



Strategic Framework

2013-16

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The strategic business plan will be reviewed annually.

	Signature	Date
Signed off by BMG Chair Print Name:		
Signed off by LRF Chair Print Name:		

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Executive Summary

The Local Resilience Forum (LRF) is the principal mechanism for multi-agency cooperation under the Civil Contingencies Act 2004. The Gloucestershire LRF is based on the Gloucestershire Constabulary boundary which is the same as the political County boundary.

The forum is a process by which the organisations on which the duty falls co-operate with each other. The LRF is not a statutory body but it is a statutory process, however, it doesn't have powers to direct its members.

The LRF is led by a strategic co-ordinating group and provides the framework for the effective delivery of the statutory duties under the Civil Contingencies Act.

Gloucestershire has always recognised the importance of multi-agency working. Prior to the introduction of the CCA, the county's responding agencies had formed the 'Major Incidents Co-ordinating Group' which played a similar role to the LRF without the statutory requirement.

This document is the Strategic Framework under which the Local Resilience Forum operates. It has been split into two sections, the first providing information on the National and Regional arrangements and the second detailing the LRF in Gloucestershire.

The Framework contains the LRFs Strategic Objectives for 2013-16. In addition to this a separate LRF work programme contains detailed information about the work being carried out by the LRF and its sub-groups.

Section 1

Legislation and National / Regional Arrangements

1.1 Civil Contingencies Act

The Civil Contingencies Act (CCA) 2004 was introduced to provide legislation to ensure multi agency working takes place to identify and mitigate the risk of emergencies occurring and providing a joined up approach in response to those that cannot be foreseen.

Responders must work collectively and in collaboration as part of a coherent multi agency effort to ensure that civil protection and resilience arrangements are integrated both within and between organisations and agencies. Whilst the LRF operates as the Strategic Group, the Business Management and Sub Groups provide the vital function of delivering the strategic aims and objectives set by the LRF.

The CCA has consolidated and strengthened what existed previously and placed new duties and obligations on what are now termed Category 1 and 2 responders.

1.2 Agencies covered by the CCA

The CCA covers the vast majority of agencies that might respond to an emergency. It splits them into two sections, Category 1 and Category 2 responders, each being given a different set of duties.

Category 1 responders include the emergency services, local authorities, health services and the Environment Agency.

Under the CCA, these agencies are required to:

- *undertake risk assessments*
- *plan for emergencies – including prevention and mitigation*
- *put in place their own business continuity plans*
- *publish information about risk assessments and plans*
- *put in place arrangements to warn and inform the public;*

- *co-operate and share information with other local responders*
- *promote business continuity management to local businesses and voluntary agencies (local authority responsibility only)*

Category 2 responders include utilities companies (gas, electric, water and telecoms), transport operators and the Health and Safety Executive.

These agencies are required to:

- *Co-operate with other local responders*
- *Share information with other local responder*

For further information please refer to:

<http://www.cabinetoffice.gov.uk/content/civil-contingencies-act>

Please see Annex A for a full list of Category 1 and 2 responders in Gloucestershire.

1.3 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 UK.

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 civil devastation and widespread disaster inflicted as a result of conventional or non-conventional disruptive activity and natural disasters.

There are 20 capability work streams, ten of which require LRFs to develop plans. These are: Chemical, Biological, Radiological and Nuclear (CBRN), Human (Infectious disease), Animal Disease, Mass Casualties, Evacuation and Shelter, Warning and Informing the public, Mass Fatalities, Humanitarian Assistance, Flooding and Recovery.

1.4 DCLG Resilience and Emergencies Division

The Department of Communities and Local Government, Resilience and Emergencies Division (RED) liaise with Central Government departments on behalf of Local Resilience Forums.

In the event of an incident they will support by looking at coordinating any additional support the Command and Control Structure may need. If required the RED team could arrange a Response Coordinating Group which would bring together Chairs from affected LRFs.

It is also possible that Central Government will activate the Civil Contingencies Committee in the Cabinet Office Briefing Rooms (COBR). The representative from RED at the Strategic Coordinating Group will provide the information required by ministers.

Section 2

Gloucestershire Local Resilience Forum



2.1 Strategic Aim and Intentions

Aim

‘To co-ordinate effective and efficient integrated emergency management arrangements within the County of Gloucestershire and to meet the requirements of the Civil Contingencies Act 2004’.

In order to deliver the above aim, we have set ourselves a number of strategic intentions.

