

# Civil Protection News



Civil Contingencies Secretariat

CabinetOffice



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## Welcome to Civil Protection News!



**Bruce Mann**

Director of Civil Contingencies,  
Cabinet Office

Welcome to the first edition of Civil Protection News, our new quarterly newsletter for all civil protection practitioners.

Why have we started this project? Well, we've had useful feedback from many local responders and others about the ways in which central government communicates about civil protection issues. And one of the things you have repeatedly told us is that you want more information, more regularly. So the primary purpose of Civil Protection News is to meet that need - telling you what information you can expect from central government; helping you to address key issues; supporting the sharing of good practice amongst practitioners; and being open about what we are doing to support you in your duties under the Civil Contingencies Act.

We hope that the newsletter will be useful to you, providing the latest news on key issues and current risks, and giving details of useful guidance, events and contacts. We also want as much content as possible to come from you as practitioners – you're the experts.

The value of Civil Protection News is dependent on your feedback. So please let us know what you think – Is it useful? What else would you like to see included? Would you like to contribute an article yourself?

You can email us at:  
[cpnews@cabinet-office.x.gsi.gov.uk](mailto:cpnews@cabinet-office.x.gsi.gov.uk)

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Malcolm Campbell, CCS Corporate Services  
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Pauline Marren, Emergency Planning Society

## The View

Civil Protection News will have regular interviews with some of the key players in emergency preparedness and response. In this edition...



**Prof Lindsey Davies**  
National Director of Pandemic  
Influenza Preparedness at the  
Department of Health

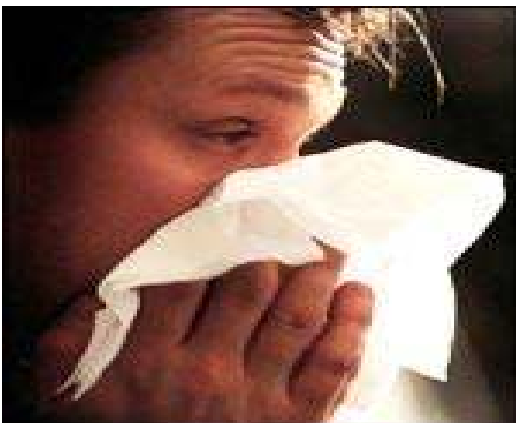
**Lindsey took up the post of National Director of Pandemic Influenza Preparedness at the Department of Health in April 2006. She was formerly Regional Director of Public Health in the East Midlands. She holds a Special Professorship in Public Health Medicine and Epidemiology at Nottingham University.**

### What does the National Director of Pandemic Influenza Preparedness do?

I know it's not the tidiest of titles, but the remit of the job itself is fairly straightforward. I coordinate the work that is undertaken and commissioned by the Department of Health in preparation for pandemic flu.

I see a large part of my role as providing leadership in what can be a very personally challenging environment.

Thinking about the human impact of a pandemic on a daily basis isn't comfortable. My colleagues at the Department and in the NHS are constantly wrangling with how to deliver the greatest benefits to health for the greatest number of people, yet we don't know exactly what a pandemic will be like. The big unknown in all of this is how the pandemic virus will behave. Occasionally someone needs to say "We've worked hard on this, we've consulted widely, and this is the best we've got for now." We might not have the perfect model, but at least we have a framework within which we can work.



### What have you done in your first few months in post?

I spent my first few weeks finding out what has been done already and trying to identify any obvious gaps. I already had a lot of helpful feedback from NHS colleagues and other health organisations on the issues that would benefit from a national steer or resolution.

Now I'm turning that feedback into a workable blueprint for the delivery of care during a pandemic. At the height of a pandemic, hospitals won't have the capacity to treat everyone with flu, so we have to look at models of delivering care in the community. Of course, different communities have different needs – a GP working in inner city London may be worrying about people in overcrowded homes and hostels while a GP in rural Yorkshire is thinking about how they will cover patients who might be geographically isolated.

*"At the end of the day we have to aspire to getting the best possible health outcomes for the greatest number of people"*

Of course it's not all about doctors. One of my current priorities is making sure that Primary Care Trusts are involving their local partners – social services, local authorities, the emergency services and the voluntary sector - in their planning. We have to recognise that the actions of one organisation can have a major impact on another – for example, the health service would be badly affected if schools were closed. Those interdependencies need to be worked through while we still have some time to think.

I'm also keen to keep listening, so I'm hoping to get out and about to see what's going on at the local level.

### What are your driving principles?

Pragmatism. Pandemic flu will inevitably pose us all with some difficult decisions. At the end of the day we have to aspire to getting the best possible health outcomes for the greatest number of people and our systems have to be flexible enough to deliver that. The flip-side might be that some people will try to abuse the system, and that's something we have to live with if ultimately our objectives can be achieved.

### What do you think the main challenges are for pandemic planning?

One of the most difficult things to deal with is the uncertainty. Obviously the virus that will cause the pandemic hasn't emerged yet, so a lot of what we decide has to be based on best guesses. The

modelling that we've done is first class, but we won't know for sure what will happen until the pandemic starts.

