of 31st March 2010 and has been adjudged by Defra to meet "very satisfactory" criteria. The next stage during 2010 is to improve upon the plan, consult widely on the plan, ensure action is taken on appropriate recommendations of the PITT Report and ensure the plan contains all the specific response elements

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covering known areas of flood risk, for example, Yarm, Port Clarence and Skinningrove. This plan will supercede all previously held flood plans and be subject to annual audit by Defra.

Again to meet national requirements, the EPU will during 2010 produce a generic Reservoir Inundation Plan and specific Reservoir Inundation Plans for the 14 reservoirs within Cleveland that come within the definition used by Defra and the Environment Agency.

This work on flood and reservoir inundation planning will correspond with the work that is being undertaken in local authorities in respect of the new Water Resources Act as it relates to emergency and resilience issues and planning, specifically surface water flooding.

2.8 Writing of Emergency Plans

The development or review of the risk based major incident response plans is an essential role of the EPU. Due to the risks associated with the area and the number of plans involved, this activity is a large but necessary work commitment within the EPU. We must ensure that these plans incorporate the responsibilities and functions to control or mitigate the effects of an emergency.

Together with the specific plans already mentioned, work on other plans that will take precedence during the forthcoming year is:

- Review of the Borough Emergency Response Plan in each of the four councils.
- Review of Rest Centre Plans.
- Review of Pandemic Flu plans, especially in respect of Anti-viral Distribution Centres and Managing Excess Deaths.
- Review of the Cleveland Emergency Response Manual.
- Review of the Humanitarian Assistance plan.
- Production of Town Centre Evacuation plans, in conjunction with the Police Emergency Planning Unit.
- Evacuation plans for areas around potential hazards, for example, large chemical sites, so that evacuation assembly points are pre-identified, access/egress routes are planned and rest centres are known.
- Review of the Oil and Marine Pollution Plan.
- Plans and protocols to consider 'vulnerable people' and diverse communities, reflecting upon how they will be affected by specific emergencies and the assistance needed during and after the event.
- More action is required on media plans and protocols, including mutual aid arrangements and the pre-identification of "lead communicator" to a range of emergencies.

2.9 Training of Staff and the Testing and Exercising of Plans

Plans are of little use, if once they are written they sit on a shelf somewhere and are not looked at. It is essential therefore that staff who have roles and responsibilities within various plans are identified and then given the appropriate training, either through attendance on external courses or by internal training provided by or through the EPU.

It is intended to undertake or participate in nearly 60 exercises during the forthcoming year to test a number of plans, many of which will revolve around the COMAH plans to ensure the statutory requirements placed upon local authorities are met. The exercises will take a number of forms, being major live play, table top or command post. Non-COMAH exercises will include a 'cold call' out of hours test for members of the Local Authority Emergency Management Response Teams, two rest centre exercises and four multi agency training days. Following all exercises, debriefs will be held to determine any lessons learned and actions that need to be addressed.

The major exercise in 2010 is the Level 2 Emergency Response Exercise at the Hartlepool Nuclear Power Station which will be held on 19th May and involve the establishment of the Senior Co-ordination Centre at Police Headquarters, 'Silver Command' positions, the Council's Emergency Centre and a Survivor Reception Centre. This is a multi-agency exercise and will involve nuclear specialists and the Government Technical Advisor.

2.10 Voluntary Sector

The voluntary sector has an important role to play in supporting the Category 1 responders in response to many emergencies. It is therefore vital that we enhance our knowledge of all the voluntary agencies that may be able to assist both the local authorities and the emergency services during an emergency. We will build upon the work already undertaken to actively engage with voluntary groups to ensure that we are aware of the kinds of service the voluntary sector can offer and ensure their services are included in our local planning arrangements. This will include them being involved more closely with the training and exercise regime operated within Cleveland. The voluntary sector could also provide valuable assistance in the work that will be undertaken in respect of vulnerable people.

2.11 Risk Assessment

Continuing work will be undertaken to achieve risk assessments in relation to all the hazards and threats that might give risk to an emergency in Cleveland and how that risk could impact upon the local geographical area and the delivery of services by the local authority and other responders. The assessments will show what actions have been taken to mitigate the hazard or threat from occurring and the response mechanisms to such risks

This risk assessment process will ensure that a comprehensive Community Risk Register is produced and be subject to continual review. The register will be available to the general public on the CEPU and LRF websites. This risk assessment process will ensure that emergency planning is risk based.

2.12 Business Continuity Advice and Guidance

The EPU undertakes on behalf of the four local authorities the duty to promote business continuity planning and management, particularly amongst small and medium sized enterprises. Awareness raising activities, the production of advice literature and a plan template that businesses can use to develop their own plans will be produced and disseminated. Emergency Planners will also

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assist business continuity champions in the local authorities in the preparation of plans for their councils and service areas/departments to ensure they can deliver their emergency response capability.

2.13 Promoting Emergency Planning

It is incumbent upon the Emergency Planning Unit to promote itself whenever and wherever possible and therefore we will continue to develop initiatives to ensure officers, staff and elected members within local authorities are aware of the role and responsibilities of the EPU, but also the public are made aware of emergency planning issues, so they are better prepared to protect themselves.

One initiative, following on from the successful 'Prepare for Emergencies' leaflet (Z card) in 2009, will be the design and production of bookmarks which will go to libraries for issuing with books loaned to members of the public. In addition, other ways to make the public more aware of civil protection and emergency planning will be pursued, including publicity, advice and information leaflets, road shows, seminars and school visits and a twice yearly newsletter.

2.14 Auditing and Monitoring

Greater scrutiny and inspection of our functions has been highlighted within this plan that will be undertaken through various audit and inspection regimes to determine how effectively emergency planning is being delivered. Internal control measures and review procedures will continue to be developed to compliment existing processes.

2.15 National and Regional Priorities, including the CONTEST Strategy

The Regional Resilience Team within the Government Office for the North East under the direction of a Deputy Director, together with a Regional Resilience Forum, is increasing placing demands on the EPU. The remit to determine what the region needs to have in place to combat a major incident that affects more than one 'sub region' or which has a regional dimension, impacts upon the work of the EPU and involves staff becoming increasingly involved with assisting in the development of regional plans and protocols, together with attendance at a myriad of meetings that sit alongside such planning. Such plans include 'cross border' involvement in CBRN, Mass Evacuation and Mass Casualties' projects.

The EPU will assist the local authorities with appropriate work relating to the Governments' "CONTEST" strategies (counter-terrorism), particularly the 'Prevent' and 'Prepare' strands relating to the risks concerning terrorism and the threat of terrorism. The 'prepare' strand will be developed to link into the emergency and contingencies duties and planning undertaken by the EPU and this will involve the CEPO and Senior Emergency Planning Officers becoming more involved with multi-agency CONTEST work-streams.

SECTION 3 STAFFING AND STRUCTURE of the CEPU

3.1 The structure:

- Chief Emergency Planning Officer
- One Principal Emergency Planning Officer and three Senior Emergency Planning Officers, each with dedicated responsibility to a local authority area
- Senior Emergency Planning Officer (Industrial Liaison) with responsibility for developing and reviewing COMAH / Pipeline Safety plans
- Three Emergency Planning Officers
- One Senior Administration Officer and Two Administrative Assistants (job share). The Administrative Assistant works 50% of time for Cleveland Police Emergency Planning Unit.
- One Resilience Forum Assistant (part time) – this post is wholly financed from contributions from member organisations of the Cleveland Local Resilience Forum

The structure, shown on page 20, also identifies the vacant post of a Resilience Officer. This post will depend upon the results of the present review being carried out of the Civil Contingencies Act and future status of Local Resilience Forums.

3.2 With the increasing workloads and commitments upon staff within the EPU, there is little, if any spare capacity within the EPU to absorb further work which may be generated by either new legislation or Government requirements. Further, the EPU has fewer staff than many emergency planning units across the country but Cleveland has an abundance of risks and this culminates in staff in Cleveland having a far greater workload than many of their counterparts.

3.3 The performance and effectiveness of the EPU is overseen by the Emergency Planning Joint Committee which is an Executive Committee that comprises of either the Mayor or an Executive Councillor from each local authority. The Chief Emergency Planning Officer also reports to the Tees Valley Chief Executives' Group.

3.4 To meet the challenges and demands of both the present and future requirements, there is the need for the EPU to:

- Be a committed and resourceful unit with a competent and motivated workforce;
- Have the correct structure with the right staffing levels;
- Have the right tools, including ICT, to do the job;
- Have the financial resources to be effective;
- Ensure there is clarity of purpose.

3.5 Staff within the Unit are dedicated, skilled, knowledgeable and professional in their specialist field of work and to achieve our future priorities and commitments, there must be the organisational capacity to deliver, with staff

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possessing the requisite attributes and competencies and being pro-active in their duties. They must be able to make professional judgements on behalf of the local authorities.

- 3.6 Staff retention is essential as persons with the requisite skills and abilities or experienced emergency planners are difficult to recruit and it takes new staff about 2 years to gain the necessary skills and knowledge to undertake the role effectively within Cleveland.
- 3.7 Individual Senior Emergency Planning Officers have primary responsibility for one of the four councils, working from the EPU into the designated Borough.
- 3.8 The Principal and Senior Emergency Planning Officers will act as advisors to the Chief Executive and/or senior officers during any incident and where appropriate attend 'Silver Command' and act as the local authority liaison officer. The Chief Emergency Planning Officer is likely to attend 'Gold Command'.
- 3.9 The post of Senior Emergency Planning Officer (Industrial Liaison) is, due to the abundance of COMAH establishments and hazardous pipelines within Cleveland, an essential link to industry and that officer carries a heavy workload.
- 3.10 The three Emergency Planning Officers have lead responsibilities for specific aspects of emergency planning, for example, Community Risk Register, CBRN and Diseases of Animal plans and Warn and Inform arrangements.
- 3.11 The EPU provides a Duty Officer scheme and this is an important function of the Unit. It operates on a 365 day x 24 hour basis and provides a single point of contact for the emergency services and other agencies e.g. Environment Agency, Met Office, Food Standards Agency in respect of advice and for alerting and activating the local authority in the event of an incident. The EPU acts as a filter for the local authorities, making judgements on the extent of the need for local authority involvement, whether it be for information purposes only or when action is required. The Duty Officer uses their wealth of experience, local knowledge and expertise in making such decisions.
- 3.12 Emergency planners work to a three monthly work schedule agreed with the Chief Emergency Planning Officer that is structured to meet the aims and objectives and performance indicators set out in the annual plan.
- 3.13 The Emergency Planning Unit is co-located with the Emergency Planners from Cleveland Police, Cleveland Fire Brigade and North East Ambulance Service. Presently the EPU is based in offices that are leased from Cleveland Fire Brigade, but will move to new premises at Aurora Court, Riverside Park, Middlesbrough in the summer of 2010. The Cleveland Police Emergency and Operational Planning Unit consists of an Inspector, two Sergeants, seven Constables and a civilian support officer. This joint arrangement is unique to Cleveland and presents a professional image of emergency planning, raises

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the profile of the service and provides an environment conducive to integrated emergency management.

3.14 This co-located Emergency Planning Unit provides a distinct advantage over those authorities who do not have such a facility. Further, having a Joint Emergency Planning Unit serving all four local authorities is a great advantage, provides economies of scale, helps to stop duplication of effort, assists in co-operation and information sharing and greatly assist in undertaking many of the duties. Other benefits of these arrangements include:

- Greater communication and involvement between all partners involved in emergency planning. This leads towards more 'joined up thinking' and engenders greater trust and confidence.
- Enhanced partnerships leading to greater collaboration, sharing of knowledge, expertise and a fuller integrated response to incidents.
- Developing improved protocols, linking into standard operating procedures and sharing best practice.
- Risk assessing to enable plans to be produced and reviewed with control measures identified to mitigate against major incidents.
- Horizon scanning and greater consultation to identify potential issues so that appropriate mitigation can be planned.

3.15 Emergency Planning Officers are intrinsically linked with a wide variety of groups or sub groups, often as chair person, which drive work associated with emergency and contingency planning. These include:

- Cleveland Local Resilience Forum (LRF). The Chief Emergency Planning Officer (CEPO) manages the LRF and the CEPU provides the Secretariat function to the forum.
- Local Resilience Working Group chaired by the CEPO.
- Cleveland Media Emergency Forum chaired by the CEPO.
- Cleveland Exercise Planning Group chaired by a Senior EPO.
- Temporary Mortuary Group jointly chaired by the Head of the Police Emergency Planning Unit and the Chief Emergency Planning Officer.
- Voluntary Agency's Group chaired by a Senior EPO.
- Standing Environment Group.

The flowchart on page 21 illustrates the extent of the links and involvement that the EPU has with regional and local partner agencies.

3.16 At a North East regional level, the Chief Emergency Planning Officer is a member of the Regional Resilience Forum with the Chief Executive of Hartlepool Borough Council who represents the Association of North East Councils. Emergency Planners from across the region are represented by the Chief Emergency Planning Officer on the Regional Media Emergency Forum (RMEF) and a Senior Emergency Planning Officer from Cleveland is also a member of the RMEF.

SECTION 4 BUDGET 2010 - 11

- 4.1 In line with joint arrangements for emergency planning, Hartlepool Borough Council as the lead authority administers the EPU budget, including the financial contributions towards the EPU from the four local authorities.
- 4.2 Funding for emergency planning mainly derives from contributions from the four local authorities who are allocated resources for emergency planning from central Government through the annual grant settlement.
- 4.3 Contributions are recovered from Cleveland Police and the North East Ambulance Service to meet costs associated with the shared accommodation at the Emergency Planning Unit and the half salary of an administrative assistant.
- 4.4 The non-salary budget for the EPU has been kept at below inflation figures over the past 3 years. Over 80% of the budget is used to meet salary costs.
- 4.5 There is a small growth in contributions from the four authorities for 2010/11, primarily to meet salary increments and non-pay budget inflation but this does not take account of costs associated with new premises at Aurora Court. The budget and contributions were contained within the Strategic Business Plan for Emergency Planning 2008 – 2011, approved by the Emergency Planning Joint Committee.
- 4.6 The EPU will move to new premises at Aurora Court, Middlesbrough within the first quarter of 2010/11 due to the present accommodation in the Annex to the Fire Station in Middlesbrough being needed by the Brigade as part of a future PFI build. This move will incur nearly a fourfold increase in accommodation costs (rent, services charges, rates) from present costs. Presently, the EPU has only been paying a peppercorn rent. This increase (£20,000) will be met from increased financial management and efficiencies.
- 4.7 The contribution from each of the local authorities is based on population figures and apportioned at £0.43 of Band D council tax. This formula was agreed by the Chief Finance Officers in 2005 and has been used since that time. It provides an equitable and robust principal for apportionment based on the risks and work performed in each of the local authorities. This same principal will continue to be used in future years to fix the impact at a standard amount based on band D council tax.

The local authority contributions for 2010/11 are:

Hartlepool	£ 81,900	(79,447)
Middlesbrough	£129,448	(125,572)
Redcar and Cleveland	£115,536	(112,076)
Stockton-on-Tees	£149,554	(145,075)

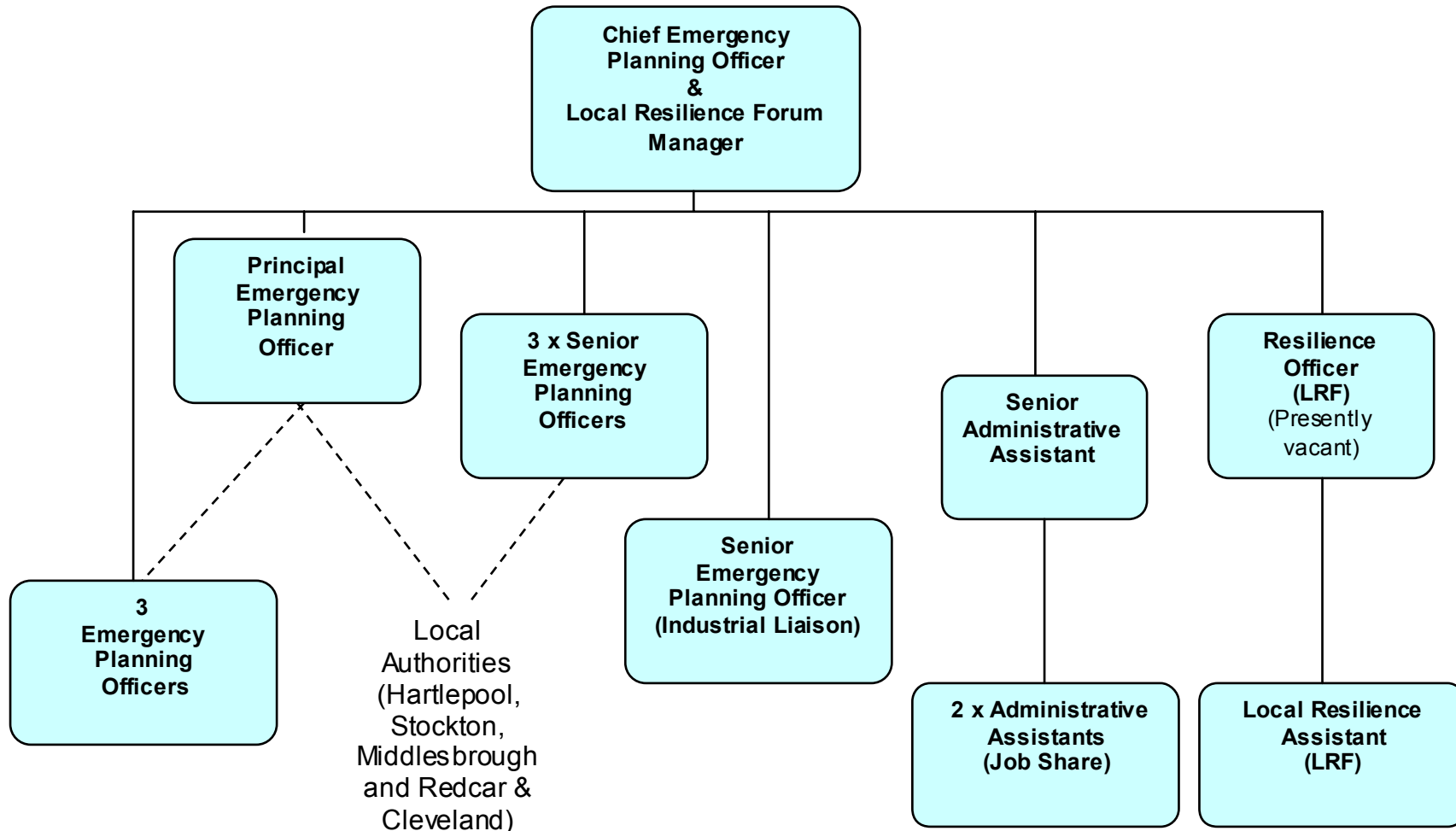
2009/10 contributions shown in brackets.

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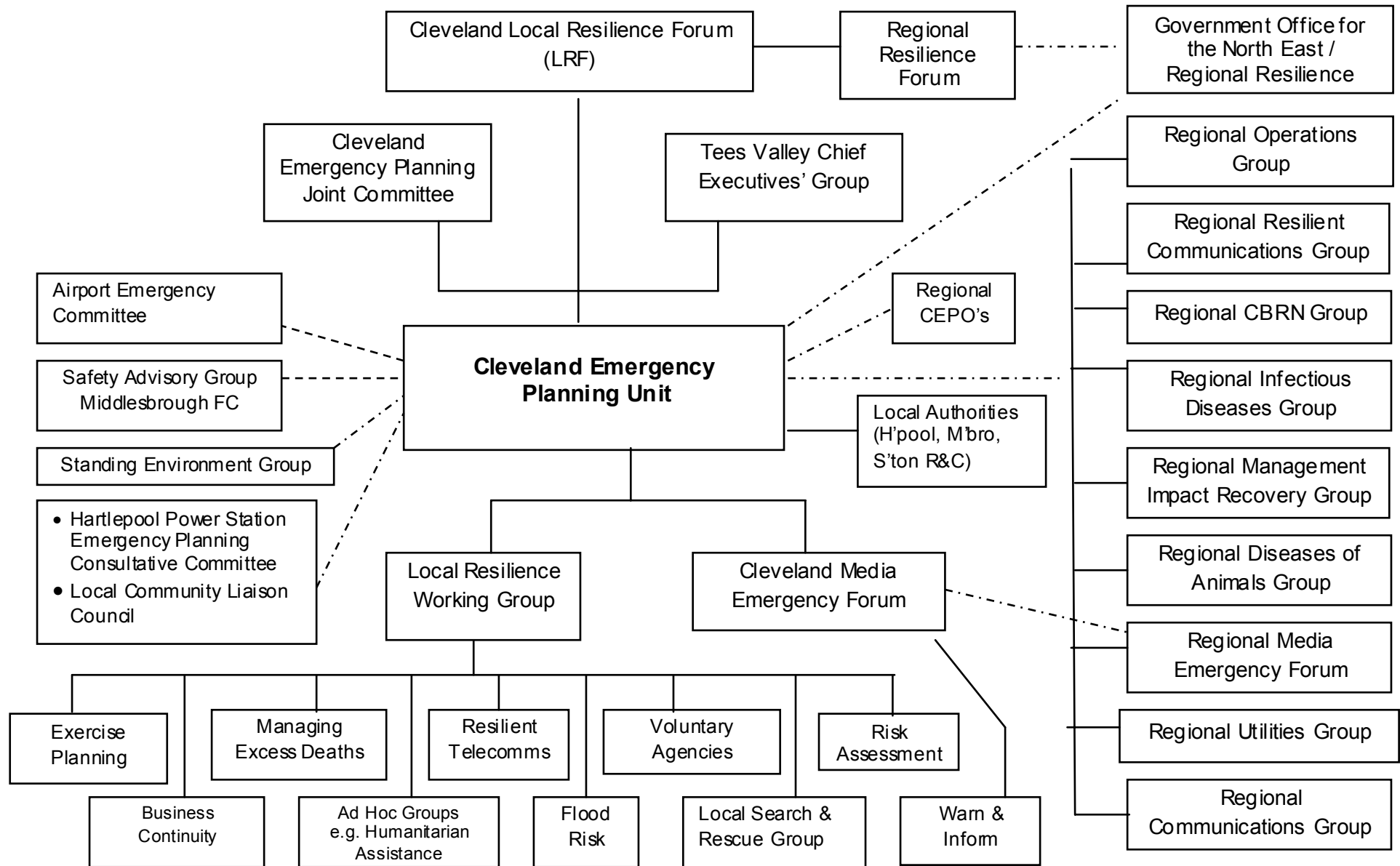
- 4.8 There is also new expenditure that relates to the requirement for the functions of the Emergency Planning Joint Committee to be externally audited on an annual basis. This additional expenditure has arisen due to the Emergency Planning Unit and Committee being classed as an “Outside Body”. The first audit was conducted in 2009.
- 4.9 Some money from reserves will be required to be used to assist with the move to Aurora Court, including removal costs and installing new communications networks, both computer and telephony. This has already been highlighted to the Emergency Planning Joint Committee and approval given.
- 4.10 Money from reserves will be used to cater for presently unaccounted for demands that may be placed on the EPU by new legislation or external pressures.

4.1 Appendix 1

STRUCTURE



4.1 Appendix 1



SECTION 5 AIMS and OBJECTIVES of the CLEVELAND EPU

AIMS

The primary aims of emergency planning are:

1. To provide a comprehensive and effective resilience, civil contingencies and emergency planning service to the four local authorities'.
2. To achieve an effective response to all major incidents and emergency situations regardless of their cause.
3. To ensure emergency response plans are produced, reviewed, tested and exercised.
4. To ensure the local authorities' meet their statutory obligations and duties under primary legislation, including:
 - (a) The Civil Contingencies Act 2004
 - (b) The Civil Contingencies Act (Contingency Planning) Regulations 2005
 - (c) The Control of Major Accident Hazard Regulations 1999, as amended
 - (d) The Pipelines Safety Regulations 1996
 - (e) The Radiation (Emergency Preparedness & Public Information) Regulations 2001
5. To provide effective management of the Cleveland Local Resilience Forum (LRF) to ensure delivery of those duties that need to be developed in a multi-agency environment.
6. To ensure communities are well prepared to respond to emergency incidents.

To achieve these aims we must also:

- Ensure we have planned and prepared an organised and practical response by the Emergency Planning Unit and Councils we service.
- 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 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.

