Elmbridge Borough Council

Emergency Plan

Version 5.0 – January 2026

This plan is owned, maintained and updated by Elmbridge Borough Council. All users are asked to advise Elmbridge Borough Council of any changes in circumstances that may materially affect the plan in any way. Details of changes should be sent to:

Resilience Advisor, Elmbridge Borough Council – info@appliedresilience.org

Elmbridge Borough Council
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Contents

Version Control:

Authors: Applied Resilience on behalf of EBC	
Version:	V5.0 January 2026
Owner:	Elmbridge Borough Council
Maintenance:	Applied Resilience
Approval:	EBC Council Management Board

Version Number	Date	Status
Version 1.4	Oct 2016	See previous Version
Version 2/2.1	Nov 2018	Full review and new plan template
Version 2.2	Jan 2019	Comments from full internal consultation See previous plan version
Version 2.3	Nov 2019	Updated Fuel shortage spreadsheet
Version 3	Jan 2020	Updated p10 linking document diagram (plan name changes) Updated link and risks in section 2 5.3 added member liaison role Updated section 7 Update 8.1 Updated 9.1 to match LRF emergency response plan Updated IMT agenda Updated Credit Card holders

Version Number	Date	Status
		Updated appendix A

Added link to guidance Appendix C

Update table in section 7 |
| Version 3.1 | Feb 2020 | Update from Consultation: -

P14 wording update to the Surface water flooding risk

11.1 added reference to MLO

Added MLO to Glossary. |
| Version 3.2 | Feb 2020 | Removed Excess Deaths speed sheet as decided the Plan flu plan would be a better place. Removed Pan Flu speed sheet as we now have an internal plan. |
| Version 3.3. | Feb 2021 | Update to terminology throughout – DCLG change to MHCLG, SMIP changed to Surrey Emergency Response Protocol and SCC EMT changed to SCC EMRT; S12 responsibilities to reflect military support; section numbering updated – s 29 changed to s 20.1 – voluntary support; s29 voluntary sector support to reflect CSVA link; |
| Version 4.0 | April 2023 | Service restructure
Update to 2.0 – Incorporate new Corporate Risk Register
Update to 3.0 – To mention EBC is a category 1 responder and detail CCA requirements and to mention earthquakes.
Update to 5.3 – Introduction of Elected Members
Update to 5.6 – To mention ILO's and BECC
Introduced 5.9 – Information Sharing
Introduced 5.10 and Appendix H – Decision Making in an Emergency
Update to 14.4 – Post-incident Debrief Report |
| Version 4.1 | May 2024 | Document Review
General updates |

Version Number	Date	Status
		Formatting changes Links updated Update to 2.0 – To incorporate new Corporate Risk Register
Version 5.0	January 2026	Full Review Link updates Formatting Changes Update to 2.0 – Incorporating new Community Risk Register

Distribution

Internally – Emergency Planning SharePoint

Externally – available on Resilience Direct and Applied Resilience

Notification and Immediate Actions

First Steps for Council Tactical Lead (BECC Managers or AR)

Notification of Incident

Clarify details of the incident;
Major Incident Declared?
Exact Location;
Type of Incident;
Hazards present or suspected;
Access – routes safe to use
Number, type & severity of casualties
Emergency Services present

Note (REMEMBER TO LOG)
Time the incident started
Are there any requests for support?
What C3 structures are being established
and should an ILO/Strategic Coordinating
Group representative be sent?

The incident can be dealt with by deploying resources from the council services e.g. housing with minimal or standard partnership working

A **Major Incident** has been declared or the incident requires significant involvement from the council and multi-agency coordination

Notify relevant Service heads or deputies to provide incident support

Notify all relevant services and IMT. Arrange for representation of ILOs to Tactical Coordinating Group and IMT rep to Strategic Coordinating

Continue to monitor the incident and provide support and coordination as needed

Activate and use this plan

Use elements of this plan if needed

Page 43 for Response Arrangements

Figure 1: Notifications & Immediate Actions Flowchart

Immediate Action Table

The table below outlines the key activities that need to be carried out immediately once the plan has been activated. This list is not exhaustive and other actions may be necessary.

