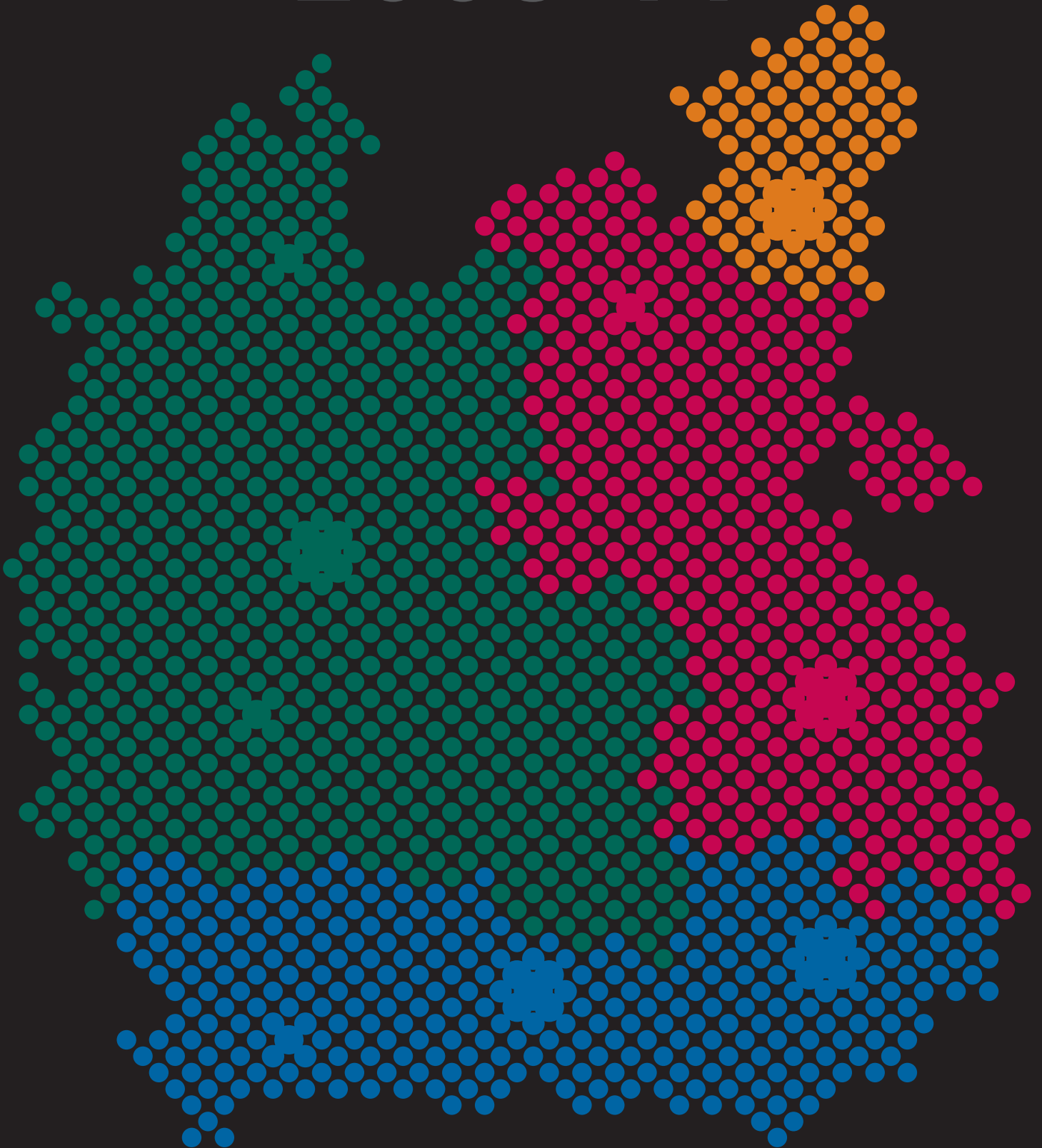


THAMES VALLEY LOCAL RESILIENCE FORUM

# STRATEGIC PLAN

# 2008-11





# Contents



	Foreword by the Chair of Thames Valley Local Resilience Forum	2
Section 1	Introduction	3
Section 2	Thames Valley Local Resilience Forum	6
Section 3	Building Resilience	11
Section 4	Annual Delivery Plan 2008/09	13
Annex A	The Civil Contingencies Act – List of Responders	19
Annex B	Diagrammatic Chart of the TVLRF	20

