

# **JOINT RESILIENCE COMMITTEE**

**FRIDAY 6<sup>TH</sup> JULY 2012**

## **JOINT REPORT of the Lead Heads of Service for Resilience for Neath Port Talbot CBC and the City and County of Swansea.**

### **1. PURPOSE OF REPORT**

The purpose of this report is to clarify the role of this Committee, to provide Members with an overview of the resilience challenges facing both Councils, to explain how these challenges are currently being addressed and to provide an insight into the wider resilience framework which exists at a local, regional and national level.

### **2. TERMS OF REFERENCE**

The proposed updated terms of reference for this Committee are as set out in **Appendix 1** to this report.

It is **RECOMMENDED** that these terms of reference be **APPROVED**, subject to review on at least an annual basis.

### **3. JOINT RESILIENCE UNIT (JRU)**

A Joint Resilience Unit (JRU) comprising four staff provides support on a joint working basis to both Councils. The JRU is currently managed by Neath Port Talbot's Corporate Health and Safety Manager, Shaun Burgess and is based at The Quays, Briton Ferry, with flexible office accommodation also being available at Swansea and other locations.

Previously, the JRU was based at the Civic Centre, Swansea, comprised six staff and was managed by a full-time JRU Resilience Manager.

The current budget available for the operation of the JRU is £160,000 pa (NPT - £75,000; Swansea - £85,000 pa). JRU funding has been reduced over the last two years due to budget pressures, but significant efficiency gains have also been achieved, which will be referred to at the meeting.

The JRU is responsible for ensuring, on behalf of both Councils, that emergency planning, emergency responses and business continuity arrangements are fully integrated into the way in which both Councils conduct their business so that local authority resilience is developed alongside resilient communities.

A key feature of the JRU's work is the operational necessity, and indeed statutory duty, to work in partnership with a range of partner agencies. Both Councils are part of a wider resilience framework which includes the Neath Port Talbot / Swansea Resilience Partnership, the South Wales Local Resilience Forum and the Wales Resilience Forum, both of which are key multi-agency organisations. These arrangements will be further explained at the meeting.

The Lead Officers for all aspects of resilience - reporting directly to their respective Chief Executives - are Graham Jones, Head of Human Resources at Neath Port Talbot and Jeremy Stephens, Head of Performance and Strategic Projects at the City and County of Swansea.

Further details will be presented regularly to this Committee about the role and activities of the JRU.

It is **RECOMMENDED** that this report be **NOTED**.

#### **4. RESILIENCE POLICY**

A proposed updated Joint Resilience Policy for both local authorities is set out in **Appendix 2** to this report.

It is **RECOMMENDED** that this Joint Resilience Policy be **APPROVED**, subject to review on at least an annual basis.

#### **5. MEMBERS' INDUCTION PACK**

A Resilience Induction Pack for Members of this Committee has been circulated with the papers for this meeting. Members are requested, please, to bring the Induction Pack to the meeting

It is **RECOMMENDED** that Members consider the contents of the Induction Pack and identify what further information may be required to assist them in fulfilling their roles as Members of this Committee.

#### **6. RESILIENCE WEBSITE/S - OFFICIAL LAUNCH**

Two new resilience websites will be made available for viewing at the meeting.

## **(a) Public Facing Website**

A new public facing website has been developed. It contains useful information for residents and businesses in NPT and Swansea, such as advice on how to prepare and respond to local risks, for example, severe weather, flooding and industrial incidents. It also includes useful features such as a Met Office weather widget for latest weather information, latest news and a link to the new JRU Twitter feed. The website can be found at: [jointresilience.npt.gov.uk](http://jointresilience.npt.gov.uk)

The JRU Twitter feed will be a useful tool to communicate with large numbers of people during incidents and to inform them of latest news.

The new website will assist the JRU in meeting its 'Warning and Informing' duties under the Civil Contingencies Act 2004, but more importantly provide residents of Neath Port Talbot and Swansea with a useful resource to enable them to know how to prepare and respond to an emergency, and to minimise the impact of the emergency on the community.

## **(b) Secure Website**

The JRU has adopted a risk-based approach to support its engagement with partners and associated Responders through the adaptation of an interactive website complete with an integrated geographic information system (GIS). GIS applications are tools that allow users to create interactive queries (user-created searches), analyse information and edit data in maps.

The overall design of the website, including the GIS module, has been developed in-house to capture, store, analyse and present a wide range of data to support emergency planning and response decision-making processes.

The website is a set of secure linked webpages containing Business Continuity plans, Emergency Response plans, guidance notes etc. The website is hosted by NPT Council and is accessible via the Internet to all approved partner organisations. Its purpose is to present real time information on demand.

It is **RECOMMENDED** that Members consider the presentation which is to be made at the meeting and **AGREE** to endorse this approach to building greater resilience in conjunction with our partner agencies.

## **7. ANNUAL RESILIENCE REPORT – 2011**

A copy of an Annual Resilience Report for 2011 is set out in **Appendix 3** to this report. The report summarises the key activities of the JRU during 2011 and seeks

to provide Members of this Committee with further knowledge about resilience activities within both local authority areas.

It is **RECOMMENDED** that the Annual Resilience Report for 2011 be **NOTED**.

## **8. JRU WORK PROGRAMME - 2012/2013**

Details of the proposed key activities for inclusion in work programme for the Joint Resilience Unit (JRU) for 2012/2013 are set out in **Appendix 4** to this report.

The aim of the work programme is to ensure that the JRU and other key players in both local authorities focus on and deliver agreed priorities, leading to both local authorities and their constituent communities becoming more resilient.

It is **RECOMMENDED** that the proposed JRU work programme for 2012/2013 is **APPROVED**, subject to periodic progress reports being submitted to Members.

## **9. JRU SERVICE SPECIFICATION**

A proposed Service Specification which summarises the service to be provided by the Joint Resilience Unit (JRU) to both local authorities is set out in **Appendix 5** to this report.

It is **RECOMMENDED** that this initial Service Specification be **APPROVED**, subject to the lead Resilience Heads of Service for both local authorities being authorised to agree any changes which may be required from time to time.

## **10. JRU DUTY OFFICER CALL OUTS**

The JRU have responded to a number of emergency / potential emergency calls between March and May 2012, details of which are summarised in **Appendix 6**.

It is **RECOMMENDED** that this report is **NOTED**.

