

BABERGH DISTRICT COUNCIL

FROM: Director of Corporate Services

REPORT NUMBER: **H91**

TO: OVERVIEW AND SCRUTINY
(COMMUNITY SERVICES) COMMITTEE

DATE OF MEETING: 19 August 2008

BABERGH'S DISTRICT RESILIENCE FORUM - PROGRESS REPORT 2007/08 AND ACTION PLAN FOR 2008/09

1. PURPOSE OF REPORT

1.1 This report updates Members on the progress made to date by the District Resilience Forum (DRF) in relation to emergency planning and highlights the actions planned over the next year to further develop the Council's emergency preparedness. It also includes, as context, a draft version of the three year medium term plan for the emergency preparedness outcome approved as part of the Council's Strategic Plan 2008-2018.

2. RECOMMENDATIONS

2.1 That Members note the progress made by the Council in relation to emergency preparedness in 2007/08.

2.2 That Members approve the action plan for 2008/09.

2.3 That Members note the proposals outlined in the draft medium term plan.

The Committee is able to resolve this matter.

3. FINANCIAL IMPLICATIONS

3.1 The actions outlined for 08/09 will be resourced from existing budgets although there are resource implications in respect of officer time. However, the financial implications of any local risk assessment and the Pitt Review (flooding) are not yet clear and there may be some costs associated with actions arising from them.

4. RISK MANAGEMENT

4.1 Key risks are set out below:

Risk Description	Likelihood	Seriousness or Impact	Mitigation Measures
Council is not able to respond effectively in the event of an emergency situation	Low	Critical	Effective emergency arrangements, preparation and training as detailed in this report.

5. **KEY INFORMATION**

Background

5.1 The DRF first met in June 2007. Its aim is to provide a forum within the Council for the development and delivery of emergency planning and response, in accordance with the Civil Contingencies Act 2004. It consists of officers from each Council division along with the District Emergency Planning Officers from the Joint Emergency Planning Unit (JEPU). Its key objectives are to:

- Develop and lead on the delivery of the BDC response to an emergency.
- Evaluate, develop and review BDC policies, procedures and response plan
- Evaluate and test ongoing arrangements for emergency planning
- Direct and lead on the BDC emergency preparedness work plan.
- Consider and review contingency planning risks to BDC from the, Suffolk wide, Community Risk Register

5.2 All its work is carried out in accordance with the joint emergency planning arrangements currently in place in Suffolk. It does not deal with the detailed arrangements for business continuity within the Council, these are considered by the Business Continuity Forum.

Overall progress

5.3 An overall assessment of the progress that has been made since 06/07 is shown in Appendix 1. This is made by JEPU based on evidence and a self assessment by each council which follows criteria laid out by the Audit Commission. From this it can clearly be seen that considerable progress has been made over the last year with a very positive direction of travel.

5.4 The key achievements have been in relation to recruitment and training of staff, improved plans for emergency response and equipping the emergency facilities needed. However, we still have more work to do to fully embed our arrangements and to develop certain aspects, for example, to evidence our arrangements with contractors.

Key actions taken in 08/09

Arrangements for emergency response delivery

5.5 Sub groups have been set up, under a lead officer, to develop the following aspects of emergency response delivery:

- Rest Centres (Setting up and running a rest centre for people evacuated)
- Emergency Operations Room (Council's nerve centre in an emergency)
- Communications (Press and other media, public, internal communications)
- Liaison Officers (Council's eyes and ears on the ground)
- Public Contact (Dealing with public queries in an emergency)

Plan development

- 5.6 The Council's Major Incident Plan has been reviewed and is being restructured and updated. Detailed plans for each emergency response service delivery area are in preparation.

Training and awareness

- 5.7 An introductory awareness raising session of one hour was delivered to 262 staff. A further 57 staff received training in relation to Emergency Operations Rooms, Rest Centre operation and Rest Centre management. A Rest Centre practical exercise was undertaken in November. Six managers received training from the National Emergency Planning College, either locally or at the college in Yorkshire. This included One Strategic Manager, 4 Tactical Managers and the manager of the Emergency Operations Room.

