

Health & Wellbeing Scrutiny Panel

Agenda
Item:

A.4

Meeting Date: 4th October 2018
Portfolio: Cross-cutting
Key Decision: No
Within Policy and Budget Framework: Yes
Public / Private: Public

Title: Emergency Planning
Report of: Policy & Communications Manager
Report Number: PC 20/18

Purpose / Summary:

The purpose of this report is to provide a summarised overview of Emergency Planning.

Recommendations:

- The panel is asked to consider and comment on the report.
- After the implementation of new flood defences, the panel consider an agenda item on flood risk management and community resilience. This could be a joint panel with Economic Growth Scrutiny Panel.
- The panel is kept informed on the CRF performance against the National Standards.

Tracking

Scrutiny:	Health & Wellbeing Scrutiny Panel 4/10/18
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1. BACKGROUND

1.1 Introduction

The purpose of this report is to provide a summarised overview of Emergency Planning, with an emphasis on the links between this statutory function and the related panel remits. In particular: Carlisle Partnership, Community Centres, Community Development and Community Volunteering.

This report provides an overview of the statutory duty, partnership work and key areas for future development. The report does not cover the work undertaken by the Environment Agency on future Flood Risk Management as this topic has been discussed at the Economic Growth Scrutiny Panel. Future Flood Risk Management remains on that panel's work programme for this year.

Emergency Planning is a duty under the Civil Contingencies Act 2004 (CCA) and this function is facilitated by the Policy & Communications Team. Our ability to respond to an emergency is reliant upon cooperation from key roles within the Council and partnership working through the Cumbria Resilience Forum.

The Panel received updates on Emergency Planning through the Deputy Chief Executive's Flood Reports in 2017/18. The Final Flood Report was considered by the panel on 11 January 2018, updating the panel on the key developments of Reception Centres and the sign off the reviewed plan by Senior Management Team.

Emergency Planning was audit in 2015/16 and given a 'reasonable assurance'. In addition, a rolling improvement plan is maintained by the Emergency Planning Working Group, this officer group meets every three months to discuss Emergency Planning and Business Continuity.

1.2 Cumbria Resilience Forum

The Civil Contingencies Act 2004 required the formation of 'Local Resilience Forum' based on Police areas. In Cumbria, this is known as the Cumbria Resilience Forum (CRF).

The CRF brings together organisations to work together to prepare for, respond to and recover from emergencies. The CRF agreed a new strategy (CRF Strategic Delivery Plan 2018-20) in January 2018. A summary of the strategy, objectives and key actions is presented in Appendix A. Since the devastating floods in 2015 the CRF has focused on a development plan, created from the lessons learnt from the debrief reports.

1.3 Community Risk Register (CRR) and CRF Emergency Plans

Cumbria Resilience Forum works in partnership to create a Community Risk Register (CRR) which lists possible risks, their probability of occurring and potential impact. This risk register is presented in Appendix B.

The CRR provides information on risks together with an assessment of how likely they are to happen and the potential impacts and is published on the County's website. The CRR helps the CRF to make decisions on prioritizing emergency planning work with an emphasis on building relationships to improve capabilities and capacity.

The risks are presented in order of rating with the highest rating being coloured red. A national analysis has identified common consequences to the long list of risks. These are consequences that resulted from a range of risks that were unrelated in nature. For example, both 'localised fluvial (river) flooding' and a 'transport incident (fuel/explosion)' can lead to people being evacuated to a designated Reception Centre. The CRF has critically appraised its capabilities against the CRR to understand its current strengths and weaknesses relating to the common consequences.

Preparation for emergencies is formalised in plan writing. The key plan is the Cumbria General Emergency Plan, a public version of which is available on the County's website: <http://www.cumbria.gov.uk/emergencyplanning/planning.asp>.

To plan in more detail for known risks the CRF has two types of plans:

- Risk specific plans such as the Multi Agency Flood Plan
- Site specific plans such as MOD Longtown Offsite Plan

Overall, there are 11 risk-specific and site-specific plans in place for the CRF.

1.4 Exercises

The CRF runs a programme of exercises each year to test the plans and assure inspectorates we meet our statutory duties. So far this year we have participated in:

- Exercise Longbow - a test of multiple Emergency Assistance Centres across Carlisle
- Exercise Ferranti - major power outage workshop
- Pandemic Flu Exercise - a business continuity exercise based on a global Influenza Type Disease (Pandemic).

