

# **GOVERNMENT DECONTAMINATION SERVICE**

(An Executive Agency of Department for Environment Food and Rural Affairs)

## **BUSINESS PLAN**

**1 April 2008 – 31 March 2009**

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## Foreword by the Chief Executive

This Business Plan covers the third financial year of the operation of the GDS and sets out the resources, budget, priorities and activities for 2008-09.

The Government Decontamination Service is designed to provide one element of the wider Government counter-terrorism and resilience agenda. It contributes to delivering Public Service Agreement (PSA) 26 (“Reduce the risk to the UK and its interests overseas from international terrorism”), and to the Departmental Strategic Objectives (DSOs) of a number of Government Departments. GDS increases resilience by providing advice and guidance to those responsible for dealing with decontamination following a CBRN or major HazMat incident.

During the year ahead the corporate governance arrangements for GDS will be revised in line with the Defra strengthening of its links with its agencies, supported by Management and cross Government Customer Boards. In this context, a revised and more focussed remit for the Agency has been proposed. This document supports that remit.

During 2007-08 we participated in several successful decontamination projects and two are highlighted below; but firstly, I would like to thank the staff in GDS and the Specialist Framework Suppliers that were involved directly and indirectly in the decontamination work:

1. Specialist Framework Suppliers were engaged by Westminster City Council to, very successfully, monitor, decontaminate and arrange for the safe disposal of radioactive waste from venues across Central London;
2. Specialist Framework Suppliers supported NHS Borders in Scotland and Northern England authorities in the monitoring and decontamination of a number of venues potentially contaminated with anthrax spores. Clearance for use by the public in each case was obtained via a committee who considered all evidence and monitoring results.

Following these incidents we identified lessons, which we have used to further improve our skill sets and internal processes.

An aim of this Plan will be to provide a strong input to the Government knowledge on the recovery position following a CBRN incident, in conjunction with a new Specialist Supplier Framework, whilst building on our experience and that of our UK and wider partners.

I firmly believe that we have the people and skills, both within the GDS and on the part of our Specialist Suppliers, to deliver a value for money service for the UK taxpayer.

**Robert Bettley-Smith FRICS**  
**Chief Executive**

## **MISSION STATEMENT**

The UK Government Decontamination Service increases resilience by providing advice and guidance to those responsible for dealing with decontamination following a Chemical, Biological, Radiological and Nuclear (CBRN) or major Hazard Material (HazMat) incident.

## **INTRODUCTION**

The Government Decontamination Service has been set up as one element of the UK's CBRN Resilience Programme led by the Home Office. It also contributes to Defra's Departmental Strategic Objectives (DSOs):

- DSO 4: Economy and Society resilient environmental risk and adapted to the impacts of climate change.

Intermediate Outcome: Protection of the economy, human health and ecosystems from environmental risks and emergencies.

- DSO 8: A respected department delivering efficient and high quality services and outcomes.

Intermediate Outcome: Defra prepared to deal swiftly and efficiently with emergencies in all its areas of responsibilities.

GDS is an important part of the UK's drive towards sustainable development as part of the work being done to prevent major disruption to everyday life in the UK, and to minimise the impact and duration of disruption if it does occur.

As a cross Government resource, GDS will contribute to various other departments' initiatives and PSAs with regard to counter terrorism.<sup>1</sup>

## **PRINCIPAL OBJECTIVES**

The principal objectives of the Government Decontamination Service were revised in July 2008. The following wording and principal objectives have been agreed by Ministers and should not be amended without the appropriate authority:

### **Role in preparing for a crisis – core functions:**

- Establish and maintain a Framework of contractors (Specialist Suppliers) which, in the event of a CBRN<sup>2</sup> or major HAZMAT<sup>3</sup> incident, and using a call-

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<sup>1</sup> Departmental Strategic Objectives detailed in Annex A

<sup>2</sup> CBRN – a deliberate act involving Chemical, Biological, Radioactive or Nuclear materials.