Staff recruitment

- 5.8 Staff recruitment to the key emergency response service delivery areas has increased considerably however, there is still a shortfall of 35 staff(120 staff need to be trained in total) and this is being addressed.

Facilities and equipment

- 5.9 A range of equipment and materials has been purchased for Rest Centres, the Emergency Operations Centre and to improve communications.

Key aspects for delivery in 08/09

- 5.10 Key actions are shown below and are picked up in more detail in our action plan for 08/09 shown in Appendix 2.
- Complete recruitment of staff and their training.
 - Testing our arrangements for example, call out, exercising specific delivery aspects and corporate response.
 - Establishing alternate Emergency Operations arrangements and a range of Rest Centre venues.
 - Finalising our Major Incident Plan and various delivery plans
 - Clarifying our emergency arrangements with suppliers, contractors and other partners.
 - Raising officer and member awareness and undertaking initial planning for the recovery phase of an emergency
 - Undertaking a local risk assessment
 - Establishing a baseline in respect of public awareness of emergency arrangements (Place survey)
 - Relevant work arising out of the Pitt Review (Flooding)
 - Further integration of the Emergency Planning Response with business continuity.

Medium term plan

- 5.11 The Council's Strategic Plan 2008-2018 includes the outcome 'The area is ready to respond effectively to emergency situations arising from environmental or other causes'. Medium Term Plans (2008-2011) are being drawn up for the outcomes and Appendix 3 shows the latest draft for the emergency preparedness outcome. The Medium Term Plans will, in due course, be considered by the Service and Financial Planning Group. The purpose of including the Medium Term Plan as part of this report is so that Members can see how the detailed plan for 08/09 fits in with the longer term approach. In particular how we build a sound legacy in relation to emergency preparedness regardless of the final decision on Local Government Review.

6. APPENDICES

Appendix 1 - Performance against Audit Commission Self Assessment Guidelines

Appendix 2 - BDC Emergency Planning and Response Work Plan – Overview Plan
2008/09

Appendix 3 - Draft Medium Term Plan for Emergency Preparedness (2008-11)

7. BACKGROUND PAPERS REFERRED TO:




None.

CONTACT: Janice Rees









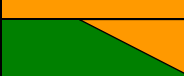
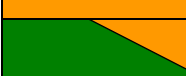


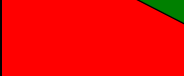







EMAIL: janice.rees@babergh.gov.uk

PERFORMANCE AGAINST AUDIT COMMISSION SELF ASSESSMENT GUIDELINES

Appendix 1

Direction of Travel		Traffic Light System	
↑	Improvement since last 1/4		No significant shortfall in meeting target
	No change since last assessment		Minor shortfalls in meeting target
↓	Deterioration since last 1/4		Critical shortfall in meeting target

Under each top level objective, there are numerous lower level objectives. The colour in the main body of the rectangle represents the most numerous assessment, the triangle the second most numerous.