Intentions for 2013 – 2016

- 1. To maintain a robust structure, enabling the Gloucestershire LRF to be responsive, accountable and able to fulfil its responsibilities under the Civil Contingencies Act 2004**
- 2. To maintain an LRF Risk Register in order to raise awareness of existing and emerging risks to ensure that the risk process informs future planning**
- 3. To support the development of plans and capabilities, on a risk prioritised basis, necessary to respond to and recover from emergencies and major incidents.**
- 4. To support individual organisations in providing public information and advice on civil contingency issues in order to encourage the development of community resilience. This will include promoting and raising awareness of the LRF and risks.**
- 5. To engage in an ongoing programme of multi-agency training and exercising to ensure that plans and capabilities are fit for purpose**
- 6. To facilitate and promote cooperation, information sharing and good practice at a local, sub-national and national level.**
- 7. To maintain relationships with DCLG RED team in order to consider the implications of new legislation, policy initiatives and decisions at a national level.**
- 8. To develop and maintain relationships with the Gloucestershire Local Health Resilience Partnership (LHRP) to enhance local resilience.**

2.2 Representation

A key requirement of the CCA is that Category 1 responders attend main LRF meetings or arrange to be effectively represented.

'Effective representation' has a number of elements to it:

- Not every organisation needs to be represented directly at every meeting;
- Organisations do need to be represented at meetings of the main LRF where their involvement in local civil protection work will be discussed; and
- Category 1 responders need to be represented by individuals who have the right combination of seniority and expertise to be able to speak with authority.

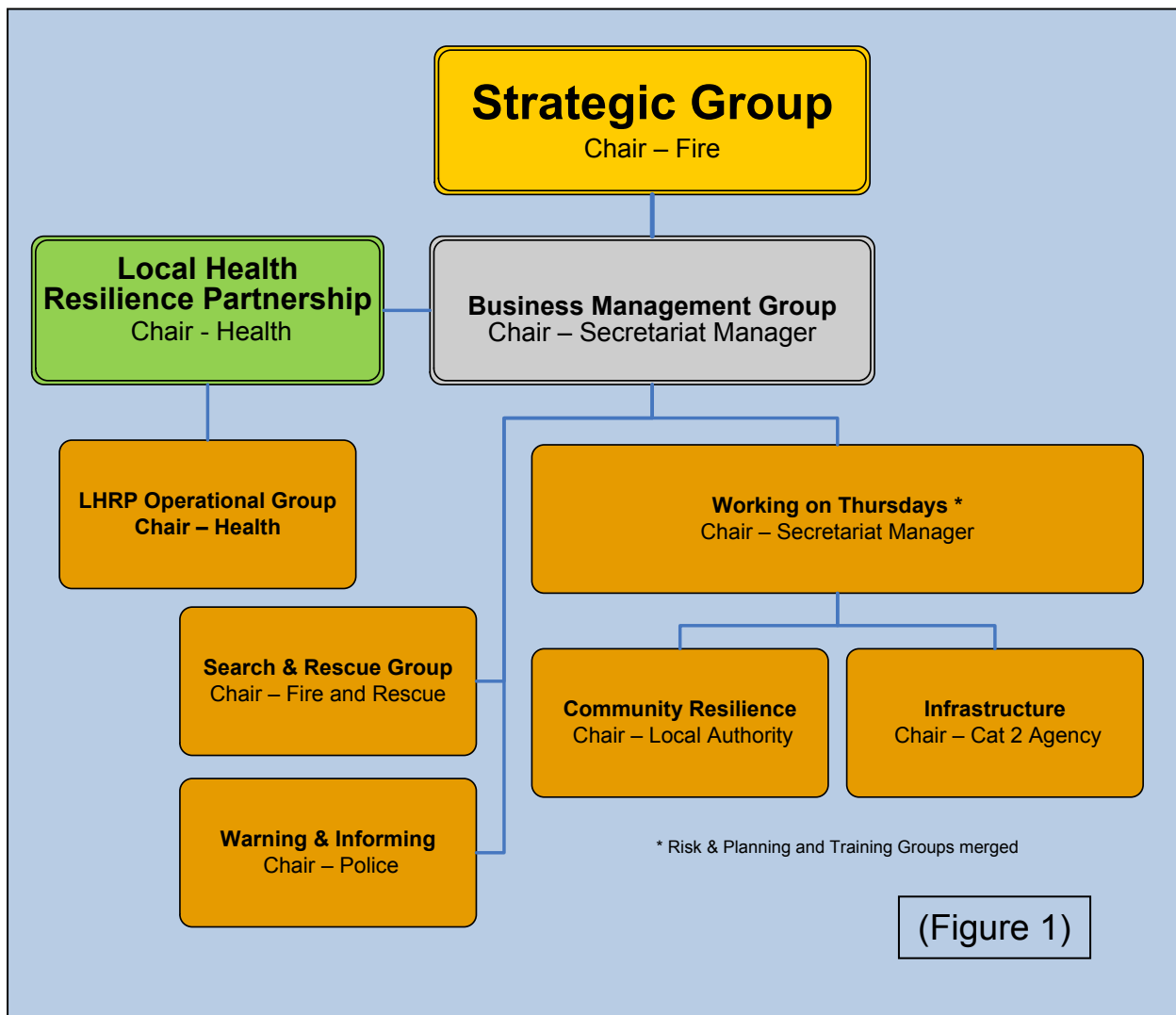
The CCA also states that 'because of its importance, the LRF Strategic Group should attract a sufficiently senior level of representation. For example, local authority representatives should be at chief executive or deputy chief executive level, and police representatives should be chief constables or their deputies. Because the discussions are strategic, the LRFs should meet relatively infrequently and the meetings should be thoroughly prepared so that the time of senior officers is used well'.