# Foreword by the Chair of Thames Valley Local Resilience Forum Deputy Chief Constable Francis Habgood



I am very pleased to introduce the first Strategic Plan for the Thames Valley Local Resilience Forum which sets out the direction for our LRF over the forthcoming years.

Emergencies have a huge impact on residents and communities and cause great distress through injury, loss of life, damage to property and people being forced out of their homes. It is therefore essential that all of the organisations responsible for responding to emergencies and assisting those affected work together to minimise the impact and to ensure an effective and coordinated response. The LRF is the mechanism by which all of the responsible organisations can plan and ensure that we in Thames Valley are equipped and prepared to deal with any emergency that may occur.

I have been the Chair of the TVLRF for the last 2 years and have been very impressed by the commitment demonstrated by members of the LRF to working together towards a common goal: preparedness for any emergency. On occasions over the last few years, our plans have been put to the test, for example, during the flooding in July 2007. We will learn from these experiences and use them to continually improve our response.

To ensure that we are equipped to deal with emergencies, it is essential that we understand the challenges that face us and that we identify and address any gaps in our capacity and capability – this strategic plan is key to this. The plan outlines our strategic objectives which provide the focus for our efforts over the next three years and explains exactly what we will be doing in 2008/09 to work towards achieving those objectives.

The threat of terrorism, the likelihood of severe weather and the approaching 2012 Olympics are key issues that may have an impact on our region over the next three years. The aim of the TVLRF is to ensure that we, as a region, are equipped to provide a coordinated response to any emergency and this strategy sets out how we are going to do that.

**Francis Habgood**  
Deputy Chief Constable  
Thames Valley Police

# SECTION 1

## Background



### Introduction

Thames Valley Local Resilience Forum (TVLRF) was established in 2005 and has been working hard since then to ensure that Thames Valley is equipped and prepared to deal with any emergency that arises. This document is the first rolling three year Strategic Plan of the TVLRF and outlines our vision for the next three years. It demonstrates the commitment made by all of the agencies responsible for emergency planning to work together and coordinate our resources to ensure that Thames Valley is prepared to deal with any emergency that comes its way.

The Strategic Priorities outlined in this Plan have been developed through a consultation process at a local and national level and with the leaders and practitioners within the organisations actually involved in emergency planning. These priorities provide the direction of the TVLRF over the coming three years and are the basis upon which the TVLRF Annual Delivery Plan (ADP) has been produced. The ADP is the mechanism for delivering these key priorities and provides the framework for monitoring and managing the TVLRF's activities and progress.

Each year the Strategic Plan will be reviewed and updated as necessary to reflect any national and local changes which impact on the TVLRF and its priorities. In future it will include the activities and achievements of the TVLRF for the previous year.

Before we go into detail about the TVLRF, it is essential that some background information is provided on how Local Resilience Forums have come about, what their role is and what this means to you, the public.

### The Civil Contingencies Act 2004

Local Resilience Forums (LRFs) have been in existence for a number of years and were introduced by the **Civil Contingencies Act 2004** (CCA) which established a new legislative framework for civil protection in the event of emergencies in the UK. The Act is separated into two substantive parts; local arrangements for civil protection (Part 1) and emergency powers (Part 2). In addition to the CCA, there is statutory guidance entitled 'Emergency Preparedness' and non-statutory guidance entitled 'Emergency Response and Recovery' to complement the Act and provide advice on how the provisions of the Act should be implemented.