off contract mechanism, can offer appropriate remediation or decontamination-related services (including sampling and monitoring and waste management services to facilitate decontamination) for the built and open environment and transport assets, including critical national infrastructure;

- To establish and maintain a programme of work to test, exercise and evaluate GDS and GDS Framework capability against likely requirements based on the appropriate Government policies and materials, using other technical information as appropriate;
- To capture information on known Framework capability and capacity; identify gaps in known capability and capacity, and explore mitigations and possible solutions as appropriate;
- Provision of advice and briefing on Framework capability and capacity<sup>4</sup>, and written guidance on associated remediation/decontamination issues to departments, Devolved Administrations, and Responsible Authorities;
- To participate in the work of the Home Office CBRN Strategic Programme in identifying, prioritising, and, as necessary, managing decontamination-related research projects;
- To build up a library of the relevant knowledge (including reference material) and experience available to GDS, drawing on national and international information, which can be used by its officers, and others, to support the development of the Framework and wider remediation work;
- Maintaining a Duty Officer role.

Role in a crisis:

- Act as expert advisors on the capability and capacity of the GDS Framework contractors, their services and, where relevant, the different remediation or decontamination methodologies and technologies available through the Framework;
- To provide expert/scientific advice as necessary to relevant groups, including the STAC and Recovery Co-ordination Group, on the consequences of the decontamination techniques used by the Framework contractors, and on their capability/capacity and operating procedures to inform the consequence management strategy;

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<sup>3</sup> Major HAZMAT – an accident, regardless of scale, involving Chemical, Biological, Radioactive or Nuclear materials where the incident is in excess of local capability and/or knowledge and authorities request GDS services.

<sup>4</sup> Where appropriate and subject to appropriate security restrictions.

- Help the lead Responsible Authority (or “Agent”) access the most appropriate Framework services in order to ensure the efficient, effective and timely decontamination/remediation work is carried out and to assist them in being an intelligent customer when setting up the appropriate contract or contracts;
- Facilitate the liaison between the Responsible Authority and the contractor(s) throughout the duration of the contract;
- Signposting alternative options where Framework services have reached capacity, or where the decontamination service necessary does not require the level of capability available through the Framework;
- Providing, where required, appropriate briefing and assistance to Central Government (including direct to the relevant Minister through the Lead Government Department) on decontamination-related matters including capability and capacity of Framework contractors and other known remediation or decontamination capability.

During a CBRN or major HazMat incident GDS will deploy on the invitation of the Responsible Authority, or at the direction of CoBR. The extent of the deployment will be incident specific, and reflect both the requirements of the Responsible Authority and the efficient use of GDS resources.

### **GDS PERFORMANCE TARGETS: 2008-09**

The GDS strategic objectives and key performance targets have been developed in full consultation with its stakeholders and business areas. To inform priorities GDS has used the Defra impact analysis process<sup>5</sup> to inform priorities for routine and operational situations. The results of this work are set out at annex B, and are used by the senior management team to inform work streams and resources on a day to day basis.

These targets and priorities have been agreed by the Management Board and Strategic Advisory Board, and it is against these targets that the performance of the service will be measured.

Any risks associated with delivery will be incorporated into the Agency Risk Register and considered by the Management Board and, as necessary, the Strategic Advisory Board.

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<sup>5</sup> Impact analysis for prioritising critical business activities; Defra Business Continuity Manual

**KPT 1:** To provide an evaluated framework of specialist suppliers to meet the requirements arising from the UK national risk assessment process, utilising exercises to assess the capacity and capability of specialist Framework suppliers.

