

BUCKINGHAMSHIRE EMERGENCY PLANNING

JOINT BUSINESS PLAN

2010 - 11

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EXECUTIVE SUMMARY

This Business Plan covers the Local Authority Resilience / Emergency Planning (EP) service in Buckinghamshire as provided by the 5 local authorities (County and 4 Districts). It does not cover Milton Keynes.

The aim of the Buckinghamshire Councils' Resilience / EP teams is to ensure that the local authorities in Buckinghamshire are able to respond swiftly and proportionately to an emergency or critical incident whilst continuing to deliver key services.

The legislative basis of the Business Plan is primarily the Civil Contingencies Act, 2004 (CCA) with associated Regulations and statutory and non-statutory guidance. Other legislation is noted. Several new National Indicators have been identified.

The primary objectives of the Buckinghamshire Councils' Resilience / EP teams are stated, based around the framework legislation, other legislation and the needs of the Authorities.

The Buckinghamshire Councils' Resilience / EP teams are part of a multi-agency integrated emergency management system that relies upon the sharing of information and cooperation with professional partners. Professional partners are identified. Mutual aid between organisations and specifically the Buckinghamshire local authorities is currently on an informal basis.

The Plan identifies the key customers of the Buckinghamshire Councils' Resilience / EP teams – namely the citizens of Buckinghamshire, through the Elected Members and the Chief Executive Officers. Other “customers” are identified as the professional partners with whom the Buckinghamshire Councils' Resilience / EP teams have regular dealings.

The Business Plan includes a statement of resources available to the Buckinghamshire Councils' Resilience / EP teams.

Appendix 1 shows the organisation chart for the Buckinghamshire Councils' Resilience / EP teams.

Appendix 2 identifies a number of emerging issues for 2010 - 11.

1. PURPOSE OF PLAN

This plan has been agreed by all five councils and sets out priorities so that resources can be used more efficiently. It states what is intended to be achieved and the standards by which performance is judged.

2. DEFINITIONS

For the purpose of this plan the County Council Resilience Team and District Emergency Planning Officers are identified as the Resilience / EP teams. The term “county” refers to Buckinghamshire, excluding the area covered by Milton Keynes Unitary Authority, and where County Council and District Councils need to be differentiated they will be. “Local Authority” refers to both County and District Councils.

3. LEGISLATIVE BASIS

3.1 The Civil Contingencies Act (2004)

The primary legislation for the Buckinghamshire Councils EP teams is the Civil Contingencies Act (CCA) 2004. The Act itself is in two parts, and is largely enabling legislation.

Part One of the CCA deals with local arrangements for civil protection, under which the principal responding agencies are designated “Category One Responders”. Category One Responders (C1Rs) include local authorities (both County and District), the emergency services (including British Transport Police and the Maritime and Coastguard Agency), elements of the NHS (Primary Care Trusts, acute hospital trusts and Local Health Boards), the Environment Agency and the Health Protection Agency.

In support of the C1R are “Category Two Responders” (C2Rs) which include the utility companies, railway operators, airport operators, Strategic Health Authorities and the HSE all of which have a duty to share information and co-operate with C1Rs.

There are 7 specified duties for the Local Authorities. These are:

- Sharing Information
- Cooperation
- Risk Assessment
- Emergency Planning
- Business Continuity Planning
- Communicating with the Public
- Provision of Business Continuity Management (BCM) advice and assistance to the business community and voluntary organisations (Local Authority lead)

Part Two of the CCA deals with emergency powers arrangements at central government level for the most serious emergencies and is largely irrelevant here.

The CCA repeals all previous Civil Defence legislation, on which civil emergency planning has hitherto been based, but does not affect other existing legislation.

3.2 The Control of Major Accident Hazards (COMAH) Regulations 1999

The COMAH regulations implement the 1996 Seveso II Directive. Their aim is to prevent major accidents involving dangerous substances and limit the consequences to people and the environment of any that do occur. There are no COMAH sites in Buckinghamshire.

3.3 The Radiation Emergency Preparedness and Public Information Regulations (REPPIR) 2001

Local Authorities have a duty to make arrangements to supply the public with information following any radiation emergency and provide off-site plans for specified (by HSE) sites. The Authorities' generic Emergency Plans include details regarding warning and informing the public. There are no identified REPPIR sites in Buckinghamshire.

3.4 The Pipeline Safety Regulations (PSR) 1996

Local authorities have the duty to prepare emergency plans to deal with major accidents involving certain pipelines (Major Accident Hazard Pipelines).

