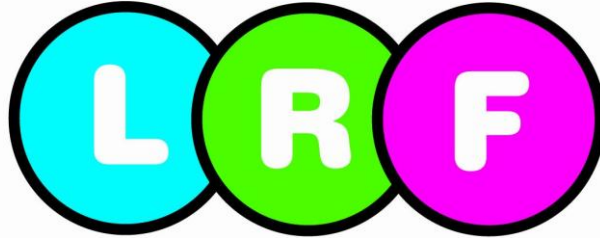


Devon • Cornwall • Isles of Scilly



Local Resilience Forum

**HALDON HILL
SEVERE WEATHER RESPONSE PLAN**



Haldon Hill Severe Weather Response Plan

All items in this document are classed as open under the Freedom of Information Act unless otherwise stated. All closed items include the relevant Freedom of Information Act exemption.

Title of document:	Haldon Hill Severe Weather Response Plan
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Authors:	Devon County Council/Highways Agency/Enterprise Mouchel/D&C Police
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Lead Agency:	Devon & Cornwall Police
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Review Date:	31 st March 2011
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Revision History

Revision Date	Version No	Summary of Change	Changes made by	Authorised by	Date
15 Sep 10	1.0	New publication	Mike Parnell	LRF BMG	15 Sep 10
13 Jan 11	1.1	Amendments	Mike Rose	Stakeholders	13 Jan 11

Distribution

Organisation	Organisation
Highways Agency	Devon County Council
Devon & Cornwall Police	Devon & Cornwall 4x4 Response
Devon & Somerset Fire & Rescue Service	Dartmoor Search & Rescue Team (Ashburton)
EnterpriseMouchel	

This Plan is owned by the Devon, Cornwall and Isles of Scilly LRF, maintained, and updated by the LRF Severe Weather Subgroup. All users are asked to advise the Secretariat of any changes in circumstances that may materially affect the plan in any way.

Details of changes should be sent to:

Devon, Cornwall and Isles of Scilly Local Resilience Forum Secretariat

Email lrf@devonandcornwall.pnn.police.uk

1. INTRODUCTION

- 1.1 This plan has been compiled in order to try and minimise disruption to the travelling public in the event of an isolated and significant snow fall on Haldon Hill. Response to a more widespread event is dealt with in the county 'winter service and emergency plan'. All references to Haldon Hill include the A38 Haldon Hill and the A380 Telegraph Hill. This plan offers a range of options and guidance for incident commanders. The exact circumstances of the incident will be considered by the command team before deciding which options/tactics to utilise.
- 1.2 The activation of the plan will take place in 3 phases:
- Phase 1** – Multi-agency pre-event meetings and discussions
- Phase 2** – Setting up of the Forward Command Post (FCP)
- Phase 3** – Active road and traffic management
- 1.3 The scope of this plan includes the A38 Haldon Hill from Kennford to Harcombe and the A380 from the A38 to the Ideford Dip. Other locations are included in this plan such as road closure/LGV stacking points to support the activity upon the two hills.
- 1.4 It is not considered that evacuation of motorists from their motor vehicles will be undertaken, unless absolutely necessary and after all other options and actions have been considered. It is safer and more appropriate to ask motorists to remain with their vehicles during any temporary stoppages or road closures. Abandoned vehicles will delay any reopening of the roads for a considerable time.
- 1.5 The multi-agency Silver will be responsible for co-ordinating activity in other locations and to support the role of the Haldon Hill Bronze scene commander.
- 1.6 This plan is designed to be a guide and offers a number of tactical options to the overall Bronze Commander. Circumstances of the incident may require consideration of other unstated options and the adaptation of this plan.

2. GROUND

Haldon Hill is an isolated piece of high ground to the south west of Exeter. The hill accommodates the strategic A38 Trunk road and the A380 dual carriageway which connect Plymouth and Torbay respectively to Exeter and the M5.

Locally the A38 Trunk road is known as 'Haldon Hill' and the A380 dual carriageway is known as 'Telegraph Hill'.

2.1 A380 Telegraph Hill (DCC managed)

South bound - rises 150m over a distance of 1km with the high point being around 220m AOD. This altitude extends for a distance of approx 4km in a south westerly direction. The road is a dual carriageway, relatively flat over this length and tree lined with minimal traffic joining along its length.

North bound - the ground rises 120m over a distance of 2.5km.

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The south bound and north bound carriageways are largely separated by significantly wide central reservation/wooded areas and some length of central vehicle restraint systems.

Release points – There are release points at Splatford Split, Telegraph slip, Haldon Chalets, Ashcombe Cross and Ideford Dip.

2.2 A38 Haldon Hill (Highways Agency managed)

South bound - rises 150m over 1.5km with the high point being around 220m AOD.
North bound – the ground rises 100m over 2.5km

Release points - There are release points at Splatford Split, Haldon Racecourse and Harcombe.

Note: There is no direct access from the A38 northbound onto the Splatford Split over bridge. Access is via Old Haldon Hill.

3. SITUATION

In recent winters heavy snowfall was experienced on Haldon Hill which brought traffic to a stand still. Despite snow being forecast the situation deteriorated very quickly because of the rapidly rising ground level, the intensity of snowfall and lack of driving experience. De-briefs were held following the previous events and this plan is a result of that process.

4. SYNOPSIS

In the event of a severe weather warning affect Haldon Hill, 'spotters' will be deployed to both Haldon and Telegraph Hills and a multi-agency Forward Control Point (FCP) will be established at the Kennford weighbridge. Dedicated plant and equipment will be stationed on the hill and be available to assist where necessary. The spotters will monitor the conditions on the hill and advise the bronze commander at the FCP. The Traffic Officer service will be deployed onto the M5 southbound to initiate a rolling road closure and traffic will be released to pass over the hill as conditions permit.

5. ESCALATION PROCEDURES

PHASE 1

5.1 On receipt of an advance warning forecast from MeteoGroup/Met Office with a high confidence of snow accumulations over 150m and possible disruption (usually 2 to 5 days before the event) the Highways Agency (HA), HA SW Regional Control Centre, EnterpriseMouchel and Devon County Council (DCC) will liaise with the Police Contingency Planning Unit (via the Police Control Room) to confirm a date and time that the following escalation procedure will be implemented. See item 5.3.

