

POLICY & RESOURCES CABINET BOARD

16TH OCTOBER 2008

CHIEF EXECUTIVE'S OFFICE

**REPORT OF THE HEAD OF HUMAN RESOURCES –
G. JONES**

INDEX OF REPORT ITEM

PART 1 – Doc.Code: PRB-161008-REP-CE-GJ

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Resilience Annual Review and Report– 2007/2008

1. Purpose of Report

1.1 To provide an overview on the roles and responsibilities of the Joint Resilience Unit and an update to the 2007/08 Annual Resilience report

2. Background

2.1 The Joint Resilience Unit (JRU) acts on behalf of both Neath Port Talbot County Borough Council and the City & County of Swansea Local Authorities.

2.2 The Civil Contingencies Act 2004 (CCA) placed seven duties on local authorities as Category 1 responders bringing with it a substantial amount of additional work, in addition to the existing civil protection legislation.

2.3 The JRU responsibilities are to provide guidance on, assist with the implementation of, and oversee local authority civil contingency duties on behalf on the Chief Executive.

2.4 The operation of the JRU has been reviewed by PriceWaterhouseCooper and the Wales Audit Office earlier this year. The findings of this report will be published in the coming months and will be considered when reviewing this Council's Resilience Policy.

3. Roles and Responsibilities

3.1 To meet the duties under the Act, the JRU will:

- In collaboration with our South Wales Local Resilience Forum partners, identify and assess risks in the community that may cause an emergency. This is achieved through the Neath Port Talbot/Swansea Resilience Partnership Risk Working Group
- Maintain a Corporate Major Incident plan as a generic document embracing all Directorate/Service Emergency Response Plans
- Provide and maintain emergency response plans according to additional civil protection legislation, i.e COMAH (Control of Major Accident Hazard Regulations 1999), REPPPIR (The Radiation Emergency Preparedness and Public Information Regulations 2001) and MAHP (Pipeline Safety Regulations 1996) Regulations, require the Local Authority to review the emergency plans for the respective statute at least every three years. The

COMAH regulations also require that the emergency plans are exercised every three years

- Identify any further planning requirements as a result of risk assessment
- Represent the Local Authority at the South Wales Resilience Forum Co-Ordination Group and associated working groups
- Attend meetings of and support the NPT Corporate Resilience Group
- Support a Neath Port Talbot/Swansea Resilience partnership of local responders and other organisations for risk assessment, planning, training and exercising purposes
- Provide information to the public on risk assessments and emergency response/business continuity plans
- With South Wales Local Resilience Forum partners, maintain arrangements to warn the public, and to provide information if an emergency is likely to or has occurred.
- Maintain a Corporate Business Continuity plan as a generic document embracing all Directorate/Service Business Continuity plans
- Prepare and publish an annual resilience report for NPT Council
- Prepare and report bi-monthly to the Joint (NPT and CCoS) Resilience Committee

3.2 Summary of work to date from June 2008

The following is a summary of the work undertaken by the Joint Resilience Unit since the publication of the Annual Resilience Report in June 2008.

3.3 **Exercise Sidetrack** has been developed to exercise the Directorate Emergency Response Plans for both NPT and Swansea Councils. It is presented in a tabletop format and questions are posed to participants as the scenario unfolds.

3.4 Objectives

- To discuss the actions and decisions made by each service in order to review the decision making process.

- To consider any issues encountered and to produce recommendations/
good practice ideas.
- 3.5 To date, the JRU has facilitated this exercise in Neath Port Talbot for all five Directorates.
- 3.6 Reports and forward action plans have been written for each completed exercise and outcomes will be managed at Directorate Senior Management Teams by the JRU.
4. **Appendix 1**
- 4.1 Resilience Annual Review and Report – 2007/2008.
5. **RECOMMENDATION**
- 5.1 It is **RECOMMENDED** that the Report be **NOTED**.
6. **WARDS AFFECTED**
- 6.1 All
7. **OFFICER CONTACT**
- 7.1 For further information, please contact Graham Jones, Lead Officer for Resilience & Emergency Planning and Head of Human Resources on 01639 763315 (e-mail g.jones@npt.gov.uk).
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Neath Port Talbot CBC