Top Level Objectives	Aim of Objective	Q4 2006/2007	Q4 2007/2008
		Babergh DC	Babergh DC
Overview - Corporate Arrangements	Responding to emergencies is recognised as a corporate responsibility and integrated into authority performance arrangements.		↑ 
Risk Assessment	Emergency planning work programme and priorities underpinned by a robust local risk assessment.		↑ 
Emergency Planning [CPA Safer Communities KLOE]	Authority can provide a planned, co-ordinated, practised and monitored response to incidents and emergency situations which may affect the provision of normal services or which may cause unacceptable harm to people or the environment.		↑ 
Physical Resources	Resources identified and accessible in a crisis, having regard to risk, to deliver an effective emergency response		
Training & Plan Validation	Individuals likely to be involved in an emergency response receive appropriate training. Plans are up to date and have been validated and improved where necessary through a programme of exercises and reviews.		
Communicating with the Public	Local community who are informed and aware, and so able to take steps to protect themselves, their family and their property/business in an emergency. Tested methods for communicating effectively with relevant staff, partners and members of public during an emergency.		↑ 
Information Sharing	Improve the sharing and analysis of information locally to support risk assessment, planning, response and recovery.		↑ 
Co-Operation & Joint Working	The promotion of co-operative working, to improve the quality of local emergency plans and response, and to maximise the efficient use of local resources to support and improve local, regional and national resilience.		↑ 
Business Continuity Management	The authority can continue to provide normal or (in certain circumstances) critical services during and following an emergency while responding to the emergency itself. The authority can support individual victims and the local community in recovering from the impact of emergencies.		↑ 
Promotion of Business Continuity Management	The authority has helped local businesses prepare for an emergency so that they can better maintain critical elements of their services and recover more quickly.		↑ 

Appendix 2

BDC EMERGENCY PLANNING & RESPONSE WORK PLAN - Overview plan 2008/2009

Ref	Issue	Key Tasks / Objectives	Priority	Completion Date 08/09	Measure / Progress	Lead Officer	Remarks/Resources
(a)	(b)	(c)	(d)	(e)	(f)		(f)
1	Corporate Arrangements	Review & update Major Incident Emergency Response Plan	H	Q3		All	
		Complete staff recruitment to EP posts.	H	Q1		Team Leaders	
		DRF action plan / resources input approved by SMG	H	Q1		JR	
		Link strategic plan outcome to medium term plans and all other services.	H	Q2		JR	
		Follow up on attendance at staff EP introduction presentations.	H	Q2		JB	On going.
		Establish policy for additional time worked in emergency and out of hours working	H	Q2		JB	<i>Work underway with affected policy.</i>
		Develop long term policy for embedding EP into job descriptions (consider in PDR process).	L	Q4		JB	<i>Underway for new staff. Under discussion for current staff.</i>
		Check staff will be under normal rules of conduct (discipline) in emergency situation.	H	Q1		JB	Confirmed. Yes.
		Embed EP into the induction process.	H	Q3		JB	<i>Will be considered within Induction Review.</i>
		Develop out of hours contact arrangements, callout cascade process.	H	Q2		JB	
		Establish staff welfare & support arrangements post emergency.	M	Q4		JB	
		Consultation with Partners & Community. Feedback results to DRFAction plan	L	Q4		JR	
		Establish post incident debrief process (inc in DRF TORs to review, debrief and redraft action plan).	M	Q3		KL	Elements of support in place through 1st Assist.
		Embed emergency response into procurement& contractor arrangements.	M	Q2		Ryan Jones	Also link to Business Continuity Group.

Ref	Issue	Key Tasks / Objectives	Priority	Completion Date 08/09	Measure / Progress	Lead Officer	Remarks/Resources
	(a)	(b)	(c)	(d)	(e)		(f)
2	Risk Assessment	Carry out district based community risk assessment (build upon CRR).	M	Q3		Audit?	Task owner to be identified.
		Develop generic risk assessments for emergency response areas (EOC, Rest Centres, Los etc)	H	Q2		KL/Team Leaders	In conjunction with Team Leaders.
		Incorporate CRR assessment into risk management process.	M	Q3		Audit?	Consider using GIS to show hazards / risks. Task owner to be identified.
		Develop system to share information internally to help ident potential hazards.	M	Q3		Audit?	Risk management process? See para 2.1b self assessment guide. Task owner to be identified.
3.1	Emergency Planning	Establish senior managers rota	H	Q2		JR	
		Test call out arrangements (when established).	H	Q2		KL	
		Review, equip & staff EOC to operational standard (inc staff training).	H	Q2		SE	See EOC working group action plan for more detail.
		Identify and establish Alt EOC	H	Q2		SE	<i>Note: Verbal agreement with MSDC in place.</i>
		Complete EOC Plan	H	Q2		SE	See EOC working group action plan for more detail.
		Identify and recce rest centre locations in BDC (BDC Rest Centre Plan)	H	Q2		IT	See Rest Centre working group action plan for more detail.
		Review, equip & staff Rest Centre response to operational standard (inc staff training).	H	Q2		IT	See Rest Centre working group action plan for more detail.
		Review, equip & staff Liaison Officer response to operational standard (inc staff training).	H	Q2		PL	See LO working group action plan for more detail.
		Develop detailed Plans for Fuel Crisis & Flu Pandemic	M	Q3		KL/IB	