OBJECTIVES

We will work towards a number of objectives, thus contributing to the achievement of the aims of the Emergency Planning Unit and the Local Authorities. Our primary objectives 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 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.
- 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 provide advice and assistance.

ETHOS

The characteristic spirit of the Cleveland Emergency Planning Unit is epitomised by our values and culture.

VALUES

To provide a professional and efficient service we will follow a number of core values that will be applied to all our activities.

- We will act with integrity, openness and respect to all users of our service.
- We accept responsibilities that flow from our work.
- We will continually strive to improve our service and performance.
- We will foster good working relationships with the emergency services, together with other agencies and stakeholders involved in the emergency planning process.
- We are conscientious, hard working, loyal and positive in all our tasks.

CULTURE

Culture is “the way things are done”. Within the Emergency Planning Unit our culture is based upon the following principles:

- A “can do” organisation.
- Team working and collaboration.
- Effective partnership working.
- Empowerment of staff.
- Openness to new ideas and initiatives.

SECTION 6 PERFORMANCE INDICATORS

To help manage and continually improve our performance and service and determine if we are meeting our aims and objectives, it is important that we have in place a number of performance indicators through which we can monitor and review our progress.

These indicators are all linked to our aims and objectives and to the priority work-streams and themes discussed in earlier sections. The indicators also help staff to be clear about their own objectives and targets, allowing them to assess how well they are personally performing in meeting both their own and the Units' objectives and targets.

Whilst many of the indicators are similar to last year, targets have been changed to reflect current priorities and work-streams.

New indicators have been added this year in respect of flood planning and recovery / humanitarian assistance planning to fit with new work and expectations placed on the EPU. A further indicator has been added in respect of compliments received or complaints made. The indicator for the Tall Ships Race that was introduced last year will 'run its course' this year and end after completion of the event in August 2010.

Also included are a number of "cross cutting indicators" used to monitor performance against the Regeneration and Neighbourhoods Department of Hartlepool Borough Council. The Emergency Planning Unit is a division within that department of the Council who are the "host" / lead authority.

NO	INDICATOR	OUTCOME	2010/11 TARGET
1	Develop and review emergency planning arrangements in each local authority	<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
2	Provision of an effective Cleveland Community Risk Register (CRR)	<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
3	Number of plans produced / reviewed for COMAH establishments. (as at 01.04.09, Cleveland has 38 top tier COMAH sites – 11% of national total)	<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 • Validity of plans produced to satisfaction of Competent Authority 	<ul style="list-style-type: none"> • 8 plans to be reviewed or produced • Assess regional impact on all COMAH plans (Buncefield recommendation) • COMAH Overview document to be reviewed 6 monthly

**4.1
Appendix 1**

NO	INDICATOR	OUTCOME	2010/11 TARGET
4	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 lists • Review of each local authority / EMRT contacts lists at least quarterly
5	Provide information to the public / residents about the EPU and 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 • Assist in meeting the statutory requirements of the Civil Contingencies Act 	<ul style="list-style-type: none"> • Produce 3 pieces of information material • Material made available on CEPU and LRF websites • Briefing note to responders on 3 subject matters, e.g. COMAH review, pandemic flu and resilient telecommunications
6	Provision of effective internet websites 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 contingencies planning <p>www.clevelandemergencyplanning.info www.clevelandlrf.org.uk</p>	<ul style="list-style-type: none"> • Web site reviewed every 28 days • New 'cover story' on CEPU website on a quarterly basis • Project leader to place new items on website within 5 days of receipt. • Publish events/training of LRF partners on website

**4.1
Appendix 1**

NO	INDICATOR	OUTCOME	2010/11 TARGET
7	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
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 • Produce Event Safety Plan by 31st May • Complete Event Control plan by 31st May
9	Training of Local Authority and Emergency Planning Unit staff	<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 • 30 local authority staff in each Council to receive "in house" training • Hold 4 Local Authority Exercises (1 per Borough) • EP officers to receive average of 3 days training & Admin staff 1 day • Hold 3 multi-agency training days

**4.1
Appendix 1**

NO	INDICATOR	OUTCOME	2010/11 TARGET
10	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 • Be major participants in planning for and response to major level 2 exercise on 19th May 2010 • Membership of HSE working group producing national guidance on testing and exercising
11	Ensure compliance with the Pipeline Safety Regulations through the review and writing of emergency response plans for hazardous pipelines	<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 2 PSR plans • Undertake 6 monthly review of Pipeline's Overview
12	Time to produce an off-site emergency plan under the COMAH (Control of Major Accident Hazard Regulations) Pipeline Safety Regulations or Radiation (Emergency Preparedness & Public Information) Regs (REPPIR)	<ul style="list-style-type: none"> • Meet statutory duties of COMAH and 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>30 working days</p> <p>(from commencement of writing plan to sending draft out for consultation)</p>

**4.1
Appendix 1**

NO	INDICATOR	OUTCOME	2010/11 TARGET
13	Increase awareness of emergency planning and the Civil Contingencies Act within the local authorities	<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 • 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 of the local authorities
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 knowledge • Improve liaison, knowledge 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 LRF meetings • 4 meetings of the Local Resilience Working Group • 3 meetings of the Media Emergency Forum • 4 Ad hoc meetings • Produce LRF Digest for LRF Members quarterly • CCS Gateway Bulletins to be summarised, actions determined & disseminated to LRF Members within 5 days of receipt

**4.1
Appendix 1**

NO	INDICATOR	OUTCOME	2010/11 TARGET
15	Promote Business Continuity Management to small and medium 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 to go to SME's • Hold 3 meetings of the Business Continuity Sub Group • Present at 2 seminar / conference for SME's • Hold one half day seminar • Develop working relations with PCT's and other Cat 1 & 2 responder agencies
16	Increase involvement of the 'voluntary sector' in emergency planning	<ul style="list-style-type: none"> • Best Value • Improve liaison, knowledge and understanding between all parties • Meets central government guidance 	<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 • Conduct 1 out of hours contact exercise.

**4.1
Appendix 1**

NO	INDICATOR	OUTCOME	2010/11 TARGET
17	Meetings with Partnership Agencies and Organisations within the North East region	<ul style="list-style-type: none"> • Sharing information • Improve liaison, knowledge and understanding, thereby assisting agencies to work more closely • Dissemination of minutes to interested parties 	<ul style="list-style-type: none"> • 3 meetings with Regional Resilience Team (GONE) • 8 meetings with regional operations groups e.g. CBRN, Media, Utilities • 4 Ad hoc 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 once per year • Conduct exercise involving the plan
19	Event Planning	<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 • Provide 100% requests for assistance from Event teams • Produce event plans for 10 events • Provide SAG guidance in consultation with councils and emergency services

**4.1
Appendix 1**

NO	INDICATOR	OUTCOME	2010/11 TARGET
20	Develop and review plans for flooding	<ul style="list-style-type: none"> • Meet requirements of integrated emergency management • Meet recommendations of the Pitt Report • Ensure plans are robust to deal with a variety of flooding incidents • Validity of plans produced to satisfaction of Defra and Environment Agency 	<ul style="list-style-type: none"> • Review Adverse Weather protocol • Produce multi agency flood response plan by Sept '10 • Review plan by March '11 • Conduct one exercise with flood scenario • Produce generic Reservoir Inundation Plan by September 2010
21	Recovery and Humanitarian Assistance planning	<ul style="list-style-type: none"> • Meet requirements of integrated emergency management • Have effective plans in place • Meet Civil Contingencies Secretariat "Expectations and Indicators of Best Practice Set" • Meet requirements set out in statutory guidance "Emergency Preparedness" • Ensure responding / participating agencies are aware of their roles and responsibilities 	<ul style="list-style-type: none"> • Produce 'Influx of British Nationals' plan by July 2010 • Review both the Recovery Plan and the Humanitarian Assistance Plan by December 2010 • Conduct 1 exercise or hold 1 multi agency training day
22	Number of written compliments or complaints received within the unit	<ul style="list-style-type: none"> • Best Value • Assists with Appraisals • Good management practice 	<ul style="list-style-type: none"> • All to be recorded and acknowledged within 3 days of receipt • 10 written compliments • No more than 2 written complaints

**4.1
Appendix 1**

NO	INDICATOR	OUTCOME	2010/11 TARGET
23	Circulation of minutes of meetings and other information received within the unit	<ul style="list-style-type: none"> • Good administrative practice • Allows 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
24	(a) Invoices received in Emergency Planning Unit processed & sent to finance section for payment. (b) Submission of requests for invoices for exercises and/or plans	<ul style="list-style-type: none"> • Best Value • Improve the internal administrative working of Emergency Planning Unit • Effective cost recovery 	<ul style="list-style-type: none"> • Code / authorise payment within 2 days of receipt (Integra system) • EPO's to provide costing within 7 days of exercise or plan completion

CROSS CUTTING INDICATORS – HARTLEPOOL BOROUGH COUNCIL (HOST AUTHORITY)

NO	INDICATOR	REGENERATION & NEIGHBOURHOODS DEPARTMENT 2010/11	EPU 2010/11
1	Completion of staff appraisals	100%	100%
2	Average number of days training per employee	3	3
3	Average number of days lost to sickness	10.5	8.00

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee
Report from: Chief Emergency Planning Officer
Date: 30th June 2010
Subject: **REVIEW OF PERFORMANCE INDICATORS 2009/10**

1. PURPOSE OF REPORT:

To inform the Joint Committee of the results and progress made on 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 31st March 2010.
- 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 EPU 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 were a total of 21 performance indicators shown in the Annual Plan for 2009/10 and all indicators have been achieved, either in full or part. Most of the indicators had several targets within them, with all the significant targets being achieved.
- 2.5 Emergency Planners have striven to achieve these performance indicators and provides evidence of the commitment of the staff within the Emergency Planning Unit, especially when it is considered that three new emergency planning officers were appointed in mid 2009 and as expected, they took time to settle into their new role and begin to contribute fully to the work of the EPU. All three are still on a steep learning curve.

- 2.6 Further, several of the indicators were strengthened and enhanced from the previous year, especially to meet the requirements shown in the new Expectations and Indicators of Good Practice document produced by the Civil Contingencies Secretariat. Additionally, new commitments being placed upon the Local Resilience Forum and Local Authorities by the Cabinet Office and other Government departments, for example, Defra, have placed additional demands upon emergency planners. Two examples of this are the requirement for Reservoir Inundation Plans and an Influx of British Nationals Plan.
- 2.7 The annual plan also included 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. The EPU results were in line with or better than those for the Department.

3. POINTS OF NOTE

- 3.1 Three indicators were not fully achieved, although all had a number of targets within each indicator.
- We were unable to get a senior Elected Member on a course at the Emergency Planning College although many did receive 'in-house' awareness training. (indicator 13)
 - We held three meetings with the voluntary agencies instead of four, but one was held in April 2010. (indicator 16)
 - Some documentation was produced for Event Planning Teams and one meeting instead of two was achieved. However, the main focus of this indicator was for Event Planning Teams, both from within the Local Authorities and externally, to become accustomed to establishing Safety Advisory Teams when planning large events and this has been achieved. (indicator 19)
- 3.2 There were a number of notable achievements, for example:
- Provision of the Duty Officer Scheme, especially during the period of several months when staff eligible to undertake the role were depleted (indicator 4)
 - The provision of two significant pieces of information to the public, namely the 'Prepare for Emergencies' Z card and the bookmarks. (indicator 9)
 - The target of 40 working days to write a COMAH or Pipelines Safety Plan was reduced to 35 days. Credit must be given to the Senior Emergency Planning Officer with responsibility for industrial liaison. (indicator 12)
- 3.3 Two issues are worthy of note:
- Whilst all four targets shown in indicator 14 which relates to partnership working and sharing of information were achieved, the agendas of the three principle forums are constantly being driven by the Chief Emergency Planning Officer and staff within the

EPU, despite efforts to get other category 1 responders to bring items forward. (the same applies to the sub groups which are chaired by EPU officers). This does of course ensure that the EPU remains as the central 'force' of all emergency and civil contingencies planning across the Cleveland area.

- Whilst the sickness target was achieved, with only 66 days of sickness (full time equivalent) during the year, most of this total related to one member of staff (56 days). Therefore the average for all other members of staff was less than 1 day (0.95) which is an excellent achievement.

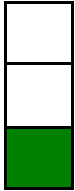
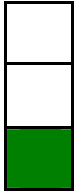
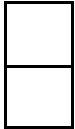
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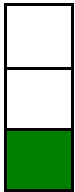
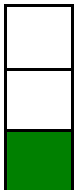
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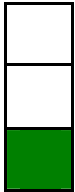
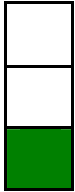
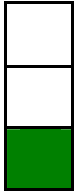
Report Author: Denis Hampson
Chief Emergency Planning Officer

Date: 31st May 2010

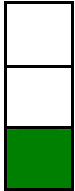
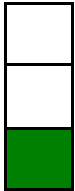

PROGRESS ON THE PERFORMANCE INDICATORS FOR 2009/10

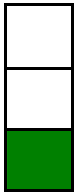
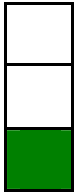
NO	INDICATOR	OUTCOME	2009 / 10 TARGET	PROGRESS
1 	Develop and review emergency planning arrangements in each local authority	<ul style="list-style-type: none"> To ensure each authority has an effective and up to date Major Incident Response Plan To ensure departments / service areas have effective plans which are an integral part of the Councils Major Incident Response Plan Staff are aware of their roles and responsibilities 	a) Each Local Authority Major Incident Response Plan to be reviewed within the 12 month period, taking into account the departmental / service plans. b) Conduct one call out / contact after hours exercise in each local authority	a) Achieved - a review of the MI Response Plan in each of the four councils was completed. b) Achieved - Exercise satisfactorily completed in each local authority.
2 	Provision of an effective Cleveland Community Risk Register (CRR)	<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 	a) Ensure all significant local risks are addressed in CRR b) Review the CRR on EPU & LRF web sites 6 monthly c) Hold 4 meetings of Risk Sub Group to monitor and review the register d) Report to Local Resilience Forum annually	a) Achieved - all local risks are now shown in CRR b) Reviewed 28 February 2010 – to be reviewed again in June 2010. c) 4 meetings held during the year. Good attendance at group meetings. d) Report taken to LRF in January 2010
3 	Number of plans produced / reviewed for COMAH establishments (as at 01.04.09 Cleveland has 38 top tier COMAH sites – 11% of national total)	<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 Validity of plans produced to satisfaction of 	a) 8 plans to be reviewed or produced b) Assess regional impact on all COMAH plans	a) Achieved - 8 plans reviewed. b) Achieved additional paragraph added to plans as they are

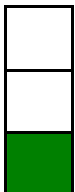
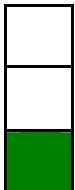
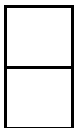
NO	INDICATOR	OUTCOME	2009 / 10 TARGET	PROGRESS
 4 	Provide an efficient duty officer scheme – 24/7 x 365	Competent Authority <ul style="list-style-type: none"> • Best Value • Ensure Local Authority are alerted to incidents so they can respond effectively • Provide effective response by Emergency Planning Officer(s) 	(Buncefield recommendation) a) 98% b) Annual review of EPU telephone contacts and agency lists c) Review of each local authority / EMRT contacts lists at least ¼ly or when significant changes occur	written or reviewed. a) 100% achieved. Good commitment shown by staff during period of reduced staff numbers b) & c) Achieved - EPU Contact list & local authority lists reviewed / updated.
5 	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 	a) One exercise/training event in each Council b) Review Rest centre Boxes c) Review Transport Plan	a) Achieved but recent staff changes consequent of council restructures and business transformation have impacted on staff trained/exercised. b) Review of Rest Centre boxes fully achieved. c) Transport Plan review completed by Dec 09.


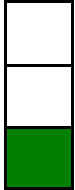

<p>6</p> 	<p>Provision of an effective internet website for both the Cleveland Emergency Planning Unit and the Cleveland Local resilience Forum (LRF)</p>	<ul style="list-style-type: none"> Improved interaction with public/customers Provision of system to inform the public of the risks associated with the area, allowing them to take any preventative actions felt appropriate Provide focal point for public to gain information on emergency and civil contingencies planning 	<p>a) Web site reviewed at least every 28 days b) New 'cover story' on CEPU website on a quarterly basis c) Project Leader to place new items on website within 5 days of receipt d) Publish events/training of LRF partners on website</p>	<p>a) Achieved – reviewed monthly b) Achieved – 5 different stories over past year. c) Achieved. d) Achieved but is always dependent upon information being to EPU by partners.</p>
NO	INDICATOR	OUTCOME	2009 / 10 TARGET	PROGRESS
<p>7</p> 	<p>Conduct / participate in multi-agency exercises under COMAH / Pipelines / REPIR Regulations</p>	<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 	<p>a) 10 COMAH exercises b) 3 level one Nuclear exercises c) Take part in extensive preparations for major level 2 exercise in May 2010</p>	<p>a) Achieved - 16 COMAH exercises completed b) Achieved – 3 level one nuclear exercise completed. c) Achieved but planning still ongoing. Two planning meetings held to date.</p>
<p>8</p> 	<p>Planning for the Tall Ships Race in Hartlepool in August 2010</p>	<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 	<p>a) CEPO to chair Safety Advisory Group and EPU to provide Secretariat for SAG b) Hold bi-monthly meetings of SAG c) Meet targets set in the Tall Ship's Project plan d) 80% of Event Safety Plan produced e) Event Control plan</p>	<p>a) Achieved – CEPO chairs SAG and EPU provide secretariat. b) Achieved – bi monthly meetings held. From March 10, being held monthly. c) Targets for project plan and other plans being achieved – did incur 'slippage' due to resignation of SEPO for</p>


			completed	Hartlepool but now on track.
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 Assist in meeting the statutory requirements of the Civil Contingencies Act 	<ul style="list-style-type: none"> a) Produce 3 pieces of information material b) Material made available on CEPU and LRF websites c) Briefing note to responders on 3 subject matters, e.g. COMAH review, pandemic flu and resilient telecommunications 	<ul style="list-style-type: none"> a) Achieved - two significant - Z card and bookmarks – and both received good media coverage. b) Achieved material available on websites c) Achieved - briefing notes produced on Flood Rescue Register, MTPAS (resilient communications) and Swine Flu.
NO	INDICATOR	OUTCOME	2009 / 10 TARGET	PROGRESS
10	Training of Local Authority and Emergency Planning Unit staff	<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"> a) 8 local authority staff to attend external courses b) 20 local authority staff in each Council to receive “in house” training c) Hold 4 Local Authority Exercises (1 per Borough) d) EPU staff to attend average of 3 days training e) Provision of 3 multi-agency training days 	<ul style="list-style-type: none"> a) Achieved - 9 staff attended Emergency Planning College b) Achieved – training given on BCM; Fuel Plan & Swine Flu. c) Achieved e.g. Call out exercise held in each LA and over 30 Hartlepool staff attended Tall Ships exercise on 23.03.10 d) Achieved e) Achieved – training days re Voluntary Sector, Business Continuity & Town Centre evacuation

<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 	<p>a) Review and/or test 2 plans b) CEPO to pro-actively be involved in regime that is amending the PSR ready for implementation in 2010</p>	<p>a) Achieved - 2 plans (px Ltd & GDF Suez) reviewed. b) Achieved – CEPO was member of national sub-group chaired by HSE re PSR.</p>
<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>a) 40 working days (from commencement of writing plan to sending draft out for consultation)</p>	<p>a) Achieved – generally plans being completed within 35 days</p>
<p>NO</p>	<p>INDICATOR</p>	<p>OUTCOME</p>	<p>2009/10 TARGET</p>	<p>PROGRESS</p>
<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. 	<p>a) Elected / LSP Members invited to attend seminar / training days provided by EPU b) One Elected Member to attend Emergency Planning College c) Minimum of three EMRT meetings to be held in each Borough where EMRTs are held d) EPU staff to attend 2 public events for promotional</p>	<p>a) Achieved - Invitations provided but there was limited take-up. b) Not achieved c) Achieved – meetings held. d) Achieved - EPU staff attended Stockton Festival and Cleveland Show . Mela cancelled.</p>

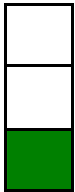
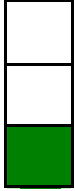
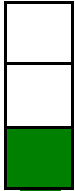
			<p>purposes</p> <p>e) Produce 1 article for inclusion on website of the local authorities</p>	<p>e) Achieved – articles produced on swine flu.</p>
<p>14</p> 	<p>Effective partnership working on a multi-agency basis across the Tees Valley area, with particular reference to the Cleveland Local resilience Forum</p>	<ul style="list-style-type: none"> • Sharing information and knowledge • Improve liaison, knowledge 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 	<p>a) 4 meetings of the Local Resilience Forum</p> <p>b) 4 meetings of the Local Resilience Working Group</p> <p>c) 3 meetings of the Media Emergency Forum</p> <p>d) 4 Ad hoc meetings</p>	<p>a) – d) All targets 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 bring forward items.</p>
NO	INDICATOR	OUTCOME	2009/10 TARGET	PROGRESS
<p>15</p> 	<p>Promote Business Continuity Management to medium and small enterprises (SMEs)</p>	<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 • SMEs are more able to recover from the effects of an emergency 	<p>a) Continue working relation with Tees Valley Business Link & North East Chamber of Commerce</p> <p>b) Produce 4 pieces of literature for dissemination to SMEs</p> <p>c) Hold 3 meetings of the Business Continuity Sub Group</p> <p>d) Present at 2 seminar / conference for SMEs</p> <p>e) Develop working</p>	<p>a) Achieved – liaison is continuing. Presentation given to Business Link.</p> <p>b) Achieved - literature produced and put on website.</p> <p>c) Achieved - meetings of BCM group held.</p> <p>d) Achieved - two presentations given. (Care homes – swine flu)</p>

			relations with PCT's and other Cat 1 & 2 responder agencies	e) Achieved - relationships has improved through PCT EPO
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 	a) Hold 4 meetings with Voluntary Agencies b) Involve one or more agencies in 2 exercises c) 4 training sessions / presentations to or with Voluntary Agencies d) 1 'live play' rest centre exercise involving voluntary agencies	a) Mainly achieved - 3 meetings held and 4th one held in April 2010. b) Achieved - Red Cross / WRVS / Raynet involved. c) Achieved e.g. attended Tall Ship's exercise d) Achieved.
NO	INDICATOR	OUTCOME	2009/10 TARGET	PROGRESS
17 	Meetings with Partnership Agencies and Organisations within the North East region	<ul style="list-style-type: none"> • Sharing information • Improve liaison, know ledge and understanding, thereby assisting agencies to work more closely • Dissemination of minutes to interested parties 	a) 3 meetings with Regional Resilience Team (GONE) b) 8 meetings with regional operations groups e.g. CBRN, Media, Utilities c) 4 Ad hoc meetings	a) – d) All targets achieved. Regular meetings were held with various partner agencies. This indicator was more easily achieved than expected due to swine 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 	a) Review CEPU plan b) Conduct an exercise involving the plan	a) Achieved – reviewed in January 2010. b) Achieved – exercise conducted in 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 	<p>a) Work with the Event Planning Teams to produce appropriate documents</p> <p>b) Meet 100% requests for assistance from Event teams</p> <p>c) Produce event plans for 10 events</p> <p>d) Hold a Cleveland Safety Advisory Group meeting twice yearly</p> <p>e) Provide SAG guidance in consultation with councils & emergency services</p>	<p>a) Partially achieved – some documents produced but further work planned in schedule.</p> <p>b) Achieved - all requests being met.</p> <p>c) Achieved – over 10 plans produced e.g. Mela, Dockfest, 10k Road Race, Odins Glow .</p> <p>d) Partially achieved - one meeting held. Another meeting planned.</p> <p>e) Achieved – guidance / involvement as appropriate.</p>
<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 	<p>a) Circulated within 8 working days of meeting date</p> <p>b) Circulation of other material within 5 days</p>	<p>a) Achieved - targets achieved through good administrative practices.</p> <p>b) Achieved - 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. (b) Submission of requests for invoices for exercises and/or plans</p>	<ul style="list-style-type: none"> • Best Value • Improve the internal administrative working of Emergency Planning Unit • Effective cost recovery 	<p>a) Invoices processed/sent within 5 days b) EPO's to provide costing within 7 days of exercise or plan completion</p>	<p>a) Achieved. b) Achieved.</p>
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CROSS CUTTING INDICATORS

NO	INDICATOR	NEIGHBOURHOOD SERVICES DEPARTMENT 2009/10	EPU 2009/10	PROGRESS
<p>1</p> 	<p>Percentage of appraisals carried out within the Emergency Planning Unit</p>	<p>100%</p>	<p>100%</p>	<p>Achieved - all appraisals for 2009 completed</p>
<p>2</p> 	<p>Average number of days training per employee within the Emergency Planning Unit</p>	<p>3</p>	<p>3</p>	<p>Achieved - target exceeded due to new staff within the EPU.</p>
<p>3</p> 	<p>Average number of days lost to sickness within the Emergency Planning Unit</p>	<p>10.5</p>	<p>8.00</p>	<p>Achieved – total of 66 days (full time equivalent) lost to sickness. Equates to average of 5.8 days. However 56 days related to one member of staff. Therefore average for all other staff is 0.95</p>

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee

From: Chief Emergency Planning Officer

Date: 30th June 2010

Subject: **FREEDOM OF INFORMATION ACT – EMERGENCY PLANNING PUBLICATION SCHEME**

1. Purpose of the Report

- 1.1 To present to Members a draft Freedom of Information Publication Scheme that will be utilised in the future for both the Cleveland Emergency Planning Unit and the Emergency Planning Joint Committee.
- 1.2 To seek approval from Members to adopt the draft publication scheme.

