

COMMUNITIES DIRECTORATE

Emergency Planning Group

ANNUAL OPERATING PLAN 2008/09

Director: Clive Bainbridge Unit Manager: David Cloake

SECTION ONE: SERVICE PROFILE

1.1 PURPOSE OF THE SERVICE

Our purpose is to ensure that Local Government in the County meets its obligations under the relevant legislation covering civil contingencies.

1.2 OPERATING CONTEXT

Legislation & Delegation

Principal legislation is the Civil Contingencies Act 2004, the Health & Safety at Work Act 1974 and any Orders, Regulations and other subordinate legislation made under, or having effect by virtue of, these Acts.

Civil Contingencies Act 2004

This places formal emergency planning duties on all local authorities and identifies a wide-ranging role as a core responder (Category 1) and community leader in the emergency planning process. The legislation commits the authority to:

- plan for, and respond to, a broad range of emergencies that could occur within the authority's area of service. This should include the following activities:
 - risk assessment
 - warning and informing
 - emergency preparedness and response
 - information sharing
 - co-operation with key partners
- be resilient as an organisation with suitable business continuity arrangements in place to ensure that critical functions can be delivered during an emergency
- promote the benefits of business continuity to the local community thus enhancing community resilience and response.

There is increasing pressure for Category 1 responders to achieve BS 25999, the recognised standard in business continuity management.

Nationally, recent emergencies such as flooding, and publicity over potential emergencies such as an influenza pandemic, have sensitised the general public to the emergency planning function. It can be argued that local emergencies such as the earthquake incident in 2006 in East Kent further enhance sensitivity. This has raised expectations about the quality of the response provided by public authorities, including local government and the emergency services. Likewise, since the introduction of the Civil Contingencies Act, there is a greater expectation for local authorities to take an active role in the broad range of civil protection planning and response activities.

The continued threat of terrorist activity against the general public, particularly the

increased risk of iconic site or infrastructure attack, has also contributed to higher public and political expectation of emergency planning and resilience activity within the county from all key players.

In accordance with the Civil Contingencies Act and associated guidance, KCC contributes to the county risk assessment process. As a result of this detailed evaluation, KCC must make clear its role in the reduction of risk, risk management and response portfolio.

Local authorities are becoming pivotal in local resilience planning. The role of the emergency planning officer is vital to underpin partnership working, acting as a key enabler and supporter of essential work streams, regardless of agency lead or primacy. The authority must be dedicated to this important role to ensure that in a time of emergency the county can respond in an integrated, cohesive fashion with public protection and assistance at the heart of its activity.

In addition, the authority is subject to specific regulations regarding off-site planning and public protection:

Radiation (Emergency Preparedness & Public Information) Regulations 2001

- Dungeness A & B nuclear sites

Control of Major Accident Hazards 1999

- Glaxo Smith-Klein, Dartford
- Givaudan International, Ashford

Pipeline Safety Regulations 1996

- Various high hazard pipelines.

Key Drivers in 2008/09

The key drivers for this year are to further improve the effectiveness of emergency planning and response, building on lessons learned from recent emergencies; harmonise planning principles across the county and ensure KCC Services have appropriate business continuity plans in place that enhance the understanding of the organisation and improve business planning and resource allocation. Key projects / developments and actions produced in response to these drivers and planned for 2008/9 are listed in section 2.4.

Perception and Influences

With the apparent increase in emergency situations taking place across the country, coupled with a heightened awareness of malicious and non-malicious risks, it is important the expectations of high profile stakeholders are managed accordingly. These stakeholders include not only partner responders but also politicians, chief officers and the public at large. It is, therefore, vital that as a Category 1 responder and community leader, KCC discharges its legal and moral obligations under the civil contingencies agenda.

Partnership Working

Within the civil contingencies arena there is a broad range of statutory and non-statutory responders and partners, each with their own agenda, therefore it is vital that effective partnership working is maintained to benefit this work stream and demonstrate compliance with the Civil Contingencies Act. It is essential that KCC takes a lead role in partnership working, acting as a community leader in this area of work, facilitating the highest possible levels of trust and confidence amongst the

partners, regardless of mandate, perceived importance or size of the organisation.

KCC: Cross-Directorate Working

A key objective of the proposed improvements will be the desire to enhance corporate capability in the field of civil contingencies. This will not only include improvements within the Communities Directorate, but will embrace all KCC directorates to ensure high standards of corporate capability across the emergency planning spectrum. To achieve this, it will be essential that all directorates play their part and provide adequate resources to ensure that these objectives can be met.

