

BRIDGEND COUNTY BOROUGH COUNCIL

PARTNERSHIPS AND GOVERNANCE OVERVIEW AND SCRUTINY COMMITTEE

10 OCTOBER 2016

REPORT OF THE CORPORATE DIRECTOR COMMUNITIES

THE COUNCIL'S CRITICAL INCIDENT POLICY AND PROCEDURE

1 Purpose of Report

- 1.1 The report reviews the current Emergency Planning documents in place that support the planning and response to a major incident including the Strategic, Tactical and Operational (Gold, Silver and Bronze) Command structure. It will look at the collaborative arrangements that are in place and how the emergency services and other agencies work together.
- 1.2 The report will also explain how the Council plans for specific events such as inclement weather and biomass fire.

2 Connection to Corporate Improvement Objectives / Other Corporate Priorities

- 2.1 Emergency Planning forms part of the portfolio of responsibilities allocated to the Corporate Director Communities. There are links across all the Corporate Priorities for Emergency Planning as a Major Incident will have a significant impact on those communities affected.

3 Background

- 3.1 The role of Emergency Planning is to ensure the Council is prepared to respond to any major emergency it is faced with. This is achieved by writing Plans which outline procedures and actions to be taken both corporately and within each Directorate. Agreed protocols and strategies are also devised to help execute emergency response and support to the Emergency Services.

- 3.2 The Civil Contingency Act (2004) is the piece of legislation that formalises emergency preparedness and response activities for organisations involved in resilience work. Under the Act, the Council must –

- prepare and maintain emergency plans
- cooperate with other responders to enhance co-ordination of response
- share information with other responding agencies
- assess the risk of hazards occurring
- have arrangements in place to warn and inform the public
- develop and maintain business continuity plans
- promote business continuity locally to businesses and voluntary organisations

- 3.3 Bridgend faces 'typical' emergency risks such as: -

- Transportation – including road, rail, air and marine traffic

- Natural Hazards & the Weather – including snow and flooding
- Industrial heritage – the remnants of the coal industry
- Industry, business & commerce – including gas pipelines, manufacturing and various factory outlets (none requiring offsite COMAH plans)
- Utilities failure – gas, water & electricity
- Health emergencies – examples such as E-Coli and Pandemic Flu.
- Animal Health – including Foot & Mouth, Swine Fever and Rabies.
- Crowd related incidents – sporting events, protest marches or music events

This list is not exhaustive and in planning terms there is still the possibility of any uncategorised incident disrupting the council or the community e.g.: shortage of Fuel.

3.4 Emergency Planning is the link between the Council and other partner agencies identified as 'Category 1 Responders' which include -

- Fire, Police, Ambulance, Coastguard
- Local Authorities
- Local Health Boards and Public Health Wales,
- Natural Resources Wales,
- Military,
- Utility companies,
- Welsh Government,
- Met Office
- Animal Health Veterinary Laboratory Agency.

3.5 The Council, therefore, has a general duty of care to maintain public services and to assist local residents in distress and will help "care for" the population in emergency situations. This may range from one Directorate providing assistance to a few households to a major commitment providing assistance to the wider community.

3.6 In a major emergency the Council's initial main role is to support the Emergency Services and later take the lead for restoration and rehabilitation during the "Recovery" phase. The Council will also assist in co-ordinating any voluntary organisations (Category 2 responders) involved

3.7 During a Major Incident, the role of Emergency Planning is to activate other BCBC officers and initially co-ordinate response until senior BCBC officers are available to deal with the event. Incidents Emergency Planning have been involved in include: -

- a number of potential evacuations of residents (gas leaks, fires, flooding)
- planning for large events eg Eisteddfod, Bryan Adams concert
- Potential fuel shortages
- E.coli, Pandemic flu and Ebola
- Fires in Schools, Hospital and individual homes
- Debris washed ashore - including fishing nets in Rest Bay
- Suspected bomb
- Woodchip Fire
- Sink holes
- Margam mines flood risk

4 Current Situation

4.1 The key strategic emergency planning group for Bridgend is the South Wales Local

Resilience Forum (SWLRF). This is a multi-agency group attended by all category 1 partners which provides the principle mechanism for multi-agency cooperation at a local level across the 7 councils covered. It is chaired by the ACC South Wales Police, meets on a quarterly basis and is attended by senior officers (Chief Executive, Director or Head of Service level for BCBC)