5.2 Short-Notice Snowfall Forecasts

There may be occasions when very late information is received about possible heavy snowfall which may affect the location. In such cases, where it is necessary to rapidly escalate to Phase 2, (setting up of the FCP) then any agency may make this

Haldon Hill Severe Weather Response Plan

request. It is likely that most agencies will be aware but a full, formal Teleconference may cause too many delays. The default position is such that such a conference call should be made

- 5.3 Teleconferences will commence as soon as required following receipt of a weather forecast which may require implementation of the plan. This teleconference should include the Met Office, Highways Agency, HA South West Regional Control Centre, Devon County Council, EnterpriseMouchel, Devon & Somerset Fire & Rescue Service and the police. This is NOT a Tactical Co-ordinating Group (TCG). It is a meeting of those responsible for operational delivery of the Plan. Times for subsequent meetings will be discussed on each teleconference. Once it has been agreed to implement the plan the following actions will take place:

PHASE 2

- 5.4 The police will pre-position Forward Command Post (FCP) vehicle at Kennford weighbridge SX 914857. Bronzes will be deployed to Haldon Hill and Telegraph Hill as required.
- 5.5.1 HA Area 1 will mobilise its gritters, tractor ploughs, towable bowsers containing de-icing chemicals and Severe Weather Desk prior to snow falling and the network will be treated accordingly.
- 5.5.2 DCC Pre-salting operations on routes 24 & 25 will be temporarily suspended and the gritters recalled to the depot to re-load and fit snow ploughs. Reserve Fleet vehicles will be mobilised as replacements.
- 5.6.1 HA Area 1 will deploy spotters to Haldon Hill, they will be stationed at locations to allow maximum visibility in all weather conditions and report directly to the Bronze FCP
- 5.6.2 A DCC superintendent will be deployed to Haldon Chalets and one to Ideford Dip to monitor conditions and advise the Bronze FCP and the HOCC.
- 5.7 At an agreed time Area 1 and a DCC Highway Engineer (HE) will join the Forward Control Point (FCP) at Kennford Weighbridge. Attendees – Police, TOS, DCC, F&RS, vehicle recovery service, Volunteer organisations etc.

PHASE 3

- 5.8 Personnel at the FCP will, while taking account of the prevailing conditions, consider the following options during **Phase 3** :
- No action
 - Convoy/rolling road closure
 - Stacking of LGVs on A38 North/South bound and on A380 Northbound near Ideford Dip. Lane 1 to be used.
 - Closure of A380 at Weare Barton to allow vehicles the opportunity to use the A379 as a diversion route.

Haldon Hill Severe Weather Response Plan

- Implement a total temporary closure of the A380 between Haldon Hill and Weare Barton if this is required in order to support additional activity on the DCC Highways network. Resources will still continue to work on the A380 but the decision may be taken by the Command Team to adopt this option.
- Full temporary road closure to allow gritters/ploughs to clear road and/or extract stranded vehicles.
- Implement a convoy system led by ploughs/gritters and Police /HA vehicles as required.
- Vehicle Recovery issues
- Rest Centre requirements

5.9 Where it has been agreed that full implementation of the plan is not required but nevertheless there remains some residual risk the agencies participating in the pre-event teleconference will agree some intermediate actions and own internal escalation procedures should a rapid implementation of the plan be required.

5.10 TERMINOLOGY LINKED TO TRIGGER/ESCALATION POINTS

The following terminology should be used by spotters and other staff on the A38/A380. Standardised and consistent terminology will assist in the trigger and escalation points to activate.

Item No.	Terminology	Action
1	Light Covering – Black tracks	Continue to monitor and report
2	Light Covering – No tracks	Resources deploy to stop/stack locations
3	Heavy covering – Black tracks	Consider stacking LGVs
4	Heavy Covering – No tracks	Temporary total road closures

Whilst the terms ‘light’ and ‘heavy’ may be to some extent, subjective, the use of this terminology will allow all responders to note the progress and deterioration of the condition of the road network, with some degree of accuracy and scale.

LGV stacking locations (lane 1)	Temporary Road Closure Points
A38 Northbound on level ground at Chudleigh Station junction	A38 Northbound on level ground at Chudleigh Station junction
A 38 Kennford adjacent to Weighbridge lay-by stacking towards the M5 as necessary.	A 38 Kennford adjacent to Weighbridge lay-by
	Junction 31 M5
A380 Northbound on descent at Ideford Dip near Ugbrooke House.	A380 Northbound on descent at Ideford Dip near Ugbrooke House. Consider earlier closure at Weare Barton.

6. **COMMAND AND CONTROL**

The command and control structure is shown at **Annex A**

6.1 **Police**

To protect human life and co-ordinate the multi-agency response to the event.

6.2 **Highways Agency**

To manage and maintain the A38 and control HA assets

6.2.1 Traffic Officer Patrols to provide traffic management capability on the M5, A38 and limited sections of the A380

6.3 **Devon County Council**

To manage and maintain the A380 and control DCC assets

6.4 **Voluntary Groups**

To provide specialist support to the Police during and after an incident

6.5 **Fire & Rescue**

To provide fire and rescue capabilities

6.5.1 The DSFRS Incident Command Vehicle is now on their PDA (pre determined attendance) list and will be sent to the Forward Control Point as soon as they are informed that the Haldon Hill Plan has been implemented.

7. **COMMUNICATIONS**

A two way flow of information is critical to success, not only for executing the plan but also to maintain public confidence.

An interoperable talk group should be allocated for use by all Airwave users attending an incident at this location. The first choice talkgroups to be used will be either **Devon and Cornwall Emergency Services 1, 2 or 3** (DVCOES1/2/3). These talkgroups have been designed to allow different agencies to communicate with each other at multi agency operations.

The police have access to spare IBIS (Interim Bronze Interoperability Solution) Airwave handsets pre-programmed to the above interoperable talkgroup which may be loaned out to resources deployed to ensure more effective inter-agency communications. Users will be briefed with regard to correct usage and 'radio language'.