3.5 Safety at Sports Ground Act 1975

Under this Act, the County Council is responsible for the provision of the annually reviewed safety certificate at designated sports grounds. This work is currently led by the Resilience Team.

3.6 Floods & Water Management Act 2010

This recent Act sees a number of duties assigned to the Upper Tier local authority, not least the coordination of strategic flood risk management and a number of subsidiary specific tasks. In the County Council this role has been assigned to the Head of Transportation, but the Resilience Team and EP teams will have a role to play in its implementation.

3.7 National Indicators

There are five National Indicators that are related to Emergency Planning / Resilience, but only one (NI 37) that is directly related. These are:

Indicator	Descriptor
35	Building Resilience to violent extremism
36	Protection against terrorist attack
37	Awareness of civil protection arrangements in the local area
188	Planning to Adapt to Climate Change
189	Flood and Coastal Erosion Risk Management

NI 35 and NI 36 relate to the Buckinghamshire Councils EP teams primarily through the promotion of BCM duty where that duty is held by the Buckinghamshire Council's EP teams (Buckinghamshire CC and Aylesbury Vale DC).

NI 37 is monitored by the Authorities' annual Place Survey (started 2009). The requirements of NI 37 will be implemented through the community resilience strategy, which will also action several statutory duties. NI 37 has been dropped from the Audit Commission's requirements for 2010-11.

NI 188 could be seen to be related to the Community Risk Register natural hazards sections.

NI 189 relates to the Strategic Flood Risk Management duty on the Upper Tier authority and the Resilience Team and EP teams will need to be involved. Specific roles will be allocated by the BCC Head of Transportation appropriate to authority and sector.

4. AIM OF THE BUCKINGHAMSHIRE COUNCILS' RESILIENCE / EP TEAMS

The aim of the Buckinghamshire Councils EP teams is to ensure that the local authorities in Buckinghamshire are able to respond swiftly and proportionately to an emergency or critical incident whilst continuing to deliver key services.

5. RESILIENCE / EMERGENCY PLANNING OBJECTIVES

To support the aim, there are several objectives (below).

5.1 To carry out the statutory and non-statutory functions and duties laid on the County Council and District Councils by Legislation, Regulations and Guidance issued by relevant Government departments (as described in Section 3 above).

5.2 To maintain appropriate and ongoing liaison with Category 1 and 2 Responders and professional partners to ensure that any major incident or disruptive challenge is met with a co-ordinated and combined response. This is to include:

- To continue to actively participate in the Thames Valley Local Resilience Forum (TVLRF) Working Group and sub-groups as required.
- Buckinghamshire Resilience Group (formerly Buckinghamshire Emergency Co-ordination Committee) - meetings quarterly.
- Buckinghamshire and Milton Keynes Voluntary Resilience Committee (B&MK VRC) (formerly County Volunteer Emergency Committee) – 3 meetings per year.
- County / District Emergency Planning Officer meetings – approximately once per month.
- Wycombe Wanderers Football Club Safety Advisory Group – 3 scheduled meetings per season.
- Joint Services Co-ordination Group – regional military / civil liaison forum – biannual.

5.3 To carry out appropriate risk assessments to inform the emergency management process. To include active participation on the TVLRF Risk Assessment sub-group and through it, the publication of the TVLRF Community Risk Register.

5.4 To ensure that the authorities are capable of responding to emergencies in the community. The Authorities will:

- Prepare generic and specific emergency plans in place to respond to emergencies in the community.

- Ensure that all local authority responders are suitably trained to undertake their possible tasks.
- Maintain an exercise regime that will rehearse local authority responders in their emergency response roles.
- Maintain the practical capability to respond to emergencies including the provision of an effective control centre from which to coordinate the Authorities' response.
- Provide a framework for nominated voluntary organisations within Buckinghamshire in which to train and exercise for a Buckinghamshire emergency response.
- Provide support to the Emergency Services in their response to an incident in the community.

5.5 To communicate with the public and professional partners:

- To maintain a high standard of public information and education for the general public.
- To support a system of warning and informing the public in the event of an incident affecting the community.
- To maintain a capability for providing routine warnings (severe weather, flood alerts and RIMNET) to designated professional partners.
- To ensure that the Local Authority is capable of leading the community in the Recovery phase.

5.6 To provide professional advice to the Chief Executive Officers, Strategic Directors, Heads of Services, Councillors and other members of the Local Authority as appropriate.

5.7 To maintain consistency and compatibility in operational procedures and plans across the five Local Authorities.

5.8 To support local authority resilience through joint agreements between similar services.

5.9 Where appropriate to Local Authority procedures, co-ordinate the Business Continuity Planning process within the authority, ensuring that the Authority is able to maintain its critical services (as far as is reasonably practicable).

