



**TYNE AND WEAR FIRE AND RESCUE AUTHORITY
EMERGENCY PLANNING UNIT**

Committee Report

Meeting : CIVIL CONTINGENCIES COMMITTEE : 12 October 2009

Subject : NORTHUMBRIA LOCAL RESILIENCE FORUM - REVIEW

Report of the Chief Emergency Planning Officer

1. INTRODUCTION

1.1 The purpose of this report is to advise members of an important review being undertaken of the Northumbria Local Resilience Forum (LRF).

2. BACKGROUND

2.1 Under the Civil Contingencies Act (CCA) 2004, the principal mechanism for multi-agency co-operation between Category 1 and Category 2 Responders is the Local Resilience Forum (LRF). The LRF is not a statutory body (it does not have a separate legal personality or the powers to direct its members) but a process by which the organisations on which the duty falls co-operate with each other. Each Local Resilience Area (with the exception of London) is based on a Police Force area. The Northumbria LRF is therefore somewhat unusual in that it covers two local authority areas, i.e. Northumberland and Tyne and Wear.

2.2 Following the introduction of the CCA, the Northumbria LRF was formed in 2005 out of the long established Senior Officer Co-ordination group (SOCG) which had predated the introduction of the CCA. The transition from SOCG to the current LRF group, together with a fundamental review of the sub working groups, was jointly managed by the Tyne and Wear Chief Emergency Planning Officer (CEPO), the Northumberland County Council Head of Resilience, and a Northumbria Police Inspector. This included the development and publication of the 'LRF Handbook', prepared by the CEPO, which identified the Category 1 and 2 responders in Northumbria LRF, summarised the obligations of members, and informed the resilience community about the LRF's key work programmes and priorities for the coming year.

2.3 The purpose of the Local Resilience Forum process, as set out in the CCA 2004 and accompanying Guidance, is to ensure effective delivery of those duties under the Act that need to be developed in a multi-agency environment. Category 1 and 2 Responders are obliged to co-operate with other Category 1 and 2 responders and other organisations engaged in

response in the same local resilience area. In particular, the LRF process is required to deliver:

- a) the compilation of agreed risk profiles for the area, through a Community Risk Register(CRR);
- b) a systematic, planned and co-ordinated approach to encourage Category 1 and 2 Responders, according to their functions, to address all aspects of policy in relation to:
 - i) risk;
 - ii) planning for emergencies;
 - iii) planning for business continuity management;
 - iv) publishing information about risk assessments and plans;
 - v) arrangements to warn and inform the public;
 - vi) other aspects of the civil protection duty, including the promotion of business continuity management by local authorities;
 - vii) planning for recovery to normality after any emergency
- c) support for the preparation by all, or some, of its members of multi-agency plans and other documents, including protocols and agreements and the co-ordination of multi-agency exercises and other training events.

2.4 Category 1 responders are required to attend meetings of the LRF, or *'arrange ... to be effectively represented'*. Not every organisation needs to be represented directly at every meeting; but organisations do need to be represented at meetings of the main LRF where their involvement in local civil protection work will be discussed. Category 1 responders need to be represented by individuals who have the right combination of seniority and expertise to be able to speak with authority, and it is particularly important that representatives do represent their sector and are responsive to the views of their sector. The CCA guidance document *'Emergency Preparedness'* (para 2.11) sets out the criteria for effective representation.

Category 2 responders should be engaged where they can add value, and not drawn into discussions where they cannot; but it is a clear intention of the Act that they should play a part in civil protection at the local level. They must respond to reasonable requests, and adhere to the principles of effective representation. Category 2 responders are not obliged to attend all LRF meetings; instead attendance is determined by two complementary principles: the right to attend and the right to invite. Paragraphs 2.15-2.18 of *'Emergency Preparedness'* explains these principles.

Appendix B contains a list of the Category 1 and 2 organisations within Northumbria. This list is currently in the process of being updated, but gives a good indication of the extent of the organisations involved in the forum.

2.5 It should be noted that Category 1 responders are also encouraged to co-operate outside the LRF framework. Available models for co-operation include bilateral co-operation; joint discharge of functions; identification of

lead; and cross border co-operation between LRF's. It should also be noted that organisations that do not have a duty to co-operate under the Act can – and should – still be as fully involved as possible. It is up to the LRF how it chooses to involve these organisations and this will depend on local circumstances.