### National Capabilities Programme

The Government's National Capabilities Programme is the core framework through which it is seeking to build resilience across all parts of the United Kingdom. The aim of the Capabilities Programme is to ensure that a robust infrastructure of response is in place to deal rapidly, effectively and flexibly with the consequences of emergencies, civil devastation and widespread disaster. It is intended that this infrastructure should be achieved by identifying the capabilities necessary to build UK resilience. There are 18 workstreams within the programme, 10 of which are applicable to LRFs and deal with the assessment of risks and consequences.

### Regional Resilience Forums

The National Capabilities Programme is underpinned by the Regional Resilience Forum (RRF). This group is required under the CCA to ensure resilience and emergency preparedness at a regional level. The RRF is instrumental in disseminating information regarding national priorities from central government to the LRFs and in circulating best practice from both national & regional sources. It is essential that the work of the RRFs and LRFs is coordinated and therefore respective meetings of the RRF and LRFs are scheduled to facilitate this information exchange. The Government Office for the South East (GOSE) is responsible for providing the chair and secretariat for the RRF and membership is currently based on agencies e.g. representation from the Fire & Rescue, Health, Ambulance, Local Authority etc, but will soon be increased to include specific representation from each LRF in the region.

### Category 1 and 2 Responders

Part 1 of the CCA establishes a clear set of roles and responsibilities for those involved in emergency preparation and response at the local level. Local responders are divided into two categories, with a different set of duties applying to each.

Category 1 responders are those organisations at the core of emergency response e.g. emergency services, local authorities, environment agency and certain NHS bodies such as acute hospital trusts. These organisations are subject to the full set of civil protection duties as set out in the CCA and can be summarised as follows:

- Cooperation
- Information sharing
- Undertaking risk assessments
- Emergency planning
- Business continuity planning, and
- Warning and informing the public.



Category 2 responders are those agencies and organisations which, in general terms, support the Category 1 responders especially during the recovery phase e.g. utilities – including water, power & communications, transport, Health & Safety Executive. Their civil protection duties revolve mainly around a duty to co-operate with Category 1 responders in building and maintaining the resilience to cope with emergencies.

A full list of Category 1 and 2 responders is contained in **Annex A**.

### **Local Resilience Forums**

Part 1 of the CCA requires Category 1 and Category 2 responders in the same local resilience area to co-operate with each other in relation to contingency planning. In broad terms, the Act requires Category 1 responders to recognise clear risks to local communities and to provide pan-organisational responses to those risks.

The principal mechanism for multi-agency resilience co-operation is the Local Resilience Forum (LRF). Although the LRF is not a statutory body, it is a statutory process and is the mechanism by which organisations must fulfil their duties to protect the communities in Thames Valley. LRFs are established on the basis of the local police area and bring together all of the organisations responsible for emergency planning within that locality.

Although responsible for ensuring that plans are in place to deal with any emergency, the LRF has no operational role. When an emergency occurs, a Strategic Coordinating Group (SCG) is established to manage the actual response. The category 1 and 2 responders involved will depend on the nature of the incident and members of the LRF may be represented.

### **Civil Contingencies Act Part 2 – Emergency Powers**

Part 2 of the CCA allows the Crown (or Secretary of State in matters of extreme urgency) to introduce a wide range of emergency powers at a national, regional and local level to deal with an ongoing emergency. These emergency powers are designed to protect the public and to facilitate a rapid return to normality following any emergency affecting a large number of people. Whilst these powers exist, the CCA also provides safeguards to ensure that any use of these powers is strictly necessary, proportionate and temporary and stipulates that certain directives are specifically prohibited e.g. conscription into military service, requirement to perform manual labour.

## SECTION 2

# Thames Valley Local Resilience Forum



### Thames Valley Resilience Area

The Thames Valley area consists of the 2,200 square miles of Berkshire, Buckinghamshire, Oxfordshire and Milton Keynes. It has a population of 2.1 million plus six million visitors every year who come in search of history, royalty and a day at the races! It has 196 miles of motorway some of which are the busiest in Europe. It covers a diverse area, from the new town of Milton Keynes in the north to the historic town of Windsor in the south, from the dreaming spires of Oxford to the silicon valley of Bracknell, and from the largest industrial estate in Western Europe in Slough to the open countryside of Lambourne and the Berkshire Downs.