KCC: Directorate & Division Working

As part of the Communities Directorate we share its Vision “together we’re better” and our services are aimed at improving, involving and impacting on the people of Kent.

The Directorate has a range of key internal services that support a range of plans or provide specific services in the event of an emergency. A good example of this is the work of the Trading Standards team and contingency plans surrounding animal health, such as Blue Tongue and Foot and Mouth outbreaks. It is essential that a close working relationship is developed and maintained to ensure that suitable crisis management arrangements dovetail into response plans to ensure that all aspects of these events are properly coordinated. Likewise, it is essential that key service deliverables within the division, such as the Community Warden service, are developed in partnership with the emergency planning function to ensure that these services are deployed to the greatest effect.

Service Level Agreement (SLA) with District Councils

A core activity of the team is the provision of services under a SLA with the majority of district councils within the county, which provides direct planning services, supporting the discharge of their direct duties as a category 1 responder. At this time, two of the eleven districts that are served by this arrangement are considering alternative arrangements, and this is still under discussion. The appointment of a new head of service has provided the opportunity for new thinking to be applied this arrangement, with a view to promoting a “one Kent” vision in the field of emergency planning. This work is in its infancy, but it is envisaged that the majority of district partners will look favorably at this view, thus underpinning peer support.

1.3 USERS

The group provides a range of services across a wide spectrum of organisations and stakeholders, including:

- district councils
- emergency services
- members of the public
- KCC internal customers, including members
- voluntary agencies
- national organisations
- faith groups

Under the requirements of the Civil Contingencies Act 2004, all those classed as a Category 1 responders, including KCC, have to formally cooperate and share information with other organisations in the resilience community. This task is formally discharged via the Kent Resilience Forum with KCC taking a proactive role

in a range of primary and secondary work streams associated with the group.

Co-operation is also essential in fostering confidence in the council's ability to perform in this important area of work. As a core responder, user focus is vital to ensure the authority delivers its key support and social care mandate in a time of need. It is essential this agenda reflects the range of diversity issues to be addressed, including disabilities, different faiths and beliefs, etc.

1.4 REVIEW OF PERFORMANCE 2007/08 **Key Performance Indicators**

Indicator	Actual performance 2006/2007	Estimated performance 2007/08	Target 2008/09
Satisfactory reception of emergency alerts	100%	100%	100%
Attendance on courses at Emergency Planning College	100%	100%	100%
A range of new targets can be found in Section Developments 2008/09			

Key Achievements / outcomes in 2007/08

Tour de France

The Emergency Planning Group played a leading role in developing contingency arrangements for Stage 1 of the Tour de France on 8 July 2007. The event passed off successfully and showcased Kent as a venue for world class sporting events.

A number of emergencies occurred during the year to which the Emergency Planning Group responded. Notable amongst these were:-

- The Folkestone Earthquake, 28 April 2007.
- A serious road traffic crash on the A20 between Dover and Folkestone, 30 June 2007.
- Gas explosion in Folkestone, 10 October 2007.
- Storm tide surge, 9 November 2007.

In responding to these emergencies the group worked alongside the emergency services, district councils and other responders to support them and contribute to mitigating the effects of the emergency on the public directly and in directly affected.

In addition, the group took a leading or significant role in providing 116 training events and exercises. Notable amongst these were two locally delivered Civil Protection Seminars for local authority staff, funded and administered by the Group and provided by the Cabinet Office Emergency Planning College.

1.5 SERVICE COMPARISON

At this time, there is no data or information to make a comparison with regards to capability or delivery of the emergency planning agenda. If desirable, the authority can look at a range of other standards to assess comparison with its own service.

National Capabilities Survey

In 2008 a survey will be completed by Category 1 responders as part of the Government's programme to make the country more resilient to disruptive events. Conducted every other year, the survey will provide an up-to-date picture of

preparedness and help to plan improvements. Completed questionnaires will be sent to the Regional Resilience Team where they will be evaluated and a report on the overall situation in the county will be produced. This process should make it possible to make comparisons with other counties in the region.

Independent audit

Other councils (such as the London Borough of Southwark) have conducted extensive independent audits on their emergency arrangements. This can provide a valuable insight from an expert and is worth consideration in the future.

