

EMERGENCY PLANNING JOINT COMMITTEE

AGENDA

**Wednesday 20th July 2016
At 1.00pm
At the Emergency Planning Annex,
Stockton Police Station, Bishop Street,
Stockton-On-Tees, Cleveland, TS18 1SY**

MEMBERS: EMERGENCY PLANNING JOINT COMMITTEE:-

Hartlepool Borough Council:-
Councillor Marjorie James

Middlesbrough Borough Council:-
Councillor Mick Thompson

Stockton Borough Council:-
Councillor Mike Smith

Redcar and Cleveland Borough Council:-
Councillor Alec Brown

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

To receive the minutes of the meeting held on 24th February 2016 (previously circulated)



4. ITEMS FOR DECISION

- 4.1 Financial Management Outturn Report 2015/16 – *Chief Finance Officer and Chief Emergency Planning Officer*
- 4.2 CEPU Proposed action plan 2016 – 2017 – *Chief Emergency Planning Officer*

5. ITEMS FOR DISCUSSION/INFORMATION

- 5.1 CEPU progress against the action plan 2015 – 2016 – *Chief Emergency Planning Officer*
- 5.2 LGA Guidance for Councillors - *Chief Emergency Planning Officer*
- 5.3 Activity and Incident Report - *Chief Emergency Planning Officer*

6. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT

7. DATE AND TIME OF NEXT MEETING

Wednesday 14th September at 1pm at the Emergency Planning Annex, Stockton Police Station, Bishop Street, Stockton-On-Tees



EMERGENCY PLANNING JOINT COMMITTEE

20th July, 2016



Report of: Chief Finance Officer and Chief Emergency Planning Officer

Subject: FINANCIAL MANAGEMENT OUTTURN REPORT
2015/16

1. PURPOSE OF REPORT

- 1.1 To provide details of the revenue outturn for the Cleveland Emergency Planning Joint Committee for the year 2015/2016.

2. BACKGROUND AND REPORTING ARRANGEMENTS 2015/16

- 2.1 The Committee provides political accountability for the Joint EPU and oversees the EPU from a political viewpoint. The Committee itself does not have a budget but oversees the Unit on behalf of four local authorities within the Tees Valley (excluding Darlington) to ensure accountability and to provide a strategy for addressing financial issues.
- 2.2 With effect from 1st April, 2015, Joint Committees no longer have a statutory obligation to prepare accounts which are audited by a firm appointed by the Audit Commission. Therefore this year there is no requirement for the Committee to approve the Annual Audit Return. The financial activity of the EPU is now covered by the Statement of Accounts and Audit of Hartlepool Borough Council.
- 2.3 This report provides an overview of the financial outturn of the EPU.

3. 2015/16 OUTTURN

- 3.1 As reported in the table overleaf, actual net expenditure for the main Emergency Planning budget was a surplus of £35,000 compared to a budget of £16,000 resulting in a favourable variance of £51,000. This results in a net contribution to reserves of £35,000 to support future service delivery.

Budget Area	Budget	Actual as at 31st March, 2016	Variance Adverse/ (Favourable)
	£'000	£'000	£'000
Emergency Planning			
Direct Costs - Employees	359	309	(50)
Direct Costs - Other	105	126	21
Income	(448)	(470)	(22)
Net Expenditure before Reserves	16	(35)	(51)
Contribution from Reserves re Relocation	(16)	(16)	0
Contribution to Reserves	0	51	51
Net Contribution to/(from) Reserves	(16)	35	51
Net Expenditure after Reserves	0	0	0
Local Levy Fund			
Direct Costs - Recharge for Staff	34	20	(14)
Direct Costs - Other	16	15	(1)
Income	(50)	(50)	0
Net Expenditure before Reserves	0	(15)	(15)
Contribution to Reserves		15	15
Net Expenditure after Reserves	0	0	0
Local Resilience Forum (LRF)			
Direct Costs - Recharge for Staff	30	30	0
Direct Costs - Other	10	8	(2)
Income	(40)	(40)	0
Net Expenditure before Reserves	0	(2)	(2)
Contribution to Reserves	0	2	2
Net Expenditure after Reserves	0	0	0
Enterprise			
Direct Costs - Other	0	15	15
Income	0	(15)	(15)
Net Expenditure	0	0	0
Training and Exercise			
Direct Costs - Other	0	12	12
Net Expenditure before Reserves	0	12	12
Use of Reserve	0	(12)	(12)
Net Expenditure after Reserves	0	0	0
	0	0	0

3.2 Included within the budget was £16,000 funded from reserves created at outturn in the previous year, which was intended to contribute towards the

one-off costs of the accommodation move following the relocation of the Unit from Middlesbrough to Stockton. The actual final cost of the accommodation move was £32,000, with the difference of £16,000 being absorbed within the revenue budget as a result of savings in staffing costs as detailed below. This accounts for the majority of the £22,000 adverse variance shown on the 'direct costs – other' budget line. This one-off cost will help the Unit achieve reduced running costs in future years. The remainder of the variance relates to miscellaneous small expenditure, with the largest amount being £2,000 relating to the part year cost of the new modern apprentice.

- 3.3 The main favourable variance of £50,000 relates to savings in staffing costs as a result of vacant posts. One of these vacant posts also resulted in reduced staff and running costs recharged to the Local Levy Fund. There was also a higher level of income generated than budgeted for which relates mainly to COMAH fees and training.
- 3.4 The Local Levy Fund was underspend by £15,000 as a result of a vacant post. The unspent monies have been transferred to the LLF reserve to be spent in future years.
- 3.5 There was a small variance of £2,000 on the Local Resilience Forum (LRF) budget which will be transferred to the LRF Reserve.
- 3.6 The Training and Exercise Budget show expenditure of £15,000 funded from reserves created in previous years as previously reported and Approved by the Committee.

4. RECOMMENDATIONS

- 4.1 That Members note the contents of the report and approve the following reserve transfers to support future service delivery:
 - A net contribution to the main Emergency Planning Reserve of £35,000
 - A transfer to the Local Levy Fund (LLF) reserve of £15,000
 - A transfer of £2,000 to the LRF Reserve.

5. REASONS FOR RECOMMENDATIONS

To support future service delivery of the Emergency Planning Unit.

6. BACKGROUND PAPERS

- 6.1 None.

7. CONTACT OFFICER

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EMERGENCY PLANNING JOINT COMMITTEE

20th July 2016



Report of: Chief Emergency Planning Officer

Subject: CEPU PROPOSED ACTION PLAN 2016 – 2017

1. TYPE OF DECISION/APPLICABLE CATEGORY

- 1.2 For consideration and approval by the Emergency Planning Joint Committee (EPJC).

2. PURPOSE OF REPORT

- 2.1 As per the Emergency Planning Joint Committee (EPJC) terms of reference to provide the EPJC the action plan of the emergency planning unit.
- 2.2 To assist members of the EPJC in overseeing the performance and effectiveness of the Emergency Planning Unit and its value to the four unitary authorities.

3. BACKGROUND

- 3.1 Appendix One provides a breakdown of the proposed 2016 – 17 CEPU annual action plan. This document outlines the key functions of the unit with regards to its duties undertaken on behalf of the local authority. A number of actions relate directly to the statutory functions placed upon the authorities by legislation (including the Civil Contingencies Act 2004, Control of Major Accident Hazard Regulations 2015, Radiation Emergency Preparedness Public Information Regulations 2001 and Pipeline Safety Regulations 1996).
- 3.2 Where actions are non-statutory they are based upon guidance that such as that associated with the Civil Contingencies Act 2004 and the good practice contained in the SOLACE guidance on emergencies issued 2015.
- 3.3 The proposed plan contains a total of 100 actions/objectives and their associated indicators which will be progressed throughout the year. A service review will also be undertaken during the period which will reflect upon effectiveness and value provided by the Unit.

- 3.4 In addition members are asked to note that there will be further actions requested by the Unit for example the units role in providing a management and secretariat function for the Local Resilience Forum, actions emerging from stakeholder meetings, furthering the community resilience project and the response and recovery to incidents.
- 3.5 Actions have been allocated to officers and monitoring and review will be undertaken throughout the year by the Chief Emergency Planning officer and Principal Emergency Planning Officer. Any learning or changes in process are recorded and the action plan updated.
- 3.6 Members will receive update reports at each EPJC meeting however are encouraged to seek further clarification and involvement on activities where they feel there may be benefit.

4. PROPOSALS

- 4.1 That following consideration that the members approve the proposed action plan.
- 4.2 That the Chief Emergency Planning Officer provides quarterly updates or additional information as requested by EPJC members.

5. RISK IMPLICATIONS

- 5.1 Failure to understand the role and remit of the role of the authority may result in the focus being elsewhere resulting in a lack of preparedness or resilience within the authority.
- 5.2 At present many of the elements are addressed by the CEPU.

6. FINANCIAL CONSIDERATIONS

- 6.1 There are no financial considerations relating to this report.
- 6.2 In considering the issues outlined in this report Members are reminded that significant additional Government Grant cuts will be made over the period 2017/18 to 2019/20.

7. LEGAL CONSIDERATIONS

- 7.1 The key legislation is the Civil Contingencies Act 2004 which identifies the local authorities as a Category 1 responder, section 10 of the CCA 2004 identifies failure by a person or body identified within the legislation may bring proceedings in the High Court.
- 7.2 Further enforcement may take place in the event of failure to meet the duties identified under industrial legislation including the Control of Major Accident Hazard Regulations (2015), Pipeline Safety Regulations 1996 and Radiation Emergency Preparedness Public Information Regulations 2001.

8. CHILD AND FAMILY POVERTY (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

8.1 There are no child and family poverty implications relating to this report.

9. EQUALITY AND DIVERSITY CONSIDERATIONS (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

9.1 There are no equality and diversity considerations relating to this report.

10. STAFF CONSIDERATIONS

10.1 There are no staff considerations relating to this report.

11. ASSET MANAGEMENT CONSIDERATIONS

10.1 There are no asset management considerations relating to this report.

12. RECOMMENDATIONS

12.1 It is recommended that members of the EPJC approve the action plan relating to the actions undertaken on behalf of the Local Authority.

12.2 That members seek involvement and clarification on the action plan where appropriate.

12.2 That the CEPO continues to develop the CEPU annual action plan and the EPJC standard report to provide assurance to EPJC members that the key considerations continue to be met and that members are updated at the quarterly EPJC meetings.

13. REASONS FOR RECOMMENDATIONS

13.1 To ensure that members of the EPJC can effectively obtain assurance that the duties and expectations on the local authorities can be met in the event of an incident.

14. BACKGROUND PAPERS

Appendix 1 Summary of Proposed CEPU Action Plan 2016 – 17.

15. CONTACT OFFICER

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Appendix 1 CEPU Proposed action plan 2016 -17

The following table provides an overview of the full action plan (contained overleaf), with actions allocated to one of 7 areas of work.

Area	Description of area	Count
Maintenance	The maintenance of emergency plans and contact information, processes, structures etc to ensure that when required functions can be effectively undertaken.	23
Training / Testing	The provision of awareness / skills training and the testing of plans and process to ensure that the plans remain complete, accurate and practicable.	19
Assurance	Activities to provide evidence and assurance to CEPU and stakeholders that the processes in place remain effective and that key expectations and duties continue to met.	17
Process	Application of agreed workflow to ensure that CEPU and CLRF activities are undertaken in an efficient and timely manner.	5
Development	Actions aimed at further increasing the effectiveness and efficiency of existing process, resources and practice.	23
Management	Tasks undertaken to ensure the unit and staff continue to operate effectively.	9
Community Resilience / Business Resilience	Promotion of community and business resilience activities.	10
Total Number of actions		106

Objective		Guidance / Legislation	Justification	Indicators
Conduct an annual exercise involving the CEPU BCM plan	Assurance	CEPU Internal BCM	Ensures that CEPU has an effective understanding of its critical business, the threats to it and how these will be maintained.	Feedback from the exercise. Identification of areas of weakness and strength.
Review CEPU Business Continuity Management Plan	Assurance	CEPU Internal BCM	Ensures that the CEPU BCM plan is accurate, practicable and complete.	Incorporate learning from the exercise. Ensure that any changes to the plan are undertaken. Plan sign off.
Contact Exercise	Assurance	Civil Contingencies Act Maintain Emergency Plans	Confirmation that contact details are right and that phones are being answered.	Number of persons able to attend location by position against MIP Structure. Identification of any key areas not contactable. Response times recorded and reported to EMRT / equivalent (BCO, opening BEC).
Each Local Authority Major Incident Plan to be reviewed	Assurance	Civil Contingencies Act Maintain Emergency Plans, SOLACE Guidance	Need for assurance that plans remain effective	Each borough plan to be reviewed using - is it Complete, Accurate and Practicable criteria.
Plan sign off process actively utilised	Assurance	Civil Contingencies Act Maintain EP, SOLACE.	Need for process to be actively applied to ensure that plans are scrutinised by officers to ensure that any significant changes to LRF process are incorporated and to ensure that quality is managed across all plans.	Monitoring and review of plan sign off process and usage quarterly via team meeting. All sign offs filed on server as part of plan management process.
Annual Meeting with HSE / EA ref COMAH	Assurance	COMAH	Ensures that CEPU are aware of any changes to the legislation and views of the competent authority.	Date held. Notes from meetings filed, action plans produced as a result of the meeting.
All COMAH sites offsite emergency response plans to have been exercised within 3 year period	Assurance	COMAH	Legal duty under COMAH to test each offsite emergency response plan within 3 year period. Allows confidence in the effectiveness of the offsite plan and its dovetailing with the onsite plan.	Continually monitored by CEPU for 100% compliance. Exercise calendar. Debrief reports and testing matrices for each site detail period of testing and any identified issues. Regular communication with HSE, EA and Operators.

Annual report submitted to the LRF Business and Policy Group on Industrial Emergency Planning and risk (Pipelines, COMAH and REPPIR)	Assurance	COMAH, PSR, REPPIR	Provides assurance to partners that the response to the range of priority risks identified by the CLRF have been tested. Identifies key issues arising from the exercise calendar both regards to the response and to the planning of exercises.	Report submitted. Feedback from members.
All plans to be written / reviewed within legal timescales	Assurance	Pipelines	Requirement under PSR Legislation for the local authority to produce and review Major Accident Hazard plans pre-scribed time scales	Situation report of all plans maintained and available. Quarterly updates provided to CEPO / PEPO, Borough lead and EPJC.
Meet legal duties ref REPPIR Plan	Assurance	REPPIR	Legal duty on each local authority to produce a plan under REPPIR	Ability to demonstrate compliance by all authorities to this duty.
Participation in/observation of level 1 or pre-level 1 exercise	Assurance	REPPIR	Ensures that CEPU maintains good communication and awareness of the power stations response. Allows identification of issues to develop the Offsite REPPIR plan.	Attendance at exercise (name and date). Feedback from participants. Sharing of learning at CEPU team meetings.
Review of SOLACE guidance against current practice	Assurance	Civil Contingencies Act, SOLACE Guidance	Need to ensure that the authorities maintain good practice against guidance issued	Number of elements maintained, Report produced for EMRT / Portfolio holders, Action undertaken as a result.
Strategic report to LMT / EMT	Assurance	Civil Contingencies Act, SOLACE Guidance	Greater clarity and consistency between boroughs. Greater transparency on role of the CEPU and range of activities undertaken.	Date the report is produced, content of report, feedback from the report, set structure.
EMRT meetings IMRT / Briefing to lead portfolio holders	Assurance	Civil Contingencies Act, SOLACE Guidance	Ensures that knowledge of EP and resilience is shared and coordinated in the local authorities.	Attendance and representation from boroughs, minutes from meetings, completed actions.