Ref	Issue	Key Tasks / Objectives	Priority	Completion Date 08/09	Measure / Progress	Lead Officer	Remarks/Resources
	(a)	(b)	(c)	(d)	(e)		(f)
3.2	Emergency Planning (Resources)	Procedure for authorising additional expenditure and financial management in emergency. Including use of the Bellwin Scheme..	M	Q3	Yellow	JR TBC	
		Review rest centre equipment requirements.	H	Q2	Green	IT	
		Instal, test Satellite phone.	H	Q3	Red	SE/KL	
		Develop case for additional BT landlines in the EOC.	M	Q3	Red	SE	
		Establish corporate arrangements for extra equipment & resources.	H	Q2	Red	?	Task yet to be allocated.
3.3	Emergency Planning (Training & Plan Validation)	Develop exercise / test / evaluation strategy & programme for emergency preparedness.	H	Q2	Yellow	KL	
		<i>Develop & implement</i> staff EP training records.	H	ongoing	Green	JB	
		Review & agree member role and training need.	M	Q3	Red	JR	
		Raise awareness of Recovery Phase (recovery phase training & exercise)	M	Q3	Red	KL	
		Corporate emergency response exercise.	H	Q4	Red	KL/JR	
		Aims / Atlas Ops training for EOC Staff.	H	Q2	Yellow	KL/SE	
		Develop & deliver communications training (Airwave Radio ? Satelite Phone).	M	Q2	Red	KL	
		Senior Managers / Members Exercise/ training	H	ongoing	Red	KL/JR	
4	Inform & Warn (Communicating with the Public)	Review, equip & staff public access response arrangements to an operational standard.	H	Q2	Yellow	DW	See Public Access working group action plan for more detail.
		Establish, equip & staff Media & Communications response to an operational standard.	H	Q2	Yellow	PS	See Media & Comms working group action plan for more detail.
		Review procedure for receiving and processing weather, flood & pollution warnings.	M	Q4	Yellow	PS	
		Review use of internal & external web based communications.	M	Q3	Red	Morag Embleton	KL to discuss with Morag Embleton.
		Review culture diversity & vulnerability needs of population when warning & informing.	M	Q3	Red	JR	

Ref	Issue	Key Tasks / Objectives	Priority	Completion Date 08/09	Measure / Progress	Lead Officer	Remarks/Resources
	(a)	(b)	(c)	(d)	(e)		(f)
5	Information Sharing	Review information sharing in accordance with Audit Commission Emergency Preparedness Self assessment Guide	M	Q4		Morag Embleton	KL to discuss with Morag Embleton.
6	Co-operation & Joint Working	Risk assessments discussed with contractors and key partners as appropriate	M	Q3		Ryan Jones	Flu Pandemic, Fuel crisis etc etc. KL to liaise with Ryan Jones.
7	Business Continuity Management	Ensure emergency response requirements are embedded in BC plans.	H	Q2		Jon Seed	
		Business Continuity Ex	H	Q4		Jon Seed	
8	Intentionally Blank						

Key:

- A Hunkin (AH)
- J Rees (JR)
- J Bray (JB)
- I Tippett (IT)
- K Laybourne (KL)
- Ian Bushnell (IB)
- D Williams (DW)
- P Simon (PS)
- P Little (PL)
- J Seed (JS)
- K Travers (KT)
- M Embleton (ME)

Key:

Priorities: High = Must achieve & has priority in time & resources; Medium = Should achieve; Low = Would like to achieve

Measure / Progress:

- Red = Not yet started
- Amber = Making Good progress;
- Green = Complete.