*"It would be practical and prudent to plan for a clinical attack rate in the range of 25-50%."*

Another real challenge is to persuade organisations to take the possibility of a pandemic seriously and to plan realistically for it. The civil protection community, health and social services face so many competing priorities. I totally understand the temptation to let the seemingly less immediate issues fall down the agenda, but we can't afford to be lulled into complacency where flu is concerned.

And I think one of my personal challenges will be keeping the momentum going if a pandemic doesn't happen over the next couple of years

### Do you ever feel overwhelmed by the size of the task?

I am well aware that one question frequently gives rise to a dozen more, rather than a clear answer. My approach is to tackle everything systematically and to recognise that our plans can't be too rigid. They have to be resilient and robust, but they also need to be flexible enough to be scaled up or down as necessary.

### How bad do you think a pandemic will be?

The best information I have to go on is the modelling. Modelling has its limitations, but it does give us some useful assumptions to hang our planning on. The modelling suggests that it would be practical and prudent to plan for a clinical attack rate in the range of 25-50%. Planners should not just assume the best. We have to be able to deal with the worst case too, including being able to handle excess deaths in the range of 20,000-700,000.

### How likely is a pandemic?

Some of the world's best medical brains have been unable to answer that question and that's inevitable when you're dealing with something as unpredictable as a novel virus. What I do know is that we can't afford to assume that it will never happen.

### How do you stop yourself from getting depressed?

I do take comfort in the fact that international surveillance is so much better than it was during the three pandemics of the 20<sup>th</sup> Century and that should give us a head start in getting our plans in place. Of

course there have been huge medical advances since then too. And I have a great team of people to work with.

Ultimately, I know that the UK's response is being planned by a team of dedicated professionals who take the threat seriously. ■

### What guidance is there for practitioners on planning for a pandemic?

- DH website
- UK Resilience
- HPA
- Further guidance to come.

**GUIDANCE**

**CONTINGENCY PLANNING FOR A POSSIBLE INFLUENZA PANDEMIC**  
 English  
 15 July 2009

Page	Content	Category 1 responses	Category 2 responses	Category 3 responses	Business, industry, education, community
1	Introduction	✓	✓	✓	✓
2	Objectives	✓	✓	✓	✓
3	Structure	✓	✓	✓	✓
4	Key Messages	✓	✓	✓	✓
5	Key Messages 2	✓	✓	✓	✓
6	Key Messages 3	✓	✓	✓	✓
7	Key Messages 4	✓	✓	✓	✓
8	Key Messages 5	✓	✓	✓	✓
9	Key Messages 6	✓	✓	✓	✓
10	Key Messages 7	✓	✓	✓	✓
11	Key Messages 8	✓	✓	✓	✓
12	Key Messages 9	✓	✓	✓	✓
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99	Key Messages 96	✓	✓	✓	✓
100	Key Messages 97	✓	✓	✓	✓
101	Key Messages 98	✓	✓	✓	✓
102	Key Messages 99	✓	✓	✓	✓
103	Key Messages 100	✓	✓	✓	✓

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# Getting the Best from your Suppliers



**John Sharp**  
Policy & Development Director  
Continuity Forum

***How will Category 1 responders ensure their critical suppliers, who are essential partners in the delivery of critical services, have effective Business Continuity Management (BCM) in place?***

## Introduction

The Civil Contingencies Act places a duty on Category 1 responders to work with critical suppliers to maintain the delivery of essential products and services during periods of disruption.

Paragraph 6.5 of the CCA Guidelines states that Category 1 responders must;

*'... ensure that those organisations delivering services on their behalf (e.g. contracted-out services) or capabilities which underpin service provision (e.g. information technology and telecommunications providers) can deliver to the extent required in the event of an emergency. This is because services remain part of an organisation's functions even if they do not directly provide them'.* In essence this requires the Category 1 responder to ensure key suppliers have effective BCM. How can they do this and what is available to help them verify supplier's capability?

## What makes a Supplier Key?

Every public sector organisation relies upon products and services of others in order to deliver services to the community. Suppliers include outsourcers who perform key business functions, and intermediaries who deliver services on the organisation's behalf. These suppliers (or partners) may be commercial, public or voluntary organisations.

If the product or service supplied is unique and essential to the organisation's service capability or if there is a long term outsource agreement that makes it difficult to make alternative sourcing arrangements then the supplier can be judged as key.

*"Supply networks have become extremely complex and as a result vulnerable."*

## Implications of Supplier Failure

If the supplier should fail to deliver then there is a strong possibility of disruption to the Category 1 responder's service capability. If this happens the public will hold the Category 1 responder at fault, not the key supplier, as the service remains part of the public sector's responsibility.

Supply networks have become extremely complex and as a result vulnerable. The incident that causes the supplier to fail may be far removed from the geographical location of the Category 1 responder. A good example of this was the destruction of Northgate's building at Buncefield in 2005 which disrupted services to the public sector across the UK.

