

Tyne & Wear Fire and Rescue Authority



Emergency Planning Unit

BUSINESS PLAN 2008-10

Tyne and Wear Emergency Planning Unit

Business Plan 2008/2010

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1.0 Foreword

I am pleased to introduce the Emergency Planning Unit's Business Plan covering the period 2008-2010. The Plan summarises the Unit's achievements last year, includes initiatives that commenced in 2008/09, details the Unit's work programme and targets for the year 2009-10 and covers broader, longer term goals for beyond-2010.

It incorporates key elements of the Service Level Agreement and Schedules; required actions arising from the Civil Contingencies Act and the Audit Commission CCA Audit; describes Governance arrangements and sets out our Performance Management framework. It also describes the relationship between the Emergency Planning Unit, the Strategic Management Board and the Tyne and Wear Fire and Rescue Authority.

The overall goal of the Unit is to work in partnership with Tyne and Wear councils to build a coherent and effective civil protection network for our local communities, so that Tyne and Wear remains a safe and secure place in which to live, work, visit and invest.

We will continue to work closely with the five Tyne and Wear Councils and our key resilience partners to ensure that resources are effectively used to deliver and further develop the services required.

Val Bowman

Chief Emergency Planning Officer *MBA, DMS, MEPS, PGCE, DipBCM, FCM*

2.0 Scope and Purpose

This Business Plan has been agreed by all five Tyne and Wear councils and sets out priorities in order that resources can be used effectively and efficiently. It states what needs to be achieved to ensure that local authorities in Tyne and Wear can respond swiftly and proportionately to an emergency whilst, so far as is reasonably practicable, continuing to deliver their key services. This is a public document and it is available on the Unit's website www.twepu.gov.uk

3.0 Service Context and Legislative Base

The nature of the relationship between TWEPU and its clients is one of an advisory nature rather than an enforcing body. The main legislative base of this Business Plan is the Civil Contingencies Act (CCA) 2004. The regulations and statutory guidance that underpin the act came into force on 14th November 2005. Part 1 of the Act deals with local arrangements for civil protection and places seven duties on local authorities; whilst Part 2 of the Act deals with emergency powers arrangements for the most serious emergencies. It is the CCA Part 1 duties that provide the main basis for this business plan.

The Act repeals all previous civil defence legislation upon which civil protection has previously been based, but it does not affect other existing legislation which is also reflected in this Plan. This includes, for example, the Control of Major Accident Hazards Regulations (COMAH) 1999 (as amended); the Pipelines Safety Regulations (PSR) 1996 and Radiation Emergency Preparedness and Public Information Requirements (REPPIR) 2001.

Workstreams are also driven by the requirements of the UK Capabilities Programme. This is the core framework through which the Government is seeking to build resilience across all parts of the United Kingdom. Capabilities work is primarily the responsibility of councils in the Tyne and Wear Agency Agreement, with the exception of the CBRN (Chemical, Biological, Radiological and Nuclear) and the Mass Fatalities capabilities, which, by joint agreement, are being progressed by TWEPU. The aim of the national Capabilities Programme is to ensure that a robust infrastructure of response is in place to deal rapidly, effectively and flexibly with the consequences of civil devastation and widespread disaster inflicted as a result of conventional or non-conventional disruptive activity.

The programme consists of several capability 'workstreams' and these fall into three groups:

1. **structural** workstreams which essentially deal respectively with the central (national), regional and local response capabilities;
2. **essential services** workstreams which are concerned with the: food and water; transport; health services; financial services; and utilities
3. **functional** workstreams, dealing respectively with the assessment of risks and consequences; chemical, biological, radiological and nuclear (CBRN) resilience; site clearance; infectious diseases (human); infectious diseases (animal and plant); mass casualties; evacuation and shelter; warning and informing the public; mass fatalities; humanitarian assistance, flooding and recovery.