Conduct one out of hours contact exercise with the voluntary sector (Ex Chitchat)	Assurance	Civil Contingencies Act, SOLACE Guidance	Confirms the communications routes and the resources which the voluntary sector can call on for an out of hour's incident at a location within Cleveland.	Ability to contact volunteer groups, Number of volunteers by group, Response time to a prescribed location, Report to be produced for CEPO / EMRTs or equivalent.
Elected Members Seminar	Assurance	Civil Contingencies Act, SOLACE Guidance	Provision of central training and testing seminar to ensure clarity and provide assurance to members on the recovery process.	Feedback from the event, attendance.
After Hours contact Exercise (four local authorities)	Assurance	Civil Contingencies Act, SOLACE Guidance	Need for reassurance that all MIP required roles can be filled out of hours.	All four authorities to undertake
Voluntary Orgs training / presentations	Community Resilience / Business Resilience	Civil Contingencies Act	Ensures that understanding is shared and understood presentations can be to VELG or non-LRF linked groups	
Promote BCM in appropriate forums (e.g. Business summits, interest groups and 1 to 1 with business)	Community Resilience / Business Resilience	Civil Contingencies Act	Duty under the CCA – targeting of forums likely to have greater impact than approaching individual SMEs.	Increased awareness of BCM and the benefits to business within CLRF area. Number of events attended date and audiences.
Signpost SMEs to further information advice and templates	Community Resilience / Business Resilience	Civil Contingencies Act	Reduces the need for CEPU to develop / reproduce existing BCM materials when national / international materials are readily available via professional bodies (e.g. National Planning Assumptions for businesses)	Use of links on websites. Engagement with business networks who can assist in the relay of information to SMEs e.g. NECC (Date and who), FSB, Economic Regeneration Teams. Develop generic exercise materials for SMEs addressing the impacts of the national planning assumptions for business. Feedback from SMEs.
Deliver the Business Continuity Management packages for the caring sectors.	Community Resilience / Business Resilience	Civil Contingencies Act - Local Authority BCM	Will make BCM and the benefits more tangible to the sectors concerned with education and social care. Will allow CEPU to collate shared learning that can be further used to promote BCM to SMEs.	Feedback from attendees. Number of times the package has been run (date and numbers attending). Collation of key learning.

SHE Managers Attendance	Community Resilience / Business Resilience	COMAH	Ensures that the unit maintains relationship with industry and is aware of issues. Provides a forum for sharing learning between industry and responders.	Attendance, lessons learned and shared.
Presentations to voluntary orgs and outside groups	Community Resilience / Business Resilience	Community Resilience	Ensures that CEPU understands capability of voluntary partners beyond established VELG members, Ensures that Voluntary Orgs and outside groups have the opportunity to engage beyond the single points of contact	Number of offers made and accepted, feedback following presentations.
Undertaking coping with schools emergency training	Community Resilience / Business Resilience	Community Resilience	Ensures that schools and educational establishments have support when producing emergency plans.	Number of sessions undertaken and number or requests for additional support.
Provide a range of information to local residents via established media	Community Resilience / Business Resilience	Community Resilience	Increases the range and number of residents that are likely to receive the information as oppose to CEPU direct mailing. Allows information to be issued without raising undue concern. Increases the transparency of CEPU and emergency planning.	Number of articles produced and printed in media / broadcast / published on websites. Feedback via forums and residents, Circulation figures.
Support for the implementation of the Duke of Cornwall's Award	Community Resilience / Business Resilience	Community Resilience	Reinforces community resilience with youth groups.	Feedback from the award pilots. Number of participants achieving the award within Cleveland.
Provide support for event organisers.	Community Resilience / Business Resilience	Events (Non-Statutory)	Provides input on emergency planning to event organisers and partners within ISAGs	Responses to events submitted to CEPU as part of the ISAG process. Attendance at ISAG meetings.
Review CEPU lead officer	Development	CEPU Internal	Ensuring best use of officer time, that officers remain up to date with priority areas.	New sheet produced reflecting current CEPU and LRF priorities
Develop officer manual (not response)	Development	CEPU Internal	Ensures clarity and consistency for officers across areas of work (events, planning, filing)	Improved consistency, reduced variation between officers

Review of meetings attending and value (internal and external)	Development	CEPU Internal	Limited resources and the need to focus on the most beneficial areas of work	Meetings attended vs. officer time. Number of meetings that are no longer required. New commitments.
Develop and review admin procedures within the unit.	Development	CEPU Internal	Improve internal admin within the unit. Ensure effective administrative practice.	Review office manual every 6 months. Update office procedure manual every month. Minutes from weekly admin meetings.
Income Generation update the marketing Plan for CEPU income generation.	Development	CEPU Internal	Spreads the risk of reliance on a limited number of income streams and ensures that effort is spent in the most effective areas. Best value, Secure funding for the unit. Scope out specific sources of funding for EP related work. Ensure that there is an accurate baseline.	Production of the plan in line with new income streams and experience from previous income generation activities. Identification of areas that can produce an effective income. Ensures that products are relevant for the end users. Review existing recharges to industry to ensure that all costs are identified and recovered. Ability to analyse any income generation activity cost vs. income. Development of additional income generation activities.
CEPU Service Review	Development	CEPU Internal	Ensure that the unit is both effective and providing value to the authorities.	Baseline data, feedback from stakeholders, recommendations and findings of review.
Develop a brief strategy and options for future promotion of BC strategy	Development	Civil Contingencies Act	Ensures that best use of limited resources	Document produced and agreed at EMRTs and BC Focus group.
Review of incidents	Development	Civil Contingencies Act - Local Authority	Ensures lessons learnt and shared	Actions logged, updates to responding officer notes
Closer working with neighbouring LRFs / CCUs	Development	Civil Contingencies Act - Local Authority	Better efficiencies of scale, identification and development of good practice	Outcomes e.g. Joint training, shared plan structure, agreed protocols, designated leads.
Annual CEPU collective review of the four Local Authority Major Incident Plans	Development	Civil Contingencies Act Maintain Emergency Plans, SOLACE Guidance	Quality assurance and consistency between the four plans	Collective review of plan against Complete, Accurate and Practicable criteria. Identification and sharing of good practice.

Team Exercise / scoping / scenario	Development	Civil Contingencies Act Maintain Emergency Plans, SOLACE Guidance	Opportunity for team to jointly work through key response mechanisms outside formal exercise. Tests key assumptions and gives clarity.	Lessons / issues identified, Officers confidence
Maintain Seat on regional COMAH meeting	Development	COMAH	Allows CEPU to gain learning and benchmark against national colleagues.	Attendance at briefings and consultation sessions. Follow up actions incorporated into review of plans and procedures.
Annual review of COMAH plan Structure	Development	COMAH	Ensure that the plans take account of changes in legislation, guidance and recommendations following local and international learning.	Feedback from the competent authority and responders. Non COMAH lead from EPU to attend to ensure objectiveness. Meeting to be documented and action plan developed as required.
Key learning points and actions submitted into Excel from industrial exercises (PSR, REPIR and COMAH)	Development	COMAH, PSR, REPIR	Documents where issues have been identified and that the learning from such events can be documented.	Identified actions recorded. Number of actions recorded as successfully completed.
Develop a programme of community resilience initiatives	Development	Community Resilience	Community resilience will allow a more effective response by both communities and responders. To ensure that effective use of resources is maintained and that the initiative is sustainable CEPU will coordinate Community resilience activities as a structured project.	Increased awareness of risk. Development of a longer term community resilience strategy.
Work with existing community groups and partners to raise awareness of risk and associated actions	Development	Community Resilience	Engaging through existing groups is likely to be more effective than trying to establish specific groups / meetings. Groups will be able to advise on their specific needs as oppose to CEPU assuming what is required. By working with existing groups action is likely to be more sustainable.	Number of groups / forums that CEPU are engaged with. Feedback from groups following CEPU engagement. Downloads / provision of Community Risk Register and associated templates
Develop a sustainable community resilience model appropriate to Cleveland	Development	Community Resilience	Will ensure the continuation of the work undertaken by the Unit / wider LRF in the event of funding ceasing.	Approval and sign up to plan by LRF / wider partners.

Continue development CEPU / LRF Crucial Crew	Development	Community Resilience , CCA	provides an introduction / awareness of risk and the actions at a household level.	Number of children engaged, feedback received from participants.
Review standardised guidance for CEPU officers attending ISAGS and events	Development	Events (Non-Statutory)	Provides consistency between CEPU representatives to both ISAGs and event organisers.	Annual review of guidance. (Date).
Annual review of pipelines structure	Development	Pipelines	Ensure that the plans take account of changes in legislation, guidance and recommendations following local and international learning.	Feedback from the partner agencies. Non-Pipeline lead to attend to ensure objectiveness. Meeting to be documented and action plan developed as required.
Attendance at 2 Local Community Liaison Councils and 2 EPCC	Development	REPPiR	Ensures that good communication between the CEPU and members of the LCLC are maintained allowing CEPU to adapt plans and procedures to emerging needs.	Attendance, minutes and actions from meetings.
Two emergency planning liaison meetings	Development	REPPiR	Ensures that CEPU maintain awareness of partner's needs and effective liaison.	Attendance, minutes and actions from meetings.
Greater use of social media by the CEPU / LRF	Development	Civil Contingencies Act, SOLACE Guidance	Making communities aware of the work and advice available from the unit.	Production of guidance to officers on how to make activities social media friendly. EPOS to make activities and events undertaken by officer's social media friendly for councils and partners. (e.g. Making agencies aware of work, attendance, creating hash tags, provision of photos).
Hold 3 meetings with the voluntary sector	Maintenance	Community Resilience , CCA	Ensures that the good relationship between the voluntary sector (responders) and CEPU is maintained. Ensures that changes in response and capability are communicated. Provides an opportunity for the participants to share good practice / identified issues.	Minutes, Attendance, Action plan

Confidential Duty Officer Phone Book	Maintenance	Civil Contingencies Act, SOLACE Guidance	Ensures that essential contact numbers are up to date and shared.	Number of amendments, time to update.
Audit of Command Room plans	Maintenance	Civil Contingencies Act, SOLACE Guidance	Ensures that plans are accurate and up to date and resources are replaced.	Old plans removed, updates provided.
Review Rest Centre Boxes in each LA	Maintenance	Civil Contingencies Act, SOLACE Guidance	Confirmation that cases are accessible and are ready for use	All cases accessed / seen by EPO. Contact details for access to cases confirmed, Contents of cases checked.
Review emergency accommodation plan	Maintenance	CCA SOLACE / Housing Act	Confirmation that the plan is complete accurate and practicable	Plan reviewed based upon feedback from exercise (following sign off process). Borough specific sections reviewed by Borough Officer. Plan reissued (RD and Paper)
Plan audit	Maintenance	Civil Contingencies Act	Ensures that plans are up to date across all BECS, CEPU and command locations	Number of plans out of date, number of plans expired, number of discontinued plans.
Audit of kit / stores	Maintenance	Civil Contingencies Act	Ensures that the equipment is fit for purpose and readily available.	Stock take record, access, condition of equipment, 24/7 access arrangements confirmed.
LRF handbook annual review	Maintenance	Civil Contingencies Act	Provides consistency of expectation between LRF members. Provides definitive reference mechanisms and roles.	Feedback on the document. Changes required to the document.
All COMAH OFSERP plans written reviewed within legal timescales	Maintenance	COMAH	Requirement under COMAH Legislation for the local authority to produce and review offsite emergency plans pre-scribed time scales	Situation report of all plans maintained and available. Quarterly updates provided to CEPO / PEPO, Borough lead and EPJC.
COMAH Overview Document Review 1	Maintenance	COMAH	The COMAH Overview provides a concise guide to hazardous industry in Cleveland and has been requested by partners as a valuable addition to COMAH planning.	6 monthly update period on the document. Plan reissued (RD and Paper)
COMAH Overview Document Review 2	Maintenance	COMAH	The COMAH Overview provides a concise guide to hazardous industry in Cleveland and has been requested by partners as a valuable addition to COMAH planning.	6 monthly update period on the document. Plan reissued (RD and Paper)

Identify / reassess communities at risk	Maintenance	Community Resilience	Allows targeting of specific messages to communities at risk as oppose to blanketing with generic information. (Duty under CCA)	Identification of communities at risk from specific risks both geographical and thematic. Development of action plan to address communities at specific risk.
Produce information including household and community plan templates	Maintenance	Community Resilience	Will reduce the impact of incidents upon residents. May reduce the demand on responders. Will prepare the community to assist itself in a response.	Uptake of the templates. Feedback from community and residents. Download of materials from CEPU website.
Review the voluntary sector register of capabilities	Maintenance	Community Resilience	Ensures that CEPU has the ability to contact voluntary organisations to support an emergency. Ensures clarity of role and access to resources.	Annual review of document. Correction and additions made. Document issued RD and Paper.
LRF Structure and positions review and update	Maintenance	Local Resilience Forum	Ensures that there is clarity on structure and representation for agencies	Updated structure and position holders, reissued across partners.
Undertake 6 monthly review of pipelines overview (1)	Maintenance	Pipelines	The Major Accident Hazard Pipeline Overview provides a concise guide to hazardous pipelines in Cleveland and has been requested by partners as a valuable addition to the Plans developed under PSR.	6 monthly update period on the document.
Undertake 6 monthly review of pipelines overview (2)	Maintenance	Pipelines	The Major Accident Hazard Pipeline Overview provides a concise guide to hazardous pipelines in Cleveland and has been requested by partners as a valuable addition to the Plans developed under PSR.	6 monthly update period on the document.
Updates of Borough Emergency Contact List emergency contact lists	Maintenance	Civil Contingencies Act, SOLACE Guidance	Need to ensure that the contacts contained are accurate, easily accessed and robust.	Contact sheet updated and issued, number of roles maintained.