2. Background

- 2.1 The recent external audit of the Emergency Planning Joint Committee (EPJC) reported that it considered the EPJC to be an “outside body” and as such there was a requirement for the EPJC to have its own publication scheme under the Freedom of Information Act 2000.
- 2.2 To date, there has not been any requests for information about the EPJC from the public since the inception of the Freedom of Information Act (FOI). There has only been one request for information under the FOI about the Cleveland Emergency Planning Unit, although the public regularly view information about the Unit on the EPU website (5000 ‘hits’ per month) and there have been numerous requests for information through the “feedback form” shown on the website. These have been readily dealt with and have never been classed as requests for information under FOI. Further, the EPU has evidence of documents from the website being downloaded from the “documents” section and this appears to satisfy the public need of information about the EPU and the work that the EPU performs.
- 2.3 The Emergency Planning Unit is committed to being open about its aims and objectives and the publication of documents. Under the Civil Contingencies Act 2004, there is a duty upon emergency planners and Category 1 emergency responders to share information and co-operate with each other and the EPU website plays a vital role in sharing this information. Further the “Prepare for Emergencies” leaflet (Z card) has

assisted in both alerting the public to the presence of the Cleveland Emergency Planning Unit and the work that the Unit performs.

- 2.4 To date, the EPU has complied with the FOI through attaching itself to the publication scheme of Hartlepool Borough Council as the 'host' authority for emergency planning. The only FIO request about the EPU was dealt with through the Hartlepool Borough Council scheme.

3. **Legal and Constitutional Position**

- 3.1 The Cleveland Emergency Planning Unit is a "Joint Unit" established under articles in the constitution of each of the four local authorities, for example, article 11 and part 7, schedule 'A' of the constitution of Hartlepool Borough Council provide the power to establish a joint arrangement with one or more local authority and to exercise executive functions.
- 3.2 The power to establish a joint arrangement under the constitution of the four local authorities is conferred from Section 101 of the Local Government Act 1972 - 'Arrangements for discharge of functions by local authorities'. Section 102 – 'Appointment of Committees' allows local authorities (two or more) to appoint a Joint Committee with respect to any joint arrangement made under section 101.
- 3.3 The definition of 'public authority' is set out in Schedule 1 of the Freedom of Information Act 2000. Whilst the definition is lengthy it does include at Part II section 25 that a public authority includes a joint committee constituted in accordance with sections 101 and 102 of the Local Government Act
- 3.4 Therefore, the legal position is that both the Emergency Planning Joint Committee and Cleveland Emergency Planning Unit are a public authority for the purposes of the Freedom of Information Act and are classed as an "outside body". Therefore there is a legal requirement to adopt the model publication scheme introduced by the Information Commissioner's Office.

4. **Publication Scheme**

- 4.1 To comply with the FIO, the website of the EPU will be revamped to show the role of the Joint Committee. The 'EP Joint Committee' section will provide details of the constitution of the committee and terms of reference. (see **Appendix A**)
- 4.2 At the present time, the minutes of the Joint Committee are available through the Hartlepool Borough Council website but in future will also be placed within the EP Joint Committee section on the EPU website.

- 4.3 Details of the FOI publication scheme will be shown on the newly created 'publication scheme' section on the front page of the EPU website. (see **Appendix B**)
- 4.4 The present page of the EPU website is shown at **Appendix C**.
- 4.5 The scheme will be overseen by the Chief Emergency Planning Officer on behalf of the Joint Committee and administered within the Emergency Planning Unit.

5. **Recommendations**

- 5.1 That Members' note the report
- 5.2 That Members' approve the draft FOI publication scheme for both the Joint Committee and the Cleveland Emergency Planning Unit.
- 5.3 That Members approve the scheme is overseen by the Chief Emergency Planning Officer on behalf of the Joint Committee and administered within the Emergency Planning Unit.

Report Author: Denis Hampson
Chief Emergency Planning Officer

Report date: 8th June 2010

Appendix A

EP Joint Committee

The following will be included in the EP Joint Committee section on the EPU website.

CLEVELAND EMERGENCY JOINT COMMITTEE

Introduction

The Emergency Planning Joint Committee is an Executive Committee of the four constituent unitary Local Authorities in the former area of the County of Cleveland, namely Hartlepool Borough Council; Stockton-on-Tees Borough Council; Middlesbrough Borough Council and Redcar & Cleveland Borough Council.

Hartlepool Borough Council have been nominated as the “host / lead” authority for the Cleveland Emergency Planning Unit (CEPU) and provide the following services and facilities for/to the CEPU:

- Human Resources
- Finance
- Democratic Services
- Legal Services
- Information Technology (IT)

Legal and Constitutional Position

The Cleveland Emergency Planning Unit is a “Joint Unit” established under articles in the constitution of each of the four local authorities, for example, article 11 and part 7, schedule ‘A’ of the constitution of Hartlepool Borough Council provide the power to establish a joint arrangement with one or more local authority and to exercise executive functions.

The power to establish a joint arrangement under the constitution of the four local authorities is conferred from Section 101 of the Local Government Act 1972 - ‘Arrangements for discharge of functions by local authorities’. Section 102 – ‘Appointment of Committees’ allows local authorities (two or more) to appoint a Joint Committee with respect to any joint arrangement made under section 101.

The definition of ‘public authority’ is set out in Schedule 1 of the Freedom of Information Act 2000. Whilst the definition is lengthy it does include at Part II section 25 that a public authority includes a joint committee constituted in accordance with sections 101 and 102 of the Local Government Act

Therefore, the legal position is that both the Emergency Planning Joint Committee and Cleveland Emergency Planning Unit are a public authority for the purposes of the Local Government Act and the Freedom of Information Act and are classed as and “outside body”.

Membership of the Emergency Planning Joint Committee

On a yearly basis the four constituent Local Authorities elect an Elected Member (Councillor) to act on their behalf as a member of the Joint Committee.

Due to the Committee having executive powers, membership is made up of a leading/senior Councillor from each of the four Local authorities, for example, a Portfolio Holder or Cabinet member.

The Joint Committee meets on a quarterly basis to meet the terms of reference of the committee. Meetings are arranged and administered through the Democratic Services Officer of Hartlepool Borough Council.

The Chair of the Committee is elected on a yearly basis from the membership of the committee. This election occurs at the first meeting in the fiscal year.

2010 – 2011 membership is:

- Elected Mayor Stuart Drummond, Hartlepool Borough Council
- Councillor Terry Laing, Stockton-on-Tees Borough Council
- Councillor Dave McLuckie, Redcar and Cleveland Borough Council
- Councillor Julia Rostrum, Middlesbrough Borough Council

Terms of Reference of the Joint Committee

To exercise the executive duties and functions of the four unitary authorities in relation to the following matters:

1. To approve for each Borough the annual budget required by the Cleveland Emergency Planning Unit to fulfil its duties and responsibilities on behalf of the four unitary authorities and the basis of disaggregation to be met by the constituent authorities.
2. To approve 'year end' reports on the budgetary performance of the Emergency Planning Unit, in accordance with financial regulations and procedures, including requests to place unspent money in 'reserves' or carry money forward.
3. To approve the Annual Plan of the Emergency Planning Unit and receive a report thereon at each year end.
4. To oversee the performance and effectiveness of the Emergency Planning Unit and its value to the four unitary authorities.
5. To draw to the attention of each of the constituent authorities best practice in the field of emergency planning and the impact of new legislation and regulations.

6. To undertake the appointments procedure in relation to the post of Chief Emergency Planning Officer.
7. To get and review the staffing establishment of the Emergency Planning Unit in accordance with the budget provision approved by the four constituent authorities.
8. To be responsible for, and keep under review, the accommodation and provision of equipment / facilities in the Emergency Planning Unit.
9. To approve the holding of Members Seminars in relation to emergency planning responsibilities and activities.
10. The Committee should meet at least 4 times per year at times to be determined by the Chair of the Joint Committee.
11. The quorum for meetings of the Joint Committee is 3.
12. The Chair of the Joint Committee will be appointed for the following 12 months at the first meeting in each fiscal year.

Appendix B

The following is to be shown in the “Publication Scheme” section on the CEPU website:

**Emergency Planning Joint Committee and Cleveland Emergency
Planning Unit (herein called the “authority”)
Publication Scheme**

A model publication scheme has been prepared and approved by the Information Commissioner. It has been adopted without modification by the authority without further approval, and will be valid until further notice.

This publication scheme commits the authority to make information available to the public as part of its normal business activities. The information covered is included in the classes of information mentioned below, where this information is held by the authority. Additional assistance is provided to the definition of these classes in sector specific guidance manuals issued by the Information Commissioner. For further information please see:

http://www.ico.gov.uk/what_we_cover/freedom_of_information/publication_schemes/download_model_publication_scheme.aspx

The scheme commits the authority:

- To proactively publish or otherwise make available as a matter of routine, information, including environmental information, which is held by the authority and falls within the classifications below.
- To specify the information which is held by the authority and falls within the classifications below.
- To proactively publish or otherwise make available as a matter of routine, information in line with the statements contained within this scheme.
- To produce and publish the methods by which the specific information is made routinely available so that it can be easily identified and accessed by members of the public.
- To review and update on a regular basis the information the authority makes available under this scheme.
- To produce a schedule of any fees charged for access to information which is made proactively available.
- To make this publication scheme available to the public.

Classes of Information

Who we are and what we do.

Organisational information, locations and contacts, constitutional and legal governance.

What we spend and how we spend it.

Financial information relating to projected and actual income and expenditure, tendering, procurement and contracts.

What our priorities are and how we are doing.

Strategy and performance information, plans, assessments, inspections and reviews.

How we make decisions.

Policy proposals and decisions. Decision making processes, internal criteria and procedures, consultations.

Our policies and procedures.

Current written protocols for delivering our functions and responsibilities.

Lists and Registers.

Information held in registers required by law and other lists and registers relating to the functions of the authority.

The Services we Offer.

Advice and guidance, booklets and leaflets, transactions and media releases. A description of the services offered.

The classes of information will not generally include:

- Information the disclosure of which is prevented by law, or exempt under the Freedom of Information Act, or is otherwise properly considered to be protected from disclosure.
- Information in draft form.
- Information that is no longer readily available as it is contained in files that have been placed in archive storage, or is difficult to access for similar reasons.

The method by which information published under this scheme will be made available

The authority will indicate clearly to the public what information is covered by the scheme and how it can be obtained.

Where it is within the capability of a public authority, information will be provided on a website. Where it is impracticable to make information available on a website or when an individual does not wish to access information by the

website, a public authority will indicate how information can be obtained by other means and provide it by other means.

In exceptional circumstances some information may be available only by viewing in person. Where this manner is specified, contact details will be provided. An appointment to view the information will be arranged within a reasonable timescale.

How we make decisions.

Our policies and procedures.

The authority will indicate clearly to the public what information is covered by this scheme and how it can be obtained.

Where it is within the capability of a public authority, information will be provided on a website. Where it is impracticable to make information available on a website or when an individual does not wish to access the information by the website, a public authority will indicate how information can be obtained by other means and provide it by those means.

Information will be provided in the language in which it is held or in such other language that is legally required. Where an authority is legally required to translate any information, it will do so.

Obligations under disability and discrimination legislation and any other legislation to provide information in other forms and formats will be adhered to when providing information in accordance with this scheme.

Charges which may be made for information published under this scheme

The purpose of this scheme is to make the maximum amount of information readily available at minimum inconvenience and cost to the public. Charges made by the authority for routinely published material will be justified and transparent and kept to a minimum.

Material which is published and accessed on a website will be provided free of charge.

Charges may be made for information subject to a charging regime specified by Parliament.

Charges may be made for actual disbursements incurred such as:

- photocopying
- postage and packaging
- the costs directly incurred as a result of viewing information

Charges may also be made for information provided under this scheme where they are legally authorised, they are in all the circumstances, including the general principles of the right of access to information held by public authorities, justified and are in accordance with a published schedule or schedules of fees which is readily available to the public.

If a charge is to be made, confirmation of the payment due will be given before the information is provided. Payment may be requested prior to provision of the information.

Written Requests

Information held by a public authority that is not published under this scheme can be requested in writing, when its provision will be considered in accordance with the provisions of the Freedom of Information Act.

To make a request please contact:

**Cleveland Emergency Planning Unit
PO Box 194
Middlesbrough
TS5 6YF**

Emergency Planning Publication Scheme

Freedom of Information Act 2000
Who We Are And What We Do
Organisational information, structures, locations and contacts

Organisational information, structures, locations and contacts.

Description	Title on website & Web Link	Contact	Availability	Cost
Structure of the authority	Annual Plan, FAQs, Documents, EP Joint Committee www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Staff structure of the authority	Annual Plan, The Team www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Contact information	Annual Plan, Front page of website www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Geographical area of operation	Annual Plan, FAQs, Documents www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
General outline of responsibilities	Annual Plan, EP Joint Committee www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Relationship with other authorities	Annual Plan, FAQs, Documents, EP Joint Committee www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost

What We Spend And How We Spend It
Organisational information, structures, locations and contacts

Financial information relating to projected and actual income and expenditure, procurement, contracts and financial audit.

Description	Title on website & Web Link	Contact	Availability	Cost
Summary of revenue budget estimates and capital expenditure plans	Annual Plan, Strategic Business Plan, EP Joint Committee www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Annual statement of accounts	Minutes of EP Joint Committee www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Financial audit reports	Minutes of EP Joint Committee www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Staff pay and grading structure	Annual Plan www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Expenses paid to or incurred by members of the authority and senior officers	Council audit reports www.clevelandemergencyplanning.info – then click on hyperlink on 2nd page of website to each Local Authority	Chief Accountant in each Local Authority	Each Local Authority website	No cost
Procurement procedures	CEPU adheres to Hartlepool BC procedures www.clevelandemergencyplanning.info – then click on hyperlink on 2nd page of website for HBC	Head of Resources Hartlepool Borough Council	HBC website	No cost

List of contracts and value	Not applicable			
Internal financial regulations and delegated authority	CEPU adheres to Hartlepool BC constitution and financial regulations www.clevelandemergencyplanning.info – then click on hyperlink on 2nd page of website for HBC	Chief Accountant Hartlepool Borough Council	HBC website	No cost

**What Our Priorities Are And How We Are Doing
Organisational information, structures, locations and contacts**

Strategies and plans, performance indicators, audits, inspections and reviews.

Description	Title on website & Web Link	Contact	Availability	Cost
Strategic plan, business plan, aims and objectives	Annual Plan, Aims & Objectives, Mission Statement, EP Joint Committee www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Reports indicating service provision, performance assessments, operational assessment reports	Annual Plan, Aims & Objectives, Mission Statement, EP Joint Committee, Minutes of EP Joint Committee www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost

Reports by external inspectors	EP Joint Committee, Minutes of EP Joint Committee www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Joint strategies	Annual Plan, Documents, FAQs www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Statistical information	Documents, FAQ's www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost

How We Make Decisions
Organisational information, structures, locations and contacts

Decision making processes and records of decisions.

Description	Title on website & Web Link	Contact	Availability	Cost
Schedule of meetings open to the public	Meetings of the Joint Committee are not open to the public			
Agendas and approved minutes of the authority	EP Joint Committee www.clevelandemergencyplanning.info or click on hyperlink on 2nd page of website for HBC	Chief Emergency Planning Officer or Democratic Services Officer, Hartlepool Borough Council	On website	No cost
Background papers for meetings open to the public	Not applicable			

Facts and analyses of facts used for decision making	EP Joint Committee (Reports & papers) www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Public consultations	Latest News, Documents, FAQ's www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost

Our Policies and Procedures
Organisational information, structures, locations and contacts

Current written protocols, policies and procedures for delivering our services and responsibilities.

Description	Title on website & Web Link	Contact	Availability	Cost
Policies and procedures for the conduct of authority business	EP Joint Committee, Documents, EPJC Terms of Reference www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Policies and procedures for the provision of services	Annual Plan, Documents, FAQ's www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Policies and procedures about the employment of staff	Held by Human Resources department Hartlepool Borough Council www.clevelandemergencyplanning.info – then click on hyperlink on 2nd page of website for HBC	Chief Personnel Officer Hartlepool Borough Council	Hartlepool BC website	No cost

Customer service	EPU adheres to the policies and procedures of Hartlepool Borough Council www.clevelandemergencyplanning.info – then click on hyperlink on 2nd page of website for HBC	Customer Services Manager Hartlepool Borough Council	Hartlepool Borough Council website	No cost
Internal instructions, manuals and guidelines	Documents www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Records management and personal data policies	EPU adheres to the policies and procedures of Hartlepool Borough Council www.clevelandemergencyplanning.info – then click on hyperlink on 2nd page of website for HBC	Customer Services Manager Hartlepool Borough Council	Hartlepool Borough Council website	No cost
Charging regimes and policies	Documents www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost

Lists and Registers
Organisational information, structures, locations and contacts

We expect this to be information contained only in current maintained lists and registers.

Description	Title on website & Web Link	Contact	Availability	Cost
Asset lists and information asset register	Documents www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost

Registers open to public inspection	No registers held by CEPU			
Register of members' interests	Held by Democratic Services Officer, Hartlepool Borough Council www.clevelandemergencyplanning.info – then click on hyperlink on 2nd page of website for HBC	Democratic Services Officer Hartlepool Borough Council	Available	No cost
Register of gifts and hospitality	Held by Democratic Services Officer, Hartlepool Borough Council www.clevelandemergencyplanning.info – then click on hyperlink on 2nd page of website for HBC	Democratic Services Officer	Available	No cost









The Services We Offer
Organisational information, structures, locations and contacts

Information about the services we offer, including leaflets, guidance and newsletters.

Description	Title on website & Web Link	Contact	Availability	Cost
Information about the provision of the authority's services	Annual Plan, FAQs, Documents www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost

Regulatory responsibilities and procedures	Annual Plan, FAQs, Documents, EP Joint Committee, COMA H www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Leaflets and explanatory booklets	Prepare for Emergencies (Zcard) leaflet, FAQs, Documents www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	On website	No cost
Services for which the Council is entitled to recover a fee, together with those fees	Production of COMA H Off-site plans (£55 per hour for time to produce plan, plus printing and postage costs) www.clevelandemergencyplanning.info	Chief Emergency Planning Officer	Available	No cost
Media releases	All media releases are processed through the Press Office at Hartlepool Borough Council www.clevelandemergencyplanning.info – then click on hyperlink on 2nd page of website for HBC	Press Officer, Hartlepool Borough Council	On HBC website	No cost

Appendix C

 CLEVELAND EMERGENCY PLANNING UNIT	
<ul style="list-style-type: none"> Latest News Police Ambulance Fire Brigade Documents Aims & Objectives Mission Statement FAQs L R F B C M Risk Register COMAH The Team Location Voluntary Orgs Secure Login <input checked="" type="checkbox"/> Prepare for Emergencies Card 	<p style="text-align: center;">Cleveland EPU</p> <p style="text-align: center;">Welcome to the Cleveland Emergency Planning Unit's website.</p> <p>The Unit provides an emergency planning service to the four local authorities in the former Cleveland area. Our role is to ensure the local authorities are prepared to respond to emergencies and to support the emergency services and the community. To this end we maintain and test the Major Incident Plan for each authority.</p> <p>Contingency plans are prepared for a range of hazards in our community including large scale events, industrial accidents and flooding in cooperation with organisations such as businesses, the Environment Agency, volunteer groups and the emergency services. This website gives an introduction to our work, our aims, objectives, mission statement as well as advice on Business Continuity and what to do in the event of an incident. If you can't find what you need on the website or if you have any comments or queries please use the feedback page or contact us directly via phone/e-mail.</p> <p>The Unit also incorporates the Emergency Planning Officers from Cleveland Police, Cleveland Fire Brigade and the North East Ambulance Service making it a unique arrangement. This approach ensures strong partnership working with excellent co-operation and sharing of information.</p> <p>Latest News</p> <p>27/05/10 Emergency Planning Bookmarks</p> <p>NEW bookmarks showing what do in the event of a major emergency have been distributed across Teesside. More Information</p> <p>03/09/09 Swine Flu Workshop</p> <p>There is a workshop aimed at Care Providers and Supporting People Providers organised by Middlesbrough Council and the EPU. More Information</p> <p>22/05/09 Public Information Cards Update</p> <p>The official launch of the public information cards and dates for delivery. More Information.</p> <p>01/05/09 Public Information Cards</p> <p>Residents of Cleveland will shortly be receiving a new Public Information Card outlining what can be done, before and during any incident. The cards will be delivered to households over the next month. More information.</p> <p>30/04/09 Influenza - Swine Flu</p> <p>For the latest information on influenza/Swine Flu see the Health Protection Agencies Website - HPA Influenza Page and the Department of Health DoH Website.</p> <p>18/03/09 Humanitarian Assistance Training</p> <p>On 18th March a Humanitarian Assistance Multi-Agency Training Day was held at the Wynyard Rooms Organised by Cleveland Emergency Planners Hayley Leighton and Claire Storey. More information. More Information</p> <p>For more information about Humanitarian Assistance in an emergency, please contact Cleveland Emergency Planning Unit on 01642 221121 or visit www.clevelandemergencyplanning.info</p> <div style="text-align: center;">  <p>Contact Information</p> <p>Telephone +44 (0)1642 221121 FAX +44 (0)1642 821016 Postal</p> <p>Address PO Box 194, Middlesbrough. TS5 6YF</p> <p>Geographic Post Code for Sat Nav TS5 6LG</p> <p>Copyright © 2008 Cleveland Emergency Planning Unit.</p> <p>Contact us through the Feedback Form</p> </div>
	<ul style="list-style-type: none">  The Home Office Terrorism Website  Government Office North East  Emergency Planning Society  UK Resilience  Environment Agency  Developing Community Resilience Through Schools Project

<http://www.clevelandemergencyplanning.info/>


09/06/2010

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[Click here for details of the Cleveland Community Risk Register.](#)

Local Information:

- [Road conditions on Teesside](#)
- [Flood Warnings](#)
- [Middlesbrough Borough Council](#)
- [Hartlepool Borough Council](#)
- [Redcar & Cleveland Borough Council](#)
- [Stockton-on-Tees Borough Council](#)
- [Cleveland Police](#)
- [Cleveland Fire Brigade](#)
- [Ambulance Service \(NEAS\)](#)
- [Cleveland Local Resilience Forum](#)



Cleveland EPU supporting the four local authorities and working in partnership with the police, fire and ambulance service

No liability is accepted in respect of the content of these linked websites as they are beyond the control of the Cleveland Emergency Planning Unit, Police Emergency Planning Unit, Cleveland Fire Brigade or North East Ambulance Service.

Teess

- Tree crash man named as teacher
- Domestic violence court for town
- Gun shots heard at housing estate

Top Stories

- Praise heaped on Laws after exit
- 'Top kill' fails to stop oil leak
- Forensic tests on river remains

UK

- Leaders in frantic election push
- Ash cloud alert for island routes
- Film and stage star Lynn Redgrave dies


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Current Weather

Wednesday, 09.06.2010

Middlesbrough  15° C

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Preparing for Emergencies

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CLEVELAND EMERGENCY PLANNING JOINT COMMITTEE

Report to: Emergency Planning Joint Committee

Report from: Chief Finance Officer

Date: 30th June 2010

Subject: 2009/10 Revenue Outturn Report

1. **PURPOSE**

1.1 To provide details of the revenue outturn for the Cleveland Emergency Planning Joint Committee for the year 2009/2010.