Preparation is underway for a MOD exercise in October and an exercise for Carlisle Airport later in the year.

1.5 Carlisle Emergency Plan

We prepare a Carlisle Emergency Plan that fits into the CRFs plans and sets out how the City Council will respond within the framework of the CRF. Each of these plans is on a review cycle and officers are included in consultation on changes before new versions are finalised. In this way we can be up-to-date with the changes in the CRF plans and ensure that lead officers can contribute to the drafting of new and reviewed plans.

The Carlisle Emergency Plan is being reviewed and updated annually, it will be signed off by Senior Management Team on 9 October 2018.

1.6 National Standards

The UK Cabinet Office's Civil Contingencies Secretariat has published a set of National Resilience Standards, including two business continuity standards.

The purpose of the standards is to set a nationally agreed view of 'what good looks like', for emergency planning and business continuity. Local Resilience Forums should be able to use these standards as a guide for improvement and as a yardstick for assessment and a basis for assurance. The standards are framed around two key terms:

1. *Capability* – a demonstrable ability to do or achieve something (*the scope of the capability*), under specified conditions (*set out in resilience planning assumptions*) to defined levels (*set out in resilience standards*).
2. *Readiness* - the ability to respond to emergencies irrespective of cause, type or specific characteristics.

The Resilience Standards define expectations at three levels:

1. *Mandatory, legal requirements* - legal duties or requirements that apply under relevant legislation.
2. *Good practice* - characteristics of capability that elevate it above the minimum, reflecting adherence to guidance.
3. *Leading practice* - characteristics of capability that demonstrate innovation without compromising coherence and interoperability with multi-agency partners. The list of standards is presented in Appendix C.

1.7 Recent incidents and incident debriefs

We have responded to the following incidents since 2017:

- *WWII Replica Device evacuation (16/11/17)*
Staff were put on standby if a Reception Centre was needed.
- *Surface water flooding on Oaklands Drive (22/11/17)*
Neighbourhood Services and Homelessness Officers responded to the emergency. The County Council have completed a flood investigation report (Section 19 report) with recommendations to reduce flood risk management.
- *Storm Eleanor (2 & 3/1/2018) flooding in Rockcliffe*
The CRF held a pre-incident teleconference throughout the duration of the storm event.
- *Snow / Adverse Weather (28/2/18 to 7/3/18)*
The CRF ran a Strategic Coordination Group throughout the duration of the emergency. Staff were on standby if a Reception Centre was needed for stranded train passengers and motorists. A debrief report has been completed by the CRF.
- *Drought (19/7/18 to 24/8/18)*
The CRF held information sharing teleconferences throughout the drought to share situational awareness and discuss actions to address emerging issues.

1.8 Community Emergency Planning

ACTion with Communities in Cumbria (ACT) is working with communities to raise awareness of, and support, Community Emergency Planning and Resilience. Community Emergency Plans can help to minimise the impact of an emergency and help communities to recover more quickly. Communities are being encouraged to plan for extreme weather events, and other types of emergencies, to:

- Be better prepared for an emergency
- Know what to do, before outside help and emergency services can arrive
- Work with emergency services and other agencies effectively, using local knowledge
- Recover more quickly and effectively after an emergency

The current position in Carlisle is presented in table 1, work is ongoing with communities and groups to develop more plans.

Table 1: Community Emergency Plans in Carlisle

Group/Community	Plans in place
Stockdalewath	Yes
Willowbank, CA2*	Yes
Willow Park, CA1*	Yes
Willowholme	No – but informal plan previously in place
Rickerby	No
Low Crosby	Yes

*Newground developed these plans with the community.

1.9 The Big Lottery funded Rebuilding Together project

As part of the Rebuilding Together programme ACT is supporting communities across the county with Community Emergency Planning and resilience activities, to help them prepare for, respond to and recover from an emergency.

The ‘Rebuilding Together’ programme (2016-2019), led by Cumbria CVS and delivered in partnership with Cumbria Action for Sustainability (CAfS) and ACT; three local charities with a long history of working together to support Cumbrian communities and organisations. The programme started in October 2016, more detail on this project is presented in promotional flyer in appendix D.