Review Transport Plan	Maintenance	Civil Contingencies Act, SOLACE Guidance	Need for confidence that the plans are accurate, complete and practicable	Request updated information. Plan reissued (RD and Paper).
Web site reviewed every 28 days	Maintenance	Civil Contingencies Act, SOLACE Guidance	The website provides a point of contact for the unit. It assists with the transparency and warning and informing functions of the unit. Brief news content to be added to site at least every 28 days.	Sign off from officer tasked to review. Increased relevant content – irrelevant content removed from site. Easier access by members of the public to information of relevance. Shows the Units profile, gives an understanding of CEPU function and partnership working.
Review guidance for Duty Officer (6 monthly)	Maintenance	Civil Contingencies Act, SOLACE Guidance	Ensure that the role of duty officer is structured and that learning is incorporated into the function.	Reviews undertaken of the document (minimum 6 monthly). Ensure that practice / guidance remains current, agreed and reflect needs. Feedback from officers.
Borough Emergency Centre audit	Maintenance	Civil Contingencies Act, SOLACE Guidance	Ensures that good practice is utilised, ensures that centres are operational, provides independent feedback to borough officer	Non-Borough lead to produce feedback, Identification of issues, Sharing of good practice
Provision of conduit for the Local Authority and provision of tactical advice	Maintenance	Civil Contingencies Act, SOLACE Guidance	Need for access by council officers and partners to tactical advice 24 / 7	Annual duty officer rota produce, agreed and maintained. Partners notified of Duty Officer schedule and key information 6 weekly. Internal monitoring of availability of cover via the weekly / team meetings, Feedback from partners and incidents - incorporated into CEPU learning.
Monthly team meetings	Management	CEPU Internal	Ensures clear understanding and opportunity to question policy, develop and share lessons from activities and incidents.	Attendance of officers, Minutes produced, Actions completed, team morale.
Team brief weekly	Management	CEPU Internal	Ensures support for officers, Encourages opportunities for reducing duplication between officers. Ensures minor issues can be dealt with before developing.	Attendance of officers, Notes Produced, Actions complete, feedback on systems / process.

Quarterly 1 to 1s (all staff)	Management	CEPU Internal	Ensures development, communication and feedback for managers and officers	Notes from meetings, feedback, PDPS
Appraisals	Management	CEPU Internal	Ensures clarity on expectation, resolves issues and provides a mechanism for dialogue on development	Notes from meetings, Feedback, PDPS
Health and Safety in unit review actions and risk assessments	Management	HSAWA	Need to ensure that health and safety issues are managed and maintained.	Risk assessments updated, staff awareness of Risk Assessments. Need to ensure that routine activities required are maintained.
Quarterly budget meetings	Management	Local Government Act	Need for regular monitoring and alteration of budget prior to EPJC meeting to provide accurate and timely info.	Changes to the budget, incorporation of new activities.
Budget profile coming year	Management	Local Government Act	Ensures that the budget enables the units core priorities, ensures the resilience and security of the key functions.	Incorporate income generation and reduction in budget.
Allocation of budget to future activities 17-18	Management	Local Government Act	Ensures that budget profiling can be undertaken.	Accuracy of budget profiling. Reduced variation in the budget ensuring reduced under / overspend.
Review the EPU strategic Risk Register	Management	CEPU Internal BCM	Ensures that CEPU is aware of what risks may impact on its ability to deliver an effective resilience service to residents, authorities and partners. Allows consideration and planning on upcoming issues.	Identification and analysis of key risks. Action plans to prevent, mitigate and recover from risks. Incorporate into the CEPU annual planning cycle and EPJC as appropriate.
Submission of requests for invoices for exercises and / or plans.	Process	CEPU Internal	Best value, Improve the internal administrative working of emergency planning unit, Effective cost recovery	EPO's to provide costing within 7 days of exercise or plan completion
Action logs used to record all action plans and meeting actions	Process	CEPU Internal	To ensure overview of the work and activities undertaken by the unit and stakeholders needs are met. Every month.	Number of completed actions on target, Number of actions incomplete / redundant

Minutes and papers uploaded/distributed via e-mail within 8 working days	Process	Civil Contingencies Act	Information sharing and coordination. Need for information to be supplied in timely manner.	Timescale for upload / distribution
Circulation of minutes of meetings and other information received by the unit.	Process	Civil Contingencies Act Local Resilience Forum	Good administrative practice, Allows information to be shared, Actions are identified and dealt with, Timely circulation of relevant information on emergency planning issues	Circulated within 8 working days of meeting date, Minutes uploaded to resilience direct, action tracker updated to include actions
Annual plan 17 – 18	Process	CEPU Process	Need for clarity and focus against a number of competing priorities	Scoping and review of previous year, consultation, agreement, publication.
Strategic Exercise	Training / Testing	CCA, SOLACE	Duty to plan for emergencies under the CCA requires that plans prepared are tested. The strategic exercise will test a number Local Authority plans required by the CCA with partners both from neighbouring boroughs and from partner agencies. The exercise will be debriefed both internally and externally allowing continual improvement of plans.	Number of strategic officers engaged, Debrief report, Action plan / lessons learnt
Review, development and provision of one loggist training package	Training / Testing	Civil Contingencies Act, SOLACE Guidance	Increasing need for transparency and the ability to prove that decisions made were appropriate.	Number of loggists trained adequate to provide 24 hour cover at tactical and operational levels.
Test of Each Borough Emergency Centre's process and procedures	Training / Testing	Civil Contingencies Act, SOLACE Guidance	The need to demonstrate that plans are effective against realistic scenarios. (CCA Duty)	Date of exercise, Number involved, Report from exercise submitted to EMRT / equivalent against complete accurate and practicable criteria and including action plan. Actions identified actioned and complete.
Provision of a joint rest centre exercise and awareness session for staff and volunteers from the 4 local authorities.	Training / Testing	Civil Contingencies Act, SOLACE Guidance	Need to test in real time the effectiveness of the emergency accommodation plans	Date of exercise, Number of staff involved, Feedback from staff, partners and peers. Exercise report produced plan assessed against Accurate, Practicability and Complete criteria and learning identified and actioned.

Exercise Calendar	Training / Testing	CCA, COMAH, PSR, REPPIR	Ensures that statutory duties are met and that exercises provide maximum benefit to participating agencies.	Exercise priorities identified, Exercise bid letters issued, Produce draft exercise calendar (date), Calendar approved by BPG, Calendar finalised and uploaded to RD
DTVA Airport Exercise	Training / Testing	Civil Aviation Authority Regulations / Airport licensing	Civil Aviation Authority licensing requires the testing of the emergency procedures for the airport which include the Local Authority.	Independently observed by CAA, debrief of report, action plan and lessons learnt.
Exercise Bidding / priority process	Training / Testing	Civil Contingencies Act	Priorities identified, exercise bids produced, produce draft ex calendar, calendar approved, calendar finalised, calendar finalised and uploaded to RD.	Request made November, retruns December, calendar issued to partners Feburary
Two Training Sessions for Rest Managers	Training / Testing	Civil Contingencies Act	Need for staff to understand and have confidence in their roles in the emergency accommodation plan. Open to staff from across Cleveland.	Confirmation by borough of staff trained and still available and requirement for additional training. Feedback from training added into CEPU learning and actioned.
Walkthrough of each Borough Major Incident Plan	Training / Testing	Civil Contingencies Act Maintain Emergency Plans	Provides staff new to roles in MIPs with confidence / awareness. Provides an opportunity to identify errors in plans. Provides an opportunity to identify errors in plans.	Date held, Number of attendees, Alterations identified at sessions and action plan presented to EMRT / equivalent (date).
Training Needs Analysis undertaken by each borough against plan	Training / Testing	Civil Contingencies Act Maintain Emergency Plans	To ensure that staff with an emergency function have relevant and recent training.	Report produced identifying needs of staff against role competencies and associated action plan.

Provision of agreed training package to all 4 local authorities to meet needs identified in training needs analysis (command training, legal training, logging etc)	Training / Testing	Civil Contingencies Act Maintain Emergency Plans	Ensuring that staff within command centres have shared understanding with partner agencies.	Expectation that 75% of staff identified for Tactical and Strategic functions will have attended in last 3 years
Recovery - Training	Training / Testing	Civil Contingencies Act Maintain EP, SOLACE.	Number of officers trained / made aware	Number of staff trained and aware of the roles and responsibilities under recovery
Recovery - Provision of awareness training sessions	Training / Testing	Civil Contingencies Act Maintain EP, SOLACE.	Ensuring LA are ready to take the lead on recovery. Ensuring staff are aware and familiar with process and resources required. Provide officers with confidence in meeting the needs of the community.	Number of attendees / authority, Date held, Feedback from officers / departments. Date held, Feedback from officers / departments.
Live play rest centre exercise involving voluntary agencies	Training / Testing	Community Resilience	Ensures that the local authority and partners understand the roles and capabilities of the voluntary sector. Allows the plans and related assumptions to be tested in realistic manner.	Feedback from all participants. Identification of actions following the exercise.
Training sessions / presentations to or with voluntary agencies	Training / Testing	Community Resilience	Ensures that the strong relations between the voluntary sector and CEPU are maintained. Offer to be made to voluntary sector partners to attend their meetings and provide a short brief / exercise. Ensures communication and understanding of roles and procedures. Learning to be shared.	Presentations, Response received and dates of sessions delivered. Feedback from attendees, Incorporate into the action plans as required.

Involve one or more voluntary agencies in 2 exercises	Training / Testing	Community Resilience	Provides an opportunity for partners and voluntary organisations to understand roles and capabilities against a realistic scenario.	Involvement of voluntary organisations in exercises. Feedback from Voluntary Organisations.
Undertake 1 exercise of a Major Accident Hazard Pipeline	Training / Testing	Pipelines	The Pipeline Safety Regulations do not require a test of the plans however to test the effectiveness of the plans CEPU will endeavour to work with the emergency services and pipeline operators to undertake at the minimum one test of a PSR plan. This will assess the plan against Completeness, Accuracy and Practicality.	Multi-agency walkthrough to test the plan for completeness, accuracy and practicability. Feedback from participants. Amendments made to plans to be incorporated.
Elected Member training	Training / Testing	Civil Contingencies Act, SOLACE Guidance	Need for transparency and overview as part of the democratic process. Need for relationship between members and officers.	Completion of training, feedback received, numbers attending.
Recovery Exercise	Training / Testing	Civil Contingencies Act, SOLACE Guidance	Undertake a recovery exercise that ensures familiarity of staff with the models and frameworks included in the plan	Debrief report and findings will ensure that future training meets needs.

EMERGENCY PLANNING JOINT COMMITTEE

20th July 2016



Report of: Chief Emergency Planning Officer

Subject: CEPU PROGRESS AGAINST THE ACTION PLAN
2015 – 2016

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.2 For information and assurance.

2. PURPOSE OF REPORT

2.1 As per the Emergency Planning Joint Committee (EPJC) terms of reference to provide the EPJC with a report on the progress against the Cleveland Emergency Planning Unit (CEPU) action plan 2015 – 16.

2.2 To assist members of the EPJC in overseeing the performance and effectiveness of the Emergency Planning Unit and its value to the four unitary authorities.

3. BACKGROUND

3.1 Members of the EPJC approved the 2015 – 16 annual CEPU action plan at the meeting held in May 2015. This plan outlined how the Unit would meet the duties undertaken on behalf of the local authority. A number of actions related directly to the statutory functions placed upon the authorities by legislation (including the Civil Contingencies Act 2004, Control of Major Accident Hazard Regulations 2015, Radiation Emergency Preparedness Public Information Regulations 2001 and Pipeline Safety Regulations 1996).

3.2 Where actions are non-statutory they were based upon guidance such as that associated with the Civil Contingencies Act 2004 and the good practice contained in the SOLACE guidance.

3.3 The vast majority 68 of the 74 actions outlined within the plan were met within the timescales outlined within the action plan (appendix 1). Credit needs to be given to the operational officers and support staff for meeting these actions despite reduced staffing and increased demands from both the Local Resilience Forum LRF and community resilience projects.

3.4 Areas where targets were not met/completed within the timescale include the following, these actions have been rolled over to the 2016-17 action plan:

- Training on Independent Safety Advisory Groups – whilst offered to the authorities there has been no uptake on the training this year. This may reflect the pressure on ISAG staff or that there is confidence in the emergency plans being seen at ISAG.
- COMAH – One site defined as an upper tier Control of Major Accident Hazard Regulations Site is now over its statutory time 3 year period for testing due to significant changes on site and a reduction in its inventory. There has been constant dialogue with the sites owner and with the Competent Authority (Health and Safety Executive and Environment Agency) regarding the situation and need or otherwise for a test given the hazards have reduced below those capable of causing a COMAH incident. There is a possibility that exemption from eth regulations will be sought in the future given the significant changes on site. CEPU continue to work with the operator and competent authority.
- Development of a sustainable community resilience model – work is ongoing the task reliant on a number of parties beyond the CEPU. Buy in has been secured from the Local Resilience Forum with the nomination of a director of public health to take the lead and the new community resilience officer has been making significant progress with regards to expanding the scope of community resilience beyond local flood plans. A strategy is due for submission to the LRF Chief Officer Group in December.
- Website – following significant issues (excessive downtime, lack of support) with the website provider CEPU has now taken ownership of its site and is maintaining the site. Further work is required to bring the site up to requirements.
- Greater use of social media – whilst the unit's use of social media in monitoring and response has increased there is further work required to make greater use of the channels of communication.
- Elected Members seminar – delayed due to the volume of work faced by the unit and local elections held. Member training was undertaken in a number of boroughs with very limited turnout. To be rescheduled for 2016 – 17 to take advantage of the new LGA guidance.
- Development of a new marketing plan and income generation – not progressed due to a number of issues including the change of suppliers and impact of austerity amongst attendees on training courses. Additional recharges were made as a result of an increased role in consultation and as a result of exercise Jackdaw. New income generation streams are being developed for 2016-17 but impact significantly on staff time to undertake core duties.

4. PROPOSALS

4.1 That members note the significant success in achieving the actions in the action plan.

- 4.2 That members note that those actions not completed will be carried forward to the 2016 -17 action plan.

5. RISK IMPLICATIONS

- 5.1 There is risk associated with actions not being completed, however the CEPO is aware of these risks and is working with the relevant parties to manage the risks identified e.g. working with site operators and the competent authority.

6. FINANCIAL CONSIDERATIONS

- 6.1 There are no financial considerations relating to this report.
- 6.2 In considering the issues outlined in this report Members are reminded that significant additional Government Grant cuts will be made over the period 2017/18 to 2019/20.