The programme has no defined end-point or outcome. An important part of the work is to continually identify, challenge and monitor the current levels of resilience in each of the areas covered by the workstreams. Testing and exercising make an important contribution to this assessment. More information on this programme can be found on www.ukresilience.gov.uk

4.0 Vision, Mission and Values

The Vision of the Fire & Rescue Authority, which sets out where we want to be in the coming years, is to 'Create the Safest Community'. Our Mission is to 'Save Life, Reduce Risk, Provide Humanitarian Services and Protect the Environment'. The Emergency Planning Unit aims to achieve this by providing a high quality, flexible and responsive service to the Councils of Tyne and Wear.

Our core values are to:

1. Make community safety our first concern
2. Ensure quality in all we deliver
3. Work together as a team with resilience staff in Tyne and Wear councils
4. Accept responsibility and accountability for our work and our performance
5. Treat colleagues and partners with respect and professionalism
6. Maintain a culture of continuous improvement

5.0 What We Do

The Emergency Planning Unit mainly provides an emergency planning, training, exercise and response service to the T&W councils in support of their duties under the CCA, and to the Fire and Rescue Authority in respect of its duties under major hazards legislation.

Our service covers the metropolitan area of Tyne and Wear, an area of 208 square miles with a total population of 1.07 million located within the five metropolitan local authorities of Gateshead, Newcastle, North Tyneside, South Tyneside and Sunderland.

6.0 Aims

Our Aims are mostly derived from legislative requirements – principally the Civil Contingencies Act and major hazards legislation - together with some elements of the National Capabilities Programme and also the recommendations contained in the Audit Commission 2005/6 audit 'Responding to the Civil Contingencies Act'. They include:

1. Developing planning in step with newly published national guidance
2. Developing strategies to engage key groups in the community and provide effective public information
3. Engaging the business sector to raise awareness and help improve business resilience
4. Make the Community Risk Register (CRR) more accessible to the public and improve clarity on the issues facing the area
5. Make use of Regional Resilience Forum (RRF) and Local Resilience Forum (LRF) structures to foster collaboration, benchmark progress and share good practice.

In addition to the above aims we are also committed to developing the EPU'S capacity and ways of working in terms of continuous improvement. This will ensure we continue to provide a high quality service to partners.

7.0 Objectives

Our objectives are:

1. To enhance the effectiveness of the service and support we provide to our councils, business and the wider community;
2. Achieve the required performance standards as set out in statutory CCA guidance;
3. Consult and communicate effectively with key partners;
4. Ensure we have the right staff with the right skills and motivation in place;
5. Further develop the performance systems of the Unit;
6. Through effective leadership and governance arrangements, make sure the Unit is run appropriately and efficiently.

8.0 Performance Management

The Civil Contingencies Act (CCA) provides a basis for robust performance assessment and assessment is undertaken by the mainstream audit and inspection bodies. For local authorities this is the Audit Commission. New for 2008, the recently published CLG **'New Performance Framework for LA's and LA Partnerships'** Performance Indicators has been developed as part of the CSR 2007 so that it reflects the Government's national priorities.

There will be a single set of indicators to performance manage outcomes. It is stated that these need to be delivered through stronger partnership working and there are clear implications for resilience. Delivery of these will need to be discussed and targets set against the national indicators.

The CCA is reflected consistently in the Emergency Planning Unit's (EPU's) internal performance assessment framework which is based on a systematic, structured and prioritized approach based upon risk assessments at national, regional, local resilience forum and priorities at council level. Work is ongoing to refine and further improve this framework to build firm foundations for robust performance assessment. This includes the Unit's drive to meet quality management standards

Performance is currently monitored in the following ways:

8.1 External Monitoring

- Detailed quarterly performance and progress reports to the FRA Civil Contingencies Committee
- Reports to the Fire & Rescue Authority as required
- Annual report to the Civil Contingencies Committee;
- Quarterly performance reports are provided to the Strategic Management Board (SMB) in line with Agency Agreement/Service Level Agreement (SLA) obligations;
- External assessment by the Audit Commission

In 2006 the Audit Commission undertook a significant review to assess the response of the Fire and Rescue Authority and individual Tyne and Wear Local Authorities to the Civil Contingencies Act 2004 (CCA) and the level of preparedness in meeting the requirements of the Act. Their findings were contained in a report and action plan entitled *'Responding to the CCA: Tyne and Wear locality'*, Relevant actions have been addressed in the attached EPU Work Plan as appropriate.

