

**REPORT TO:** Safer Policy Performance & Performance Board

**DATE:** 20<sup>th</sup> February 2018

**REPORTING OFFICER:** Strategic Director - Enterprise, Community & Resources

**PORTFOLIO:** Community Safety

**SUBJECT:** Emergency Planning

**WARDS:** Boroughwide

## **1.0 PURPOSE OF THE REPORT**

The purpose of the report is to provide an update to the Safer Policy & Performance Board, on the work undertaken by the 'Emergency Planning Team' during the past year.

## **2.0 RECOMMENDATION: That the work of the Emergency Planning Team and this report be noted.**

## **3.0 SUPPORTING INFORMATION**

### **3.1 Background**

The Emergency Planning Team is a service within the Enterprise, Community & Resources Directorate and consists of a Principal Emergency Planning Officer and two Emergency Planning Officers.

### **3.2** The service produces a three year Emergency Planning Work Programme; as part of the 'cycle of activities,' establishing a 'risk profile,' which determines the key priorities for developing / updating and testing of Emergency Plans. This is completed with a review and revision, which informs the Service Area Work Programme for the following Work Programme cycle.

### **3.3 Emergency Planning Team - Key Duties and Responsibilities**

The Emergency Planning Team has a number of key duties and responsibilities, which are as follows:

1. To assist with the preparation, review and exercising of the Council's contingency plans for the provision of services during and following a Major Incident or Major Incident Standby and / or emergencies, including arranging and conducting de-briefs following incidents.
2. To assist with the preparation, review and exercising of the Council's plans required by statutory legislation (e.g. Control of Major Accident Hazard (COMAH) Regulations, Major Accident Hazard Pipelines (MAHP)) and other plans as required.
3. To liaise with External Organisations ((Category 1 & 2 Responders) which include the emergency services, Health & Safety Executive (HSE), voluntary

organisations, etc.), Members, and other Council Departments on functions covered by the Emergency Planning Team.

4. To assist with updating the Corporate and Directorate Business Continuity Plans, and where appropriate including testing and exercising.
5. To arrange and present seminars and exercises for the Council and other relevant organisations to improve and refine the Council's response.
6. To ensure records of emergency planning training and exercises, involving the Council are maintained.
7. To provide specialist technical advice to the Council and other Council Departments, participating in senior level multi-discipline officer working groups, both internal and external.
8. To promote Business Continuity to local businesses.
9. To ensure the public information strategy is established and maintained before, during and after incidents in line with the Cheshire Resilience Forum (CRF) Media Framework Plan.
10. To be part of the Council's on-call duty rota for response to Major Incident and Major Incident Standby and to act as Staff Officer (if required) or as a member of the Council's emergency response team.
11. To support the working of the Cheshire Resilience Forum (CRF), attend Management Group meetings, act as Capability Leads, undertake Risk Assessment and Chair Groups when required.

These duties are governed under Key Legislation and Statutory Duties, which will be discussed in the following paragraphs of this report.

### **3.4 STATUTORY DUTIES:**

Halton Borough Council, as a Local Authority, has a 'statutory duty' to comply with the following legislation:

- Civil Contingencies Act (CCA) 2004
- Control of Major Accident Hazard Regulations (COMAH) 2015
- Pipeline Regulations 1996 (Major Accident Hazard Pipelines)

#### **3.4.1 Civil Contingencies Act 2004 (CCA)**

Under the Civil Contingencies Act 2004 (CCA), the Council has a duty to ensure the resilience of the Council's response to an emergency situation. Part: 1 of the Act is designed to deal with preparations by local responders for localised emergencies, such as risk of serious damage to human welfare or the environment. Part: 2 is designed for use in major emergencies, which affect a larger geographical area.

The Act divides local responders into 2 Categories, imposing a different set of duties on each. Category: 1 organisations are at the core of the response to most emergencies (e.g. Emergency Services, Local Authorities, NHS bodies).

As a Category: 1 responder, Halton Borough Council is subject to the full requirements of 'civil protection statutory duties' and is required to:

- Assess the risk of emergencies occurring and use this to inform contingency planning;
- Put in place Emergency Plans;
- Put in place Business Continuity Management (BCM) arrangements;
- Put in place arrangements to make information available to the public regarding civil protection matters and maintain arrangements to 'warn, inform and advise' the public in the event of an emergency;
- Share information with other local responders to enhance co-ordination;
- Co-operate with other local responders to enhance co-ordination and efficiency;
- Provide advice and assistance to businesses and voluntary organisations regarding Business Continuity Management.

