

## Buckinghamshire County Council Resilience Team Business Plan

### Aim & Objectives of the Resilience Team

#### Aim

To create a resilient Buckinghamshire by ensuring that Buckinghamshire County Council is able to respond swiftly and proportionately to an emergency in the community (Emergency Management) as part of an integrated emergency response, whilst continuing to deliver key services (Business Continuity Management) and developing a more resilient community (Community Resilience).

#### Objectives (with links to Buckinghamshire County Council Aims from the Corporate Plan)

- Ensure compliance with the Civil Contingencies Act 2004, its Regulations and statutory and non-statutory guidance, specifically with regards to the application of the principles of Integrated Emergency Management.
- Ensure compliance with other legislation – COMAH (1999) Regulations, PS (1996) Regulations and REPPi (2001) Regulations.
- Ensure that the Council can respond effectively to an emergency in the community through the creation of generic and hazard specific (as appropriate) emergency plans, supplemented with training, exercising and plan maintenance with associated operational response planning, preparation and conduct. **(Council Aim – Helping the Most Vulnerable).**
- Specific hazard planning as required, for example, implementing the requirements of the Floods and Water Act, planning for infectious diseases, fuel shortage planning etc. This is most often dependent on Central Government / Ministerial direction and relates to the National Capabilities Programme and the Thames Valley Local resilience Forum sub-groups. **(Council Aim – Helping the Most Vulnerable).**
- Maintain the ability to respond to new hazards / threats. **(Council Aim – Helping the Most Vulnerable).**
- Provision / dissemination of routine warnings received from Met Office (Severe Weather warnings), Environment Agency (Flood warnings) and DEFRA (RIMNET), in accordance with Standard Operating Procedures (SOPs).
- Facilitating the Business Continuity Management process within the Council, owning the BCM policy, programme and corporate plan and acting as subject matter experts. **(Council Aim – Helping the Most Vulnerable).**
- Implementing the Community Resilience strategy:
  - 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). **(Council Aim – Helping the Most Vulnerable; Helping People to Help Themselves and Others; Working With You).**
  - 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). This will also be used as

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the driver for town centre evacuation planning (Aylesbury & High Wycombe) and the protecting crowded places agenda. ***(Council Aim –Helping People to Help Themselves and Others; Working With You).***

- 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 and linked to the communicating with the public statutory duty. ***(Council Aim – Helping the Most Vulnerable; Helping People to Help Themselves and Others; Working With You).***
- Olympics planning:
  - Chairing the Dorney Lake 2012 Safety Advisory Group to ensure that the safety management of the Olympic and Paralympic venue by LOCOG is appropriate.
  - Working with all professional partners in the contingency planning for the Olympics both specifically at Dorney Lake, and generically in Buckinghamshire and the UK as a whole.
- Chairing the Wycombe Wanderers Football Club Safety Advisory Group.

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## Statutory Framework & Indicators

### **The Civil Contingencies Act (2004)**

The primary legislation for the Buckinghamshire County Council's Resilience Team is the Civil Contingencies Act (CCA) 2004. The Act itself is in two parts, and is largely enabling legislation.

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)

The CCA is accompanied by Regulations, Statutory Guidance ("Emergency Preparedness") and non-statutory guidance ("Emergency Response and Recovery"). There is currently a Central Government CCA Enhancement Programme underway to refresh elements of the CCA and associated Regulations and Guidance.

### **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.

### **The Radiation Emergency Preparedness and Public Information Regulations (REPPPIR) 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 REPPPIR sites in Buckinghamshire.

### **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).

### **Safety at Sports Ground Act 1975 / Fire Safety and Safety of Places of Sport Act (1987)**

Under these Acts, the County Council is responsible for the provision of the annually reviewed safety certificate at designated sports grounds and the regulation of stands. This work is currently led by the Resilience Team.

### **Floods & Water 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.

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### **Central Government Data Requirements**

National Indicators have been replaced with Central Government Data Requirements (<http://www.communities.gov.uk/documents/localgovernment/pdf/1886052.pdf>).