7. LEGAL CONSIDERATIONS

- 7.1 The key legislation is the Civil Contingencies Act 2004 which identifies the local authorities as a Category 1 responder, section 10 of the CCA 2004 identifies failure by a person or body identified within the legislation may bring proceedings in the High Court.
- 7.2 Further enforcement may take place in the event of failure to meet the duties identified under industrial legislation including the Control of Major Accident Hazard Regulations (2015), Pipeline Safety Regulations 1996 and Radiation Emergency Preparedness Public Information Regulations 2001.

8. CHILD AND FAMILY POVERTY (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

- 8.1 There are no child and family poverty implications relating to this report.

9. EQUALITY AND DIVERSITY CONSIDERATIONS (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

- 9.1 There are no equality and diversity considerations relating to this report.

10. STAFF CONSIDERATIONS

- 10.1 There are no staff considerations relating to this report.

11. ASSET MANAGEMENT CONSIDERATIONS

- 10.1 There are no asset management considerations relating to this report.

12. RECOMMENDATIONS

- 12.1 It is recommended that members of the EPJC note the success in achieving the majority of actions within the undertaken on behalf of the Local Authority.
- 12.2 That members seek involvement and clarification on the action plan where appropriate.

13. REASONS FOR RECOMMENDATIONS

- 13.1 To ensure that members of the EPJC can effectively obtain assurance that the duties and expectations on the local authorities can be met in the event of an incident.

14. BACKGROUND PAPERS

Appendix 1 Summary of Proposed CEPU Action Plan 2015 – 16.

15. CONTACT OFFICER

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Appendix 1 CEPU Proposed action plan 2015 -16

Objective	Justification	Action Complete
A01 Review emergency planning arrangements in each local authority	Duty under the CCA	✓
	Identified best practice	
	Significant change within LA structures	
A01 1 After Hours contact Exercise	Need for reassurance that all required roles can be filled out of hours.	✓
A01 2 Each Local Authority Major Incident Plan to be reviewed	Need for assurance that plans remain effective	✓
A01 4 Walkthrough of each Borough Major Incident Plan	Provides staff new to roles in MIPs with confidence	✓
	Provides an opportunity to identify errors in plans	
A01 5 Training Needs Analysis undertaken by each borough against plan	To ensure that staff with an emergency function have relevant and recent training	✓
A01 6 Provision of Command Training to all 4 local authorities	Ensuring that staff within command centres have shared understanding with partner agencies.	✓
A01 7 Provision of loggist training sessions	Increasing need for transparency and the ability to prove that decisions made were appropriate.	✓
A02 Review guidance for Duty Officer (6 monthly)	Ensure that the role of duty officer is structured and that learning is incorporated into the function.	✓
A03 Provision of conduit for the LA	Need for access by council officers and partners to tactical advice 24 / 7	✓
A04 Test of Each Borough Emergency Centre's process and procedures	The need to demonstrate that plans are effective against realistic scenarios. (CCA Duty)	✓
A05 Rest Centre procedures and exercises	Expectation and duty on local authority to assist those made homeless as a result of an emergency	✓
A05 1 Two Training Sessions on Rest Centres	Need for staff to understand and have confidence in their roles in the emergency accommodation plan. Open to staff from across Cleveland.	✓
A05 2 Provision of a rest centre exercise	Need to test in real time the effectiveness of the emergency accommodation plans	✓
A05 3 Review Rest Centre Boxes in each LA	Confirmation that cases are accessible and are ready for use	✓
A05 4 Review Transport Plan	Need for confidence that the plans are accurate, complete and practicable	✓
A06 COMAH Offsite Emergency Response Plans	Legal duties are met under the Control of Major Accident Hazard Legislation (COMAH)	✓
A06 1 All COMAH OFSERP plans written reviewed within legal timescales	Requirement under COMAH Legislation for the local authority to produce and review offsite emergency plans pre-scribed time scales	✓
A06 2 Annual Meeting with HSE / EA ref COMAH	Ensures that CEPU are aware of any changes to the legislation and views of the competent authority.	✓
A06 3 Annual review of COMAH plan Structure	Ensure that the plans take account of changes in legislation, guidance and recommendations following local and international learning.	✓
A06 4 COMAH Overview Document Review 1	The COMAH Overview provides a concise guide to hazardous industry in Cleveland and has been requested by partners as a valuable addition to COMAH planning.	✓
A06 5 COMAH Overview Document Review 2	The COMAH Overview provides a concise guide to hazardous industry in Cleveland and has been requested by partners as a valuable addition to COMAH planning.	✓
A06 6 Plan sign off processing place	Need for process to ensure that plans are scrutinised by officers to ensure that any significant changes to LRF process are incorporated and to ensure that quality is managed across all plans.	✓
A07 To seek continued compliance with the Pipeline Safety Regs		

A07 1 All plans to be written / reviewed within legal timescales	Requirement under PSR Legislation for the local authority to produce and review Major Accident Hazard plans pre-scribed time scales	✓
A07 2 Annual review of pipelines structure	Ensure that the plans take account of changes in legislation, guidance and recommendations following local and international learning.	✓
A07 3 Undertake 6 monthly review of pipelines overview (1)	The Major Accident Hazard Pipeline Overview provides a concise guide to hazardous pipelines in Cleveland and has been requested by partners as a valuable addition to the Plans developed under PSR.	✓
A07 4 Undertake 1 exercise of a Major Accident Hazard Pipeline	The Pipeline Safety Regulations do not require a test of the plans however to test the effectiveness of the plans CEPU will endeavour to work with the emergency services and pipeline operators to undertake at the minimum one test of a PSR plan.	✓
	This will assess the plan against Completeness, Accuracy and Practicality.	
A08 Maintain understanding of Seveso III and COMAH	Allows CEPU to undertake forward planning and if appropriate influence potential changes to legislation.	✓
A08 1 Maintain Seat on regional COMAH meeting	Allows CEPU to gain learning and benchmark against national colleagues.	✓
A09 REPPiR	Compliance with the regulations is required under the Radiation Emergency Preparedness Public Information Regulations	
A09 1 Attendance at 4 Local Community Liaison Councils or EPCC	Ensures that good communication between the CEPU and members of the LCLC are maintained allowing CEPU to adapt plans and procedures to emerging needs.	✓
A09 2 Two emergency planning liaison meetings	Ensures that CEPU maintain awareness of partners needs and effective liaison.	✓
A09 3 Meet legal duties ref REPPiR Plan	Legal duty on each local authority to produce a plan under REPPiR	✓
A09 4 Participation in/observation of level 1 exercises	Ensures that CEPU maintains good communication and awareness of the power stations response. Allows identification of issues to develop the Offsite REPPiR plan.	✓
A10 Conduct / Participate in multi-agency exercises under COMAH / Pipelines / REPPiR	Ensures that plans are tested against Complete, Accurate and Practicable Criteria and where required are updated to reflect issues identified.	✓
A10 1 All COMAH sites offsite emergency response plans to have been exercised within 3 year period	Legal duty under COMAH to test each offsite emergency response plan within 3 year period.	See Report
	Allows confidence in the effectiveness of the offsite plan and its dovetailing with the onsite plan	
A10 2 Annual report submitted to the LRF Business and Policy Group.	Provides assurance to partners that the response to the range of priority risks identified by the CLRF have been tested.	✓
	Identifies key issues arising from the exercise calendar both regards to the response and to the planning of exercises.	
A10 3 CEPU attendance at Level 1 and Pre-Level 1 on site exercises at power station.	Ensures that CEPU maintains good communication and awareness of the power stations response. Allows identification of issues to develop the Offsite REPPiR plan.	✓
A10 4 Key learning points and actions submitted into Excel	Documents where issues have been identified and that the learning from such events can be documented.	✓
A11 Attendance and participation in Independent Safety Advisory Groups (ISAG)	Provides input on emergency planning to event organisers and partners within ISAGs	✓
A11 1 Assistance to event organisers / event teams	Ensures that event organisers are aware of the expectations of emergency planning with regard to public events.	✓
	Ensures dovetailing between event organisers and emergency planners.	
A11 2 Produce standardised guidance for CEPU officers attending ISAGS	Provides consistency between CEPU representatives to both ISAGs and event organisers.	✓
A11 3 ISAG Training to be delivered on request by Boroughs in conjunction with events team / borough staff.	Provide event organisers with an understanding of event safety, liability and the ISAG process. To encourage community events to continue whilst reducing the risks to the community.	See report
A12 Develop a programme of community resilience	Community resilience will allow a more effective response by both communities and responders.	✓
	To ensure that effective use of resources is maintained and that the initiative is	

initiatives	sustainable CEPU will coordinate Community resilience activities as a structured project.	
A12 1 Identify communities at risk	Allows targeting of specific messages to communities at risk as oppose to blanketing with generic information. (Duty under CCA)	✓
A12 2 Produce information including household and community plan templates	Will reduce the impact of incidents upon residents. May reduce the demand on responders. Will prepare the community to assist itself in a response.	✓
A12 3 Work with existing community groups and partners to raise awareness of risk and associated actions	Engaging through existing groups is likely to be more effective than trying to establish specific groups / meetings. Groups will be able to advise on their specific needs as oppose to CEPU assuming what is required. By working with existing groups action is likely to be more sustainable.	✓
A12 4 Provide a range of information to local residents via established media	Increases the range and number of residents that are likely to receive the information as oppose to CEPU direct mailing. Allows information to be issued without raising undue concern. Increases the transparency of CEPU and emergency planning.	✓
A12 5 Support for the implementation of the Duke of Cornwall's Award	Reinforces community resilience with youth groups.	✓
A12 6 Develop a sustainable community resilience model appropriate to Cleveland	Will ensure the continuation of the work undertaken by the Unit / wider LRF in the event of funding ceasing.	See report
A13 Working with the voluntary sector in emergency planning	The voluntary sector provide an essential function in emergency response and bring a range of specialised skills to the response.	✓
A13 1 1 Live play rest centre exercise involving voluntary agencies	Ensures that the local authority and partners understand the roles and capabilities of the voluntary sector. Allows the plans and related assumptions to be tested in realistic manner.	✓ ✓
A13 2 4 x Training sessions / presentations to or with voluntary agencies	Ensures that the strong relations between the voluntary sector and CEPU are maintained. Ensures communication and understanding of roles and procedures.	✓
A13 3 Conduct one out of hours contact exercise	Confirms the communications routes and the resources which the voluntary sector can call on for an out of hours incident at a location within Cleveland.	✓
A13 4 Hold 4 meetings with the voluntary sector	Ensures that the good relationship between the voluntary sector and CEPU is maintained. Ensures that changes in response and capability are communicated.	✓
A13 5 Involve one or more voluntary agencies in 2 exercises	Provides an opportunity for partners and voluntary organisations to understand roles and capabilities against a realistic scenario.	✓
A13 6 Review the voluntary sector register of capabilities	Ensures that CEPU has the ability to contact voluntary organisations to support an emergency. Ensures clarity of role and access to resources.	
A14 Provision of internet sites	Provision of a website for use by partners and the public both for CEPU and for CLRF.	
A14 1 Web site reviewed every 28 days	The website provides a point of contact for the unit. It assists with the transparency and warning and informing functions of the unit.	See report
A14 2 Greater use of social media by the CEPU / LRF	Will assist in developing awareness and reinforcing key messages via partners (non-response).	See report
A15 Promote BCM to SMEs	Duty under the CCA Reduces the impact of incidents on the business but also on the responders and wider community.	✓
A15 1 Promote BCM in appropriate forums	Duty under the CCA – targeting of forums likely to have greater impact than approaching individual SMEs.	✓
A15 2 Signpost SMEs to further information advice and templates	Reduces the need for CEPU to develop / reproduce existing BCM materials when national / international materials are readily available via professional bodies.	✓
A15 3 Rollout the BCM packages for the caring	Will make BCM and the benefits more tangible to the sectors concerned education and social care.	✓

sectors.	Will allow CEPU to collate shared learning that can be further used to promote BCM to SMEs	
A16 BC Plan for CEPU	Allows CEPU to ensure that priority services are maintained.	
A16 1 Conduct an annual exercise involving the plan	Ensures that CEPU has an effective understanding of its critical business, the threats to it and how these will be maintained.	✓
A16 2 Review CEPU BCM Plan	Ensures that the CEPU BCM plan is accurate, practicable and complete.	✓
A17 CEPU Strategic Risk Register		
A17 1 Review the EPU strategic Risk Register	Ensures that CEPU is aware of what risks may impact on its ability to deliver an effective resilience service to residents, authorities and partners.	✓
A18 Circulation of minutes of meetings and other information received by the unit	Good administrative practice	✓
	Allows information to be shared	
	Actions are identified and dealt with	
	Timely circulation of relevant information on emergency planning issues	
A19 Submission of requests for invoices for exercises and / or plans.	Best value	✓
	Improve the internal administrative working of emergency planning unit	
	Effective cost recovery	
A20 Develop and review admin procedures within the unit.	Improve internal admin within the unit	✓
	Ensure effective administrative practice	
A21 Income Generation		
A21 1 Income generation increased	Best value	See report
	Secure funding for the unit	
	Scope out specific sources of funding for EP related work	
A21 2 Update the marketing Plan for CEPU income generation	Spreads the risk of reliance on a limited number of income streams and ensures that effort is spent in the most effective areas.	✓
A22 Exercising and Testing		✓
A22 1 DTVA Airport Exercise	Civil Aviation Authority licensing requires the testing of the emergency procedures for the airport which include the Local Authority.	✓
A22 2 Strategic Exercise	Duty to plan for emergencies under the CCA requires that plans prepared are tested.	✓
	The strategic exercise will test a number Local Authority plans required by the CCA with partners both from neighbouring boroughs and from partner agencies.	
	The exercise will be debriefed both internally and externally allowing continual improvement of plans.	
A22 3 Recovery Exercise	Undertake a recovery exercise that ensures familiarity of staff with the models and frameworks included in the plan	✓
A22 4 Elected Members Seminar	Provision of central training and testing seminar to ensure clarity and provide assurance to members on the recovery process.	✓

EMERGENCY PLANNING JOINT COMMITTEE

20th July 2016



Report of: Chief Emergency Planning Officer

Subject: LGA GUIDANCE FOR COUNCILLORS

1. TYPE OF DECISION/APPLICABLE CATEGORY

For discussion and information.

2. PURPOSE OF REPORT

- 2.1 To bring members attention to the recently published guidance for councillors “A councillors guide to civil emergencies” (Appendix A) and its benefit in seeking assurance on the role of the Local Authority in Civil Emergencies.