SECTION TWO: PRIORITIES & OBJECTIVES

2.1 KEY RESPONSIBILITIES OF THE SERVICE

	Key Corporate / Directorate Targets	
PLAN	TARGET	LEAD OFFICER
LAA 2	Contribute to Safer Communities	David Cloake
Directorate Priority	Contribute to the improvement in health and well being of the people of Kent	David Cloake
Directorate Priority	Support the development of recruitment and retention practices which improve the % of disabled people who are employed.	David Cloake
Directorate priority	Achieve ISO 14001 Environmental Management System roll-out by 31 December 2008	Tony Harwood
Directorate Priority	Develop and demonstrate cross-unit and partnership working	David Cloake

Towards 2010 detailed action plans can be found at

<http://www.kent.gov.uk/publications/council-and-democracy/towards-2010-action-plans.htm>

2.2 OPERATIONAL OBJECTIVES

To:

- ensure KCC, within its mandate as a responder and in accordance with the law, plans for and responds to a broad range of civil emergencies that could occur within the county, or to the authority
- ensure arrangements for district councils, partner agencies and the voluntary sector are fully integrated
- consolidate KCC's position as a community leader in the area of responsibility, fostering confidence and commitment from a broad range of stakeholders and promotes effective partnership working.

These business objectives are monitored to ensure they will be delivered. Risks associated with potential non-delivery and the controls in place to mitigate those risks, have been assessed and documented as part of the annual operating plan process. Separate risk management plans, including separate business continuity plans, have been developed as necessary".

2.3 CORE SERVICES AND FORECAST ACTIVITY LEVELS

Retention and development of high quality detailed emergency planning and business continuity activities

- Ensuring the over-arching KCC Major Emergency Plan is maintained to the satisfaction of the Chief Executive, including the ability to activate an appropriately equipped County Emergency Centre.
- Work, principally via an identified lead Emergency Planning Officer, with each of the KCC Directorates to ensure that they have effective and up-to-date plans for delivering their element of the response to a major emergency.
- In conjunction with other Category 1 and 2 responders, maintain a formal Community Risk Register for Kent, as required by the Civil Contingencies Act.
- In conjunction with other Category 1 and 2 responders, maintain appropriate methods of warning and informing the public regarding actual and potential emergencies, as required by the Civil Contingencies Act.
- Work with other agencies to develop a joint emergency plan for any specific site where it is deemed appropriate. This includes the Channel Tunnel, Dungeness Nuclear Power Stations, Bluewater Shopping Centre, Dartford River Crossing, Kingsferry Bridge, London Manston Airport, Ashford International Passenger Station, town centres, industrial sites identified under the Control of Major Accident Hazards (COMAH) regulations and major pipelines.
- Work with other agencies to develop joint emergency plans for specific risks demanding particular identifiable countermeasures, including any Chemical, Biological, Radiological or Nuclear (CBRN) terrorist threat, coastal pollution by oil or other hazardous substances, flooding, epidemics or pandemics and delays in Channel crossing services (Operation Stack).
- Work with other agencies to develop joint emergency plans for specific known events, for example major sporting events and planned closures of the Kingsferry Bridge.

Development of the service level agreement (SLA) with District Councils

- Review the current SLA provision, citing improvements in service and standards.
- Introducing generic standards and templates to support enhanced emergency arrangements at the local, sub-regional and regional level. This is in accordance with the “one Kent” resilience aspiration of the group.
- Win support regarding the expansion of the SLA to cover all district councils.

Delivery of key training and exercising activities

- Maintain and develop key training activities to support all planning activities across the county.

Development and improvement of emergency response arrangements

- Identification of improvements to the emergency response, assessing “worst case” scenario.
- Identification of additional resource and skill requirements to meet this demand.
- Identification and delivery of key training activities to meet enhanced standards.

Continued contribution and leadership to countywide resilience activities

- Maintain an awareness of developments in the field of emergency planning and contribute to any regional or national consideration of the function.

Continued development of key relationships with all stakeholders

- Liaise with other Category 1 and 2 responders as defined by the Civil Contingencies Act and all other agencies whose emergency plans need to

integrate with those of local government to ensure effective co-ordination. These include the Police, Fire and Ambulance Services, the Coastguard Agency, Health Service, utilities, regional and central government departments and agencies, ports, transport companies, the Environment Agency, voluntary services and the French authorities.

- As a member of the Kent Resilience Forum take part in setting targets in the Forum's Strategic Business Plan, and then lead on agreed workstreams arising from those targets, developing county-wide arrangements in co-operation with other responders.