Category: 2 organisations (e.g. Health & Safety Executive, Transport and Utility Companies) are 'co-operating bodies' that are less likely to be involved in the heart of planning work, however, they will be heavily involved in incidents that affect their sector.

### **Planning for Local Risks**

In line with the CCA, Halton Borough Council has identified the high risks within the borough. For all these high risks, there is an Emergency Plan. These documents aim to provide resilience to protect, minimise the effects and reassure the community of Halton; limiting the consequences of a Major Incident / Major Incident Standby within the Borough. These plans are updated and tested on a regular / rota basis.

The CCA identifies two pieces of legislation which relate to Major Accident Hazards at *industrial establishments*, Control of Major Accident Hazards Regulations (COMAH) and to *hazardous pipelines* (Major Accident Hazard Pipelines) (MAHP).

### **3.4.2 Control of Major Accident Hazard Regulations (COMAH) 2015**

COMAH applies mainly to the chemical industry, but also to certain storage activities, explosives and nuclear sites and other industries, where a threshold quantity of dangerous substances identified in the Regulations are kept or used.

At present, Halton has 9 Upper Tier COMAH Sites across the borough.

Below is a list of 'Upper Tier COMAH sites' within Halton:

#### **'Upper Tier' - Runcorn COMAH Operator site includes:**

- INOVYN ChlorVinyls Ltd
- INEOS Enterprises Ltd
- VYNOVA Runcorn Ltd
- Runcorn Membrane Chlorine Plant (MCP) Ltd
- Packed Chlorine Limited and
- Mexichem Fluor Limited

The 'Runcorn Site COMAH Operators' is the 'umbrella term' which is used to capture the six operators based on the original ICI site, which is based in Weston Point, Runcorn. This name has been agreed by The Competent Authorities (HSE and The Environment Agency), the Operators and Halton Borough Council.

#### **'Upper Tier' - Widnes sites**

- Univar Ltd, Pickerings Road, Halebank, Widnes
- ICoNiChem Widnes Ltd, Moss Bank Road, Widnes (Originally Shepherds site)
- Emerald Kalama Chemical Ltd, Dans Lane, Widnes (Originally Innospec site)

### **COMAH Compliance**

#### **External Planning**

The COMAH Regulations require Halton Borough Council, as a Local Authority, to prepare Emergency Plans to deal with the off-site consequences of a possible Major Accident at 'Upper Tier' sites. These plans are reviewed at least every 3 years or updated when there are major changes to the site. All External COMAH Emergency Plans are up to date for all sites, within the 3 year COMAH Cycle.

Due to the complexity and interconnectivity of the six Operators located within the Runcorn COMAH site, the External COMAH Plan is tested / validated on an annual basis. This is a recommendation by the Competent Authority and has been implemented for a number of years. The next exercise is scheduled to take place March 2018.

The Univar Ltd, ICoNiChem Ltd and Emerald Kalama Chemical Ltd, 'External COMAH Plans' are tested every three years. This is in line and in agreement with the Cheshire Resilience Forum (CRF) three year cycle.

Univar Ltd, External COMAH Emergency Plan was tested using a Major Live exercise format, July 2017. The next scheduled test will take place July 2020.

ICoNiChem Ltd, External COMAH Emergency Plan was tested using a Major Live exercise format, October 2015. The next scheduled test will take place October 2018.

Emerald Kalama Chemical Ltd, has recently moved into Upper Tier Status. A Table Top Multi-Agency Familiarisation Exercise took place December 2017. A further Major Live Exercise has been scheduled to take place May 2019.

Following all exercises, a multi-agency structured debrief is scheduled within 4 weeks of the exercise. The outcomes of the debrief, the areas of development, good practice and recommendations form the Exercise Report and are benchmarked for future COMAH exercises.

### **Lower Tier COMAH Sites**

Halton Borough Council has no statutory duty for compliance of 'Lower Tier' COMAH sites. However, these sites remain governed under COMAH Regulations 2015 and are required to produce a Safety Report, an 'Internal COMAH Plan' and a Major Accident Prevent Policy for the Competent Authority. There is also an annual inspection carried out by Cheshire Fire & Rescue Service.

At present, Halton have one Lower Tier COMAH site, which is based in Runcorn.

### **3.4.3 Major Accident Hazard Pipeline (MAHP) Regulations 1996**

The Major Accident Hazard Pipeline (MAHP) Regulations 1996, governs all high pressure natural gas supply transmission and distribution network within the Borough of Halton. These substances are known collectively as dangerous fluids, as defined in Schedule 2 of the Pipeline Safety Regulations (1996).