The following have relevance to Resilience:

- 072-00 "contingency planning / capability for disease outbreak" relates to Emergency Management / BCM – as the responsible Government department is DEFRA, not Department of Health, this is related to animal disease outbreaks.
- 080-00 "Flood and coastal erosion risk management and sustainable drainage systems" – this relates to the Council's Strategic Flood Risk Management process, led by the Head of Transport with whom the Resilience Team cooperates.

### **Council Performance Indicator**

The one performance indicator for the Resilience Team relates to the otherwise non-statutory duty of community resilience – specifically motivating and advising the parish and town councils to prepare emergency plans for their community.

### **National Security Strategy (NSS) and Strategic Defence and Security Review (SDSR)**

#### ***From a report on the SDSR:***

1. The National Security Council has decided its strategic policy framework – the "adaptable posture". This comprises:
  - a. To respond to the highest priority risks over the next 5 years (to include counter-terrorism, cyber security, prevention of international military crisis and "focus cross-government effort on natural hazards, including major flooding and pandemics, and on building corporate and community resilience".
  - b. To respond to low probability / very high impact risk of large scale military attack by another state.
  - c. To respond to growing uncertainty about longer-term risks and threats, by pursuing an over-arching approach to risk management, capabilities, flexibility etc.
2. From this there are 8 National Tasks complete with Planning Guidelines. These include:
  - a. Identify and monitor national security risks and opportunities. Focuses on horizon-scanning, information acquisition, intelligence etc.
  - b. "Provide resilience for the UK by being prepared for all kinds of emergencies, able to recover from shocks and to maintain essential services. To deliver this we require:
    - Security and resilience of the infrastructure most critical to keeping the country running (including nuclear facilities) against attack, damage or destruction.
    - Crisis management capabilities able to anticipate and respond to a variety of major domestic emergencies and maintain the business of government.
    - Resilient supply and distribution systems for essential services.
    - Effective, well organised local response to emergencies in the UK, building on the capabilities of local responders, businesses and communities.
    - Enhanced central government and Armed Forces planning, coordination and capabilities to help deal with the most serious emergencies".

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3. One of the Defence Military Tasks is “supporting civil emergency organisations in times of crisis” – the current Military Aid to the Civil Authority.
4. Civil emergencies are in the same tier of risk as terrorism and cyber security. This includes severe influenza pandemic and major coastal / tidal flooding (note this may have an indirect impact on Bucks in mutual aid). Civil emergency work streams include:
  - a. Refocusing on highest priorities of terrorist attacks using unconventional (CBRN) weapons, major coastal / tidal flooding and severe influenza pandemic.
  - b. Improve flood preparedness throughout the country.
  - c. Develop the work of the National Resilience Capabilities programme to build generic capabilities to focus on high likelihood and medium impact risks.
  - d. Build community resilience to civil emergencies.
  - e. Enhance business resilience with the creation of a corporate resilience programme.
  - f. Enhance cooperation between category 1 responders and utilities / providers of national infrastructure.
  - g. Strengthen the national crisis management capability.
  - h. Continue with current Civil Contingencies Act Enhancement Programme (CCAEP), resilient telecoms (National Resilience Extranet, NRE, and High Integrity Telecomms System, HITS) etc.
  - i. Develop arrangements for national warning and informing system.
5. Energy Security is also an area of security risk, though primarily seen from an external or utilities provider perspective. However the impact of loss of energy providers should also be considered on the local level.
6. Impacts for the County Council / Resilience - comments:
  - a. Business resilience and the capability to respond to emergencies in the community is considered an essential element of the defence / security of the UK. Therefore those undertaking emergency management and business continuity management have a significant role to play.
  - b. The Resilience Team will need to adapt its plans to ensure that the government priorities are reflected and that new national plans are used as the framework for our hazard specific plans. This ties in with the National Capabilities Programme.
  - c. There is an increasing awareness that the critical national infrastructure is vulnerable. This is not the current focus of plans and will need to be considered. There will have to be a national lead on this through the capabilities programme. Legislation to make utility companies have to have effective emergency plans and business continuity plans would go a long way to enhancing the resilience of critical infrastructure. Current legislation for Utilities covers some elements of continuity of supply but whether this is sufficient is debatable – for example, note the 2007 floods in Gloucester, where the public sector was required to support the water company involved. There has been a recent document published on the management of critical infrastructure (“Keeping the Country Running: Natural Hazards and Infrastructure<sup>1</sup>”).
  - d. The importance of community resilience – our one non-statutory duty - has

<sup>1</sup> [<http://www.cabinetoffice.gov.uk/resource-library/consultation-keeping-country-running-natural-hazards-and-infrastructure>].