**Graham Jones, Head of Human Resources**

**Jeremy Stephens, Head of Performance & Strategic Projects**

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**Neath Port Talbot CBC / City and County of Swansea**

**Joint Resilience Committee**

**PROPOSED Terms of Reference**

**Membership:**

- Each local authority shall appoint five members to sit on the Committee
- The Chair and Vice Chair shall be elected annually
- The Chair shall be from one Authority and the Vice Chair from the other Authority
- These positions will rotate each year
- The Committee will be supported by the Neath Port Talbot Member Services team

**Goals:**

1. To assist in enhancing, and to review the effectiveness of, the ability of both Councils and all communities to be resilient in the event of an emergency impacting upon either or both local authority areas.
2. To keep under review the work of the Joint Resilience Unit to raise awareness and to aid the implementation of the duties arising from the Civil Contingency Act 2004 and other relevant legislation.

**Deliverables:**

- Joint Resilience Committee to meet regularly to review the development of emergency planning, business continuity and risk management plans and processes so that the local authorities meet their Civil Contingency duties.
- Approve and monitor the implementation of a Resilience work programme.
- Promote resilience partnership working with partner agencies and other key stakeholders within both local authority areas, on a South Wales Local Resilience Forum basis and on whatever other geographical basis supports the building of resilient communities within Neath Port Talbot and Swansea.
- Raise the understanding of the local authorities' statutory duties under the Civil Contingencies Act and other emergency planning legislation and escalate consideration of relevant issues within each Authority, as appropriate and commensurate to the level of risk.
- Receive for scrutiny an Annual Resilience Report which summarises resilience-related activity and achievements for both local authorities for the preceding financial year.
- Support and lead Elected Member seminars, training and awareness raising events to enhance the ability of all Neath Port and Swansea Members to understand and play their part in building resilient communities.



**Resilience Policy  
for  
Neath Port Talbot County Borough Council  
and  
City & County of Swansea**

## 1. Introduction

If an emergency/major incident occurs, the Local Authority must be resilient enough as an organisation to:

- respond to the emergency in order to protect its residents, its environment, property and the services it provides to its community,
- recover from the incident and return to normality as quickly as possible.

An emergency or major incident is defined in the **Civil Contingencies Act**,<sup>1</sup> as follows:

“An emergency or major incident specifically affecting the Local Authority may be summed up as any event or circumstance, usually arising with little or no warning, that causes or threatens death or injury, disruption to the community, or damage to property or to the environment to the extent that the effects cannot be dealt with by the Local Authority as part of its normal day to day activities”

**The Civil Contingencies Act 2004 (CCA)** and accompanying non-legislative measures, constitutes a single framework for civil protection in the United Kingdom. It enforces seven duties **on Local Authorities as Category 1 responders** to ensure effective civil contingency planning takes place, namely:

- emergency planning
- risk assessment
- business continuity planning in relation to all of the Council’s activities
- warning and informing the public
- provision of business continuity advice and information to local businesses and other organisations
- co-operation
- information sharing

The duties require the Council to work and co-operate with other agencies in the:

- planning stage, to prevent or mitigate the effects of an emergency;
- response to the emergency; and in
- recovery from the effects.

Category 1 responders are organisations that will form the core of the local response to an emergency and include Police, Fire & Rescue Service, Ambulance

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<sup>1</sup> [The Civil Contingencies Act 2004 \(Contingency Planning\) Regulations 2005;  
http://www.opsi.gov.uk/acts/acts2004/ukpga\\_20040036\\_en\\_2#pt1-pb1-l1q1](http://www.opsi.gov.uk/acts/acts2004/ukpga_20040036_en_2#pt1-pb1-l1q1)



& Health Service, Environment Agency, Maritime & Coastguard Agency and the Local Authority. Category 2 responders have lesser duties placed upon them.

Additionally, local authorities have specific statutory Emergency Planning duties arising from:

- **Control of Major Accident Hazard Regulations 1999** (COMAH) <sup>2</sup>
- **Pipeline Safety Regulations 1996** (PSR) <sup>3</sup>
- **Radiation (Emergency Preparedness and Public Information) Regulations 2001** (REPPIR) <sup>4</sup> ...

... to produce, review and in some cases co-ordinate the exercising of specific multi-agency contingency plans.

## 2. Aim & Objectives

### Aim

The aim of this policy is to describe how the local authorities will deliver and implement their responsibilities as specified in the CCA and COMAH, PSR and REPPIR Regulations.

### Objectives

The objectives of this policy are to define:

- the role of the local authorities within the civil contingencies environment
- specific civil contingencies responsibilities for key stakeholders locally.

## 3. Role of the Local Authority

Each Local Authority will:

- a. Identify a designated **Cabinet Member** who will have within his/her Cabinet portfolio responsibility for civil contingencies, emergency planning and business continuity planning;
- b. Establish and operate a **Joint Resilience Committee** comprising of Elected Members of both local authorities;
- c. Identify appropriate senior officers as **Resilience Co-ordinators from** within all Directorates with specific civil contingency responsibilities. Typically, at least one Resilience Co-ordinator per Directorate will be designated, with additional persons being identified where necessary;

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<sup>2</sup> <http://www.opsi.gov.uk/si/si1999/19990743.htm>

<sup>3</sup> [http://www.opsi.gov.uk/si/si1996/Uksi\\_19960825\\_en\\_1.htm](http://www.opsi.gov.uk/si/si1996/Uksi_19960825_en_1.htm)

<sup>4</sup> <http://www.opsi.gov.uk/si/si2001/20012975.htm>

- d. Establish and operate a **Resilience Co-ordinators Group**, the membership of which will cover all service areas within each local authority; wherever possible, these Groups will operate on a joint basis;
- e. Allocate sufficient funding to enable a **Joint Resilience Unit (JRU)** to be provided to support and offer guidance on civil contingency issues.
- f. Promote business continuity planning activity in relation to all local authority service areas, as well as to provide advice and guidance to local businesses and voluntary organisations.
- g. Provide warning, information and critical services to the community in the event of an emergency occurring.
- h. Ensure that appropriate staffing and other resources are allocated to civil contingency activities;
- i. Be represented at the **South Wales Local Resilience Forum (SWLRF)** by the Chief Executive or an appropriate senior designated officer;
- j. Support the work of the SWLRF and its workstreams, as appropriate;
- k. Play a lead role in developing the work of the **Neath Port Talbot/Swansea Resilience Partnership**, including in relation to carrying out risk assessments and maintaining a Community Risk Register.

#### 4. **Specific Responsibilities**

##### **4.1 Management Structures**

The discharging of civil contingency duties (emergency & business continuity planning) are statutory obligations which require commitment and leadership to ensure that adequate organisational arrangements and resources are made available. The duties arising from the CCA have been integrated into the Council's management systems and are incorporated into Business Plans throughout the Council.