3. BACKGROUND

- 3.1 In October 2014 guidance was issued by the society of local authority chief executive (SOLACE) to local authorities on their roles in emergency response. This was reported to the Emergency Planning Joint Committee (EPJC) at a meeting held on 3rd February 2015. The report contained a response to the key questions for Chief Executives, providing assurance to members against the guidance.
- 3.2 The Local Government Association issued guidance in May 2016 specifically for Councillors. The guidance provides both background on the local authorities role in civil emergencies and guidance for councillors before, during and after civil emergencies. In addition the guidance contains a number of case studies which place the guidance into context.
- 3.3 The guidance is beneficial in terms of enabling members to seek assurance to meet their role under the EPJC’s terms of reference relating to performance, effectiveness and value of the unit.
- 3.4 To draw the EPJC members attention to good practice within the field of emergency planning.

- 3.5 To encourage members to review the guidance, make colleagues aware of the guidance and encourage assurance to be sought from both the CEPO and Local Authorities.

4. PROPOSALS

- 4.1 That the CEPO ensures that the standard CEPU reports reflect the contents of the guidance enabling EPJC members to readily find assurance on key matters.
- 4.2 That the members of the EPJC promote the guidance amongst their colleagues and encourage dialogue with both their respective Local Authority officers and the CEPU.

5. RISK IMPLICATIONS

- 5.1 Failure to understand the role and remit of the role of the authority may result in the focus being elsewhere resulting in a lack of preparedness or resilience within the authority.
- 5.2 At present many of the elements are addressed by the CEPU.

6. FINANCIAL CONSIDERATIONS

- 6.1 There are no financial considerations relating to this report.
- 6.2 In considering the issues outlined in this report Members are reminded that significant additional Government Grant cuts will be made over the period 2017/18 to 2019/20.

7. LEGAL CONSIDERATIONS

- 7.1 The key legislation is the Civil Contingencies Act 2004 which identifies the local authorities as a Category 1 responder, section 10 of the CCA 2004 identifies failure by a person or body identified within the legislation may bring proceedings in the High Court.

8. CHILD AND FAMILY POVERTY (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

- 8.1 There are no child and family poverty implications relating to this report.

9. EQUALITY AND DIVERSITY CONSIDERATIONS (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

- 9.1 There are no equality and diversity considerations relating to this report.

10. STAFF CONSIDERATIONS

- 10.1 There are no staff considerations relating to this report.

11. ASSET MANAGEMENT CONSIDERATIONS

- 10.1 There are no asset management considerations relating to this report.

12. RECOMMENDATIONS

- 12.1 It is recommended that members of the EPJC familiarise themselves with the document and ensure that fellow councillors are aware of the guidance.
- 12.2 It is recommended that EPJC members use the guidance to seek assurance and enter dialogue with both the CEPO and from their respective authorities senior staff.
- 12.3 That the CEPO continues to develop the CEPU annual action plan and the EPJC standard report to provide assurance to EPJC members that the key considerations continue to be met.

13. REASONS FOR RECOMMENDATIONS

- 13.1 To ensure that members of the EPJC can effectively obtain assurance that the duties and expectations on the local authorities can be met in the event of an incident.

14. BACKGROUND PAPERS

SOLACE “Local authorities’ preparedness for civil emergencies A good practice guide”

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/368617/Oct_2014_LA_preparedness_for_emergencies_guide.Final.pdf

LGA May 2016 “A councillors guide to civil emergencies”

http://www.local.gov.uk/publications/-/journal_content/56/10180/7838901/PUBLICATION

03/02/2015 EPJC Report “5.3 Cabinet Office and SOLACE Local Authority Emergency Planning Guidance”

https://www.hartlepool.gov.uk/meetings/meeting/3166/emergency_planning_joint_committee

15. CONTACT OFFICER

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A councillor's guide to civil emergencies



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Foreword

Recent flooding events in the north of England have once again highlighted the important role of councils in responding to and recovering from civil emergencies. In the case of these forecastable weather related emergencies, thanks to good planning and some advanced warning, councils and their local resilience forum (LRF) partners were able to take some pre-planned actions, such as erecting flood barriers, distributing sand bags and warning the public. This undoubtedly went some way to reducing the overall impact of these devastating floods.

But not all emergencies can be foreseen in this way. How many would have anticipated the fatal air accident on the Shoreham by-pass in summer 2015 and the impact it would have, or, despite the ever present risk of terrorism, the 2005 bombings in London or indeed the atrocities in Paris and Brussels?

As councillors we need to ask ourselves and our officers, 'how well prepared are we to face the unexpected?'

If we are properly prepared, we should be able to cope with whatever might be thrown at us. Councils that work closely within the framework of their LRF to identify and update risks and plan for emergencies will have taken a big step towards ensuring they are ready, but this can't just be left to the experts.

As councillors and community leaders we have an important part to play not just through being involved in responding to and recovering from an emergency, but also through being engaged in the essential planning and preparation needed to ensure resilience and readiness. We have a responsibility to ensure that those charged with supporting our community in the event of an emergency won't get caught out. If the worst happens, we, as elected representatives, are fundamental to ensuring the backing of the public for whatever needs to be done to return to normal. By asking the right questions and ensuring the interests of our constituents are properly represented, we can make a significant contribution to ensuring the overall resilience of our communities.

I welcome the publication of this guide and commend it to you. I hope you will find it useful and encourage you to question how well prepared you personally and your councils are should disaster strike. The questions at the back the guide provide a good starting point for senior elected leaders and portfolio holders, and colleagues sitting on scrutiny committees, to examine the overall preparedness of their council and partners.

My key message would be, please don't leave it to the last minute or until it really is too late.

Councillor Simon Blackburn

Chair, LGA Safer and Stronger Communities Board

Introduction

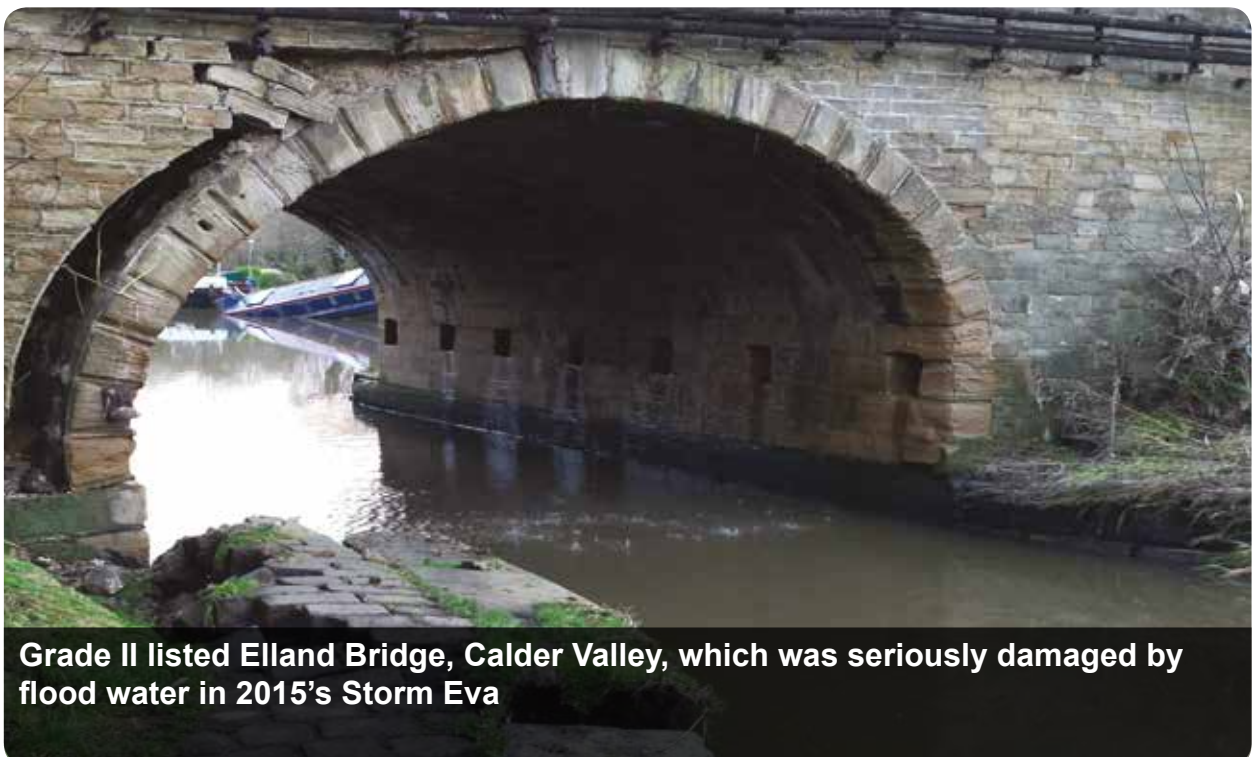
A **civil emergency** is defined in the Civil Contingencies Act 2004 as:

“an event or situation which threatens serious damage to human welfare in a place in the United Kingdom, the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK”.

Civil emergencies take many forms and advance planning and preparation is vital. Because of the increasing frequency of severe weather related events, flooding, snow, etc and the overall emphasis on climate change, there is a risk of too much focus on preparing for extreme weather with insufficient thought being applied to preparing for other emergencies such as:

- a major explosion and fire (eg Buncefield 2005)
- major disruption to the transport infrastructure (eg the Shoreham air crash 2015)
- a nuclear related incident (eg Windscale fire 1957; Fukushima, Japan 2011; Chernobyl, Ukraine 1986; Three Mile Island, USA 1979)
- a significant chemical accident (eg Bhopal, India 1984; Flixborough 1974)
- terrorism (eg London bombings 2005; Paris 2015)
- health related (eg Flu pandemic 2009).

Plans developed by a local resilience forum (LRF) will be based on a risk assessment, but while risk must be assessed and plans made accordingly, it would be imprudent to rule anything out completely.



Grade II listed Elland Bridge, Calder Valley, which was seriously damaged by flood water in 2015's Storm Eva

The principles for preparing for, responding to, and recovering from a civil emergency are much the same whatever the emergency. With civil protection arrangements needing to be fully integrated across all responders; the first principle is anticipation and assessment of risk and the last, effective response and recovery arrangements. This is otherwise known as integrated emergency management; a holistic approach to preventing and managing emergencies.

The following six activities are fundamental to this approach:

Integrated emergency management	Emergency preparedness	Emergency recovery and response
Anticipation	✓	
Assessment	✓	
Prevention	✓	
Preparation	✓	
Response		✓
Recovery management		✓

The bottom line is that if a council and its partners can get the broad principles right they will be in a good position to cope with whatever might come their way.



Case studies

Storm Eva Leeds City Council

On 26 and 27 December 2015 Storm Eva caused unprecedented flooding in Leeds. 519 businesses and 1,732 residential properties as well as bridges and council buildings damaged by the floods.

Leeds City Council's emergency control centre was activated and the local authority worked with emergency services, the Environment Agency (EA), Yorkshire Water and the army as part of the response. This included clean up, road signage, community engagement, communications (ie updating the website, handling hundreds of media enquiries), responding to enquiries via a flood email address and telephone helpline and deployment of sand bags to key sites.

The local authority along with community groups and volunteers used press and social media to engage more than a thousand volunteers to work on the clean up across the city, supported by over 100 council officers. Councillors met with those affected, galvanising volunteers and helping with the clean up. Greg Clarke, Secretary of State for Communities and Local Government, HRH Duke of York and Flood Minister for Yorkshire, Robert Goodwill MP all visited Leeds to raise awareness locally and nationally of the impact of the flood.

The West Yorkshire Resilience Forum, which is jointly chaired by the police, fire service and the council, met to ensure there is an effective framework for partnership working to deal with the recovery issues. Leeds City Council is playing a key role in this and has established an officer group to support the recovery arrangements set out in the Leeds Strategic Recovery Plan.

Shoreham Bypass air crash Adur District Council

On 22 August 2015, a vintage jet aircraft crashed onto vehicles on the A27 during a display at the Shoreham Airshow, killing 11 people and injuring 16 others.

The aircraft broke into four parts on impact, destroying several cars. Fuel escaping from the fuel tanks ignited in a large fireball and plume of smoke immediately following the impact.

Following the crash, the A27 was closed in both directions, stranding those attending the airshow. People were initially able to leave the site only on foot, as the main access from the car parks to the A27 was closed.

Initially the role of Adur and Worthing Councils was to support the emergency services and West Sussex County Council as the tier one and two responders whilst keeping council services running as normal. Council officers also established a stand-alone website for a virtual book of condolence and together with West Sussex County Council opened a charitable fund to support victims of the accident, to be administered by the Sussex Community Foundation, a registered charity.

Storm Eva Calderdale Metropolitan Borough Council

On Boxing Day 2015 Storm Eva reached Calderdale, causing flooding across 20 miles of the Calder Valley. Some 2,000 homes and 1,000 businesses flooded and large areas were without power for several days.

Calderdale Metropolitan Borough Council is the Lead Local Flood Authority (LLFA) and implemented emergency plans in partnership with the emergency services, Environment Agency, Canal and River Trust, Yorkshire Water, Northern Powergrid and local community groups.

Within hours local volunteers, with council support, had set up hubs in Todmorden, Hebden Bridge, Mytholmroyd, Sowerby Bridge and Elland, which quickly became the heart of each community, providing food, warmth, advice and support to the devastated communities.

Calderdale has local flood groups, with dedicated flood wardens and community based flood stores, which allowed the clean-up to get underway as soon as the floodwater had gone.

The council coordinated the collection and removal of tonnes of waste and debris from across the valley and provided skips for residents and businesses. The highways team inspected the street lights, traffic lights and over 100 bridges in the flood affected areas, including 85 underwater inspections. Grants were allocated to residents and businesses to contribute to the cost of the clean-up and to help make properties more resilient against future flooding.

The scale of the flooding and the subsequent damage to the highways network meant the council's priority quickly became focused on raising sufficient funding from regional organisations and central government to support the recovery.

The extent of the damage to infrastructure means that the repair work is still on-going, but most businesses have now re-opened and residents are returning home as life begins to return to normal across the Calder Valley.



**Burnham Area Rescue Boat,
Somerset 2014**

Councils' legal obligations and their role in civil resilience

The Civil Contingencies Act 2004 is the legal framework that sets out the roles and responsibilities of emergency responders in England and Wales. The Act provides a basic framework defining what tasks should be performed and how cooperation should be conducted.

It defines two levels of responder:

- Category 1 – These are organisations which are likely to be at the core of the response to most emergencies. As such, they are subject to the full range of civil protection duties in the Act. All principal councils are Category 1 responders along with the emergency services, health services, and the Environment Agency.
- Category 2 – These are cooperating responders, who are less likely to be involved in the heart of multi-agency planning work, but will be heavily involved in preparing for incidents affecting their sectors. The Act requires them to cooperate and share information with other Category 1 and 2 responders.

All Category 1 responders are subject to the full set of civil protection duties in the Act, which are outlined in **Appendix 1** to this guide.