1.10 Community to COBR (Cabinet Office Briefing Room) Conference

A Community to COBR Conference was held in November 2017 to assist emergency services and communities to plan how they will work together during an emergency. The conference was well attended by CRF agencies and community groups. The conference built on the learning from the Community Resilience Conference held in October 2014. The minutes of both conferences are presented as ‘visual minutes’, illustrations of the key issues and main discussion points.

The ‘visual minutes’ of the Community to COBR Conference provide an excellent overview of community emergency planning and the links through to CRF responding organisations. A snapshot of the illustration is presented overleaf.

Appendices
attached to report:

Appendix A: CRF Strategic Development Plan 2018-20

Appendix B: Community Risk Register 2017-2018

Appendix C: UK Resilience Standards

Appendix D: Rebuilding Together Project details

Note: in compliance with section 100d of the Local Government Act 1972 the report has been prepared in part from the following papers:

- **None**

CORPORATE IMPLICATIONS:

LEGAL -

FINANCE –

EQUALITY –

INFORMATION GOVERNANCE –

Appendix A: CRF Strategic Development Plan 2018-20

Strategy

Strategic Intent

To ensure that all members of the Cumbria Local Resilience Forum are working together to plan for, resource and respond to events and emergencies in Cumbria and facilitate recovery where necessary.

Strategic Objectives

- Maximise the safety of the communities in Cumbria by assessing and prioritising threats and risks pertinent to this county (whilst be cognisant of the need to support the regional and national response if required) and ensuring an appropriate response to and recovery from an emergency.
- Ensure all emergency plans are developed, reviewed and refreshed in accordance with current guidance and ensure that resources and arrangements are capable of responding.
- Develop training and accreditation plans and deliver them at the strategic, tactical and operational levels to maintain existing skills and develop new skills as required.
- Develop resilience arrangements within our communities, maximising self-resilience and integration with responders.
- Ensuring our communities are informed and aware of the threats and risks that we are addressing and that they are consulted with regarding plans and responses.

To enable the objectives to be met by 2020 there are shorter term goals that are to be delivered in 2018.

The expected outcome for the work of 2018:

To provide improved arrangements that are increasingly robust, resilient and agile to protect the communities of Cumbria in an ever changing environment where dynamic natural & human threats give rise to security & safety risks.

2018 Goals

- 1) Implement the learning from the experiences of incidents particularly the flooding of 2015.
- 2) Deliver the Cumbria Resilience Forum Delivery Plan.
- 3) Better integrate communities into the response arrangements of the Local Resilience Forum.
- 4) Strengthen the capability of the LRF by raising funds and recruiting an LRF Manager, which will increase the capacity of the LRF Management and Secretariat functions.

Appendix B: Community Risk Register 2017-2018

Cumbria Community Risk Register 2017-18



This is the Cumbria Community Risk Register. It has been put together by representatives from the Cumbria Resilience Forum (CRF). We use this risk register to help us prioritise our work in planning for emergencies and exercising our plans.

Reviewed 21st May 2018

Likelihood	Impact	Rating	Descriptor
-	-	VERY HIGH	Combinations of risks being realised at the same time. Concurrency of impacts and consequences.
5	4	VERY HIGH	Localised Fluvial Flooding
4	5	VERY HIGH	Pandemic Influenza
4	4	VERY HIGH	Fluvial Flooding
3	4	VERY HIGH	National Electricity Transmission

Likelihood	Impact	Rating	Descriptor
4	3	HIGH	Food Supply Contamination
4	3	HIGH	Localised Surface Water Flooding
4	3	HIGH	Severe space weather
4	3	HIGH	Emerging Infectious Diseases
3	3	HIGH	Carlisle Infirmary Evacuation
3	3	HIGH	Railway Accident
3	3	HIGH	Localised Coastal Flooding (Regional)
3	3	HIGH	Fuel Tanker Drivers