5.10 Where appropriate to Local Authority procedures, to participate in the provision of Business Continuity Management advice and assistance to local businesses and voluntary organisations.

5.11 To enhance Community Resilience through the implementation of a Community Resilience strategy focussing on three areas:

- Individual / Family Resilience – through the development and distribution of a public education document and continuing the publication of an informative website (supporting implementation of NI 37 and the communicating with the public duty under the Civil Contingencies Act).
- Business Resilience – through the implementation of the duty to advise and assist the development of Business Continuity Management (BCM) to local businesses and voluntary organisations (supporting implementation of the provision of advice and assistance to local businesses and voluntary organisation duty under the Civil Contingencies Act).
- Community Resilience – through the development of a close working relationship with Parishes, advise and assist them in the preparation of Parish emergency plans, in line with the previously distributed Community Self-help Plan (supporting implementation of NI 37 and generic emergency planning under the Civil Contingencies Act) and in alignment with the recently released Community Resilience guidance documents from Central Government.

5.12 To follow up Central Government's several initiatives as they impact upon Emergency Planning. These include:

- The Government's response to the Pitt Review.
- The implementation of the reservoir off-site planning requirements.
- Cooperate with other Services in the implementation of NI189.
- Cooperate with Services with regards to the implementation of NI188.

6 PARTNERSHIP WORKING

6.1 Professional Partners

Professional Partners to the Emergency Planning service include:

- Category 1 responders within Buckinghamshire and the Thames Valley area. Category 1 responders include (local organisations in parentheses):
 - Police (Thames Valley Police)
 - Fire & Rescue Service (Buckinghamshire)
 - Ambulance Service (South Central)
 - Local Authorities
 - Health Protection Agency
 - Primary Care Trusts (Buckinghamshire PCT)
 - Acute Trusts (Buckinghamshire Hospital Trust)
 - Environment Agency
- Category 2 responders:
 - South Central Strategic Health Authority
 - Electricity companies
 - Gas companies
 - Telecommunications companies
 - Water companies
 - Network Rail
 - Train Operating Companies (primarily Chiltern Railways)

- Highways Agency
- Health and Safety Executive
- Other responders, including:
 - Voluntary Organisations
 - Armed Forces
 - Central Government
 - Regional Government (Government Office of the South East)
- District and County Council Services, including:
 - Adult Social Care
 - Children & Young People
 - Communications
 - Highways and Transport (Transport for Buckinghamshire)
 - Environmental Health
 - Building Control
 - Housing
 - Waste Partnerships
 - Engineering

6.2 Voluntary Organisations

Volunteers play a vital role in the combined response to a major emergency, and Buckinghamshire is fortunate to have a wide range of volunteer organisations to call upon. The voluntary organisations with whom the Buckinghamshire emergency planning services work are:

- British Red Cross Society
- St John Ambulance
- WRVS
- Radio Amateurs Emergency Network (RAYNET)
- Bucks Search & Rescue (BSAR)
- Bux and Oxon 4x4 Response Group (BORG)
- Federation of Women's Institutes
- Salvation Army
- Churches Together in Bucks

6.3 Mutual aid

There is a developing expectation that mutual aid will be provided across boundaries within the Thames Valley Police Area. Buckinghamshire's Resilience Team and Oxfordshire's Emergency Planning Unit have shared such an arrangement for some years as have the five Buckinghamshire Councils.

A Mutual Aid agreement is currently (Apr 09) in the process of being prepared by all Thames Valley Local Authorities.

District Councils can further increase their own resilience by setting up mutually supporting arrangements with other District Councils, in anticipation of an incident.

7 CUSTOMERS

The ultimate customers of the Buckinghamshire Councils are those members of the community who live and work in Buckinghamshire. In order to provide the emergency planning service, the functional customers are:

- Professional Partners, as identified in section 6.1.
- Chief Officers and other officers of the County and District Councils.
- Councillors of the respective Authorities.

8 STATEMENT OF RESOURCES

8.1 Personnel

The following are the current staffing establishments for emergency planning in the Councils. An organisational chart is included in Appendix 1.

Authority	Staffing Resources
County Council	1 x Resilience Manager 4 x full-time Resilience Officers 1 x Resilience Assistant (0.7fte)
Aylesbury Vale DC	1 x full-time Emergency Planning / Business Continuity Officer (currently seconded 20% to Chiltern DC).
Chiltern DC	Position vacant.
South Bucks DC	1 x part-time Emergency Planning Officer (0.4fte)
Wycombe DC	1 x part-time Emergency Planning Assistant (0.4fte) 1 x Emergency Planning Liaison Officer (0.05fte)

8.2 Facilities

The County Council has an Emergency Operations Centre in its Resilience Team offices, County Hall Aylesbury.