It is anticipated that the EPU will assist with addressing the findings of any future Audits and similarly assist councils with addressing the findings of on-going CPA (or similar) Assessments.

8.2 Internal Monitoring

- Monthly staff meetings (standing agenda item) - monitoring of internal business plan progress against targets by Chief Emergency Planning Officer (CEPO); supplemented by:
- Weekly feedback at informal 'Team Briefs';
- Monitoring of internal staff action plans by line managers;
- Quarterly review of overall performance by the EPU officer responsible and issues arising/intervention actions /discussed with the CEPO.

9.0 Partnership Risk Management

Government expects resilience to be delivered through partnership and it is becoming more widely recognised that good risk management is integral to the delivery of successful partnerships. The Tyne and Wear resilience partnership provides opportunity and economy in the provision of a resilience service, which will be further strengthened by a risk management approach to identify, assess, and allocate risk ownership.

The Chief Emergency Planning Officer has arranged for an Internal Audit of the resilience partnership to be undertaken during the last quarter of 2008-09; and for a 'health check' to be undertaken by the Strategic Management Board to help identify opportunities to improve how the partnership operates and to further improve its performance.

10.0 Key Achievements 2008/09

The past year has seen continued achievements both in performance and meeting the challenges in line with the Tyne and Wear Service Level Agreement, actions arising from the Civil Contingencies Act, Capabilities Programme and recommendations of the Audit Commission CCA Audit 2006.

Other Key achievements for 2008/09 were:

- Implementation of major restructure of EPU;
- Achievement of ISO 9001:2000 certification for emergency planning, training and exercising activities;
- Development and implementation of a new Norland multi-agency Exercise format
- Co-ordination of biennial National Capabilities Survey and response to the new LRF element of the survey;
- Local Resilience Forum (LRF):
 - Updated LRF Community Risk Register (Version 4) updated and published to inform local civil protection work programmes;
 - Communicating with the Public – Support provided to group Chair;
 - Flooding: LRF Task & Finish Flood Group established to respond to the Interim Pitt report into the major Floods; establishment of 2 new sub groups supported (LRF Public Communications Pitt Task and Finish Group, and LRF Flooding Pitt Group) to respond to aspects of both the Interim and the Final Pitt Report;

- Resilient Communications: oversaw establishment of LRF Resilient Telecoms Group, to ensure compliance with CCS directive.
- LRF Information Sharing Protocol to be finalised and published in line with Audit recommendations following legal consultation;
- LRF Pandemic Influenza Excess Deaths Group formed to consider impact and arrangements for excess deaths during a pandemic.
- Excess Deaths Workshop facilitated in conjunction with Northumbria Police, Northumberland EPD and North of Tyne NHS in July 2008.
- Buncefield 'Newton' report:
 - LRF multi-agency Action Plan developed and agreed;
 - Regional template development and co-ordination of regional work to respond to
 - Actions required for T&W COMAH plans identified and progressed
 - Changes to PIZ (public information zone) arrangements for Shell site, South Tyneside implemented.
- Full page article on Business Continuity Management for December version of North East Chamber of Commerce publication - distributed to around 10,000 businesses across Northumbria;
- BCM Training for Gateshead Council in Quarter 3 of 2008/09;
- NEPF (National Emergency Plan - Fuel): Design, issue and collation of LRF-wide Questionnaire results to identify fuel holdings and minimum stock requirements (collated for submission to DTI); input to LRF NEPF sub group;
- Emergency Response: assisted councils with various emergencies; also available on standby to support councils with smaller incidents should they have escalated; mutual aid assistance provided to Northumberland in the Morpeth Floods.
- Animal Disease outbreak - Bulletin Service provided to councils re 'Top Line Briefs';
- Delivery of draft Community Resilience Strategy for South Tyneside Council;
- Support to Gateshead Council in development of MetroCentre Evacuation Plan;
- All relevant EPU documentation impact assessed to ensure it meets 'Equality & Diversity' legislative requirements;
- Tyne and Wear Telecommunications resilience has been delivered and a sat com testing regime established;

11.0 Challenges 2009/10

Following a CCA compliance assessment presented the SMB Business Planning Workshop, plus a further horizon scanning exercise, the challenges for Tyne and Wear councils are listed below. These are consistent with those stated by government to be facing all authorities across the UK at this time. Items 2-7 are considered by the Civil Contingencies Secretariat to be the UK's main challenges for the future. In addition, the CLG '**New Performance Framework for LA's and LA Partnerships**' Performance Indicators (see Section 8 above and item 20 below) needs to be addressed.