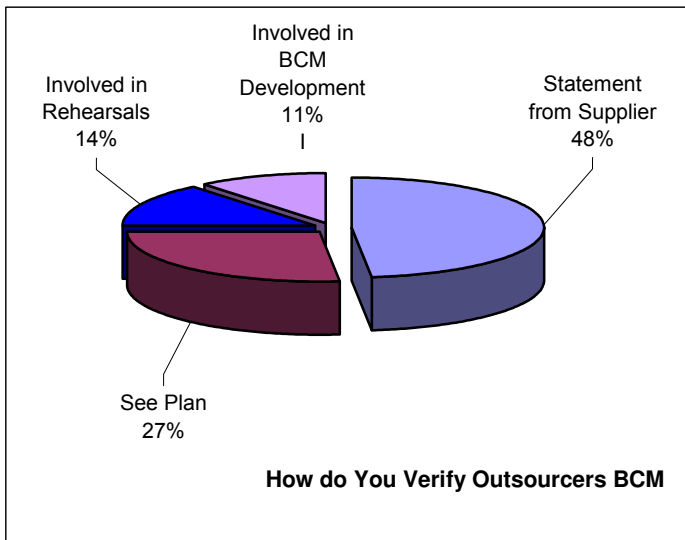


*Business continuity challenges come in many forms. Incidents in recent years like the Buncefield explosion show that impacts on supply chains can have a massive effect.*

## Protecting against Supplier Failure

UK Organisations are only just beginning to recognise the importance of supply chain resilience. In the 2006 BCM survey, conducted by the Chartered Management Institute, 73% of UK organisations reported they outsourced key business processes but only 32% have required their critical suppliers to have BCM.

Disturbing facts emerge when those surveyed were asked how they verified the supplier's BCM.



Source: Chartered Management Institute 2006

Only those who are involved in BCM rehearsals (14%) will be getting a real indication of the suppliers BCM capability.

A statement from a supplier that they have BCM in place may not be worth the paper it is written on. One major UK supermarket adopted this approach only to find that when one of their logistics companies had a major fire there was no effective BCM in place resulting in a shortage of products in their shops.

Asking to see a copy of the plan is insufficient as the plan may be out of date or at worst not tested.

The following are key questions that organisations should be asking their key suppliers.

- Have you identified the activities needed to ensure delivery of the products / services we need for our critical services?
- Have you identified the resources that support these activities?
- Have you developed BCPs to maintain the activities if you have a disruption?
- Have you exercised these plans?
- What lessons have you learnt from the exercises?
- What steps have you taken to integrate the lessons learnt into your BCPs?

The answers to these questions should be supported by evidence from the supplier.

An additional question may be – What other customers do you have for the key products/services you supply and what assurances can you give that we will receive preference of supply at the time of disruption?

Purchasing has a key role to play in encouraging supplier BCM. Clauses should be added to all new

contracts with critical suppliers requiring BCM to be in place. Measures of performance may be added or reference made to the new BS BCM Standard.

## The Role of the new BCM Standard

Suppliers will have many customers, some of whom will be Category 1 responders. If all customers start to demand verification of BCM capabilities this will put increased administration burdens upon suppliers. It is also highly likely that customers will ask a range of different questions according to their interpretation of BCM. A uniform approach to BCM verification is therefore required.

At the end of 2006 the British Standards Institute will be issuing a new standard for BCM – BS 25999. This will be in 2 parts; a Code of Practice (BS 25999-1) and a formal Specification (BS 25999-2). By late 2007, early 2008, it is anticipated that a UKAS Accreditation scheme will become available. This will provide accreditation to auditors who will then be able to certify organisations against BS 25999-2.

*“At the end of 2006 the British Standards Institute will be issuing a new standard for BCM – BS 25999.”*

Category 1 responders will be able to use this BS 25999 in several ways. From the end of 2006 they will be able to ask suppliers to demonstrate conformance with the new standard. If the supplier is critical, then the Category 1 responder will be able to undertake their own audit of the supplier against BS 25999-2, however this does not constitute certification.

When the UKAS scheme is implemented Category 1 responders will be able to request/require suppliers to be externally certified to the BCM standard.

## Conclusion

The CCA places a clear duty on Category 1 responders to ensure their critical suppliers have effective BCM. The public will not accept excuses that it was the supplier's fault that the public service failed. BCM cannot be easily added to contracts after they have been signed without incurring additional, and often expensive charges. Therefore Category 1 responders must identify their critical suppliers now and, in partnership, help them to develop effective BCM. ■

[www.continuityforum.org](http://www.continuityforum.org)

# The CBRN Resilience Programme

**Brent Greenaway**  
Home Office

***The CBRN Resilience Programme was established in October 2001. The Programme is led by the Home Office and is designed to bring together the many government departments and partner agencies involved in developing expertise around CBRN issues.***

The Programme's main aims are:

- To ensure that in the event of a terrorist incident the response from all concerned will be quick and effective, with the result that lives are saved, and the impact on property and the environment is minimised.
- To make it harder for terrorists to achieve their goals.

There are two supporting bodies that drive the CBRN Resilience Programme; the Strategic Board and the Performance and Delivery Group.

The Strategic Board is made up of senior representatives from all the key delivery partner organisations. The board has overall responsibility for the Programme's policy, delivery, strategy and resource handling arrangements. This Board feeds in to the relevant Cabinet Committee to align with the Government's Counter Terrorist strategy (CONTEST) and the Capabilities Programme which is co-ordinated by the Cabinet Office.