The police control room will advise on the most suitable talkgroup for the event if there is a need to go to a different dedicated channel and this will be notified to all responders.

Each organisation will have these talkgroups pre-programmed into their Airwave radios, access to which vary between services"

Mobile phone numbers will be shared at the earliest opportunity.

7.1 **MEDIA**

All Media messages will be agreed by all parties and disseminated via the Media Cell situated within Silver. General media strategy will be agreed at pre-event teleconferences.

Media protocol is shown at **Annex H**

7.2 **Welfare**

Welfare will be as the Severe Weather (Snow & Ice) Plan For Devon Road Network, published by the DCC County Emergency Planning Officer (CEPO).

The Highways Agency has stores of thermal foil blankets which can be provided by responders to motorists, if they become trapped in their vehicles for a lengthy period of time. Small numbers of these thermal blankets are stored in signs bins at various locations alongside the trunk road network in Devon & Cornwall, with a larger store held at Exeter Racecourse.

Whilst the main efforts should be to ensure motorists remain with their vehicles, in the event that conditions are so serious evacuation of motorist from their vehicles is required, details of rest centres and associated welfare provisions can be found in the Severe Weather (Snow & Ice) Plan For Devon Road Network published by the DCC County Emergency Planning Officer (CEPO).

7.3 **Public Information**

Leaflets – published by the Police to be handed to drivers **Annex G**

8. TRAFFIC MANAGEMENT

AIM – TO KEEP THE ROAD OPEN AND TRAFFIC FLOWING

- Road conditions will be monitored by 'spotters', Bronze at Kennford weighbridge and remotely by Webcams and CCTV at the HOCC and Area 1 NCC
- Decisions will be taken at the scene by the Bronze Commander advised by the HA and DCC reps.
- Reports of breakdowns/RTCs/fallen trees or other obstructions are to be reported immediately to the Bronze Commander.
- Options for traffic management include:
 - No action
 - Employ convoy working/rolling road closure
 - LGV stack
 - Full (temporary) road closure

Southbound (A Carriageway)

8.1 Convoy Working/Rolling Road Closure

- 8.1.1 On agreement with the police, the TOs will implement a rolling closure commencing at J31 at Holding Point 1 (controlling the two lanes leading to the A38 southbound).
- 8.1.2 As the rolling closure passes through J31 the TOs will request the South bound MS3 VMS are activated to show an appropriate message (e.g. REDUCE SPEED – TRAFFIC CONTROL AHEAD ON A38)
- 8.1.3 The matrix over the A38 lanes on the 3 gantries approaching J31 will show a reduced speed limit (e.g. 20 or 30mph)
- 8.1.4 Consideration will be given to stacking LGVs at this point.
- 8.1.5 TOs request the Area 1 NCC to activate the mobile VMS on the nearside verge and the one at Partridge Cycles to show 'USE NEAR SIDE LANES ONLY' or 'OUTSIDE LANE EMERGENCY VEHICLES ONLY'
- 8.1.6 Traffic may be held at Holding Point 2 and only released at the instruction of the Incident Commander depending on conditions on the hill and on advice from the 'spotters'.

8.2 A 38 Holding Points

If conditions deteriorate to an extent that Haldon and Telegraph Hills are physically closed due to snow, the rolling closure will be held at Holding Point 1 until such time that conditions improve.

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Holding Point 2 will be used as the last opportunity to hold traffic before attempting to traverse the hill. Holding Points are shown at **Annex C**.

8.3 Full Road Closure (as required and decided by Bronze)

If the situation dictates a full closure of the A38 or A380, the main effort will be to remove all vehicles from the hills.

Police resources will be deployed to control closure and release points.

Closure points shown at **Annex E** should be utilised by the Bronze Commander, supported by the relevant Agencies.

NAME		OSGR
M5	J31	SX 928878
A38	Kennford	SX 913861
A379	Devon Hotel	SX 932891
A379	Chudleigh Road	SX 921889

8.4 Release Points (as required and decided by Bronze command team)

The existing release points shown at **Annex E** should be utilised in conjunction with the road closure.

NAME		OSGR
A38/A380	Splattford split	SX 913855
A38	Central Reserve Gate	SX 909842
A38	Haldon racecourse	SX 897837
A38	Haldon Hill	SX 905840
A380	Telegraph Hill release	SX 910841
A380	Haldon chalets	SX 911833

Northbound (B Carriageway)

8.5 Release Points (as required and decided by Bronze command team)

Should both hills become blocked with no prospect of being reopened in a short timescale, then TOs/police will then turn traffic at the nearest available release.

NAME		OSGR
A38 Harcombe		SX 882814
A38 Chudleigh Station		SX 858785
A380 Ashcombe		SX 902794
A380 Ideford Dip		SX 288779

8.6 **Closure Points** (as required and decided by Bronze command team)

A38 Chudleigh Station	SX 858785
A38 Harcombe	SX 882814
A380 Eagles Farm	SX 871748
A380 Ideford Dip	SX 288779

8.7 **Rest Centres**

Rest centres may be utilised in accordance with the Severe Weather (Snow & Ice) Plan for Devon Road Network.

8.8 **Vehicle Recovery**

Vehicles on the live carriageway causing obstruction will be removed to a safe area.

Consideration for the recovery of vehicles off the live carriageway or not causing obstruction will be given during the recovery phase.

