

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

**DATE:** 19<sup>th</sup> February 2019

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

**PORTFOLIO:** Community Safety

**SUBJECT:** Emergency Planning

**WARDS:** Boroughwide

### **1.0 PURPOSE OF THE REPORT**

To raise awareness of the role of the Emergency Planning Team and the work undertaken for the period 2018-2019.

### **2.0 RECOMMENDATION: That the report be noted.**

### **3.0 SUPPORTING INFORMATION**

#### **3.1 Background**

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

#### **3.2 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
- Major Accident Hazard Pipelines (MAHP) 1996

Therefore, the Emergency Planning team are governed by this Legislation to ensure Borough of Halton is safe and resilient.

#### **3.3 Civil Contingencies Act 2004**

Under the Civil Contingencies Act 2004, 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 very serious 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 a full set 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' which are less likely to be involved in the heart of planning work, however, will be heavily involved in incidents that affect their sector.

### **3.4 Planning for Local Risks**

In line with the CCA, Halton Borough Council have a number of Emergency Plans with the aim to ensure resilience is in place to protect, minimise the effects and reassure the community of Halton; limiting the consequences in the event of a Major Incident / Major Incident Standby within the Borough.

Emergency Planning have prepared a number of key plans to ensure resilience within the Borough of Halton, which are regularly updated and tested.

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

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

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

The COMAH Regulations require Halton Borough Council, as a Local Authority, to prepare adequate emergency plans to deal with the off-site consequences of possible major accidents at 'Upper Tier' sites and should review and where necessary revise them. They must also test them at specified intervals at least once every three years.

The Seveso Directives are the main EU legislation dealing specifically with the control of on-shore major accident hazards involving dangerous substances. The Seveso III Directive came into force on 1 June 2015, replacing the Seveso II Directive.

The COMAH Regulations 2015, Regulation: 9, places 'nine' industrial sites within Halton as 'Upper Tier' sites. Each of these sites requires an 'external emergency plan' to be in produced and exercised / tested at least once every three years.

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

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

#### **'Upper Tier' - Runcorn sites**

##### **Runcorn COMAH Operators include:**

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

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

- Univar Ltd, Pickerings Road, Halebank, Widnes
- ICoNiChem Widnes Ltd, Moss Bank Road, Widnes
- Emerald Kalama Chemical Ltd, Dans Road, Widnes

### **3.6 COMAH Compliance**

COMAH Regulations requires all 'Upper Tier' COMAH sites to produce and submit a 'Safety Report' to the Competent Authority and this is reviewed every 5 years by them.

These sites are also responsible for producing a Major Accident Prevention Policy (MAPP), which focuses on major accident hazards and details the Safety Management System, which will include the quantities of dangerous substances which are present or likely to be present.

All 'Upper Tier' COMAH sites are required to produce both an 'Internal' and 'External' Emergency COMAH Plan. The 'Internal' Plan is produced by the operator and the 'External' Plan is produced in partnership between Halton Borough Council and the Operator(s). All External Plans have been updated within the past 12 months to reflect changes at the site(s) and/or in line with the new Cheshire Resilience Forum (CRF) COMAH Template.

The Competent Authority (HSE and the Environment Agency) schedules an annual compliancy meeting with Halton, the aim to review the External COMAH Planning work. All nine sites within the borough, are compliant.

### **3.7 Exercises / Validation**

Due to the complexity and interconnectivity of the six operators at the Runcorn COMAH site, the External COMAH Plan is tested on an annual basis. This is a recommendation by the Competent Authority and has been implemented for a number of years.

Univar Ltd, Widnes, ICoNiChem, Widnes and Emerald Kalama Chemical Ltd 'External COMAH Plans' are tested / validated every three years. This is in line and in agreement with the Cheshire Resilience Forum (CRF) 3-year cycle.

### **3.8 Lower Tier COMAH Sites**

Halton Borough Council has no statutory duty for 'Lower Tier' COMAH sites. However, these sites remain governed under COMAH Regulations and are required to produce a Safety Report, an 'Internal COMAH Plan' and a Major Accident Prevention Policy. There is also an annual inspection from Cheshire Fire & Rescue Service. All dates of these inspections are circulated to the Emergency Planning Team.

Halton has one 'Lower Tier' COMAH sites, Syntor Ltd, which is based on Manor Park, Runcorn.

### **3.9 Further Local Risks**

Halton have a number of further risks within the Borough such as the Mersey Gateway, Silver Jubilee Bridge, Severe Weather, Flooding and Cross Border Risks, such as Liverpool John Lennon Airport and Merseyside's COMAH site, Vertellus Specialities UK Ltd. Halton work with partner agencies to produce Emergency Plans and exercise, as appropriate.