The TVLRF area is made up of two county councils, seven unitary authorities and nine district councils. Its emergency services are provided by one Police Service, three county-based Fire and Rescue Services and the South Central Ambulance Service. Additionally the five Primary Care Trusts and five Acute Hospital Trusts of the NHS all provide front line services to the people of the Thames Valley.

On its immediate borders are Heathrow and Luton airports and throughout the average year we have a significant number of events, both sporting and other, which attract thousands of people to the area.

### Aim of the TVLRF

Through effective multi-agency working, the TVLRF aims to identify and address risks to our local communities and to ensure that we, as a region, are equipped to provide a coordinated pan-organisational response to any emergency, should it arise.

The overall purpose of the TVLRF is to ensure that there is an appropriate level of preparedness to enable an effective multi-agency response to any emergency which may have a significant impact on the communities of the Thames Valley area and to effectively communicate this preparedness to other agencies and to the public at large.



## TVLRF Strategic Objectives

### **1 To develop a robust governance structure, enabling the TVLRF to be responsive, accountable and equipped to fulfil its responsibilities under the Civil Contingencies Act 2004.**

For the TVLRF to function properly, it is essential that a fit for purpose governance structure is in place and that it is reviewed periodically. Members of the TVLRF demonstrated their commitment to the LRF by commissioning an independent review at the end of 2007. The Review assisted in identifying a number of ways in which the LRF can improve its effectiveness. We will be working hard over the next few years to embed and enhance a governance structure that best suits the needs of Thames Valley.

### **2 To ensure that TVLRF has a co-ordinated communications strategy to undertake its duties to warn and inform the public, to improve communication between responders and to manage the media.**

Communication and information sharing is key to effective multi-agency working and to improving public confidence. The TVLRF is committed to making use of all types of media to communicate with the public and understands the importance of increasing awareness amongst the public, and ensuring that they are not only given sufficient warning but they are also kept informed during an emergency.

### **3 To maintain a Thames Valley-wide risks register in order to raise awareness of emerging risks and ensure that the risk process informs future planning.**

Effective risk analysis is the tool by which priorities can be identified and action plans developed to ensure that we are equipped to deal with any emergency. We realise the importance of identifying both national and local risks at an early stage and will be working closely with GOSE, the RRF and with all TVLRF members to ensure that we are prepared for any eventuality.



**4 To ensure that TVLRF takes account of the national capabilities work streams and that local plans provide a resilient framework for the response to any risk or threat.**

The National Capabilities Programme provides us with the mechanism for identifying any gaps in our preparedness. We will be making full use of the experts within our Sub Groups to address those gaps and take action to close them.

**5 To ensure that TVLRF embeds multi-agency co-ordination, integration and training to achieve clear and consistent management of incidents.**

To provide an effective response to any emergency requires an understanding of the roles and responsibilities of each of the organisations involved. We will be coordinating the established plans of our members to ensure a coherent and cohesive approach to emergency planning. We will also review previous training exercises to learn vital lessons and implement changes, conducting further exercises to test our plans and arrangements.

**6 To improve resilience to flooding having regard to the recommendations of the Pitt Review.**

Flooding is becoming an increasing threat in the Thames Valley as highlighted last year. Whereas river flooding (fluvial) has been a common occurrence in the past, the impact appears to be growing and flash flooding (pluvial) in particular is a relatively new phenomenon. The interim report of the Pitt Review has already detailed a number of urgent recommendations and the final report will be published shortly. The TVLRF will continually monitor the capability and capacity within the region to deal with flooding and will take action to address any gaps that are identified.