The Performance Delivery Group reports to the strategic group and is responsible for monitoring programme performance and generating proposals for new work.



## Police CBRN Operational Response

A new programme covered by the CBRN Resilience Programme is the Police Operational Response Programme. From September 2006, the Police National CBRN Operational Response Programme (PN-CBRN-ORP) started working out of new offices at Ryton and Edinburgh. The programme will seek to improve the capability of the Police Service across the UK to respond to a CBRN incident (either proactively or reactively) by having the right numbers of staff, properly trained, correctly equipped, in the right place and available when they are needed. This will involve the training of several thousand more officers, the purchase of new equipment, the adoption of a UK wide response to a CBRN incident and the provision of a co-ordination role for advice and audit; whilst minimising disruption to day to day policing and providing clear value for money.



## CBRN Tacticians Forum

Further support and cooperation for the programme comes from the CBRN Tactician's Forum.

The Forum is made up of the Emergency Services and Government Departments and was established to consider and resolve immediate response and tactical issues in dealing with CBRN incidents. Its key aim is to provide as much clarity as possible between the three emergency services on joint objectives, terminology and training.

## The application of science

The CBRN Science and Technology Programme underpins the Resilience Programme, providing models and the necessary evidence that forms the basis of policy and planning. This means that the CBRN Resilience Programme can focus its resources on developing an effective response capability to current and evolving threats involving CBRN materials.

## Progress and guidance

Since the establishment of the CBRN Resilience Programme, progress has been made in increasing the UK's capability to respond to a CBRN incident, including better personnel training, improved detection and decontamination equipment and more effective personal protective equipment (PPE).■

Many of these areas of progress are outlined in the following published information (available via [www.ukresilience.info](http://www.ukresilience.info) or [www.security.homeoffice.gov.uk](http://www.security.homeoffice.gov.uk)):

- Strategic national guidance - The Decontamination of People Exposed to Chemical Biological, Radiological or Nuclear (CBRN) Substances or Material (second edition);
- The Release of Chemical, Biological, Radiological or Nuclear (CBRN) Substances or Material- Guidance for Local Authorities;
- Strategic National Guidance; the Decontamination of Buildings and Infrastructure exposed to CBRN Substances or Material;
- The Decontamination of the Open Environment exposed to Chemical Biological, Radiological or Nuclear (CBRN) Substances or material – Strategic National Guidance;
- Public Health Response to Deliberate release of Biological and Chemical Agents;
- Taking Sensible Precautions – HSE Guidance on Biological/Chemical Threats by Post.

Any enquiries about the CBRN Resilience Programme can be directed to [cbrnenquiries@homeoffice.gsi.gov.uk](mailto:cbrnenquiries@homeoffice.gsi.gov.uk)

## CBRN Awareness Training in the South East

### Garry Illingworth

Regional Resilience Team,  
Government Office for the South East

***Frontline responders are trained to deal with a CBRN incident. Is there a need to train other staff in responding organisations? As our recent experience proves, the answer is 'yes'.***

When the possibility of hosting some CBRN awareness days arose, we doubted there would be much call for it. To test the water, we sent a message to our Category 1 and 2 responders. It appeared we were wrong.

We proposed a one day training session which gave a basic introduction to CBRN, aimed at those new to the topic. The course was to be run by a private company with relevant expertise and held at the Government Office South East (GOSE) offices in Guildford, Surrey.

We were not only surprised at the numbers who expressed an interest, but also the wide variety of organisations. Local Authorities and Fire Services were heavily represented among others. In fact, the level of response was such that we were able to fill four separate courses attended by nearly 100 delegates in July and August of this year.

The course content covered the current threat and means of delivery, effects on people and the environment, and longer term issues. Feedback from delegates was very positive, and they felt the event gave value for money.

To become an expert in this topic takes years, and it is difficult to cover all the salient points in detail in one day. However, it seems that there is a need for a basic level of information, especially among those organisations that would be supporting the front line of a CBRN response.■

For further information:

[Garry.Illingworth@gose.gsi.gov.uk](mailto:Garry.Illingworth@gose.gsi.gov.uk)

# The Latest from the Emergency Planning College...



## Emergency Planning College and The University of Leeds Business School - Accredited Qualifications for Emergency Planners and Civil Protection Professionals

*Last summer we announced our ground-breaking partnership with Leeds University Business School (LUBS). After months of planning, diagnostic study and development, this autumn sees the launch of an exciting range of qualifications designed to reinforce and enhance the continued personal and professional development of those working in emergency planning and management.*

We believe that these are unique qualifications. They fulfil academic and professional requirements but have a strong practical element in civil protection subjects such as, risk management, emergency planning and business continuity. The programmes cover the span from senior vocational level, through postgraduate certificate and diploma, to a choice of master's degree options. Their key design principles are maximum breadth of access, exploitation of professional experience and work-based learning.