Supports the achievement of the following principal objectives:

- Establish and maintain a Framework of contractors (specialist suppliers) which, in the event of a CBRN<sup>6</sup> or major HAZMAT<sup>7</sup> incident and using a call-off contract mechanism, can offer appropriate remediation or decontamination-related services (including sampling and monitoring and waste management services to facilitate decontamination) for the built and open environment and transport assets, including critical national infrastructure;
- To establish and maintain a programme of work to test, exercise and evaluate GDS and GDS Framework capability against likely requirements based on the appropriate government policies and materials, using other technical information as appropriate;
- To capture information on known Framework capability and capacity; identify gaps in known capability and capacity, and explore mitigations and possible solutions as appropriate;
- To participate in the work of the Home Office CBRN Strategic Programme in identifying, prioritising and, as necessary, managing decontamination-related research projects;

**The key deliverables from KPT 1 are as follows:**

- A. In partnership with the Office of Government Commerce Buying Solutions continue the procurement project to replace the existing Specialist Supplier Framework, by end of October 2008.**
- B. Organise and deliver a briefing event for the new Framework, by end November 2008.**

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<sup>6</sup> CBRN – a deliberate act involving Chemical, Biological, Radioactive or Nuclear materials

<sup>7</sup> Major HAZMAT – an accident, regardless of scale, involving Chemical, Biological, Radioactive or Nuclear materials where the incident is in excess of local capability and/or knowledge and authorities request GDS services.

- C. **Conduct visits to new<sup>8</sup> Specialist Suppliers in order to build partnerships and further develop understanding of capacity and capability; by the end of March 2009.**
- D. **Update capability matrix and gap analysis to reflect work with the Framework across the reporting year. During 2008, we will carry out at least two evaluated activities across the Framework.**
- E. **Update capability matrix and gap analysis to reflect initial understanding of capability and capacity of new Framework. By end of March 2009, establish initial programme of work for new Framework.**
- F. **By March 2009, develop a mechanism for capturing and maintaining available information on decontamination/remediation capability which exists outside of the GDS Framework.**
- G. **Review exercise manual and update as necessary by March 2009.**

**KPT 2:** GDS will contribute to the Central Government knowledge on national capability and capacity for the decontamination of buildings, infrastructure, mobile transport assets and the open environment.

Supports the achievement of the following principal objectives:

- Provision of advice and briefing on Framework capability and capacity<sup>9</sup>, and written guidance on associated remediation/decontamination issues to departments, devolved administrations, and responsible authorities;
- To build up a library of the relevant knowledge (including reference material) and experience available to GDS, drawing on national and international information, which can be used by its officers and others, to support the development of the Framework and wider remediation work.

**The key deliverables from KPT 2 are as follows:**

- H. **Provide updates to central government on known GDS Framework capability against likely service requirement based upon the appropriate government policies and materials on at least an annual basis.**

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<sup>8</sup> The word new refers in this instant to those suppliers joining the framework for the first time

<sup>9</sup> Where appropriate and subject to appropriate security restrictions.

- I. **Manage projects allocated to GDS within the Home Office CBRN Science and Technology programme.**
- J. **GDS will continue to work closely with UK and overseas partners for advice on CBRN hazards and their decontamination as appropriate.**

**KPT 3** : Provide operational and tactical advice and guidance to Central Government and other stakeholders, including Local Authorities.

Supports the achievement of the following principal objectives:

- Act as expert advisors on the capability and capacity of the GDS Framework contractors, their services and, where relevant, the different remediation or decontamination methodologies and technologies available through the Framework;
- To provide expert/scientific advice as necessary to relevant groups, including the STAC and Recovery Co-ordination Group, on the consequences of the decontamination techniques used by the Framework contractors, and on their capability/capacity and operating procedures to inform the consequence management strategy;
- Help the lead Responsible Authority (or “Agent<sup>10</sup>”) access the most appropriate Framework services in order to ensure the efficient, effective and timely decontamination/remediation work is carried out; and to assist them in being an intelligent customer when setting up the appropriate contract or contracts;
- Facilitate the liaison between the Responsible Authority and the contractor(s) throughout the duration of the contract;
- Signposting alternative options where Framework services have reached capacity, or where the decontamination service necessary does not require the level of capability available through the Framework;
- Providing, where required, appropriate briefing and assistance to Central Government (including direct to the relevant Minister through the Lead Government Department) on decontamination-related matters including capability and capacity of Framework contractors and other known remediation or decontamination capability;
- Maintaining a Duty Officer role.

