



SUFFOLK LOCAL AUTHORITIES



JOINT EMERGENCY PLANNING BUSINESS PLAN 2021

Author:	Head of Emergency Planning
Date of Implementation:	31 December 2020
Review:	Annually

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Introduction by Stephen Baker
(Chief Executive East Suffolk Council
on behalf of Suffolk Chief Officer's Leadership Team)



I am pleased to introduce this joint Business Plan covering the strategic emergency planning partnership between Suffolk Councils. The world we live in demands that we have plans in place to deal with the consequences of flooding, pandemic diseases and all sorts of civil emergencies that occur. At the same time current economic pressures require this to be provided in the most cost effective way.

The Joint Emergency Planning Unit, with team members located in all councils, has allowed Suffolk local government to benefit from standardised planning, training and advice and for this to be provided at a low cost. It has also enabled civil preparedness work to be better-prioritised and thus able to respond more effectively to countywide risks. This business plan builds upon these firm foundations, aiming to sustain council capabilities during times of economic pressures, and to continue to work with communities and other response partners to ensure communities are helped during times of emergency.

The business plan does not cover operational response aspects. Council plans for emergency response and business continuity are now within a single local authorities Joint Emergency Response plan available within each council. Further, multi-agency collaboration between Suffolk responders is covered separately through the Suffolk Resilience Forum.

I, along with my other Chief Executive colleagues, continue to support this collaborative approach to ensuring that our County continues to be a safe place to work and live in and that any emergencies are dealt with swiftly, with minimal impact and normality restored as soon as possible.

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Distribution

Addressee

Babergh & Mid Suffolk District Councils - Working Together:

- Chief Executive

Babergh District Council:

- Elected Member lead for Emergency Planning

East Suffolk Council:

- Chief Executive
- Cabinet Member with responsibility for Community Health

Ipswich Borough Council:

- Chief Executive
- Portfolio Holder: Community Protection

Mid-Suffolk District Council:

- Elected Member lead for Emergency Planning

Suffolk County Council:

- Chief Executive
- Executive Director of Fire & Public Safety
- Cabinet Member for Public Health, Public Protection and Communities

West Suffolk Council:

- Chief Executive
- Portfolio Holder for Families and Communities

All Joint Emergency Planning Unit staff (via shared directory)

Glossary

BC	Borough Council
CBRN	Chemical, Biological, Radiological and Nuclear
COMAH	Control of Major Accident Hazards
CSD	Customer Service Direct
DC	District Council
DEPO	District Emergency Planning Officer
EA	Environment Agency
EP	Emergency Planning (or Emergency Preparedness)
EPO	Emergency Planning Officer
GIS	Geographical Information System
GOLD	Strategic crisis management level for incidents/emergencies
iaw	In accordance with
JEPU	Joint Emergency Planning Unit
MCA	Maritime & Coastguard Agency
NI	National Indicator (National Performance Indicator framework)
PDR	Personal Development Record
PSR	Public Spending Review
REPPIR	Radiation Emergency Preparedness and Public Information Regulations
SCC	Suffolk County Council
SCEG	Suffolk Chief Executives Group
SEPO	Senior Emergency Planning Officer
SRF	Suffolk Resilience Forum (statutory civil emergency partnership framework)
Trg & Ex	Training and Exercise

Section 1

Vision

1.1 The long-term goal of the Suffolk Joint Emergency Planning partnership is to support the efficient delivery of civil preparedness and business continuity services within all Suffolk local authorities. This service will be adaptable, to meet the requirements of civil emergency related legislation¹ within councils, and will be robust, able to support a joined up local authority response in conjunction with other Suffolk responders. Ultimately, the partnership seeks to promote excellent civil contingencies performance within councils at low cost.

Intent

1.2 The Civil Contingencies Act 2004 requires local authorities to provide the following services:

- Assess Suffolk risks iaw lead responsibility² and input to Community Risk Register.
- Develop Suffolk Emergency Plans iaw lead responsibility.
- Develop Suffolk local authorities Business Continuity Management arrangements.
- Develop arrangements for Civil Preparedness information available for public use.
- Maintain system for warning, informing and advising public in event of an emergency.
- Share information with other Suffolk responders.
- Co-operate with other Suffolk responders to enhance co-operation and efficiency.

Additionally, local authorities are required to provide Business Continuity Management advice to Suffolk businesses and voluntary organisations.

1.3 This focal point for these activities within Suffolk local authorities will be the Joint Emergency Planning Unit (JEPU). This unit, with staff based both in the districts and boroughs and centrally with the County Council, will provide the subject matter expertise, planning, training and advice to officers and councillors to facilitate civil preparedness capability within each council. Joint governance arrangements will ensure that formal close ties are established with senior officers and elected members within each council to allow joint direction setting and subsequent management of service delivery.

