



## Corporate Services Select Committee

7 March 2018

### Emergency Management, Business Continuity and Local Resilience

**Purpose of report:** Scrutiny of Policy Development and Review

#### Introduction

1. This report is submitted to the Corporate Services Select Committee to outline Surrey County Council's responsibility as described in the Civil Contingencies Act 2004.
2. The report outlines the current progress and issues relating to recent incidents and the requirement to learn and improve the response by Surrey County Council in coordination with our partners to support the needs of residents.
3. This report is in response to the action from the meeting of the Corporate Services Select Committee in October 2017. The areas to be covered were,
  - emergency management
  - business continuity
  - local resilience
  - an update on partnership work
  - an update on any plans for inspections of the Local Resilience Forum assurance plans and processes by the MHCLG (Ministry of Housing, Communities and Local Government) and Cabinet Office

#### Emergency Management

4. The main requirement of the Civil Contingency Act 2004 in regards to emergency planning is to maintain plans to ensure that, if an emergency occurs or is likely to occur, Surrey County Council can deliver its functions so far as necessary or desirable for the purpose of preventing the emergency, reducing, controlling or mitigating its effects, or taking other action in connection with it.
5. Three aspects of performing the organisation's functions in an emergency are identified:
  - maintaining plans for preventing the emergency;
  - maintaining plans for reducing, controlling or mitigating its effects; and
  - maintaining plans for taking other action in connection with the emergency.

6. Surrey County Council and the Surrey Local Resilience Forum follows the national planning assumptions where specific plans are created for high risk and areas of planning that require bespoke plans to be in place, (i.e. Flood Plans and Animal Disease Plans) or where a risk has a range of impacts or is lower risk and to ensure that there is a capability in place to support a response. The full range of the Surrey Local Resilience Forum plans are included as Appendix 2 of this report.

- Chemical, biological, radiological and nuclear (CBRN) resilience
- Infectious diseases
- Animal diseases
- Mass casualties
- Evacuation & shelter
- Mass fatalities
- Flooding
- Site clearance
- Resilient telecommunications
- Warning & informing
- Humanitarian assistance
- Community & corporate resilience
- Recovery

7. This approach supports the National Resilience Capabilities Programme (NRCP) which aims to increase the capability of the United Kingdom to respond to and recover from civil emergencies. This is achieved by building capability to deal with the consequences that are common to most types of emergency, regardless of whether those emergencies are caused by accidents, natural hazards or man-made threats.

## **Business Continuity**

8. Surrey County Council has the duty to provide various services to the communities of Surrey and other partner organisations. Many of these duties are set by legislation and other duties come from common law. Many have a direct impact on the health and quality of life of the residents of Surrey.

9. The Civil Contingencies Act 2004 places a duty on Surrey County Council to ensure critical services are resilient in order to respond to disruptive events.

10. The purpose of this policy is to ensure the following objectives are met:

- That Surrey County Council has a planning process in place that encompasses anticipation, assessment, prevention and preparation, so that we are ready to deal with rapid increased demands for services caused by emergencies.
- That Surrey County Council responds to these increased acute demands for service efficiently and effectively,
- That Surrey County Council will have a business continuity process in place to enable critical services to be maintained in the face of a serious and / or widespread disruptive incident, including disruption to services during an emergency,

11. The Surrey County Council Resilience Policy outlines the business continuity processes the Council has in place to enable critical services to be maintained in the face of a serious and / or widespread disruptive incident, including disruption to services during an emergency. This policy is regularly reviewed and signed off by the Strategic Director Environment & Infrastructure.

12. The Surrey County Council Corporate Incident Management Plan is maintained by the Emergency Management Team and explains how the Council will respond to a business continuity incident.