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been re-emphasized. It is concerning that there is an understanding of its relevance and yet no funds made available to do it.

- e. The duty of promoting (advising / assisting) BCM to local businesses and voluntary organisations will be of increasing importance.
- f. The Olympics raises the risk (likelihood x impact) of terrorism.
- g. The management of cyber risks needs to be included in ICT's remit.

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### **Resilience Team Principle Workstreams (2011-12)**

#### **Buckinghamshire County Council**

- The 3 principle strands for the Resilience Team are, with 2011-12 tasks:
  - Emergency Management (EM) - ensuring the capability of the Council to respond to an emergency in the community:
    - Emergency Plan – revise and maintain.
    - Completion of the Excess Body Storage Plan for infectious diseases.
    - Completion of the Mass Fatality Plan and validating workshop.
    - Completion of the Buckinghamshire fuel shortage plan and validating workshop.
    - Completion of multi-agency flood plan for Aylesbury and validating workshop.
    - Completion of River Great Ouse and River Thames multi-agency flood plans (utilising information from Ex Watermark).
    - Completion of generic off-site reservoir plan (utilising information from Ex Watermark).
    - Maintenance of Chesham culvert multi-agency emergency plan.
    - Completion of notifiable animal disease plan (utilising information from Ex Silver Birch).
    - Completion of Major Accident Hazard Pipeline plan.
    - Preparation of BCC Human Infectious Diseases Plan (dependent on TVLRF / NHS plan).
    - Preparation and maintenance of an alternate EOC and validation through exercise.
    - Update Resilience Team Standard Operating Procedures.
    - Identify and train sufficient new Local Authority Liaison Officers (LALO) for Tactical and Strategic Coordination Groups.
    - Continuation training for specific responders – LALO, EOC call-handlers and Strategic Management.
    - Dissemination of routine warnings (Severe Weather, Flood, RIMNET).
    - Prepare and conduct a voluntary organisation exercise.
    - Specific Olympic EM / BCM training and exercising for BCC Services.
    - Prepare and conduct a tabletop exercise for County Council on Olympic theme (Emergency Management and BCM).
    - TVLRF-wide planning and preparation for Olympics; LRF and national exercises.
  - Business Continuity Management (ensuring that the Council can respond to an internal disruption):
    - Business Continuity Management – corporate BCP revised and updated.
    - Incorporate BCM into County Council Olympics tabletop exercise.
    - Continued facilitation for Service BCM.
    - Maintain Resilience Team Business Continuity Plan.
  - Community Resilience (enhancing the capability of the Community to be self-reliant and resilient to any emergency affecting it):
    - Conduct BCM workshops for local businesses and voluntary organisations as required.
    - Conduct Community Resilience workshops for Parishes / Town Councils as required.
    - Completion of Aylesbury town centre evacuation planning and validating

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workshop.

- Town centre evacuation planning workshop for High Wycombe.
- Distribution of the LRF public education leaflet.
- Brief Local Area Fora (LAF) / Local Community Partnerships (LCP) and town / parish council groups as required.
  
- Sports Ground Legislation:
  - Ongoing chair of the WWFC SAG.
  - Ongoing chair of the Dorney Lake 2012 SAG.
  - Other non-designated sports grounds e.g. Marlow Town vs Luton Town.
  
- Miscellaneous:
  - Resilience Team Business Plan.
  - Transformation reviews – and implementation of output from Transformation.

### **Thames Valley LRF / National**

- Work to TVLRF work programme; participate in sub-groups and contribute to working group plans
  
- Olympics / Paralympics: Olympic resilience project – gap analysis and actions; TVLRF wide emergency plan; venue specific multi-agency emergency plan. Participation in national and local planning, training and exercising.
  
- Olympics / Paralympics: attend relevant meetings (GOE / UK Ops; Bucks 2012; TfB Coordination; LGA Olympic Resilience Project; TVLRF 2012 sub-group; South Central SHA; TVP planning group).
  