Immediate actions

Notification	Removed due to sensitive contents
Information gathering	Removed due to sensitive contents
Actions	Removed due to sensitive contents

Table 1: Immediate Actions Table

Overview of Plan Structure

To support the operational response, this plan is divided into two parts.

Part 1 is a policy document that provides an overview of the legislative and policy framework relevant to the council's duties to prepare for and respond to civil emergencies and business continuity incidents.
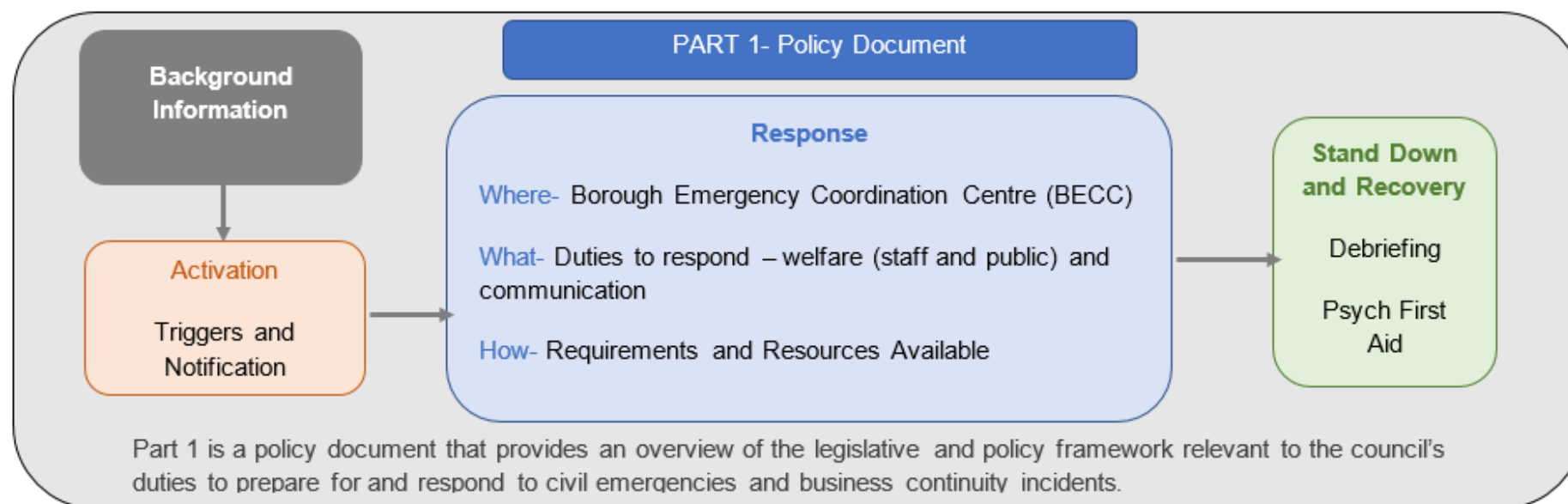
Figure 2: Plan Structure - Part 1 - policy Document

Part 2 contains the most relevant and operationally useful information for officers dealing with an incident, a firm understanding of background policy is crucial.
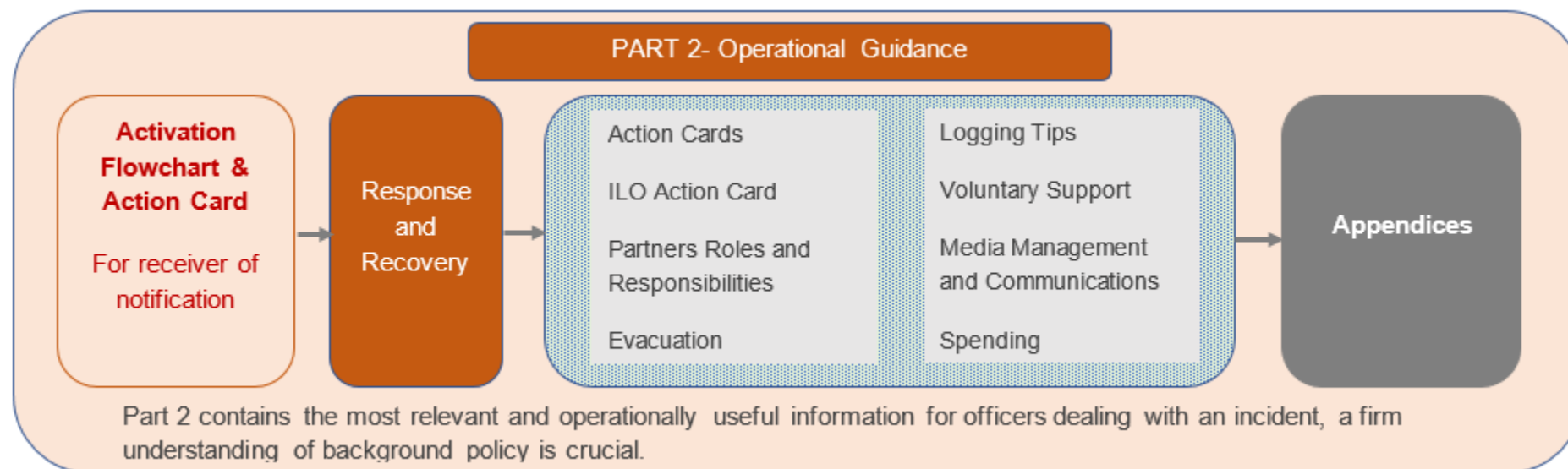
Figure 3: Plan Structure - Part 2 - Operational Guidance