Further information – [www.epcollege.gov.uk](http://www.epcollege.gov.uk)

All the programmes will be delivered through a Work-Based Learning (WBL) framework by Leeds University Business School with students attending modules at the Emergency Planning College (EPC) to enhance their professional expertise, and receiving distance learning support from the Work-Based Learning Unit at LUBS. WBL is an established approach to learning that is firmly rooted in the workplace, builds upon practical experience, and is designed to enhance continuing professional development. Leeds has developed its work-based learning approach to study over a number of years and is now seen as a market leader in the field.

The following options are now available:

### City & Guilds Licentiate (LCGI)

The University of Leeds has delegated authority from the City & Guilds' Institute to offer senior awards which are designed for people working in industry, business and other professional environments. The LCGI is an excellent foundation and starting point to progress onto academic courses and higher level qualifications. We offer a choice of 3 LCGI qualifications in: 'Civil Protection', 'Crowd and Event Safety Management' and 'Managing the Care of People in an Emergency'. These will involve some pre-course work, a 3-day module at EPC and the completion of an assessed 3,000 word assignment with the guidance of distance learning.

### Postgraduate Certificate

Also available now, this qualification is project-based and allows students to identify, plan and implement a project within their own workplace. The aim of the Certificate is to enable students to acquire the necessary skills to complete a workplace project as part of their professional development that also supports their organisation's development and performance. Students will decide upon appropriate projects with the guidance of their tutor receiving ongoing distance learning support, culminating in a 12,000 word report.

### **In Spring 2007:**

### Postgraduate Diploma

This course and qualification is designed to enable students to develop an advanced understanding of organisations, their management and the changing external context within which they operate. The programme

develops students' investigative, analytical and decision-making skills and application of those skills and knowledge to complex issues within their workplace. There is also a strong emphasis on personal and organisational development.

This programme will incorporate elective modules. Initially these will be 'Emergency Planning and Management', 'Risk Management' and 'Business Continuity' with subsequent programmes introducing 'Care of People', 'Recovery Strategies', 'Crowd Safety' and other subjects.

## **In Autumn 2007:**

### **Masters (MA, MSc, MBA)**

The Masters Degree programme has been designed for students who wish to undertake a Masters in Civil Protection and its component subjects. It will be delivered through an approach that acknowledges learning can take place in a variety of situations and recognises the work environment as a fertile ground for individual as well as organisational learning. Central to the programme is the engagement with leading-edge theory that can be translated into best practice in the workplace.

The Masters Degree is project-based and comprises a number of compulsory and elective modules which are assessed by written assignments which may, in some cases, also include exams.

There is also a Professional Doctorate on the horizon. Although still under development, we shall release details of this programme shortly.

### **Entry Qualifications and Applications**

Leeds University has endeavoured to set the entry criteria as wide as possible and to retain the work-based philosophy at every level. For those without a first degree the entry requirements will be based on permutations of existing professional qualifications, EPC course spine completion, substantial work experience or expertise in the subject field. Our intent is to include and not exclude those whose practical experience and knowledge underpins their professional excellence and determination to progress. This central tenet of Leeds University's Work Based Learning has benefited thousands of professional people and their employers over the years, and we are confident that it will bring similar benefits to the UK's growing civil protection community. We look forward to hearing from you.

## **Michael Charlton-Weedy, Chief Executive of the Emergency, says...**

"Civil protection is a practical activity that endeavours to deliver practical results. But in the face of the bewildering array of hazards, threats and complexity that confront practitioners, only education can add the extra dimensions of imagination, analysis and creativity that are essential to expanding the boundaries of our experience and task training, and thereby raising our performance to the highest levels. Working with Leeds we have spent the last year creating higher education programmes that are rooted in that essential practicality, but also contain the challenge and value to merit prestigious awards from a premier league university. We have now reached the culmination of a 3-year process: in the first year we formed the vision and sought the views of hundreds of practitioners; in the second we ran the campaign to select and contract the best university for the job from the 23 that expressed interest; and in the third we have designed and developed the courses. Now we are ready to deliver a service to the profession that we believe exactly matches its needs." ■

*"Now we are ready to deliver a service to the profession that we believe exactly matches its needs."*

# Geographical Information Systems (GIS) and Integrated Emergency Management: Developments at the Emergency Planning College

**Dr Robert MacFarlane**

Assistant Director, Training and Doctrine, EPC

Most emergencies have a strong geographical dimension, since their location and spread will determine their impacts and how they should be managed. Consequently many local and regional responders have found that Geographical Information Systems (GIS) provide a valuable tool for planning for, responding to, and recovering from both locally specific and wide area emergencies. GIS can:

- assist emergency managers to identify and take account of demographical aspects of an emergency (such as its location, extent, consequences and impacts); and
- allow geographical information from multiple sources and agencies to be integrated to provide an informed response.



*A screenshot from the Bradford MBC Geographic Emergency Management System, showing properties, facilities and infrastructure likely to be affected by a flood. On the left of the screen there is a list of other available datasets that could be added into the map (Courtesy of Bradford MBC).*

At the end of 2005 the EPC published **A Guide to GIS Applications in Integrated Emergency Management**, which has been widely distributed and downloaded during 2006. EPC will be building on this from Spring 2007, in partnership with Leeds University and the Ordnance Survey, with the launch of GIS for Emergency Management training courses.

**A Guide to GIS Applications in Integrated Emergency Management** is available to download at [www.ukresilience.info/publications/index](http://www.ukresilience.info/publications/index).