The JEPU will also provide the default local authority interface with the wider Suffolk Resilience Forum (SRF) set up to provide the mechanism by which county multi-agency responders to emergencies within Suffolk can co-operate with each other. The SRF is not a statutory body, nor does it have powers to direct its members. It does, however, provide the Suffolk framework for the effective delivery of the statutory duties under the Civil Contingencies Act 2004 (Contingency Planning) Regulations 2005 (CCA 2004).

1.4 This Suffolk Local Authorities Emergency Planning Business Plan will:

- a. Provide the basis for the delivery of civil preparedness and business continuity advice within Suffolk local authorities.

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¹ Civil Contingencies Act 2004, Radiation (Emergency Preparedness and Prior Information) Regulations 2019, Control of Major Accident Hazards Regulations 2015 and Pipeline Safety Regulations 1996.

² As detailed in the Suffolk Resilience Forum Business Plan.

- b. Detail jointly agreed priorities for local authority emergency planning and business continuity that support individual council corporate business plans and wider community strategy.
- c. Set out the organisational framework for the Suffolk Joint Emergency Planning Unit.
- d. Provide a performance management system for the monitoring and reporting of individual council emergency preparedness performance.
- e. Identify the agreed joint budget made up of contributions from all Suffolk councils

Joint Emergency Planning Unit Mission Statement

'To facilitate the development, management, support and validation of integrated civil preparedness and business continuity management within Suffolk Local Authorities to enhance the resilience of communities in emergency situations'

Strategic Context

1.5 National. Key documents effecting Suffolk local authority's emergency preparedness have been issued by Government:

- a. National Security Strategy and Strategic Defence and Security Review³. The National Security Strategy and Strategic Defence and Security Review confirms the key risks facing the nation from an all risks perspective stretching from defence of national interests, through terrorism and crime to risks from natural and man-made hazards. Three tiers of risk are identified and the implications over the next 5 years for Suffolk local authority emergency preparedness are:
 - **Tier 1 - Highest Risks:**
 - Terrorism – be prepared to support emergency management of consequences to terrorist acts.
 - Natural hazards – be prepared to respond to wide area coastal flooding and human pandemic.
 - Cyber – be prepared to manage the impact of a cyber-attack.
 - **Tier 3 - Lower Risk:**
 - Radioactive Release – Be prepared to respond to a release of radiation from Sizewell.
 - Fuel Supply – Be prepared to support the response to a disruption of fuel supply and maintain critical services.
 - Weather and Other Natural Hazards – be prepared to respond to extremes of weather and maintain critical services.
 - Environmental Events – be prepared to respond to animal disease outbreaks.
- b. National Emergencies – COVID 19. The ongoing COVID 19 emergency requires local authorities to respond to issues affecting community safety, health and wellbeing

³ [National Security Strategy and Strategic Defence and Security Review 2015](#)

while concurrently leading a multi-agency recovery process linked to a wider reset of Suffolk strategy on a range of pre-existing issues.

1.6 Suffolk Local Authority Strategic Direction. Suffolk local authorities are reacting differently to the challenges of PSR while looking to operate within the new policy direction of the Conservative Government. The direction of travel for future Suffolk local authority working is for:

- Continued closer working between public sector partners to reduce costs, e.g. shared property.
- Continued expansion of commercial opportunities by councils.
- Future council services to be provided at lower cost without impact on frontline services.

1.7 Alignment. The Joint Emergency Planning partnership already fits with this strategic direction of local authorities, as it is a high performing/low cost partnership⁴ that provides flexible support across all councils to enable them to meet their statutory responsibilities for responding to emergencies. It also leads on work with other public sector partners to improve routine collaboration on civil contingencies⁵ issues and has implemented a new approach for community resilience⁶ that will directly contribute to building social capital and reducing demand on public sector agencies during emergencies.

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Future Direction & Priorities

1.7 The Joint Emergency Planning partnership must align with wider Suffolk direction and priorities contained within County Council and District/Borough Council Corporate or strategic planning documents:

Suffolk County Council Business Plan 2019/20
 West Suffolk Strategic Framework 2018-20
 Babergh and Mid Suffolk Joint Strategic Plan Refresh 2016-2020
 Ipswich Borough Council Corporate Plan February 2017
 East Suffolk Business Plan 2015-2023

⁴ From CIPFA Benchmarking completed in Feb 09

⁵ Working on Wednesday - day to day Suffolk Resilience Forum mechanism for cooperation and information sharing that won the Cabinet Office resilience innovation award in 2011.

⁶ Suffolk Community Resilience - www.getpreparednow.co.uk

1.8 The priorities for the Suffolk Joint Emergency Planning partnership can be linked to individual council corporate themes/priorities as follows:

- **SAFETY:**

Suffolk County Council - *Support those most vulnerable in our communities*

West Suffolk Council – *Resilient families and Communities*

Babergh and Mid Suffolk District councils – *Strong and Healthy Communities*

Ipswich Borough Council – Priority 6 – *Safe Communities*

East Suffolk Council - *Community Health success factor*

Implications for JEPU:

- Support Council response and recovery arrangements to provide the right balance of support to communities and business during COVID.
- Maintain effective Council response arrangements for wider risks that may materialise concurrently with COVID.
 - **2021/22 Priority** – Embed learning from COVID response and recovery into council business continuity and emergency preparedness arrangements.
- Maintain effective Sizewell Off Site emergency arrangements to provide robust public protection arrangements.
 - **2021/22 Priority** – Provide input to the Office for Nuclear Regulation on EDF Energy New Build Sizewell C Development Control Order application to sustain existing radiation emergency arrangements.