Big Bang incident e.g. fire, Terrorism crash

Surrey Major Incident Protocol (SMIP)
Borough Emergency Plan
BECC Plan
Borough EAC Plan
Borough Vulnerable people in an emergency
SLRF Identifying Vulnerable people in an Emergency Plan
Major Incident Communication Plan
SLRF Mass Casualty Plan
SLRF Mass Evacuation Plan
SLRF Site Clearance Plan
SLRF Temporary Mortuary Plan
SLRF Voluntary Capabilities
Surrey 4x4 Vehicle Protocol
SLRF Supporting Vulnerable people in Situ

Major loss of utility

SLRF Supporting Vulnerable people in Situ
Surrey Major Incident Protocol (SMIP)
Borough Emergency Plan
BECC Plan
Borough Vulnerable people in an emergency
Borough Business Continuity plan
Major Incident Communication Plan

COMAH
(Control of Major Accident Hazards, High risk Site)

Major Incident Communication Plan
SLRF Emergency Assistance Centre Plan
SLRF Mass Casualty Plan
SLRF Mass Evacuation Plan
PHE South East KSS STAC Activation Plan
Surrey Major Incident Protocol (SMIP)
Borough Emergency Plan
BECC Plan

Reservoir inundation

SLRF Generic Reservoir Offsite Plan
SLRF Site Specific Reservoir Offsite Plan
SLRF Mass Evacuation Plan
Major Incident Communication Plan
SLRF Emergency Assistance Centre Plan
Surrey Major Incident Protocol (SMIP)
Borough Emergency Plan
BECC Plan
Borough Vulnerable people in an emergency
SLRF Identifying Vulnerable people in an Emergency Plan

Evacuation

Surrey Major Incident Protocol (SMIP)
Major Incident Communication Plan
Borough Emergency Plan
BECC Plan
Borough Rest Centre Plans
Borough Vulnerable people in an emergency
SLRF Mass Evacuation Plan

Generic Plans

Hazard Specific Incident

Fuel
SLRF Fuel Plan
Major Incident Communication Plan
PHE South East KSS STAC Activation Plan
SLRF Voluntary Capabilities
Surrey Major Incident Protocol (SMIP)
Borough Emergency Plan
BECC Plan
Borough Business Continuity plan

Drought
Surrey Major Incident Protocol (SMIP)
Borough Emergency Plan
BECC Plan
Borough Adverse Weather Plans
Borough Business Continuity plan
Borough Vulnerable people in an emergency
PHE South East KSS STAC Activation Plan
SLRF Excess Deaths Plan
Major Incident Communication Plan
SLRF Adverse Weather Plan
SLRF Drought Plan

Heatwave

Surrey Major Incident Protocol (SMIP)
Borough Emergency Plan
BECC Plan
Borough Adverse Weather Plans
Borough Business Continuity plan
Borough Vulnerable people in an emergency
PHE South East KSS STAC Activation Plan
SLRF Excess Deaths Plan
Major Incident Communication Plan
SLRF Adverse Weather Plan