2. **BACKGROUND**

2.1 The Accounts and Audit (Amendment) (England) Regulations 2006 requires accounts to be approved by 30th June each year.

2.2 At the end of each financial year an annual revenue outturn report is submitted to this committee. Details of the outturn are included in the Statement of Accounts detailed at **Appendix A**.

3. **OUTTURN POSITION**

3.1 As previously reported to this committee, the projected outturn variance was expected to be favourable by £19,424. The final outturn position is a favourable variance of £33,357 which has arisen due to staff turnover in the Unit. This underspend has been transferred to a new earmarked reserve to fund costs associated with the forthcoming move to Aurora Court.

3. **RECOMMENDATION**

3.1 That Members approve the 2009/2010 revenue outturn.

Appendix A

Cleveland Emergency Planning Joint Committee

Statement of Accounts 2009/2010

Appendix A

TABLE OF CONTENTS

Explanatory Foreword

Income & Expenditure Account

Balance Sheet

Notes to the Financial Statements

Explanatory Foreword

This foreword provides details of the 2009/2010 outturn position for the Cleveland Emergency Planning Unit. The Unit is involved in several initiatives and these include the standard operation of the unit, its function as a Beacon Authority and as the lead for the Local Resilience Forum. Each of these initiatives has its own funding arrangements and these are detailed below.

Standard Operations of the Unit

The majority of the funding of the Unit derives from contributions from the four local authorities, each of which is allocated resources from the Government through the annual grant settlement.

The authorities contributions to the joint services are calculated according to an agreed arrangement based on population. For 2009/2010 the contributions were as follows: -

Hartlepool	£79,447
Middlesbrough	£125,572
Stockton-on-Tees	£145,075
Redcar & Cleveland	£112,076

The contributions from the authorities were supplemented by contributions from Cleveland Police to meet the costs associated with the shared accommodation at the Emergency Planning Unit and the half salary of an administrative assistant.

Additional income was received during 2009/2010 from charges made to those local companies that are subject to the Control of Major Accident Hazard (COMAH) Regulations 1999, although this was less than anticipated. Total income from all sources received in 2009/2010 was also less than expected and totalled £496,210.

Expenditure was £462,853 and this was less than expected due to staff turnover, resulting in a net favourable variance at outturn of £33,357. This variance was transferred to the earmarked reserve. Details of expenditure and income are set out below:

EMERGENCY PLANNING - REVENUE OUTTURN REPORT 2009/2010

Line No	Description of Expenditure	2009/10 Approved Budget	Actual Expenditure/ (Income)	Variance Adverse/ (Favourable)
Col. A	Col. B	Col. C	Col. D	Col. E
		£'000	£'000	(E=D-C) £'000
	EMERGENCY PLANNING EXPENDITURE			
1	Employees	410.2	369.3	(40.9)
2	Premises	30.6	25.8	(4.8)
3	Transport	16.3	14.3	(2.0)
4	Supplies & Services	39.6	34.1	(5.5)
5	Third Party Payments	4.4	4.4	0.0
6	Support Services	12.1	14.9	2.8
7	TOTAL EMERGENCY PLANNING EXPENDITURE	513.2	462.8	(50.4)
	EMERGENCY PLANNING INCOME			
8	Local Authority Contributions	(462.2)	(462.2)	0.0
9	Fee - COMAH Regulations	(30.2)	(9.3)	20.9
11	Other Income	(20.8)	(24.7)	(3.9)
12	TOTAL EMERGENCY PLANNING INCOME	(513.2)	(496.2)	17.0
13 (7+12)	GROSS OUTTURN	0.0	(33.4)	(33.4)
14	Transfer to Reserve Account	0.0	33.4	33.4
15	NET OUTTURN	0.0	0.0	0.0

Beacon Authority

The Beacon Scheme identifies excellence and innovation in local government. It is unique amongst award schemes because not only is it an accolade for excellence and new ways of working, it is also about sharing knowledge and experience for the benefit of everyone. The Unit joined forces with Cleveland Police and Cleveland Fire Brigade to highlight the successful inter-agency partnership arrangements operating in the area, and was awarded Beacon status.

A grant of £102,500 was received in 2007/2008 and is held by the unit on behalf of the successful partnership. Costs in 2009/10 of £29,343 were funded from the grant, leaving a total balance of unspent grant of £37,783. An earmarked reserve has been established and this is expected to be fully spent in 2010/11.

Local Resilience Forum (LRF)

The Forum is the body that oversees emergency planning and civil contingencies across the four unitary local authority areas of Hartlepool, Stockton, Redcar and Cleveland and Middlesbrough and is co-terminous with the boundary of Cleveland Police and Cleveland Fire Brigade. It comprises of senior officials representing all Category 1 Responders, as defined under the Civil Contingencies Act, together with key partners.

The costs of the Forum totalled £15,862 in 2009/2010 which was fully funded by a contribution from the earmarked reserve. This leaves a balance on the reserve of £12,845 to fund future years' expenditure.

The Unit is the lead for the Local Resilience Forum, and as such is responsible for administering the funding. All decisions regarding the use of this funding are made by the Forum members, as defined under the Civil Contingencies Act.

Income & Expenditure Account

2008/2009 Net Expenditure £000		2009/2010 Gross Expenditure £000	2009/2010 Gross Income £000	2009/2010 Net Expenditure £000
(1)	Central Services to the Public	463	496	(33)
(1)	Net Cost of Services	463	496	(33)
(1)	Net Operating Expenditure			(33)
(1)	(Surplus) / Deficit for the Year			(33)

Balance Sheet as at 31st March 2010

31st March 2009 £000		31st March 2010 £000	31st March 2010 £000	NOTE
	CURRENT ASSETS			
192	Bank	168		
192			168	
	CURRENT LIABILITIES			
15	Creditors and other balances	3	3	1
177	TOTAL ASSETS LESS LIABILITIES		165	
177	Earmarked Reserves	165		2
177	TOTAL EQUITY		165	

Notes to the Financial Statements

1. Creditors and Other Balances

2008/2009 £000		2009/2010 £000	NOTE
15	General & Other Creditors	3	1
15	Total	3	

1. The balance on General & Other Creditors represents the amounts accrued to reflect services received where invoices have yet to be received and paid.

2. Earmarked Reserves

Balance at 31st March 2009		Receipts in Year	Payments in Year	Balance at 31st March 2010	Note
£000		£000	£000	£000	
81	Emergency Planning General Reserve	0	0	81	1
29	Local Resilience Forum	0	16	13	2
67	Beacon Authority	0	29	38	3
0	Emergency Planning - Aurora Court	33	0	33	4
177	Total	33	45	165	

1. This reserve is earmarked to allow the Unit to manage its budget over more than one year.
2. This reserve is held on behalf of the Local Resilience Forum and will be used to fund future costs. Forum Members will consider the use of this funding and must approve any plans for its application.
3. This is Grant Funding allocated in advance and it is anticipated that this will be fully spent in 2010/2011.
4. This reserve is earmarked to fund costs associated with the forthcoming move to Aurora Court.

CLEVELAND EMERGENCY PLANNING JOINT COMMITTEE

Report to: Cleveland Emergency Planning Joint Committee

Report from: Chief Finance Officer

Date: 30th June 2010

Subject: 2009/2010 Annual Audit Return

1. PURPOSE

1.1 To provide details of the Annual Audit Return to the Audit Commission for the Cleveland Emergency Planning Joint Committee for the year 2009/2010.

2. BACKGROUND

2.1 The Accounts and Audit Regulations 2003 require all smaller relevant bodies in England to complete an annual return summarising the committee's annual activities. This return must be approved by your committee by 30th June and then sent to the Audit Commission for auditing.

2.2 The Audit Commission return is a paper document that must be completed and signed, by the appropriate responsible Officers and Members. A copy of the return is included as **Appendix A**. The return covers: -

- Accounting statements
- An annual governance statement
- An annual internal audit report

2.3 A key requirement of the audit is ensuring that the revenue outturn is approved by the committee. Details of this are included in a separate report on this agenda.

3. RECOMMENDATION

3.1 That Members approve the 2009/2010 Annual Audit Return.

Small bodies in England

Annual return for the year ended 31 March 2010

Small relevant bodies in England with an annual turnover of £1 million or less must complete an annual return summarising their annual activities at the end of each financial year.

The annual return on the following pages is made up of four sections:

- Sections 1 and 2 are to be completed by the person nominated by the body.
- Section 3 will be completed by the external auditor.
- Section 4 is to be completed by the body's internal audit provider.

The body must ensure this annual return is approved no later than 30 June 2010.

Completing your annual return

Guidance notes, including a completion checklist, are provided on page 6 and at relevant points in the annual return.

Please complete all sections highlighted in red. Do **not** leave any red box blank. Incomplete or incorrect returns may require additional external audit work and incur additional costs.

Please send the annual return, together with your bank reconciliation as at 31 March 2010, an explanation of any significant year on year variances in the accounting statements and any additional information requested, to your appointed external auditor by the due date.

If required, your auditor will identify and ask for any documents needed for audit. Unless requested, please do **not** send any original financial records to the external auditor.

Audited and certified annual returns will be returned to the body for publication or public display of sections 1, 2 and 3.

It should not be necessary for you to contact the external auditor or the Audit Commission directly for guidance.

More guidance on completing this annual return is available in the Practitioners' Guides for either local councils or internal drainage boards. These publications may be downloaded from the National Association of Local Councils (NALC) or Society of Local Council Clerks (SLCC) websites (www.nalc.gov.uk or www.slcc.co.uk) or from the members area of the Association of Drainage Authorities website (www.ada.org.uk).

Section 1 – Accounting statements for:

CLEVELAND EMERGENCY PLANNING JOINT COMMITTEE

	Year ending		Notes and guidance
	31 March 2009 £	31 March 2010 £	
1 Balances brought forward	176,244	176,717	Total balances and reserves at the beginning of the year as recorded in the body's financial records. Value must agree to Box 7 of previous year.
2 (+) Income from taxation and/or levy	0	0	Total amount of tax and/or levy received or receivable in the year including funding from a sponsoring body.
3 (+) Total other receipts	522,593	496,210	Total receipts or income as recorded in the cashbook less income from taxation and/or levy (line 2). Include any grants received here.
4 (-) Staff costs	394,515	380,819	Total expenditure or payments made to and on behalf of all body employees. Include salaries and wages, PAYE and NI (employees and employers), pension contributions and employment expenses.
5 (-) Loan interest/capital repayments	0	0	Total expenditure or payments of capital and interest made during the year on the body's borrowings (if any).
6 (-) Total other payments	127,605	127,238	Total expenditure or payments as recorded in the cashbook less staff costs (line 4) and loan interest/capital repayments (line 5).
7 (=) Balances carried forward	176,717	164,870	Total balances and reserves at the end of the year. Must equal (1+2+3) – (4+5+6)
8 Total cash and short term investments	0	0	The sum of all current and deposit bank accounts, cash holdings and short term investments held as at 31 March – to agree with bank reconciliation.
9 Total fixed assets and long term assets	0	0	The recorded book value at 31 March of all fixed assets owned by the body and any other long term assets e.g. loans to third parties and any long-term investments.
10 Total borrowings	0	0	The outstanding capital balance as at 31 March of all loans from third parties (including PWLB).

I certify that the accounting statements contained in this annual return present fairly the financial position of the body and its income and expenditure, or properly present receipts and payments, as the case may be, for the year ended 31 March 2010.

Signed by Responsible Financial Officer:

 SIGNATURE REQUIRED

Date 17/06/2010

I confirm that these accounting statements were approved by the body and recorded as minute reference:

MINUTE REFERENCE

Date DD/MM/YYYY

Signed by Chair of meeting approving these accounting statements:

SIGNATURE REQUIRED

Date DD/MM/YYYY

Section 2 – Annual governance statement

We acknowledge as the members of **CLEVELAND EMERGENCY PLANNING JOINT COMMITTEE** our responsibility for ensuring that there is a sound system of internal control, including the preparation of the accounting statements. We confirm, to the best of our knowledge and belief, with respect to the body's accounting statements for the year ended 31 March 2009, that:

	Agreed – Yes or No*	'Yes' means that the body:
1 we have approved the accounting statements which have been prepared in accordance with the requirements of the Accounts and Audit Regulations and proper practices.		prepared its accounting statements in the way prescribed by law.
2 we have maintained an adequate system of internal control, including measures designed to prevent and detect fraud and corruption and reviewed its effectiveness.		made proper arrangements and accepted responsibility for safeguarding the public money and resources in its charge.
3 we have taken all reasonable steps to assure ourselves that there are no matters of actual or potential non-compliance with laws, regulations and codes of practice which could have a significant financial effect on the ability of the body to conduct its business or on its finances.		has only done things that it has the legal power to do and has conformed to codes of practice and standards in the way it has done so.
4 we have provided proper opportunity during the year for the exercise of electors' rights in accordance with the requirements of the Accounts and Audit Regulations.		during the year has given all persons interested the opportunity to inspect and ask questions about the body's accounts.
5 we have carried out an assessment of the risks facing the body and taken appropriate steps to manage those risks, including the introduction of internal controls and/or external insurance cover where required.		considered the financial and other risks it faces and has dealt with them properly.
6 we have maintained throughout the year an adequate and effective system of internal audit of the body's accounting records and control systems and carried out a review of its effectiveness.		arranged for a competent person, independent of the financial controls and procedures, to give an objective view on whether these meet the needs of the body and reviewed the impact of this work.
7 we have taken appropriate action on all matters raised in reports from internal and external audit.		responded to matters brought to its attention by internal and external audit.
8 we have considered whether any litigation, liabilities or commitments, events or transactions, occurring either during or after the year-end, have a financial impact on the body and where appropriate have included them in the accounting statements.		disclosed everything it should have about its business activity during the year including events taking place after the year-end if relevant.

This annual governance statement is approved by the body and recorded as minute reference

MINUTE REFERENCE

dated

DD/MM/YYYY

Signed on behalf of **CLEVELAND EMERGENCY PLANNING JOINT COMMITTEE**

Signed by: Chair

SIGNATURE REQUIRED

Date

DD/MM/YYYY

Signed by: Clerk

SIGNATURE REQUIRED

Date

DD/MM/YYYY

***Note:** Please provide explanations to the external auditor on a separate sheet for each 'No' response that has been given; and describe what action is being taken to address the weaknesses identified.

Section 3 – External auditor’s certificate and opinion

Certificate

We certify that we have completed the audit of the annual return for the year ended 31 March 2010 of

CLEVELAND EMERGENCY PLANNING JOINT COMMITTEE

Respective responsibilities of the body and the auditor

The body is responsible for ensuring that its financial management is adequate and effective and that it has a sound system of internal control. The body prepares an annual return which:

- summarises the accounting records for the year ended 31 March 2010; and
- confirms and provides assurance on those matters that are important to our audit responsibilities.

Our responsibility is to conduct an audit in accordance with guidance issued by the Audit Commission and, on the basis of our review of the annual return and supporting information, to report whether any matters that come to our attention give cause for concern that relevant legislation and regulatory requirements have not been met.

External auditor’s report

(Except for the matters reported below)* on the basis of our review, in our opinion the information contained in the annual return is in accordance with the Audit Commission’s requirements and no matters have come to our attention giving cause for concern that relevant legislation and regulatory requirements have not been met. (*delete as appropriate).

(continue on a separate sheet if required)

Other matters not affecting our opinion which we draw to the attention of the body:

(continue on a separate sheet if required)

External auditor’s signature

External auditor’s name Date

Note: The auditor signing this page has been appointed by the Audit Commission and is reporting to you that they have carried out and completed all the work that is required of them by law. For further information please refer to the Audit Commission’s publication entitled *Statement of Responsibilities of Auditors and of Audited Small Bodies*.

Section 4 – Annual internal audit report to

CLEVELAND EMERGENCY PLANNING JOINT COMMITTEE

The body's internal audit, acting independently and on the basis of an assessment of risk, carried out a selective assessment of compliance with relevant procedures and controls expected to be in operation during the financial year ended 31 March 2010.

Internal audit has been carried out in accordance with the body's needs and planned coverage. On the basis of the findings in the areas examined, the internal audit conclusions are summarised in this table. Set out below are the objectives of internal control and alongside are the internal audit conclusions on whether, in all significant respects, the control objectives were being achieved throughout the financial year to a standard adequate to meet the needs of the body.

Internal control objective	Agreed? Please choose from one of the following Yes/No*/Not covered**
A Appropriate accounting records have been properly kept throughout the year.	YES
B The body's financial regulations have been met, payments were supported by invoices, expenditure was approved and VAT was appropriately accounted for.	YES
C The body assessed the significant risks to achieving its objectives and reviewed the adequacy of arrangements to manage these.	YES
D The annual taxation or levy or funding requirement resulted from an adequate budgetary process; progress against the budget was regularly monitored; and reserves were appropriate.	YES
E Expected income was fully received, based on correct prices, properly recorded and promptly banked; and VAT was appropriately accounted for.	YES
F Petty cash payments were properly supported by receipts, expenditure was approved and VAT appropriately accounted for.	YES
G Salaries to employees and allowances to members were paid in accordance with body approvals, and PAYE and NI requirements were properly applied.	YES
H Asset and investments registers were complete and accurate and properly maintained.	YES
I Periodic and year-end bank account reconciliations were properly carried out.	YES
J Accounting statements prepared during the year were prepared on the correct basis (receipts and payments/income and expenditure), agreed with the cash book, were supported by an adequate audit trail from underlying records, and, where appropriate, debtors and creditors were properly recorded.	YES

For any other risk areas identified by the body (list any other risk areas below or on separate sheets if needed) adequate controls existed:

Name of person who carried out the internal audit:

~~NOEL ADAMSON~~ NOEL ADAMSON

Signature of person who carried out the internal audit:

~~NOEL ADAMSON~~ NOEL ADAMSON

Date: 16/06/2010

*Note: If the response is 'no' please state the implications and action being taken to address any weakness in control identified (add separate sheets if needed).

**Note: If the response is 'not covered' please state when the most recent internal audit work was done in this area and when it is next planned, or, if coverage is not required, internal audit must explain why not (add separate sheets if needed).

Guidance notes on completing the 2010 annual return

- 1 Please make sure that your annual return is complete (i.e. no empty red boxes), and is properly signed and dated. Avoid making any amendments to the completed return. But, if this is unavoidable, make sure the amendments are approved by the body, properly initialled and an explanation for them is provided to the auditor. Annual returns containing unapproved or unexplained amendments will be returned unaudited and may incur additional costs.
- 2 Use the checklist provided below. Use a second pair of eyes, perhaps a member or the Chair, to review your annual return for completeness before sending it off to the auditor.
- 3 Please do not send the auditor any information not specifically asked for. Doing so is not helpful. However, you must advise the auditor of any change in Clerk or Chair.
- 4 Make sure that the copy of the bank reconciliation which you send to your auditor with the annual return covers **all** your bank accounts. If your body holds any short-term investments, please note their value on the bank reconciliation. The auditor should be able to agree your bank reconciliation to Box 8 on the Statement of Accounts. **You must provide an explanation for any difference between Box 7 and Box 8.** More help on bank reconciliation is available in the *Practitioners' Guide**.
- 5 Please **explain fully** significant variances in the accounting statements. Do not just send in a copy of your detailed accounting records instead of this explanation. The auditor wants to know that **you** understand the reasons for all variances. Please include a complete analysis to support your explanation. There are a number of examples provided in the *Practitioners' Guide** to assist you.
- 6 If the auditor has to review unsolicited information, or receives an incomplete bank reconciliation, or you do not fully explain variances, this may incur additional costs for which the auditor will make a charge.
- 7 Please make sure that your accounting statements add up! Also please ensure that the balance carried forward from the previous year (Box 7 of 2009) equals the balance brought forward in the current year (Box 1 of 2010).
- 8 **Do not complete section 3.** The external auditor will complete it at the conclusion of their audit.
- 9 Use the *Practitioners' Guides** for guidance. These publications are regularly updated and contain everything you should need to prepare successfully for your financial year-end and the subsequent audit. Both NALC and SLCC have helplines open should you wish to talk through any problem you may encounter.

Completion checklist – 'No' answers mean you may not have met requirements		Done?
All sections	All red boxes have been completed?	
	All information requested by the external auditor has been sent with this annual return? Please refer to your notice of audit.	
Section 1	Approval by the body confirmed by signature of Chair of meeting approving the accounting statements?	
	An explanation of significant variations from last year to this year is provided?	
	Bank reconciliation as at 31 March 2010 agreed to Box 8?	
	An explanation of any difference between Box 7 and Box 8 is provided?	
Section 2	For any statement to which the response is 'no', an explanation is provided?	
Section 4	All red boxes completed by internal audit and explanations provided?	

**Note: Governance and Accountability for Local Councils in England – A Practitioners' Guide, is available from NALC and SLCC representatives or Governance and Accountability for Internal Drainage Boards in England – A Practitioners' Guide, is available from the ADA at The Association of Drainage Authorities, 12 Cranes Drive, Surbiton, Surrey, KT5 8AL.*

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee
From: Chief Emergency Planning Officer
Date: 30th June 2010
Subject: **Expectations and Indicators of Good Practice – Maintaining Plans**

1. Purpose of the Report

- 1.1 To inform Members that at the EPJC meeting in December 2009, details of the new Civil Contingencies Act Expectations and Indicators of Good Practice document was discussed. Proposals by the Chief Emergency Planning Officer on how the requirements of the monitoring and validation procedure necessary to provide evidence to show how the Local Authorities were meeting the requirements of the Civil Contingencies Act were supported.
- 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 the evidence gathered will also be used as part of a self assessment tool by the EPU, whilst the Cabinet Office intend to use the information compiled to clarify if local authorities are meeting their responsibilities and duties under the CCA and the Resilience Capabilities programme.
- 1.3 The report (**Appendix A**) aims to show that the EPU on behalf of the four Local Authorities is meeting the expectations and indicators in respect of Section B – Duty to Maintain Plans and therefore meets the requirements under section 2(1)(d) and (e) of the Civil Contingencies Act.
- 1.4 Section 2(1) (d) states: “Maintain plans for the purpose of ensuring that in an emergency occurs or is likely to occur the person or body is able to continue to perform his or its functions so far as necessary or desirable for the purpose of:
- i) Preventing the emergency
 - ii) Reducing controlling or mitigating its effects; or
 - iii) Taking other action in connection with it”

Section 2 (1)(e) states: “Consider whether a risk assessment makes it necessary or expedient for the person or body to add to or modify emergency plans maintained under section 2(1)(d)”

2. Background

- 2.1 The Chief Emergency Planning Officer has compiled the attached report following meetings and discussions with the emergency planning officers for the local authorities, emergency services and other category 1 responders and evidence produced by them. As can be seen from the report, a great deal of evidence has been compiled but due to the volume of areas covered in the 24 sub sections of the 'maintaining plans' part of the Expectations set, this has been time consuming. However the result is the provision of numerous examples of good practice that can be used as evidence to support the test that the EPU on behalf of the Local Authorities, working with other Category 1 responders and especially the emergency services, are meeting the necessary requirements.
- 2.2 The evidence gathering phase has identified some areas that can be improved upon and/or practices changed, but overall there is ample evidence to support the recommendation that plans are in place and maintained and follow the guidance set out in the Cabinet Office document "Emergency Preparedness". That guidance is designed to support the Civil Contingencies Act.
- 2.3 It is therefore contended that the work already undertaken or being undertaken in respect of these two duties (CCA sections 2(1) (d) and 2(1) (e)) provides ample evidence that the four Local Authorities are meeting the expectations of the Civil Contingencies Act. However, it is recognised that both duties are 'live' topics and are subject to review and progress and will continue to receive attention by Emergency Planning Officers.
- 2.4 It is considered that the evidence can be expanded upon and therefore is being considered further by the Local Resilience Working Group to ensure all responders contribute fully to the evidence provided.

3. Recommendations

- 3.1 That Members' endorse the evidence produced.
- 3.2 That Members' endorse that the evidence demonstrates that the indicators are being adequately met.

Report Author: Denis Hampson
Chief Emergency Planning Officer

Report date: 31st May 2010

Appendix A

B: Duty to maintain plans – Emergency Plans

CCA section 2 (1)(d) duty: Maintain plans for the purpose of ensuring that if an emergency occurs or is likely to occur the person or body is able to continue to perform his or its functions so far as necessary or desirable for the purpose of:

- i) preventing the emergency;
- ii) reducing controlling or mitigating its effects; or
- iii) taking other action in connection with it.