- **COMMUNITY**

Suffolk County Council – *Empower local communities & Support those most vulnerable in our communities.*

West Suffolk Council – *Resilient families and communities.*

Babergh and Mid Suffolk District councils – *Community Capacity Building and Engagement – Community-led solutions to deliver services and manage assets.*

Ipswich Borough Council – Priority 6 – *Safe Communities.*

East Suffolk Council - *Customers and Communities success factors.*

Implications for JEPU:

- Evolve community resilience activity to be more seamless with the wider community and voluntary organisations framework.

- **EFFICIENCY**

Suffolk County Council – *Empower local communities.*

West Suffolk Council – *Resourcing our priorities.*

Babergh & Mid Suffolk & District councils – *Integrated Suffolk system.*

Ipswich Borough Council – Priority 7 – *An efficient and effective council.*

East Suffolk Council – *financial self-sufficiency – remodelling services.*

Implications for JEPU:

- Effectively manage resources, including the JEPU budget, provided by Suffolk Councils.

The work of the Joint Emergency Planning partnership contributes to outcomes of statutory Local Resilience Forum partnerships as follows:

- Suffolk Resilience Forum. The core work of this statutory strategic partnership underpins local authority corporate objectives related to public safety. The JEPU provides the day to day link from local authorities to support delivery of work within the Suffolk Resilience Forum.
 - **2021/22 Priority** – Continue to support resilience related EU transition activity overseen by the SRF.

1.9 Delivery. Emergency preparedness priorities at para 1.8 will be delivered through JEPU staff working with relevant council service areas.

Head of EP will develop specific objectives for JEPU staff to cover supporting priority activities; these will also form the basis for PDR objectives setting. Progress on JEPU activities against priorities will be reported at least 6 monthly to the Senior Emergency Planning Officers Group, or more frequently if required.

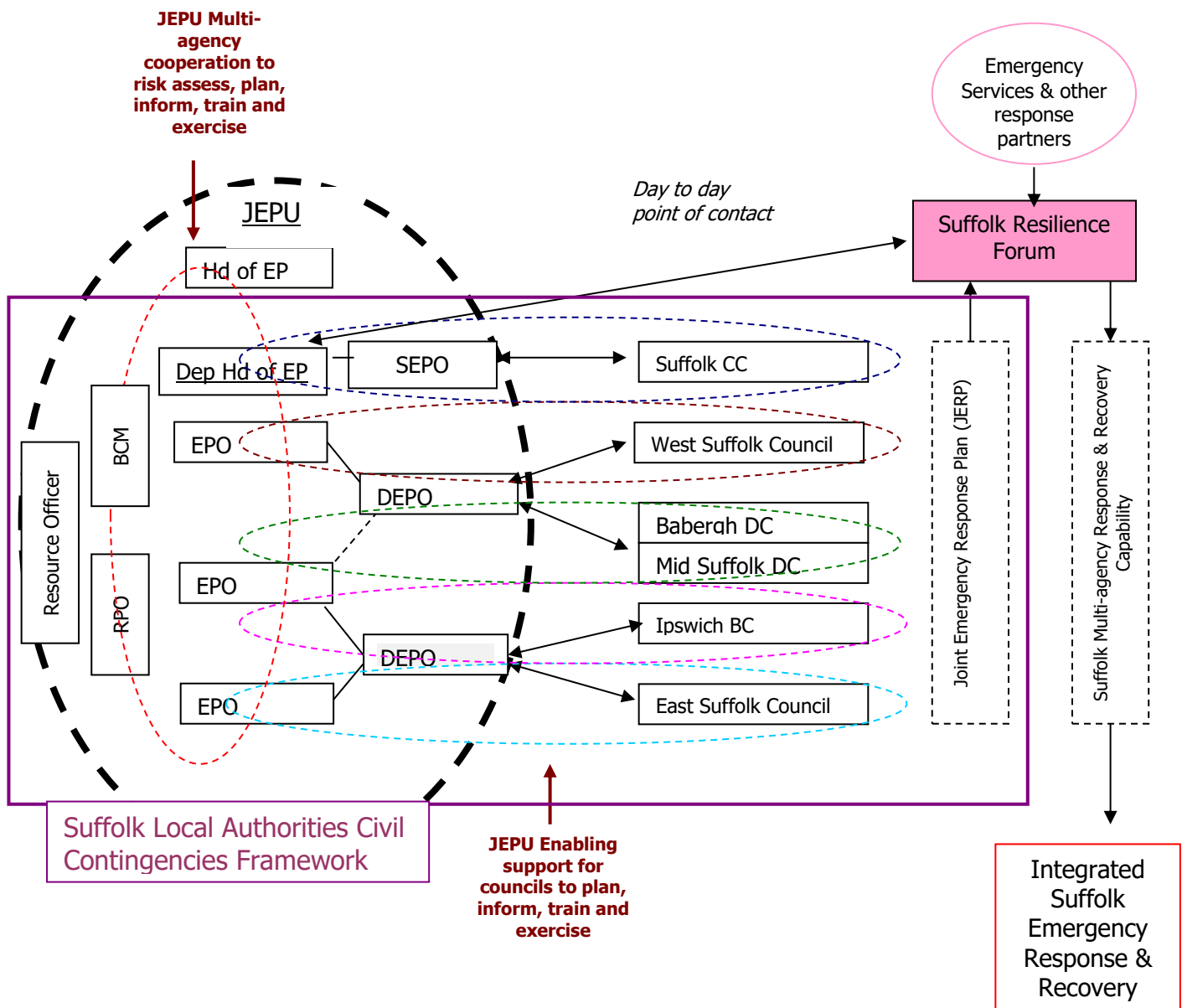
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Section 2