**7 To ensure that multi agency planning in respect of the Olympics 2012 and the impact on the Thames Valley is being progressed at an appropriate rate.**

The potential impact of the 2012 Olympics on the Thames Valley should not be underestimated. Not only do we have our own venue but the possibility of training camps and the need to provide mutual aid to other areas may have a significant impact on responders. It is important therefore that the TVLRF remains focused on the planning taking place to ensure that we are prepared to deal with any impact that the Olympics may have on us as a region.



## TVLRF – Structure

In order to manage the needs of the three counties in Thames Valley and to fulfil our duties under the CCA and the National Capabilities Programme, the TVLRF has established an effective governance structure involving a Working Group and Sub Groups. This structure will enable the TVLRF to manage the process and ensure that the activities of the sub groups are coordinated to deliver on the Strategic Priorities. This governance structure will be reviewed and enhanced over the forthcoming year (see ADP activity 1.1).

### The working structure of the TVLRF is as follows:

#### TVLRF

The TVLRF meets at least three times a year and its membership consists of the strategic leads within the category 1 responder organisations and representatives from the military and GOSE. Category 2 responders are also invited to participate.

Taking into account both national and local priorities as identified through the risk assessment process, the TVLRF sets the strategic direction for regional emergency planning in Thames Valley. The delivery plan is the means by which the TVLRF outlines the actions required to work towards achieving its strategic objectives and provides the framework against which the TVLRF will monitor progress made by the Working Group and the Sub Groups.

#### TVLRF Working Group

The TVLRF Working Group membership consists mainly of emergency and contingency planning officers of the Thames Valley category 1 responders and is therefore more practitioner based and tactical.

The Working Group is responsible for deciding how the Delivery Plan actions set by the TVLRF are best achieved and allocating these actions to the sub groups. The Working Group will then report back to the TVLRF providing updates against each of the actions.

#### TVLRF Sub Groups

Sub Groups are made up of practitioners and experts from a particular field. They are formed to ensure that practical assistance and information is provided to the TVLRF, that work is undertaken to progress actions, that Category 2 responders are engaged in the process and that there is representation at a very local level.



**A number of sub groups have been formed to reflect:**

- the duties placed on responders by the CCA e.g. Training & Exercise, Risk Assessments
- the need to cooperate and share information across the whole of Thames Valley and at a local level e.g. Milton Keynes Resilience Group, Berkshire Resilience Forum, Emergency Service Groups
- the operational work streams of the National Capabilities Programme e.g. Mass Evacuation Sub Group, Warning & Informing Sub Group.

As progress is made or priorities change, the TVLRF will adopt a flexible approach to the sub groups and will on occasions direct the formation of additional groups in order to deal with a specific issue e.g. flooding.

A diagram demonstrating the current structure and all of the component parts of the TVLRF is attached at Annex B.

## SECTION 3

# Building resilience



TVLRF is committed to continuing to increase resilience within Thames Valley, and to reassuring the public that, should an emergency occur, we, as the organisations responsible, will work together to deal with it and ensure that members of the community are protected.

The process below describes how we are working to ensure that we in Thames Valley are prepared for any eventuality.

### Resilience

To build resilience in the Thames Valley we need to:

- identify the potential for an emergency occurring and the impact that emergency would have – **Risk and Threat Assessment**
- examine our capability to deal with those risks, identifying gaps and areas for improvement - **National Capability Programme**
- take action to address and close those gaps - **TVLRF Strategic Plan and Delivery Plan**

### Risk Assessment

The Risk Assessment process is essential as effective identification and assessment of the risks underpins and informs all of our emergency planning and business continuity management processes.

Through a continuous process of horizon scanning, the Civil Contingencies Secretariat (CCS) assesses the likely threats & hazards that face this country and publishes those risks on a yearly basis in the Local Risk Assessment Guidance. Each LRF then considers which risks apply to their own area and the impact that they may have. From this, each LRF publishes the Community Risk Register.

### Threat Assessment

The Security Services and Central Government conduct an annual assessment of the threat posed by terrorism and take into account every conceivable type of threat e.g. the deliberate release of chemicals, suicide bombings, the deliberate bringing down of an aircraft etc. These assessments are not published for reasons of national security, but are communicated to the LRFs to assist with emergency planning.