The challenges for the EPU over the next year (and beyond) are leading or assisting council's/LRF workstreams as required with the following (*EPU and council responsibilities are set out in the Agency Agreement*). In both cases there is joint working to ensure co-ordination of effort:

1. **LRF Telecomms resilience**
2. **Pandemic Influenza Excess Deaths arrangements**
3. **Humanitarian assistance**
4. **CBRN & response plans**
5. **Severe Flooding – The Pitt Report**
6. **'Black Start' electricity outages**
7. **The Newton Inquiry (Buncefield)**
8. **Climate Change and severe weather**
9. Planning for the Olympics in 2012
10. Identifying location of and assessing the potential impacts of emergencies on the Critical national Infrastructure (CNI)
11. Recovery
12. The vulnerable and 'hard to reach' groups –identify and develop, in partnership with other agencies, effective methods of communicating with them.
13. Increasing resilience awareness in educational establishments.
14. Regional mass evacuation and providing coordinating and supporting role between regional planning and individual city/ town centre evacuation plans
15. Co-ordination of the councils/LRF response to the National Capabilities Survey 2008 (pilot and actual survey) (held every 2 years)
16. Issues arising from the National Capabilities Survey 2008
17. LRF Review/self assessment (LRF Secretariat to lead)
18. Prioritisation of issues arising from the '6000 mile' review of the CCA
19. Production of an LRF communications/Media plan
20. Performance Management - Implementing new CLG National Performance Indicators (particularly NI 35, 36, 37, 188, 189, 190)
21. Encouraging Business to prepare BCM plans through enhanced BCM 'promotion' initiatives and press for BCM plans to be mandated for eg the Critical National Infrastructure
22. Continuing to deliver requirements of the CCA 'Emergency preparedness'
23. Continuing to deliver the requirements of Capabilities programme:
 - o food and water; transport; health services; financial services; and utilities
 - o CBRN resilience; site clearance; infectious diseases (human); infectious diseases (animal and plant); mass casualties; evacuation and shelter; warning and informing the public; mass fatalities; humanitarian assistance, flooding and recovery.
24. Addressing ongoing recommendations in the Audit Commissions CCA Audit 2006
25. Review of risk registers (Local/LRF Community Risk Register (CRR)).
26. Horizontal mutual aid