2.4 PROJECTS, DEVELOPMENTS AND KEY ACTIONS IN 2008/09

Where necessary, the Managing Director is authorised to negotiate, settle the terms of and enter the following agreements/projects:

Projects/development/key action	a/c manager	Links to Corporate/ Directorate targets	Deliverables or outcomes planned for 2008/09	Target dates
Retention and development of high quality detailed emergency planning and business continuity activities				
Ensure KCC & partners can respond effectively to a broad range of emergency scenarios	D Cloake		<ul style="list-style-type: none"> ▪ Generic and specific emergency plans and associated activities, such as training and exercising, retained and enhanced. ▪ Internal and external partnership arrangements to ensure cohesive approach developed. 	March 09
Ensure over-arching KCC major emergency plan is maintained including ability to activate appropriately equipped County Emergency Centre	D Cloake		<ul style="list-style-type: none"> ▪ Generic and specific emergency plans, including business continuity capability plans, retained and enhanced. ▪ Associated activities, such as training and exercising, developed and improved. 	March 09
Emergency Planning Officers work with KCC Directorates to produce emergency and business continuity plans	D Cloake		<ul style="list-style-type: none"> ▪ Effective and up-to-date plans for delivering response to major emergency or business continuity event in place. 	December 09
Maintain formal Community Risk Register	D Cloake		<ul style="list-style-type: none"> ▪ Community risk register updated and released 	March 09
Development of a harmonisation process for all district plans, supporting the “one Kent” approach to resilience				
Introduce a common standard of planning principles across all 12 district councils	D Cloake		<ul style="list-style-type: none"> ▪ Harmonisation of approach with all district major emergency plans, leading to improved knowledge base and response capability achieved. 	March 09
Development & improvement of emergency response arrangements				
Prepare analysis of ‘worst case’ emergency response to understand resource & skill requirements	D Cloake		<ul style="list-style-type: none"> ▪ Plausible “worst case” scenario analysed. ▪ Resource and skill demands placed upon KCC identified. ▪ Response duties needed by KCC to fulfill its obligations identified. 	June 08

Formulate action plan to identify and fulfill resource requirements	D Cloake		▪ Report and action plan, plus budgetary requirements, to discharge the above formulated.	June 08
Formulate training programme to meet requirements	D Cloake		▪ Training programme formulated and in place.	July 08
Development of improved business continuity planning				
Revitalise business continuity agenda	D Cloake		▪ Common approach and improved capability rolled out across directorate and improved delivery of crisis management.	March 09
Continued contribution and leadership to countywide resilience activities				
Develop knowledge base within team	D Cloake		▪ Suitable learning and development opportunities are factored into staff appraisals. ▪ Collation of “lessons learnt” in place to understand previous emergency responses and the issues encountered.	March 09
Act as lead agency for a range of countywide resilience activities	D Cloake		▪ Leadership role in key countywide planning activities, such as fuel shortages, flooding and social care deliverables developed and improved.	March 09
Continued development of key relationships with all stakeholders				
Participate in all resilience forum activities	D Cloake		▪ Key relationships maintained and enhanced.	March 09
Develop and maintain KCC based liaison forums	D Cloake		▪ KCC based liaison forums developed.	March 09
Business Continuity Plan & Risk Assessment	D Cloake		▪ Plan tested and updated every six months ▪ Risk assessment checked and updated every six months	Sept 08 March 09 Sept 08 March 09
Equality Impact Screening & Assessing	D Humphries		▪ All new policies, practices and procedures screened and impact assessed as necessary	March 09
Investors in People	D Cloake		▪ IIP Action Plan reviewed and updated every six months	Sept 08 March 09