The Gloucestershire LRF is chaired by the Chief Fire Officer and is supported in carrying out these duties by the LRF Secretariat Manager.

2.3 Structure

For the Gloucestershire LRF to function effectively an agreed governance structure needs to be in place, showing roles and responsibilities of all local responders.

The figure below shows the current LRF structure.



Strategic Group

The LRF is managed by a strategic group. It matches, in the anticipation, prevention and planning phases, the multi agency Gold group (Strategic Co-ordinating Group) usually established by the police during the response and recovery phases of an emergency.

Category 1 responders (Plus Military Representatives) attending the Strategic Group meetings are expected to be of sufficient seniority and expertise to be able to speak on behalf of their organisation, make decisions and commit resources without reference,

The group meets twice a year or more often as directed by the LRF Chair.

To help support the Strategic group Gloucestershire LRF has a simple three tier structure. This reflects the Strategic (Gold), Tactical (Silver) and Operational (Bronze) command and control format.

Business Management Group

The Business Management Group is a Tactical (Silver) level group whose purpose is to ensure that the Local Resilience Forum works effectively and efficiently.

The group is accountable to the LRF Strategic Group. However, each attendee remains accountable to their own organisation.

Membership of the Group is comprised of Sub Group chairs which helps provide continuity to the LRF and ensure that information flow is both ways. The group is also attended by suitably empowered managers / officers from Category 1 responders who do not chair a group.

Where multiple groups are chaired by one agency, the Chair of the Business Management Group and the partner agency will discuss representation and information dissemination.

The group meets four times a year to coincide with the LRF Strategic Group (before and after) and is chaired by the LRF Secretariat Manager.

Sub Groups

The LRF Sub Groups are the Operational (Bronze) level of the LRF. They are tasked by the Business Management group, to meet the LRFs legislative obligations, National Capabilities and direction provided by the LRF Strategic Group. In addition to this, Task and Finish groups may be set up if required.

Local Health Resilience Partnership

Local Health Resilience Partnerships (LHRPs) have been established to deliver national Emergency Preparedness, Resilience and Response strategy (EPRR). The LHRP brings together the health sector organisations involved in EPRR at the Local Resilience Forum (LRF) level. Building on existing arrangements for health representation within the LRF, the LHRP is a forum for coordination, joint working and planning for emergency preparedness and response by all relevant health bodies. It offers a coordinated point of contact for the LRF and reflects a nationally consistent approach to support effective planning of health emergency response.

2.4 Creating Resilience

All the LRF Sub Groups carry out vital tasks in making Gloucestershire more resilient.

Emergency planning is a systematic and ongoing process, preparing organisations for response to emergencies. It evolves as lessons are learnt and circumstances change. There are three key parts to the emergency planning cycle, Risk Identification, Plan Creation and Training / Exercising (Plan validation).

Risk Assessment

Reviewing the risks that face Gloucestershire is the first step in preparing for an emergency.

The Civil Contingencies Act places a risk assessment duty on all Category 1 responders. Category 1 responders assess risk as often as is necessary to ensure that they are in a reasonable position to maintain and update their emergency plans and to perform the civil protection duties under the Act, including the duty to maintain business continuity plans.

As part of the Local Resilience Forum process, Category 1 responders must co-operate with each other in maintaining the Community Risk Register (CRR). The CRR provides an agreed position on the risks affecting a local area and on the planning and resourcing priorities required to prepare for those risks.