RESILIENCE

ANNUAL REVIEW AND REPORT

2007 – 2008

1. Introduction

- 1.1. The Civil Contingencies Act 2004 (CCA) placed 7 duties on Local Authorities as Category 1 responders bringing with it a substantial amount of additional work, the scope and complexity of which is far greater than originally anticipated.
- 1.2. A programme of work was developed to reflect 4 key areas of work closely tied into the duties within the CCA. This assisted the Joint Resilience Unit (JRU) in prioritising and focussing a limited resource on the main tasks to be undertaken. This was also to help other stakeholders in understanding what it is the JRU are intending to achieve.

The 4 Key work areas identified are:

- Management of Risk
- Business Continuity Management
- Emergency Planning & Management
- Warning, Informing and Promotion

The CCA has huge implications for local authorities and we must demonstrate that we are prepared to respond to an emergency in order to protect our residents, the environment, property and the services we provide to the community. Secondly, we must recover from any incident and return to normality as quickly as possible

2. Management of Risk

Aim

- **To develop and deliver an effective corporate framework for Risk Assessment**
- **To deliver emergency planning & business continuity work programmes and priorities underpinned by a robust local risk assessment**

- 2.1. Risk assessment is the basis for driving forward our contingency planning arrangements and is the foundation for the Civil

Protection duty. All levels of Government are undertaking risk assessments and this information is increasingly being shared across the multi-agency partner organisations.

- 2.2. In the South Wales Local Resilience Forum (SWLRF) area, we have been working very closely with our multi-agency partners to identify and assess the highest priority risks which may have a significant impact on the region. A Community Risk Register was published in 2007, identifying the key risks. This will underpin the prioritisation of work for the SWLRF. The Joint Resilience Unit provide the chair and secretarial support for this group, which covers the 7 local authority areas in South Wales.
- 2.3. We have also been working on identifying and documenting the Corporate and Service Risks facing us as a local authority, assigning key senior officers to take responsibility and ownership of these risks, which in turn will ensure there are robust action plans and control measures in place to minimise the impact on the delivery of our Corporate/Service objectives.
- 2.4. A joint Neath Port Talbot/Swansea Resilience Partnership Risk Working Group has been established comprising of representatives from Category 1 and Category 2 responders, chair and secretarial support given by JRU. The Group is identifying and prioritising the risks and challenges facing the multi-agencies at a local level and managing and planning the mitigation arrangements required. A draft risk register has been developed by the Group. The purpose of this partnership is to put in place the “missing link” in the chain which now extends from the individual Local Authorities through to the South Wales Local Resilience Forum, in the first instance, and then to other target audiences such as the Wales Resilience Forum and the Civil Contingencies Secretariat at a UK level.

3. Business Continuity Management

Aim

- **To develop and deliver an effective corporate framework for Business Continuity Management.**
- **To enable the Local Authority to continue to provide normal or (in certain circumstances) critical services during and following an emergency while responding to the emergency itself.**
- **To enable the Local Authority to support individuals and the local community in recovering from the impact of emergencies.**
- **To promote and provide business continuity guidance to the local business community & Voluntary Organisations**

3.1. The Civil Contingencies Act (CCA) 2004 requires Authorities to have arrangements in place to maintain services in the event of major emergencies. Part of the Business Continuity Management (BCM) cycle assesses all the risks that might affect an organisation's ability to deliver a service and considers how services can be maintained, regardless of the cause of the disruption. Plans developed on this basis should complement Local Authority's overall risk arrangements, help Authorities maintain critical services during and after any major emergency or catastrophic incident and promote recovery.

3.2. Responsibility for maintaining services is primarily the responsibility of the relevant section/service. The co-ordinating role on business continuity lies with the Joint Resilience Unit. The Local Authority is responsible for ensuring the continuity of its own services. Where a service is contracted out, or is dependent on external suppliers, it is still the responsibility of the Authority to ensure continuity. Therefore, the Authority needs to know that suppliers and contractors have continuity arrangements. This is an issue for those responsible for procurement strategies.