The JRU and Resilience Co-ordinators will only be able to discharge civil contingency duties by having the full and active commitment of all senior managers and Elected Members, particularly the Joint Resilience Committee.

##### **4.2 Cabinet and "Resilience" Cabinet Member**

The relevant Cabinet Board and the Cabinet Member with responsibility for civil contingencies, emergency planning and business continuity planning will monitor and review the development of "resilience" within each local authority, as well as supporting the co-ordination of the Authority's resilience activities with all partner organisations at a local and all-Wales level.

##### **4.3 Chief Executive**

The Chief Executive is ultimately responsible for ensuring there is sufficient

commitment and resources made available to enable the Council to discharge its civil contingencies responsibilities.

When an emergency occurs, the Chief Executive (or other senior designated officer) will be responsible for declaring a major incident for the Authority and will arrange for relevant emergency response and business continuity plans to be activated.

#### **4.4 Directors/Service Heads**

Corporate Directors and Heads of Service are responsible for the management of their services including civil contingency planning (emergency planning & business continuity). They will ensure that senior officers of an appropriate level are designated as Resilience Co-ordinators to carry out these duties operationally on behalf of their Directorate. Additionally, they must ensure that other service resources are committed for planning & responding to emergencies and to enable business critical activities to continue to operate in emergency situations. Directorate Senior Management Teams will keep under review the progress being made towards building resilient services.

#### **4.5 Resilience Co-ordinators Group (RCG)**

The RCG is the forum where members of the Joint Resilience Unit and the Resilience Co-ordinators discuss operational resilience matters and how practical issues may be resolved.

The RCG will work with the JRU to co-ordinate all civil contingency planning activities (emergency & business continuity) within the Authority. The RCG will ensure that each Local Authority is prepared and able to respond to emergencies having consequences in its area, to be able to continue delivering 'normal' services during the incident and to return to normality as quickly as possible.

The RCG will be a forum where local authority civil contingency policy, events and expectations can be discussed and actions decided. The Group will meet regularly and will have direct access to the designated lead Head of Service for resilience in each local authority insofar as resilience policy and practices are concerned.

During an on-going prolonged incident, the Group will be responsible for supporting their respective service managers to ensure that staffing and other resource issues are addressed and co-ordinated across the Authority to ensure consistency and continuity.

#### **4.6 Resilience Co-ordinators (RCs)**

Resilience Co-ordinators will:

- Act as a key communications channel for Resilience matters between the JRU and Directorates.
- Identify and co-ordinate risk assessments and the development of service response plans, (both emergency planning and business continuity), as well as the review and updating of all such plans;
- Maintain and regularly review standby and callout arrangements regarding key personnel to ensure an effective response is possible when plans are initiated at any time;
- Identify business critical activities and identify risks that may impact on their service, their impact on their business critical activities, and review regularly.
- Identify staff to be trained and also support the provision of adequate training & exercising in relation to emergency plans.
- Ensure Directors, Service Heads and other key staff are kept informed of all civil contingency issues affecting their services, offer appropriate training and prepare reports for Directorate Senior Management Teams on such issues as are necessary.

Further details about the RC's role and responsibility are shown in **Annex A**.

#### **4.7 Local Authority Employees**

During an emergency, it may be necessary for employees to assist in providing services both within and outside normal working hours. Each Directorate will identify staff that may be called upon outside normal working hours or to undertake extra duties, e.g., staffing the Emergency Control Centre (ECC). Other staff may be asked to work extra hours or carry out extra duties. All such staff will be identified in advance if at all possible and provided with suitable training, where necessary.

#### **4.8 Joint Resilience Unit (JRU)**

The JRU will provide guidance on, assist with the implementation of, and oversee the local authority civil contingency statutory duties on behalf of each Chief Executive. The JRU will audit civil contingency activity within each local authority to ensure that the function is delivered as required by legislation.

The JRU will:

- Identify and assess risks in the community that may cause an emergency and share that information with multi-agency partners.
- Maintain a Corporate Major Emergency Plan as a generic document embracing all service Emergency Response Plans.
- Maintain a Corporate Business Continuity Plan as a generic document embracing all service Business Continuity Plans.
- Provide and maintain emergency response plans according to other legislation,

i.e., COMAH, PSR and REPPIR Regulations.

- Identify further planning requirements as a result of risk assessments and participate in work programmes as necessary.
- Support the work of the SWLRF and its workstreams, as appropriate;.
- Support the Resilience Co-ordinators Group.
- Support a Neath Port Talbot/Swansea Resilience Partnership of local responders and other organisations for risk assessment, planning, training & exercising purposes.
- Maintain arrangements to warn the public, and to provide information if an emergency is likely to or has occurred, in association with multi-agency partner organisations.

#### **4.9 Joint NPT/Swansea Resilience Committee**

The Joint Resilience Committee comprising of Elected Members of both Neath Port Talbot and the City & County of Swansea will oversee the multi-agency civil contingency strategy to be implemented at the local authority level. Elected Members will promote the resilience agenda across the Council.

#### **4.10 South Wales Local Resilience Forum**

The South Wales Local Resilience Forum is based on the South Wales Police area. It is the primary mechanism for multi-agency civil contingency operations and its purpose is to ensure effective delivery of those aspects of civil contingency planning that require a multi-agency approach.

The SWLRF and its workstreams are comprised of representatives of the seven local authorities within the South Wales Police area, Police, Fire and Rescue Service, Health, Ambulance, Environment Agency, Welsh Government and other Responder organisations.

The SWLRF is required to:

- Produce a community risk register.
- Support partner agencies adopt a systematic and co-ordinated approach to their civil contingency duties.
- Support the production of multi-agency plans & protocols and multi-agency exercises & training.