CCA section 2 (1)(e) duty: Consider whether a risk assessment makes it necessary or empedient for the person or body to add to or modify emergency plans.

(Category 1 responders only)

1) For the emergencies identified in risk assessments, considering:

- **Whether they can be prevented** and what action you would need to take to do this – preventative actions may also be identified from the dynamic risk assessments made at the time of an emergency – see 5.5 of [Emergency Preparedness](#) for some examples of prevention.
- **Whether the effects of an emergency can be reduced, controlled or mitigated and how you might achieve this** – plans should address the disruption which is the impact of the emergency, include actions to stem the emergency at source and bring order to the response operation (5.7 - 5.11 of [Emergency Preparedness](#)).
- **Whether any other action in relation to the emergency needs to be taken** – Plans should address any secondary impacts arising from an emergency (e.g. media interest) and include subordinate arrangements (e.g. reliable internal communication systems) (5.12 – 5.14 in [Emergency Preparedness](#)).

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

- Plans are based upon identified risks. Part of the role of the Risk Assessment Working Group is to identify measures that can prevent, reduce, control or mitigate risks and give those identified potential measures to

appropriate agencies for appropriate action. Plans contain actions intended to reduce or control risks.

- A number of different plans are produced which range from generic local authority wide major incident response plans to individual local authority department plans, which support the core generic plan. Specific hazard or contingency plans e.g. COMAH plans, Rest Centre plans, Temporary Mortuary Plans are produced and available.
- All plans contain actions in relation to warning and informing the public e.g. Cleveland Communication Strategy and generic media plans held by respective agencies that are out dealing with incidents at scene.
- Cleveland has produced an LRF Recovery Plan which deals with the setting up of a Recovery Working Group to work alongside the Senior Co-ordination Group.

Supporting evidence provided by:

Cleveland Police

- Cleveland Police has a dedicated EPU
- Representation on all key groups, e.g. LRF, Risk Group etc
- Has an Emergency Procedures Policy incorporating a generic response framework – ‘Model Response Structure’ which provides guidance response to all incidents including response and command levels, key specialist roles and consideration and actions.
- The Model Response identifies key specialist roles which are allocated to senior officers / staff with direct responsibility to deliver that function during an emergency / major incident
- The Key Specialist roles are; Control Room Co-ordinator, Logistics, Media and communications co-ordinator, Senior Identification Manager, Casualty Bureau, Scene Evidence Recovery Manager, Evacuation, Initial reception Centres and Community Safety / Liaison
- The force Disaster Resilience Group, chaired by the lead ACPO officer, incorporates all key specialist role holders, managed by the Emergency Planning lead, considers force emergency preparedness and capability.

‘Health’ (North East Ambulance Service and Tees Primary Care Trusts)

- A Health response would have emphasis on the PCT.
- Wider ‘health’ e.g. SHA is involved in support of these plans.
- PCT’s provide input into public health plans, regional plans, mass casualty plans and provide various experts dependent upon incident e.g. radiation experts

2) Considering the extent to which particular types of emergencies will place demands on your resources and capacity – 5.52 in [Emergency Preparedness](#).

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

- Plans are produced based on risk and risk likelihood. The production of an emergency plan highlights to the organisation concerned should the plan be invoked there will be demands placed on the organisation in respect of resources and capacity. Much will depend upon the scale and severity of the major incident.
- Departmental Plans produced identify roles and responsibilities which are allotted to specific staff and these will impact upon the normal business of the department should these staff need to fulfill roles during an emergency situation and the plan is invoked.

Supporting evidence provided by:

Cleveland Police

- Any emergency / major incident will activate the Disaster Resilience Group and resource requirements will be placed with the key specialist role of Logistics to manage.
- Resources will be obtained from within force firstly from a single District then via District and force Service Unit support
- If further Police resources required regional mutual aid arrangements will be activated then PNICC will be contacted / activated to manage national resources
- The Police Mobilisation force support Concept of Operations will be activated to manage any mobilization of assistance to the force
- Support agency resources will be obtained via multi-agency links through command

Cleveland Fire Brigade

- Brigade and Station Risk Assessments undertaken
- Fire Safety Zones identified
- Integrated Risk Management Plan produced
- Fire Services Act – 72d Inspections

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

NEAS

- Regionally, support of organisations under mutual aid, voluntary organisations and neighboring agencies.
- Alternative pathways, where do we you send lower priorities. Have the ability to deflect patients away from critical care.

PCT

- Mutual aid, regional critical care

- Community Services, community pharmacists etc
- Surge and escalation, access to the wider health community e.g. Pandemic flu
- Mass casualty and Winter pressures planning

3) Having regard for the activities of any voluntary organisation operating in the area in which you function are relevant in an emergency, in that they are carried out for the purpose of preventing an emergency, reducing, controlling or mitigating the effects of an emergency or taking other action in connection with an emergency - Regulation 23. Guidance on how to involve the voluntary sector can be found in chapter 14 of [Emergency Preparedness](#).

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

- Cleveland EPU has a service level agreement with WRVS for them to provide support in the activation and running of rest centers.
- The British Red Cross and St John Ambulance provide first aid, welfare nursing support and comforting of survivors, friends and relatives.
- The Salvation Army provide welfare and spiritual aid and comforting of survivors, friends and relatives.
- The Samaritans provide support at Reception/Rest Centers for those affected by the event.
- Raynet provide mobile radio communication equipment – shown in Local Authority Rest Centre Plans.
- WRVS, Victim Support, Red Cross support the activation and running of Humanitarian Assistance Centers – shown in Emergency Planning Unit's Humanitarian Assistance Centre Plan.
- RAYNET support a number of events on the highway organized by the local authorities e.g. supporting the stewards in the Middlesbrough 10K Road Race as identified in the events Emergency Response Plan.

Supporting evidence provided by:

Cleveland Police

- Voluntary Agencies are contacted via the Local Authority
- There is a police EPU representative on the Voluntary Agencies sub-group
- Voluntary agencies are invited to attend training and exercising e.g. Montgomery

Cleveland Fire Brigade

- Supports the British Red Cross Vehicle
- Advocates and Volunteers – managed by the Community Safety Department

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- Red Cross and St John Ambulance can be called out if required. This is planned in advance for winter pressures.
- Work with voluntary organisations for counseling and support – Cruse, Mind, Red Cross offering victim support.
- PCT also work with the Salvation army on a day to day basis, Health development and bereavement, this would be an extension of the usual work carried out with them.
- Hospices are used as a voluntary source as patients may need to be transferred or take patients in. This is an extension to the work that is already done.

4) Producing written plans which set out what should occur in the event of an emergency. Guidance on the content and presentation of plans can be found at 5.55 and 5.108 - 5.110 [Emergency Preparedness](#). In summary, plans should include information on:

- **Why the plan is needed** – plan description, its purpose and some reference to the risk assessment on which the plan is based.
- **How the plan works** – the main elements of the plan in hierarchy of importance, how activities will be coordinated, main facilities, equipment, locations and communications, how additional resources may be obtained if required.
- **Who has responsibility in the plan (by title)** – The main emergency teams (from both within and outside the organisation), their roles and responsibilities.
- **When the plan will be activated** – procedures for alerting, placing on standby and activating teams and a procedure for determining when an emergency has occurred.
- **What will be done and by whom** – specific actions to be taken and how these contribute to the overall response, check-lists or aide memoirs.
- **How to communicate with stakeholders** – i.e. a communication plan, including contact details.
- **How to support staff** – training, exercising, briefings.
- **A measure or standard** against which performance can be assessed.
- Crisis management from **response through to recovery**.

A check-list of the minimum number of elements for a general plan appears in Annex 5b [Emergency Preparedness](#).

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

Plans produced within the Emergency Planning Unit follow a set pattern and

wherever possible they will contain the following aspects:

Generic Plans:

- Aim of plan, including links with plans of other responders
- Trigger for activation of the plan, including alert and standby procedures
- Activation procedures
- Identification and generic roles of emergency management team
- Identification and generic roles of emergency support staff
- Location of emergency control centre from which emergency will be managed
- Generic roles of all parts of the organization in relation to responding to emergencies
- Complementary generic arrangements of other responders
- Stand down procedures
- Annex: Contact details of key personnel
- Annex: Reference to Community Risk Register and other relevant information
- Plan maintenance procedures
- Plan validation (exercises) schedule
- Training schedule

Specific Plans:

- Aim of the plan, including links with the plans of other responders
- Information about the specific hazard or contingency or site for which the plan has been prepared
- Trigger for activation of the plan, including alert and standby procedures
- Activation procedures
- Identification and roles of multi agency strategic and tactical teams
- Identification of lead responsibilities of different responder organisations at different stages of the response
- Identification of roles of each responder organisation
- Location of joint operations centre from which emergency will be managed
- Stand down procedures
- Annex: Contact details of key personnel and partner agencies
- Plan maintenance procedures
- Plan validation (exercises) schedule
- Training schedule

Supporting evidence provided by:

Cleveland Police

- All planners attend national courses at the Emergency Planning College
- All follow the structure outlined at the Emergency Planning College, Easingwold
- All plans refer to the Emergency Procedures policy 'model response structure' as the generic framework of response to any incident. This framework ensures Cleveland Police has standard incident management procedures regardless of incident type to prevent all responders not knowing

their role or being confused over it.

- Any resourcing issues to plans are managed via key specialist role of Logistics within the Disaster Resilience Group, called to support Gold response command levels
- Specific site plans are produced by EPU however some areas of the force may produce their own plans dependent on nature of planned event
- Plans, in the majority of cases, will not include contact names or telephone numbers, unless absolutely necessary, as this minimizes review and mistakes. Contact details are retained by Control Room as a central database
- All key staff are provided training via EPU as far as practicable.
- Exercises involves all areas of the force and key elements under CCA are tested
- Plans, where able have trigger levels (Adverse Weather) however scale and consequence will often determine triggers

‘Health’ (North East Ambulance Service and Tees Primary Care Trusts)

- Action cards – included in the major incident plan and all NEAS plans
- A designated person can pick up the card and action.
- Major Incident plan contents page identifies what is required.
- Health Core Commission Core Standard 24 is all about emergency preparedness. It is carried out annually and used as audit evidence.
- It includes -
 - Response Planning
 - BCM plans
 - Training & Exercising undertaken
 - Preparation for response to emergencies
 - Evidence is identified through track changes.

5) Ensuring that plans:

- **are concise and easy to use** – They will need to be read and understood in challenging situations. They should introduce the reader to the topic in logical steps;
- **use consistent unambiguous terminology;**
- **include references to other sources of information and supporting documentation;** and
- **have a change control process and version control** (6.83 [Emergency Preparedness](#))

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and ‘health’.

- All plans contain a glossary of terms and appendices showing references and

- support documents used
- All plans have a version control procedure.
- Planners try to use 'plain English' when writing plans.

Supporting evidence provided by:

Cleveland Police

- Cleveland Police operate under the Model Response Structure, which is a one page document outlining a framework of response to any incident. Its use is simple in that it outlines response and command roles and key specialist roles, so anyone fitting into this will be aware of their responsibility.
- All plans, policies, structures, documents etc are version controlled by date in the footer
- Specific plans can always be activated in support of the generic model response
- Cleveland Police EPU staff will always act as advisors at whatever level required and link to plans where necessary

Cleveland Fire Brigade

- Flash Cards (Aide Memoirs)
- Specialist Role Major Incident Plan Aide Memoir Cards
- H1 (Document specifying document version control)

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- Major incident plan, terms, abbreviations
- Links to websites – EPU, MET Office
- Version control within the document.
- Audit trail of changes
- Review date at the front on the plan

6) Giving vulnerable people (people who are less able to help themselves in the circumstances of an emergency) special consideration when producing plans. See 5.98-5.103 and Chapter 7 of [Emergency Preparedness](#) for guidance. [Identifying people who are vulnerable in a crisis – Guidance for Emergency Planners and Responders](#) provides further guidance.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

- As appropriate, plans give special consideration to vulnerable people but it is often difficult to determine the vulnerability of the community. A person may be vulnerable one day due to particular circumstances but not so the next day as circumstances change, whether personal, locality or environmentally.

Plans always show locations of housing or schools etc where it is known that vulnerable people may be, e.g. residential or care homes.

- In 2008 a questionnaire was sent to approximately 50 organisations requesting information regarding the data they hold on vulnerable people. The questionnaire asked if the organisation held data, how it was stored and in what format and if in the event of an incident Cleveland Emergency Planning Unit would be able to access this information. Following the responses received a 'list of lists' of vulnerable people is currently being produced as per the recommendations of the Pitt Review

Supporting evidence provided by:

Cleveland Police

- Police will link to other agencies to provide specific information i.e. Local Authority and Health
- Within the model response structure there is a key specialist role of Community Safety / Liaison whose role involves community impact and management prior to, during and after an incident. They would link to communities and appropriate agencies to manage vulnerable groups
- Cleveland Police manage via attendance at Independent Advisory Groups links to community and faith groups

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- NEAS – Section in the Major Incident Plan under "children during a major incident", split from or the potential to be split from their parents, where possible it is preferred to keep families together.
- NEAS plans have separate sections that deal with:
 - Vulnerable adults
 - Ethnic community
 - Elderly
 - Non English speaking
 - Faith/religious community
 - Visually impaired
 - Disabled
 - Working with general practitioners and social services to identify vulnerable people.

7) Giving those affected by emergencies, including survivors and families and friends of those directly affected by emergencies, special consideration when producing plans. See 5.104-5.106 and Chapter 7 of [Emergency Preparedness](#) for guidance. [Evacuation and Shelter](#) and [Humanitarian Assistance in Emergencies](#) provides guidance on this.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

- The Humanitarian Assistance plan and Local Authority Rest Centre and Survivor Reception Centre plans provide information on how we give people special consideration. The Police have the Casualty Bureau plan and the Friends and Family Survivor Reception Center plan. Hospital plans provide advice on how staff should deal with the family and friends of patients or the deceased whether or not the patients are in hospital following a major incident

Supporting evidence provided by:

Cleveland Police

- The Model Response Structure identifies key specialist roles which will be activated to support incident command with some of the roles directly involved with the public involved, survivors, families, bereaved etc. These include; Media, Senior Identification Manager, Casualty Bureau, Senior Investigating Officer, Evacuation, Initial Reception Centres and Community Safety / Liaison
- The Force has family liaison officers part of the investigation strategy linking to bereaved families
- There is a protocol agreement between the SIO and SIM re Family Liaison Strategy
- A Community Impact Assessment will be undertaken
- Links to various community and faith groups will be activated via IAG's

Cleveland Fire Brigade

- British Red Cross Service - Fire Control used for call out details.

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- Humanitarian Assistance Centre plan
- Those effected – Clearing areas, survivor reception centers (SRC), GP support or Community Pharmacy Support, Community Services Support.
- All identified in plans and on action cards.

8) Developing the plan with the full engagement and cooperation of the main parties who have a role in the plan and securing their agreement to its content– 5.111 [Emergency Preparedness](#).

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

- Through the joint Emergency Planning Unit information is readily shared and all parties are consulted or advice sought/ given during the production of a plan.
- The Local Authority plans, e.g. Major Incident Response Plan, Adverse Weather plan are circulated for consultation with appropriate persons within the local authority(ies) to ensure “buy in” and knowledge prior to completion.
- COMAH plans produced by the Local Authority EPU are circulated for consultation to the Emergency Services, Health, Competent Authorities, etc, prior to final completion. Any comments are reflected where appropriate, in the final version. A list of casualties and a distribution list are contained in the annex to the plan.

Supporting evidence provided by:

Cleveland Police

- Where able / possible police plans are prepared on a multi-agency basis therefore incorporating a multi-agency theme
- The Model Response Structure provides key specialist roles which enables all agencies to link to in their response or planning
- All multi-agency training refers to the model response structure to ensure familiarity
- Multi-agency exercising is undertaken to improve familiarity with procedures, facilities, protocols and personnel

Cleveland Fire Brigade

- COMAH off site plans
- EPU Major Incident Plan
- CFB Major Incident Plan

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- All relevant sections in the plan relate to partner stakeholders, sent to them as a track change, this can then be used as an audit trail.
- PCT – send out to the wider community and Multi agency partners.
- It is sent to governors of the board to be signed off.
- NEAS – Health care commission – Internal and external audit.

- 9) Treating emergency planning as a systematic and continuous process, and having a procedure for updating and maintaining plans to ensure that they reflect:
- any changes in risk assessments (see the risk assessment section above);
 - lessons learned from exercises and emergencies
 - restructuring and changes in organisations, their procedures and technical systems identified in the plan; and
 - changes in key personnel - 5.170 - 5.175 in [Emergency Preparedness](#)

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

- All the Local Authority plans produced e.g. Major incident plan, rest centre plans, business continuity plans, pandemic flu plans, departmental plans etc are all "living" documents and are reviewed and updated annually or earlier following any significant changes.
- The COMAH off-site plans, REPPiR plan and the off-site plans in respect of the Pipeline Safety Regulations are reviewed and revised at least every 3 years or earlier if there are significant changes e.g. changes to the location of the Major Incident Control Room or communications.

Supporting evidence provided by:

Cleveland Police

- Police EPU has an electronic audit system to ensure plans are annually reviewed
- Individual portfolio holders hold responsibility for ensuring work / plans within their area are up to date.
- Many plans, procedures, protocols, training are updated on a regular basis due to regular application and use
- Key Specialist role holders are audited 4 times a year at the Disaster Resilience Group under question by lead ACPO officer
- Other key preparedness issues are raised and challenged at the DRG

Cleveland Fire Brigade

- HSG65
- H1 – Quality System
- IRMP

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

NEAS:

- Plan review structure is carried out manually, nothing is in place.
- Procedures and protocols – single and multi agency are reviewed annually as part of the LRF e.g. De-brief protocol etc.

- CBRN procedures, relate to in house.
- Major incident plan is reviewed annually
- Pandemic flu plan subject to annual review
- Winter pressures – Live document, updated on a regular basis, updated guidance and requirements.

PCT:

- Midas system used – Red/amber/green, flags up on screen (audit trail).
- Plan and review of the Major Incident Plan

10) Including a procedure for determining whether an emergency which makes it necessary or desirable for your organisation to take action to prevent the emergency, to reduce, control or mitigate its effects, or otherwise act in connection with it, has occurred. Where such action is required the procedure must determine whether your organisation can take it without changing the deployment of resources or acquiring additional resources – Regulation 24 (2). This procedure must:

- identify the person who should determine whether an emergency has occurred or enable that person to be identified;
- specify the procedure that person should adopt in making the decision;
- specify who should be consulted in making the decision; and
- specify who should be informed once the decision has been made.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

- All local authority plans show who can declare or initiate a specific emergency plan and who is involved in the consultation/decision making process. Much will depend upon the dynamics of the incident, the time when the incident occurs, e.g. inside or outside office hours and the speedy availability of senior officers.
- The local authorities act on the principle that it is easier to start large and scale down, than start small and thereafter try to scale up.
- As a local authority, for many incidents even if the local authority are the plan writers, the incident will frequently have been declared a major incident by one or more of the emergency services prior to notification / alerting of the local authority.
- Frequently the person who can initiate and/or declare an emergency and/or major incident are one and the same person.

Supporting evidence provided by:

Cleveland Police

- The Emergency Procedures Policy outlines responsibility around declaration of a major incident / emergency as per national guidance

- Police officers are taught SAD CHALETS which incorporates national guidance around ‘ Declaring a major incident if appropriate’
- Police operate a 24 /365 response capability and supervision / command cover via control room and a duty officer scheme at Silver and Gold and as such always have a level of command to oversee response and incident scale to implement plans or procedures as required.
- All incident responses will be as for scale and a supervisor will be dispatched to any incident scene quickly and implement, if not already done so by control room , the required command levels and response as appropriate
- If duty officer notified again will activate the appropriate response.

Cleveland Fire Brigade

- CFB Major Incident Plan, informs who can initiate an Major Emergency

‘Health’ (North East Ambulance Service and Tees Primary Care Trusts)

NEAS:

- With front line staff the first person on scene can declare a major incident, this is written in to the plan. Any operational or control officers can declare a major incident, this is stated within the action cards and is taught to all staff in Major Incident Medical Management and support (MIMMAS).
- This is within the action cards and what is taught in Major incident medical management and support (MIMMAS).

PCT:

- The official route is the HPA would contact health to notify of a major incident, the director on call would then decide if the incident would have a major impact on health, this is identified in the plan. Any operational or control officers can declare a major incident.

11) Having provision for carrying out exercises which are designed to validate and test the plan to ensure that it is effective - Regulation 25(a) and paragraphs 5.143 – 5.161 of [Emergency Preparedness](#) provides further guidance.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

- Cleveland EPU, through the LRF, operates to an annual exercise calendar which is endorsed by the LRF.
- Cleveland has an Exercise Planning Group comprising of emergency planners from the local authority EPU, emergency services and others as appropriate. It meets quarterly and operates to terms of reference agreed by the LRF and set out in the LRF Handbook.
- A report is presented to the LRF on an annual basis on any lessons learned from exercises or actions that are necessary at a strategic level.
- Cold call exercises are carried out for the voluntary organisations, in which a scenario is given of an incident and 3 voluntary organizations are asked for details of resources and personnel available and the time they would be ready for deployment.
- Out of hours call out exercises are undertaken within each of the local authorities to test and exercise the callout and contact arrangements of the Emergency management Response Teams.

Supporting evidence provided by:

Cleveland Police

- Cleveland Police are involved in all multi-agency exercises organised via the EPU
- Other exercises are held within specific areas i.e. Crime, Casualty Bureau, Negotiators, Public Order etc.

Cleveland Fire Brigade

- Sunday Morning and Station Exercises
- Training & Exercise at L&D Centre
- Workforce Development Plan
- (Brigade Intranet / Departments & Sections / Workforce Development Plan)

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- NEAS – Following the regional multi agency calendar carry out 30 – 40 exercises per year, allowing no time to schedule any more.
- PCT – Link into regional SHA calendar and local calendar.
- Internal exercises are carried out, multi agency are invited to attend. e.g. Exercise Gold Commander

12) Having debriefing sessions for exercises and any actual emergencies identifying lessons learnt. A lessons learned report should be produced and published for each exercise – 5.167 in [Emergency Preparedness](#) .

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

- Wherever possible all exercises are subject to a de briefing process which follows Cleveland's de-brief protocol, agreed by the LRF.
- A report is taken annually to the LRF along with lessons learnt.
- This is a remit of the exercise planning group to ensure de-briefs are held and lessons learnt are cascaded to LRF agencies.

Supporting evidence provided by:

Cleveland Police

- Any incident of note or scope will also be debriefed with lessons learned fed back

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- De briefing takes place following all major incidents
- NEAS use the formalised LRF debrief protocol
- Good learning points from debrief identified and actioned.
- PCT's debrief after every exercise and event, internally or as part of a multi agency debrief.

13) Having the provision to train an appropriate number of suitable staff and anyone else for whom training would be appropriate for the purpose of ensuring that the plan is effective - Regulation 25(b).

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

- The primary functions of the CEPU is to (a) write plans, (b) identify roles and responsibilities with the plans, (c) identify appropriate staff to undertake those roles, (d) to ensure those staff are trained and (e) the plans using those trained staff are exercised.
- The Senior Emergency Planning Officers with responsibility for each local authority are responsible for carrying out the above function. They maintain a training log, showing the training given to individual local authority staff and

exercises they have been involved in.

- Emergency Planning Officers review appropriate training, frequently at the Cabinet Office Emergency Planning College, Easingwold. Training is identified during their annual appraisal and a six monthly training review. Much of the training of EPOs is external due to the specialist nature of their work.

Supporting evidence provided by:

Cleveland Police

- Cleveland Police EPU provides Incident management training to key staff within the force, probationers, first responders, forward commanders, incident commanders, control room, key specialist role holders and staff etc
- Cleveland Police EPU provides MI training to external partners e.g. Fire
- The Model Response – Key Specialist Roles provides a cadre of expertise within each specific role with specific training provided within that role by holders
- Multi-agency training days are supported by Police EPU e.g. evacuation
- Multi-agency exercises are shared across the force to ensure officers are tested in role

Cleveland Fire Brigade

- Workforce Development Plan
- Brigade Exercise Thematic Calendar
- New Dimensions Mass Decontamination Demonstration
- Themed Development Days Held Throughout Year

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

NEAS:

- Internal courses -
- For operations staff a one day MIMMS course is provided.
- Operational officers (on call) attend a three day advanced MIMMS course
- External courses –
- CBRN silver and gold
- Media and Public Enquiry courses
- Strategic decision making emergency management
- Silver command course etc

PCT:

- Internal courses –
 - All staff attend awareness training including business continuity.
 - All on call staff receive internal training. Senior managers/Directors/Chief Executives.
 - Work with the Police – Command and Control.
- External training –

- Response training
- Media and public enquiry training
- STAC training
- Any other training required.