This is a strong partnership: the EPC is the leading UK provider of civil protection training and the only provider that can assure compliance with the Civil Contingencies Act. The Geography Department at Leeds University is recognised for the high quality of its courses in GIS, and the Ordnance Survey is committed to driving up the quality of GIS applications and the use of spatial data in emergency management.

The courses will encompass both the principles and practice of GIS and will relate to (i) emergency planning and management staff who need to find out what GIS can offer to them, and (ii) GIS staff who want to explore the specific requirements of their colleagues in civil protection, to be able to more effectively support those requirements. Sessions will be designed to facilitate more effective working within and between organisations. These will aim to provide better information to decision makers when and where they need it, and in a form that they can easily use.

In time, it is also proposed to develop new courses in GIS and emergency management that can be taken as part of postgraduate qualifications offered by the established EPC – Leeds University partnership. ■

For more information please contact the Emergency Planning College

[epc.marketing@cabinet-office.x.gsi.gov.uk](mailto:epc.marketing@cabinet-office.x.gsi.gov.uk)

# Civil Contingencies Act 2004: Identifying and Disseminating Good Practice



**Tony Part** Civil Contingencies Act  
Implementation Team, Civil Contingencies  
Secretariat

In response to stakeholders' feedback, CCS is leading a project to identify and disseminate good practice in relation to the newer duties of the Civil Contingencies Act (CCA) – communicating with the public, promoting business continuity, business continuity management, and risk assessment. This article outlines what we are doing and the current state of play.

Evidence from the National Capabilities Survey and discussions with practitioners have demonstrated that there are variances in the progress being made by local responders in implementing these duties, with some responders struggling with issues others have cracked. This project provides local responders with a further opportunity to learn from each other, both in terms of what has worked and what has not. There are some excellent examples of good practice out there and the purpose of this project is to ensure that these are recognized and shared.

The key outputs from this project will be a suite of good practice examples that can be disseminated through a variety of mechanisms including the UK Resilience website, the Emergency Planning College (EPC), articles, presentations and participation in a wide range of networks and forums.

This work was announced to all Category 1 and Category 2 responders in July via a bulletin from Dan Greaves, Head of the Act Implementation Team. Two months on, this is a timely opportunity to update you on what has been done so far and what you can expect to happen in the coming months.

## What has happened to date?

Following the first meeting of a strategic Project Board, working groups have been established to take forward the workstreams in relation to the duties on communicating with the public, promoting business continuity and business continuity management. Each working group is led by the central government expert, steered and advised by civil protection practitioners and other key stakeholders.

Input has also been sought from local responders through the bulletin, articles in magazines, regional workshops, EPC courses and seminars, and fed into the working groups. We are reliant on YOU to inform us about aspects of the duties you would like us to look at and examples of good practice that you are aware of.

## Communicating with the public

This group includes representatives from the National Steering Committee for Warning and Informing the Public (NSCWIP), and brings together experience from across Category 1 and 2 responders as well as the media.

The group met for the first time in August and there was a general consensus that the work programme should be split into two key phases:

- development of a "routemap" for local responders to use to guide them through the process (e.g. how to get started, logical steps to navigate the process and how to measure success); and
- specific pieces of work looking at "knottier" aspects of work in this area (e.g. identifying lead responders, communicating with hard to reach groups, assessing technical solutions).

## Advice and assistance to business and the voluntary sector

This group consists of a mix of practitioners, representatives of the business community, business support organisations and marketing professionals. It met for the first time on 6 September and agreed that the priorities were:

- the production of a short guide reaffirming the expectations of the duty to clear up common misunderstandings;
- reinforcing the national framework within which local responders promote business continuity (e.g. exploring the scope of centrally provided "skeleton" materials that local authorities can adapt to local need);
- looking more closely at a wide range of areas where CCS could highlight how leading practitioners had approached key issues (e.g. developing a strategy, liaison with other responders, using networks, encouraging take-up, evaluating success); and
- identifying key drivers for businesses which could be used to encourage take up of BCM (e.g. insurance).

In exploring the scope for skeleton materials, the group will consider materials already produced and activities already underway to see if there are aspects of these that constitute good practice and should be incorporated.

## Business continuity management

This group includes representatives from most Category 1 responders, together with the Business Continuity Institute and the Continuity Forum. The

group met for the first time on 20 September and agreed that the priorities were:

- CCS to issue a bulletin to senior managers in local responder organisations reaffirming the duty; and
- specific pieces of work to be undertaken looking at the issues where local responders require most help (e.g. promoting business benefits, business impact analysis, ensuring resilience in the supply chain, training and exercising).

### Risk assessment

Evidence has shown that local responders are finding this duty less problematic, with the vast majority feeling confident in the Community Risk Registers they have compiled and published. Nonetheless, the Local Risk Assessment Guidance 2006 – which was distributed at the end of August - has been used to gather good practice examples against the following themes which have been flagged up to us by stakeholders:

- engaging expertise from across organisations to feed into the risk assessment process and linking in with wider business processes;
- publication of risk assessments as part of a wider public awareness strategy;
- using risk assessments to influence priority setting, resource allocation and capability development across the range of civil protection work (particularly on a multi-agency basis);
- embedding risk management in the culture of the emergency planning function; and
- maintenance and review.