9. **RESOURCES**

HA	DCC
Supervisors	
Supervisor at FCP	Highway Engineer and Contractors supervisor at FCP
Spotters	
The number of Spotters deployed will be dependant on weather conditions and visibility on Haldon Hill	1No Superintendent stationed at Haldon Chalets (Bronze) 1No Superintendent stationed at Ideford Dip/Ashcombe Cross
Plant & Equipment	
2No 6 x 4 gritters treating J31 to Dartbridge 2No 6 x 4 gritters treating Splatford to Harcombe 4No 4 x 4 tractors ploughing Haldon Hill. 1No towable bowser with de-icing chemicals.	1No 6 x 6 gritter stationed at Splatford Split 1No 6 x 6 gritter stationed at Ideford Dip 2No Reserve Fleet gritters to work in echelon with the 6x6s 2No 4 x 4 vehicles for spotters

Traffic Officers (HA)
2 x units (1 at HP1 & 1 at HP2)

Police
Deploy Mobile Command Vehicle as FCP to Kennford Weighbridge lay-by Police Officers to deploy to release points and closure points as required Road Policing Units (2) and Local Policing staff (2) IBIS Airwave radios

Fire Service
DSFRS Incident Command Vehicle (pre-determined asset)

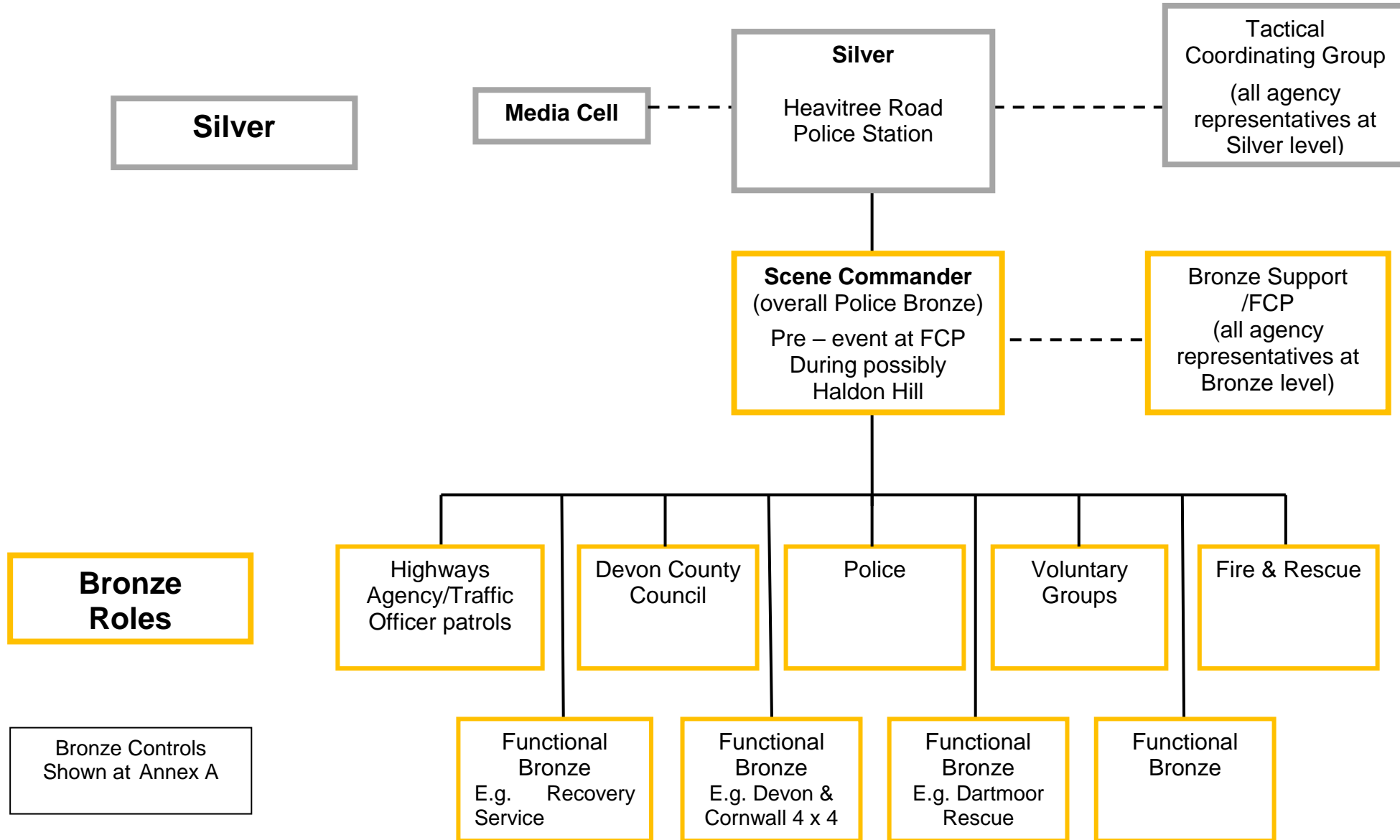
Recovery
Specialist vehicle recovery at FCP mobilised by SWRCC Duty OM

Voluntary Organisations
Devon & Cornwall 4 x 4 Response Dartmoor Rescue Group (Ashburton team 1 st call)

Signage
Permanent VMS are shown at Annex D Mobile VMS will be pre-positioned by the HA at locations shown in Annex D Temporary signage to manage release points