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<sup>10</sup> Agent is defined as a person or organisation appointed as a representative of owners of properties affected by the incident who can form a contract with the Specialist Framework Suppliers.

**The key deliverables from KPT 3 are as follows:**

- K. Provide advice and guidance for stakeholders<sup>11</sup> on decontamination related matters, to inform planning or following a CBRN and major HazMat incident.**
- L. Review and, where necessary, revise the Agency's operational procedures and associated documentation on at least an annual basis. To carry out at least one test of the procedures in the reporting year.**
- M. By the end of March 2009 to review and update the Agency's current stakeholder strategy in line with the revised remit.**
- N. Agree minimum service levels with each Devolved Administration, Foreign and Commonwealth Office and for any Crown Dependent Territory where this is mutually agreed as necessary, within agreed timescales.**

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| <b>KPT4 :</b> GDS will develop its staff with both the capacity and capability to support the requirements arising from its revised remit. |
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**The key deliverables from KPT4 are as follows:**

- O. Taking into account diversity and equality, GDS will invest in learning and development to increase staff capability and support career development plans.**
- P. GDS will work towards IIP re-accreditation by end March 2009.**
- Q. We will take forward key areas identified within the 2008 staff survey. The Agency will evaluate progress with a survey in the first quarter of 2009.**

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<sup>11</sup> See Glossary

**KPT 5:** Provide robust Corporate Governance in line with the Treasury Audit Committee Handbook, the National Audit Office and Internal Audit recommendations.

**The key deliverables from KPT 5 are as follows:**

- R. GDS will identify priorities within its Sustainable Development Action Plan and deliver improvements against baseline, by end March 2009.**
- S. GDS will develop an action plan and financial strategy to address audit and business performance.**
- T. GDS will produce audited annual accounts to meet the requirement to lay before Parliament, before the summer recess.**

**RESOURCE ALLOCATION**

Following ministerial agreement of the revised remit, GDS undertook work to highlight resources and structure necessary to deliver its principal objectives. The current organisation structure is at Annex D, however during the course of this financial year the structure will be modified to reflect the essential changes needed to support the new remit. This Business Plan is designed to ensure delivery of key business areas throughout the change programme. Any subsequent reduction in resources or change in priorities may affect the Agency's ability to deliver its principal objectives. This issue will be kept under review by the GDS Senior Management Team.

The table on page 12 shows how the expenses have changed as GDS has evolved. Column 6 estimates the staff and other costs based on the level of activity expected. It also includes costs for the final stages of the procurement exercise and the introduction of a revised supplier framework.

GDS is, by design, part of the CBRN/Major HazMat recovery mechanism. In an incident it is expected that GDS will monitor and manage its resources, including staff and finances, to meet business needs. The move from routine work and resource allocation will be agreed with the GDS Management Board. The Strategic Advisory Board will be consulted as appropriate.

**GDS expenditure 2007/08 forecast and estimated budget to 2008/09, according to work stream**

| <b>SUMMARY TABLE</b>           | 2                         | 3              | 4              | 5                  | 6              |
|--------------------------------|---------------------------|----------------|----------------|--------------------|----------------|
| Year                           | <b>2005/06</b>            | <b>2006/07</b> | <b>2007/08</b> | <b>2007/08</b>     | <b>2008/09</b> |
| £'m                            | Actual<br>(six<br>months) | Actual         | Budget         | Forecast<br>Actual | Estimate       |
| <b>Expenditure</b>             |                           |                |                |                    |                |
| Pay                            | 0.4                       | 1.1            | 1.3            | 1.2                | 1.4            |
| Overheads and office services  | 0.5                       | 0.7            | 0.8            | 0.6                | 0.8            |
| Capital expenditure            | 0.0                       | 0.0            | 0.0            | 0.1                | 0.0            |
| Specialist supplier management | 0.1                       | 0.4            | 0.6            | 0.2                | 0.8            |
| <b>Total Expenditure</b>       | <b>1.0</b>                | <b>2.2</b>     | <b>2.7</b>     | <b>2.1</b>         | <b>3.0</b>     |
|                                |                           |                |                |                    |                |

**PUBLIC SERVICE AGREEMENTS AND WIDER GOVERNMENT STRATEGIC OBJECTIVES IN OTHER DEPARTMENTS SUPPORTED BY GDS ACTIVITY**

**Public Service Agreements (PSA)**

**PSA 26**

- Reduce the risk to the UK and its interests overseas from international terrorism.