#### **4.11 Neath Port Talbot/Swansea Resilience Partnership**

This Partnership is based on the Neath Port Talbot and Swansea local authority boundaries. It is the primary mechanism for co-ordinating multi-agency civil contingency operations at a local level. The Partnership comprises representatives of Category 1 Responders but membership may also be extended to include

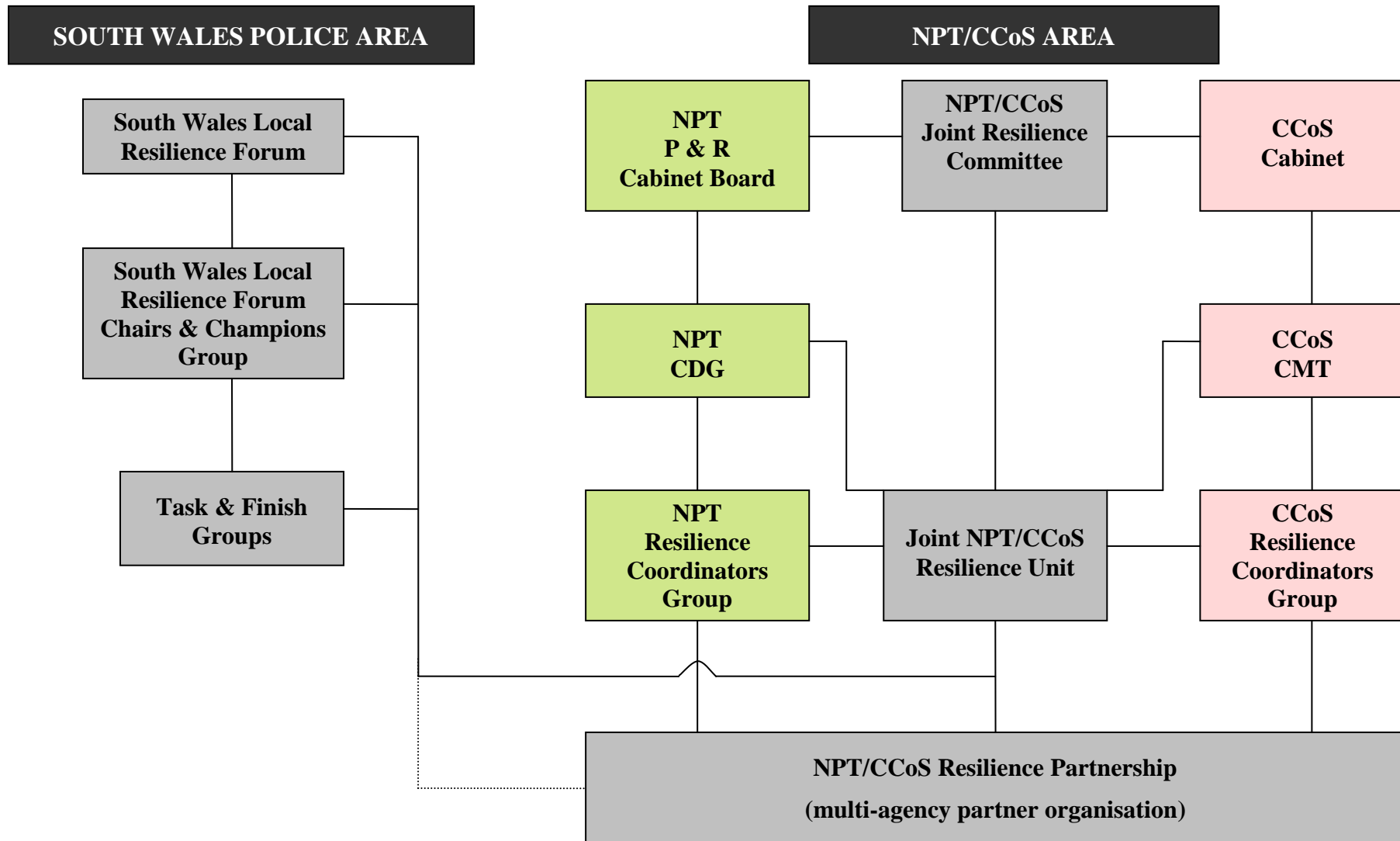
Category 2 organisations, voluntary organisations and relevant local businesses.

## 5. Further Information

Legislative guidance and further relevant information may be found at:

- **Civil Contingencies Act** <http://www.legislation.gov.uk/ukpga/2004/36/contents>
- **UK Resilience home page**  
<http://www.cabinetoffice.gov.uk/ukresilience.aspx>
- **Civil Contingencies Secretariat** -  
<http://www.cabinetoffice.gov.uk/content/civil-contingencies-secretariat>
- **“Emergency Preparedness”** -  
<http://www.cabinetoffice.gov.uk/ukresilience/preparedness.aspx>
- **“Emergency Response and Recovery”** -  
<http://www.cabinetoffice.gov.uk/ukresilience/response.aspx>
- **“UK Resilience” – Emergency Planning** -  
<http://www.cabinetoffice.gov.uk/ukresilience/preparedness/emergencyplanning.aspx>
- **“UK Resilience” – Risk** -  
<http://www.cabinetoffice.gov.uk/ukresilience/preparedness/risk.aspx>
- **“UK Resilience” – Business Continuity** -  
<http://www.cabinetoffice.gov.uk/ukresilience/preparedness/businesscontinuity.aspx>
- **“COMAH Regulations”** -  
<http://www.hse.gov.uk/comah/background/comah99.htm>
- **“Pipeline Safety Regulations” - Major Accident Hazard Pipelines**  
<http://www.hse.gov.uk/pipelines/index.htm>
- **“REPPIR”**  
<http://www.hse.gov.uk/radiation/ionising/reppir.htm>
- **HM Government – “Preparing for Emergencies”** -  
<http://www.direct.gov.uk/en/Governmentcitizensandrights/Dealingwithemergencies/Preparingforemergencies/index.htm>
- **South Wales Local Resilience Forum** -  
<http://www.walesprepared.org/index.php?id=3>
- **Joint Resilience Unit**  
<http://jointresilience.npt.gov.uk/>

6. Local Civil Contingency Structure - Summary



**Annex A**

**Resilience Co-ordinator – Roles & Responsibilities**

**RESPONSIBLE TO:** **Head of Service / Director**

**OVERALL PURPOSE/OBJECTIVES/KEY RESPONSIBILITIES**

**Resilience Co-ordinators will be responsible for assisting in the delivery of the civil contingency responsibilities under the Civil Contingencies Act and associated legislation for their designated service area/s.**

**MAIN DUTIES/KEY TASKS**

- 1 Liaising and sharing information with the Joint Resilience Unit (JRU) in relation to civil contingencies matters.
- 2 Communicating civil contingency information and training opportunities to relevant Directorate/service staff.
- 3 Ensuring civil contingency matters appear at regular intervals on the Directorate's SMT/DMT meeting agendas. Matters may be for information or for decision/discussion depending on on-going work programmes and incidents/issues arising.
- 4 Co-ordinating the provision of service response plans, both emergency planning and business continuity, with regard to the Council's Plans (Major Emergency Plan, Corporate Business Continuity Plan), statutory requirements and risk assessment. Ensuring that the JRU has the latest copies of Directorate/service plans for reference and use by all relevant authorised personnel.
- 5 Reviewing and updating such plans in consultation with SMT/DMT and the JRU.
- 6 Maintaining and regularly reviewing standby and callout arrangements to ensure an effective response when plans are implemented, in and out of normal working hours.
- 7 Assisting service managers to identify critical services and critical activities within all service areas.