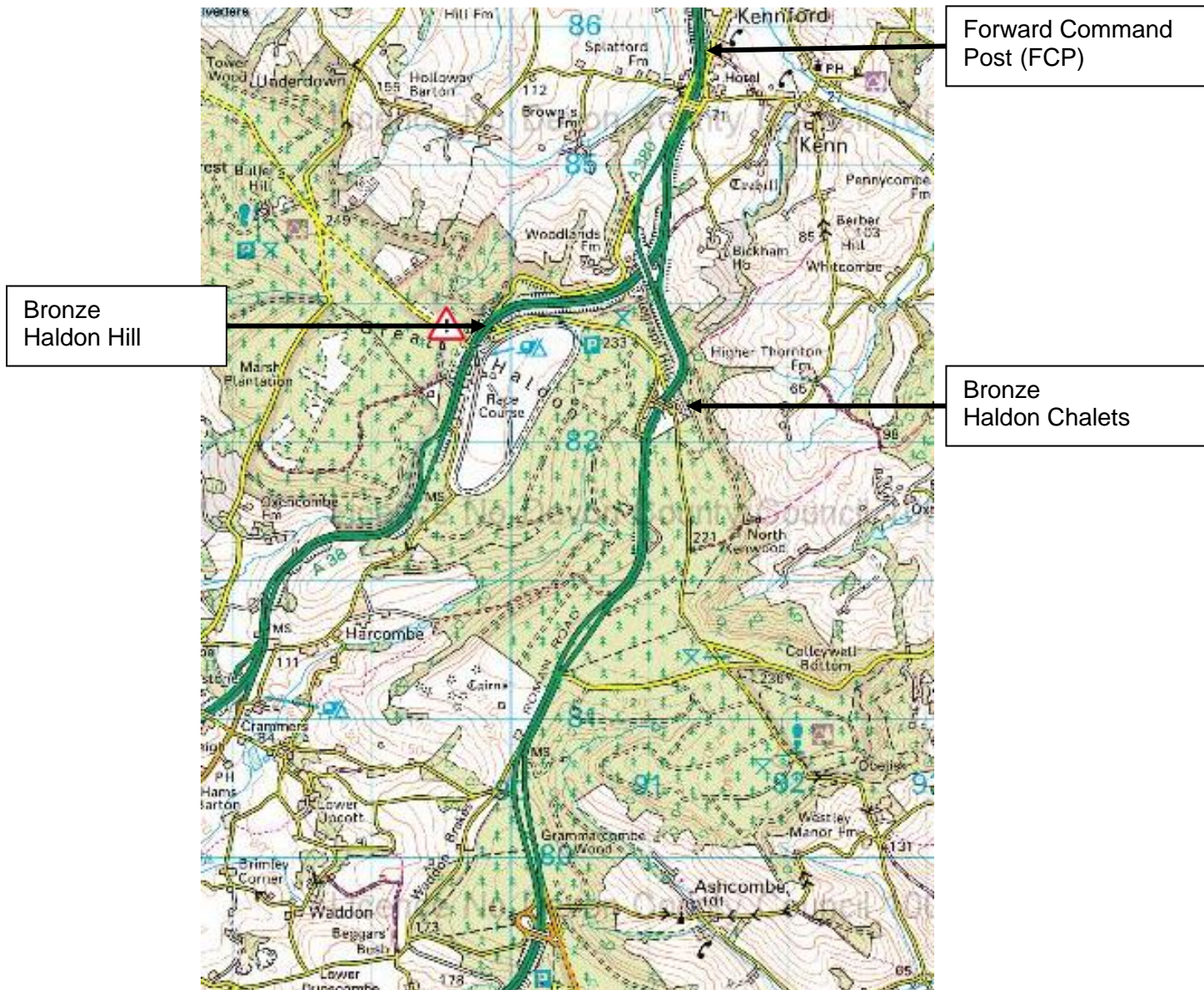
Additional Resources
Tractors and snow ploughs via HA contract
CCTV images from HA SWRCC

COMMAND AND CONTROL



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Command & Control Locations



Control Centres:

Devon & Cornwall Police Control Room

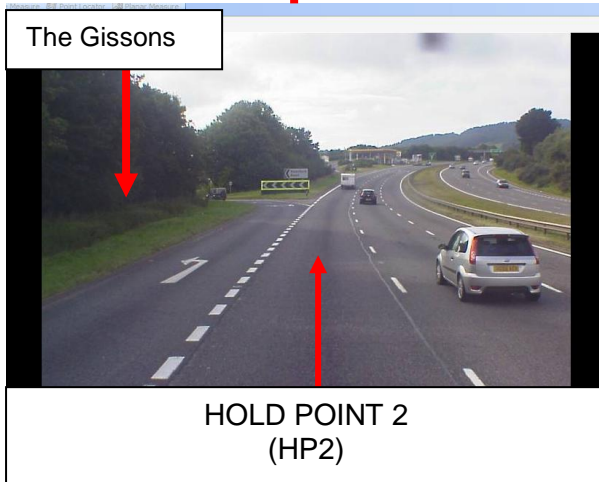
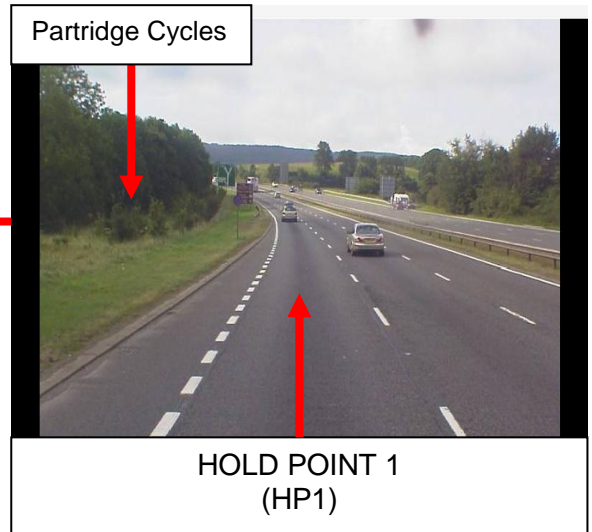
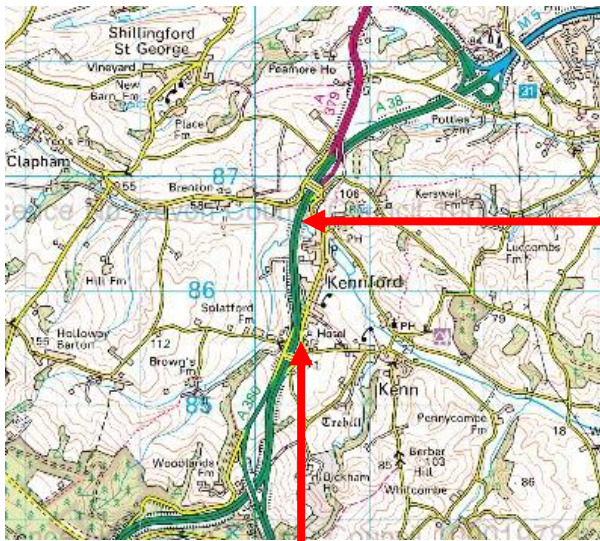
DCC Highway Operations Control Centre (HOCC) based at County Hall, Exeter