3.3. Emergency and business continuity plans and management arrangements must be complementary. It must be possible to implement both at the same time. An emergency may trigger a

continuity plan because the emergency affects the service directly (eg. by damaging/preventing access to offices, computers or plant/equipment) or because responding to the emergency affects the service and triggers the plan (for example, transport staff and equipment redirected; school buildings required for rest centres or health plans, eg. flu pandemic vaccination centre). If the same staff and/or resources have different roles in both plans there must be priority and contingency arrangements.

- 3.4. The development of business continuity plans for identified critical services are also being managed for Neath Port Talbot CBC. Where plans have been completed, they are being shared with their respective service areas in each local authority, to ensure consistency in planning development, but also to support service areas who may be finding the work difficult to undertake or complete.
- 3.5. A key piece of work that remains outstanding is identifying the key corporate critical services that should be maintained whatever the cause of the disruption. This will provide the basis for informing the development of a Corporate Business Continuity Plan.
- 3.6. A draft strategic document has been prepared, titled, 'Arrangements for Managing an Influenza Pandemic'. The aim of this document is to describe the management arrangements for the continued operation of Neath Port Talbot County Borough Council and City & County of Swansea services during an influenza pandemic. In doing so, it considers internal business continuity arrangements and the Councils' response and details the roles and responsibilities of individuals, response teams and outlines a communication policy.

4. **Emergency Planning and Management**

Aim

- **To develop and deliver an effective corporate framework for Emergency Planning.**
- **To provide a planned, co-ordinated, practised and monitored response to incidents and emergency situations which may affect the provision of normal services or which may cause unacceptable harm to people or the environment.**
- **To identify resources available in a crisis, understanding the risks and the ability to deliver an effective emergency response.**
- **Ensure Resilience Co-ordinators and responding officers likely to be involved in an emergency response receive appropriate training.**
- **Ensure plans are up to date, validated and improved, where necessary, through a programme of exercises and reviews.**
- **Ensure up to date plans and arrangements are in place to support a co-ordinated response to emergencies.**

4.1. Incidents and emergencies vary in scale and in length, and responses need to do the same. Scaling up local plans in case of ‘Catastrophic’ incidents may require particular attention in the light of the CCA and recently highlighted risks around terrorism and wide area disruption, such as flooding. Significantly different regional arrangements may apply which cannot be outlined here.

4.2. Plans need to be tailored to the differing needs of individuals and communities, taking particular account of local geography, local infrastructure and the more vulnerable members of society. The Authority needs to consider which groups and individuals they may need to focus on locally given the local population (both resident and day, including tourists) and locally identified risks. Examples include those with whom communication may be more difficult, and those who may be less able to physically help themselves. The diverse beliefs and customs of individuals and

communities should be considered, especially in plans for rest/reception centres and other victim support.

- 4.3. A number of plans may all be triggered by one incident. Authority plans should be adequately integrated and must include arrangements for appropriate responses required from contractors who may carry out any relevant part of the Authority's work. (This issue is also looked at in business continuity).
- 4.4. The way in which we deal with the internal Emergency and Business Continuity Management must be complementary. We must be able to implement both at the same time in order to achieve effectiveness in terms of committing the most appropriately skilled resource in a quick and professional manner.
- 4.5. Work continues on reviewing the Emergency Response plans for both Authorities.
 - i) Exercise Twister - Emergency Response Plan Exercise for Housing Services facilitated in May 2007 and report and forward action plan completed.
 - ii) Exercise Ferret – Emergency Response Awareness Exercise for ACE Performance facilitated in June 2007. Report and forward action plan developed
- 4.6. Following on from Exercises 'Twister' and 'Ferret' the Joint Resilience Unit has reviewed the emergency response plans in co-operation with the Resilience Co-ordinators for each Directorate. **Exercise 'Sidetrack'** has been developed to test these plans and they will be completed by the end of August 2008. The Resilience Co-ordinators will take the lead in the future for reviewing, improving, testing and updating these documents.
- 4.7. However, emergency planning work we undertake with and on behalf of our external clients must not be forgotten. The COMAH (Control of Major Accident Hazard Regulations 1999), REPPPIR, The Radiation (Emergency Preparedness and Public Information) Regulations 2001 and MAHP (Pipeline Safety Regulations 1996) Regulations, require the Local Authority to

review the emergency plans for the respective statute at least every three years. The COMAH regulations also require that the emergency plans are exercised every three years. There are five top tier COMAH sites in Neath Port Talbot County Borough Council and the City & County of Swansea area, and 9 high pressure pipelines.