- 2.6 Northumbria LRF has agreed that the appointment of Chair and Vice Chair will be for a period of two years. In normal circumstances, unless opposed or unable to fulfil the role, the Vice Chair will assume the role of Chair at the end of the tenure of the existing Chair. The LRF is currently chaired by the Northumberland Chief Fire Officer, and the Vice Chair is the Deputy Chief Constable, who will take over as Chair in March 2010 in accordance with this agreement.
- 2.7 The Northumbria LRF meets four times per annum (the current statutory requirement is a minimum of twice per annum).

3. LOCAL RESILIENCE FORUM - REVIEW

- 3.1 The success of the transition from the former SCG to the current LRF was confirmed by the Audit Commission review undertaken in 2006 which concluded that there were:

“good working relationships between all the key partners on a joint and bilateral basis... the LRF is supported by a clear sub working group framework, with roles and responsibilities clearly defined in the LRF Handbook”.

- 3.2 However, given that the LRF and CCA have now been in place for four years, it is important to ensure that arrangements are reviewed to ensure their continued integrity and to ensure that they remain valid for the future, in order that we may continue to strengthen and build our capability to respond to emergencies, whatever their cause.
- 3.3 The proposal for the LRF review, prepared by TWEPU, was submitted to a meeting of the LRF for consideration and is attached to this report as **Appendix A**. This sets out the review scope and timescales together with the deadline for the delivery of its conclusions. The need for a review and the scoping proposal received unanimous support from the LRF, who were subsequently invited to nominate members to form the 'LRF Review Team'.
- 3.4 The LRF Review Team is being chaired by the CEPO (on behalf of the LRF Chair), and supported by the LRF Programme Manager. The Review Team comprises:
 - Tyne and Wear Emergency Planning Unit
 - Northumberland Emergency Planning Department
 - Northumbria Police
 - South Tyneside Council
 - Gateshead Council

- Newcastle City Council
- The Environment Agency
- The Met Office
- North East Ambulance Service
- Northumberland National Parks Authority
- The Highways Agency

3.5 The LRF Review team has now met twice: and in accordance with the agreed timetable (which was adjusted to take account of the impact of swine flu), update reports are being provided to LRF meetings; and the final report, containing the Review Teams findings and recommendations, is scheduled to be submitted to the March 2010 LRF meeting.

4 CONCLUSION

4.1 Co-operation between organisations is the lifeblood of civil protection work. The LRF is an extremely important process that provides the strategic direction for all emergency planning, training, exercising and response activities in Northumbria. Indeed the recently launched review of the CCA, known as the 'CCA Enhancement Programme' is likely to see the role and responsibilities of the LRF further strengthened; and so this review is particularly timely, as fundamental to ensuring that arrangements remain fit for purpose.

4.2 As confirmed by the Audit Commission report (para 3.1 above), the current LRF process and supporting arrangements have integrity, and so it is intended that the review should build upon and improve these good arrangements to ensure that robust co-operation arrangements remain in place at every level.

4.3 A full report will be provided to members of this Committee to advise the outcomes, once the LRF Review Team has concluded its work.

5 RECOMMENDATIONS

5.1 Members are requested to:

- i) Note this report;
- ii) Acknowledge the role of TWEPU in leading this important review
- ii) Receive further reports on the outcomes once the Review Team has concluded its work.

BACKGROUND PAPERS

Working papers relating to this review are available in the EPU offices.

Northumbria Local Resilience Forum Review 2009

1. Introduction

- 1.1 At the LRF Meeting of 9th December 2008 it was proposed that a review of the LRF General Working Group (GWG) should be undertaken. The group ceased to meet in November 2006 when the Chair advised the need to stand down due to workload. As a replacement Chair could not be found, it was agreed that certain core activities would be maintained, but it was recognised that a longer term solution would be required. Subsequent efforts then focussed on establishing an LRF Budget, essentially to fund the new post of LRF Programme Manager.
- 1.2 GWG background information, terms of reference, and key achievements are listed in Appendix 1.
- 1.3 It was advised that the recent appointment of the LRF Programme Manager provided a timely opportunity to undertake the review of GWG. However, in view of the significant implications for LRF's contained in, for example, the Pitt report, the Newton report, the CCA Review (*the 'CCA Enhancement Programme'*) and the CCA *'Expectation Set and Indicators of Good Practice'* document, it was further recommended that a **wider** review of the LRF should be undertaken; and that this wider review would help to clarify the role and work programme of the new LRF Programme Manager.

This was agreed.

2. Scope and Purpose of the review

- 2.1 To review and identify the Tactical and Operational needs of the Northumbria Local Resilience Forum
- 2.2 To make recommendations as to how these should be implemented and managed
- 2.3 To highlight any findings and cost implications that may have a significant impact on future work areas and resourcing.