Weather

Types of Incidents and Their Linking Plans

CBRNe/Hazmat (Chemical Incident)
Major Incident Communication Plan
SLRF Emergency Assistance Centre Plan
SLRF Mass Casualty Plan
SLRF Mass Evacuation Plan
SLRF Site Clearance Plan
PHE South East KSS STAC Activation Plan
Surrey Major Incident Protocol (SMIP)
Borough Emergency Plan
BECC Plan
Borough Rest Centre Plans

Animal Disease
Local Authority Exotic Notifiable Animal Disease Contingency
Major Incident Communication Plan
SLRF Site Clearance Plan
PHE South East KSS STAC Activation Plan
Surrey Major Incident Protocol (SMIP)
Borough Emergency Plan
BECC Plan

Flooding
Surrey Major Incident Protocol (SMIP)
Major Incident Communication Plan
Borough Emergency Plan
BECC Plan
Borough Rest Centre Plans
Borough Adverse Weather Plans
Borough Vulnerable people in an emergency
SLRF Multi agency Flood Plan
SLRF Site Clearance Plan
SLRF Voluntary Capabilities
Surrey 4x4 Vehicle Protocol
SLRF Identifying Vulnerable people in an Emergency Plan

Snow and ice
Surrey Major Incident Protocol (SMIP)
Major Incident Communication Plan
Borough Emergency Plan
BECC Plan
Borough Adverse Weather Plans
Borough Business Continuity plan
Borough Vulnerable people in an emergency
SLRF Supporting Vulnerable people in Situ
SLRF Voluntary Capabilities
Surrey 4x4 Vehicle Protocol
SLRF Adverse Weather Plan

Storms

Borough Adverse Weather Plans
Borough Vulnerable people in an emergency
SLRF Supporting Vulnerable people in Situ

Pandemic Flu

Surrey Major Incident Protocol (SMIP)
Major Incident Communication Plan
Borough Emergency Plan
BECC Plan
Borough Business Continuity plan
Borough Vulnerable people in an emergency
SLRF Supporting Vulnerable people in Situ
SLRF Pandemic Influenza Plan
Surrey Mass vaccination Plan
PHE South East KSS STAC Activation Plan
SLRF Excess Deaths Plan

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NB: SMIP now Surrey Emergency Response

1 Introduction

1.1 Aim

The aim of the plan is to outline the response of Elmbridge Borough Council (EBC) in the event of an emergency within the borough and provide useful operational detail, procedures, and protocols to facilitate an effective response.

1.2 Objectives

The objectives of the plan are to:

- To define the management response structure
- To provide guidance for the deployment and co-ordination of the borough's resources
- To define and specify activation procedures
- To define and specify roles and responsibilities of EBC and other responding agencies

1.3 Audience and Scope

This plan is aimed at all those likely to be involved in a response to an Emergency or Major Incident impacting EBC. This plan covers the generic aspects of EBC response to civil emergencies. It does not cover the following:

- Specific information and detail that is otherwise detailed in other plans, this may be
  - An EBC internal plan (e.g. the Borough Emergency Co-ordination Centre Plan), which can be obtained from the Emergency Planning Drive
  - A multi-agency plan (e.g. the Surrey Emergency Response Protocol or Surrey LRF Excess Deaths Plan), which can be obtained from removed due to sensitive content
  - All contacts are held in the Emergency Contacts Directory

Page 13 summaries plan linkages.

- Business Continuity arrangements, such as

  - Loss or denial of access to an EBC site (such as the Council Offices)
  - Loss of utilities
  - Loss of ICT

N.B: In some cases, a business continuity disruption will occur at the same time as a civil emergency, for example during a wide scale loss of electricity or water supply. In this instance both the Emergency Plan and Business Continuity arrangements may be activated by the Incident Management Team.

- Small scale out of hours incidents (such as noise complaints, minor traveller incursions or other smalls scale issues that fall outside of the scope of the Civil Contingencies Act and associated regulations and guidance. These types of incidents should be managed by normal day-day arrangements within the Council.