The CRR is driven by an annual 'Local Risk Assessment Guidance' provided by the Cabinet Office. This provides the generic risks to be considered on the CRR and the national likelihood of the risk occurring. The LRF then reviews these risks and provide them with Likelihood and Impact ratings relevant to Gloucestershire.

Category 1 responders also have a statutory duty to publish their risk assessments, to the extent necessary to reduce the impact of an emergency on the community.

A public version of the CRR can be found on the LRF website

<http://www.gloucestershireprepared.co.uk/cca-the-lrf.html>

The Government has published a National Risk Register which sets out their assessment of the likelihood and potential impact of a range of different risks that may directly affect the UK.

Please see:

<http://www.cabinetoffice.gov.uk/resource-library/national-risk-register>

Planning

Planning activity is informed by the Gloucestershire CRR in most cases. If a risk is identified which can be mitigated by the creation of a multi agency plan, the LRF Risk & Planning Sub Group will take the workstream forward.

In addition to the Civil Contingencies act which puts a statutory responsibility to create a framework of civil protection, other legislation also requires emergency plans:

- Control of Major Accident Hazards Regulations 1999 (COMAH)
- Pipeline Safety Regulations 1996
- Radiation (Emergency Preparedness and Public Information) Regulations 2001 (REPPIR)

Plans can be for specific incidents such as Flooding or consequence management which may result from differing risks such as Mass Fatalities.

The current list of Gloucestershire LRF plans are detailed below.

Gloucestershire LRF Plans	
Major Incident Procedures Manual	Mass Fatalities
Water Distribution	Recovery
Major Accident Hazard Pipeline Plan	Humanitarian Assistance
Flood	COMAH / REPPIR
Fuel	Strategic Holding Areas
Pandemic Flu	STAC
CBRN (Under development)	Excess Death
Telecoms (Under development)	Vulnerable People Plan
Animal Disease	Emergency Mortuary Plan

The LRF has a 'Plan Consultation process' to ensure the plans go through a thorough consultation process prior to being accepted by the LRF Strategic Group.

The process and flow chart can be found in **Annex B** with the sign off sheets in **Annex C**.

Training and Exercising

Core members of the LRF make annual contributions into the LRF Training Fund. (*See Funding of the LRF*)

This enables the LRF to hold multi agency training events to ensure an integrated response to emergencies.

The LRF currently holds Introduction to Integrated Emergency Management (IEM) Courses four times a year, Gold Awareness Courses, Science and Technical Advice Cell Awareness Courses and an Annual Seminar.

Introduction to Integrated Emergency Management

The aim of the IEM course is to provide delegates with a wider perspective on the response to Major Incidents within the County of Gloucestershire, thereby enabling them to be better prepared to carry out their roles and responsibilities.

Gold Awareness

The purpose of Gold Awareness sessions are to outline national and local arrangements to deal with major incidents at the strategic level, as well as allowing familiarisation with the Strategic Coordinating Centre (SCC) facility at Police Headquarters.

Science & Technical Advice Cell Awareness (STAC)

The STAC would support the Strategic Command Group to ensure they receive the best possible advice based on the available information in a timely, coordinated and comprehensive fashion. Training is held to provide a greater understanding of the role and the type of information that would be requested.

Annual Seminar

The LRF endeavours to hold a seminar on an annual basis. The event is themed to cover issues relevant at that time.

Exercises / Plan Validation

Risk assessing and preparing plans and capabilities are important steps in being able to respond to an emergency. However, plans need to be exercised, and the right people given the right training to ensure that they can be carried out properly.

The LRF facilitates exercises to validate plans as and when they are required. They are a necessary for validating plans and allow partner agencies to test arrangements in a safe environment.

Best practice and lessons learned are identified and acted upon to ensure an effective and seamless response to Major Incidents.

2.5 Funding of the LRF – Training

Category 1 members of the LRF have established a Training Fund to finance county-wide multi-agency training and exercises which provides an opportunity to train personnel in responding to major emergencies and validate plans and procedures.

The chair of the Training Group has the authority to authorise day-to-day expenditure, whilst the LRF Secretariat Manager acts as the Treasurer of the Fund.

The contributing agencies may agree extraordinary expenditure if it is deemed to be for the benefit of the LRF.

The Secretariat Manager will provide a business case to strategic representatives from the contributing agencies:

- Gloucestershire Constabulary
- Gloucestershire Fire & Rescue Service,
- Gloucestershire Local Authorities
- NHS Gloucestershire
- Great Western Ambulance Service
- Environment Agency

Each agency contributes £3,500 annually into the fund. (The seven Local Authorities each contribute £500).