13. Each Service completes a Business Impact Analysis (BIA) to identify their critical activities these are then categorised with 1 being the least critical and 5 as the most critical. The level of criticality of an activity is dependent on the impact of the loss of the activity and how quickly the activity needs to restart. The BIA then looks at the staff and equipment requirements to carry out these activities.
14. The service Business Continuity Plan (BCP) details how a service will respond to an incident and how they will continue to provide their critical activities.
15. The Council's business continuity management system has been designed to align to the business continuity standard ISO22301. It was decided that accreditation to the standard for the council was cost prohibitive.
16. The Emergency Management Team is currently working with colleagues in East Sussex County Council and Brighton & Hove City Council to explore how best to manage Orbis services business continuity.
17. The Surrey County Council Corporate resilience Policy defines the roles of the deputy director, assistant director or head of service in regards to the expectation to maintain Business Continuity plans for their area of responsibility. These requirements include,
  - Promote emergency management and business continuity within their service, encouraging activities that develop the resilience of their service.
  - Ensure emergency management and business continuity responsibilities within the service are properly assigned and fulfilled, and that job descriptions reflect these responsibilities.
  - Ensure all staff in their Service are aware of current emergency management and business continuity issues that may impact on the service.
  - With the help of the Emergency Management Team ensure that staff are trained and systems are tested.
  - Ensure that service business continuity arrangements are tested and exercised periodically, documented, and learning fed back into plans and arrangements.
  - Participate in, and sign-off, Service Business Impact Analysis, Service Business Continuity Plan and risk assessments.

<b>Community Resilience</b>
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18. Increasingly there is a focus on ensuring that communities are resilient to the range of risks that may impact on the areas. Since 2014 work has been underway to work with communities to promote the vision of Community Resilience in Surrey through empowering residents and communities to support each other through a joined up approach.
19. Over the past year the following key pieces of work to improve resident's wellbeing prior to and during emergencies have been delivered:
  - The development of a community resilience strategy that aims to increase resilience through promoting access to resources, establishing networks between community groups as well as businesses and enhancing communication & engagement efforts with residents through clear, joined-up partnership working and messaging.
  - A mapping project highlighting where community groups exists against known hazards and potential vulnerabilities.

- Current engagement strategies which different organisations are undertaking within communities have been identified and gaps outlined.
- A protocol to support community groups and spontaneous volunteer efforts in an emergency with Team Rubicon has been established.
- A new data scheme to assist in the collection of information about community groups and therefore engagement moving forward.
- Promotion of the Duke of Cornwall Award to Army and Police Cadets in Surrey.
- Delivered training to the Dioceses of Guildford who are active within the community to promote and increase wider resilience messages.
- Developed links with Surrey Chambers of Commerce and provided input into a Business Continuity event.
- Held a communications planning workshop for sharing resilience messages and linked in additional communication channels, including the Surrey Association of Local Councils Newsletter.
- Developed FAQs for Schools regarding emergency planning and response.
- Worked with Schools to design and deliver emergency planning desktop training and exercises.
- Enhanced the services available for Schools to buy to increase their resilience to emergency incidents.

20. In 2018-19 the focus will be to;

- Determine how engagement will be managed by the group following the loss of the full time Community Resilience post.
- Create and promote a resilience key messages campaign toolkit for organisations to utilise to increase individual and communities resilience to emergencies.
- Ensure that the Surrey Prepared website and its content is fit for purpose.
- Explore the use of communications tools which can be used by groups to communicate with each other and enhance their liaison with authorities during emergencies.
- Increase the free resources available to Schools to enhance their resilience to emergencies.
- Hold a networking/information workshop to bring community resilience groups together in Surrey to enable best practice to be shared.
- Communication of risks too Small to Medium businesses the local CBI networks.