27. Training, Core Competencies

28. National exercise involvement

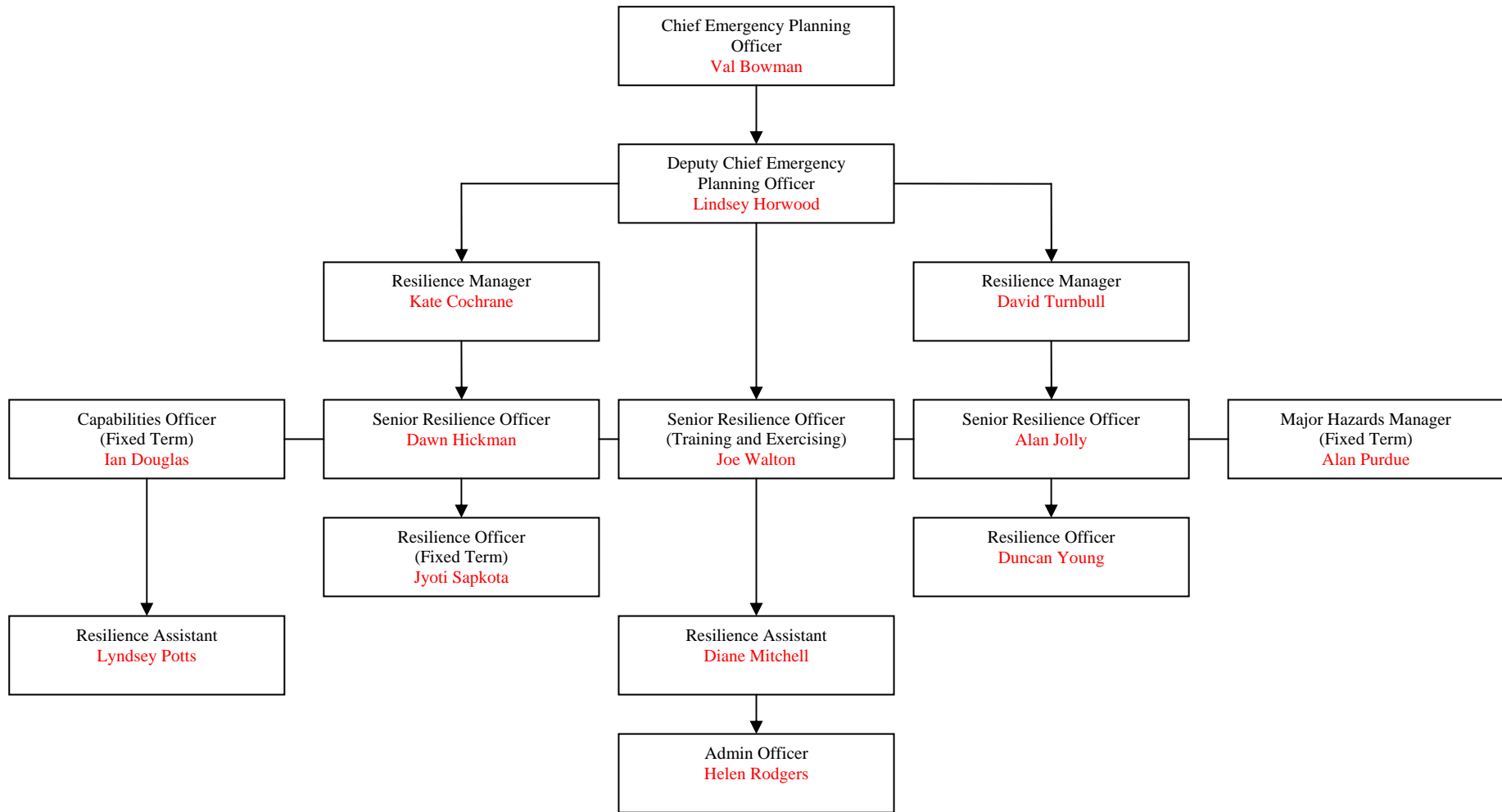
29. Identify Implications for district councils in relation to recent National Emergencies e.g. Flooding, Foot & Mouth, Avian Flu & Blue Tongue etc.

12.0 Looking Ahead: challenges Beyond 2010

The challenges during 2008-2010 will include nearly all of those listed above, with the aim of:

- Building resilience to violent extremism
- Protection against terrorist attack
- Awareness of civil protection arrangements in the local area
- Building a more resilient business community
- Supporting formation, implementation and delivery of Emergency Awareness to higher education establishments
- Greater engagement of citizens, communities and business with the emphasis on what the public can do
- Further developing and embedding the concept of community resilience
- Climate Change
- Accreditation of EPU as certified training body

13.0 Structure of the EPU



14.0 Budgetary information 2008 - 2010

1. The Business Plan is linked to the Budget setting process and this drives the performance objectives of the Unit. There is a standstill budget in operation until 2010, which is clearly set out in the T&W Agency Agreement, to ensure compliance with the directive from the Tyne and Wear Leadership Group in respect of all T&W Joint Service budgets.
2. The budget monitoring process is subject to quarterly reporting to the Strategic Management Board.
3. Financial support, monitoring and advice is provided by Sunderland City Council Treasurers Department.

Breakdown of Income between Districts for the period of April 2008- March 2010

Newcastle:	141,189
Sunderland:	136,554
Gateshead:	92,406
North Tyneside:	87,933
South Tyneside:	77,205
TOTAL:	<u>535,289</u>