1.4 Ownership, Maintenance and Review

This plan is owned by EBC. Applied Resilience are responsible for this plan's creation, review, testing, exercising and maintenance. A full review of this plan will be undertaken every two years or in the event of a large organisational or legislative change. It should also be reviewed as a result of lessons identified following an incident. Version control must be maintained whenever any changes are made to this plan.

1.5 Testing and Exercising

A full live exercise is to take place every two years. This will be used to test and validate the plans and inform any necessary changes. A summary of the training, exercising and review timetable and method required is shown below in Table 1 below.

Training and Exercise Schedule	Year 1	Year 2	Year 3	Year 4
BECC Awareness Training	x	x	x	x
ILO Training	x	x	x	x
BECC Manager Training	x	x	x	x
Emergency Plan Exercise*		x		x

Table 2: Training and Exercise Schedule

This will Cover hazard specific Training on a rota basis ensuring the Council is prepared for any type of incident.

2 Community Risk Register and Types of Emergencies

This plan has been created to facilitate an EBC response to an emergency in relation to risks as outlined in the Surrey Community Risk Register (CRR). The Surrey CRR is created and managed by Surrey's Local Resilience Forum and outlines the risks within the County, based on the National Risk Assessment and National Risk Planning Assumptions. The Surrey CRR is also published to provide public information about these risks within the County, and the control measures in place to mitigate their impact. The Register has been published in response to the Civil Contingencies Act 2004. Further information can be accessed through the Surrey County Council website:

Surrey County Council Community Risk Register website link

Risks have been assessed for the **likelihood** of the event happening (assessed by Central Government) and the potential **impact** that it may have within the county (assessed locally by a multi-agency Risk Assessment Working Group on behalf of the Surrey Local Resilience Forum using the Risk Matrix below;
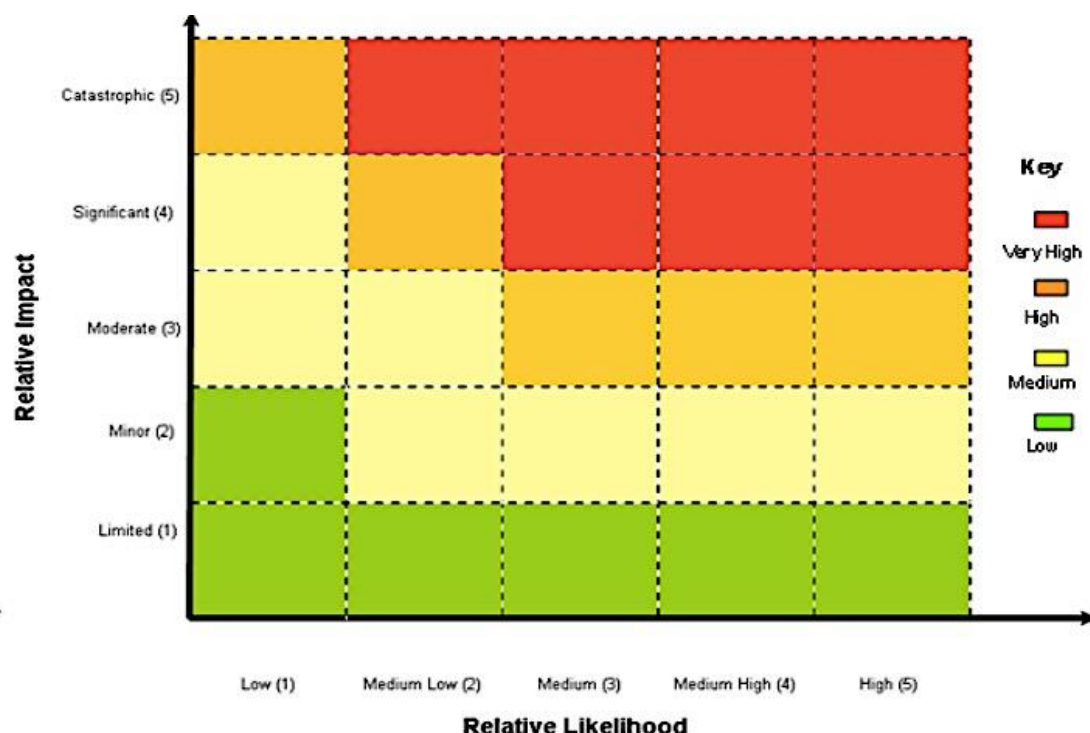
Figure 4: Diagram of Risk Matrix

Definition of Risk:

Very High – Primary or critical risks requiring immediate attention with high or low likelihood of occurrence, but their potential consequences are such that must be treated as a high priority.