#### **LRF Partnership Work (Local Resilience Forum)**

21. In 2017 there was a focus on ensuring the readiness to respond to terrorist attacks and working with Surrey and Sussex Police on the approach that will be taken following the combining of this function for the two Force Area Operational Commands. This included the operational response to the raising of the national threat level to CRITICAL, support to the arrests following the Parson Green attack and exercising of the Strategic and Tactical Coordination. The work included a review of the capabilities and plans required to support the response to such incidents. The view is that in 2018 we expect to see a continued threat from both ISIS and Al – Qaeda led terrorist groups and lesser threat from Irish Republican attacks.
22. 2017 also saw the expectation of increased involvement of the ‘non-blue light’ agencies in supporting the Joint Emergency Services Interoperability Principles (JESIP) with a number of exercises and training sessions to support the continual

improvements in the command structures. This work has bought the Local Authorities in line with command and control concepts in place with the emergency services.

23. At the last Surrey Local Resilience Forum Executive group there was a decision to look to exercising the flood response in the county with a particular focus on the deployment of the temporary flood defences to ensure that there is an understanding at all levels of command and control for the new arrangements that have been put in place.
24. The National Local Resilience Forum Chair's conference is planned for the 22<sup>nd</sup> March 2018. Agendas are yet to be published, but there is an expectation the session will include,
  - Update for the National Lead for Prolonged Power outages on the national arrangements and requirements for Local Resilience Forums planning.
  - Direction on the expectations in relation to the learning from Grenfell, London and Manchester Terrorist incidents (summer 2017).
  - Progress of the National Standards for Local Resilience Forums and individual responders.

### **Assurance and Inspection**

25. There has been an ongoing programme of work undertaken by the Civil Contingencies Secretariat in the Cabinet Office, in conjunction with the Department for Communities and Local Government Response and Emergencies Division, Category 1 and 2 responders, the voluntary sector, and colleagues in the devolved administrations to create a set of Resilience Standards. These standards will produce a coherent set of expectations and codified good practice doctrine for those colleagues working in the resilience field.
26. Consultees, representing Local Resilience Forums, emergency responders and other key stakeholders have been invited to share their views on the fifth published resilience standard – attached below:
27. Information sharing and information management at the local, multi-agency partnership level, including four annexes:
  - i. Sharing information about locally significant infrastructure
  - ii. Sharing information about vulnerable people
  - iii. Information sharing in emergency response
  - iv. Information sharing in the recovery from emergencies
28. The consultation period is open for 6 weeks, beginning on 8 January 2018 and ending on 16 February 2018. Additional Resilience Standards will be made available in the near future and LRFs will have further opportunities to offer feedback on these standards in due course. Surrey partners are providing feedback to this process and there is an expectation that further areas of consultation will be issued during 2018/19.
29. Alongside the national process there are now agreements between London and the Home County LRFs to support the peer review of partner LRF areas. This would

currently be aligned to the Expectations and Indicator of Best Practice and would adapt to the new assurance process once they are published by the Civil Contingencies Secretariat. The schedule of peer review is currently being prepared.

30. The lack of an official national assurance process for Local Authorities Emergency Planning, Response and Recovery is seen as a weakness. Other partners have formal reporting processes in place to provide standards and assurance through different national governance. The Civil Contingencies Secretariat are currently consulting on sets of national standards for Local Resilience Forums and individual responders in relation to the different expectations for national capabilities, (Surrey County Council led Capabilities are included in appendix 2).

## Conclusions

31. The medium to long term impact of the recent incidents is still to be assessed nationally with the expectation that there will be some significant changes to the current local response and recovery requirements. It is expected that there will need to be changes to local response plans to support these changes in an environment of increasing threat and risk at a time where there are less resources amongst partner organisations.
32. The Emergency Management team will continue to work in the areas described in this report.
33. The Emergency Management Team also cover the planning for major sporting events in the County and planning to support the Royal Household.

## Recommendations

34. The Corporate Service Select Committee are asked to note and discuss the contents of the report and consider the appropriate timescale for future reporting.