The type of emergencies to which a local authority would have a duty to respond will be set out in the local community risk register.

Local resilience forums (LRFs)

In England and Wales, LRFs, which are multi-agency partnerships made up of representatives of Category 1 and 2 responders plus the military, are responsible for identifying and planning for the civil resilience risks for the local police force area.

Local authorities should have a key role in the LRF, including being involved in the development of the community risk register and contributing to local multi-agency response planning. They should also participate regularly in local multi-agency training and exercises, which are a good way to provide assurance on local level preparedness.

Councillors can support this work and also ensure that LRFs are aware of the particular issues in their communities.

Lead local flood authorities (LLFAs)

LLFAs are county councils and unitary authorities, which have duties (outlined at **Appendix 2**) under the Flood Water Management Act 2010. The Act aims to provide better, more sustainable management of flood risk for people, homes and businesses, help safeguard community groups from unaffordable rises in surface water drainage charges, and protect water supplies to the consumer.

Providing emotional and practical support to the public in a civil emergency

In addition to what they are required to do under the Civil Contingencies Act, councils also need to bear in mind the following when responding to and recovering from a civil emergency:

- Under the Local Government Act 2000, councils are responsible for ensuring the economic, social and environmental wellbeing of their community. This means that in the event of a civil emergency, as well as taking a leadership role in recovering from the emergency, they have a responsibility to coordinate the provision of welfare support and lead the establishment of key humanitarian assistance facilities.

“Leeds, along with several other areas, witnessed the devastating impact of Storm Eva on local businesses and residents. There is no doubt local government proved to be best placed to react to the crisis. The multi-agency response of council officers, public services and emergency services was exceptional, but it was the hundreds of volunteers who gave up their time to do anything they could to help that was particularly striking. That greatly speeded up the clean-up process especially and helped the areas worst affected to begin to recover and get back on their feet as quickly as possible.”

Councillor Judith Blake
Leader, Leeds City Council

- Under the homelessness legislation councils have a duty to secure suitable accommodation for people until a settled home becomes available. This means that in the event of an emergency, they have a responsibility for providing temporary shelter in the first instance and subsequently temporary accommodation in an extended emergency. Councils, registered social landlords and housing trusts have a duty to cooperate in providing assistance on request, where a housing authority asks for help with meeting its homelessness function.

What can councils do to provide practical and emotional support?

Experience from councils that have had to face the challenges of a civil emergency has shown that keeping communications teams part of the strategic decision-making process and the close involvement of the voluntary sector, were key to enabling them to provide practical and emotional support whilst also fulfilling their statutory duties and are therefore worth considering:

- Effective use of communications:
 - agree the key messages with your communications team before you engage in any communications (eg face to face, social media, local and national press) and ensure that you and other responders clearly and consistently repeat these and any further updates in all future communications
 - ensure that the front page of the council website clearly directs residents and press to up to date information regarding the emergency with clear signposts of where to go for further information if needed and relevant contact details for any other organisations
 - use a variety of channels to communicate the key messages to as wide an audience as possible based on your knowledge of what works best

for your residents. Social media is a good way of communicating with lots of people at the same time, but consider that harder to reach residents such as the elderly may need more direct contact such as public meetings, councillors and officers in key locations to relay information and leaflet/ newsletter drops

- ensure that regular updates are disseminated to all staff via intranet/ line managers and that front line staff are briefed to deliver key messages to residents.
- Setting up a dedicated resource centre/one stop shop with other service providers, particularly the voluntary sector and dedicated case workers.
- Providing access to telephones, computers and help with correspondence.
- Establishing a sub group to coordinate voluntary sector activities.
- Establishing an aftercare group as a sub group of the recovery coordination group (see **Appendix 3**) to provide emotional support to victims, including responders. While this group might be initiated by the council, it could be constituted almost entirely by the voluntary sector who could take over full responsibility for it in due course. Amongst other things it could:
 - establish community support groups for people who want to talk about the incident
 - establish community self-help groups supported by the council and other agencies such as the Environment Agency
 - plan social events to bring displaced communities together.
 - provide a care and counselling service.
- Making arrangements for the receipt and distribution of donations of cash, clothing, furniture, etc. This role could be undertaken by the voluntary sector.

“The flooding we experienced on Boxing Day 2015 was unprecedented. We were badly hit by floods in 2012. At the time these were also described as unprecedented, but it is clear that what was previously a once in 100 years event, or even once in every 50 years, is now happening with much greater frequency. Many homes and small businesses have been flooded several times over the past few years and I know that it has been a struggle.

Council staff, communities and volunteers supported each other during the clean-up operation and established community hubs in the five towns affected by floods. The council dealt with dangerous, flood damaged structures, cleared tonnes of debris and silt and provided assistance packages to householders and local businesses.”

Councillor Tim Swift
Leader, Calderdale Council

Management and coordination of civil emergencies

Emergencies involve a large number of agencies, which need to cooperate and support each other. Procedures and capabilities need to be well integrated for response and recovery work to be effective.

There is a generic national framework for managing emergency response and recovery that is applicable irrespective of the size, nature or cause of an emergency, but remains flexible enough to be adapted to the needs of particular circumstances. This framework identifies the various tiers of single-agency and multi-agency management in emergency response and recovery, and defines the relationships between them. It provides a common framework within which individual agencies can develop their own response and recovery plans and procedures.

Levels of coordination

There are three levels of multi-agency coordination:

- **strategic** – often referred to as Gold
- **tactical** – often referred to as Silver
- **operational** – often referred to as Bronze.

The roles, responsibilities and management of each level is outlined at **Appendix 3** to the guide.

Funding the response and recovery to civil emergencies

Response – The Government operates a scheme of emergency financial assistance to help local authorities to cover costs they incur as a result of work related only to the response phase of emergencies. It is known as the Bellwin Scheme and may be activated by ministers in any case where an emergency involving destruction of, or danger to life or property occurs, and, as a result, one or more councils incur expenditure on, or in connection with, the taking of immediate action to safeguard life or property, or to prevent suffering or severe inconvenience, in their area or among inhabitants. It is important to note that the Bellwin scheme doesn't cover precautionary actions or the recovery from an emergency, is subject to an expenditure threshold, which is published annually, and only applies in England. In Wales it is known as the Emergency Financial Assistance Scheme and is administered by the Welsh Government.

Recovery – Councils are expected to make arrangements to bear the costs of recovery in all but the most exceptional circumstances. The Government is clear that it is up to councils to assess their own risk and put in place the right mix of insurance, self-insurance, and reserves. In the event of an exceptional emergency however, individual departments, eg Department for Communities and Local Government (DCLG), Department for Education (DfE), Department for Environment Food and Rural Affairs (Defra) and Department for Transport (DfT) will consider providing financial support for various aspects of the recovery effort. It should be noted that departments will not pay out for recovery costs that are insurable – with the exception of damage to roads. There will be no automatic entitlement to financial assistance even if arrangements are activated. Councils will have to demonstrate need against criteria laid down by the department running a particular scheme. Also the Government will not normally pay out against costs relating to areas where there is already an established government spending programme, or where existing programme spend can be re-prioritised.

“In the longer term, it’s vital to plan on a much larger, more comprehensive scale, if we are to minimise future flooding and strengthen the resilience of our communities. We are now working with our partners to consider how we manage our uplands; whether we need to extend our flood alleviation schemes; how we can ‘flood proof’ homes and businesses and ensure that essential infrastructure such as electrical sub stations are sited away from potential flood spots, so that our communities can bounce back more quickly once the water recedes.”

Councillor Tim Swift
Leader, Calderdale Council



A vehicle is removed from the River Calder in Hebden Bridge, having been swept into the river during Storm Eva flooding

Role of leaders and portfolio holders in civil emergencies

As senior politicians, the leader and fellow portfolio holders are the public face of the council and as such have an important role in both ensuring community resilience and responding to a civic emergency. While it is not the role of a councillor to get involved in the delivery of resilience or the strategic, tactical or operational coordination and delivery of response or recovery, they have an important role in providing a political lead on the way in which decisions are made.

Political leadership

As senior political leaders your central role will be:

- involvement in making key policy decisions and possibly having to consider recommendations from either the strategic coordination group or the recovery coordination group (see **Appendix 3**) on strategic choices
- possibly making representation to government for additional resources and financial assistance
- promoting joint working with parish, city and district authorities
- liaising with other elected representatives (MPs, MEPs, other local authority representatives, etc)
- representing your community in the strategic community recovery committee where relevant
- ensuring recovery issues are mainstreamed into normal functions
- minimising reputational risk to the authority and defending decisions
- ensuring lessons are identified and addressed, (for example, by updating recovery plans), and shared with others who may find them useful.

Media and communications

When an emergency happens residents often look to local and national media channels for the latest information which is why your communications team play a crucial part in emergency planning, response and recovery, and must be involved in emergency planning at a strategic level.

When many parts of the country flooded in the winter of 2014, council communications teams were at the forefront, sharing information between Members, officers, councils, their partners and the press through community events, traditional print communications and social media. It is therefore essential that your communications team are effectively supported to carry out their role and there are examples where the LGA has been able to help with this through communications advice such media responses and digital media support.

Maintaining good relations with the media will be more important than ever during and after an emergency. You will need to agree key messages with your communications team and working closely with them to be ready to:

- support the communication effort and assist with getting messages to the community, for example by giving interviews to the local and national press, holding public meetings where necessary and engaging with residents on social media, taking care to be consistent with the key information agreed with the communications team
- assist with VIP visits, ensuring that they are sensitive to the needs of the community
- support and assist those affected in how they engage with media interest.

“One of the most important learnings from the tragic events at the Shoreham Air Show was the need to ensure that communications were regular and consistent – whether between Members and officers, the council and its partners, or the council and the media. If clear, concise and accurate information hadn’t been available when it was needed, the potential for causing additional distress in the community could have been enormous.

It was imperative that our messages were aligned with and interview candidates were aware of what was being said by other agencies, so that we could put on a united front during the response phase. We had to balance the needs of our local community with the desire for information from national agencies (who didn’t understand local nuance) so that lines of communication and action remained clear.

I was initially taken aback by the media appetite for information – we received requests for interviews from across the country within hours of the tragedy unfolding, and these kept coming throughout the days and weeks that followed. It was incredibly important to have agreed a number of Members, who could field media interview requests, in advance with our Communications Team – this ensured that there was clarity and consistency for our community in who they were receiving messages from.”

Councillor Neil Parkin
Leader, Adur District Council

Preparing for emergencies

Councils should hold a set of fully developed, tested and up-to-date plans covering a range of different scenarios based on locally identified risk to enable them to play a full and effective part in the response to an emergency.

Ensuring corporate resilience

As with any issue, assurance that the council is ready in all respects to deal with an emergency can be sought simply by asking senior officers a series of questions and ensuring you get comprehensive and substantial answers backed up by relevant documentation where appropriate. Some suggested questions are at **Appendix 4** to the guide.

In seeking assurance that the council has done all it can to prevent or reduce the impact of an unplanned event, and can continue to deliver services and support vulnerable members of the community, it is also important to seek reassurance that the council’s own **business continuity plans** are sufficiently robust to enable it to continue to operate after disaster has struck. In this respect, it is worth noting that since 2008, there have been at least two major fires that have completely gutted council offices; Melton District Council in 2008 and South Oxfordshire District Council in 2015. Luckily both councils had business continuity plans that enabled them to continue to provide services with only minimal disruption. Would your council be able to do the same?

As senior political leaders, you can:

- discuss with the chief executive and senior officers the main risks to your communities so you can promote and support key actions, which will increase resilience
- work with your communications team to ensure you are familiar with both the internal and external communications channels and processes in an emergency and your role within this

- support the work of your LRF in planning for emergencies and helping them to be aware of the particular needs of discrete groups and issues within communities
- through your role as a community leader, promote awareness and understanding among the general public of the roles and responsibilities of the wide range of agencies that can be involved in managing risk and responding to an emergency so that communities are reassured and have a better idea of who to turn to in the event of concerns arising or emergencies occurring
- seek assurance that the council not only has developed in conjunction with partners on the LRF sufficient plans, but also tests those plans and trains personnel by participating in regular exercises
- encourage all councillors to participate in training and exercises so they are prepared to respond to an emergency and get involved in recovery from it
- understand the functions, ways of working, priorities and constraints of other organisations and in particular, if possible and appropriate, build personal relationships with key personnel, which will facilitate effective working during a crisis
- explore with your chief executive and senior officers whether contracts with suppliers include clear provisions requiring comprehensive plans for continuing service provision in the event of a civil emergency and for assisting with the response to and recovery from an emergency as appropriate and required; for example:
 - care providers should be expected to have across-the-board arrangements for continuity of care in the event of an emergency, including provisions to evacuate care homes and how these provisions would work
 - street cleaning and waste collection contracts should include provision for vehicles and equipment to be used in support of response to and recovery from an emergency

- help raise awareness amongst the communities you serve about the risks posed by climate change and other issues.

“It was clear that previous training initiatives were helping our staff deal with a difficult situation ‘on the ground’, supporting the first and second tier response agencies while keeping our own services running as normal. Regular training, even on desktop exercises, is very important in helping staff and councillors think about the issues they may have to face and, should the worst happen, vital to give them the skills they need to make critical decisions.”

Councillor Neil Parkin
Leader, Adur District Council

In preparing for an emergency, it is important for councils to consider and plan for the roles of officers and councillors during both response and recovery. Experience has shown that where their respective roles have not been clearly established prior to an emergency, or where agreed roles are exceeded or disregarded, the coherence of the council’s position is undermined.

Ensuring personal resilience

Resilience is not just about assets and services, personal resilience is important too. Unless everyone has thought through and is clear about their role both during a crisis and during the recovery phase, there is a risk that when disaster strikes, they will be on the back foot from the beginning. Participation in training and the exercising of plans will help with this.

Responding to an emergency

Response

Responding to an emergency is a multi-agency activity, during which a council is responsible for:

- providing immediate shelter and welfare for survivors not requiring medical support and their families and friends via evacuation, rest, humanitarian and other centres to meet their immediate to short term needs
- providing medium to longer-term welfare support of survivors (eg social services support and financial assistance which may be generated from appeal funds and also provide help-lines which should answer the public's questions as a one stop shop)(see advice on pages 4-6 on the provision of emotional and welfare support)
- communicate relevant updates to public for information and reassurance
- providing investigating and enforcement officers under the provision of the Food and Environment Protection Act 1985 as requested by Defra
- facilitating the inspection of dangerous structures to ensure that they are safe for emergency personnel to enter
- cleaning up of pollution and facilitating the remediation and reoccupation of sites or areas affected by an emergency
- liaising with the coroner's office to provide emergency mortuary capacity in the event that existing mortuary provision is exceeded
- coordinating the activities of the various voluntary sector agencies involved, and spontaneous volunteers
- providing public health advice and support
- may provide catering facilities, toilets and rest rooms for use by all agencies in one place, for the welfare of emergency response personnel in the event of a protracted emergency; this will depend on the circumstances and available premises.