HA Regional Control Centre (RCC) based at Avonmouth

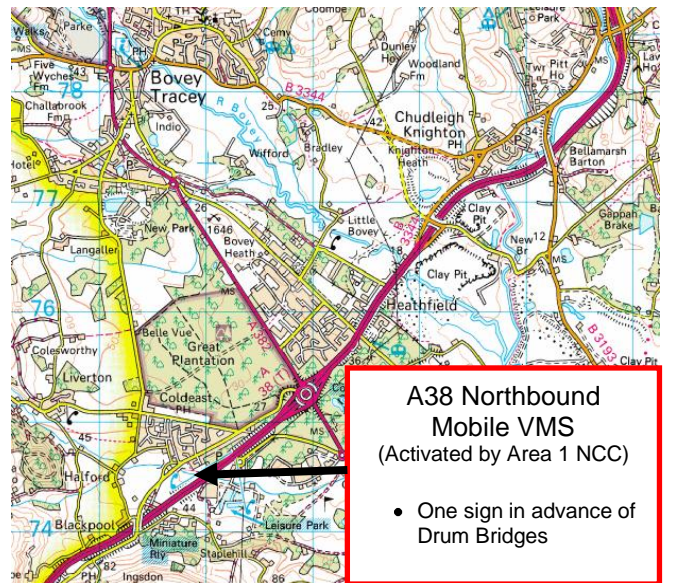
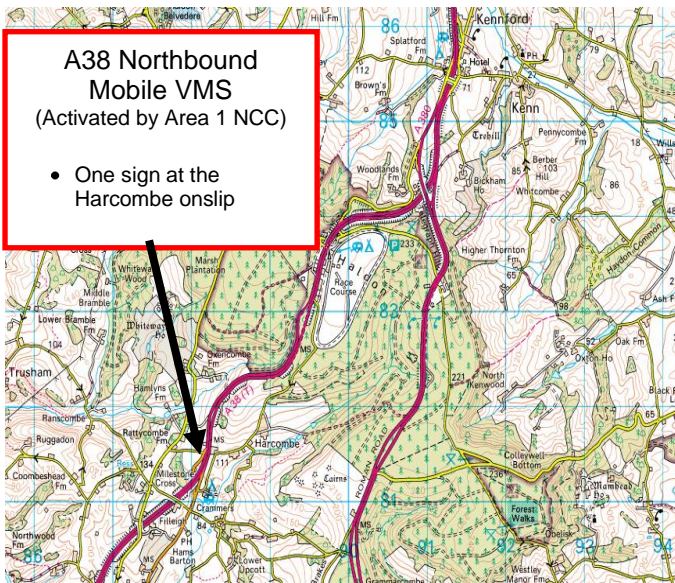
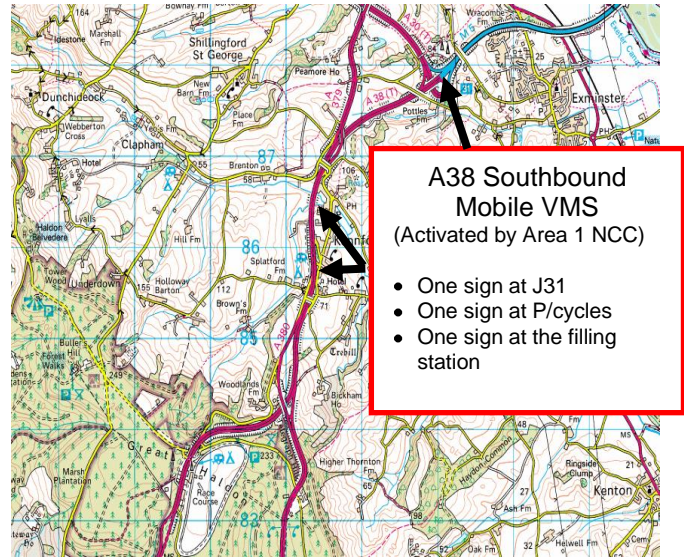
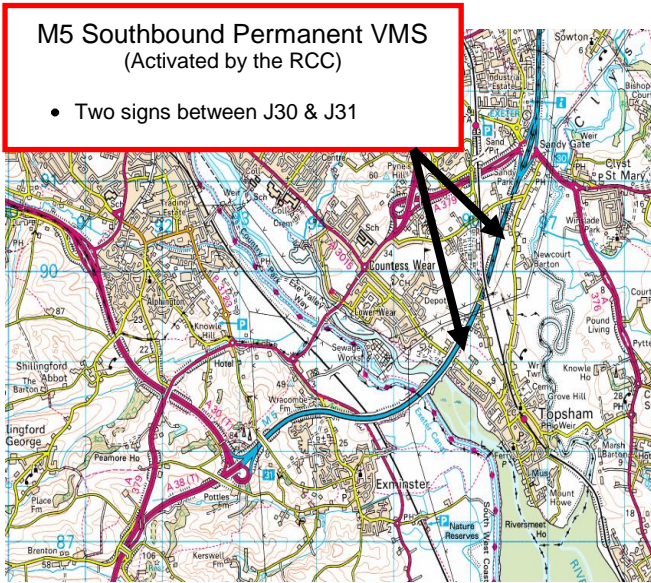
HA Traffic Officer Service (TOS) based at Chelston and Pridhamsleigh