- 8 Assisting service managers to identify, evaluate, manage and review risks that may impact on service delivery and critical activities.
- 9 Co-ordinating the identification of staff to be trained and supporting the provision of adequate training & exercising in relation to service, corporate & multi-agency plans.
- 10 Participating in the work of the Corporate Resilience Group.
- 11 Attending resilience-related meetings and training events, as necessary.
- 12 Supporting the JRU in relation to relevant civil contingency matters.
- 13 Ensuring that Directors and Service Heads are kept informed of civil contingency issues affecting their service areas.
- 14 Preparing reports on such resilience issues as may be necessary..

# **Joint Resilience Unit Annual Report**

## **January 2011 – 2012**



**Serving**  
**Neath Port Talbot County Borough Council**  
**and City and County of Swansea**

### Foreword

*“It is essential that emergency planning and business continuity continues to remain high on our agenda during these very challenging times and that they are a key part of all of our operational activities”*

Initially the purpose of this annual report was to look at the work of Joint Resilience Unit from January 2011 to January 2012. However, with the seemingly ever changing environment of both Local Authorities, we felt that this was an opportune moment to briefly reflect on future resilience support within the context of tightening budgets and the Welsh Government’s drive for greater collaborative working.

Collaborative working in the context of emergency planning and business continuity will mean that all seven South Wales Local Authorities are operating as a virtual team governed by an already established South Wales Local Authority Resilience Board which meets on a quarterly basis. It is important to note that we have merged where possible already and rationalised our workforce to improve resilience at both a local and regional level.

It is essential that emergency planning and business continuity continues to remain high on our agenda during these very challenging times and that it is considered a key part of all of our operational activities. The ongoing development of both the collaborative arrangements and the new working arrangements for the Joint Resilience Unit will undoubtedly be both challenging but ultimately rewarding as we look to build a more effective and efficient service.

#### **Jeremy Stephens**

*Head of Performance and Strategic Projects,  
City and County of Swansea Lead Officer for Resilience*

#### **Graham Jones**

*Head of Human Resources,  
Neath Port Talbot Lead Officer for Resilience*

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# 1. Introduction

Throughout the period of January 2011 to January 2012, both Neath Port Talbot Council and the City and County of Swansea have maintained their support to continually improve the services provided by the Joint Resilience Unit.

The aim of this year's annual report is to provide a brief overview of the Joint Resilience Unit's (JRU's) performance and some of the key achievements for the last 12 months..

Further information can be found within the JRU *'Forward Work Programme for 2011/2012'*.

Both Councils have continued with their ongoing commitment towards the JRU by investing a significant amount of time and resource towards maintaining the service despite facing some significant budget reductions.

Unfortunately, one outcome of the reduced funding made available to both Authorities by the Welsh Government for 2011/2012 is that, in common with other services across both NPT Council and CCoS, funding for the JRU has been reduced by a total of £80,000 pa. This comprises a £30,000 reduction by NPTCBC and £50,000 by CCoS.

The budget cut has inevitably resulted in the reduction of JRU employee numbers as staffing costs constitute most of the JRU's budget. In real terms reduced funding of £80,000 has necessitated the loss of the

posts of JRU Manager and Senior Resilience Officer.

Subsequently, with effect from 1st August 2011 the responsibility for managing the JRU - which provides emergency planning and business continuity support to both NPT Council and CCoS - has been transferred to Shaun Burgess, NPT Council's Corporate Health and Safety Manager. However, all JRU staff continue to be employed by CCoS.

In addition to the above budget pressures, this year has seen a number of organisational reviews and operational changes that, whilst challenging in some ways, have also provided the JRU with some unique opportunities to introduce new, efficient and effective ways in which the service is delivered.

This has included the development of an interactive website for partner organisations, an e-learning system and a new interactive public facing website as well as the introduction of an integrated Geographical Information System (GIS) to assist in emergency planning.

The design, development and introduction of these new systems have been a joint effort between the JRU and NPT Council's I.T. Customer Services team. These new developments will be introduced at the start of the new financial year.

# 2. Forward Work Programme January 2011 to January 2012

Overall responsibility for emergency planning and business continuity within the LA's rests with the relevant Chief Executive.

The Corporate Health and Safety / Joint Resilience Manager is responsible for providing guidance and direction on matters relating to emergency planning and resilience which may have an impact on the Council's undertakings.

The achievement of objectives is detailed in the annual Forward Work Programme 2011/2012. However, since August 2011, following the transfer of the JRU to the management of Shaun Burgess, the programme has been reviewed so as to focus on providing a more effective streamlined service, based on available resource.

The purpose of the Forward Work Programme is to support each Council to achieve as far as is reasonably practicable a robust and effective emergency response and business continuity framework for employees, service users and other persons who may be affected during an emergency incident. The Forward Work Programme for 2011/2012 introduced a number of objectives which were both challenging and demanding for the JRU and are detailed below;

- **Business Continuity** - Throughout 2011 the JRU continued to make good progress with the Business Continuity arrangements with Council Services in CCoS and NPT Council. 2011 saw the JRU deliver a number of business continuity exercises for Social Services, Environment and Education Directorates. The exercises were attended by over 100 key staff and managers and provided an excellent opportunity to review business continuity arrangements in a 'safe' environment.
- **Neath Port Talbot / City & County of Swansea Local Risk Group** – The NPT / CCoS Risk Working Group is scheduled to meet at the end of January to review its membership, Terms of Reference and Scope. The Group will review the local Risk Register which, in turn will inform the work programme and training schedule.
- **Command and Control events** - An event was held for local site operators in August to provide training and awareness on the Command and Control structure used during incidents. The event was very well received with over 30 participants attending from local COMAH sites and iconic sites such as the Liberty Stadium and DVLA.  
  
*During the event participants were encouraged to take part by playing the 'Integrated Emergency Management' Game and to listen to presentations from the emergency services. Due to its success the JRU are facilitating a similar event in January 2012 for Local Authority Silver and Bronze response officers.*
- **Fuel Shortage Plans** - The documents have been reviewed and merged so that there is now one Fuel Crisis document for the two LA's. This needs to be rehearsed and will therefore be a scenario for corporate business continuity exercises in the future.
- **Recovery Guidance** - The documents have been reviewed and merged so that there is now one Recovery Guidance document for the two LA's. Future training and exercising events will incorporate recovery issues as, in the past; this area has not been considered.