**Strategic Plan 2008-2018
Draft BDC Medium Term Plan (2008 -11)**

Theme: A safer and healthier Babergh
Lead officer: J Rees

HOS: A Hunkin

Outcome 16: The area is ready to respond effectively to emergency situations arising from environmental or other causes.

Overview – current

The Suffolk Resilience Forum, a multi agency county wide partnership, is the key body through which effective response to emergency situations in Babergh is enacted. This council operates as part of this wider arrangement and also forms part of the Joint Emergency Planning Unit, a partnership of local authorities in Suffolk, designed to bring expertise, increase capacity and foster mutual aid in relation to emergency planning.

In any emergency the Council would be working alongside a whole range of organisations ranging from the emergency services to the voluntary and community groups. Its role would vary according to the nature of the emergency for example setting up a rest centre for people evacuated from their homes but it would become the lead responder in the recovery phase of an emergency.

The risks associated with an ineffective response to this outcome are:

- That an emergency situation might be more likely to arise or its effects may not be appropriately mitigated. eg Flooding more likely to occur or excess damage caused.
- We are unable to respond as effectively as we should to an emergency situation

Overview – long term

The people of Babergh may or may not be called on to respond to a major emergency in this period. Any such emergency could be something we might have some time to prepare for eg pandemic or a sudden event such as an aircraft crash. It might relate to an event in Babergh itself or elsewhere for example the evacuation of thousands of people from coastal areas. The best outcome would be that it didn't happen at all but if it should then the outcome is that actions have been taken to mitigate the effects, particularly in regard to the health, safety and welfare of the people in the area. The aspects we would seek to influence are:

- Assessment of risk both in Babergh and affecting Babergh
- Actions to reduce risk where practical eg in relation to Flooding
- Effective plans to deal with the consequences of an emergency
- Testing of those plans
- Appropriately resourced arrangements and trained responders
- Communication with the public
- The recovery of the area and those affected after an emergency
- The council's (or successor's) own business continuity arrangements

The joint local authority arrangements currently in place in Suffolk for emergency planning may change over this period and any successor arrangements would need to ensure appropriate resourcing, expertise and mutual aid. A range of Suffolk wide plans covering different issues currently exist and will be developed and reviewed across this period. The council or its successor will need to ensure that it plays an appropriate role in any revised arrangements for emergency planning in the Suffolk.

Overview - Medium Term

In essence the factors we would seek to influence are those outlined in the longer term overview above. In relation to Babergh key medium term milestones are:

- The production of a local risk assessment for Babergh
- The completion of the council's arrangements for emergency planning including finalising the Major incident plan, completing staff recruitment, undertaking training and procuring further equipment
- Testing and embedding these arrangements
- Developing an recovery plan for the area
- Developing communications with the public
- Assessing the impact of specific issues on Babergh eg flooding and pandemic and developing appropriate actions
- Ensuring the business continuity of the Council
- Encouraging the development of emergency arrangements in Parishes and towns

In pursuing these milestones we will need to work with colleagues in the Joint Emergency Planning Unit, and contribute to and work in accordance with the overall arrangements for emergency planning in Suffolk. We will need to work with partners in different public services including emergency services as well as contractors and voluntary and community groups.

Local government reorganisation may have a potential impact in the medium term in that the arrangements for the Joint Unit may be affected and depending on the particular circumstances individual buildings such as the current council offices, which are key parts of our emergency response may cease to be used.

Our approach is to build a legacy in relation to emergency response which could be taken into any successor authorities and incorporated within future arrangements. This includes clear local risk assessment and plans, trained staff and equipment that can be transferred.