- 4.8. To meet statutory legislation, the multi-agency exercise 'Heavy Metal', incorporating live on-site and tabletop exercises, was developed, co-ordinated and delivered in October 2007 by the JRU, with the aim of:
 - bringing together INCO staff and the emergency responders in Swansea area to evaluate INCO's COMAH Off-site Plan,
 - ensuring it dovetailed with the On-site Plan and emergency response plans of responders
 - broadening the understanding of each other's roles and responsibilities when responding to an incident at INCO.
- 4.9. As a result of the Forward Action Plan developed and managed by the Joint Resilience Unit incorporating the outcomes from 'Heavy Metal', the Off-site COMAH Plan for Inco was fully reviewed and published on behalf of the multi-agency stakeholders involved.
- 4.10. Similarly, Exercise 'Fossil Fuel' for Calor Gas has been developed with the establishment and 'chairing' of the multi-agency COMAH Planning Group by the JRU since January 2008. The exercise is to be delivered and facilitated by the JRU on 12th June. A live multi-agency on-site exercise was arranged and co-ordinated by the JRU and took place on 4th June.
- 4.11. COMAH aide memoirs for FLOGAS, BOC Gas and INCO Refinery that complement the COMAH Off-site Plans, have been completed and circulated to Stakeholders for our and their use, adding a new dimension to work we are legislatively responsible for on their behalf.

- 4.12. The draft COMAH Off-site plan for Corus has been developed and circulated to stakeholders for consultation and is in the final stages before publication.
- 4.13. The three year statutory review of Major Accident Hazard Pipeline (MAHP) Plans completed and plans published, for,
 - (a) National Grid, South Wales feeder No 2
 - (b) Wales & West Utilities – Neath Port Talbot
 - (c) BOC Gases, Margam

The JRU were also responsible for writing the plan on behalf of Pembrokeshire, Carmarthenshire and Neath Port Talbot for the new National Grid UKT 28 pipeline from Milford Haven to Aberdulais .

- 4.14. Multi Agency Flood Emergency Response Plan for Canal Side, Aberdulais has been issued with the Environment Agency after consultation with the Police and Fire Services.
- 4.15. A Managing Crisis in Schools Guidance has been developed with representatives from Education and will be piloted with a number of primary schools in both local authority areas. This piece of development work is ongoing.
 - 4.15.1. The aim of this document is to ensure that all staff & governors are equipped with a full and concise working document, including flowcharts/action cards, to deal with any crisis that affects the school, its staff or pupils.
 - 4.15.2. These incidents may range from a flooded classroom; a water leak; loss of all computer data to the death of a pupil or member of staff; tragic accident during a school trip or other off-site visit.
 - 4.15.3. All members of staff and governors must be clear about their roles and responsibilities at such a time and should be able to utilise this document to identify who should be contacted and how in a number of different scenarios.

4.16. Flooding

- 4.16.1. **The Pitt Report** refers primarily to flooding incidents which occurred in England during summer 2007. For Wales, the Welsh Assembly Government has recognised the relevance of the review recommendation and has agreed to implement where appropriate.
- 4.16.2. The National Flood Group agreed that the majority of Pitt's recommendation were relevant to Wales and their implementation would improve the country's preparedness to flooding. Of the 15 urgent recommendations 4 were specifically targeted at Local Resilience Fora (LRFs) and involved the following:
- REC 4 – Urgent review of local water rescue arrangements.
 - REC 5 – Urgent review of designated rest centres and other major facilities.
 - REC 12 – Development of flood warnings enhancements.
 - REC 13 – Enhanced arrangements to involve local media representatives in the local preparedness and response.
- 4.16.3. As part of the SWLRF, it should be noted that there will be considerable expectations on the local authority to support this important piece of work. The JRUs are currently working with colleagues in Environment to collate existing information and map the identified high risk sites.
- 4.16.4. The Met Office and Environment Agency are developing a pilot service to forecast and assess the impact of extreme rainfall. Emergency responders are invited to take part in a six month pilot starting in July. Those who take up the offer will receive extreme rainfall alerts from the Met Office. These county level alerts will use the Met Office's latest forecasting technology to advise of the risk of surface water flooding from extreme rainfall with

routine advisories and alerts up to 24 hours in advance of the incident.