Organisation & Governance

2.1 Partnership Working. The JEPU is required to work both across Suffolk local authorities and in conjunction with emergency services and other organisations that might be required to work together to respond to or recover from an emergency. This effect is delivered through a matrix management approach shown below:

Partnership Model for Suffolk Local Authorities Civil Contingencies



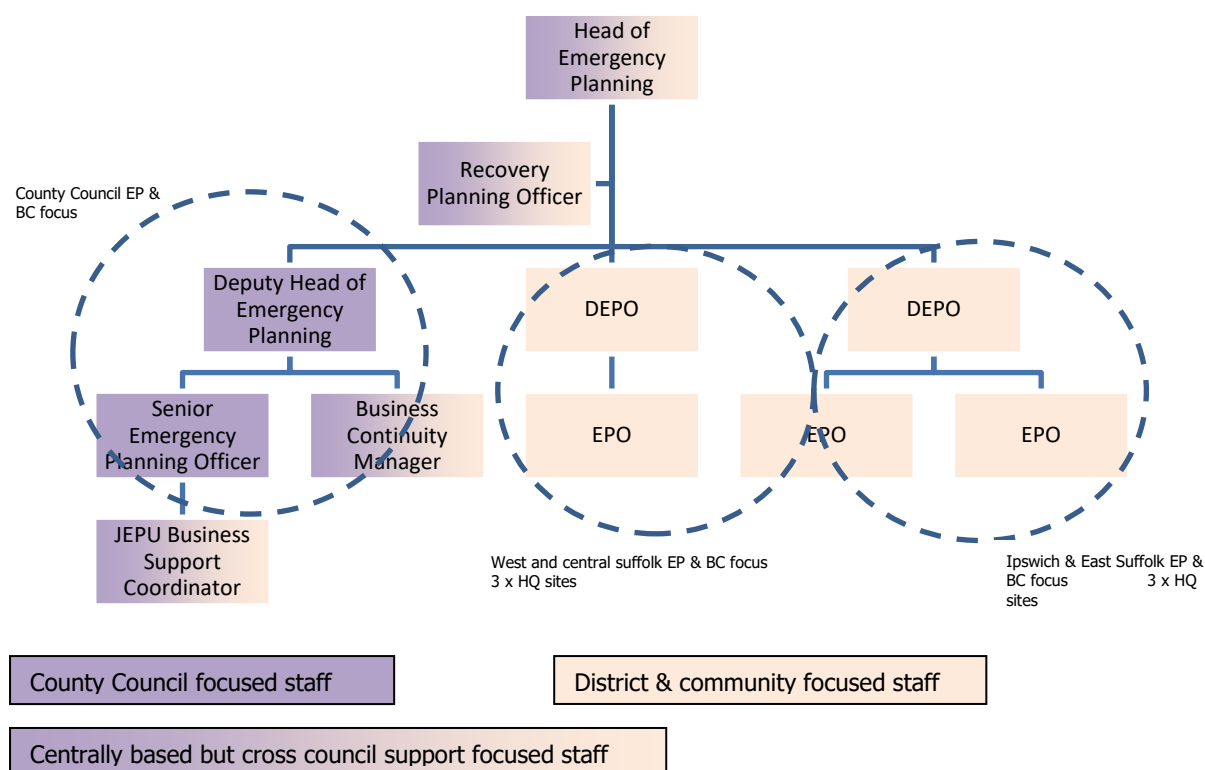
2.2 Local Authority Emergency Response. Within Suffolk local authorities, service delivery functions that may be required to support a local authority response or recovery to a civil emergency are split between district/borough councils and county council. Local authority civil preparedness arrangements must ensure that:

- a. Services are correctly identified, and responsibilities agreed.
- b. Council Emergency Response Plans and all levels are aligned.
- c. Key personnel are trained to provide the response detailed in Emergency Plans.