- 4.2 All partners contribute to the SWLRF forward work programme and officers sit on task & finish groups for appropriate work-streams such as planning for - Mass Fatalities, Severe Weather, Logistical preparedness, Recovery, Warning & Informing
- 4.3 In terms of Collaborative working, the Emergency Planning officers from each of the 7 Local Authorities in the SWLRF come together to form the South Wales Resilience Team (SWRT). The other Authorities are Cardiff, Merthyr, Rhondda Cynon Taff, Vale of Glamorgan, Neath Port Talbot, and Swansea. This team works as a virtual team across the area providing opportunities to share good practice, work on common themes together and tap into extra resources. Training is a good example of collaboration and recently Bridgend joined Cardiff in an exercise relating to terrorist attacks in both areas
- 4.4 For this Council, the key document is the Major Incident Plan, which outlines the Council's emergency response arrangements and key roles and responsibilities in response to a Major incident.

"A Major incident is an event or situation that threatens serious damage to human welfare or the environment of a place in the UK, or a war or terrorism that threatens serious damage to the security of the UK"

- 4.5 Whilst events such as flooding can have serious consequences for residents, unless they reach the levels seen in Boscastle in 2004 or across Gloucestershire in 2007, they would not be classified as a Major Incident. The Council does have plans for flooding events, which will be explained later in the report.
- 4.6 Underpinning the Council's Major Incident Plan are a number of key plans that support the Council response in the event of a Major Incident: -
 - Animal Health arrangements (eg: Rabies, Foot & Mouth, Anthrax etc.)
 - Business Continuity plans
 - Crowd Related Events
 - Directorate Emergency Plans
 - Disease Outbreak Control Plans
 - Emergency Incident Control (E.I.C.) Plan
 - Fuel Crisis Arrangements
 - I.T. Disaster Business Recovery Plan
 - Major Accident Hazards Gas Pipelines Plan
 - Media Response Plan
 - Natural Resources Wales - Flood Plan
 - On-Shore Oil Pollution Plan (Swansea Bay area)
 - Pandemic Flu plan
 - Recovery Plan
 - Rest Centre Plan
 - School Emergency Framework plans

- Snow / Adverse Weather Plan (part of Communities Directorate plan)
 - Temporary Mortuary Plan
- 4.7 If a Major incident is declared by the Emergency Services (or the Chief Executive) the Council will be involved at a number of levels:
- Strategic (Gold) Group: chaired by the Chief Constable, establishes strategic objectives and the overall management framework considering long term requirements of the operation and plans for the return to normality. BCBC's Strategic/Gold officer will be designated from our Corporate Management Board.
 - Tactical (Silver) Group: Tactical Controllers or Silver groups will prioritise the allocation of resources and determine methods for carrying out strategies from Strategic/Gold Command. BCBC's Tactical/Silver group officer will liaise directly with BCBC's Strategic/Gold officer at the SCG.
 - Operational (Bronze): several Operational Controls which coordinate front line response **operations at the incident**.
- 4.8 There are a number of emergency incidents that the authority plans for, that do not fall under the Major Incident Plan. These are mainly covered in Directorate Emergency plans which are supported by Directorate Business Continuity Plans. In the main, the Emergency Services will contact specific service areas direct eg Communities Directorate for incidents on the highways.
- 4.9 Some of these incidents occur outside of normal business hours so the Council has a number of arrangements in place to ensure that it can respond to normal emergency incidents to support the emergency services. If contacted by Fire Control, the Emergency Planning Duty Officer liaises with the emergency services and is able to contact senior officers from across the Council at any time to activate their Directorate's response to provide the resources required – eg: rest centre set up; co-ordination of activation etc. The Highways Duty Officer responds to any highway emergencies and also co-ordinates the council's response to flooding.
- 4.10 Throughout the year the 'typical' incidents Emergency Planning has been called to deal with varies in number and types of events –
- 6 incidents in 2011
 - 16 incidents in 2012
 - 10 incidents in 2013
 - 16 incidents in 2014
 - 9 incidents in 2015
 - 13 incidents to date in 2016
- A breakdown of the incidents is attached at Appendix 1.
- 4.11 Specifically, in relation to Flood Management the preference is to avoid significant Flood events and where events are anticipated the council would deploy measures that reasonably mitigate against the identified level of risk which falls under its existing flood risk management measures. However, where circumstances prevail such as a severe red weather warning, the level of resources available will require coordination and control to deal in a systematic manner to the developing situation.