Major Accident Hazard Pipeline Emergency means an occurrence, i.e. an explosion, fire or breach of a Major Accident Hazard Pipeline. This is further defined as a Mobile Cloudburst, which is an incident involving a release of chemicals or toxic substances at any location (usually during transportation) i.e. highways, railways, ships and pipelines and not relating to a specific site i.e. COMAH site.

Halton Borough Council, as the Local Authority has a statutory duty to work with the pipeline operators who have MAHP infrastructure within the area, to work in partnership to produce the HBC MAHP Multi-Agency Emergency Plan. As part of the update, consultations take place with the Pipeline Operators, Emergency Services, NHS England, Public Health England, HSE and with members of the public via their Elected Members.

The plan was updated September 2016 and is scheduled to be reviewed 2019. The plan is updated in line with the has 3 year review and produced in accordance with the legal obligations placed on Halton Borough Council under the Pipeline Regulations 1996. Under the Regulations there is no specific duty placed on Local Authorities to test / validate the plan. However, as part of the Cheshire Resilience Forum (CRF) work the plan was tested as part of a Table Top Multi-Agency Exercise, November 2016.

CRF Industrial Issues Group has recommended for a Cheshire wide MAHP Multi-Agency exercise to be scheduled mid-2019. This has been agreed by CRF Management Group.

### **Public Reassurance**

Under the COMAH Regulations 2015, the 'Community' / Public Information Zone (PIZ) will always be consulted regarding a COMAH site, which is in close proximity to their home / business. This consultation process includes a 'Safety Letter' and 'Information Card' which is circulated, at least every 5 years, and includes actions to be taken in the event of a major incident.

This information is also posted on the Halton Borough Council Website.

<https://www4.halton.gov.uk/Pages/health/Emergency-Planning.aspx>

Halton also leads and hosts the Cheshire Resilience Forum (CRF) Website, where up to date information regarding risks and resilience work throughout Cheshire are posted.

<http://cheshireresilience.org.uk/>

As part of the community reassurance, the Emergency Planning Team have recently worked with local Parish Councils and Schools, (where appropriate), with the aim of raising awareness regarding COMAH Sites and Emergency Preparedness within their area.

## **3.5 Emergency Centres**

### **3.5.1 Local Authority Emergency Centres (LAEC)**

In the event of a Major Incident / Major Incident Standby, Halton has two Local Authority Emergency Centres, one based at Municipal Building and one at Runcorn Town Hall. The LAECs are checked on a monthly basis and prior to a major event taking place within the borough.

### **3.5.2 Emergency Rest Centres**

In the event of a Major Incident / Major Incident Standby, where people are required to be evacuated and taken to a place of safety. Halton has 11 designated Rest Centres throughout the Borough. All these establishments have a designated Rest Centre Box, which contains key information and equipment to activate and manage a Rest Centre. All centres are checked on a quarterly basis and prior to a major event taking place within the borough.

### **3.6 Training**

The Emergency Planning Training Programme 2018 / 2019 for Emergency Responders have been circulated and can be accessed via the Emergency Planning Portal. Feedback from all training is benchmarked for future Emergency Planning Training.

### **3.7 Business Continuity Management (BCM)**

All Business Continuity Templates have been updated and all individual Business Continuity Plans are updated on an annual review.

### **3.8 Corporate Resilience Group**

The 'new' Corporate Resilience Group has been in place since March 2017 and officers from key service areas attend the group. The overall aim of the group is to share updates from key service areas, gain an update from the Emergency Planning Team, which covers future events, exercises and outcomes from debriefs etc. This group is proving beneficial to the resilience planning work in Halton.

### **3.9 Cheshire Resilience Forum (CRF)**

Halton is part of the Cheshire Resilience Forum which works with partner agencies, such as Cheshire Police, Cheshire Fire & Rescue Service, NWAS and Health Organisations. The aim and objectives of the Cheshire Resilience Forum is to prepare for, respond to and recover from any emergency.

The forum brings together local emergency services, National Health Service and local authorities, plus other agencies that can help to prepare and respond to any event. Under the Civil Contingencies Act 2004 every part of the United Kingdom is required to establish a Local Resilience Forum, which is a multi-agency group covering a policing area that share information and resources, and respond together to an incident. Cheshire Resilience Forum will not offer immediate information in the event of an emergency. The aim is to work together to protect the community and make Cheshire the best prepared place for any emergency.

The CRF works towards the National Risk Register, where risks are assessed at a Cheshire level.

### **3.10 Cross Border - Working with Partners**

Halton continues to work with partner agencies as part of exercise planning, training and validation exercises, both within Cheshire and Cross-Border. For example, Halton attend COMAH and Nuclear Power Exercises in neighbouring areas including Merseyside. Halton are also a member of the Liverpool John Lennon Airport Emergency Planning Group.