**Home Office**

- To protect the public from terrorism.

**Department for Transport (DfT)**

- To strengthen the safety and security of transport;

**Communities and Local Government**

- To ensure safer communities by providing the Framework for the Fire and Rescue Service and other agencies to prevent and respond to emergencies.

**Department for Business Enterprise and Regulatory Reform (BERR)**

- Ensure the reliable supply and efficient use of clean, safe and competitively priced energy (4);
- Manage energy liabilities effectively and responsibly (5).

## Annex B

**KPT PRIORITISATION**

This prioritisation exercise is based upon the following key assumptions:  
Current staffing levels, identified work streams, operational experience in 2006/07

**Normal Business**

| <b>KEY PERFORMANCE TARGETS</b> | <b>SCORING</b> | <b>PRIORITY</b> |
|--------------------------------|----------------|-----------------|
| KPT 1                          | 9              | 1               |
| KPT 2                          | 9              | 1               |
| KPT 3                          | 8              | 2               |
| KPT 5                          | 7              | 3               |
| KPT 4                          | 6              | 4               |

**Operational**

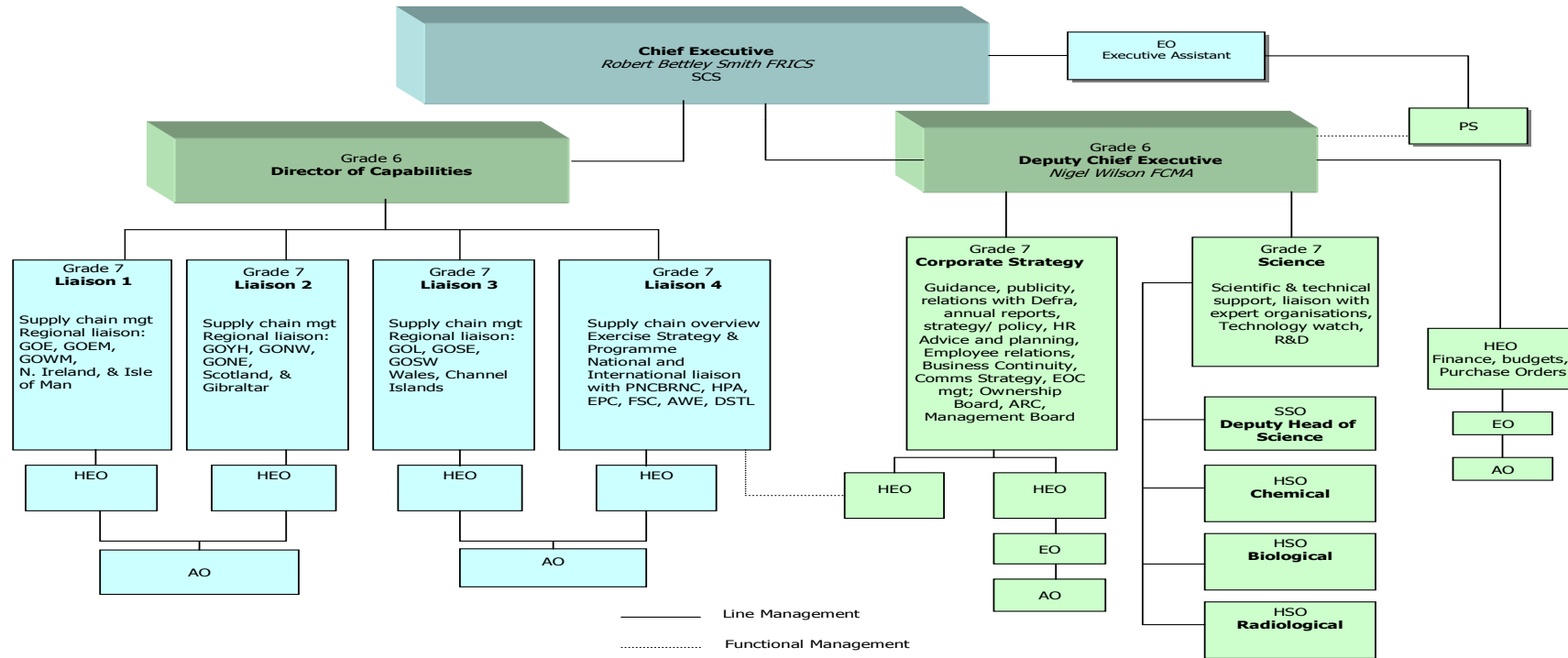
| <b>KEY PERFORMANCE TARGETS</b> | <b>SCORING</b> | <b>PRIORITY</b> |
|--------------------------------|----------------|-----------------|
| KPT 3                          | 12             | 1               |
| KPT 1                          | 12             | 1               |
| KPT 5                          | 8              | 2               |
| KPT 2                          | 6              | 3               |
| KPT 4                          | 0*             | 4               |