Likelihood	Impact	Rating	Descriptor
5	2	MEDIUM	Landslide
5	2	MEDIUM	Water Pollution (inland)
4	2	MEDIUM	Fuel Supply (insolvency)
4	2	MEDIUM	Regional Electricity Transmission
4	2	MEDIUM	Biological Substance Release
3	2	MEDIUM	Storms and Gales
3	2	MEDIUM	Cold and Snow
3	2	MEDIUM	Animals
3	2	MEDIUM	Public Mass Transportation
3	2	MEDIUM	Telecommunications
3	2	MEDIUM	Heat wave
3	2	MEDIUM	Drought
3	2	MEDIUM	Poor Air Quality
2	3	MEDIUM	Gas Terminal Pipeline Incident
2	3	MEDIUM	Hazardous Liquids Supply Infrastructure
2	3	MEDIUM	Offshore oil/gas Platform
2	3	MEDIUM	Coastal Flooding
2	2	MEDIUM	Gas Supply Infrastructure
2	2	MEDIUM	Water Supply Infrastructure
2	2	MEDIUM	Wildfires
2	2	MEDIUM	High Consequence Dangerous Goods
2	2	MEDIUM	Earthquake

Likelihood	Impact	Rating	Descriptor
2	2	MEDIUM	Localised Toxic Release
2	2	MEDIUM	Inland Passenger Vessel
2	2	MEDIUM	Transport Accident (fuel/ explosives)
2	2	MEDIUM	Bridge Collapse or Long-term Closure
2	2	MEDIUM	Sea Passenger Vessel
2	2	MEDIUM	Localised Aviation Accident (Hazard)
1	4	MEDIUM	Civil Nuclear
1	3	MEDIUM	Chemical gas supply infrastructure (pipelines)
1	3	MEDIUM	Aviation Crash
1	3	MEDIUM	Reservoir /Dam Collapse
1	3	MEDIUM	Finance/Banking

Likelihood	Impact	Rating	Descriptor
4	1	LOW	Prison Officers
4	1	LOW	Influx British Nationals
4	1	LOW	Volcanic Eruption
3	1	LOW	Forest or moorland fire
2	1	LOW	Localised Industrial Accident
2	1	LOW	Building Collapse
2	1	LOW	Radiation Exposure from Stolen Goods
1	2	LOW	Gas Supply Infrastructure (high pressure pipelines)
1	2	LOW	Biological Pathogen Release
1	2	LOW	Maritime Pollution
1	2	LOW	Public Disorder
1	2	LOW	Industrial Explosion/ Fire
1	2	LOW	Localised Aviation Accident
1	2	LOW	Gas Pipeline (localised)
1	1	LOW	Accident within intertidal zone
1	1	LOW	Shipping Accident (hazardous material)

The following categories are excluded from the Cumbrian Community Risk Register by reason that individual hazard criteria as laid down by central government cannot be met within this County

Fuel Supply Infrastructure (installations)
Fuel Supply Infrastructure (Pipelines)
Toxic Chemical Release
Radiation release from foreign nuclear
Surface Water Flooding

Relative Impact	Catastrophic (5)	HIGH	VERY HIGH	VERY HIGH	VERY HIGH	VERY HIGH
	Significant (4)	MEDIUM	HIGH	VERY HIGH	VERY HIGH	VERY HIGH
	Moderate (3)	MEDIUM	MEDIUM	HIGH	HIGH	HIGH
	Minor (2)	LOW	MEDIUM	MEDIUM	MEDIUM	MEDIUM
	Limited (1)	LOW	LOW	LOW	LOW	LOW
		Low (1)	Medium Low (2)	Medium (3)	Medium High (4)	High (5)
Relative Likelihood						

What we're doing:

The County Council Resilience Unit and partners from the Cumbria Resilience Forum maintain a well established 'Cumbria Emergency Plan' which contains comprehensive general arrangements for responding to emergencies in Cumbria. It guides us in how to deal with the sort of emergencies identified in this risk register. We also have specific plans for some Very High and High risks – for example, a Pandemic Influenza Plan and a Flood Plan. All the organisations involved in the Cumbria Resilience Forum (For example: Police, Ambulance, Fire Service, Local Authorities and NHS England) regularly train together and exercise our plans. This means we are ready to respond when we need to.

What you can do:

We don't like to think about emergencies happening, but nowhere is totally safe. An emergency can happen anywhere. What would you do if the Police knocked on your door in the middle of the night to ask you to leave your home because of the danger of a nearby emergency? Would you be ready?