Maintaining budgets at current levels (plus inflation) will allow for progress to be made in these areas, however there is an impact in that staff need to be trained , tested and managers with emergency planning responsibilities need time to undertake this aspect of their jobs which is frequently seen as an extra. There may be additional expenditure arising out of the review on flooding and assessment of local risk, it is not possible to be specific at this stage. In the event of an emergency the council will be able to claim back some of its expenditure through the Government's Bellwin Scheme.

Strategic Plan Outcome/s :

Outcome 16: The area is ready to respond effectively to emergency situations arising from environmental or other causes.

Medium Term Outcomes (three year):

Key local risks have been identified with attendant actions underway to address high priority issues.

The risk of flooding and the severity of its potential effects has been reduced through the effective implementation of the Pitt report recommendations

Babergh District Council's arrangements in respect of emergency response have been tested, found to be effective and have been transferred as necessary to any successor authority.

Suffolk Resilience forum's emergency response arrangements continue to be tested and found to be effective.

Plans for recovery following an emergency have been prepared and tested.

Public awareness and understanding of the issues/ arrangements in respect of emergency planning has increased.

Babergh District Council's business continuity strategy has been approved and embedded across the council. Recovery plans have been developed for all services, tested and found to be effective.

Key actions needed (2008-2011)	Who do we need to work with? Lead org.	Baseline information	Indicators /Targets for each year			Key milestone dates	BDC role/ lead officer	Priority	Resource implications	Comments
			2008/9	2009/10	2010/11					
1. Undertake a local risk assessment and prepare action plan	Lead : BDC Suffolk Resilience Forum (SRF) Parishes	Community Risk register	Complete risk assessment Construct action plan	Implement action plan	Implement action plan (successor)	Jan 2009 for risk assessment	Kelvin Laybourne/ Janice Rees/ Risk Manager	H	Initially Within existing resources. However individual actions arising may result in additional expenditure	
2. Detailed examination of Pitt review , implementation of attendant action plan	Lead: SRF Env agency utilities	Pitt review Suffolk Flood review	Complete assessment of Pitt Review recs. Establish action plan/ targets	Targets/milestones to be established	Targets/milestones to be established (successor)	Summer 08 for assessment Specific milestones arising from this.	Andrew Hunkin	H	Initially within existing resources. However individual actions arising may result in additional expenditure.	
3. Embedding BDC's emergency response arrangements, subsequent testing and review.	Lead: BDC Joint Emergency planning Unit (JEPU)	JEPU performance assessment 06/07	Complete arrangements. Successful test	Review arrangements Successful test	Transfer to successor authority	Detailed action plan sets out specific milestones. Most actions set for completion before April 2009	Janice Rees/ Kelvin Laybourne	H	Within existing resources	
4. Development of recovery plan	Lead :SRF Vol sector JEPU		Development of Suffolk generic plan Assessment of Babergh input Awareness training for staff and members	Review and test plan	Transfer to successor authority	Awareness training before April 2009	Janice Rees/ Kelvin Laybourne	H	Initially within existing resources	
5. BDC business continuity strategy completed and embedded	Lead: BDC JEPU Mid Suffolk (memo of understanding)	Business continuity workshops March-June 2007	Complete arrangements and Test schedule	Develop annual progress review and testing of recovery plans	Transfer to successor authority		Andrew Hunkin/Jon Seed	H	Each recovery plan has resource implications, some will be within existing resources some not and may result in additional expenditure.	
6. Public awareness of arrangements/ engagement with Parishes/ towns	Lead: JEPU Specific Babergh actions : BDC	2008 Place Survey	Establish baseline Construct action plan	Implement action plan	Statistically significant improvement in 2010 Place survey	Place survey results late 2008.	Janice Rees/ Kelvin Laybourne	H	Some increased resources likely in 2009 to improve communication/ awareness	