\* During an incident resources would not be deployed in this area.

### Summary of Suggested Ministerial Targets linked to GDS principals framework objectives 2008/09

| Key Performance Target (KPT) |   | Indicators  |
|------------------------------|---|---|
| 1                            | To provide an evaluated framework of specialist suppliers to meet the requirements arising from the UK national risk assessment process, utilising exercises to assess the capacity and capability of specialist Framework suppliers. | <ul style="list-style-type: none"> <li>- New Specialist Supplier Framework in place by 31<sup>st</sup> October 2008</li> <li>- Briefing event for the new Specialist Supplier Framework held by end November 2008</li> <li>- Capability matrix and gap analysis updated to reflect the findings from work with the Framework over the reporting year</li> <li>- Capability matrix and gap analysis updated to reflect procurement findings</li> <li>- Initial programme of work drafted for new framework by end of March 2009</li> <li>- Visits conducted to each of the newly identified Framework Suppliers by end March 2009</li> <li>- Evaluation of Specialist Supplier Framework through a minimum of two activities across the Framework</li> <li>- Provide evidence of exercise manual review</li> <li>- Provide evidence of development of mechanism to capture relevant non-framework information</li> </ul> |
| 2                            | GDS will contribute to the Central Government knowledge on national capability and capacity for the decontamination of buildings, infrastructure, mobile transport assets and the open environment.                                   | <ul style="list-style-type: none"> <li>- Provision of written updates on framework capability to management board at least annually</li> <li>- Provision of written update on specific capability to Cabinet Office</li> <li>- Contribute to the Home Office Tolerability of Residual Hazards project (minutes of meetings etc)</li> <li>- evidence of working with UK and overseas partners</li> </ul>   |
| 3                            | Provide operational and tactical advice and guidance to Central Government and other stakeholders, including Local Authorities  | <ul style="list-style-type: none"> <li>- Maintain watch officer mechanism</li> <li>- Provide evidence of advice and guidance given to Central government and end users</li> <li>- Provide evidence of completion of the review of the stakeholder strategy</li> <li>- Provide evidence of operational procedures review and test</li> <li>- provide evidence of discussions with FCO, Devolved Administrations and Crown Dependent Territories on Service Level Agreement/Memorandum of Understanding as appropriate</li> </ul>   |
| 4                            | GDS will develop its staff with both the capacity and capability to support the requirements arising from its revised remit.  | <ul style="list-style-type: none"> <li>- Provide evidence to show that Learning and development is planned and evaluated</li> <li>- Provide evidence in the format of a continuous improvement plan and related documentation</li> <li>- Provide evidence on progress against the IIP standard</li> </ul>   |
| 5                            | Provide robust Corporate Governance in line with the Treasury Audit Committee Handbook, the National Audit Office and Internal Audit recommendations  | <ul style="list-style-type: none"> <li>- Sustainable Development action plan which demonstrates improvements against the baseline</li> <li>- Action plan and financial strategy which addresses audit and business performance</li> <li>- Audited accounts produced and laid before parliament before the summer recess</li> </ul>  |