Senior political leaders will have two main roles during the response phase:

- A corporate role:
 - Ensuring that the council continues to deliver services and provide support to the most vulnerable in the community and to those driven out of their homes.
 - In conjunction with the council's communications team, being a public face for the council in interactions with the media and the wider community; it will be particularly important to take care to avoid issuing contradictory or unconfirmed information to the media and the public. Do this by clearly and consistently repeating the key messages agreed with the communications team in all of your communications, even in social media and face to face interactions with residents.
 - In conjunction with the council's media team keep onsite and remote staff informed by ensuring internal communications are updated in line with external communications.
 - Ensuring that the council is fully and effectively cooperating with all relevant partners, not least the voluntary sector and making best use of all the support offered by the wider general public.
 - A role as a ward councillor, which is outlined in the next section.

“The role of social media was vital in such a time of crisis as it helped us greatly not only get up-to-the-minute updates on problem areas affected, but also to monitor all of the key agencies and to work together to help circulate all essential information to try and keep people informed and safe. It also enabled us to make sure that we could correct any rumours or misinformation, so that everyone could see the factual position coming from official sources.”

Tom Riordan
Chief Executive, Leeds City Council

Recovering from an emergency

Recovery

Recovery is defined as the process of rebuilding, restoring and rehabilitating the community following an emergency. Ideally it should begin from the moment the emergency begins and will initially run alongside the response phase. It is more than simply the replacement of what has been destroyed and the rehabilitation of those affected. It is a complex social and developmental process rather than just a remedial process.

It will be multi-faceted and long running involving many more agencies and participants than the response phase. It will certainly be more costly in terms of resources, and it will undoubtedly be subject to close scrutiny from the community and the media. Having begun at the earliest opportunity it should continue until the disruption has been rectified, demands on services have returned to normal levels, and the needs of those affected (directly and indirectly) have been met. It could last months or even years and will normally be led by the council, usually with the chief executive or appropriate strategic director taking the chair of the recovery coordination group.

During recovery councils will also have a large part to play in addressing community needs via drop-in centres and organising anniversaries and memorials as part of the recovery effort.

Senior political leaders will want to be assured that:

- resources and agencies are being effectively deployed and cooperating coherently and well together
- council services and operations return to normal at the earliest opportunity
- communities that have been disrupted by the emergency, and in particular the vulnerable members of the community, receive the long term local support they need once the emergency is no longer

national news and central government has shifted its attention elsewhere

- the community are being kept well informed of plans and progress
- local voluntary sector organisations and the community are fully involved in the recovery process
- a recovery strategy has been developed, supported by a concise, balanced, affordable recovery action plan that can be quickly implemented, involves all agencies, and fits the needs of the emergency
- an impact assessment has been started early with councillors playing a central role in identifying problems and vulnerabilities in their community, which may require priority attention, and feeding those problems and vulnerabilities back to the relevant recovery group; the impact assessment is likely to develop over time from a pretty rough and ready assessment, probably covering the more immediate needs of people, to a more refined assessment of longer-term humanitarian needs and economic development
- lessons learnt from the emergency are being compiled, widely shared and acted upon; follow up actions might include revision of plans, further training, strengthening of liaison with other agencies, etc
- thorough debriefs are being planned and carried out to capture issues identified, recommendations to be implemented, and planning assumptions to be reviewed
- that the community (including businesses) is involved at all stages of recovery; elected members can play a key role in this, chairing public (and business) debrief meetings; they can also be useful for door-knocking rounds, bringing back issues that the community has identified, and providing a trusted point of contact for those with concerns
- information and media management of the recovery process is coordinated by the communications team

- frequent internal communications keep all onsite and remote staff updated with key messages
- effective protocols for political involvement and liaison (parish, district/county/unitary and parliamentary) are established.



The wider role of councillors in a civil emergency

Resilience

In planning and preparing for civil emergencies all councillors can play a key role by:

- promoting and encouraging the preparation of community plans
- using their local knowledge to identify local groups and partners who may be able to play a role in recovery
- promoting self-resilience within the community and managing residents' expectations
- actively engaging with community members involved in community resilience work more widely
- ensuring they are familiar with the communications team emergency plans and processes
- scrutinising emergency plans and holding officers to account for the thorough preparation and updating of the plans in conjunction with partners on the Local Resilience Forum (See **Appendix 5** for some suggested questions).
- providing community leadership in their own wards
- being there to identify the needs of individuals and the wider community and feeding them into the appropriate part of response organisation via officers representing the council
- signposting members of the public towards the right agency to get the support they need
- communicating information to the public and media as required by the communications team
- supporting and assisting those affected in how they engage with the media.

Councillors should wherever possible contribute to the planning process, undertake training and participate in exercises to ensure that they are familiar with what will be expected in an emergency.

Response

During the response to an emergency, councillors, whose wards have been impacted by the emergency have a key role in:

Recovery

As community representatives and figureheads in their local community, councillors for the affected community have an important role to play in assisting with the recovery process. Although they have a limited role in the operational response phase, the role of councillors is vital to rebuilding, restoring, rehabilitating and reassuring the communities affected and speaking on their behalf.

Roles in which ward councillors can play a part include:

- Listening to the community – as a councillor and local figurehead, you have a key role as the voice of the community and can therefore:
 - be the eyes and ears ‘on the ground’ by providing a focus for and listening to community concerns
 - gather the views and concerns of the

community, and feed them into the recovery process, through the recovery coordinating group's (RCG) community recovery committee

- provide support and reassurance to the local community, by listening or visiting those affected and acting as a community champion and supporter.
- Using local knowledge – as a member of the community, councillors have unique access to the thoughts, opinions and information relating to their local community. As such, they can play a part in using:
 - local awareness of the thoughts and feelings of the community to identify problems and vulnerabilities the community may have and which may require priority attention and feeding them back to the relevant recovery sub-group
 - local knowledge to provide information on local resources, skills and personalities to the relevant recovery sub-group, in particular local community groups which can also be an important source of help and specialist advice. Working closely with community groups, councillors will also be valuable in knowing how and who is active within a community.
- Providing support to those working on recovery through:
 - providing encouragement and support to recovery teams working within the community
 - working with the communications team to communicate key messages, from the RCG and its sub-groups, to local and national press and to disseminate credible advice and information back to the community, keeping community members involved, including potentially assisting in debrief sessions with the community and managing community expectations along with the wider council
 - actively engaging with community members involved in the recovery efforts.

- Political leadership:

- scrutiny – getting buy-in and closure at political level, including sign off for funding
- presenting the case for your community to the strategic community recovery committee where relevant.



Emergency response on A27 following the Shoreham air crash, 2015

Appendices

Appendix 1

Councils' responsibilities under the Civil Contingencies Act 2004

All principal councils (metropolitan districts, shire counties, shire districts and shire unitaries) are Category 1 or 'core' responders under the Act. As such, they are, alongside the emergency services, some health bodies and the Environment Agency, subject to the full set of civil protection duties in the Act and are required to:

- assess the risk of emergencies occurring and use this to inform contingency planning
- put in place emergency plans
- put in place business continuity management arrangements
- put communications arrangements in place to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency
- share information with other local responders to enhance coordination
- cooperate with other local responders to enhance coordination and efficiency
- provide advice and assistance to businesses and voluntary organisations about business continuity management (local authorities only).

As a Category 1 responder, a council must perform its duties under the Act where:

- the emergency would be likely to seriously obstruct its ability to perform its functions
- it would consider it necessary or desirable to act to prevent, reduce, control, or mitigate the emergency's effects, or otherwise take action; and would be unable to act without changing the deployment of its resources or acquiring additional resources.

Local responders work to a common national framework, but make their own decisions in the light of local circumstances and priorities about what planning arrangements are appropriate in their areas to deliver their duties under the Act.

Appendix 2

County and unitary councils' duties under the Flood Water Management Act 2010 (FWMA)

Under the FWMA, lead local flood authorities (LLFAs) (all county and unitary councils) are required to:

- prepare and maintain a strategy for local flood risk management in their areas, coordinating views and activity with other local bodies and communities through public consultation and scrutiny, and delivery planning
- maintain a register of assets – these are physical features that have a significant effect on flooding in their area
- investigate significant local flooding incidents and publish the results of such investigations
- establish approval bodies for the design, building and operation of sustainable drainage systems (SuDS)
- issue consents for altering, removing or replacing certain structures or features on ordinary watercourses
- play a lead role in emergency planning and recovery after a flood event.

LLFAs also have a new duty to determine which risk management authorities have relevant powers to investigate flood incidents to help understand how they happened, and whether those authorities have or intend to exercise their powers.

LLFAs and the Environment Agency will need to work closely together to ensure that the plans they are making both locally and nationally link up. An essential part of managing local flood risk will be taking account of new development in any plans or strategies.

If a flood happens, all councils as 'Category 1 responders' must have plans in place not only to respond to flooding emergencies, but also to control or reduce the impact of a flooding emergency.

By working in partnership with communities, LLFAs can raise awareness of flood and coastal erosion risks. Local flood action groups (and other organisations that represent those living and working in areas at risk of flooding) will be useful and trusted channels for sharing up-to-date information, guidance and support direct with the community.

LLFAs should encourage local communities to participate in local flood risk management. Depending on local circumstances, this could include developing and sharing good practice in risk management, training community volunteers so that they can raise awareness of flood risk in their community, and helping the community to prepare flood action plans. LLFAs must also consult local communities about its local flood risk management strategy.

Appendix 3

Levels of coordination

The generic national framework for managing emergency response and recovery identifies three tiers of multi-agency management and defines the relationship between them. The three levels are:

Strategic

Sometimes colloquially referred to as Gold, its purpose is to:

- consider the emergency in its wider context
- determine longer-term and wider impacts and risks with strategic implications
- define and communicate the overarching strategy and objectives for the emergency response
- establish the framework, policy and parameters for lower level tiers
- monitor the context, risks, impacts and progress towards defined objectives.

A multi-agency **strategic coordination group** (SCG) will be established where an emergency:

- has an especially significant impact
- has substantial resource implications
- involves a large number of organisations
- is expected to last for an extended duration.

An SCG does not have the collective authority to issue commands or executive orders to individual responder agencies. Each organisation will exercise control of its own operations in the normal way. Because of the nature of this group and the need for a council representative to be empowered to make executive decisions, councils will usually be represented by either the chief executive or appropriate strategic director.

The group will be chaired by an appropriate agency depending on the nature of the emergency. The police are particularly likely to chair the group if there is an immediate threat to human life, unless for example it is a major fire, when the chief fire officer would be the likely chair.

For emergencies with significant recovery implications, it would be normal to establish a **recovery coordinating group** (RCG) to take on the role of the SCG once the response phase of the emergency is over. In most cases it would be chaired by the local council chief executive or a strategic director.

Tactical

Sometimes colloquially referred to as Silver, the **tactical coordination group** (TCG) will be formed from senior operational officers from relevant agencies. A council will usually be represented at the assistant director/head of service level. The group's role is to jointly conduct the overall multi-agency management of the incident:

- determine priorities for allocating available resources
- plan and coordinate how and when tasks will be undertaken
- obtain additional resources if required
- assess significant risks and use this to inform tasking of operational commanders
- ensure the health and safety of the public and personnel.

Operational

Sometimes colloquially referred to as Bronze, this is the level at which the management of the immediate hands-on work is undertaken at the site(s) of the emergency. While individual agencies retain command authority over their own resources and personnel deployed at the scene, each agency must liaise and coordinate with all other agencies involved, ensuring a coherent and integrated effort. It's the role of the operational commanders to implement the tactical commander's plan within their functional area of responsibility.

Appendix 4

Possible questions for leaders/portfolio holders to ask/check on

How engaged is the council in the LRF?

Are there sufficient officers at each level appropriately trained to participate in multi-agency coordinating groups?

Are all senior staff aware of what the council roles and responsibilities are in local resilience forum multi-agency emergency plans and is the council ready to deliver them?

Have arrangements been made to enable close working with other councils within the LRF in the event of an emergency (eg information sharing, shared communications plan, joint spokespeople, etc)?

Does the LRF have an up-to-date risk register and does it fully reflect risks faced by the council and incorporate climate change risks? Is it sufficiently detailed and comprehensive, written in plain English and understandable to the general public? Is it readily available to the public?

Are there sufficient plans for preventing emergencies; and reducing, controlling or mitigating the effects of emergencies in both the response and recovery phases?

Do the emergency plans fully reflect the identified risks?

Do plans clearly identify vulnerable groups or businesses that are at particular risk?

When were business continuity plans last checked, updated and tested?

Is there a flood risk management strategy in place with adequate systems and resources to implement it?

Is there sufficient up-to-date information on the website to enable residents to contact the council in an emergency during a normal working day and out of hours and does the website make clear to residents what they can expect from the council in a local civil emergency?

When was the website last updated? Is it fully up-to-date and does it fully reflect current arrangements and points of contact?

Does the council have arrangements to generate the resource to respond to calls from residents about short or no notice emergencies out of working hours, particularly during the holidays, eg over Christmas and the New Year?

Are senior members of staff suitably trained in the implementation of the LRF's emergency plans and ready to respond in the event of an emergency?

Are emergency contact numbers for all key personnel, including councillors, available and up-to-date?

Are councillors aware of their role in responding to an emergency and have they had a recent up-to-date communications brief on emergencies to enable them to fulfil their community leadership role and be well informed for any media contact?

Are up-to-date and fit for purpose emergency and business continuity plans in place and are they coherent with local resilience forum plans?

Have lessons learnt from previous emergencies across the country been identified and plans modified accordingly?

Appendix 5

Possible questions for scrutiny committees to consider

How well is the council cooperating with other key organisations like the Environment Agency and the emergency services?

Have risks to council buildings and facilities (eg schools, leisure centres, libraries, residential care homes, day centres, etc) been properly identified and are mitigations and fall back plans in place?

Is the council conducting active horizon scanning for new risks and working with the LRF to regularly update the risk register?

Is the risk register sufficiently detailed and comprehensive, written in plain English and easily understandable by the general public?

Is the council aware of the impact emergencies could have on local businesses and the local economy and does it have plans to mitigate the impact?

Does the council have the wherewithal to be able to give advice to the commercial and voluntary sectors in the event of an emergency?

Do plans include measures for preventing emergencies and for mitigating the impact of emergencies when they arise?

Do plans reflect lessons learnt from previous emergencies across the country?

Have climate risks and opportunities been built into local growth plans?

Has training been provided to councillors and has training offered been taken up?