- **Resilience Coordinators** - The Resilience Coordinator Group met in November 2011. During this meeting a SWOT analysis was carried out on the role of Resilience Coordinators and their relationship with the JRU.

*The purpose was to identify ways in which we can improve their role and develop their skills further. As a result it has been agreed to involve Resilience Coordinators more widely in training and exercising events, incidents and planning developments.*

- **An E-learning Training Package** is in the process of being developed and will be available in early February. Future training of Resilience Coordinators will be a priority going forward.
- **Olympics 2012** -The JRU has been instrumental in forming a working group across Swansea and Neath Port Talbot looking at cross border issues in relation to the Olympic Torch Relay route. Meetings have been held and briefing notes issued to key staff.
- **Temporary Mortuary** - Swansea and Neath Port Talbot continue to have in place a contract for the provision of Temporary Disaster Mortuary (TDM) structures, equipment and personnel with Kenyon International Emergency Services Ltd at a cost of £1,000 per annum per authority. This contract is in line with the five other local authorities within the South Wales Local Resilience Forum. At present the preferred location of the TDM is the former BSC Felindre site, however, due to regeneration of the area work is currently under way to find a new location.

- **Members Seminar 2012** - A Member's Seminar has been scheduled for early 2012 where the JRU will brief Elected Members on their roles and responsibilities during an emergency incident.
- **Review of Members Protocol and Guidance** - The Members Protocol has been reviewed. The Guidance leaflet has been updated and made more user friendly. Both will be launched at the forthcoming Members' Seminar.
- **Business Continuity Awareness Week 2011** - Business Continuity Awareness Week took place in March 2011. To mark this event the JRU carried out a number of activities to promote business continuity planning to internal Council services and external businesses. Activities included:
  - A press release on the internal / external websites for both NPT / CCoS
  - Promotional posters displayed in foyers, lifts, canteens and meeting rooms in Civic buildings
  - Business Continuity Tip of the Day each day of the week on Intranet / Internet
- **Severe Weather Policy** - A Severe Weather Policy has been developed to support the response of Heads of Service and Directors during a period of inclement weather. This will be published and circulated in early 2012.
- **Emergency Control Centres** - Plans have been developed for both authorities to support the use of Council premises in the event of a Major Incident. These plans reflect the flexibility of premises, people and IT.



- **Review of Lower Tier COMAH Sites** - A review of lower tier Control of Major Accident Hazard (3) sites was conducted and plans suitably amended.
- **Reservoir Inundation Plans** - Although planning for Reservoir Inundation is not yet a statutory duty the JRU is working with CCoS officers to write 'on' and 'off' site plans for Bryn Mill Reservoir which CCoS are the Undertakers (owners). It is hoped that once completed, plans for the other reservoirs within both authorities can be written.

### 3. COMAH Sites

The JRU arranged and facilitated two top tier COMAH site exercises.

During 2011, the JRU arranged and facilitated two top tier COMAH site exercises. These were held with Tata Steel, Port Talbot and Calor Gas, Aberdulais.

Exercise Titan took place on 9<sup>th</sup> June 2011 to test the COMAH off-site and on-site plans for Tata Steel, Port Talbot. The exercise scenario focussed on a fire at the 'BOS' Gas area of the steel works which resulted in a large gas cloud escaping into the atmosphere over the local community.

The subsequent Forward Action Plan, compiled and managed by the JRU as a result of the exercises, was signed off by the operator and stakeholders. The COMAH Multi-Agency Off-Site Plan and Aide-Memoir for Tata Steel was subsequently fully reviewed and updated to reflect issues raised at the exercise.

Exercise Ignition took place on 20<sup>th</sup> October 2011 to test the off-site plan for Calor Gas, JRC-060712-REP- JRU-GJ-J

Aberdulais. The JRU arranged and facilitated the exercise. Exercise participants were asked to look at a gas leak scenario and consider the resulting on-site and off-site consequences. A Forward Action Plan was developed and is currently being managed by the JRU as a result of the exercises, with the COMAH Multi-Agency Off-Site Plan and Aide-Memoir for Calor Gas being fully reviewed.

Both exercises were well attended, with representatives from the following organisations:

- Tata Steel / Calor Gas
- Neath Port Talbot County Borough Council
- Environment Agency Wales
- Mid & West Wales Fire & Rescue Service
- South Wales Police
- ABM University Health Board
- Welsh Ambulance Service NHS Trust
- Public Health Wales
- Health and Safety Executive

During 2012, the JRU will start preparation work for the next COMAH exercise with Flogas, Llandarcy, which is scheduled for June 2012.

### 4. Incident Information

The Fforestfach fire presented huge challenges for all concerned

The following information relates to the key incidents involving the JRU for both Swansea and Neath Port Talbot during the period of January 2011 to January 2012.

- **Fforestfach Fire**  
On 16th June 2011 at 13.05hrs, emergency services received reports of a large fire at a



disused warehouse on Fforestfach Industrial Estate. Approximately 5,000 tonnes of 'tyre flock' was alight. Shortly after receiving the initial 999 call, a Major Incident was declared.

A multi-agency response was put in place involving Mid and West Wales Fire and Rescue Service, South Wales Police, CCoS, Environment Agency Wales, ABMU Health Board and Public Health.

Multi-Agency Silver and Gold Command Groups were established, chaired by the Local Authority. Staff from the JRU provided support to the Gold Command Team

The fire presented huge challenges for all concerned, particularly the Fire Service, as the burning material could not be extinguished using traditional methods. The material had to be extracted from the building, submerged in water and left to cool. This meant extinguishing the fire was a long process.

Despite the huge demands on all agencies involved and impact it had on the surrounding community, the shared approach to decision making and co-ordinated approach to dealing with the incident helped ensure the fire was extinguished ahead of schedule.

- **Gleision Mine Incident**

On the morning of 15th September 2011, reports were received that four miners had become trapped at Gleision Colliery, near Rhos, Pontardawe.

Very quickly a multi-agency response was put in place, including emergency services, mines rescue, cave rescue and the Local Authority. Staff from the JRU provided support to the Gold Command Team based at The Quays throughout the incident.

A search and rescue operation was launched but despite the dedicated efforts of all

concerned, the four trapped miners were found deceased the following day.

The incident generated huge media interest from all over the world and tributes were paid to the miners from the world of sport, politics and media.

A joint investigation into the cause of the Gleision mine incident is being carried out by the Health and Safety Executive (HSE) and South Wales Police.

- **Flooding incidents, Neath Port Talbot - 13<sup>th</sup> January 2011**

Flooding reported in Briton Ferry and Margam areas of NPT. The JRU co-ordinated Highways / Drainage response.