2.3 A Joint Emergency Response Plan (JERP) was introduced in 2011 to provide a single operational plan for all Suffolk councils. Further details can be found on respective council intranet sites/shared directories and on Resilience Direct.

Joint Emergency Planning Unit

2.4 The legal agreement for the Suffolk Joint Emergency Planning partnership covers the creation of a Joint Emergency Planning Unit (JEPU) to deliver an enabling service to all Suffolk councils. JEPU Organisation chart is as follows:



2.5 On a day-to-day basis, lead joint emergency planning officers will provide a geographically-based point of contact for all Suffolk councils:

Suffolk County Council - Deputy Head of Emergency Planning.
West Suffolk Council and Babergh/Mid Suffolk District Councils – DEPO.
Ipswich Borough Council and East Suffolk District Council – DEPO.

A centrally-based team will support this day-to-day contact, providing specialist civil preparedness, business continuity management and recovery planning advice. Three Emergency Planning Officers routinely work with District Emergency Planning Officers to provide support to Districts/Boroughs and for community resilience activity. These officers also contribute to local authority multi-agency work within the Suffolk Resilience Forum working in conjunction with the Senior Emergency Planning Officer.

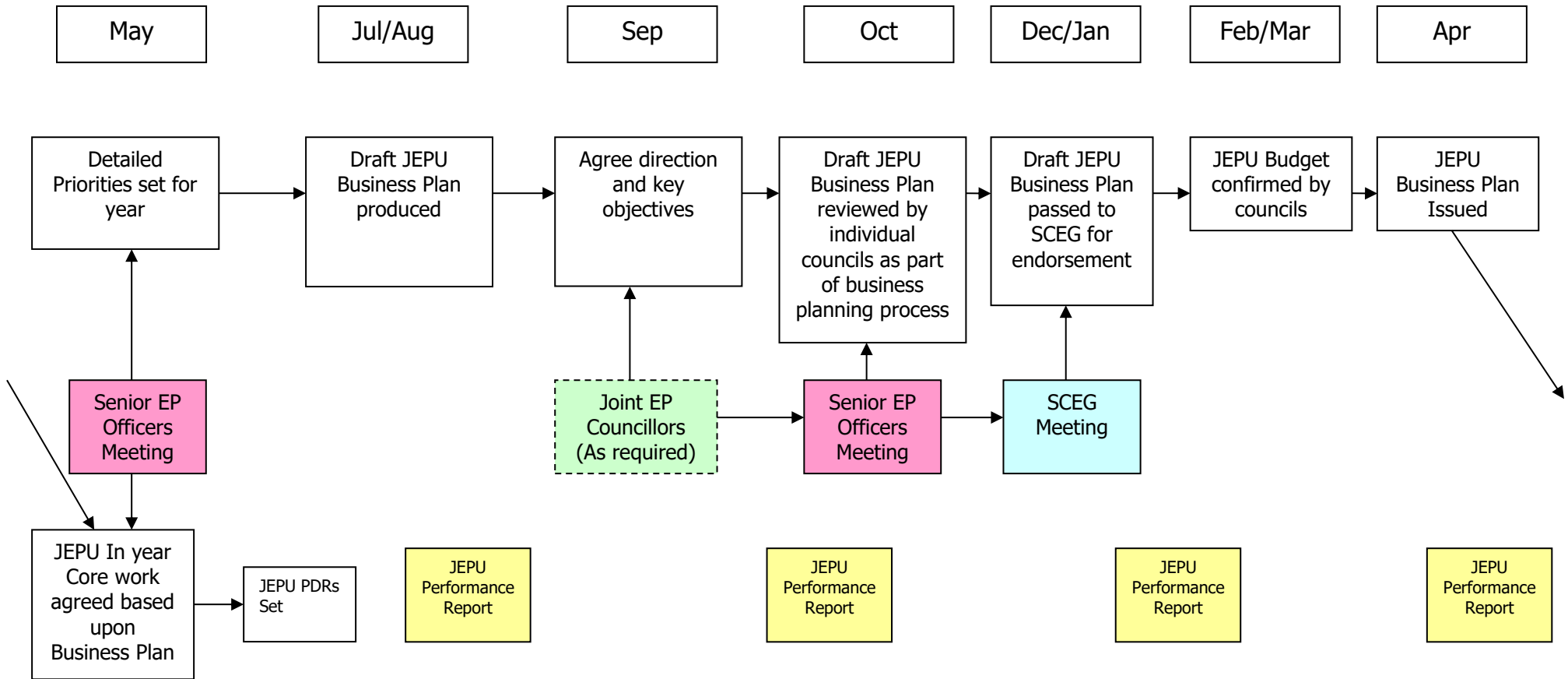
Governance

2.6 A joint governance statement has been developed for the JEPU and can be found at Appendix B to the Joint Emergency Planning [Legal Agreement](#).