3. Objectives

- a) To appoint a Review Team, headed by the Northumbria Local Resilience Forum Chair, comprising strategic representatives from the Northumbria Category 1 and 2 responders, along side a strategic representative of the voluntary sector;

- b) To identify and report on the current status, future needs and outcomes required of the Northumbria LRF area in terms of:
- Planning, Training, Exercising
 - Response
 - Recovery
 - Debriefing
- c) To review and make recommendations on the future role the General Working Group and the Sub and Working Groups required for the NLRF to function effectively;
- d) To develop an LRF Business Plan, with timescales, supported by Project plans as necessary;
- e) To develop an agreed standard process for LRF plan production, consultation and sign off;
- f) To review the need for, and development of, an 'LRF Response Plan' containing generic LRF activation arrangements;
- g) To review implications arising from the CCA Enhancement Programme and make recommendations relating to LRF implications;
- h) To review the 'CCA Expectation Set and Indicators of Good Practice' document and make recommendations;
- i) To agree a detailed work programme for the LRF Programme Manager and clarify the scope of the role.
- j) To review, identify and report upon the
- resources required to deliver on identified outcomes;
 - the capacity of the current Northumbria Local Resilience Forum structures to deliver the required outcomes;
 - proposals to address any resultant gap in the above
- k) to identify and implement appropriate performance indicators for the LRF to achieve the agreed outcomes.

4. LRF Review structure

4.1 The review will be based upon:

- i) Written submissions to the review team from all interested parties (these may be submitted confidentially to the Review Chair)
- ii) Oral submissions to the Review Team, with subjects being decided:-

-through consultation with Northumbria Local Resilience Forum members and other partners as required

-through consultation with Cabinet Office (and National Resilience Team?) (in support of the Civil Contingencies Act review (CCA-EP))

- to follow up information shared through written submissions

iii) A review of current action planning/performance management procedures

5. LRF Review Timetable

5.1 Although it was envisaged that a review of GWG could be completed by March 2009, the scope of the proposed LRF review has significantly widened. Sufficient time therefore needs to be provided for the review process to be completed.

5.2 It is recommended that 6 months should be provided for the review, with the LRF Review Team required to provide a progress report to the 16 September LRF meeting, and to conclude its review by March, 2010.

5.3 The review timetable is as follows:

Timescale	Activity
July - September 2009	Review team established; membership and meeting dates agreed Agree scope of review Advancement of issues
3 rd December 2009 LRF meeting	Progress report to December LRF meeting
December, 2009 - March 2010	Review finalised
3 weeks prior to March, 2010 LRF meeting*	Draft report containing recommendations circulated to LRF members for review/comment
March, 2010 LRF meeting*	Final report to LRF meeting containing findings and recommendations

6. Outcomes

6.1 The Review Team will produce a final report that details their

- Evidence

- Findings and
 - Recommendations (with timescale and costings)
- 6.2 The draft report will be submitted to LRF members 3 weeks prior to the September LRF meeting, to enable all members to consult within their organisations on its contents and recommendations, prior to the meeting.
- 6.3 The report will be formally signed off by all LRF agencies and will form the basis of future working practices in the Local Resilience area. It will then be available for publication on individual agency websites or other appropriate locations as agreed.

7. Costs

- 7.1 Administrative and organisational support will be provided by the LRF Programme Manager. Costs relating to officer time incurred by agencies who form part of the Review Team or who submit information to the review will be borne by their host organisation.

8. Recommendations

LRF members are asked to:

- a) Provide comments on this proposal to the LRF Programme Manager* by 3 March, 2009;
- b) Approve commencement of the LRF Review immediately thereafter
- c) Actively engage in the work of the LRF Review Team (*nominations for membership of the LRF Review Team should be submitted to the LRF Programme Manager*by 3 March, 2009.*)

* LRF Programme Manager contact details:

E - Nigel.Fisher@northumberland.gov.uk;

Report Author:

Val Bowman, Tyne & Wear EPU, 3 Feb 2009

The General Working Group (GWG)

A1 Background

A1.1 The General Working Group (GWG) of the Northumbria Local Resilience Forum (N LRF) was established in May 2005. Its main remit was to:

- To discuss in advance, and in more detail, LRF agenda proposals
- To be tasked by the LRF and report on issues requiring discussion/decisions
- Co-ordinate and regularly report on the work of the sub groups through the performance management of agreed action plans

A1.2 The original Terms of Reference are set out in A2 below. Membership of the GWG was open to all LRF members.