High – Significant risks that have a high or low likelihood of occurrence, but their potential consequences are sufficiently serious to warrant appropriate consideration after those risks classes as 'very high'.

Medium – Risks are less significant but may cause disruption and inconvenience in the short term.

Low – Risks are both unlikely to occur and not significant in their impact.

The types of major emergencies (risk rating as identified in Surrey Community Risk Register) that the Council could expect to be involved in are listed below. This list is composed and reviewed by the SLRF Risk Assessment Working Group:

Risk Rating - **Very High**:

- **National Electricity Transmission** - A total national blackout due to the loss of the GB national electricity transmission system.
- **Fluvial Flooding** - A significant river flood event or series of concurrent events across multiple geographic regions following a sustained period of heavy rainfall.
- **Surface Water Flooding** - Surface water flooding in a large metropolitan area caused by a warm unstable atmosphere.
- **High Temperatures and Heatwaves** - Five consecutive days with maximum temperatures exceeding 35°C.
- **Low Temperatures and Heavy Snow** – Multiple regions of the UK subject to low temperatures and snow.
- **Severe Space Weather** – A severe space weather event lasting for one to two weeks with impacts including regional electricity blackouts.
- **Pandemic Influenza** - An unmitigated pandemic with an unassumed transmission route and a high attack rate, with 4% of symptomatic infections requiring hospital.
- **Emerging Infectious Disease** – Outbreak originating outside of the UK with cases occurring amongst returning travellers and their close contacts.

Risk Rating - **High**:

- **Wildfire** – A sustained and widespread extreme wildfire requiring protracted multi-agency attendance over 4-7 days with a significant impact on responder resilience and business as usual activities.
- **Major Social Care Provider Failure** – Wintertime cascading failure of a major domiciliary care provider and multiple minor domiciliary care providers across multiple local authorities.
- **Food Supply Contamination** – A major contamination incident involving a microbiological pathogen in the food chain.
- **Storms** – Storm force winds affecting multiple regions for at least 6 hours during a working day.
- **Poor Air Quality** - Poor air quality event with high pollution concentrations.
- **Major Outbreak of Foot and Mouth Disease** - Infected animals which are not yet exhibiting clinical signs are sold or moved to other premises before the disease is detected, resulting in multiple, widely dispersed outbreaks.
- **Major Outbreak of highly pathogenic Avian Influenza** - An outbreak of a highly virulent strain of HPAI where disease is introduced into multiple large-scale poultry businesses, through direct or indirect contact with wild birds.
- **Public Disorder** – Large scale public disorder at sites in a single city or multiple cities, occurring concurrently over several days.

Risk Rating - Medium:

- **Rail Accident** - A rail accident-causing casualties and fatalities, damage to property and infrastructure within the affected area and potential evacuation of those affected.
- **Accident Involving High Consequence Dangerous Goods**-A Road tanker containing dangerous goods are involved in an accident leading to a fire/explosion.
- **Aviation Collision** - An airborne collision involving two commercial aircraft.
- Malicious Drone Incident - The malicious use of a single drone at one major airport in the UK.
- **Simultaneous loss of all fixed and mobile forms of communication** - As a result of a hazard materialising, such as a severe storm or flooding, all mobile and fixed-line (landline & internet) connections are lost immediately.
- **Failure of Gas Supply Infrastructure** - A technical failure or accident leading to significant loss of UK gas supplies.
- **Radiation Exposure from Transported, Stolen or Lost Goods** - Accidental exposure to radioactive sources which may have been stolen, lost or transported by a legal owner without proper regard to radiation safety regulations.
- **Accidental fire or explosion at an onshore major hazard (COMAH) site** - A major fire and/or explosion occurs at a COMAH site that produces, stores or uses significant amounts of flammable or explosive substances.
- **Accidental fire or explosion at an onshore major accident hazard pipeline** - Fire or explosion at a gas pipeline following ignition of flammable gas under high pressure.