- 4.12 The Council's Flood plan is the key document which sets out the arrangements that exist within the Council to anticipate and respond to incidents of flooding. It contains details to identify areas with a greater level of local flood risk, key infrastructure and vulnerable people and how the reactive plan will be activated, the roles and responsibilities of key personnel so that clear guidance is in place for all users. This Plan is supplemented by the Multi-Agency Emergency Response Plan for the River Ogmore Boardwalk and Footbridge in Bridgend Town Centre, which covers the responsibilities, working arrangements and management measures undertaken: monitoring, warnings, installation of flood barriers, etc.
- 4.13 Specifically, in relation to a Biomass Fire, the Council's service areas would respond as part of their day to day activities which includes the Planning department for planning conditions; highways for any road closures etc and Public Protection for environmental health issues like air pollution. Emergency Planning would not be involved unless the Emergency Services advised the situation deteriorated to the point where it required local residents to be evacuated or the event escalates to the point that it is declared a major incident.

5 Effect upon Policy Framework & Procedure Rules

5.1 None

6 Equality Impact Assessment

6.1 None required for an information report.

7 Financial implications

7.1 None

8 Recommendation

8.1 The Committee are asked to consider and provide comment on the arrangements in place in the event of a major incident or other emergencies such as flooding or a biomass fire.

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Background documents

BCBC Major Incident Plan

SWLRF protocols

SWRT – collaboration

Local Flood Risk Management Strategy

Emergency Planning Incidents during 2011 – 2016

2011 – 6 incidents

- Fire - Blaengarw Terrace
- Fire and gas leak, Bettws
- Fire – 12 people evacuated and some Glanyrafon Home Residents moved to safety
- Hand, foot & mouth incident
- Petrol fumes coming from drains, potential evacuation Porthcawl
- Space debris – potential re-entry over South Wales

2012 – 16 incidents

- Caercastell Flats, flooding
- EA Flood warnings received
- Fire – Abacus, Brynmenyn
- Fire – Bettws School
- Fire – Cefn cribwr Farm
- Fire – houses in Turberville Street and caravan
- Fire – Tremains Primary School yard
- Flags flying upside down – request for contact tel numbers for BCBC personnel
- Flood alerts
- Flooding, Brackla
- FOI request for contact information by private defence company
- Highways DO – failure to respond
- Infectious disease – Abergarw manor report of Cdiff
- Police request for information - maps
- Rest Centre Activation – Maesteg Sports Centre
- Suspect Bomb threat – Bridgend town evacuation

2013 – 10 incidents

- Bryncethin Depot, fuel leak
- Call to Police Gold meeting
- Fire - Maesteg Rugby club
- Fire – Mercedes specialist
- Fire – Pencoed Comprehensive School
- Fire Service Strike
- Fuel Fumes at CCTV depot
- Severe weather Gold meeting
- Surface Water flooding
- Tanker vehicle accident

2014 -16 incidents

- Bettws School – firearms incident
- Coastal flooding
- Dead horse washed ashore in Porthcawl
- Ebola outbreak
- Ex Hopkinson Telegram – Police and BCBC Senior officers communications test
- Fire at Bryntirion Comprehensive School (Nov)
- Fire at Bryntirion Comprehensive School (Dec)
- Fire – grasslands, Porthcawl
- Fire at Portacabin, Tremains
- Fire– Train, Brynna
- Fire Service Control – confirmation of BCBC arrangements during potential Fire Strike
- Flooding and severe weather
- Nantymoel Incident – vehicle collision and resulting gas leak
- Severe Coastal Flood warning for Newton, Porthcawl
- Suspected Bomb, Wauncil Avenue, Bridgend
- Weather Conference Call with NRW and south wales councils

2015 – 9 incidents

- Brynmenyn Industrial Estate fire
- Chimney Fire Old House Pub & Restaurant, Llangynwyd, Maesteg
- Fire on Psychiatric ward 14, Princess of Wales Hospital
- Fire at Penllwyngwent Farm, Blackmill
- Fishing nets and debris washed ashore, Rest Bay
- Gas Leak, Penyfai
- House Fire – Locks common, Porthcawl
- Request for copies of storm drain maps & diagrams for Fire Service
- Sink hole, Nantyffyllon, Maesteg

2016 - 13 incidents to date, including:

- Barn fire, St. Mary's Hill
- Bridgend town closure due to severe weather and high winds
- Fire at Coety Primary School
- Fire at Pencoed comprehensive School
- Fire at Wood chip recycling plant at Llynfi power station, Maesteg
- Fire at Wood chip recycling plant at Coity
- Fire in Garages
- Liquid oxygen incident at Princess of Wales Hospital
- Minibus – flood rescue at Merthyr mawr
- Request from Fire Service re availability of BCBC equipment
- Tree on Highway
- Wrong callout – Highways DO required
- Wrong call out – Police required RCT's Emergency Planning