Enterprisemouchel Network Control Centre (NCC) based at Ash House, Exeter

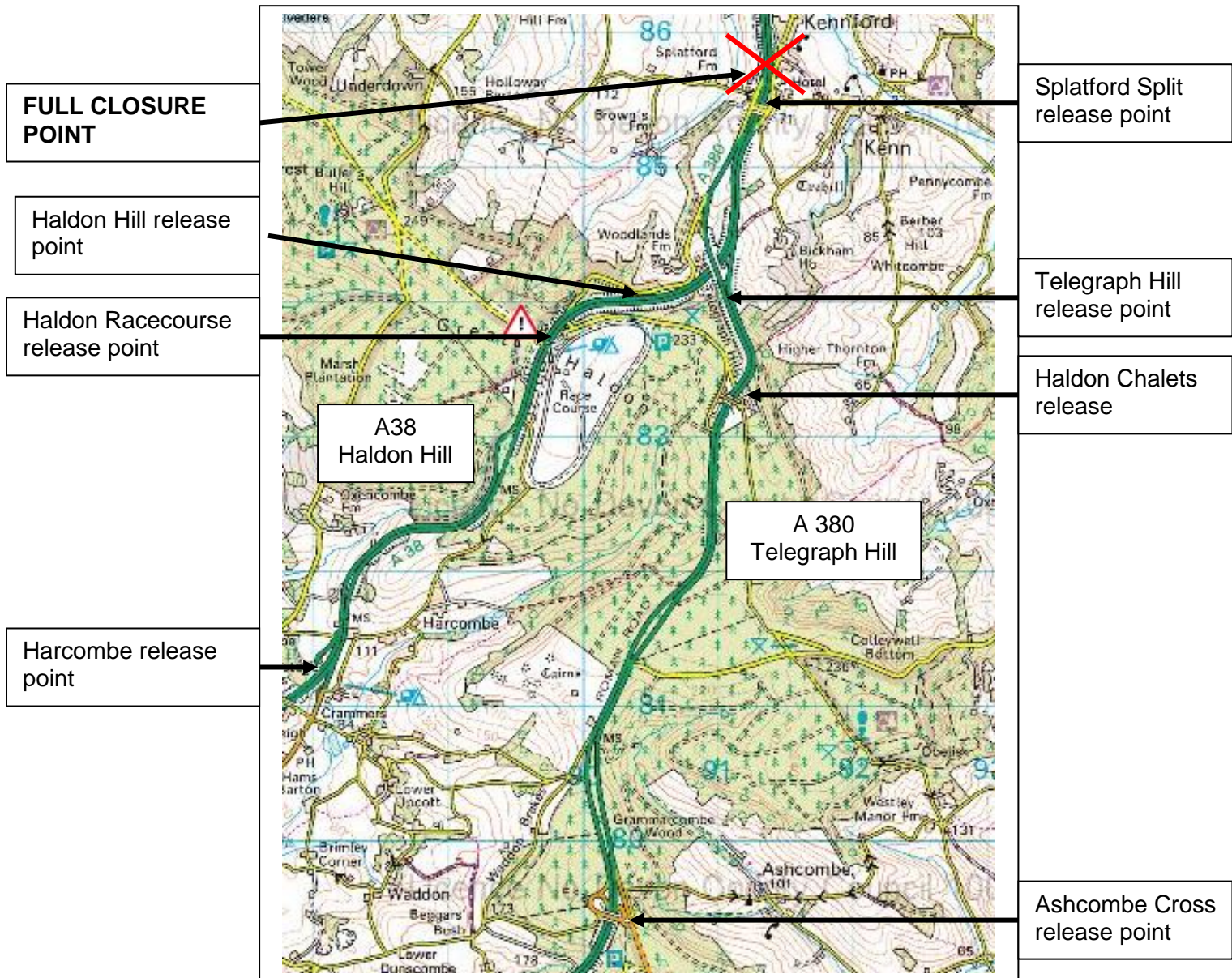
Holding Points



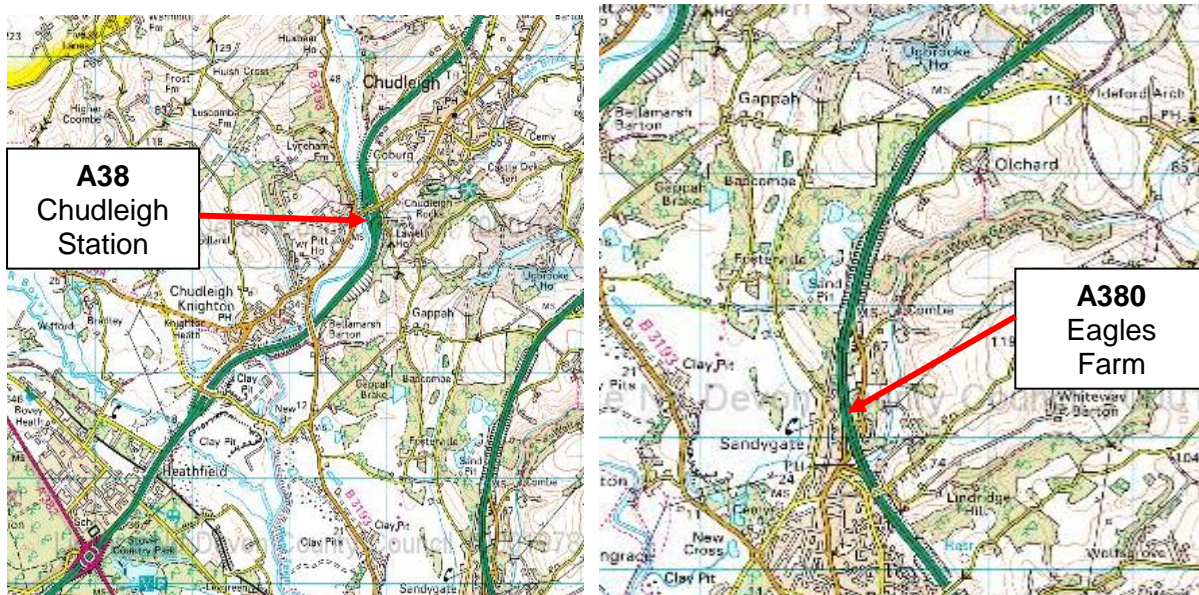
VMS locations



RELEASE/CLOSURE POINTS



FULL CLOSURE POINTS NORTHBOUND



Also consider :

A38 Harcombe bends on descent near to Harcombe Garage

A380 Ideford Dip on descent adjacent to Ugbrooke House.

INFORMATION: *Traffic incident*

There has been a traffic incident or other event which has temporarily delayed traffic.

Please remain in your vehicle unless advised otherwise.

Please tune into a local radio station for updates - see reverse for details.

If you have a medical emergency please call 999 or speak to a member of the emergency services dealing with the incident.