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### Sources/background papers:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/419549/20150331\\_2015-NRR-WA\\_Final.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419549/20150331_2015-NRR-WA_Final.pdf)

## Appendix 1- Service Business Continuity Status

	Service Area	BIA Due	BCP Due	BCP Training/Exercise
Priority Area 1	IMT	15.04.17	15.04.17	12.11.15
	Property	25.10.18	25.10.18	
	Emergency Management	25.07.18	25.07.18	16.06.17
	Strategic Transport	02.11.18	02.11.18	
	Highways	30.11.18	08.11.18	
	Registration & Nationality	19.10.18	19.10.18	
	Coroner	02.11.17	02.11.17	
	Fire & Rescue	01.10.18	01.10.18	
	Communications	14.12.18	14.12.18	Feb-16
	Children & Safeguarding	01.05.18	01.05.18	16.06.16
	Adult Social Care	13.03.17	30.08.18	14.03.17
	Mental Health	30.10.18	20.10.17	17.05.16
	Customer Services	22.07.18	22.07.18	14.09.16
	Service Delivery	31.08.18	31.08.18	26.06.17
Priority Area 2	Trading Standards	01.04.17	01.04.17	
	Business Operations	11.10.18	11.10.18	
	HR & OD	06.10.18	06.10.18	
	Services for Young People	25.10.17	25.10.17	
	Legal Services	10.10.17	10.10.17	10.10.17
	Schools & Learning	31.08.17	31.08.17	
	Community Learning and Skills	19.10.17	19.10.17	
Priority Area 3	Support Services Customer and Communities	21.10.17	n/a	
	Strategy & Performance	18.07.18	18.07.18	
	Library Services	20.11.17	20.11.17	
	Democratic Services	29.09.17	29.09.17	Jun-16
	Surrey Heritage	01.11.18	01.11.18	14.11.17
	Surrey Arts	15.11.17	15.11.17	
	Community Safety/Partnership	15.11.17	15.11.17	
	Waste Group	02.11.18	02.11.18	
	Countryside Group	02.11.18	02.11.18	
	Planning Group	02.11.18	02.11.18	
	Public Health	20.04.18	20.04.18	09.10.17
	Procurement	13.10.18	13.10.18	14.11.17
	Finance	09.06.18	09.06.18	
Family Services	24.03.18	24.03.18		

## Appendix 2 – Surrey County Council Led Capabilities

Functional Area/Plan	SLRF Plans/Protocols	SLRF Lead Planning Org
Business Continuity Framework / Management		
Recovery Management	Surrey Major Incident Protocol	SCC
Humanitarian Assistance	SLRF Identifying Vulnerable People in an Emergency Plan (Part 1) SLRF Supporting Vulnerable People in Situ Protocol	SCC
Evacuation and Shelter	SLRF Emergency Assistance Centre Plan	SCC
Identification of Vulnerable Persons	VPRS	SCC
Warning, Informing & Alerting	SLRF Major Incident Communications Plan	
Structural Collapse and Site Clearance	SLRF Site Clearance Plan	SCC
Chemical, Biological, Radiological & Nuclear (Explosion)(CBRN(E))	SLRF CBRN Protocol	SFRS
Disaster Mortuary Plan	SLRF Temporary Mortuary Plan	SCC
Excess Deaths Plan	SLRF Excess Deaths	SCC
Flood Response Plan	SLRF Multi-Agency Flood Plan Borough and District MAFP	SCC
Pandemic Influenza	SLRF Pandemic Flu Linking Document	PHE
Contingency Plan for an Outbreak of a Notifiable Animal Disease	SLRF Local Authority Exotic Notifiable Animal Health Disease Contingency Plan	SCC
Severe Weather (Heatwave, Extreme Cold, Extreme Rainfall, High winds)	SLRF Adverse Weather Plan	SCC
Control Of Major Accident Hazards (COMAH) - Top Tier	COMAH BP Walton Offsite Plan	SCC
Pipeline Safety Regulations	Pipeline Plan	SCC
Radiation Emergency Preparedness and Public Information (REPPPIR)	REPPPIR	SCC
Reservoir Plans	SRLF Off-Site Plan for Reservoir Inundation Emergencies	SCC