- Olympics / Paralympics: be prepared to respond to planning requirements with regards to other Olympic / Paralympic related events – e.g. Torch Relays, Live Sites etc.

## Relationships

### Key Relationships

#### Internal

- Leader, Cabinet Members and Councillors
- CEO
- Duty Director
- Strategic Directors
- Heads of Services
- Service Resilience contacts
- Service lead officers for BCM

#### External

- Category 1 & 2 Responders
- Voluntary Organisations (BSAR, BORG, BRCS, RAYNET, St John Ambulance, Salvation Army, Churches Together, WRVS, Bucks Federation of WI)
- Military (145 South Brigade, RAF Halton, 7 RIFLES).
- Parish / Town Councils
- Business Link, BELP, Town Centre Managers
- WWFC, London Wasps, Dorney Lake management
- LOCOG / ODA / LGA Olympic Resilience Team

## Resources

### Staff

There is an fte of 5.7, made up of 1 x Resilience Manager, 4 x Resilience Officers and 0.7 x Resilience Assistant.

### Budget

The 2011-12 budget is £290,060, (including an addition of £9000 for the Atlas Information Management System (AIMS) licence, meaning base budget of £281,060) of which £253,097 is taken up with salaries, NI and pensions and another approximately £22,373 for unavoidable costs (including AIMS), leaving approximately £14,590 available for training, exercises, publications and the implementation of all statutory duties. NOTE: As of Jun 2011, the overall budget was reduced by £22,000.

### Resources

The Resilience Team has a supply of equipment that will support it in its emergency response role. The team has access to a number of voluntary organisations who support it during an emergency.

The Resilience Team has several licences for the Atlas Information Management System paid for in 2009.

### Retainers

The Resilience Team pay Kenyons International Emergency Services a retainer (£2500 +VAT) to guarantee support in the event of an activation of the mass fatality plan or the requirement of support to store excess bodies in the event of an infectious disease outbreak.

The Resilience Team has an SLA with the Telephone Interpreting Service (£100) to ensure it has a capability for communicating with non-English speakers if required.

### Mutual Aid

The County Council has mutual aid arrangements with the other Thames Valley Local Authorities and Hertfordshire County Council.

## Horizon Scanning Issues

### General Issues:

- **National Security.** The National Security Strategy (NSS) and Strategic Defence and Security Review (SDSR) both include the requirement to be able to respond to civil emergencies and Resilience in general as a cornerstone of the UK's security.
- **Transformation / New Ways of Working.** Consistent with the consequences of the Comprehensive Spending Review and the Council's Transformation programme, the Resilience Team is facing cuts in budgets (reduction of 6% from 2010-11 to 2011-12). Possible mitigation could see accepting cuts, implementation of efficiency savings, consideration of joint working with other organisations and income generation projects.
- **New Ways of Working.** There appears to be a growing movement by the Council towards being a commissioning service, using more of the voluntary sector. Noting that, contractually, all service providers should have Business Continuity Plans (BCPs), to have subject matter experts in BCM would seem to be a sensible move, both to quality assure the BCPs during tender, but to audit the BCPs on a regular basis. Note that if the service providers fail, the responsibility for the service remains with the local authority and their denuded staff. Currently, the subject matter experts for BCM are in the Resilience Team.
- **NHS changes.** The changes to the NHS might impact County Council resilience with possible new tasks falling to the Resilience Team.
- **District Councils.** The unification of the CEO position in the southern District Councils may be followed by similar unification of other roles, including Emergency Planning. This may have a beneficial impact if funds remain to hire sufficient EPOs, but negative if not.
- **Impact of budget cuts on other organisations.** The impact of budget cuts on other Category 1 Responder organisations could have a significant impact on TVLRF wide capability, if they are not planned with efficiency in mind.
- **CCA Enhancement Programme (CCAEP).** The CCAEP continues. Revisions to Statutory Guidance are underway and there may be a change in the Law itself. Currently audit has been based on self-assessment and the Central Government bi-annual National Capabilities Survey. There may be more formal audit included following completion of the CCAEP.
- **National Priorities.** Increasingly, local priorities are being overwhelmed by Central Government's demands which are not being met by increased funds – this is confirmed by the SDSR. This redirects capacity from "local" issues and requirements. Strategic decisions will be required to identify whether there is capacity at the local level for all these activities.
- **TVLRF budget.** The financial cost of the TVLRF and its activities will reduce further the capacity of the Resilience Team. Although the Resilience Team is not subsidising the TVLRF per se, there will start to be costs raised for exercises – for example, the Recovery exercise in Sep 10 cost £50 per head. Although the RT will be able to pay for its staff, it is unlikely that other Services will be so

willing to pay for theirs. The financial cost of ensuring non-RT staff receive sufficient training will impact the RT's budget (see comment above).