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Business Planning Process

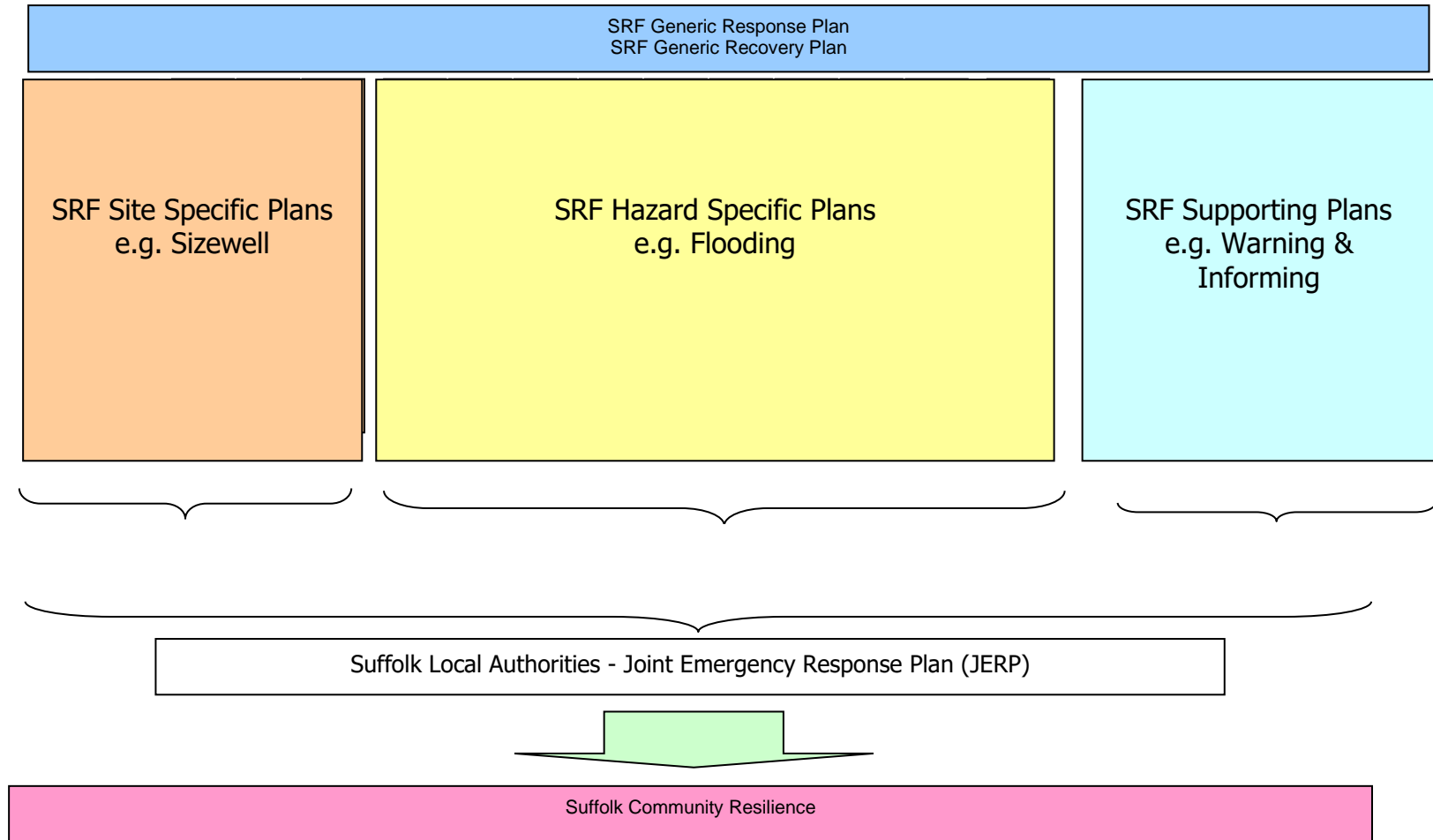
2.9 The JEPU delivers a civil preparedness and business continuity enabling service across all Suffolk local authorities and thus requires a business planning process that is responsive to the individual needs of each council. The outline business planning process for each FY is as follows



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Hierarchy of Emergency Plans

2.10 The JEPU acts as the focal point for the local authority input to multi agency contingency arrangements produced by the Suffolk Resilience Forum. Local authority roles and responsibilities included within SRF plans, shown below, are agreed with each council before SRF agreement is sought; detailed roles and responsibilities for each council are set out in individual council response plans.



Section 3

Performance Management and Risk

3.1 Performance Management Approach. Performance Management is an important process that allows the JEPU to:

- a. Report on delivery of the joint emergency planning service to Suffolk councils.
- b. Report performance of each council to lead officers and members to confirm that statutory duties are being met against National Civil Contingencies indicators⁷ and Resilience Standards.
- c. Report performance against the national best practice baseline to inform improvement of council civil contingencies performance.
- d. Provide a mechanism for capturing evidence to support Comprehensive Area Assessment.

