

16 January 2014

**CONTINGENCY PLANNING AND MANAGING INCIDENTS - MODIFICATIONS TO OPERATIONAL GUIDANCE BOOKLET (OGB) 17 IN ENGLAND****PURPOSE**

1. The purpose of this paper is to:
  - a. Present the proposals for new OGB 17s to provide greater resilience in forestry
  - b. Define the position of Forest Services and Forest Enterprise in respect of management of national incidents.
  - c. Seek the committee's direction on its adoption ownership, maintenance and governance in England.
  - d. Seek the committee's direction on communicating the OGB's within FCE and the wider forestry sector.

**BACKGROUND**

2. The Forestry and Woodlands Policy Statement noted that any new approach to Government's forestry functions "*will need to be resilient, sustainable and have the capacity to respond effectively in a crisis.*" Therefore Forest Services system will be appropriate to all types of incidents and events that could impact on private and public woodlands.
3. This paper recommends Forest Services as the lead organisation in FCE to deal with national incidents affecting both PFE and private woodlands, that governance and ownership is invested within the Director of FCE, with maintenance provided by CFS IFOS with FS, and the we should move ultimately to sharing our processes with the wider forestry sector, after successfully communicating this to our staff.
4. Forest Services Board agreed to modify Operation Guidance Booklet 17 'Planning for the Unexpected' in May 2013, allowing FCS and FEE to review its version that was published in June 2013.
5. In the development of the modifications the OGB owners, Forest Management Officers (FMOs), requested two documents, for strategic and operational issues. Forestry Commission Scotland and Forest Enterprise England in December 2013 confirmed they wish to continue with the existing OGB. Therefore Peter Weston of IFOS has advised FS to develop the modified OGB's into two separate OGB's called:
  - OGB 17a – Contingency Planning Framework
  - OGB 17b – Managing Incidents
6. The new OGB 17s have been modified using guidance / processes provided by the Cabinet Office's Civil Contingencies Secretariat, using existing processes

from the Environment Agency, Chief Fire Officers Association and Australian Fire Authorities Council.

7. CFS IFOS have confirmed they will continue to provide support to FS to develop our approach.
8. The Audit, Risk and Assurance Committee (ARAC) have been made aware of our plans and the approach has received their support.
9. Both modifications to new OGB 17 have been used twice by FCE to manage FE and FS anticipation of the November's St Jude's Storm and December's storm / tidal surge. This approach means we can address a wide range of incidents and events, including pest and diseases outbreak, wildfire etc.

## **DISCUSSION**

### **Forest Services**

10. The modified OGB 17a & b fulfils the government's requirement to improve contingency planning and the management of crises. This will allow Forest Services to co-ordinate its or other response at national and local incidents, either as lead organisation or one of numerous agencies reporting to DEFRA, another government departments or agency's. The nature of the modular approach to incident types provides a good fit with the DEFRA Plant Health contingency plan as well as providing a framework for management of external departmental and stakeholders.

### **Plant Health**

11. We are working with FS Plant Health to ensure that the DEFRA Plant Health Contingency Plan, and its work streams, integrates with OGB 17a & b, to enhances its potential delivery, providing one well used, rather than two anticipation and response processes in FCE.

### **Options: Ownership, Governance and Maintenance**

12. In order that the OGB's have the authority to ensure compliance is being adhered too, the following options for ownership, governance and maintenance are suggested in FCE. The assumption has been made that FCE will still require CFS Inventory, Forecasting and Operational Support (IFOS) to continue to supply resource for the OGB series in England:

Ownership and Governance of OGB's:

- **Option 1 – Separate at strategic and operational level:**
  - OGB 17a Contingency Planning Framework – Director Forestry Commission England
  - OGB 17b Managing Incidents – Director Forest Services

- **Option 2 – Strategic level joint strategic and operational:**
  - OGB 17a & b – Director Forestry Commission England

Maintenance of OGB's:

- **Option 1 – Forest Services**
  - CFS IFOS with guidance from FS Adviser, Technical Guidance

### **Future working with Forestry Commission Scotland**

13. FCS and FEE have confirmed it is willing to work with FCE to ensure cross border / organisation working in the future.