**Opportunities / Hazards / Threats:**

- **Flooding.** The Floods & Water Act was passed in the last days of the Labour Government. This is led by Transport for Bucks, but some tasks may come to the Resilience Team. The Resilience Team will continue to plan to respond to flooding incidents as normal.
- **Community Resilience.** The Central Government Community Resilience project is unfunded and technically not a legal requirement (though it can be argued to fall into the Communicating with the Public statutory duty). However, it is an important element to the community and ties in with several other BCC programmes, such as the Localities agenda, the self-directed support programme of social care and Central Government's "Big Society". It also meets the needs of two of the CCA statutory duties. It is a Council performance indicator.
- **Olympics.** The Resilience Team is directly involved in the safety management oversight with a legal duty to be satisfied of the safety of spectators and participants at the sports ground for the duration of the Olympic and Paralympic Games.
- **Olympics.** The increasing proximity to the Olympics will mean that more resources / time will be put into the Olympic Resilience project and Dorney Lake 2012 SAG. This will include risk assessment, gap analysis, planning for gaps, training and exercising both at venue level, at BCC level and across the TVLRF area of responsibility. During the Games, the Resilience Team will be required to provide officers in the Control Room and maintain the Emergency operations centre in anticipation of an emergency.
- **Olympics.** Organisational resilience over the period of the Olympics will be an issue as staff either take holidays or volunteer to help. Services will need to ensure that they retain staff to manage routine services as well as any invocation of their BCP – including the capability of responding in an emergency.
- **Public Unrest.** Growing public disquiet regarding the increasing cost of living, cuts to salaries, inflation, increasing costs of fuel, increased student fees etc may see strikes and subsequent requirement for specific incident business continuity planning.
- **Reservoirs.** At some point, though it is not known when, Central Government will require the Council to prepare site specific off-site plans for identified reservoirs which have significant consequences if they fail. This should be accompanied by funds, but these are seen to be insufficient for the task and are unlikely to cover the cost of an external planner. Currently none of the County's reservoirs fall into this national category (based on a national risk assessment).
- **COMAH / REPPiR sites.** Currently there are no COMAH or REPPiR sites in Buckinghamshire. This may change with associated requirements.
- **Critical National Infrastructure (CNI).** There are growing concerns that the CNI may not be as resilient as expected. In particular this relates to the technical failure of the gas, oil, electricity, water supply and / or a failure in the telecommunications infrastructure (for more information see the Community Risk

Register, <http://www.thamesvalleylrf.org.uk/riskregister.ashx>). Appropriate plans will be required when further information is known on the risk.

- **Climate change.** The current advice is that weather conditions will become more extreme due to changes in the climate and that this will only get worse. The Council must maintain an appropriate emergency response capability to counter these changes.
- **Flu Pandemic.** Although the swine flu pandemic is now over, there remains the concern that avian flu may still mutate with a human flu virus with a significant impact or that a separate novel flu virus will emerge. Flu pandemic remains the highest risk facing the UK (as at 10<sup>th</sup> May 2011), based on impact and likelihood.
- **Horizon scanning.** The Resilience Team need to retain the flexibility to be able to plan for and respond to otherwise unforeseen specific hazards. New hazards to health and / or welfare (for example, swine flu, SARS) are constantly surfacing for which plans need to be prepared and / or adapted. The Government have regularly identified new threats (e.g. attacks on crowded places) and have required LRFs to focus planning on preparing capabilities to match these threats. Hazards may also arise locally – for example, emergency planning around the Chesham Culvert. The Council requires generic emergency management capability to prepare plans for such hazards and threats.