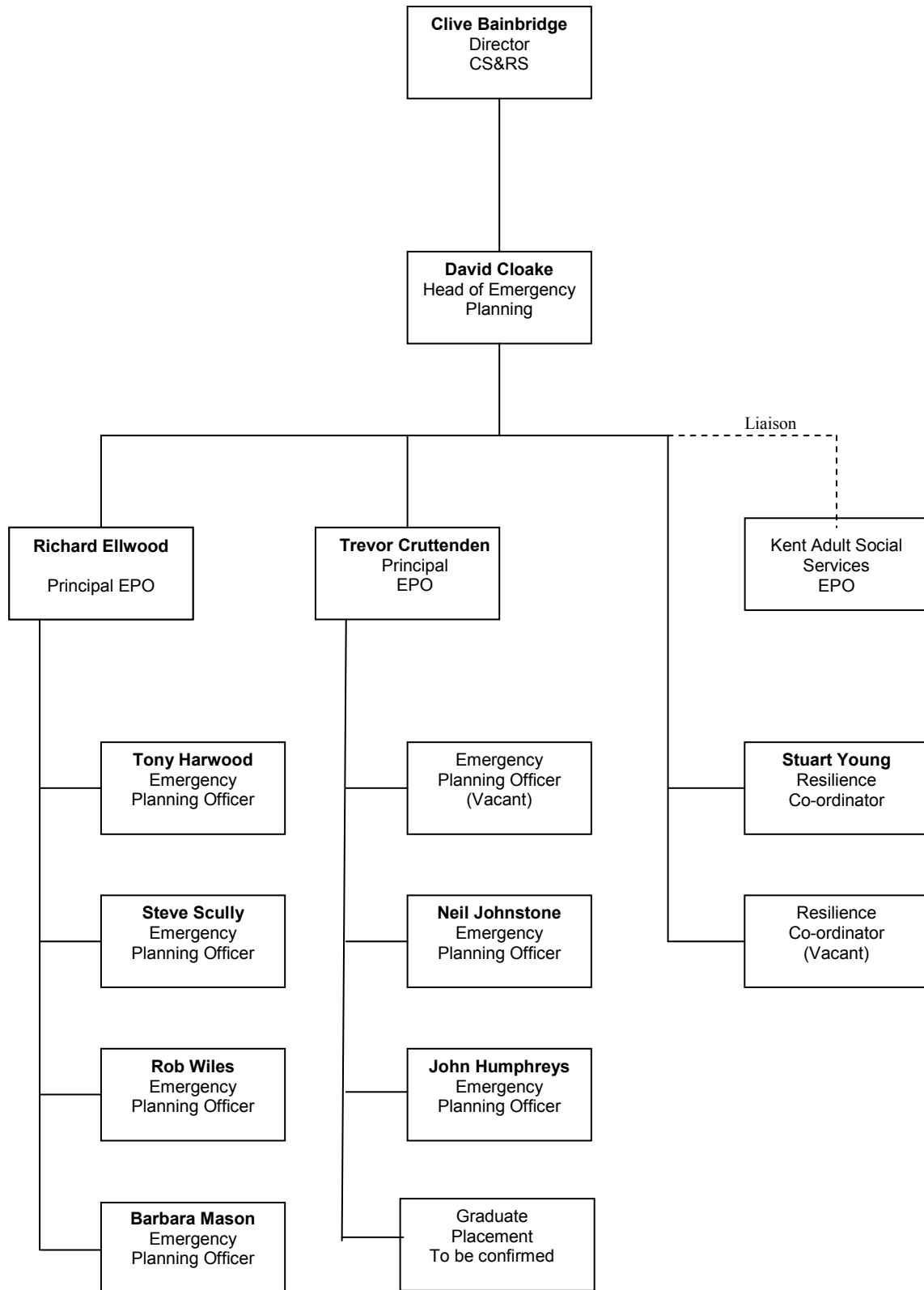
In line with financial regulations, capital projects will be subject to a review by the Project Advisory Group prior to approval to spend by the Leader.

USER/RESIDENT INVOLVEMENT PLANNED FOR 2008/09

Name	Start date/ end date (dd/mm/yy)	Consultation type	Target Group	Target area (Kent, Town, district, ward etc	Brief summary	What we want to find out and how we will use the information,(approx 25 – 50 words)	Statutory Yes/No	Feedback to public date	Contact name, e-mail & phone No.
National Capabilities Survey	2008 – exact date TBC	Community	Category 1 emergency responders	Kent		Provide an up-to-date picture of preparedness and help to plan improvements.	Yes	TBC	David Cloake

RESOURCES

4.1 STRUCTURE CHART



4.2 STAFFING

	2007/08	2008/09
KS13 and above or equivalent (FTEs)	1	1
KS12 and below (FTEs)	13	12
TOTAL	14	13
Of the above total, the FTE which are externally funded	0	0

4.3 CAPACITY, SKILLS AND DEVELOPMENT PLANNING

The role of the contingency planner (emergency planning and business continuity planning) is going through a process of professionalisation. Traditionally, these roles have been filled by those wishing to further their development within an authority, or by a range of former emergency service or military personnel towards the end of their careers. With the introduction of formal legislation committing a range of agencies to this important work stream, training and educational opportunities have dramatically increased, most notable of which is the range of academic qualifications (up to Doctorate level) which may be obtained.