Each District Council has identified offices in their normal places of work that can be converted into emergency operations centres.

The former area office at Beaconsfield is used as a storage facility for County equipment and as a base for two of the voluntary organisations.

8.3 Equipment:

County Council equipment includes:

Quantity	Item
340	Sets of emergency clothing (various sizes)
136	Camp beds
100	Sleeping bags
100	Sleeping bag liners
75	Foil blankets/capes
200	Foil sleeping bags
200 male; 100 female	Toiletry packs
50	Baby change packs
8	Short-range radios and chargers
4	Satellite phones
3	Portable generators
1	Lighting set
3	Generators
Approx 15,000	Sandbags (empty)

450	Aqua-sacs (gel filled sandbags)
216	Food individual “hot packs”
10	13 litre Thermal Containers for hot food / drink (“Norwegian containers”).
2	Laptops for Liaison Officers with mobile broadband capability

District equipment includes:

- Rest Centre Management equipment
- Satellite phones
- Sandbags (some filled)

8.4 Finance

Council budgets for 2010-11 are as follows:

Council	Budget (£)
Buckinghamshire County Council	305,480
Aylesbury Vale District Council	85,300
Chiltern District Council	62,790
South Bucks District Council	15,220
Wycombe District Council	60,300

9 Service Provision / Formal Agreements

The County Council pays a retainer to Kenyons’ International Emergency Services for the provision of emergency mortuary assistance in the event of a mass fatality incident in Buckinghamshire and on agreement of activation by HM Coroner.

The County Council (Chair of the Wycombe Wanderers Football Club (WWFC) Safety Advisory Group) has a formal agreement with Buckinghamshire Fire & Rescue Service to conduct inspections of the stadium in accordance with the Regulatory Reform (Fire Safety) Order.

The County Council has paid for the Atlas Information Management System to support its capability to respond to emergencies. This is a 3 year agreement (expiring April 2012) and will enhance the effectiveness of the Council to coordinate its emergency response across its Services, including when operating away from the offices.

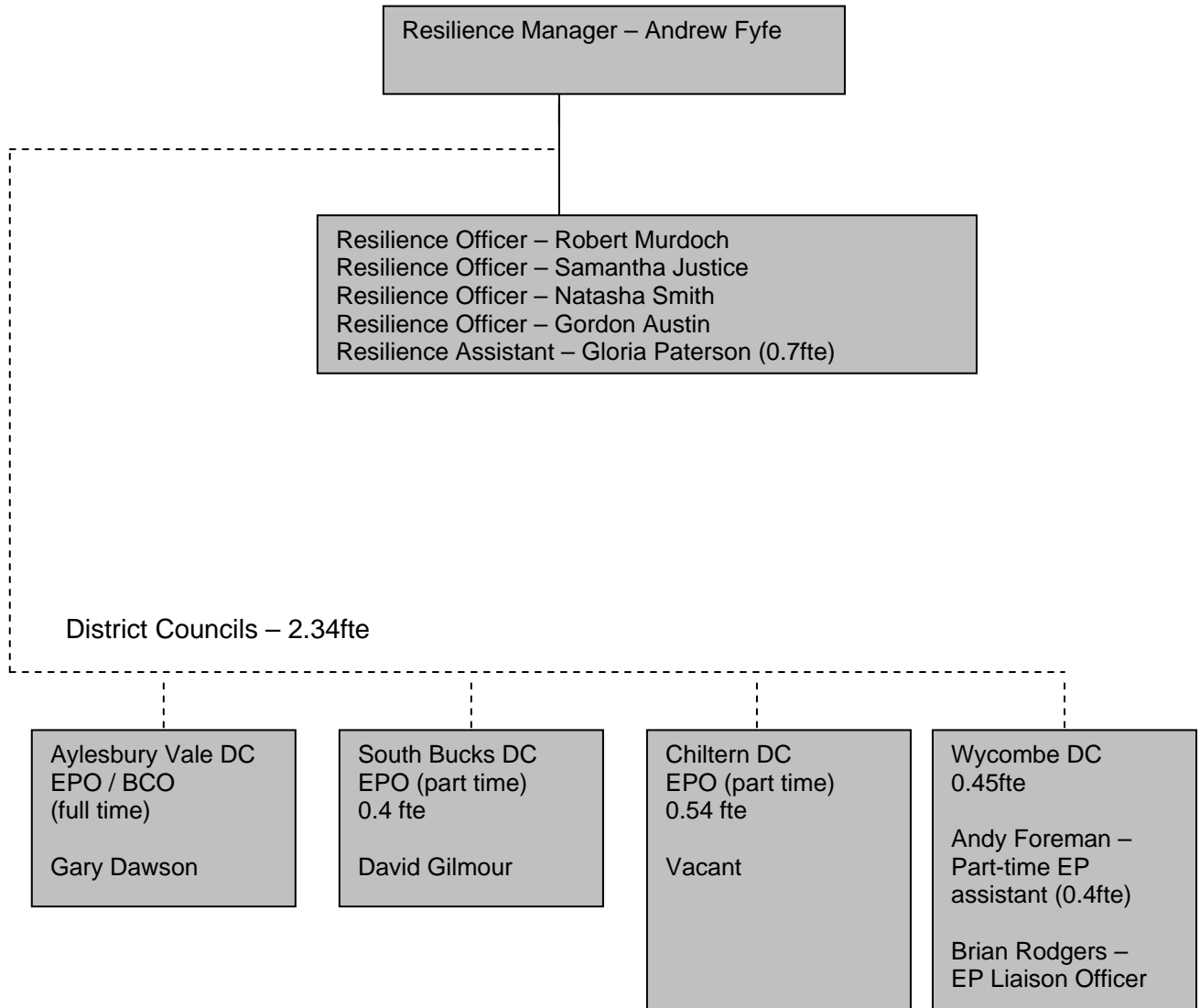
South Bucks DC maintains a contract with David Deane Associates for the provision of practical support in the event of flood emergencies.