Families and households can and do cope with emergencies by preparing in advance and working together as a team. Knowing what to do is your best protection and your responsibility

The chances of being involved in a major emergency are low however, it could happen. The following outline the key things you can do to help prepare you and your family in the event of a major emergency.

- Think about the type of major emergencies that could affect you and your family
- Think about what hazards and risks you face in your home and take action to reduce the risk to your family
- Develop a household *PLAN* for responding to an emergency
- Prepare the equipment, food and water you will need
- Make sure your children know what to do in the event of a major emergency and practice your emergency plan
- Don't forget the safety of your family pet

For more information visit www.cumbria.gov.uk/emergency

Appendix C: UK Resilience Standards

Phase 1:

1. LRF Governance
2. Risk communication with the public
3. Strategic Coordinating Groups: preparation and operation
4. Strategic Coordination Centres: preparation and operation
5. Information sharing and information management

Phase 2:

6. Risk assessment
7. Contingency / emergency planning
8. Training and Exercising
9. Interoperability
10. CBRN
11. Recovery
12. Business continuity management
13. Business continuity promotion

Phase 3: Future Standards

14. Warning and informing
15. Human aspects / humanitarian assistance
16. Community resilience development (Consultation 17 September - 9 November 2018)
17. Site clearance
18. Evacuation and shelter
19. Flooding
20. Cyber Incident Preparedness (Consultation 17 September - 9 November 2018)
21. Pandemic flu (Consultation 17 September - 9 November 2018)

Appendix D: Rebuilding Together Project



Community Resilience & Emergency Planning

As part of the Rebuilding Together programme ACTion with Communities in Cumbria (ACT) is supporting communities across the county with Community Emergency Planning and resilience activities, to help them prepare for, respond to, and recover from an emergency.

Resilience

Resilience is the ability to face challenges and recover quickly from them. Resilient communities work together, planning how to address challenges and encouraging local, personal and household resilience.

Resilience is not always about situations involving a 'blue light response' from the emergency services. Community resilience includes good neighbourliness in supporting those who may be more at risk

Getting together as a community to share experience from situations like the 2015 flooding - how people were affected, and how they responded - helps to identify the potential risks, and positive actions to encourage in the future.

ACT can help you to have these conversations to build community resilience and consider setting out the community response in a Community Emergency Plan.

Community Emergency Plans

It is not the role of the community to take on the responsibility of the 'blue light response' agencies. However, a Community Emergency Plan can help you prepare for an emergency; organise neighbourly help during an incident; make appropriate links to emergency services and local authorities; and assist with recovery after the event.

ACT can help you to create an appropriate plan for your community, bringing together the experience of others, and providing guidance and a template plan to get you started. We can also help you make contact with the relevant agencies to access other support and services.

For more information about how we can support your community, contact us on:

Tel: 01228 817592

Email: info@cumbriaaction.org.uk

Visit: www.cumbriaaction.org.uk/WhatWeDo/CommunityEmergencyPlanning.aspx

Rebuilding Together

Rebuilding Together is a 3 year BIG Lottery funded programme to build the resilience of people, communities and organisations in Cumbria, helping them to prepare for events similar to the devastating floods of December 2015. The programme is led by Cumbria CVS and delivered in partnership with ACTion with Communities in Cumbria (ACT) and Cumbria Action for Sustainability (CAfS).



Cumbria CVS will provide support to voluntary and community organisations to help them develop resilience and continuity plans that minimise the impact of potential emergencies or disruption and will also provide support and training to individuals who may wish to volunteer to help respond in the event of an emergency. Visit: www.cumbriacvs.org.uk



CAfS is helping people to adapt their homes and community buildings to cope better with increased rainfall and flooding, and use less energy. It is also supporting community projects to tackle climate change, a cause of extreme weather. Visit: www.cafs.org.uk



LOTTERY FUNDED

ACT champions community and rural issues

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[http://www.cumbriaaction.org.uk/Portals/0/ACT%20Information%20Sheets/Rebuilding%20Together%20leaflet%20\(ACT\)%202016-12-14.pdf?ver=2017-03-09-114116-033](http://www.cumbriaaction.org.uk/Portals/0/ACT%20Information%20Sheets/Rebuilding%20Together%20leaflet%20(ACT)%202016-12-14.pdf?ver=2017-03-09-114116-033)