To ensure KCC has the best possible skill base within its emergency planning function, it will look towards existing staff and new recruits to demonstrate the following:

- a suitable minimum standard of practitioner experience and/or academic capability to undertake their roles
- Identify opportunities to further enhance discipline-based knowledge through relevant training and educational opportunities.

To ensure a balanced and integrated approach to the role they will undertake at KCC, the above should be complimented with the following activities:

- Relevant minimum standards courses for all employees
- Relevant equalities and diversity training
- Compliance training where appropriate.

The Emergency Planning team has had a low turnover of staff over the last few years with only 3 people leaving. This shows a great deal of commitment within the team towards KCC, however, with the professionalisation of the industry as a whole, suitable grading reviews will be needed to ensure we attract and retain the best people.

In addition the Directorate Learning & Wellbeing Board has identified 3 priorities:

- Management audit (competence)
- Upskilling business support people
- Equality & Diversity (corporate)

REVENUE BUDGET

2007-08 Controllable Expenditure	FTE	Activity/Budget Line	2008-09								
			FTE	Employee Costs £'000	Running Costs £'000	Contracts & Projects £'000	Gross Expenditure £'000	External Income £'000	Internal Income £'000	Controllable Expenditure £'000	Cabinet Member
£'000											
539.0	14.0	Service Management	13.0	592.9	105.5	30.2	728.6	141.6		587.0	MH
8.0		Oil Pollution		8.0			8.0			8.0	MH
547.0	14.0	Controllable Totals	13.0	600.9	105.5	30.2	736.6	141.6	0.0	595.0	
		<u>Memoranda Items:</u>									
		Central Overheads					0.0			0.0	
		Directorate Overheads					0.0			0.0	
		Capital Charges					0.0			0.0	
547.0	14.0	Total Cost of Unit	13.0	600.9	105.5	30.2	736.6	141.6	0.0	595.0	

CORPORATE THEMES

6.1 Equality & Diversity

The Community Safety & Regulatory Services Division has an Equalities Group with representatives from each of the 6 service units. The purpose of this group is to ensure information from the Directorate Equalities Group is disseminated throughout the Division. Members of the group lead on equality issues for each service unit, e.g. Equality Impact Assessments. Screening for Equality Impact Assessments has been led by members of this group. In addition, some members of the Division Equalities Group are Directorate Equality Champions – Age, Gender and Faith.

Within emergency planning, due regard is given to all equality and diversity issues relating to emergency scheme services. A good example of this is in rest centre planning. A rest centre is a temporary facility that is set up to look after people who have been displaced as a result of a major emergency. Within this centre, due regard must be given to the broad range of equality and diversity based needs, to ensure that the best possible service is provided to all, regardless of race, gender, belief, disability or sexual orientation.

6.2 Section 17 Crime & Disorder Act (Community Safety)

The Emergency Planning service supports the Community Safety agenda with a range of plans and specific services that can be deployed in the event of an emergency. A good example of this is the work of the Trading Standards team and contingency plans surrounding animal health, such as Blue Tongue and Foot and Mouth outbreaks. It is essential that a close working relationship is maintained and developed to ensure that suitable crisis management arrangements dovetail into such response plans to ensure that all aspects of these events are properly coordinated. Likewise, it is essential that key service deliverables within the division, such as the Community Warden Service, are developed in partnership with the emergency planning function to ensure that these services are deployed to the greatest effect.

6.3 Corporate Environmental Performance and Climate Change Adaptation

The Communities Directorate recently published an Environment Policy which commits it to achieving ISO 14001 compliance – implementing, maintaining and improving an environmental management system across the organization.

The Community Safety & Regulatory Services Division has an Environment Group with representatives from each of the 6 service units. The purpose of this group is to support the Directorate's commitment to achieving ISO 14001 compliance by sharing experience and best practice.

The emergency planner is traditionally a field officer, and as such, is required to travel across the county at regular intervals. Despite this, officers are encouraged to minimise this activity as much as possible, by ensuring that work streams and activities are harmonised to prevent unnecessary travel.

6.4 Investors in People

All service units in the Community Safety & Regulatory Services Division support Investors in People and have action plans which are updated on a regular basis.

IIP principles are taken into account in business planning and management, e.g.

- Objectives in the business plan are translated into individual work plans
- Strong commitment to appraisal and development
- Strong commitment to equal opportunities in training, etc
- Recognition of good work
- Evaluation of training
- Celebration of success