- **Morfa Road Fire - 8<sup>th</sup> April 2011**

Fire at a domestic property in Morfa Road. Gas supply burning. Three nearby properties evacuated.

- **House Fire, Merthyr Road, Glynneath - 20<sup>th</sup> April 2011**

Serious house fire at Merthyr Road, Glynneath. Nearby properties evacuated.

- **3M Fire, Gorseinon - 25<sup>th</sup> May 2011**

Fire reported at 3M factory involving an adhesive unit. Fire extinguished shortly after notification so no Local Authority action required.

- **Windsor Road Fire, Neath - 28<sup>th</sup> May 2011**

Fire reported at Amey Constructive just off Windsor Rd Neath. Surrounding buildings were evacuated and a Rest Centre was opened at Dwr y Felin Upper School.

- **Tata Steel Fire - 2<sup>nd</sup> June 2011**

JRU notified of industrial fire in Margam Steel Power Plant area of Tata Steelworks Site. Advised by Fire Control that situation was being dealt with on-site with no off-site consequences.

### 5. GIS and Website Development

The JRU team have introduced new and improved ways of working which take into account the reduced staffing numbers

Recognising the legal obligations placed upon both Councils and the reduction in staffing levels, the JRU have introduced a clear risk-based focus regarding a more effective engagement with partners and associated responders through the adaptation of an interactive website complete with an integrated geographic information system (GIS).

The overall design of the website including the GIS module has been developed to capture, store, analyse and present all types of referenced and stored data for informing the decision making process. GIS applications are tools that allow users to create interactive queries (user-created searches), analyse information and edit data in maps.

The website is a set of secure linked webpages containing Business Continuity plans, Emergency Response plans, guidance notes etc. The website is hosted by NPT Council and is accessible via the Internet to all partnering organisations. Its purpose is to present real time information on demand.

### 6. Partnerships

The JRU Team continue to develop strong working relationships with all local Category 1 responders

Partnership working is vital as the actions of one organisation in an emergency could impact on the other organisations involved.

The JRU has therefore continued to strengthen working relationships with all local Category 1 responders, specifically South Wales Police who are regular visitors to their hot desk facility at The Quays. This facility assists the JRU in building close working relationships with the emergency services which has proven to be invaluable during both the Fforestfach fire and the Gleision Mine incident.

In recent months the JRU has supported a number of multi agency work streams.

A Suspect Package Training event has been developed in conjunction with SWP. This event was held at the DVLA and participants included mail room staff from local hospitals, DVLA and local Authorities.

Exercise Aftermath was held in Cardiff to validate the SWLRF Mass Fatalities Plan.

During 2011 the JRU arranged and facilitated two multi agency COMAH exercises. These exercises were a good example of how the JRU engages with other organisations to meet its legislative duties.

In recent months the JRU has developed new relationships with Category 2 responders and key organisations such as the DVLA, Liberty Stadium and SWTRA.

During 2012 the JRU will continue to develop and strengthen the relationships already formed. Furthermore the JRU will look to build new relationships with local businesses, organisations and communities to develop their resilience.

**Shaun Burgess - Corporate Health, Safety and Joint Resilience Manager**

## APPENDIX 4

### **JOINT RESILIENCE FORWARD WORK PROGRAMME 2012/2013**

TOPIC	COMMENT
<b>E-learning Tools</b>	Develop and launch modules, including Introduction to Emergency Planning, Resilience Coordinators, Silver Officers & Suspect Packages.
<b>Flogas (Llandarcy) COMAH Exercise</b>	Development, organisation & facilitation of Exercise.
<b>BOC Gases Europe (Margam) Exercise</b>	Development, organisation & facilitation of Exercise.
<b>Major Pipelines Plans &amp; Exercise</b>	Review of Multi Agency Plan & facilitate Exercise/s
<b>Multi Agency Community Flood Plans</b>	Develop Multi Agency Plans
<b>Reservoir Inundation Flood Plans</b>	Develop Multi Agency Plans.
<b>Canalside Flood Protocol &amp; Exercise Plan</b>	Review Protocol & Provide training for Multi Agency Partners & residents.
<b>CCS Corporate Business Continuity Plan</b>	Corporate Business Continuity Plan to be reviewed using new format.
<b>NPT Corporate Business Continuity Plan</b>	Corporate Business Continuity Plan to be reviewed using new format.
<b>NPT / CCS Risk Register</b>	Risk Register to be reviewed to reflect current local risks.
<b>Public facing Risk Document</b>	Develop and publish public facing risk document to provide a suitable format for members of the public.
<b>City Evacuation Plan</b>	Plan to be reviewed & Facilitate Tabletop Exercise
<b>Maritime Plan</b>	Local arrangements to be developed which reflect where evacuees / survivors are brought ashore.
<b>Fuel Crisis Guidance</b>	Guidance to be reviewed.
<b>Swansea Emergency Control Centre Plan</b>	Provide Awareness Event & Facilitate Tabletop Exercise
<b>Command &amp; Control Event</b>	Facilitate Command & Control Event so as to provide training for all multi agency responders.
<b>Members' Seminar</b>	Develop & provide a Members' Seminar based on their role during an incident & how this fits into the LA response.
<b>Severe Weather Policy</b>	Tabletop Exercise.
<b>Coastal Pollution Tabletop Exercise</b>	To assist with the development of a Multi Agency Event.
<b>Public facing Website</b>	Develop & introduce a public facing site.
<b>Secure Website</b>	Develop & introduce a secure website.
<b>Rest Centre Guidance</b>	Guidance to be reviewed.



**Joint Resilience Unit**

**Service Specification**

Neath Port Talbot County Borough Council  
and the City & County of Swansea

## **SERVICE SPECIFICATION - JOINT RESILIENCE UNIT (JRU)**

### **Service Level Specification For:**

- Neath Port Talbot County Borough Council
- City & County of Swansea

**Service Provider:** Joint Resilience Unit

**Effective Date:** June 2012

### ***Approvers:***

Graham Jones, for Neath Port Talbot County Borough Council

Jeremy Stephens, for City and County of Swansea

### **Specification Overview**

- 1.1 The intention of this document is to represent a Service specification between Neath Port Talbot County Borough Council (NPTCBC) and the City & County of Swansea Council (CCOS) for the scope of services to be provided by the Joint Resilience Unit.
- 1.2 This specification remains valid until superseded by a revised agreement mutually endorsed by the approvers.
- 1.3 This specification outlines the scope of JRU services covered as they are mutually understood by the primary stakeholders. This specification does not supersede current processes and procedures unless explicitly stated.