If the delay is the result of a road traffic collision or similar incident:

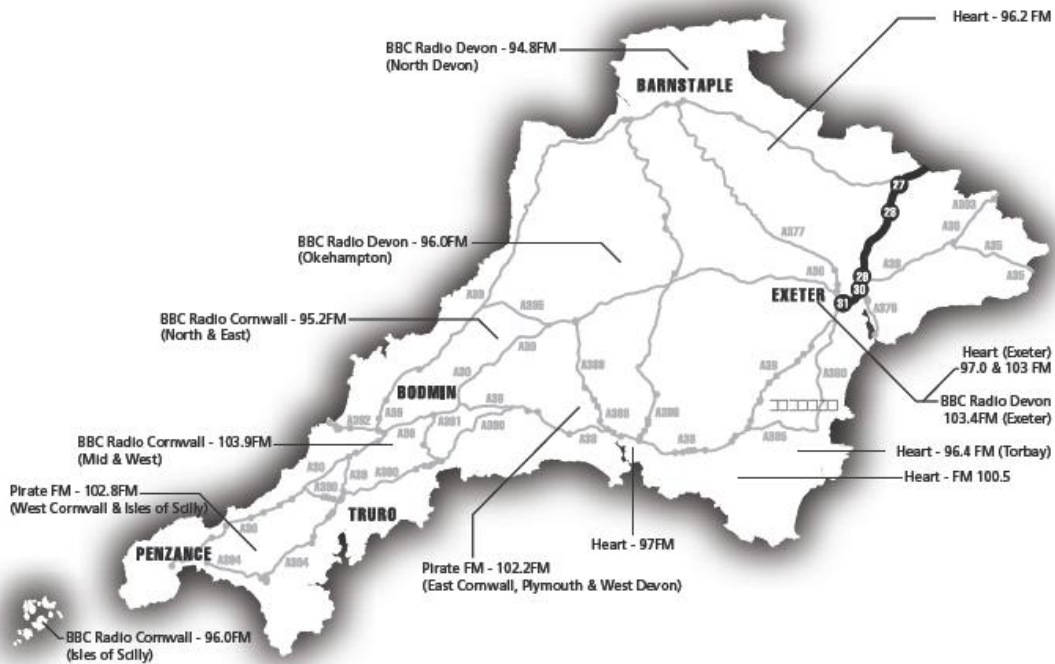
We are required by law to investigate incidents thoroughly. It is necessary to protect the emergency services and other ancillary workers at the scene, occasionally this means closing the road and diverting traffic.

Thank you for your co-operation

Please remain with your vehicle...

- In a medical emergency dial 999
- Highways Agency 08457 50 4030
- For further information please visit www.devon-cornwall.police.uk/traffic

Devon & Cornwall Police
Building safer communities together



MEDIA PROTOCOL IN THE EVENT OF SEVERE WEATHER INCIDENT AT HALDON HILL, DEVON.

Agreed by the Highways Agency, Devon and Cornwall Police and Devon County Council. The below is a guide only and the media strategy needs to be agreed pre-event.

If a forecast is received suggesting a significant risk of severe weather on Haldon Hill:**Actions:****Pre-Event**

Active engagement and utilisation of the local media - particularly local radio - including planning for the identification of a well-briefed incident media manager and other spokespeople.

During Event

As soon as the FCP is established the police will take the lead on media issues.

The Police Silver will establish a Media Cell/Capability

The Police will generally take the lead on media issues but each Agency will lead on its own area of interest under the general direction of the silver media cell

- Early teleconference between press officers from all relevant agencies to agree procedures as far as possible.
- Agreement on who will take the media leads [on specific issues] as far as possible.
- Spokespeople to be put on standby in case of need for interviews out of hours (* please see note below).
- Press Officers to liaise regularly at agreed times to discuss developments and to ensure consistency in messages to the media
- Where possible all organisations will consider the need to put extra press office cover on standby.
- All contact details (in and out of hours) to be shared between press offices.

*Consideration should be given as to whether spokespeople will be non-operational if the demands of the incident make it difficult for operational staff to find the time to provide media interviews.

Media Considerations at the Forward Command Post

It is likely that representatives from the media may attend the FCP to film/take photographs and possibly interview resources at that location. The overall Bronze Commander should be informed and will decide how any requests will be managed. Media requests cannot be allowed to detract from resource availability and operational activity so must therefore be managed accordingly. In principle, media requests may be accommodated at the FCP as this will assist an overall aim of the public are kept informed of the situation.

The FCP should try to provide regular updates to Silver and any media representatives at the location. Where possible this should be half hourly or as otherwise agreed. The regularity and content of any media updates may vary be demand-led during busy elements of an incident.

GLOSSARY

A Carriageway	A 38 or A380 South Bound
Area 1	HA contract area including the A38 and A30 south and west of Exeter
B Carriageway	A 38 or A380 North Bound
BCP	Bronze Control Point
Bronze	Bronze Support /FCP (all agency representatives at Bronze level)
CCTV	Closed Circuit Television
CEPO	County Emergency Planning Officer
DCC	Devon County Council
EM	EnterpriseMouchel. (HA Managing Contractor for Area 1)
F & RS	Fire & Rescue Service
FCP	Forward Command Post
HA	Highways Agency
HE	Highway Engineer
HOCC	Highway Operations Control Centre – DCC control Centre based at County Hall, Exeter
HP1	Hold Point 1
IBIS	Interim Bronze Interoperability Solution (Airwave)
ISU	Incident Support Unit. A two man unit able to respond to incidents on the trunk road network (An HA resource).
MS3	Overhead variable message signs on the M5/A38 – HA resource
NCC	Network Control Centre – HA suppliers control centre based at Ash House, Exeter
Pre-salting network	The roads that are salted in advance of roads being affected by forecast freezing temperatures
RCC	Regional Control Centre – HA Control Centre based at Avonmouth
RTC	Road Traffic Collision
Silver	Tactical Coordinating Group (all agency representatives at Silver level)
SWH	South West Highways - Devon County Council's contractor
SWRCC	(HA) South West Regional Control Centre
TOS	Traffic Officer Service – HA resource based at Chelson and Pridhamsleigh
VMS	Variable Message Sign – HA or DCC resource