- **Accidental work related (laboratory) release of a hazardous pathogen** - An infectious influenza type biological pathogen is inadvertently released from a containment laboratory in an urban area.
- **Reservoir / Dam Collapse** - A reservoir or dam collapse without warning resulting in almost instantaneous flooding.
- **Water Infrastructure Failure or Loss of Drinking Water** - Failure of water infrastructure or loss of drinking water caused by the complete and relatively sudden loss of piped water supply or the degradation of the piped supply such that it is unfit for human consumption even after boiling.
- **Major Fire** - A major fire resulting in significant loss of life or injury.
- **Volcanic Eruption** - Volcanic ash incursions for up to 25 days resulting in sporadic and temporary closures of significant parts of UK air space.
- **Earthquake (UK)** – Earthquake activity that results in ground shaking with an intensity of 7 or above on the European Macro seismic Scale (EMS) that causes damage to buildings and infrastructure.
- **Drought** - Drought as a result of a lack of rainfall over several years, leading to water shortages.
- **Major Outbreak of African Horse Sickness** - An infected horse is imported and bitten by midges, which carry the virus to other horses. By the time AHS is identified, it is well established in geographically dispersed midge populations around the UK.
- **Major Outbreak of African Swine Fever** - Incursions of an acute strain of ASF into the feral pig population, which spreads before detection to domestic and commercial pig farms.
- **Major Outbreak of Plant Pest (Agrilus Planipennis)** - An outbreak in a mature, mixed woodland, which has remained undetected for five years. Initial surveillance shows that the beetle has spread beyond a 100 x 100m area, and it is found that the spread has occurred over multiple other sites.
- **Industrial Action (Firefighters)** - A national fire strike in England for a continuous 8-day period with loss of life directly attributable to a weakened response by individual fire and rescue services, and reputational impact on the Government.
- **Industrial action (Prison Staff)** - Industrial Action by prison officers leading to significant safety and security issues in prisons in England and Wales
- **Industrial Action (Fuel Supply)** - Actual or threatened significant disruption to the distribution of fuel by road, including as a result of industrial action by fuel tanker drivers.
- **Reception and integration of British Nationals arriving from overseas** - Reception and integration of destitute/vulnerable British Nationals who are not normally resident in the UK and are unable to be accommodated by family/friends.

Risk Rating - Low:

- **Insolvency Affecting Fuel Supply** - A fuel refinery, importation, storage or distribution company becomes insolvent.
- **Radiation Release from Overseas Nuclear Site** - Accident at an overseas nuclear site with impacts that reach the UK.

- **Major Outbreak of Plant Pest (Xylella Fastidiosa)** - An outbreak of Xylella found in an area containing 3-5 plant nurseries and evidence of possible spread of the bacterium on plants and plant products to multiple premises across the UK
- **Industrial Action (Public Transport)** - Strike action by key rail or London Underground staff (e.g., signallers) resulting in the total shutdown of very significant amounts of the national rail network.

This plan should remain flexible enough to be able to respond to any of the emergencies above. However, the only emergency Elmbridge Borough Council would act as the lead agency for would be an Earthquake. This plan is supported by internal and LRF Hazard specific plans. In the appendix, speed sheets can be found on some of the specific hazard plans.

3 Civil Contingencies Act (2004)

The Civil Contingencies Act 2004 and associated regulations and guidance is the key legislation governing emergency planning and business continuity. The chief requirement of the CCA 2004 is to maintain plans to ensure that, if an emergency occurs or is likely to occur, the Council can deliver its functions so far as necessary or desirable for the purpose of preventing the emergency, reducing, controlling, or mitigating its effect, or taking other action in connection with it.

Elmbridge Borough Council, as a Local Authority, is classed as a category 1 responder. Category 1 responders are the organisations at the core of emergency response. They include the emergency services, the Environment Agency and NHS bodies.

Category 1 responders are subject to all the civil protection duties outlined below:

- assess the risk of emergencies occurring and use this to inform contingency planning
- put in place emergency plans
- put in place business continuity management arrangements
- put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency
- share information with other local responders to enhance co-ordination
- co-operate with other local responders to enhance co-ordination and efficiency
- provide advice and assistance to businesses and voluntary organisations about business continuity management (local authorities only)

The Civil Contingencies Act 2004 establishes a single framework for civil protection in the United Kingdom. The framework describes integrated emergency management and comprises six related activities: anticipation, assessment, prevention, preparation, response, and recovery.