Requests for funding are made by invoice to all contributing agencies at the start of each financial year.

2.6 LRF Secretariat Manager

The Secretariat Manager is a jointly funded post which purpose is to:

‘Provide the Secretariat function to the Gloucestershire Local Resilience Forum (LRF) and contribute to the development and direction of strategy, ensuring alignment to the Civil Contingencies Act 2004 and other supporting emergency planning legislation’.

The Secretariat Manager reports to the LRF Chair and attends all LRF meetings to ensure continuity and enhance information sharing.

It is also the Secretariat Managers responsibility to act as the focus for liaison between the Government and the LRF and to represent the Chair / LRF at regional and national meetings.

Requests for funding are made by invoice to all contributing agencies (same agencies as the training fund) at the start of each financial year.

2.7 Freedom of Information Act

The Freedom of Information Act requires organisations to respond to most requests for information from other agencies or members of the public within twenty days. The Act covers all recorded information that is held on paper, electronically or on any other media. This applies to requests for information received in writing (Letter, fax or email).

Any request regarding the LRF should be passed to the LRF Secretariat Manager who will in consultation with the LRF Chair decide which agency is best placed to respond.

Annexes

Members of Gloucestershire LRF

Annex

A

Plan Consultation Process

B

Members of Gloucestershire LRF

These agencies are currently attending or being represented at Gloucestershire LRF Strategic or sub group meetings.

Category 1	Category 2
British Transport Police	Bristol Water
Cheltenham Borough Council	Gloucestershire Airport
Cotswold District Council	Highways Agency
Environment Agency	National Grid
Forest of Dean District Council	Network Rail
Gloucester City Council	Open Reach
Gloucestershire Constabulary	RWEnpower
Gloucestershire County Council	Severn Trent Water
Gloucestershire Fire and Rescue	Strategic Health Authority
Local Health Resilience Partnership	Thames Water
Gloucestershire Hospitals Trust	Wales and West Utilities
2gether Trust	Welsh Water
Great Western Ambulance Service	Western Power Distribution
Public Health England	
Maritime and Coastguard Agency	
Stroud District Council	
Tewkesbury Borough Council	

Co-operating bodies

BBC Radio Gloucestershire, COI, First Group, Gloucester Harbour Trustees, Gloucestershire Media, Heart FM, Magnox, MOD (JRLO, RAFRLO, RNRLO), DCLG - RED, University Gloucestershire, British Red Cross, Faith Communities, Gloucestershire Cave Rescue Group, HM Inspector of Mines, Maritime Volunteer Service, Mines Rescue Service, Rapid UK, RAYNET, Salvation Army, SARA, GRCC, St John, Vodaphone and WRVS.

Gloucestershire LRF Plan Consultation Process

The LRF Working on Thursday (WOT) Group is responsible for the Co-ordination and preparation of emergency multi-agency response plans.

The group will decide which partner agency is most suitable to take responsibility for the plan development and provide them with a realistic timescale.

Once a draft multi agency plan is completed it should follow the LRF consultation process. If this is not possible due to circumstances, the Planning Lead should discuss with LRF Secretariat Manager.

Stage 1 –

Planning Group Consultation

The plan should be issued to all members of the WOT Group. The group should be allowed a minimum of 15 working days to comment with a closing date set.

- If a member has no comment to make, nil returns should be sent.
- Reminders are not compulsory as each member is responsible for meeting the deadline on behalf of their agency.
- If comments are not received by the end date it is up to the discretion of the Planning lead whether to offer an extension.

Stage 2 –

Comments Received.

- If the comments received are minor in nature (such as adding of paragraphs or spelling) the plan can be updated at the discretion of the plan author.
- If significant changes are requested the plan should be updated and reissued for consultation to the WOT Group allowing a minimum of 10 working days to comment.
- If this stage occurs twice with no clear resolution, the Planning Lead should call an extraordinary meeting to discuss the plan.

Stage 3 –

LRF Business Management Group.

The plan should be passed to the Business Management Group (BMG) for review.

- If the BMG are not happy to endorse the plan they will provide constructive feedback.
- If the group are happy to endorse the plan it will be signed off by the group and taken forward as a recommendation to the Strategic Group for full sign off.
- Existing plans being reviewed can be signed off by the BMG.
- Dependent upon the timing of the next meeting, plans can be signed off via email

Stage 4 –

LRF Strategic Group.

The Strategic Group will be provided with a copy of the plan and will be informed that the BMG have endorsed the plan.

If the group agree to endorse the plan, it will be noted in the minutes.