**Organisation Structure 2008/09**



|     |                           |      |  |           |   |
|-----|---------------------------|------|--|-----------|---|
| SCS | Senior Civil Servant      | GONW | Government Office for the North West           | Dstl      | Defence Science and Technology Laboratory |
| SPS | Senior Personal Secretary | GONE | Government Office for the North East           | AWE       | Atomic Weapons Establishment              |
| PS  | Personal Secretary        | GOYH | Government Office for Yorkshire and Humberside | EOC       | Emergency Operations Centre               |
| HEO | Higher Executive Officer  | GOEM | Government Office for the East Midlands        | PN-CBRN-C | Police National CBRN Centre               |
| HSO | Higher Scientific Officer | GOWM | Government Office for the West Midlands        | HPA       | Health Protection Agency                  |
| EO  | Executive Officer         | GOE  | Government Office for the East of England      | EPC       | Emergency Planning College                |
| AO  | Administrative Officer    | GOL  | Government Office for London                   | FSC       | Fire Service College                      |
|     |                           | GOSE | Government Office for the South East           | MoU       | Memorandum of Understanding               |
|     |                           | GOSW | Government Office for the South West           | SLA       | Service Level Agreement                   |
|     |                           | IOM  | Isle of Man                                    |           |   |

**Glossary**

|                               |  |
|-------------------------------|--|
| <b>CBRN:</b>                  | A deliberate act involving Chemical, Biological, Radioactive or Nuclear materials.   |
| <b>Exercise</b>               | <p>There is a range of activities, which we include within the scope of exercising suppliers. Exercises may include</p> <ul style="list-style-type: none"> <li>• <u>Case studies</u>, where suppliers are given a decontamination situation, based on a real or hypothetical situation (allied to or based on real events) and asked to tell us what they would do. This is a written exercise.</li> <li>• <u>Walk through</u>, where suppliers are working on an actual decontamination situation and are asked to describe, face to face, and in the light of developments in circumstances or the information they have available, how they are dealing with the problem and the issues to be addressed.</li> <li>• <u>Tabletop</u> exercises, in which a number of agencies are faced with a situation and discuss how they would jointly resolve the situation. This tests a supplier's ability to work with other organisations as well as producing solutions to problems.</li> <li>• <u>Live play</u> exercises, when agencies are tested in real time on their response to an evolving situation. This adds a further element of realism on top of that presented by tabletop exercises.</li> <li>• <u>Practical</u> exercises, controlled demonstrations of suppliers' technical capabilities or capacity to provide the service contracted.</li> </ul> <p><b>NB</b> – Suppliers may also become involved in actual events. While these are not exercises, the information they provide is extremely valuable and will be incorporated into the GDS's feedback to suppliers and planning for future work programmes.</p> |
| <b>HAZMAT:</b>                | Major HAZMAT – an accident, regardless of scale, involving Chemical, Biological, Radioactive or Nuclear materials where the incident is in excess of local capability and/or knowledge and authorities request GDS services.   |
| <b>Partners:</b>              | Largely other parts of Government, including advisers or experts. A partner is generally an organisation who includes GDS advice and guidance in their operational and planning documents for dealing with CBRN and major HAZMAT incidents. This relationship will generally be covered by a formal Memorandum of Understanding. Partners are generally stakeholders.  |
| <b>Responsible authority:</b> | Responsible authorities may be specified by statute or, in the case of a private body or company, may be the owner of a building, location or asset affected by a CBRN or HAZMAT incident. Responsible authorities are stakeholders.   |
| <b>Stakeholder:</b>           | A stakeholder is an individual, group or organisation who can influence or be influenced by the decisions and actions of a programme or project and have a stake in the implementation and outcome.  |