Building resilience to face the consequences of a terrorist attack is achieved through the same risk assessment process as every other risk as, although the causation differs, the consequences are the same e.g. the accidental release of chemicals from a factory, the explosion of a gas main or fireworks factory or an aeroplane crash due to engine failure.

### **National Capabilities Programme**

The overall aim of the programme is to ensure that a robust infrastructure of response is in place to deal rapidly, effectively and flexibly with the consequences of emergencies. The Government strategy is to build resilience at local, regional and national levels through the operational work streams. These work streams cover such issues as mass evacuation, human & animal diseases, warning & informing the public etc.

The National Capabilities Survey is conducted every two years to assess and evaluate our state of readiness to cope with emergencies and to identify any gaps. The survey looks at each of the work streams and assists the LRF and its member organisations in identifying any gaps. The responsibility for closing those gaps then falls to the TVLRF.

### **Strategic Plan**

The aim of the TVLRF is to ensure that there is an appropriate level of preparedness to enable an effective multi-agency response to any emergency.

The Strategic Plan sets out how the TVLRF will work towards achieving its aim over the next three years and the Delivery Plan outlines the specific actions that will be taken in 2008/09 to assist in this process. Each action will have a nominated lead which will be the chair of the sub group tasked with completing the work. The Working Group will have the responsibility for monitoring the progress of the sub groups and providing regular and timely reports on that progress to the TVLRF.

The Strategic Plan will be refreshed on a yearly basis and will include a new Delivery Plan for each subsequent year to reflect current priorities and risks.

## SECTION 4

# Annual Delivery Plan

## 2008/09

**1** To develop a robust governance structure, enabling the TVLRF to be responsive, accountable and equipped to fulfil its responsibilities under the Civil Contingencies Act 2004.

	Actions	Date	Owner
1.1	Produce a comprehensive governance document for the entire structure of the TVLRF to ensure a coordinated approach to contingency planning, outlining, in relation to the TVLRF, Working Group and Sub Groups: a) Membership b) Roles and responsibilities c) Terms of Reference d) Schedule of meetings	June 08	Secretariat
1.2	Ensure that the sub groups are working effectively towards the delivery of national and local capabilities: a) Review of the number and remit of the sub groups b) Establish, where necessary, additional sub groups to fulfil the functions c) Develop action plans for each of the sub groups	Sept 08	Working Group
1.3	Develop a performance management framework to monitor and measure progress made by the Working Group and relevant sub groups	June 08	Secretariat
1.4	Establish a secretariat for the LRF and define its terms of reference	June 08	LRF
1.5	Achieve multi-agency engagement and attendance by representatives at the appropriate executive level.	March 09	LRF
1.6	Organise an annual event with category 2 responders and voluntary organisations to disseminate and share information on a regional basis regarding emergency planning.	March 09	Secretariat

## 2 To ensure that TVLRF has a co-ordinated communications strategy to undertake its duties to warn and inform the public, to improve communication between responders and to manage the media.

	Actions	Date	Owner
2.1	Improve accessibility to LRF information:		
	a) Research and develop a web-based portal as a point of entry for LRF documentation and information	March 09	Working Group
	b) Prepare data for transfer onto the portal and develop protocols for access to and updating the site.	March 09	Secretariat
2.2	Establish a strategy for the effective communication of information to the public before, during and after emergencies.	Oct 08	Communications Sub Group
2.3	Survey and assess the means of communication between responders in order to plan for improved integration.	Oct 08	Communications Sub Group
2.4	Conduct a review of the media strategy.	Dec 08	Communications Sub Group

### 3 To maintain a Thames Valley-wide risks register in order to raise awareness of emerging risks and ensure that the risk process informs future planning.