14) Considering how to publish your plans – see the section on communicating with the public in this document (section D, page 22) for details.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'

- The Annual Plan for the Cleveland Emergency Planning Unit is placed on the website of the Emergency Planning Unit and circulated to Elected Members, Chief Executives and Borough Co-ordination Officers.
- The Cleveland LRF Pandemic Flu plan is published on the EPU and LRF websites.
- Other plans, for example the Major Incident Response plans, Rest Centre plans, Adverse Weather plans, etc, are not published externally for the public but are made available to other category 1 and 2 responders as appropriate.
- Due to security issues, the COMAH plans, Pipelines plans and REPIR plans are not published externally but an abridged version is available to the public should they wish to see them. COMAH plans are de-sensitised and then published to various organisations including category 2 responders e.g. Natural England.
- There is not a drive to publish any other plans than what is presently available to the public.

Supporting evidence provided by:

Cleveland Police

- Police plans are not published externally but are available on the extranet.
- Protective marking is not undertaken as plans are not published externally.
- FOI requests are dealt with sympathetically in accordance with policy.

Cleveland Fire Brigade

- No plans are made available on the internet at present, but the Brigade does meet the requirements of the FIA

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

NEAS -

- With regards to freedom of information, if information is requested a sanitized version will be given. Figures and names will be taken out where appropriate.

- Plans go out to Police, Fire, Ambulance and Local authority.
- Do not consult with the public.

PCT – Some plans are available on Intranet.

15) Considering whether to produce generic plans which relate to more than one emergency or type of emergency or whether to produce specific plans which relate to a particular emergency or type of emergency or whether to produce a mixture of both – Regulation 21. The nature of the plans you produce must have regard to the risk assessments you have carried out - Regulation 19. 5.69 - 5.95 of [Emergency Preparedness](#) provides further guidance on types of plans and Annex 5 A gives examples of generic and specific plans.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and 'health'.

- The majority of Category 1 responders use both generic and specific plans. The two are able to work together with the specific plan supporting the generic plan.
- Examples of generic plans are:
 - Major Incident Response Plans
 - Adverse Weather plans
 - Rest Centre and Survivor Reception Centre plans
 - Humanitarian Assistance plan
- Examples of specific plans are:
 - COMAH plans – specific to the site / operator
 - Pipeline Safety plans – specific to the pipeline / product / operator
 - REPPIR – specific to Hartlepool Power Station

Supporting evidence provided by:

Cleveland Police

- The Cleveland Police approach, as outlined previously, is to implement the Model Response Structure as outlined in the Emergency Procedures Policy. This enables an all hazards / incident approach linked to national guidance. It simplifies issues around staff knowing their roles and responsibilities, adds structure, provides simple guidance and enables other agencies to link to it
- Specific plans are produced but will refer response to Model Response Structure where able

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- Both NEAS and PCT use generic and specific plans.
- The overriding plan is always the Major Incident Plan.

- All plans dovetail.

16) Considering whether it is appropriate to produce, maintain and update an emergency plan in relation to a particular emergency or type of emergency in collaboration with other Category 1 responders, i.e. a multi-agency plan – Regulation 22. It is essential that any such plans contain arrangements for co-operation and coordination at management level – 5.54 in [Emergency Preparedness](#).

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities, supplemented by other specific evidence shown relating to the emergency services and ‘health’.

- All plans produced provide details of the Command and Control Management structure of strategic (gold) tactical (silver) and bronze (operational). There are excellent of co-operation and co-ordination stemming from both real incidents and the exercising of plans. Exercise Golden Steel Ingot which tested the LRF Pandemic Flu plan is a good example of multi-agency working and co-ordination.
- The Adverse Weather Protocol provides that once certain triggers are met, a ‘Silver’ Command Room will be established consisting primarily of the emergency services and local authorities to ensure co-ordination and dovetailing of effort. This protocol has been put into effect on various occasions..

Supporting evidence provided by:

Cleveland Police

- The Force Emergency Procedures Policy outlines this as per national government and ACPO guidance
- Multi-agency training delivers this message
- Multi-agency plans are prepared where able i.e. regional CBRN, Temporary mortuary plan, Humanitarian assistance centre plan etc.

Cleveland Fire Brigade

- CFB Major Incident Plan
- Major Emergency Response Protocol
- Collapsing Organizational Structure Plan
- Pandemic Flu Plan
- Adverse Weather Plan

‘Health’ (North East Ambulance Service and Tees Primary Care Trusts)

- COMAH
- Flooding

- Radiation plan
- PITT Report – Identification of premises (GP's surgery's) in flood plain.
- PCT – Heatwave plan – worked with Local authority
- Fuel
- Humanitarian Assistance (after effect)
- Recovery
- Wherever possible try to produce multi agency plans, all involved in some way, the joint EPU helps with this.
- Some plans are partial joint working, the EPU helps with this.

17) Being able to prove that plans are regularly and systematically updated, based on sound assumptions. This can be achieved by filing associated documentation including:

- a record of key decisions made and agreed;
- a record of changes and modifications; and
- a programme and schedule for future updates.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities but this is supplemented by other specific evidence shown relating to the emergency services and 'health'.

- The CEPU has an Officer who has the lead role in plan housekeeping and has a record spreadsheet of all plans produced by the CEPU or held by them. The spreadsheet identifies when the plan was last updated and when it should be reviewed. The CEPU filing system holds details of all plans, letters relating to those plans, receipts from recipients of those plans etc. All plans have a issue date and 'repeat' plans have a version number.

Supporting evidence provided by:

Cleveland Police

- The Police EPU audit system provides a system of ensuring annual updates of plans
- Records are not kept as to why plans, procedures are amended or updated as too bureaucratic and time consuming
- Changes to plans always reflect national, regional or local legislative or procedural changes
- LRF Debrief reports will reflect any issues that result in plan / procedures changes

Cleveland Fire Brigade

- Icap Electronic Incident Management system, covers the top two points
- H1 - The whole process of quality and assurance is monitored and managed by an internal department.

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- Put plans out to other members to see if they want to update any thing, track changes and use as an audit trail.

18) Asking your peers to review and comment on your plans.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities but this evidence also provides generic evidence to meet this requirement from other Category 1 responders. This is supplemented by other specific evidence shown relating to the emergency services and 'health'.

- The producers of any of the plans, protocols and procedures within the EPU seek comments from other members of the EPU on these documents, including the emergency planners from the emergency services. Other category 1 and 2 responders are consulted and their views taken account of by the plan writer. Comment on local authority plans are sought from respective officers within local authorities or respective department.

Supporting evidence provided by:**Cleveland Police**

- The Cleveland Police Emergency Procedures Police and Model Response Structure has been instrumental in forming the basis of the new ACPO Emergency Procedures Manual, with Cleveland practices highlighted as good practice.
- Several police forces have over years visited Cleveland to learn about policy, processes and procedures with a view to adopting in their own force
- The regional police planners meeting is a forum for sharing best practice on plans or procedures
- Cleveland Police Plans have formed basis for national plans i.e. Casualty Bureau

Cleveland Fire Brigade

- CFB Major Incident Plan will be sent to other brigades for comment
- Openly share plans / procedures etc with other blue light services and interested parties
- F.S.A share plans between brigades
- Invite other brigades / interested parties to observe / participate in exercises / training events.

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

Put plans out to other members to see if they want to update any thing, track changes and use as an audit trail.

19) Using identified good practice examples to develop emergency plans.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities but this evidence also provides generic evidence to meet this requirement from other Category 1 responders. This is supplemented by other specific evidence shown relating to the emergency services and 'health'.

- *Cleveland EPU follows the practice of not “re-inventing the wheel” if good examples of plans are held by others and will seek to use them or examples of best practice when possible. Where national templates are provided, e.g. flood plans, these will be adhered to.*
- *Nationally, the format of the COMAH offsite plans produced by the CEPU are accepted by the Competent Authority as examples of best practice and other plan writers are encouraged to follow the Cleveland format..*

Supporting evidence provided by:

Cleveland Police

- Cleveland Police Emergency procedures Policy and Model Response Structure is identified as national good practice and referred to be NPIA and ACPO Emergency Procedures
- Cleveland Police Nuclear Risk Chart identified as national good practice as a method of planned response
- Cleveland Police, as part of regional Casualty Bureau plan, had their plan used as basis for the national plan
- Templates followed re plans are as per Easingwold guidance

Cleveland Fire Brigade

- National template for Site Specific Pre Plans (HSE / EA)
- Adopted H1 as best practice
- Adopted HSG191 for training for COMAH establishments
- Using Buncefield reports /reviews improvement plan.

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- Emergency preparedness board – All members are from the ambulance service, chaired by the Chief Executive. Meet quarterly with work streams in between. The PCT then adapt plans to fit what has been agreed.

20) Adopting plans which are flexible allowing for the unexpected and can be scaled up or down to cope with varying scales of emergency.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities but this evidence also provides generic evidence to meet this requirement from other Category 1 responders. This is supplemented by other specific evidence shown relating to the emergency services and 'health'.

- Wherever possible our plans are flexible enough to deal with the unexpected, although you never know the scale, severity or extent of an emergency.
- Example – COMAH plans should the incident be more wide spread than the plan caters for, we would link to the major incident response plan of one or more local authorities.
- For the Police they seek more resources through PINIC. .
- The Fire Brigade have protocols for obtaining additional new dimensions equipment e.g. high volume pumps and for calling upon other fire brigade to help them with extra resources including manpower and staffing..

Supporting evidence provided by:

Cleveland Police

- The Cleveland Police Emergency Procedures Policy and Model Response Structure is a framework of response including initial response levels to Gold command and key specialist roles. The 1-page guidance document can be adapted for any incident and scaled up accordingly and hence it is the basis of all Cleveland Police response and incident management.
- All other plans link to this and all responses link to it
- Scaling up to national mutual aid via PNICC would be done via the Model Response Structure

Cleveland Fire Brigade

- Members of National Mutual Aid Scheme

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- Mutual aid
- SHA – Co-ordinate regional or national response.

21) Being able to demonstrate that lessons learned in exercises and emergencies have been taken forward.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities but this evidence also provides generic evidence to meet this requirement from other Category 1 responders. This is supplemented by other specific evidence shown relating to the emergency services and 'health'.

- Lessons learned in debriefs following exercises.

- Debriefs also held after large scale events (Music Live in Middlesbrough, Stockton Riverside Festival)
- Annual report taken to the LRF identifying lessons learned and any outstanding actions.
- COMAH Exercising and Testing matrix updated after each exercise and debrief / exercise report produced and circulated to all parties involved.
- Action plan is created after exercises.
- Plans are dynamic in design which allows for scalability

Supporting evidence provided by:

Cleveland Police

- All exercises are debriefed as per the LRF debrief protocol
- Incidents of note or significance, where able, are debriefed
- In both cases issues of concern and lessons learned are recorded and fed to the LRF and changes implemented via the joint EPU

Cleveland Fire Brigade

- Plans are dynamic in design which allows for scalability
- Incident/ Event / Exercise Structured Debriefs
- Site Specific PrePlans
- Site Specific Risk Information
- Debriefs are used to improve what we already do or help us identify areas for change or adaptation.

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- Take back to LRF, debrief LRF report.
- NEAS – Identifies something in debrief that warranted it being taken forward i.e. Black smoke protocol, developed procedures to get around the issue.
- Identify members and groups.
- After each debrief an outcome/action points list which is revisited.
- Example – NEAS and extrinsically safe radios. A problem was identified and resolved, this issue has now moved forward.

22) Being able to demonstrate that the people responsible for carrying out the roles in the plan are aware of those roles.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities but this evidence also provides generic evidence to meet this requirement from other Category 1 responders. This is supplemented by other specific evidence shown relating to the emergency services and 'health'.

- Monthly EMRT makes staff aware who have a role to play in responding to incidents.
- Emergency management Teams and Senior Officers have taken part in exercises and training. For example, In October 2009, the Chief Executive of Redcar & Cleveland Council and her Senior Management Team attended a training event sponsored by the CEPU and the Chief Executive and Emergency Response Team of Stockton Council took part in a 'cold call' response and exercise.
- Numerous staff attended Emergency Planning College to gain better understanding of Emergency Planning e.g. Middlesbrough EMRT held a training event at the Emergency Planning College on 27th November 2009
- Rest Centre training for rest centre managers
- Training logs are held by the Senior Emergency planning Officers of all staff who have undergone training or attended exercises and seminars.

Supporting evidence provided by:

Cleveland Police

- The Cleveland Police Emergency Procedures Policy and Model Response Structure embed the incident management and response procedures into the force framework
- Individuals within that response can use the 1-page document as guidance, if unsure, and can call on Control Room to clarify
- The model response is simplistic to ensure clarity in role and responsibilities and to prevent uncertainty across all police responders and also ensure there is no conflicting advice
- All EPU MI Training to police or partner agencies refers to the model response to embed procedures
- The Disaster Resilience Group oversees force preparedness and supports the policy and framework

Cleveland Fire Brigade

- Personal Development Plans
- Themed development Days at L&D
- Development and Specialist course at Fire Services College
- Multi Agency Training Days Held through out the year
- Regional Training Events
- Flexi Officer Themed Training / Development Sessions
- Seminars by external agencies

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- Action cards and appropriate training (Links to the list on point 13)
- Training logs – TRC4's (NEAS)
- Everyone has a training file, certify all in house courses.
- PCTs – Training and workforce development, get a list and monitor all training.

23) Developing and documenting a training and briefing programme for staff and key stakeholders (including Elected Members, if applicable).

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities but this evidence also provides generic evidence to meet this requirement from other Category 1 responders. This is supplemented by other specific evidence shown relating to the emergency services and 'health'.

- Log of emergency planning training carried out by local authority staff kept by Senior Emergency Planning Officer
- Training requirements/requests standing item on EMRT agendas
- Yearly briefing given to Elected Members in each local authority
- All emergency planning officers keep a training log of all training undertaken and courses and seminars attended.

Supporting evidence provided by:

Cleveland Police

- Cleveland Police EPU has a training directory outlining MI training to force
- The force leads on major incident training providing such to: probationers, first responders, forward commanders, incident commanders, control room, key specialist role staff, partner agencies etc.
- Currently the force is developing accredited training packages
- The force has been impactful on the national stage via the ACPO Emergency Procedures Training Forum
- Cleveland Police procedures have been seen as good practice

Cleveland Fire Brigade

- Workforce Development Plans
- Personal Development Plan
- Elected Members Briefings

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

PCT:

- Training policy signed off by Risk and Governance committee.
- All staff on call receive mandatory training.

NEAS:

- Create a training plan of what is required, all staff go on MIMMS (not mandatory)
- Special Operation Response Team (SORT), to maintain competence, attend two refresher courses per year.

24) Referring to the National Occupation Standards for Civil Contingencies (www.skillsforjustice.com) when identifying training needs.

EVIDENCE

Evidence collated by the Cleveland Emergency Planning Unit on behalf of the four Local Authorities but this evidence also provides generic evidence to meet this requirement from other Category 1 responders. This is supplemented by other specific evidence shown relating to the emergency services and 'health'.

- The National Occupational Standards are referred to when identifying training needs for Emergency Planning Officers and relate / dovetail to many of the courses held at the Emergency Planning College.
- The standards are also akin to the competencies required of Emergency Planning Officers to which they are recruited and trained.

Supporting evidence provided by:

Cleveland Police

- Cleveland Police has its own standards and competencies linked to national police competencies
- ACPO are represented on national forums around this work to ensure existing national police competencies link to new developments

Cleveland Fire Brigade

- Personal Development Plans are based on NOS

'Health' (North East Ambulance Service and Tees Primary Care Trusts)

- Nothing is currently in place.

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee
From: Chief Emergency Planning Officer
Date: 30th June 2010
Subject: **Site Clearance Plan**

1. Purpose of Report

- 1.1 To inform Members that new guidance has been issued by the Civil Contingencies Secretariat on the requirement for Local Authorities and other Category 1 responders to have in place a Site Clearance Capability.
- 1.2 To inform Members that this requirement will be subject to measurement through the National Capabilities Survey that will be carried out in early summer 2010.
- 1.3 To inform Members that the Cleveland Emergency Planning Unit, in consultation with partner agencies, has prepared a plan in accord with this guidance.

2. Background

- 2.1 A Site Clearance Plan has been produced in line with the significant risks as shown within the latest version of the Cleveland Community Risk Register (CRR). Examination of the CRR showed that a site clearance operation in Cleveland may include the following (though the list here is not exhaustive):
 - Removal of large amounts of rubble and debris
 - Assessment of structural damage / stability
 - Decontamination and sorting of debris
 - Dealing with debris contaminated by flood water and / or sewage
 - Evidence recovery if declared a 'crime scene'
 - Removal of deceased body or body parts
- 2.2 Given the variety of impacts it is therefore clear that no single approach will be appropriate in all circumstances, but that expert knowledge from partner agencies / industry will be required to inform the site clearance process.

- 2.3 The priorities for site clearance will be scenario specific, with any prioritisation having regard to the normal function of affected structures, their location, the extent of damage and the risks they present as well as health and other factors (e.g. buildings / structures in or under which people are believed to be trapped).
- 2.4 The aims of the plan are to:
- Provide a co-ordinated approach to the management of the safe removal of debris from the scene of a major incident, whether contaminated or not;
 - Outline the priorities for site clearance;
 - Outline the roles and responsibilities of key organisations, and
 - Outline the process of managing the clearance process.
- 2.5 The objectives of a site clearance operation are:
- The safe rescue of trapped and injured persons,
 - The recovery of fatalities and / or human remains,
 - Facilitating criminal and other investigations,
 - The recovery of personal and other items of value,
 - The safe removal and disposal of rubble and other debris,
 - Facilitating the recovery process and restoration of normality,
 - Ensuring environmental impacts from site clearance are appropriately controlled,
 - Ensuring environmental recovery is handled appropriately, and
 - Maintaining, so far as is practicable, normal services at an appropriate level.
- 2.6 Should a major incident occur within Cleveland that necessitates a site clearance operation to be established, then site clearance teams, both tactical and operational, would be formed under the direction of the Recovery Working Group. Under the terms of reference for the establishment of a Recovery Working Group, it will be led by the Local Authority in whose area the incident occurred and should be chaired by the Chief Executive. The Recovery Working Group acts alongside the Senior Co-ordinating Group (Gold) during a major incident.
- 2.7 The Incident Management Structure shown at **Appendix A** is the proposed structure shown within the national guidance and this has been refined within the Cleveland plan to reflect local structures within Cleveland. However, it clearly shows the Gold and Silver Command structure working alongside the Recovery Working Group.
- 2.8 The Cleveland Site Clearance Plan has been developed in consultation with representatives from agencies likely to be involved in a major site clearance operation. The plan which has been circulated to all potential responder agencies will be reviewed on an annual basis by EPU staff. It

will be subject to test through either a table top exercise or multi-agency training day within the next 18 months and if possible, within the recovery exercise being planned for September 2010.

- 2.9 Copies of the plan and guidance can be provided by the plan author Matthew Shepherd, Emergency Planning Officer.

3. Recommendations

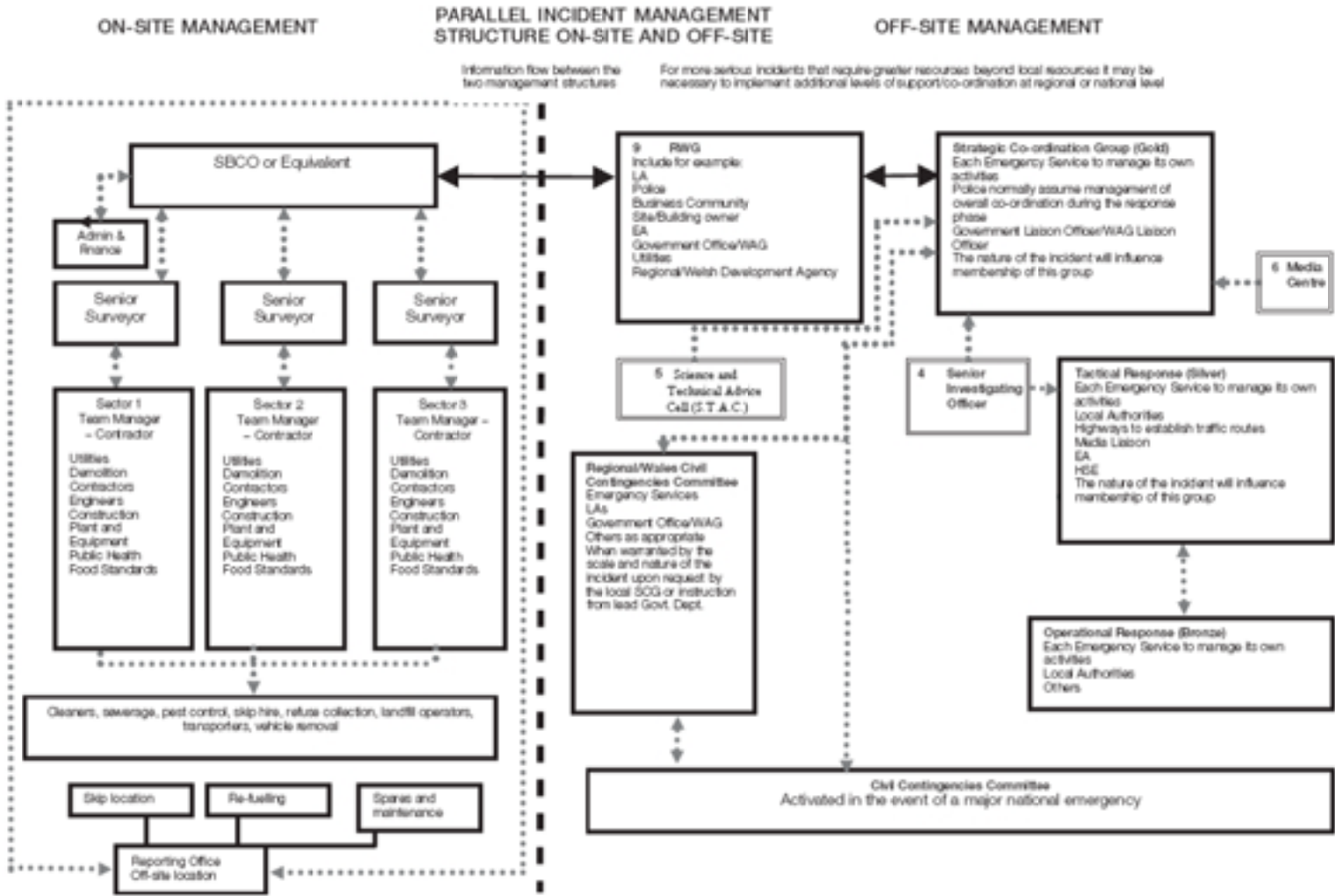
- 3.1 Members note the report.

- 3.2 Members endorse the Site Clearance Plan that will be used by the Local Authorities should the need arise.

Report Author: Denis Hampson
Chief Emergency Planning Officer

Report dated: 1st June 2010

Incident Management Structure



CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee
From: Chief Emergency Planning Officer
Date: 30th June 2010
Subject: **Consultation on Draft Community Resilience Proposals**

1. Purpose of the Report

- 1.1 To inform Members that four consultation documents have been issued by the Cabinet Office relating to the Governments' proposed future Community Resilience Programme.
- 1.2 To seek the views of Members to allow the Chief Emergency Planning Officer to prepare a response to the documents on behalf of the EPU and Joint Committee and send a reply to the Cabinet Office by the closing date of 1st July 2010.

2. Background

2.1 Community Resilience Programme

This document sets out the stated aims of the Government's Community Resilience Programme which are to:

- Increase individual, family and community resilience against all threats and hazards;
- Support and enable existing community resilience, expand and grow these successful models of community resilience in other areas;
- Support effective dialogue between the community and the practitioners supporting them;
- Raise awareness and understanding of risk and local emergency response capability in order to motivate and sustain self resilience;
- Evaluate the success and articulate the benefits of community resilience; and

- Provide a shared framework to support cross sector, regional and local activity in a way that ensures sufficient flexibility to make community resilience relevant and workable in each local area/community.