### **3.11 Internal Resilience**

#### **Emergency Planning Portal**

The Emergency Planning Team have been working to develop SharePoint and an Emergency Planning Portal via the intranet with the aim to ensure emergency planning documents, Business Continuity Plans, Training Programmes and dates are easily accessible for Emergency Responders. Following the Elections, the section holds an annual Elected Members Training session.

<http://hbc/teams/EMERPLAN/Pages/ElectedMembers.aspx>

#### **Phone 'app'**

The Emergency Planning Team has been working with HBC ICT Services and have produced a phone app. This phone app is available to all HBC Emergency Responders.

### **3.12 Joint Emergency Services Interoperability Programme (JESIP) Principles**

The aim of JESIP is primarily to improve the way Police, Fire & Rescue and Ambulance services work together when responding to major multi-agency incidents, although this now being expanded to cover other organisations. Halton have attended JESIP workshops and are implementing the JESIP procedures and practices into the emergency planning work i.e. working with the emergency services and capturing information regarding incidents via the **METHANE** message (as shown below), updated the Major Incident Forms which HBC Contact Centre / Out of Hours Team use when recording the major incident / major incident standby via the 'blue lights' call.

### **3.13 Major Incidents in Halton**

The Emergency Planning Team has a robust emergency planning response system to respond to Major Incident / Major Incident Standbys within the Borough.

### **3.14 Debriefs**

Following all Major Incidents / Major Incident Standbys / Exercises, a formal internal debrief and/or a multi-agency debrief will be scheduled to take place.

### **3.15 Events taking place within the Borough**

An example is The Creamfields Music Festival which takes place each August Bank holiday in Daresbury and the Emergency Planning team are part of the Planning for this event.

### **3.16 Cross Border Working – Merseyside**

Halton has one cross border COMAH risk. Vertellus Specialities UK Ltd (formerly Pentagon Chemicals). The site is an ‘Upper Tier’ COMAH site and is based in Lower Road, Halewood. This is Merseyside’s largest COMAH risk within the borough of Knowsley. The Public Information Zone for this site includes properties and establishments within the borough of Halton, including Univar Ltd. Therefore, this site has the potential, in the most extreme circumstances, to have a ‘domino’ effect to Univar Ltd site. This means a ‘major accident’ at the Vertellus site, has the potential to cause a ‘major accident’ at the Univar site. Halton will be attending the major live exercise for Vertellus Site, July 2018.

### **3.17 Liverpool John Lennon Airport**

The Emergency Planning Team continues to work and support Liverpool John Lennon Airport, attending the Emergency Planning Meetings and Exercises.

### **3.18 Liverpool City Region (LCR)**

#### **Registered Social Landlords (RSLs) Events**

Recently, Halton Emergency Planning has been working closely with Liverpool City Region Emergency Planning Colleagues, regarding Registered Providers Emergency Planning and Business Continuity training. There have been a number of events, which took place in July and October 2017. All RSLs across the region were invited to attend both events. Halton Housing Trust being the largest housing provider within the Borough attended these events.

The events covered Emergency Planning preparedness, local response and recovery aspects, plus other specific Emergency Planning arrangements and procedures. The overall aim of the event was to provide further reassurance and cross checks. This is before a larger event scheduled to take place in March 2018.

A meeting also took place, Chaired by Margaret Carney, Chief Executive, Sefton Council, where the events and emergency planning resilience across the Liverpool City Region was discussed.

## **4.0 POLICY IMPLICATIONS**

There are no policy implications.

## **5.0 FINANCIAL IMPLICATIONS**

There are no financial implications.

## **6.0 IMPLICATIONS FOR THE COUNCIL’S PRIORITIES**

### **6.1 Children and Young People in Halton**

There are no direct implications on the Council’s ‘Children and Young People in Halton’ priority

**6.2 Employment, Learning and Skills in Halton**

There are no direct implications on the Council's 'Employment, Learning & Skills in Halton' priority.

**6.3 A Healthy Halton**

There are no direct implications on the Council's 'A Healthy Halton' priority

**6.4 A Safer Halton**

There are no direct implications on the Council's 'A Safer Halton' priority

**6.5 Halton's Urban Renewal -**

There are no direct implications on the Council's 'Halton's Urban Renewal' priority

**7.0 RISK ANALYSIS -**

No full risk assessment is required

**8.0 EQUALITY AND DIVERSITY ISSUES -**

None

**9.0 KEY DECISIONS ON THE FORWARD PLAN**

These proposals do not constitute a key decision and are not included in the Forward Plan

**10.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

None under the meaning of the Act.

Safer PPB Report – February 2017