## **2. Goals & Objectives**

- 2.1 The purpose of this specification is to ensure that the proper elements and commitments are in place to provide consistent JRU service, support and delivery to NPTCBC and CCOS by the JRU.
- 2.2 The goal of this specification is to obtain mutual agreement of service provision between the JRU, NPTCBC and CCOS.
- 2.3 The objectives of this specification are to:
  - Provide clear reference to service ownership, accountability, roles and/or responsibilities.
  - Present a clear and concise description of service provision to Neath Port Talbot County Borough Council and the City & County of Swansea Council.
  - Match perceptions of expected service provision with actual service support and delivery.

## **3. Stakeholders**

- 3.1 The following will be used as the basis of the specification and represent the primary stakeholders associated with this Specification:
  - Joint Resilience Unit
  - Neath Port Talbot County Borough Council.
  - City & County of Swansea Council

## **4. Periodic Review**

- 4.1 This specification is valid from the effective date outlined above and is valid until further notice. This specification should be reviewed at least annually. However, in lieu of a review during any period specified, the current Agreement will remain in effect.
- 4.2 the contents of this document may be amended as required, provided mutual agreement is obtained from both NPTCBC and CCOS and communicated to all affected parties.

## **5. Termination**

- 5.1 This Agreement may be terminated with immediate effect by either party (by notification in writing) if the other commits a breach of any terms of the specification which is incapable of remedy.
- 5.2 In all other circumstances, either party shall be entitled to terminate the Service specification by giving not less than six months notice, in writing.
- 5.3 In the event of the Service specification being terminated for whatever reason, costs attributable to any redundancies or other costs of staff surplus to requirements following the termination will be divided based on the percentage of the original budget for that fiscal year.

## **6. Service Scope**

- 6.1 The following services are covered by this specification:
- Establish and deliver the provisions of an agreed Forward Work Programme
  - Establish and maintain close links with both internal and external partners' and agencies.
  - Provide a 24/7 duty officer scheme to Neath Port Talbot County Borough Council and the City & County of Swansea Council.
  - Represent Neath Port Talbot and the City & County of Swansea in matters of emergency planning, business continuity and civil contingencies, as appropriate
  - Assist, maintain and review all relevant policies, plans and documents in accordance with the duties imposed on the Council under the Civil Contingency Act 2004 and other emergency planning statutes and provisions.
  - Arrange, develop and facilitate COMAH exercises.
  - Develop and maintain site specific flood plans.
  - Annually review and maintain the Rest Centre database
  - Develop rest centre training, as required
  - Support the development and preparation of Business Continuity Plans for the Council's identified critical services
  - Maintain and develop the 'multi agency secure website'.
  - Maintain develop the 'public facing website'.

- Lead on the development of the Neath Port Talbot/City & County of Swansea 'Local' Risk Register.
- Arrange, develop and facilitate emergency planning exercises
- Assist with the review of Emergency Response Plans.
- Ensure that all resilience matters affecting both local authorities are communicated regularly and in a timely manner to all key stakeholders in a way which is compatible and appropriate to their respective interests
- Produce an Annual Resilience report.

## **7. NPTCBC and CCOS Requirements**

NPTCBC and CCOS responsibilities and requirements in support of this specification include:

- The provision of resource in terms of finance to support the provision of service delivery within the agreed annual budget.
- Reasonable availability of representative(s) from Neath Port Talbot County Borough Council and the City & County of Swansea Council when resolving a service related incident or request.

## **8. JRU Requirements**

8.1 The Joint Resilience Unit responsibilities and/or requirements in support of this specification include:

- Meeting agreed timescales as detailed within the Forward Work Programme
- Efficient and effective delivery of service to meet the requirements of this agreement.

## **9. Service Assumptions**

9.1 Assumptions related to in-scope services and/or components include:

- Changes to services will be communicated and documented to all stakeholders.
- NPTCBC and CCOS policies and procedures will be followed.



## **10. Service Management**

- 10.1 The day-to-day management of the Joint Resilience Unit will be the responsibility of the Resilience Manager. The overall strategic management and direction will be the responsibility of the designated lead Resilience Officers NPTCBC and CCOS.

## **11. Service Availability**

### **11.1**

- The JRU operate normal working hours of 09:00 to 17:00 Monday to Friday, subject to bank holidays and other designated holiday periods
- The JRU provides a 24 hour duty officer scheme 365 days a year.

## **12 Budget**

- Responsibility for the preparation and day to day operation of the Unit's Annual Budget will rest with the Joint Resilience Manager.
- The monitoring and audit of the JRU's Annual Budget will be carried out by the Accountancy and Internal Audit Sections of Neath Port Talbot County Borough Council and the City & County of Swansea Council.

## **13. Dispute**

- 13.1 In the event of a dispute which cannot be resolved by the designated representatives of Neath Port Talbot County Borough Council and the City & County of Swansea Council., the matter may be referred for resolution to the Chief Executives' of both Neath Port Talbot County Borough Council and the City & County of Swansea Council. They will make every effort to achieve a satisfactory resolution, but if this is not possible, either party will be entitled to terminate this Agreement by giving not less than six months notice, in writing to the other.

## APPENDIX 6

### JRU Incident Log for Joint Resilience Committee

February to May 2012

Date / Time of Incident	Accumulative hours spent dealing with incident	Brief description of incident
2 <sup>nd</sup> May 2012, 11.09am	2hrs 20 mins	Suspect Package containing white powder found in Morriston District Housing Office, Swansea. Building evacuated while emergency services investigated.
26 <sup>th</sup> March 2012, 00.40am	45 mins	A fire reported in the basement of Pembroke Place, Maritime Quarter, Swansea. Report of persons trapped, 41 flats evacuated. JRU placed on standby should evacuation be required.
27 <sup>th</sup> March 2012, 18.30pm	1 hr 45 mins	Large fire at property fire in Gough Road / Woodmans Terrace, Ystalyfera.  A nearby field fire had spread to the property and its garage. Nearby properties were temporarily evacuated.
28 <sup>th</sup> March 2012, 1.29am	1 hr 40 mins	Reports of explosion and large fire in Metal Recovery Plant area of Tata Steel Works.  Environment Agency Wales / NPT Pollution Control Officer and British Red Cross put on stand-by.
29 <sup>th</sup> May 2012, 13.13pm	1 hr 10 mins	Joint Resilience Unit was alerted to reports of a crashed aircraft close to Swansea Airport.  A privately owned light aircraft got into difficulties soon after take off, whilst returning to the airport it crashed just short of the runway. The pilot escaped with minor injuries before the aircraft was destroyed by fire.