Risk

3.2 The JEPU supports and maintain risk management structures in a number of ways:

- a. Community Risk Register. JEPU acts as the focal point for local authority input to the statutory [Suffolk Community Risk Register](#). To achieve this, it uses existing Resilience Groups within each council to develop and review risk assessments that are ultimately endorsed by the Suffolk Resilience Forum executive. The joint unit acts as the multi-agency lead on behalf of local authorities on certain risk assessments within the register; these are normally areas that councils have a key role in mitigation or control activity.
- b. Council Risk Registers. The joint unit provides input to each council's risk register on operational risks from the Community Risk Register and on joint service risks or opportunities affecting council objectives or activities that maybe common or specific to council's dependent upon the nature of the activity. Usually this process is completed using existing risk or resilience groups within each authority. The unit will also advise on operational risks from business continuity analysis that would need to be captured at the appropriate level within each council. Risks identified are owned by each council and not the unit, although the unit may play a key role in mitigation/realisation and control activity.
- c. JEPU Risk Register. An operationally focused risk register will be held by the unit to capture service level risks within the JEPU that do not affect council's objectives or working.

⁷ [Expectations and indicators of good practice set for category 1 and 2 responders - Publications - GOV.UK](#)

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Performance Reporting

3.3 Quarterly Performance Report. A performance assessment will be produced each quarter to show:

- a. Performance and direction of travel of each council against achieving mandatory aspects of civil contingencies duties.
- b. Performance and direction of travel of each council in improving beyond mandated levels against national best practise baseline for civil contingencies.
- c. An indication of each council's capability (people, systems, infrastructure) needed to support emergency response or provide business continuity.
- d. Performance of the JEPU in delivering enabling services to councils in accordance with the legal agreement.

Performance assessment is provided using a simple traffic light system ranging from GREEN, where the criteria has been fully met and can be evidenced, through AMBER where work has started but not finished or required service level at risk, and finally RED, where no work has been started or service level has fallen below minimum standard.

3.4 Standards. Performance assessment is measured by JEPU staff using the following nationally agreed standards:

- a. 'Expectations and Indicators of Good Practice Set for Category 1 and 2 Responders' produced by the Cabinet Office supports assessment of mandatory civil contingencies requirements required by the Civil Contingencies act 2004 and also assessment of performance beyond mandatory levels.
- b. National Resilience Standards.
- c. The Joint Emergency Planning Legal Agreement sets out the service that the JEPU is required to provide to Suffolk councils.
- d. ISO 22301 - Business Continuity Management provides a baseline for improving business continuity performance beyond mandated levels within the Civil Contingencies Act.
- e. The Guide for implementing The Radiation (Emergency Preparedness and Public Information) Regulations 2019 (REPPIR) provides the baseline for mandatory activity required for Sizewell radiation emergency planning.
- f. The Guide to the Control of Major Accident Hazards Regulations (COMAH) 2015 provides the baseline for mandatory activities for Top Tier Hazardous industry sites located in Bury St Edmunds, Saxham, Stowmarket, and Haverhill.

g. The Guide on Emergency Plans for Major Accident Hazard Pipelines Regulations 1999 provides the baseline for mandatory activates for identified pipelines within Suffolk.

3.5 A standardised council Performance & Capability report will be produced by the JEPU covering civil contingency performance against mandatory requirements and national resilience standards, plus an indication of council capability and readiness to support emergency response and lead emergency recovery.

3.6 Finance Reporting. A 6 monthly finance report will be produced by Head of Emergency Planning to allow full visibility of the joint budget during each FY. The report will show projected outturn at the half year point and actual outturn at year end with appropriate explanatory notes for any variation. Any overspend must be agreed by councils through the Senior Emergency Planning Officers Group and any under spend is retained within joint reserves. Each budget report will also include the position of funds held in the joint emergency planning reserve and by the JEPU on behalf of councils in council emergency planning reserves.

3.7 JEPU Performance Assessment. A JEPU performance assessment will be provided against the following service levels from the Legal Agreement:

a. **Provision of trained staff to support each council.**

Targets: County Council: Deputy of EP or SEPO working in County Council 4 out of 5 days per week. District and Borough Councils: DEPO or EPO working with councils at least 3 days per week (at least 2 days when either DEPO or EPO on leave).

b. **Provision of 24/7 Duty Emergency Planning Officer.**

Target: A trained Emergency Planning Officer on call 24/7, 365 days a year able to be contacted via mobile and able to deploy to support any council within 1 hr - 100% availability.

c. **Provision of specialist support to Councils during emergencies.**

Target: Provide at least 50% of available JEPU staff within 1 hour and 80% within 2 hours of being called out to support councils at the Strategic Coordination Centre, in Operations Rooms and at incident scene/Rest Centre locations.

d. **Provide up to date Emergency Response Plans for all councils.**

Target: Maintain Joint Emergency Response Plan in accordance with statutory guidance and review triennially - 100% achievement.

e. **Provide training for council officers and members on emergency or internal continuity roles.**

Target: Deliver training in line with JEPU Training and Exercise policy to meet training demand set out by and agreed with each council. 100% achievement of training demand.

f. **Maintain statutory contingency arrangements for Nuclear and Industrial Sites.**

Target: Meet standards detailed in REPPIR, COMAH and Pipelines regulations. 100% achievement.

g. **Finance Report.**

Target: Produce JEPU budget report, including reserves, each October (1/2 year progress) and April (end year outturn).

h. **JEPU Annual Report.**

Target: Produce JEPU annual report in May each year to show achievement against JEPU priorities listed in this Business Plan and to quantify support provided to councils to support civil contingencies capabilities.