Responses will be assessed by CCS, in collaboration with practitioners who have expertise in assessing risk, and good practice disseminated.

### What are the next steps?

The good practice section on UK Resilience ([http://www.ukresilience/ccact/good\\_practice.shtm](http://www.ukresilience/ccact/good_practice.shtm)) will be used to provide updates on project progress as well as to disseminate good practice. Work plans will be produced, with timescales, for the three working groups by the end of November 2006 and summaries of these will be shared with local responders via the website.

Finally, I would ask you all to continue to make us aware of examples of good practice that you come across. Some of you have already done this but the more examples we have the better the outputs from this work are likely to be. These should be sent to [ccact@cabinet-office.x.gsi.gov.uk](mailto:ccact@cabinet-office.x.gsi.gov.uk). ■

## Learning Buncefield's Lessons

### John Boulter

Head of Safety Emergency and Risk Management Unit,  
Hertfordshire County Council

The explosion and subsequent fire at the Buncefield Oil Storage Depot, Hemel Hempstead in December last year presented a wide variety of challenges for a large number of the Category 1 and 2 responders who make up Hertfordshire's Local Resilience Forum (known as 'Hertfordshire Resilience').



The explosion reportedly measured 2.4 on the Richter scale, caused damage to properties up to 4 miles away, required the evacuation of 2,000 local residents and produced one of the biggest fires ever seen in peacetime Europe. In dealing with its consequences, the multi-agency emergency planning arrangements locally and, to a certain extent nationally, were given a very thorough examination.



Attending the "Buncefield Briefing Days" – [From Left] – Lord Newton, chair of the Buncefield Independent Enquiry; Caroline Tapster, Chief Executive Hertfordshire County Council and chair of the LRF; and John Boulter, Head of Safety Emergency and Risk Management Unit, Hertfordshire County Council.

During the response, but particularly afterwards, the LRF has been very conscious of its own responsibilities to share the “lessons learned” from that extraordinary experience with the wider emergency planning community within the UK and beyond. A series of detailed multi-agency debriefs have taken place. Some of them have been subject specific (i.e. media management, recovery), whilst others have been more generic and wide ranging, involving all organisations present at either the multi-agency Strategic (Gold) or Tactical (Silver) Commands. These have been assimilated into Hertfordshire Resilience’s Buncefield debrief report which it is anticipated will be signed off by the LRF at its October meeting (along with an accompanying action plan to address any recommendations made). It will then be placed on the Hertfordshire Resilience website ([www.hertsdirect.org/resilience](http://www.hertsdirect.org/resilience)).

As a forerunner to the debrief report, Hertfordshire Resilience ran two “Buncefield Briefing Days”. These events were designed to enable senior officers from some of the key organisations involved in the emergency response to share with the wider emergency planning community their own personal experiences and some of their respective organisation’s lessons learned”. The two events took place in June at the Gordon Craig Theatre Stevenage and were organised on behalf of the LRF by Hertfordshire County Council’s Emergency Planning Unit and Hertfordshire Police. The Department for Communities and Local Government, the CCS and the IDeA each made an important contribution to the funding and promotion of the Briefing Days. In total over 800 delegates from across the UK attended the Briefing Days as well as a number of delegates from EU partner countries.

Feedback from the two seminars has been extremely favourable and the evaluation forms confirmed that the aims and objectives of the briefing days had been well met. Due to the number of delegates, it was impractical to take questions on the day, but the audiences were invited to submit questions to speakers via email. The answers to those questions as well as the speakers’ presentations can also be viewed on the Hertfordshire Resilience website.



*Caroline Tapster, Chief Executive Hertfordshire County Council and Chair of the Local Resilience Forum, speaks at the event.*

This is not the place to go into the detail of individual presentations and the many ‘lessons learned’ but the audience will have noted a number of common themes which several speakers touched on during the day. The first of these was the importance of strong generic planning arrangements, which would enable the LRF to respond effectively to exceptional and extraordinary events that went way beyond site specific plans. Allied closely to this, were the strong relationships which existed amongst responders not just at a strategic but also at a tactical level. Several speakers noted that this did not happen by chance but was the product of a regular programme of training and exercising and the invaluable experience derived from responding to previous major incidents.

An important practical ‘lesson learned’ was the value derived from conducting joint multi-agency Gold and Silver meetings using a conference call / speaker phone arrangement which linked the two command levels and ensured a clarity of communication, and real time decision making. It was acknowledged that whilst this goes a little against the rule book (which emphasise the importance of separating Gold and Silver so that the one doesn’t interfere with the other) it was agreed that the benefits of this way of conducting business were significant.

Several speakers talked about information management and communication and, in particular, the importance of making the ‘message’ available in the media when the recipient needs it. Whilst websites can prove to be invaluable (the Hertfordshire County Council’s site had 2 million hits in the first four days of the incident), for the 2,000 people evacuated from their houses this was of little value. Face to face communication, posters, newsletters etc. though “old –fashioned” still have an important role to play.