### **NEXT STEPS**

14. A small group of stakeholders, across Forestry Commission England; Forest Services (including Plant Health), Forest Enterprise and Forest Research, have been invited to comment on both OGB's to ensure the draft documents in late January 2014 to ensure they are fit for propose. FCS has declined an offer to join this group.

15. Develop a training package to roll out the new OGB using the following levels:

- National Incident Management Team
- Regional / Local Incident Management Team
- Duty Officer and Response Officers

16. Finalise Forest Services Incident Specific Contingency Plan for windblow and start development for wildfire events.

### **RESOURCE IMPLICATIONS**

#### **Development**

<b>Task</b>	<b>Resource/s</b>
1. Working with department heads to ensure Contingency Planning framework is correctly embedded into new and existing systems.	<b>Absorb FS</b>
2. Working with Forest Enterprise and Safety Health and Environment to develop new OGB 17 a & b	<b>Absorb FS and SHE</b>
3. Set up a governance body to over see the anticipation and assess process.	<b>Existing FS</b>
4. Develop and review a suite of preparedness resources that are linked to the National Risk Register's control measures: <ul style="list-style-type: none"> <li>a. FS Corporate Roles and Responsibilities to Types of Incidents</li> <li>b. FS Incident Specific Contingency Plans</li> </ul>	<b>Absorb FS</b>
5. Development of Contingency Planning resources e.g. Incident Command Packs.	<b>Absorb FS / FC Design Team</b>

6. Develop a dedicate intranet web page to host key documents and supporting technical information.	<b>Absorb FCE Comms</b>
7. Defining key members of staff to become part of Incident Management Teams, supporting teams and Subject Matter Advisors.	<b>Absorb FS, FR</b>

### Training:

<b>8. Operational (Bronze) level – Duty Officers and Responders</b> <ul style="list-style-type: none"> <li>Develop a 5 minute general awareness raising package</li> <li>Roll out possible during all staff events.</li> </ul>	<b>Additional FS</b>
<b>9. Tactical and Strategic (Silver and Gold) level – Local Teams</b> <ul style="list-style-type: none"> <li>Develop a 2 hours general awareness raising package</li> <li>Roll out during Senior Management Team meetings</li> </ul>	<b>Additional FS</b>
<b>10. Department and COBR – Directors and National Teams</b> <ul style="list-style-type: none"> <li>Develop a 1 hour general awareness raising package</li> <li>Roll out at joint FS and FE Directors and National Team meeting</li> </ul>	<b>Additional FS</b>
<b>11. IMT Supporting Teams</b> <ul style="list-style-type: none"> <li>Develop 1 hours training for specific functional units.</li> </ul>	<b>Adsorb FS</b>
<b>12. Cabinet Office Cobra Training</b> <ul style="list-style-type: none"> <li>Awareness training for Senior Forestry Commission Executive Managers of COBR.</li> </ul>	<b>Offered by Civil Contingency Secretariat</b>

### Exercises:

13. If we have not experienced an incident within 12 months, undertake an annual exercise, ideally at both National and selected Local level, to test the effectiveness of incident management and improve staff implementation. Other 'ghost' local areas can be added to improve decision making challenges.	<b>Absorb FS (or with FR)</b>
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### Resources:

14. Development staff to embed new system.	<b>Absorb FS SHE</b>
15. Develop a simple PowerPoint presentation covering three levels of incident management: Duty Officer & Response Officer, Local and National Incident Management Teams.	<b>Absorb FS</b>
16. Publish OGB 17a Contingency Planning Framework and OGB 17b Managing Incidents as well as Quick Guides as pdf's.	<b>Absorb FS and IFOS</b>
17. Officer to manage and maintain the contingency Planning agenda.	<b>Redeploy FS</b>