A1.3 The group, which met between May 2005 and November 2006, had a number of achievements which included:

- Post-CCA review and establishment of the current LRF sub group framework, a performance management and reporting system; development of agreed Terms of Reference and Action Plans for each LRF sub group; and establishment of ad hoc and new groups as required (eg Pitt/Flooding);
- LRF Handbook & Implementation Plan – development, publication and maintenance
- LRF Debrief Protocol
- LRF Mutual Aid Document (cited as an example of best practice in recent CCS guidance)
- LRF Communications protocol for Flu Pandemic
- LRF Budget Proposal
- LRF Self Assessment (Ch 13)
- Audit Commission review of CCA - favourable outcome for LRF
- Key reports and recommendations prepared for LRF (Topics: 7/7 London Bombings, Communications, the Newton Report,
- Establishment of arrangements with GO-NE to host LRF documents on the GO-NE website
- Representation on Cabinet Office 'Extranet' development working group

- Co-ordination of LRF response to 2006 Avian Flu incident (via E-GWG mtng).

A1.4 In November 2006, the incumbent chair announced that due to considerable work pressure, they needed to step down. The GWG felt the group was an extremely valuable forum but nevertheless were, at that time, unable to identify a replacement for similar workload reasons. It was therefore agreed at the November 2006 GWG meeting that core activities (ie drafting the LRF agenda for the Chairs approval, and performance managing/ reporting on the activities of the LRF sub groups) would continue to be undertaken by the Tyne & Wear & Northumberland CEPO's, with the existing Chair acting as a focal point until a longer term solution could be found. This was reported to the N-LRF at its meeting in March 2007.

A2 GWG - Terms of Reference *(extracted from the LRF Handbook)*

1. To be tasked by the LRF
2. To discuss proposals to be taken to the LRF for decision or endorsement
3. To report on issues requiring discussion/decisions by the LRF
4. To provide a process at the 'working level' through which multi-agency planning can be delivered
5. To coordinate the work of the sub-groups
6. To report progress against targets to the LRF
7. To sit between the LRF and the other sub-groups in an information flow

Category 1 & 2 Responders - Northumbria LRF

Category 1 responders are the main organisations involved in *most* emergencies at the local level. Category 2 responders are organisations likely to be heavily involved in *some* emergencies particularly those that affect their sector. Category 1 & 2 responders are listed in Schedule 1 to the Act.

CATEGORY 1 RESPONDERS	CATEGORY 2 RESPONDERS
<p>Local Authorities</p> <ul style="list-style-type: none"> • Gateshead Council • Newcastle City Council • North Tyneside Council • Northumberland County Council • South Tyneside Council • Sunderland City Council 	<p>Utilities</p> <ul style="list-style-type: none"> • Northumbrian Water Limited • NEDL (NE) • United Utilities • Scottish Power • National Grid Transco
<p>Health Care</p> <ul style="list-style-type: none"> • Health Protection Agency (HPA) • North East Ambulance Service NHS Trust • City Hospitals Sunderland NHS Foundation Trust • Gateshead Health NHS Foundation Trust • Newcastle upon Tyne Hospitals NHS Trust • Newcastle, North Tyneside & Northumberland Mental Health NHS Trust • Northumbria Healthcare NHS Trust • South Tyneside NHS Foundation Trust • Representative Primary Care Organisations:- <ul style="list-style-type: none"> ○ <i>South of Tyne PCT</i> ○ <i>North of Tyne PCT</i> 	<p>Transport</p> <ul style="list-style-type: none"> • Newcastle International Airport • Highways Agency • National Rail Operating Companies: <ul style="list-style-type: none"> ○ Great North Eastern Railways ○ Network Rail ○ Northern Rail ○ Virgin Cross Country ○ 1st Trans Pennine ○ Freightliner ○ English, Welsh, Scottish (EWS) • Nexus • Port of Tyne • Port of Sunderland • Blyth Harbour Authority
<p>Port Health</p> <ul style="list-style-type: none"> • Port of Tyne Health Authority 	<p>Health</p> <p>Strategic Health Authority</p>
<p>Emergency Services</p> <ul style="list-style-type: none"> • Northumbria Police • British Transport Police • Northumberland Fire & Rescue Service • Tyne & Wear Fire & Rescue 	<p>Telecommunications</p> <ul style="list-style-type: none"> • BT • Telewest • NTL • Cellular Providers: 02/Orange/T-Mobile/ Vodafone

<p>Service</p> <ul style="list-style-type: none">• Maritime & Coastguard Agency	
<p>Environment</p> <ul style="list-style-type: none">• Environment Agency	<p>Other</p> <ul style="list-style-type: none">• Health and Safety Executive• Voluntary Sector