A number of speakers made reference to the importance of starting as early as possible to develop and implement recovery plans. Whilst this presents many challenges, especially for a local authority already stretched by the response to a prolonged major incident, the benefits should not be underestimated. The County Council was able to support Dacorum BC and help free up some key management resources to concentrate on the task in hand. This close working relationship between county and district proved very beneficial as were the more formal structures which were set up to manage and co-ordinate the recovery efforts. Once again agencies were able to draw on the strong links which already existed prior to the incident (e.g. between Dacorum and the local business community) to support those communities which had been so badly affected.



The explosion at Buncefield was a truly extraordinary incident yet it highlighted generic issues which could present themselves in a wide range of other scenarios or locations. It is hoped that the final debrief report and information shared with those who attended the two conferences will help with future emergency planning and preparation for all sorts of different incidents and not just those for sites similar to Buncefield. ■

## Update from the Capabilities Programme

**Peter Diplock** Capabilities Manager, Civil Contingencies Secretariat

***What is the Capabilities Programme? Why does it exist and what does it seek to achieve? What are its components? This article aims to give a brief introduction the Capabilities Programme and highlight some areas of current focus.***

The Capabilities Programme is the core framework through which the Government seeks to build resilience across all parts of the United Kingdom. This includes building resilience for both terrorist attack and natural disasters.

The aim of the Capabilities Programme is to identify the key capabilities, equipment, plans etc that we need to prepare for, respond to and recover from disruptive events. The Programme consists of 18 capability 'workstreams':

- three workstreams which are essentially structural, dealing respectively with the central (national), regional and local response capabilities;
- six which are concerned with the maintenance of essential services (environment, flooding, fuel, transport, health, financial services, etc);
- nine functional workstreams, dealing respectively with the assessment of risks and consequences; chemical, biological, radiological and nuclear (CBRN) resilience; infectious diseases - human; infectious diseases - animal and plant; mass casualties; mass fatalities; humanitarian assistance; evacuation; site clearance; and warning and informing the public.

Each of these workstreams is the responsibility of a designated lead Government Department. Within each lead Department, a workstream leader at Senior Civil Service (SCS) level is responsible for the management of a programme of work set out in a delivery plan agreed with Ministers and with the Civil Contingencies Secretariat (CCS) at the centre. Within the Cabinet Office, an SCS-level programme director reporting to the Head of CCS is responsible for the management of the programme as a whole, on behalf of the Permanent Secretary of Intelligence, Security & Resilience, Sir Richard Mottram.

The Capabilities Programme Board, chaired by the Programme Director, meets quarterly and provides a report of progress to TIDO(SD)(PREPARE), the official committee on UK resilience. Ministerial oversight of the programme is exercised through the DOP(IT)(PSR) committee, the Ministerial committee on UK resilience chaired by the Home Secretary.

The Capabilities Programme continuously develops, adapting to the changing risk environment, the capabilities and technology available to develop resilience, and responding to gaps identified by workstream managers. Amongst some of the recent work and developments arising from the Capabilities Programme are two sets of guidance to responders; the "Evacuation and Shelter" guidance, and the "Humanitarian Assistance Centres" guidance, both due for publication in the autumn. The interaction that many of you (Category 1&2 responders) will have with the Capabilities Programme will mainly revolve around exercises and training, designed to test the capabilities in place and to identify areas where there may be gaps, and initiatives such as the Fire Service "New Dimensions" programme.

The Capabilities Programme covers the whole of the United Kingdom, including Scotland, Wales and Northern Ireland. Where the content of a particular workstream is devolved, responsibility for that part of the workstream rests with the devolved administration. The devolved administrations are invited to many of the key Whitehall meetings and committees that relate to resilience issues. In addition, strong working relationships between lead government departments and their devolved administration counterparts are promoted and facilitated through the Capabilities Programme. ■

## Civil Protection Diary

### Future events

#### 2006

##### 3<sup>rd</sup>- 4<sup>th</sup> November

Annual Red Cross Chairs & Presidents Conference  
Radisson SAS Hotel, Manchester Airport

##### 10<sup>th</sup> November

North West Resilience Seminar 2006  
Ribby Hall, Wrea Green, Lancashire

##### 20<sup>th</sup>- 21<sup>st</sup> November

The Survive 17<sup>th</sup> Annual Conference  
Marriott Hotel, Grosvenor Square, London

##### 21<sup>st</sup>- 22<sup>nd</sup> November

Emergency Planning Society's Autumn Study:  
Business Management Skills for Emergency Planners  
Hilton Hotel, Newcastle

##### 1<sup>st</sup> December

Foreign and Commonwealth Office's SISBO Forum:  
'Has Your Organisation Planned for Avian Flu?'  
FCO, King Charles Street, London

##### 5<sup>th</sup>- 7<sup>th</sup> December

BSI Conference & Workshop:  
Strategic Use of the New British Standard on  
Business Continuity Management to Improve  
Business Performance and Resilience  
Kensington Marriott Hotel, London

#### 2007

##### 31<sup>st</sup> January - 1<sup>st</sup> February

City & Financial's Sixth Annual Conference:  
Business Continuity and Disaster Recovery in the  
Financial Services Sector

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