### **3.10 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 Major Accident 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 - 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 in the area and partners to produce a MAHP Multi-Agency Plan. Consultations have taken place with pipeline operators, Emergency Services, NHS England, Public Health England, HSE and with members of the public via their Elected Members.

The plan for the Borough of Halton has been updated in the past 12 months and was produced in accordance with the legal obligations placed on Halton under the Regulations. The plan has also been updated in line with the new CRF Template.

Under the Regulations there is no specific duty on Local Authorities to test the plan but exercises may be carried out as part of duties under the Civil Contingencies Act 2004. However, it was agreed between Halton, Warrington and Cheshire in partnership with all MAHP Operators across Cheshire to exercise and validate the MAHP Template. This table top exercise took place November 2016. A report has been produced with actions listed to be taken forward.

### **3.11 Public Reassurance**

The 'Community' / Public Information Zone (PIZ) are 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 HBC Website.

Halton also leads and host the Cheshire Resilience Website, where up to date information on risks and resilience work is posted for Cheshire.

As part of the community reassurance, the team have worked, with the local parish councils and schools, where appropriate, with the aim of raising awareness regarding a COMAH Site in their area.

### **3.12 Emergency Centres**

In the event of an emergency, there is a number of Emergency Centres which may be activated in the response to the incident. This depends on the type, nature and severity of the incident.

#### **3.12.1 Local Authority Emergency Centres**

In the event of a Major Incident / Major Incident Standby, Halton has two Local Authority Emergency Centres (LAEC), one is based at Municipal Building and the other at Runcorn Town Hall. All equipment and plans are checked and updated on a monthly basis.

#### **3.12.2 Emergency Survivor Reception Centres**

In the event of a Major Incident / Major Incident Standby, a Survivor Reception Centre may be activated in response to the incident. Within the borough there are approximately 50 designated centres, which are made up of Church Halls, Social Clubs and Hotels. These buildings are used as a secure area where people affected by an Emergency will be taken for short-term shelter. People attending this centre will not require acute hospital treatment, however, may require first aid.

#### **3.12.3 Emergency Rest Centres**

In the event of a Major Incident / Major Incident Standby, a Rest Centre may be activated in response to the incident. Within the borough there are a total of 10 designed Rest Centres, which are made up of Leisure Centres and Community Centres. These buildings are used as temporary accommodation, a place of safety for displaced people. Two of the ten designated establishments are designed care homes, which would be used to move vulnerable people, who have been involved in an emergency evacuation. These establishments all have a Rest Centre box, which is checked on a quarterly basis or before a major event.

### **3.13 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 and umpire COMAH Exercises. Also, attending cross border exercises in Merseyside. Halton is also a member of the Liverpool John Lennon Airport Emergency Planning Group.

### **3.14 Working with Cheshire Resilience Forum (CRF)**

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

The forum brings together local emergency services, NHS 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 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 forum works towards the National Risk Register, where these risks are assessed at a Cheshire level and risks assessed at a local level and where appropriate work programme.

### **3.15 Internal Resilience**

Emergency Planning continue to develop SharePoint and the 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.

### **3.16 Training**

Emergency Planning scheduled training and exercises internally, for example First Responder Training, Rest Centre Training, Corporate Business Continuity Exercises and Elected Members Training.

Halton work in partnership with Cheshire Resilience Forum, leading on training which involves external partners, for example, Introduction to Emergency Planning, Recovery, Briefing and Awareness Days and Strategic Exercises.

Emergency Planning were also involved in the preparation of the official Royal Visit to open the Mersey Gateway.

### **3.17 Major Incidents in Halton**

The team has responded to a number of 'Major Incidents / Major Incident Standbys' over the last 12 months. To ensure there is resilience when planning, responding and recovering from incidents, Cheshire use Resilience Direct as an 'emergency planning platform.' To ensure learning is captured following all incidents, a structured debrief will take place, where areas of good practice, areas of development and actions generated from the incident are recorded. A report is produced which incorporates this information, with the aim to improve future responses to incidents.

#### **National Incidents**

Following the Kerslake Report, regarding the Manchester Arena attack, Halton are currently working in partnership to extract the lessons learnt from

the document. A report is scheduled for Management Team, to share the results and the proposed way forward.

#### **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**

February 2018  
February 2017

Update on Emergency Planning Service  
Introduction to the Emergency Planning Service