What assurance is there that the council has developed and practiced appropriate emergency and business continuity plans and are they coherent with the local resilience forum plans?

When were the council's business continuity plans last tested and how frequently are such tests planned to be carried out?

When was the last time the council participated in an exercise and when is the next exercise planned?

When were response arrangements last reviewed to ensure that newly elected members and staff are fully briefed?

What arrangements does the council have for scaling up the staff resource to not only support the response, but also maintain the delivery of front line services?

Which officers have been appropriately trained to participate in coordination groups and is this sufficient to ensure that the council can participate fully in responding to and recovering from emergencies?

Useful references

Local authorities' preparedness for civil emergencies: A good practice guide

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/368617/Oct_2014_LA_preparedness_for_emergencies_guide.Final.pdf

Preparation and planning for emergencies: responsibilities of responder agencies and others

<https://www.gov.uk/guidance/preparation-and-planning-for-emergencies-responsibilities-of-responder-agencies-and-others>

Emergency preparedness

<https://www.gov.uk/government/publications/emergency-preparedness>

Emergency Response and Recovery: Non statutory guidance accompanying the Civil Contingencies Act 2004

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/253488/Emergency_Response_and_Recovery_5th_edition_October_2013.pdf

LGA Guide for communicating during extreme weather

http://www.local.gov.uk/documents/10180/6869714/L15-506+Extreme+Weather+Communications+Guidance_02.pdf/8e4f3c03-dea8-4d8c-b83b-1412990625e3

LGA Councillor briefing pack – Resilient communities: Ensuring your community is resilient to the impacts of extreme weather

http://www.local.gov.uk/documents/10180/6869714/L15-77+CL+Resilient+c_WEB.PDF/a0abfcae-a4db-42ce-abae-55c82d1d7bea

Flood risk management: information for flood risk management authorities, asset owners and local authorities

<https://www.gov.uk/guidance/flood-risk-management-information-for-flood-risk-management-authorities-asset-owners-and-local-authorities>

Managing flood risk: roles and responsibilities

http://www.local.gov.uk/local-flood-risk-management/-/journal_content/56/10180/3572186/ARTICLE

Flood investigation report: section 19. Flood and water management act (2010) Upper Calder Valley - 22 June 2012 flood incident

www.calderdale.gov.uk/environment/flooding/flood-investigation-06-12.pdf

Storm Eva - recovery plan

<http://democracy.leeds.gov.uk/documents/s141257/EB%20Storm%20Eva%20Recovery%20Cover%20Report%20120116.pdf>



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EMERGENCY PLANNING JOINT COMMITTEE

20th July 2016



Report of: Chief Emergency Planning Officer

Subject: ACTIVITY AND INCIDENT REPORT

1. TYPE OF DECISION/APPLICABLE CATEGORY

For Information and assurance.

2. PURPOSE OF REPORT

- 2.1 To assist members of the EPJC in overseeing the performance and effectiveness of the Emergency Planning Unit and its value to the four unitary authorities.
- 2.2 To inform members of the Emergency Planning Joint Committee (EPJC) of the activities and incidents reported and warning communications received and dealt with by the Cleveland Emergency Planning Unit (CEPU). The report covers the period between 6th January 2016 and 24th July 2016.
- 2.3 To provide oversight to the EPJC members of the actions undertaken under the community resilience project hosted at the Unit and the actions associated with the Cleveland Local Resilience Forum (LRF).

3. BACKGROUND

- 2.1 CEPU provides both a 24 hour point of contact for partners requesting assistance, and for the provision of tactical advice to the four local authorities.
- 2.2 There are a number of mechanisms in place to ensure that CEPU are made aware of incidents both in and out of normal office hours these include protocols with the emergency services and early warning systems with industry and agencies. An outline of warnings received are contained in appendix 1, and incidents that staff have been involved in or notified of are contained in appendix 2.

- 2.3 Training and exercising are critical to the effective implementation of emergency plans, an overview of training provided/facilitated within the period is contained in appendix 3.
- 2.4 The Unit has worked with the Local Levy Fund and Environment Agency on a community resilience project aimed at increasing the resilience to flooding across Cleveland. Key actions are outlined in appendix 4.
- 2.5 Appendix 5 contains an overview of the key Local Resilience Forum (LRF) activities of note for EPJC members. The CEPU provides a management and secretary function for the LRF.

4. PROPOSALS

- 4.1 EPJC Members provide feedback on the amended report structure with a view to continual improvement.

5. RISK IMPLICATIONS

- 5.1 Failure to deliver on a number of the activities included within the annual plan which tie directly into legislation could result in enforcement action being undertaken against the authority. In addition the failure to respond appropriately may result in impacts on the social, economic and environmental welfare of the community.
- 5.2 There are no significant risk concerns as a result of the action plan.

6. FINANCIAL CONSIDERATIONS

- 6.1 There are no financial considerations relating to this report.

7. LEGAL CONSIDERATIONS

- 7.1 The key legislation is the Civil Contingencies Act 2004 which identifies the local authorities as a Category 1 responder, section 10 of the CCA 2004 identifies failure by a person or body identified within the legislation may bring proceedings in the High Court.
- 7.2 In addition a number of actions relate to the Control of Major Accident Hazard Regulations 2015, Radiation Emergency Preparedness Public Information Regulations 2001 and Pipeline Safety Regulations 1996. All of the above place statutory duties upon the local authority, failure to provide to an adequate level resulting in possible enforcement.

8. CHILD AND FAMILY POVERTY (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

- 8.1 There are no child and family poverty implications relating to this report.

9. EQUALITY AND DIVERSITY CONSIDERATIONS (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

9.1 There are no equality and diversity considerations relating to this report.

10. STAFF CONSIDERATIONS

10.1 There are no staff considerations relating to this report.

11. ASSET MANAGEMENT CONSIDERATIONS

10.1 There are no asset management considerations relating to this report.

12. RECOMMENDATIONS

12.1 It is recommended that members of the EPJC note the areas of work undertaken and the highlights above and seek further clarification as appropriate.

13. REASONS FOR RECOMMENDATIONS

13.1 To ensure that members of the EPJC can effectively obtain assurance that the duties and expectations on the local authorities can be met in the event of an incident.

14. BACKGROUND PAPERS

CEPU annual plan 2015 – 16, EPJC Meeting Papers issued 19th May 2015.
https://www.hartlepool.gov.uk/meetings/meeting/3167/emergency_planning_joint_committee

15. CONTACT OFFICER

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Appendix 1 Communications received 06/01/2016 – 24/07/2016

Type of Incident	Number received in period	Notes
Pollution reports (HM Maritime Coastguard Agency)	0	
National Severe Weather Service (Met Office)	2	Due to snow and intense rainfall.
Heatwave Alerts (Met Office)	0	
Cold Weather Alerts (Met Office)	3	Relate to the NHS and Social Care plans.
Industrial Communications Red (Local Industry)	0	
Industrial Communications Blue (Local Industry)	18	Issued for information - primarily relating to false alarms and flaring which may cause concern offsite.
Flood Guidance Statements (Met Office and Environment Agency)	2	Both statements related to surface water flooding.
Flood Alert (Environment Agency)	7	Issued due in relation to the flooding of becks and the sea across the Cleveland area.
Flood Warnings (Environment Agency)	0	
Severe Flood Warnings (Environment Agency)	0	

Appendix 2 Incidents of note 06/01/2016 – 24/07/2016

Date	Borough	Exact Location	Type of Incident	Additional Information
25/01/2016	All Boroughs	Cleveland	None Incident	Potential flooding – teleconference called. Heavy rain but no severe impact on Cleveland
11/02/2016	Stockton-on-Tees	Crane operator on Billingham chemical complex	Fire	Fire 10 pumps attended short duration road closures
03/03/2016	Stockton-on-Tees	A66	RTC	Multiple vehicle Road Traffic Collision RTC road closed both directions
04/03/2016	Redcar & Cleveland	Redcar	Utility Failure	Care Home lost heating possible evacuation of residential home required (internal fault).
26/03/2016	Stockton-on-Tees	Norton	Utility Failure	Loss of electric to 270 homes, emergency generator supplied by energy provider then stolen.
05/04/2016	Hartlepool	Seaton Carew	Unsafe Structure	Structure reliant on power, concern from emergency services and operators reference stability of structure following loss of utilities.
14/04/2016	Redcar & Cleveland	East Cleveland	Mining	Miners trapped / sheltering underground - taken to hospital once brought to surface.
05/06/2016	Middlesbrough	Borough Road	Fire	Fire in Multi occupancy building no L.A. Assistance required.
14/06/2016	Hartlepool	Seaton Carew	Pollution	Failure of sewage works leading to raw sewerage entering sea at Seaton.

Appendix 3 Staff trained and exercised by agency / authority 06/01/2016 – 24/07/2016

Training	Events held	Number trained
SFEDI Business Resilience Advisor	3	7
Emergencies on trial	2	36
Tactical Emergency Response	3	31
Social Media in Emergencies	1	12
Recovery Planning	1	4
Speed Training (with the NE LRFs)	1	36

Exercises	Exercises held	Number involved
Exercise Jackdaw (Nuclear Exercise)	1	9
Exercise Trafalgar (Firearms Exercise)	1	3
COMAH Exercises (Industrial exercises)	5	3*
Public event (Stockton Cycling)	1	16
Emergency accommodation exercises / training	1	19
Exercise Aurora II (Youth engagement)	1	60

The above table provides an overview of the training undertaken or facilitated by the unit within the period.

* The same officer was involved in several of the exercises as part of the Local Authority role in exercising the external emergency response plans under the Control of Major Accident Hazard Regulations 2015.

Appendix 4 Community Resilience Activities 06/01/2016 – 00/07/2016

General Project Update

- New Community Resilience Officer Michael Kinge, recruited (fixed term) to continue the project, is currently network building with LRF Partners, Vol Orgs and others
- Consent sought and approval received from the Local Resilience Forum (LRF) to develop a strategy for resilience across the whole of Cleveland. Intent is to link to both Sendai 2030 and Rockfellar's Resilient Cities aiding the long term sustainability of community resilience in the Cleveland area.
- Prevention is now included on the Local Resilience Forum (LRF) agenda with a challenge issued to partners on the risk assessment working group to identify if further multi-agency action can be taken against those risks on the community risk register.
- Community Resilience Task and finish group of the LRF held with support from agencies to develop a longer term sustainable strategy to community resilience.
- Meeting of NE projects held and identification of two joint projects identified – increasing business resilience capacity and development of a generic joint exercise for business.

Rapid response catchments

- Positive response following the exercise held with the community both from existing volunteers and new volunteers recruited.
- Skinningrove community plan is nearing completion / full embedding within the community.

Schools and vulnerable

- Exercise Aurora II successfully delivered to approximately 90 children from both uniformed youth groups and schools. Event is in its second year with many of the youth groups returning. Next stages are to debrief and then look to expand / enhance opportunities to a wider audience.
- Attendance at Spontaneous Volunteers meeting in Manchester around new cabinet office guidance, with the follow up in York around a north – eastern approach to integrating volunteers into response. A coordinated policy is likely to greatly facilitate the integration of volunteers into the response.
- Attendance at the Flood Adverse Weather Group to provide a community resilience perspective
- Collating of current Community Resilience activities in Cleveland across LRF partners
- Primary Times Advert on flooding highlighting key messages / actions.

Business and Industry

- SFEDI Training for improving Business Resilience – 7 resilience officers and a partner organisation trained on Business Health check. This was undertaken as part of a north east project to coordinate and improve the integration with business.
- Tabletop top / multi-media exercise for business currently being scoped with NE partners.

Upcoming activities

- Tees Valley Business Seminar – engagement with a range of business and provision of materials and advice business.
- Coping with school emergencies to be delivered across the four authorities, strengthening the education sectors ability to mitigate and recover from a range of incidents including flooding.
- "Pre-holiday" visits to all campsites identified at risk of flooding within the Cleveland area ensuring campsites are aware of their risk and the guidance available.
- Delivery plan for the SFEDI / Business Health Check to be scoped across the North East.
- Crucial Crew – delivery of Community Resilience key messages to school children from across the area.
- Regional off the shelf exercise for businesses to be finalised and commissioned.

- Government Guidance on Community Resilience anticipated.
- Duke of Cornwall's Award – further expansion and implementation of the award scheme across the Cleveland area aimed at establishing long term awareness of flooding and the actions which can be undertaken.
- Meeting and follow up workshop with key community partners to input into the community resilience strategy.
- Submission of community resilience strategy to the LRF for consideration / approval.

Appendix 5 Local Resilience Forum Key Activities 06/01/2016 – 24/07/2016

2016 03 22 LRF Development Day, key members came together to identify key issues and emerging areas of work. A number of recommendations were collated and presented to the LRF Chief Officer Group who have approved all actions. Work is now progressing on meeting the needs of these via the LRF's business policy group and the LRF secretariat.

2016 05 11 Exercise Jackdaw, a Level 3 Nuclear Exercise under REPIR 2001. The exercise has been confirmed as a test of the offsite emergency response plan by the Office for Nuclear Regulation thus meeting one of the core duties on the local authority. The exercise is still in the process of being debriefed but a number of areas of both good practice and areas for improvement have been identified.

2016 05 12 Speed Training, Instigated by the 3 North East LRFs the event provided frontline officers with an overview of the equipment and operations of a number of partner agencies in one location. Exhibitors included Northumbrian Water, BT, NHS, Public Health England, Highways England, Maritime Coastguard Agency, Environment Agency, Train Operators, British Transport Police, Northern Gas Networks, Northern Powergrid and Met Office.

2016 05 14 Exercise Aurora II, the second year of this popular exercise aimed to engage youth in community resilience following achieving their awards. This year saw approximately 60 children dealing with a number of scenarios relating to flooding. This event is supported by a range of LRF agencies including the voluntary sector (RAYNET, British Redcross, Cleveland Search and Rescue).

2016 05 19 Community Resilience Task and Finish Group, the first meeting was held with good support from a number of LRF agencies. The intent of the group is to develop a LRF strategy for the development of community resilience, ideally tied into the UN's Sendai framework. Work is currently being progressed to develop the baseline and identify the existing actions being undertaken by partners.

2016 06 14 Exercise Trafalgar, a Police led firearms exercise held in Stockton, supported by a number of LRF partners and engaging the students at Stockton Riverside College. Again debriefs are being undertaken and actions identified and incorporated into agency action plans.

2016 06 14 Spontaneous Volunteer Workshop, as part of the launch of draft guidance from cabinet office on the role of spontaneous volunteers i.e. those who self deploy as seen in recent incidents in York and Cumbria. A number of issues identified and discussed not least the benefit of having agreed protocols and concerns on liability and safety. Following the workshop work is being progressed jointly by a number of northern LRFs to ensure consistency.