2.2 Draft Strategic National Framework on Community Resilience

2.2.1 This document explores the role and resilience of individuals and communities before, during and after an emergency. It contends that local emergency responders will in the future be tasked with identifying and prioritising those in greatest need during an emergency but also those who are less vulnerable and/or not in immediate danger who will have to take care of themselves. The framework invites individuals and communities to prepare themselves in the event of an emergency and provides examples of how to do so. The intention of the framework is to promote interest and facilitate discussion between Government departments and agencies, emergency services, local authorities, voluntary sector bodies, elected members and community and faith groups.

2.2.2 The framework:

- Provides a set of guiding principles which invite individuals, communities and practitioners to engage in community resilience;
- Explains the desired outcomes of the programme;
- Facilitates dialogue between relevant partners to share good practise in community resilience and seek views on the proposed way forward;
- Sets the national direction for community resilience, outlining the proposed government contribution and how this relates to local activity;
- Outlines the roles of the wide range of public and private sector bodies involved in supporting community resilience; and
- Seeks support and ideas for further developing this work.

2.3 Draft Community Emergency Plan Guidance (and template)

2.3.1 This document is a step-by-step guide to help communities produce a Community Emergency Plan. The document also provides a plan template with a suggested structure for the emergency plan.

2.3.2 *Step 1: Planning for your Community*

This section gives advice on getting started and planning for a community, with key issues being:

- identifying existing local relationships and networks;
- getting people involved and assessing community skills and resources;
- forming community emergency groups and appointing co-ordinators;
- using local knowledge to identify risks and vulnerable people and infrastructure
- identifying key locations (e.g. for rest centres).

2.3.3 *Step 2: What to do in an Emergency*

This section covers the activation of the plan (i.e. what triggers are needed), what to do once the plan has been activated, communications strategies and provisions for evacuation.

2.3.4 *Step 3: Practising and Reviewing your Plan*

This section advises on sharing the plan with the community to get their views. Local emergency planning officers, emergency services and the LRF should also receive a copy of the plan so they know who to contact and what assistance is available. The section states it is important to regularly review and update the plan to ensure it meets the changing needs of the community. It also suggests using call-out exercises to practise the activation of the plan, ensuring contact lists are up to date. It also suggests that the arrangements in the plan will need to be tested.

2.4 *Draft Preparing for Emergencies – a guide for communities*

2.4.1 This document leads individuals to think about how and why they can help their community be prepared for an emergency. It encourages people to think about:

- Why it is important to be involved and be prepared;
- What people can do to make it happen in their community; and
- The help available to people to achieve this.

The document also includes case studies which show examples of how communities and organisations have equipped themselves to be ready to support people through emergencies. These are useful to show how community resilience works for real.

2.5 *Draft Preparing for Emergencies Leaflet*

2.5.1 The leaflet which would be delivered to every home will provide details of how people can prepare themselves, as individuals, for dealing with

emergencies. It will also include advice on preventing emergencies; direct them to useful websites where they can find information; what to do to in the event of an accidental fire in the home, advice on first aid and also where to find more information on risks in a local area. A similar booklet was sent to all homes across the country approximately 7 years ago.

3. Potential Impact of the Proposed Strategic Framework and Guidance

- 3.1 It is likely that community resilience will form part of the CCA enhancement programme which is currently underway. The foremost aim of the proposals is to promote self help, individually or as a family unit, but importantly in a community setting. However, there is the underlying theme that the community will not be able to do it without help and that help will need to come from within the existing resilience / emergency planning community.
- 3.2 The aim is to promote community resilience and encourage people to help themselves and the people around them. This concept is to be applauded and there are good example of this currently occurring in Cleveland, for example, the flood wardens in Skinningrove who can sound the alarm in the event of flooding to alert the community and can operate the flood defences if the response by external contractor (Carillion) is deemed to arrive too late.
- 3.3 The draft framework is loose on how it would work in practice but envisages community groups or networks being established and voluntary groups and groups from the faith sector to be actively engaged in the programme. Existing emergency planners and responders will be used to build community resilience and it is suggested that members of the community are involved in exercises undertaken in their local area by emergency responders.
- 3.4 The Community Emergency Plan guidance envisages existing community groups, for example, Parish Councils, Neighbourhood Watch, Residents Associations, Scout Groups and youth groups, writing local emergency plans for their communities. From these groups a Community Emergency Co-ordinator would be chosen who would lead on taking the local programme forward and be the contact point between the local group and the local emergency responders and planners. Throughout the document, it creates new roles for the local planners and responding agencies, e.g. local authorities, emergency planners and emergency responders.
- 3.5 The guidance for communities promotes the concept of greater working between the community planners and the emergency services, emergency planners and others, gathering and sharing information, attending group

meetings, taking part in joint community exercises, commenting upon and agreeing plans and generally assisting these community groups.

- 3.6 Within Cleveland there are some examples of community involvement in emergency planning and response, for example Community/Residents Liaison Groups around chemical sites (Dow / North Ormesby, Wilton / Grangetown Residents). Whilst they do not have community plans, the groups are information sharing forums where the chemical site operator links with representatives from the local community, including the local schools.
- 3.7 There are also a number of other existing initiatives which provide community focus and information sharing. The “Building Community Resilience through Schools” project is being promoted to inform teachers and pupils of risks in their areas, to care for themselves and others during emergencies and understand the roles and responsibilities of emergency responders and others. The Fire Brigade through their Community Advocates scheme links into vulnerable persons and also young people who may be prone to anti-social behaviour and fire related crime, e.g. hoax calls, arson and attacks on firefighters. The EPU also has a Voluntary Agencies group that ensures community representatives are aware of risks in the area, share information and build community resilience.
- 3.8 Members will recall that about seven years ago, the Government issued to all households a “Preparing for Emergencies” booklet and as part of this programme it is proposed that the Government will produce a new booklet and again it will be distributed to every household across England and Wales.
- 3.9 The content of the proposed booklet will be very similar to that contained in the “Prepare for Emergencies” (Z card) public information leaflet which the Cleveland Emergency Planning Unit has produced twice over the past 4 years which was delivered to every household across Cleveland.
- 3.10 At the time of preparing the first Z card in 2005, the Emergency Planning Unit conducted a telephone survey with over 200 residents in the Cleveland area. Whilst the survey was “quick and dirty” it did reveal that the majority of those contacted had no knowledge of the previous Government leaflet and only a very small number had retained the leaflet. The reverse is the results of the survey carried out after both leaflets were distributed within Cleveland where over 75% of residents had retained the Z card information leaflet.
- 3.11 It is not clear from the documents how it is envisaged that the Community Plans would dovetail with the wider response plans required by legislation

of Local Authorities and other responders/planners, e.g. Police. The Government contribution to this work is limited to supporting activity and facilitating dialogue between relevant parties.

- 3.12 The national framework also seeks views on how Elected Members can facilitate and encourage community resilience in their local areas and where possible lead on such activities.

4. Response to the Consultation Documents

- 4.1 This is an important footprint for the potential future of civil contingencies and emergency planning. It could have resource and financial implications upon the Emergency Planning Unit as the proposals could change the way the emergency and civil contingencies functions are performed in future years.
- 4.2 A first draft response to the four consultation documents are shown at **Appendices A, B, C and D**, but they are in no way complete (“a first stab”). However, the views and comments of Members is sought to enable a co-ordinated response to be produced.
- 4.3 As well as providing a response from the Joint Committee and the EPU, the Chief Emergency Planning Officer will also be submitting a response on behalf of the Cleveland Local Resilience Forum.

5. Recommendations

- 5.1 Members note the report.

Report Author: Denis Hampson
Chief Emergency Planning Officer

Report dated: 1st June 2010

Appendix A

Draft Strategic National Framework – Consultation response form

Programme:	Community Resilience
Title of document under consultation:	Draft Strategic National Framework on Community Resilience
Closing date for consultation:	1 July 2010.
Email response to be sent to:	community.resilience@cabinet-office.x.gsi.gov.uk
Or postal response to be sent to:	Community Resilience Team Civil Contingencies Secretariat Cabinet Office 22 Whitehall London SW1A 2WH
Queries to:	Henry Herrera 0207 276 2523 henry.herrera@cabinet-office.x.gsi.gov.uk

Please insert your responses in the boxes below the questions. If you are typing your response, the boxes should expand to fit your answer. If you are handwriting your responses, please use extra sheets of paper where appropriate.

<u>Consultation Response</u>		
Name:		
Title:		
Organisation:		
Contact details: (For possible follow-up to detailed comments)	telephone	
	e-mail	

Questions**1. Are you responding...** [Please place an x in the correct box]

As an individual?	
On behalf of a community group?	
On behalf of a practitioner organisation?*	X
On behalf of a member of a trade association?	

Other, please state:	
----------------------	--

*'Practitioner organisation' could include a Category 1 or 2 emergency responder, a voluntary sector organisation involved in resilience work or an organisation involved in emergency preparedness/management on a professional basis.

Developing Community Resilience

2. Are you / your organisation able to support the aims and principles of the Programme to build and enhance community resilience?

Yes, the Cleveland Emergency Planning Joint Committee and Emergency Planning Unit support the programme in principle.

3. Do you think the framework sets out an appropriate government contribution to building and enhancing community resilience?

It is not entirely clear what the full government contribution is, other than to facilitate and produce the initial documentation / templates.
--

4. [If responding as an individual or on behalf of a community group] Who do you need support from in order to undertake community resilience activity and in what form should this support be provided (for example, information, funding, equipment)?

N/A

5. If you are responding on behalf of a faith group or community, what do you see as your role in supporting communities?

N/A

Definitions

6. Using the definitions listed in Chapter 4, which community / communities do you think would provide the most appropriate network through which to develop community resilience for the members?

Geographical Communities alongside Emergency Planning Practitioners from all Category 1 responder agencies.

7. We would welcome your views on the key features of a resilient community as set out in Chapter 4. Do you agree that these features represent resilience in a community? What other features help to make a community resilient?

Other features which help make a community resilient are cooperation and neighbourliness (e.g. it would be easier for a small hamlet or village to be more resilient where the community is quite close, than those who live in a town or city and frequently do not know the names of their neighbours).

8. We would welcome your views on the roles, linkages and interdependencies outlined in Chapter 5. Do you think the roles outlined represent how organisations and communities work together when building community resilience?

The framework and linkages of the “professional” planners/responders is adequately reflected but links to the “community” are ‘woolly’.

**9. [If responding as a representative of practitioners]
How does the programme fit with the work of your organisation to develop community resilience in your local area?**

Does not directly fit but within the local area there are various examples of community involvement and also the provision of information to the public (public information leaflets – EPU website)

Funding

10. If the Government were to establish a funding stream for this work, what should it pay for and how should it be administered?

Funding needs to be accountable. The government should provide funding to the Local Authority, LRF or other Category 1 responders, e.g. Police, Fire Service, to enable community co-ordinators to be appointed and for exercises and workshops to be run within and for those in the community who want to learn more about being an effective leader in the community.

Success Indicators

11. What measures would be necessary to determine whether the government contribution to community resilience has been successful?

- Exercises at a local level with responders and community to test resilience.
- Observe which communities recover the quickest/efficiently after an incident (hopefully it would be those who have developed community resilience).
- Dialogue between communities and agencies/responders etc. could be used as a measure to show involvement.
- Ensure enough people in a community are aware of any plans in place (via a survey for instance).

12. What more information do community members need to lead, activate and sustain work to develop resilience in their local area?

Community Co-ordinators would be concerned with the implications of health and safety legislation and data protection (contacts lists containing personal phone numbers, etc)

13. We would welcome your views and ideas on possible incentives and levers to encourage communities to take steps to be prepared for an emergency.

Community Awards.

14. What would you like to see contained in guidance for practitioners supporting communities to build resilience?

Guidance, templates and ideas for workshops, meetings and plans. A common presentation that could be used within the community.

15. [If responding as a practitioner], what support do you need to be able to support community resilience in your area?

The government could provide funding for exercises and workshops for those in the community who want to learn more about being an effective leader in the community.

Branding and Formatting

16. How effectively does the branding of the document reflect the messages within it?

No comment

17. Does the branding for the document encourage you to read it?

No comment

18. How would you change the branding of the document?

The branding needs to have more of a local flavour – e.g. local LRF or local authority, Police force, etc.

Miscellaneous

19. Any other comments or questions in relation to this document.

Paragraph 4.18 points readers to the “Preparing for Emergencies – Guide for Communities” document to find out information on funding options. Upon examination of said document readers will find no information regarding this. Guidance on funding is instead found in an Annex to the “Community Emergency Plan Guidance” document.

Thank you for taking the time to complete this questionnaire. We value your input.

Appendix B

Draft Community Emergency Plan Guidance and template - Consultation response form

Programme:	Community Resilience
Title of document under consultation:	Draft Community Emergency Plan Guidance and template
Closing date for consultation:	1 July 2010.
Email response to be sent to:	community.resilience@cabinet-office.x.gsi.gov.uk
Or postal response to be sent to:	Community Resilience Team Civil Contingencies Secretariat Cabinet Office 22 Whitehall London SW1A 2WH
Queries to:	Henry Herrera 0207 276 2523 henry.herrera@cabinet-office.x.gsi.gov.uk

We would welcome your views on the *Draft Community Emergency Plan Guidance and template* consultation document. Please help us by answering the questions below and telling us what you think of the document.

Please insert your responses in the boxes below the questions. If you are typing your response, the boxes should expand to fit your answer. If you are handwriting your responses, please use extra sheets of paper where appropriate.

<u>Consultation Response</u>		
Name:		
Title:		
Organisation:		
Contact details: (For possible follow-up to detailed comments)	telephone	
	e-mail	

Questions

1. Are you responding... [Please place an x in the correct box]

As an individual?	
-------------------	--

On behalf of a community group?	
On behalf of a practitioner organisation?*	X
On behalf of a member of a trade association?	
Other, please state:	

*'Practitioner organisation' could include a Category 1 or 2 emergency responder, a voluntary sector organisation involved in resilience work or an organisation involved in emergency preparedness/management on a professional basis.

Content

2. What do you like most about the document and why?

The plan template as it provides a simple and understandable structure.

3. What do you like least about the document and why?

4. Is there anything missing from the document?

5. How could the document be improved to make it easier to complete the template plan?

6. Are there any sections of the document that you think are not clear? If so, which sections and why?

Need to include more detail on exercising the plans and the local emergency planning and response structures.

7. Is the document asking you to do the right things to prepare your community for an emergency?

Yes. It is useful to have information on how communities can acquire or at least apply for funding.

8. Does the document give you the right support to help you prepare your community for an emergency?

It would be an aid, but it would need further clarification at a local level. It would need to be supported by workshops etc.

Branding and formatting

9. How effectively does the branding of the document reflect the messages within it?

.

10. Does the branding of the document encourage you to read it?

11. How would you change the branding of the document?

Put more emphasis on the Preparing for Emergencies title to make it stand out from the logo. The 'Prepare for Emergencies' (Z card) prepared by the Cleveland EPU is a more appropriate format, than a booklet.

Miscellaneous

12. Any other comments?

Combine this document and "A Guide for Communities" together.

Thank you for taking the time to complete this questionnaire. We value your input.

Appendix C

Draft Preparing for Emergencies – a guide for communities

Consultation response form

Programme:	Community Resilience
Title of document under consultation:	Draft Preparing for Emergencies – a guide for communities
Closing date for consultation:	1 July 2010.
Email response to be sent to:	community.resilience@cabinet-office.x.gsi.gov.uk
Or postal response to be sent to:	Community Resilience Team Civil Contingencies Secretariat Cabinet Office 22 Whitehall London SW1A 2WH
Queries to:	Henry Herrera 0207 276 2523 henry.herrera@cabinet-office.x.gsi.gov.uk

We would welcome your views on the *Draft Preparing for Emergencies – a guide for communities* consultation document. Please help us by answering the questions below and telling us what you think of this document.

Please insert your responses in the boxes below the questions. If you are typing your response, the boxes should expand to fit your answer. If you are handwriting your responses, please use extra sheets of paper where appropriate.

<u>Consultation Response</u>		
Name:		
Title:		
Organisation:		
Contact details: (For possible follow -up to detailed comments)	telephone	
	e-mail	

Questions

1. Are you responding... [Please place an x in the correct box]

As an individual?	
-------------------	--

On behalf of a community group?	
On behalf of a practitioner organisation?*	X
On behalf of a member of a trade association?	
Other, please state:	

*'Practitioner organisation' could include a Category 1 or 2 emergency responder, a voluntary sector organisation involved in resilience work or an organisation involved in emergency preparedness/management on a professional basis.

2. What do you like most about the document and why?

The case studies give good examples of how community resilience works for real.

3. What do you like least about the document and why?

If the case studies were not present, there would be little if any substance to the document. It would be better served being merged with "Community Emergency Plan Guidance" perhaps as an introduction.

4. Is there anything missing from the document?

5. Are there any sections of the document that you think are not clear? If so, which sections and why?

6. Is the document asking you to do the right things to help build and enhance community resilience in your area?

Yes, but would be better served as an addition to Community Emergency Plan Guidance.

7. Does the document give you the right support to build and enhance community resilience in your area?

8. What else do you need from the Government to support you in building and enhancing community resilience in your area?

Branding and formatting

9. How effectively does the branding of the document reflect the messages within it?

The title “Preparing for Emergencies” needs to stand out more, black on dark purple is next to useless.

10. Does the branding of the document encourage you to read it?

Not when you see there are two other documents with similar branding to read.

11. How would you change the branding of the document?

Redesign logo and put emphasis on the “Preparing for Emergencies” title.

12. Any other comments?

The document has case studies, which is a plus, but this document could easily fit in the Community Emergency Plan guidance as an introduction with the case studies added as an annex.

Thank you for taking the time to complete this questionnaire. We value your input.

Appendix D

Draft Preparing for Emergencies leaflet – Consultation response form

Programme:	Community Resilience
Title of document under consultation:	Draft Preparing for Emergencies leaflet
Closing date for consultation:	1 July 2010.
Email response to be sent to:	community.resilience@cabinet-office.x.gsi.gov.uk
Or postal response to be sent to:	Community Resilience Team Civil Contingencies Secretariat Cabinet Office 22 Whitehall London SW1A 2WH
Queries to:	Henry Herrera 0207 276 2523 henry.herrera@cabinet-office.x.gsi.gov.uk

We would welcome your views on the updated Draft Preparing for Emergencies leaflet. Please help us by answering the questions below and telling us what you think of the document.

Please insert your responses in the boxes below the questions. If you are typing your response, the boxes should expand to fit your answer. If you are handwriting your responses, please use extra sheets of paper where appropriate.

<u>Consultation Response</u>		
Name:		
Title:		
Organisation:		
Contact details: (For possible follow-up to detailed comments)	telephone	
	e-mail	

Questions

1. Are you responding... [Please place an x in the correct box]

As an individual?	
On behalf of a community group?	

On behalf of a practitioner organisation?*	X
On behalf of a member of a trade association?	
Other, please state:	

*'Practitioner organisation' could include a Category 1 or 2 emergency responder, a voluntary sector organisation involved in resilience work or an organisation involved in emergency preparedness/management on a professional basis.

Content

2. What do you like most about the document and why?

It is simple to read.

3. What do you like least about the document and why?

That the content is almost a repeat, albeit in a different order/format, of the leaflet from 2004. Also that it assumes everybody has access to the internet to find out more information.

4. Is there anything missing from the document?

Helplines - not everybody has access to a computer or internet. It is useful to have a second source to obtain information from.

5. Are there any words or phrases in the document which you feel need more explanation?

The contents of the leaflet needs to be as succinct and as simplistic as possible. The document as a whole is too wordy.

6. Is the document asking people to do the right things to prepare for an emergency and in the event of an emergency?

Yes, however, in the section titled "preparing for any emergency" it states 'gather essential items'. What items? Some examples would be useful here, e.g. medication, fresh water, clean clothes, a list of contacts etc.....

Layout

7. Is the document the right length? If not, what should be added / removed?

The section on “what emergencies can you prepare for?” goes into too much detail for the scope of the leaflet.

8. Do you think the information in the document is in the right order? If not, what could improve it?

No, a better order would be, page 1, 2, 3, (8, 9 & 10), 11, 12, (13, 14 & 15), 16, 17, 18, 19, 7, (5 & 6), 4, 20. Some of the sections which cover more than one page could be reformatted (i.e. get rid of the logos covering half a page, quite unnecessarily) to reduce the size of the document.

Branding and formatting

9. How effectively does the branding of the document reflect the messages within it?

10. Does the branding of the document encourage you to read it?

11. How would you change the branding of the document?

More emphasis on the Preparing for Emergencies title.

Miscellaneous

12. Any other comments?

Thank you for taking the time to complete this questionnaire. We value your

The Z card format as used successfully by the Cleveland EPU and other EPU’s within the country is a better format than the proposed leaflet. The Z cards “Prepare for Emergencies” issued to all households across Cleveland in 2009 contains a similar amount of relevant information at 10% of the size.

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee

From: Chief Emergency Planning Officer

Date: 30th June 2010

Subject: Critical Infrastructure Programme

1. Purpose of the Report

- 1.1 To inform Members of three documents produced by the Cabinet Office as part of the Government's Critical Infrastructure Resilience Programme.
- 1.2 To inform Members that the Cabinet Office expect these documents to inform Emergency Planners on behalf of Local Authorities of the need to encompass these documents within future planning arrangements, so that should a major incident or emergency occur, concerns over critical infrastructure should be a primary focus within any response or recovery phase.
- 1.3 To inform Members that although this report relates to the national programme and local critical infrastructure is not identified, it is still appropriate due to the dependencies and interdependencies within and between various economic and sub regional sectors. For example, a critical infrastructure affected in the Tyne and Wear area could have a 'knock on effect' to Cleveland.

2. Background to the Report

- 2.1 In response to the recommendations in the Pitt Review following the summer floods in 2007, a "Natural Hazards Team" was set up in the Civil Contingencies Secretariat to establish and develop a cross-sector Critical Infrastructure Resilience Programme.
- 2.2 The aim of the programme was to improve the resilience of critical infrastructure and essential services to severe disruption from natural hazards. The Natural Hazards Team have produced three documents to support the programme:
 - The **Strategic Framework and Policy Statement** that sets out the policy intent, timescales and expectations for the Critical Infrastructure Resilience Programme.

- The **Sector Resilience Plan for 2010** that summarises the findings of government departments responsible for each of the nine sectors of national infrastructure. The document primarily assesses the vulnerability of infrastructure to flooding.
- The **Interim Guidance to the Economic Regulated Sectors** that highlights best practice on supporting resilience building. The document identifies eight considerations to strengthen resilience and cooperation within these sectors.

2.3 Background: Strategic Framework and Policy Statement

- 2.3.1 The Strategic Framework and Policy Statement (the Framework) sets out proposals for a cross-sector systematic programme to improve the resilience of critical infrastructure and essential services to severe disruption by natural hazards (the Programme). It covers the proposed policy intent, scope, aims, time scales and workstreams. The purpose of the document is to develop a shared, consistent, proportionate and risk-based approach to delivering reductions in vulnerability over a number of years as envisaged in the Pitt reports on the floods of 2007.
- 2.3.2 The Framework is intended to coordinate an approach to driving up the resilience of critical infrastructure. The main goal is to identify and assess the risks from **natural hazards**. Options to counter the risk could vary from provision of physical protection through the relocation of assets, or the provision of alternative supplies, or improved arrangements for emergency response.
- 2.3.3 The Framework is primarily directed at central government departments, regulators, relevant public sector bodies and critical infrastructure owners.
- 2.3.4 The Centre for the Protection of National Infrastructure (CPNI) provides protective security advice aimed at reducing the vulnerability of critical national infrastructure to national security threats but has **no such role** in relation to natural hazards. Therefore this programme aims to improve resilience in this area focusing on flooding first, as it is the highest climatic risk in the Governments National Risk Register.

2.4 The Critical Infrastructure Resilience Programme

- 2.4.1 In the Governments view, resilience encompasses activity to prevent, protect and prepare for natural hazards. In resilience it is important to note that in an increasingly networked society, it will also be necessary to take note of dependencies and interdependencies within and between sectors.

2.4.2 Critical infrastructure operators and providers of essential services will need to consider a wide range of options for ensuring continuity of supply including:

- Considering the threat from current and future natural hazards in the design of new assets, networks, and systems to avoid disruption arising in the first place.
- Increasing the robustness and resilience of existing services or assets by building additional network connections, or by providing backup facilities.
- Identifying key components and moving them out of harms way.
- Improved arrangements for sharing of information on infrastructure network performance and standards.
- Enhancing skills and capabilities to respond to emergencies arising from natural hazards.