4.16.5. And to help emergency services, local authorities and utility companies target the areas most likely to be affected by surface water flooding, the Environment Agency will from August provide data to emergency responders showing 'hot spots' where water may collect during extreme rainfall. The local authority will be supporting this pilot scheme.

5. **Warning, Informing and Promotion**

Aim

- **To develop and deliver an effective corporate framework for Warning & Informing.**
- **To establish a local community who are informed and aware, and are able to take steps to protect themselves, their family and their property/business in an emergency;**
- **To have in place tested methods for communicating effectively with relevant staff, partners and members of the public during an emergency**

5.1. There are as yet no requirements as to the particular advice that should be given to the public in emergencies, nor a national emergency warning system in Britain. Existing localised statutory and voluntary arrangements mostly cover relatively small areas and/or (usually) specific and easily appreciated risks; eg. warning arrangements linked to COMAH sites, or arrangements linked to the Environment Agency flood warning systems.

5.2. It is vitally important that we work within a framework which is clearly understood by all the relevant stakeholders. The Resilience Policy provides this and it was reviewed in 2007. It provides the framework which details the aims and objectives the Councils should strive to deliver and seeks to define the roles and

responsibilities of individuals who have a vital part to play in the process.

- 5.3. The warning, informing and promotion agenda will be at the heart of the communication framework across our collaborative network. Our internal communication work has centred on improving the Council websites and intranets, so much so, we now have dedicated pages for Risk Management, Business Continuity and Emergency Planning which will prove to be an essential tool for warning, informing and promoting.
- 5.4. The intention is to provide regular updates and alerts with a view to making this an essential business management tool for key stakeholders. These sites will include new guidance, policy, plans and items of interest from the news or other sources of relevant information. Additionally, we will deliver the duty solely placed on the Local Authority by the Civil Contingencies Act for the promotion of Business Continuity Guidance to the local community through this media.
- 5.5. The Joint Resilience Unit organised an Elected Members seminar on 3rd March 2008 at the Liberty Stadium. A 'table top' exercise with participation from partner category 1 responders supported the event. Elected Members participated in the exercise. The outcome has been the publication of an Elected Members Communication Protocol in relation to an emergency incident and has been included in the newly elected Members induction pack.
- 5.6. A working group at the LRF are looking at how we can more effectively engage with not only our partner organisations, but more importantly, the local communities. There will be local authority representation on this group. The Communication Group has been established and is currently agreeing terms of reference.

6. South Wales Local Resilience Forum

- 6.1. The Resilience Manager and Senior Resilience Officer are Chair and Secretary of the SWLRF Risk Working Group. As mentioned above, they have overseen the development and

publication of the first Community Risk Register for the South Wales Police area. The Risk Group reports to the SWLRF Co-ordination Group on a quarterly basis and attends the LRF p.a.

- 6.2. The JRU also represent local authorities on the Voluntary Sector and Severe Weather work streams.

7. Training and Awareness

- 7.1. A rest centre guidance document has been published for Neath Port Talbot and three training and awareness events were arranged and facilitated for volunteers and rest centre managers by the JRU.
- 7.2. A training programme is being developed for 2008/09 and 09/10 which will include bronze/silver training for officers, members and resilience co-ordinators and a resilience awareness week.

8. Incidents

- 8.1 The JRU provides a 24 hour duty officer 'on call' service 365 days a year, as the link between the Emergency Services and the Local Authority for Neath Port Talbot & Swansea.
- 8.2 From the period 1st April 2007 until 31st March 2008, the JRU were contacted for local authority assistance on 19 occasions. On three occasions, with the support of Social Services, rest centres were opened.