	Actions	Date	Owner
3.1	<p>Monitor and review the Community Risk Register:</p> <p>a) To inform the TMLRF of significant changes.</p> <p>b) To identify and address any gaps in capability to deal with the current hazards and threats facing the Thames Valley</p>	Dec 08 & Ongoing	Risk Assessment Sub Group Working Group
3.2	<p>Increase accessibility to the Community Risk Register:</p> <p>a) Review the current format</p> <p>b) Publish it in a user friendly format for both the public and practitioners</p>	March 09	Communications Sub Group
3.3	<p>Highlight the top five risks to the TMLRF as a standing agenda item. Any risk with a rapid change of likelihood will also be identified and highlighted.</p>	June 08 Ongoing	Risk Assessment Sub Group

# 4 To ensure that TVLRF takes account of the national capabilities work streams and that local plans provide a resilient framework for response.

	<b>Actions</b>	<b>Date</b>	<b>Owner</b>
4.1	Review the results of the 2008 national capabilities survey; undertake a gap analysis and produce an action plan in response to recommendations	31.07.08	Working Group

4.2	Approve a work programme for each sub-group to deliver national/local capabilities identified in the action plan.	30.09.08	Working Group
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## 5

To ensure that the TVLRF embeds multi-agency co-ordination, integration and training to achieve clear and consistent management of incidents.

	Actions	Date	Owner
5.1	Develop an effective system to identify, collate, review and disseminate lessons learned from multi-agency incidents and exercises	Oct 08	Training & Exercise Sub Group
5.2	Provide reports to the TVLRF on lessons learnt from incidents and exercises to facilitate organisational learning and the implementation of recommendations that will improve command, control, communications and the operation of the STAC.	Sept 08	Training & Exercise Sub Group
5.3	Ensure that training exercises are being put to best use: a) Provide an outline of the training exercises planned for 2008/09 b) Develop a training plan for the forthcoming two years which is in line with identified strategic needs and addresses relevant risks within our region	June 08 March 09	Training & Exercise Sub Group

## 6 To improve resilience in the Thames Valley to flooding having regard to the recommendations proposed in the Pitt Review.

	Actions	Date	Owner
6.1	Review and where necessary initiate action to implement the urgent recommendations from the Pitt review that are applicable to TVLRF	July 08	Flooding Sub Group

6.2	Review the final conclusions of the Pitt Review and produce an action plan for the implementation of those applicable to the TVLRF	Dec 08	Flooding Sub Group
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## 7 To ensure that multi-agency planning in respect of the Olympics 2012 and the impact on the Thames Valley is being progressed at an appropriate rate.

	Actions	Date	Owner
7.1	Ensure that all implications and workstreams relating to the Olympics 2012 are considered and coordinated and bi-annual updates are provided to the TVLRF.	March 09	Working Group

# ANNEX A

## Civil Contingencies Act 2004 - List of Responders



As described earlier the Act splits local responders into two categories and imposes a different set of requirements on each category. Category 1 and 2 responders in England and Wales are listed below. Section 13 of the Act enables Ministers to amend the list of responders with the agreement of Parliament. (Those shown in italics are not involved in the Thames Valley process).

### Category 1 responders

#### Emergency services

- Police forces
- British Transport Police
- Fire authorities
- Ambulance services
- Maritime and Coastguard Agency

#### Local authorities

- All principal local authorities (i.e. *Metropolitan districts*, *Shire counties*, *Shire districts*, *Unitaries*)
- *Port health authorities*

#### Health bodies

- Primary Care Trusts
- Acute Trusts
- Foundation Trusts
- *Local Health Boards (in Wales)*
- *Any Welsh NHS Trust that provides public health services*
- Health Protection Agency

#### Government agencies

- Environment Agency

### Category 2 responders

#### Utilities

- Electricity distributors and transmitters
- Gas distributors
- Water and sewerage undertakers
- Telephone service providers (fixed and mobile)

#### Transport

- Network Rail
- Train operating companies (passenger and freight)
- London Underground
- *Transport for London*
- Airport operators
- *Harbour authorities*
- Highways Agency

#### Health bodies

- Strategic Health Authorities

#### Government agencies

- Health and Safety Executive

# ANNEX B

## Diagrammatic Chart of TVLRF Structure