2.4.3 UK national infrastructure is defined by the Government as “those facilities, systems, sites and networks necessary for the functioning of the country and the delivery of essential services upon which daily life in the UK depends”. Those elements that if lost would lead to severe economic or social consequences make up the Critical National Infrastructure (CNI)

2.4.4 The National Infrastructure is categorised into nine sectors: energy, food, water, transportation, communications, emergency services, healthcare, financial services and government. Infrastructure is being prioritised nationally then locally, using a risk based approach.

2.4.5 The Programme will ensure that the Government, regulators and public sector bodies and owners of critical infrastructure are aware of the risks arising from natural hazards and take appropriate action. This includes understanding the potential impact on society, the economy and the environment.

2.4.6 The programme will cover the following principles:

- *Risk-based approach.*
- *Proportionality.*
- *Co-operation and co-ordination.*
- *Sector differences.*
- *Sector sponsor department responsibility*
- *Coherence.*

- *Voluntary co-operation.*
- *Tripartite relationship.*
- *Information sharing.*
- *Precautionary*
- *Sustainability.*

2.4.7 The Programme will be developed to consider all natural hazards but the initial focus will be on flooding from the rivers and the sea. Other forms of flooding (including surface water, reservoirs etc) and natural hazards will be incorporated into the sector resilience plans during late 2010 and beyond.

2.4.8 The 'Programme' will be developed in eight workstreams:

- **Sector Resilience Plans:** The Pitt Review recommended the development of Sector Resilience Plans through a tripartite relationship between the relevant government department, economic regulator and industry sector. The plans have the long term aim of providing a basis for periodic assessment and achieving a high level of resilience. The Cabinet Office and Environment Agency have mapped CNI to determine sites that are located in areas at risk from flooding from rivers or the sea.
- **Natural Hazards:** Initial scoping will focus on hazards outlined in the National Risk Register. Hazards have conventionally been based on historical evidence rather than proactive assessment of actual risk. During the policy development process, further evidence will be gathered on additional hazards.
- **Regulation:** The Framework document provides interim guidance for economic regulators on the Government's expectations for resilience of critical infrastructure from flooding. Additional guidance will be published throughout 2010
- **Resilience Standards:** Aims to maintain a consistent high standard while continually reviewing costs, procedures etc. The Programme will review existing standards in use across the nine sectors of national infrastructure and evaluate if these can be used to drive resilience.
- **Social Requirements for Resilience:** An understanding of public expectations and willingness to pay will be considered in the development of resilience standards and policy.
- **Dependencies and Information Sharing:** This work stream will consider cross sector issues arising from the dependency and inter-connectivity of services such as cascade failures. The Council of

Science and Technology has highlighted that there is a lack of understanding of the vulnerabilities of critical infrastructure, particularly where one sector is dependent on another.

- **Business Continuity:** The Government supports the Pitt recommendation requirement for category 2 responders that own critical infrastructure to undertake business continuity planning to standards equivalent to BS25999.
- **Impact Assessment:** An impact assessment and new burdens assessment will be carried out throughout the policy development process to ensure the proposals are appropriate and proportionate to the risk.

2.4.9 Surface water and groundwater flooding are also important considerations and will be included within the resilience-building programme as fuller information on these risks become available from the agencies responsible for flooding. This will also be the case for other forms of adverse weather. The Cabinet Office will work with Defra, the Met Office, and others to understand the probability of certain climatic events, and the impacts that could be experienced by critical infrastructure, across the short and medium term.

2.4.10 Ministers agreed in June 2009 to adopt the Pitt Recommendation as a minimum interim standard of protection from flooding for critical national infrastructure across all sectors. The Critical Infrastructure Resilience (CIR) Programme will consider how this interim standard could be developed to set out expectations of levels of resilience of critical infrastructure in terms of continuity of service.

2.4.11 It will remain for **owners** of critical infrastructure and **providers** of essential services to assess the vulnerability and impact of flooding on their assets and services to severe flooding, drawing on information available from the Environment Agency.

2.4.12 The Cabinet Office is charged with developing the cross-sector resilience building programme, with a clear remit to work across government departments and other public and private sector bodies to define and deliver shared goals. Sponsoring government departments are responsible for working with regulators and relevant infrastructure operators and providers of essential services to determine the overall approach to be adopted within their sectors.

2.5 Sector Resilience Plan for Critical Infrastructure

2.5.1 The sector resilience plans set out the priorities for improving resilience within each sector and aim to reduce vulnerability, improve preparedness, and improve business continuity. The plans are the first step towards the establishment of a national resilience plan for critical infrastructure in 2011 which will meet the full intent of the proposals set out in the Pitt Review. The national plan will establish a long-term, all-risks programme to reduce the vulnerability of critical infrastructure and essential services to severe disruption from natural hazards.

2.5.2 Water Sector

2.5.2.1 Nationally, a number of sites were identified as being at risk from flooding. Asset owners provided information about their sites and resilience measures in place and the majority have committed funding to further resilience work. The obligation of a water company to protect infrastructure from flooding is implicit in the Water Industry Act and the Security and Emergency Measures Directive (SEMD 1998).

2.5.2.2 In terms of resilience, Defra reviewed the minimum water supply to be delivered to people during the loss of piped supply. This was raised from 10 to 20 litres per person per day when the event exceeds 5 days in duration.

2.5.2.3 Capability analysis is undertaken for the water industry twice a year. This enables long-term capability targets to be set based on an assessment of the capabilities already in place against those necessary to cope with the risks in the National Risk Register.

2.5.2.4 The proposed Flood and Water Management Act 2010 will affect the water sector in terms of resilience building. A specific duty has been assigned to **Local Authorities and the Environment Agency** for responsibility for pluvial flooding mapping and management.

2.5.3 Communications Sector

2.5.3.1 There are currently no CNI assets at risk of flooding in the broadcast and postal service sub-sectors. Some telecommunications sites were identified at risk from flooding. However the majority of those sites are already protected by wider flood defences.

2.5.3.2 There are procedures in place to ensure the continuity of essential communications in the event of a loss of part of the network, and the sector already has an inbuilt level of resilience to flooding as a consequence of the actions of individual companies.

2.5.3.3 BT still retains responsibility for the most important and greatest part of the network. The emergency plan for the telecoms sector is owned by the industry which it maintains in close cooperation with the government. The inherent resilience of the sector has meant that it has not been seriously affected by flooding, however access to masts could be a problem.

2.5.4 Energy Sector

2.5.4.1 Nationally, a number of sites in the energy sector were identified as being at risk from flooding, including major electricity substations. Remedial work has commenced at those most at risk, with completion expected by 2020. This means there will be residual, reducing risk over the next 10 years, but this can be mitigated by business continuity plans. The lack of high voltage electricity in the delivery of gas lowers the risk in this sub-sector. The multitude of supply routes in the oil sub-sector provides inherent resilience.

2.5.4.2 The electricity and gas transmission and distribution networks are natural monopolies and are subject to price controls, which currently include provision for investment in flood defences, and are regulated by the OREG.

2.5.4.3 The current priority for activity is grid and primary substations which are vulnerable to flooding and the loss of which could cause medium term (weeks to months) loss of supply. There are none locally.

2.5.5 Transport Sector

2.5.5.1 The structure and varied nature of the UK transport system means it has an in-built overall resilience but can be affected at a local level across all sub-sectors. For this reason cancellations of operations tend to be more cost effective than trying to build in protective measures to natural hazards across whole networks. A low number of sites have been identified as being located on flood plains.

2.5.5.2 Local Authorities are responsible for 98 per cent of the road network in England and Wales and it remains at the discretion of the Highway Authorities i.e. Local Authorities, as to what work is undertaken in this area. The risks to local roads and preparing for such risks should be identified in the Community Risk Register.

2.5.5.3 The Highways Agency has identified those parts of the strategic road network that are most at risk of flooding and have developed guidance for operations staff on the implementation of flood risk management strategies. Network Rail has similar organisational arrangements. The

Department for Transport is currently looking into the option of a UK response to the flooding of a port.

2.5.6 Food Sector

2.5.6.1 There are no CNI assets within this sector and the document judges it to be resilient to disruption from flooding and other hazards. However the sector is critically dependent on other infrastructure sectors such as energy.

2.5.7 Health Sector

2.5.7.1 Nationally, a number of sites were identified as being at risk from flooding covering a wide range of health care services. The document concludes that the scale of the NHS, geographic distribution of assets, and the ability to relocate key services to alternative sites in emergencies provides an inherent degree of resilience in the sector. However, the NHS is very dependent on other sectors such as transport and energy.

2.5.8 Emergency Services Sector

2.5.8.1 Nationally, eleven CNI sites were identified as being located in a fluvial flood plain. However due to the nature of the sector there was sufficient resilience in place. For the sector as a whole the interconnectivity of the sectors network and geographic spread gives it considerable resilience.

2.5.9 Finance Sector

2.5.9.1 Four CNI sites were identified by the document as being potentially at risk of flooding, however all of these sites have backup sites that allow the continuation of service with minimum disruption. The sector is considered to be inherently resilient due to the competitive nature of the industry.

2.5.10 Government Sector

2.5.10.1 The Government sector is considered largely resilient, although planning and preparation should be a continuous process. The responsibility for ensuring resilience in the government sector lies with departments owning or operating critical sites or assets.

2.6 Interim Guidance to the Economic Regulated Sectors

- 2.6.1 The Government supported the recommendation that guidance should be issued to economic regulators to encourage resilience building by operators of critical infrastructure.
- 2.6.2 The guidance addresses the resilience work in the four regulated utility sectors: water, energy, communications and transport. Two further documents covering Public Services (Emergency Services, Central Government and Health) and also the Economic Services (Food and Finance) are due in late 2010.
- 2.6.3 It was noted that the regulators (Ofgem, CAA, Ofwat etc) presently do not have a statutory power to implement some of the considerations, but the document puts forward that they do have a persuasive power and leadership role within their respective sectors which could be used to facilitate discussion on how the considerations objectives can best be achieved and by whom.
- 2.6.4 The consideration points are for joint development between industry, regulators, lead government departments and the Cabinet Office by July 2010. The response will detail how each consideration has been, is, or could be integrated into the sectors activities.
- 2.6.5 The document concludes that regulation is not necessarily the only or main resource for driving resilience but that it must be considered. Also that cooperation and information has been the greatest contributor to resilience work over the last three years, and has enhanced the ability of the utility sectors to work together addressing other issues.

3. Recommendations

- 3.1 That Members' note the report.
- 3.2 That the Chief Emergency Planning Officer takes these documents issued under the Resilience of Critical Infrastructure Programme into account within any future emergency planning and response arrangements.
- 3.3 That the Cleveland Emergency Planning Unit reviews the multi-agency Flood Plan to identify any CNI assets which may be at risk in the Cleveland area.
- 3.4 That the Cleveland Emergency Planning Unit when producing the Reservoir Inundation plans on behalf of the local authorities identifies and takes into consideration any CNI assets which may be at risk.

- 3.5 That the Chief Emergency Planning Officer identifies and promotes the understanding of vulnerabilities of sectors which are interdependent within planning and response arrangements.
- 3.6 That the Cleveland Risk Assessment sub group reviews the risk to the road network, especially from severe weather (snow, ice and flooding) and adds any particular risk(s) to the Cleveland Community Risk Register.

Note: The three documents to which this report relates and future guidance are available at: www.cabinetoffice.gov.uk/ukresilience/infrasturctureresilience.aspx

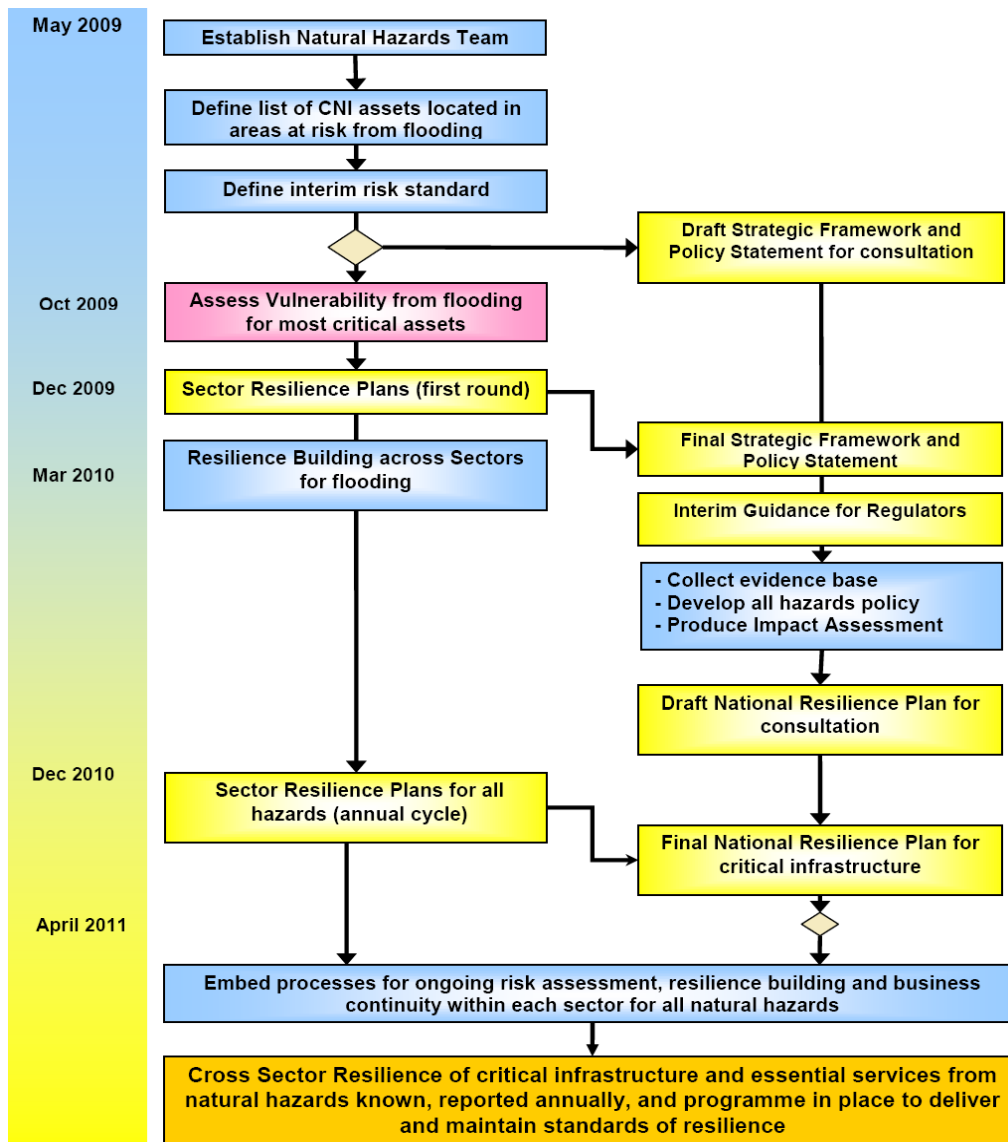
Report Author: Denis Hampson
Chief Emergency Planning Officer

Date: 1st June 2010

Appendix 1 : Table of Criticality

Criticality Scale	Description
CAT 5	This is infrastructure the loss of which would have a catastrophic impact on the UK. These assets will be of unique national importance whose loss would have national long-term effects and may impact across a number of sectors. Relatively few are expected to meet the Cat 5 criteria
CAT 4	Infrastructure of the highest importance to the sectors should fall within this category. The impact of loss of these assets on essential services would be severe and may impact provision of essential services across the UK or to millions of citizens
CAT 3	Infrastructure of substantial importance to the sectors and the delivery of essential services, the loss of which could affect a large geographic region or many hundreds of thousands of people
CAT 2	Infrastructure whose loss would have a significant impact on the delivery of essential services leading to loss, or disruption, of service to tens of thousands of people or affecting whole counties or equivalents
CAT 1	Infrastructure whose loss could cause moderate disruption to service delivery, most likely on a localised basis and affecting thousands of citizens
CAT 0	Infrastructure the impact of the loss of which would be minor (on national scale).

Appendix 2 : Outline Programme Plan



Appendix 3: The nine national infrastructure sectors with associated sub sectors

National Sector	Infrastructure Sub Sector	Whitehall Sector Sponsor Dept
Communications	Telecommunications	BIS
	Postal Services	BIS
	Broadcast	DCMS
Emergency Services	Ambulance	DH
	Fire & Rescue	DCLG
	Maritime	DfT
	Police	HO
Energy	Electricity	DECC
Finance	Payment, Clearing & Settlement Systems	HMT
	Markets & Exchanges	HMT
	Public Finances	HMT
Food	Production	DEFRA & FSA
Government	Central government	
	Devolved Administrations & functions	SE
-Devolved Administrations/Functions;	Regional & local Government	GLG
Health	Health & Social Care	DH
Transport	Aviation	DfT
	Maritime	DfT
Water	Land	
	Potable Water Supply	DEFRA
	Waste Water Service Dams	

Appendix 4: Brief Summary of the Interim Guidance to the Economic Regulated Sectors

1. Reporting on resilience

Each of the regulated sectors has a well-established culture of annual reporting. Every member, commercial, regulator or government department within regulated sectors provides public account of its financial and operational status. The content of such annual reports has historically changed to reflect societal priorities and concerns. Topics such as diversity and environment are now considered obligatory when 20 years ago this was not the case. As society increasingly becomes risk averse and prioritise security of supply and resilience, consideration should be given to the incorporation of a specific resilience section in annual reports.

2. Vulnerable site monitoring schemes

Building upon good practice in the energy sector, vulnerable site monitoring schemes may be adopted across the sector. This would audit investment made through the Periodic Price Reviews / Control Periods to ensure that resilience actions were “fit for purpose” and remained operational. Vulnerable site monitoring provides a common basis for future development of interdependencies and mapping. Consideration should be given to establishing of a vulnerable site monitoring scheme in each sector.

3. Business Continuity Management (BS25999)

Interdependency between the utility sectors becomes increasingly apparent in the event of a natural hazard. There is a need to establish parity-of-esteem within and between utility sectors and among local responders. By promoting nationally and internationally recognised standards which may be externally audited and certified, regulators can contribute to building confidence in all stakeholders’ capacities to prepare for and respond to emergencies. Consideration should be given on the best means to drive up adoption of BS25999 or equivalent standards.

4. Inconsistent standards

Within each sector, varied and inconsistent standards are evident between companies. This could be considered as detrimental to the holistic integrity of a network. Some sites supplying essential services to 300,000 people are protected to 1% annual probability of disruption while sites supplying only 50,000 people benefit from higher standards. There is no clarification of this variation, the financial justification or if this is based solely on a higher risk appetite within a company. Networked utilities are interdependent and inconsistency in application of standards can be detrimental to overall planning.

5. Formalising innovative funding initiatives

Technology can respond to some of the resilience challenges facing utility sectors. Work needs to be done to realise the full potential of technology in

achieving national and sector resilience objectives. However, there has been decreasing investment in innovation within the regulated utility sectors. Ofgem responded to this issue by developing an “Innovative Funding Initiative” (IFI) allowing up to 0.5% of annual regulated revenue to be spent on research and development. Additionally, annual awards managed or delegated by the regulator(s) or could highlight and showcase successful innovation. Consideration should be given to similar initiatives across other sectors as well as linked into existing science programmes.

6. Improving resilience business cases

The quality of proposed resilience projects submitted to the regulators and the standards of resilience applied vary even within a single sector. In efforts to improve the quality, content and detail of resilience proposals, Ofwat has recently published a good practice in climate change review. This allows successful projects with effective cost / benefit analysis to be highlighted. While commercial sensitivity needs to be respected, consideration should be given to means to raise the quality of cost benefits analysis in resilience funding programmes.

7. Exemption clauses in service standards

Many sectors already cover resilience as part of a service standard rather than an issue of physical security alone. In response to an open consultation, 93% of respondents supported the development of existing service standards. Given the UK's geographic position, some level of meteorological hazard is regularly anticipated and foreseeable. Wide exemption clauses could weaken the value of standards and performance measurement systems. Consideration should be given to the appropriateness of exemption clauses without specific limitations or context.

8. Data impact on financing resilience

The calculation of investment in resilience and redundancy is dependant upon existing information. The bulk of historic data is based on small scale, low level outages and service disruptions. Many natural hazards are low probability/high impact events which cut off whole areas for prolonged periods. The UK does not have enough large scale natural hazards to impact historical data; therefore investment planning might be underestimating the importance of resilience provision and government support. Consideration should be given to how the intrinsic difference between natural hazards and existent low level outage data could be addressed to support investment and prevention planning.

CLEVELAND EMERGENCY PLANNING UNIT

Report to: Emergency Planning Joint Committee
Report from: Chief Emergency Planning Officer
Date: 30th June 2010
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 March and 31st May 2010 (3 month period).

2. Flood and Weather Warnings

- 2.1 During this period the Emergency Planning Unit received a total of 5 warnings from the Met Office relating to adverse weather conditions. mostly 'out of hours':
- 2 warnings of snow
 - 3 flash warnings of icy road conditions
- 2.2 Members will recall that the 2009/10 winter was the worst for 30 years with cold air temperatures continuing until mid April. The Regional Met Office Advisor for Cleveland provided a detailed summary of the weather throughout March and these were distributed to the Elected Members on the Emergency Planning Joint Committee, the four Chief Executives and senior officers within each of the local authorities.
- 2.3 The national "Salt Cell" was operational until mid April due to the prolonged consumption of salt stocks. By the end of the winter period salt stocks held by the local authorities were at a low level. A regional debrief was held on 15th April involving representatives from all four local authorities and concerns fed back to the Department for Transport.
- 2.4 The table of incidents shown at appendix 'A' takes no account of the involvement that the EPU had in respect of dealing with requests for information, via the Regional Resilience Team, from the "Salt Cell" operated by central government in respect of road conditions and stock levels of salt.
- 2.5 Linked into weather related incidents was the effects of the volcanic ash cloud resulting from the eruption of the volcano in Iceland which closed UK

airspace initially for five days and at various times thereafter. The EPU dealt with numerous enquiries for information and received 17 top line briefings from Government. The Chief Emergency Planning Officer provided briefings to the LRF and other senior management teams due to the potential effects on business continuity. One such briefing was to the Management Team at the University Hospital of North Tees due to the potential business impact that the ash cloud was causing and it would have escalated had the incident become prolonged.

- 2.6 There were five Flood Watch messages received but none were escalated to a flood warning.
- 2.7 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 Duty Emergency Planning Officer receives this information from the Met Office both by fax and text message. This scheme is in addition to the traditional Flood Warnings issued by the Environment Agency.

3. Communications Strategy

- 3.1 During the period the Emergency Planning Unit received and dealt with 30 'blue' faxes which had been issued by the Operators or Agencies involved with the strategy. (31 faxes were received in the previous quarter) 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 / steam
- 3.2 Of these 30 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.
- 3.5 There were several faxes issued during the level 2 nuclear exercise held on 19th May and also other exercises involving the chemical industry (COMAH), but these are not included in the above figures.

4. Incidents of Note (1ST March to 31st May 2010)

- 4.1 In the past three months there have been 6 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 table at appendix 'A' gives brief details of these incidents.
- 4.3 A small number of other minor incidents 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: 2nd June 2010

Appendix 'A'Incidents 1st March 2010 to 31st May 2010

Date	Location	Type of Incident (i)	Type of Incident (ii)	Brief Description
31st March 2010	Seal Sands	Leak of Crude Oil	Health & Safety / Pollution Concerns	Large leak of crude oil from transfer pipe. No fire. Contained in bunds on site.
4th April 2010	Seal Sands	Chemical Spillage	Pollution	Leak of sour water on stabilising plant. Release contained on site and recovered. Very pungent smell present until incident concluded.
23rd April 2010	Ormesby Road, Middlesbrough	Large Fire	Pollution	Large fire in the old Kwik Save building which created heavy black smoke over residential area. Road closures put into force by local authority.
25th April 2010	Wilton	Chemical Spillage	Pollution	Spillage of Aniline petro-chemical on chemical site at Wilton. Site alarms 'put in'. Contained on site.
3rd May 2010	Wilton	Large industrial fire	Pollution	Fire involving bales of polythene. Thick black smoke going off site. No injuries
20th May 2010	A19 Tees Flyover	Road Traffic Collision	Traffic Congestion	Multi-vehicle collision on northbound A19 dual carriageway. Road closed for over 4 hours which caused heavy traffic congestion in surrounding area.