Aylesbury Vale DC has a contract with Richard Ashford Ltd, civil engineering contractor, to provide out of hours cover for labour, plant & materials.

APPENDIX 1 - ORGANISATION CHART

The following is the organisational chart for the Buckinghamshire local authorities' emergency planning service.

County Council – Resilience Team – 5.7 full time equivalent (fte)



APPENDIX 2 - EMERGING ISSUES

In the 2010-11 financial year there are several emerging issues that may affect the manner in which Resilience / Emergency Planning is undertaken in Buckinghamshire. These include:

1. Governance. Following extensive considerations, it has been confirmed that there will be no Local Authority Joint Resilience Team / Emergency Planning Unit in the foreseeable future
2. Thames Valley Local Resilience Forum (TVLRF). The TVLRF recruited a full-time Business Support Manager part funded by all Category 1 Responders in the Thames Valley area. An administrative assistant has yet to be employed although a temporary assistant is in place. Funding for secretariat, administration, exercises and the website remains an issue.
3. The Civil Contingencies Act Enhancement Programme continues to look at the requirement for changes or developments to the Act.
4. Olympics. The Olympics in 2012 will see Dorney Lake being used for rowing and sprint canoeing. A Safety Advisory Group for Dorney Lake was set up in 2009 and this continues to meet regularly. Following the Beijing Olympics, sites that have been approved as training venues for the 2012 Olympics may start to be used as such. The Olympics Resilience programme is ramping up its efforts in order to ensure that there are appropriate plans in place to manage an incident.
5. Floods. The enactment of the Floods and Water Management Bill is likely to require the Resilience / EP Teams to undertake an increased role in flood risk management. Implementation of the Pitt Review continues.
6. The Reservoirs Act will require reservoirs of over 25,000m³ to have off-site plans prepared by the Local Authorities. Work on this will be limited to high risk reservoirs as identified by the Environment Agency as far as funds last. There are currently no identified reservoirs in Buckinghamshire that will require off-site plans though a generic off-site plan for all named reservoirs over 25,000m³ will be required.
7. Programmes. Community Resilience is climbing the Central Government agenda with the recent (March 2010) release of consultation documents. This is already a consistent theme in BCC's resilience agenda which foresees the development and delivery of a series of BCM workshops for local businesses and voluntary organisations and a series of community resilience / parish emergency planning workshops.
8. There is some Central Government led work being done on the Protection of Crowded Places. Town centre evacuation plans will be reviewed and revised.
9. Consultation guidance on excess body storage will be provided from central government.
10. The consequences of swine flu will continue to linger and there remains the threat that the 2010 flu season will have a higher impact than a normal flu season due to this. There is likely to be a programme of work considering the response to infectious diseases.

11. Technology. The National Resilience Extranet (NRE) will be set up in 2010. This will provide secure communications as well as other facilities.
12. Exercise Watermark – a national flooding exercise will take place in March 2011. Thames Valley LRF will be involved in this exercise.