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Section 4

Resources

4.1 Activity Assumptions. The finance plan for the JEPU is directly linked to the unit's objectives and to its priorities. The following activity assumptions quantify the resources required to deliver the units objectives through individual work priorities.

a. Staffing. The endorsed JEPU staffing levels are:

- 1 x Head of Emergency Planning - Suffolk County Council (SCC) Grade SM
- 1 x Deputy Head of Emergency Planning - SCC Grade 7
- 1 x Senior Emergency Planning Officer - SCC Grade 6
- 1 x Business Continuity Manager - SCC Grade 6
- 2 x District Emergency Planning officers - SCC Grade 6
- 1 x Recovery Planning Officer – SCC Grade 6
- 3 x Emergency Planning Officers - SCC Grade 5
- 1 x JEPU Business Support Coordinator - SCC Grade 4

Authorised JEPU establishment: 11 FTE

- b. JEPU Training. As per JEPU Learning & Development Plan dated June 2006, subject to a 30% reduction linked to savings from FY 2011 onwards.
- c. Local Authority Training. As per Joint Training & Exercise Plan dated 21 October for 2019.
- d. Local Authority Civil Preparedness Exercises. As per external SRF Trg & Ex Working Group multi-agency exercise programme and internal programme in Section 2.
- e. Communications Costs. Based upon historical costs for fixed and mobile communications.
- f. Unit Stationary Costs. Based upon historical costs.
- g. Subsistence Costs. Based upon historical costs.

4.2 JEPU Cost Pressures. The most significant cost pressure for future years is derived from pay inflation. This cost pressure is partially offset by the increased income from statutory duties related to nuclear (REPPIR) and hazardous industries (COMAH) work that has now been pre-agreed on an annual basis to improve budget planning and will from FY 21/22 be augmented by increased council contributions.

4.3 JEPU Budget and Council Contributions. The activity assumptions, together with the unit's programme, have been costed to provide 3-year finance forecast. Budget profile as follows:

Overall Budget Assumption – Include 2% pay inflation from FY21/22.

Cumulative change:

21/22	22/23	23/24
1.9%	1.9%	1.9%

JEPU 3 Year Budget - FY19/20

Activity	<i>In Year</i>	3 – Year Forecast		
	FY20/21	FY21/22	FY22/23	FY23/24
Direct Employee	570,000	581,400	593,000	604,800
Indirect Employee	600	600	600	600
Transport Related	11,000	11,000	11,000	11,000
Supplies & Services ⁸	15,065	18,345	17,504	16,665
FY Total	596,665	611,345	622,104	633,065

Council Contributions - based upon an agreed County Council and district and borough council split. Note the historic link with district and borough council contributions to RSG proportion has been removed.

Suffolk CC	352,410	361,750	368,573	375,525
West Suffolk Council	45,598	46,794	47,677	48,577
Babergh DC	24,304	24,930	25,401	25,880
Mid-Suffolk DC	25,520	26,206	26,700	27,203
Ipswich BC	40,962	42,029	42,822	43,630
East Suffolk Council	66,871	68,636	69,931	71,250
Income	41,000 ⁹	41,000	41,000	41,000
Total	596,665	611,345	622,104	633,065

4.4 Future Years

The collective view of Suffolk local authorities Chief Executives is that the Suffolk emergency planning partnership has now reached a level where future savings will impact adversely on collective ability to prepare the county for emergencies. 2% pay inflation will be added to council contributions from FY21/22 to ensure the JEPU remains viable.

4.5 Risks.

- a. Pay. The risk of pay inflation will be mitigated by adding 2% pay inflation to council contributions from FY 21/22. Any short-term budget shortfall while this increase is applied will be managed through use of JEPU reserves.

⁸ Includes increase contribution to SRF - £25,630

⁹ REPPIR recharge - £25,000 and COMAH recharge per site - £4,000.

Training & Exercise Programme

4.6 Training. A joint training and exercise policy¹⁰ has been agreed for joint emergency preparedness training in Suffolk local authorities.

4.7 Exercise. JEPU will support local authorities' participation in multi-agency emergency preparedness exercises agreed through the Suffolk Resilience Forum. The emergency preparedness exercise programme is published on the Suffolk Resilience Forum website.

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¹⁰ Suffolk Local Authorities Emergency Preparedness and Business Continuity Training and Exercise Policy dated 21 October 2019.