## RISK ASSESSMENT

### Forest Services Risk Register

Reference and Risk	Additional control measures
<p><b>Strategic Risks</b></p> <ul style="list-style-type: none"> <li>• <b>FS/1</b> – Failure to control pest and diseases</li> </ul>	<p><b>Contingency Planning –</b> Improved our anticipation and assessment of risks, ensure we are appropriately prepared and have reasonable prevention in place to reduce the impact of incidents, therefore improving our overall effectiveness and efficiency of response and recovery.</p>
<p><b>Programme Risks</b></p> <ul style="list-style-type: none"> <li>• <b>FS/2</b> - Forest Services lacks the resources needed to meet delivery expectations. This could be caused by: Plant Health income reducing to zero in FY 14/15; Big Tree Plant expected expenditure increase in FY 14/15 (£1.5m delivery); SR10 introduction of programme/admin budget split; possible additional savings required; increased expectations arising from increased pest and disease threats.</li> <li>• <b>FS/4</b> – Failure of the FC in its fundamental protection role (excluding pests and diseases)</li> <li>• <b>FS/7</b> – Failure to provide an adequate policy framework to support the change of emphasis by government/European Union, and subsequent operating environments to meet the business need.</li> </ul>	

### Forest Enterprise Risk Register

Reference and Risk	Additional control measures
<ul style="list-style-type: none"> <li>• <b>1011/02</b> - Phytophthora Ramorum/RBNB.</li> </ul>	TBC
<ul style="list-style-type: none"> <li>• <b>1011/08</b> - Major tree death from either new disease or climate change.</li> </ul>	
<ul style="list-style-type: none"> <li>• <b>1011/14</b> – Major accident or dangerous occurrence</li> </ul>	
<ul style="list-style-type: none"> <li>• <b>1012/05</b> - Mining collapse / land slip</li> </ul>	
<ul style="list-style-type: none"> <li>• <b>1012/04</b> - Public disorder in response to badger culling</li> </ul>	
<ul style="list-style-type: none"> <li>• <b>1012/06</b> - Chalara</li> </ul>	
<ul style="list-style-type: none"> <li>• <b>1011/28</b> - Ability to meet public expectations</li> </ul>	
<ul style="list-style-type: none"> <li>• <b>1011/07</b> - Catastrophe such as severe weather - flood, fire, snow, wind etc</li> </ul>	

## **EQUALITY IMPACT ASSESSMENT**

17. Our [Current Equality Analysis web-pages](#) still applies.

### **COMMUNICATIONS**

- Development of a dedicated intranet and / or webpage to host key contingency planning documents and technical information.
- Awareness raising to FC staff (BARK, NET news)
- See Training and Resources Section for details.
- Roll out of Public Information Officer function to local communications staff

### **RECOMMENDATIONS**

18. Our recommendations are for ENC to adopt:

- a. Governance and ownership – Option 2: For joint strategic and operational levels to be with Director Forestry Commission England
- b. Maintenance – Option 1: For FS to improve resilience across Forestry Commission England using the existing role FS Adviser, Technical Guidance

19. Our recommendation on who in Forestry Commission England will be the lead organisation will be depending upon the incident and its impact on the forestry sector:

- a. For incidents that affect the whole forestry sector that Forest Services is the lead organisation, and a representative of Forest Enterprise are requested (member of the Senior Management Team FE).
- b. For incidents that the Public Forest Estate that Forest Enterprise is the lead organisation, and a National Liaison Officer is requested from Forest Services.

20. Our recommendation is that our contingency planning framework and incident management OGB's are initially hosted on our internal website. Once complete we will seek the views of the forestry sector, leading to us hosting it on our external website. It is envisaged this will build increased resilience within FCE and ultimately the wider forestry sector.

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**20 December 2013**