Part 2 of the Act deals with emergency powers. It permits the introduction by Government of temporary special legislation to help deal with the most catastrophic of emergencies. Part 2 of the Act is not covered in this document.

The principal mechanism for the Council to participate in multi-agency co-operation under the Act is the Surrey Local Resilience Forum (SLRF) that meets at least once every quarter. It has no legal standing but acts as a mechanism to:

- Write multi-agency plans identifying roles and responsibilities.
- Lay out multi agency command and control structures
- Support warning and informing
- Assess Risk
- Facilitate multi-agency training and exercising

The CCA 2004 also covers Business Continuity, requiring local authorities to be able to continue providing an acceptable level of service of day-to-day services, even during an incident.

4 What Is a Major Incident?

The Cabinet Office defines a major incident as;

"An event or situation, with a range of serious consequences, which requires special arrangements to be implemented by one or more emergency responder agencies."

a) 'Emergency responder agencies' describes all Category one and two responders as defined in the Civil Contingencies Act (2004) and associated guidance.
b) A major incident is beyond the scope of business-as-usual operations, and is likely to involve serious harm, damage, disruption or risk to human life or welfare, essential services, the environment or national security.
c) A major incident may involve a single-agency response, although it is more likely to require a multi-agency response, which may be in the form of multi-agency support to a lead responder.
d) The severity of consequences associated with a major incident are likely to constrain or complicate the ability of responders to resource and manage the incident, although a major incident is unlikely to affect all responders equally.

e) The decision to declare a major incident will always be a judgment made in a specific local and operational context, and there are no precise and universal thresholds or triggers. Where LRFs and responders have explored these criteria in the local context and ahead of time, decision makers will be better informed and more confident in making that judgment.

Declaration of a Major Incident is an important indication to other responding agencies that an incident has met the defined threshold and in many plans the term acts as an important trigger point for agency actions.

Any Category 1 responder can declare a Major Incident. However, it is good practice to have agreement from senior officers.

In practice, the emergency services usually take the lead in declaring a Major Incident, however EBC has this prerogative, which may be used for slower build incidents such as flooding.

5 Who Is Involved in Emergency Response?

Within Elmbridge Borough Council, it is inevitable that most staff will be involved either directly or indirectly with responding to a major incident. This is because even those with unspecified roles, or those who continue their normal duties, will be supporting the response by maintaining the normal functions of the council, perhaps having to take up tasks from other officers whilst human resource is at a premium (Business Continuity).

There are, however, pre-identified roles that will be at the forefront of the Council's response. Coordinating efforts will be the Incident Management Team (IMT) who will ensure that EBC is responding effectively in its own right, and in conjunction with other agencies.

5.1 The Incident Emergency Management Team (IMT)

The IMT will co-ordinate EBC's response to a major incident. The IMT will consist of CMB and appropriate Heads of Service and anyone else the team deems necessary to assist. All members of CMB are expected to provide staff as required to support the response.

5.2 The Incident Liaison Officer (ILO)

The ILO will attend Tactical Briefings at Multi Agency Tactical Coordination Group (TCG) (usually near the scene of the incident) and receive up-to-date information on the situation as it unfolds. They will also take requests for Local Authority assistance/involvement to pass on to the Borough Tactical Control (**see section 5.6 below**). ILOs pass on Borough actions and developments to the Tactical Commander (BECC Manager).

5.3 Elected Members

Often during an incident, members of the local community turn to elected officials for support and guidance. The roles of Elected Members during an incident are as follows;

- Enhance local community liaison with Elmbridge Borough Council
- Focus community concerns in a constructive manner
- Encourage and support recovery teams working within their community.
- Visiting affected residents
- Assisting with debrief sessions with the community.

Events, activities and information will develop and change rapidly during a Major Incident. Misinformation and inaccuracies can be highly detrimental to the effectiveness of the emergency response and, in extremis, can potentially threaten the public's or responding organisations' safety, cause extreme distress or jeopardise legal proceedings.

For this reason, Elected Members, as with EBC staff, are expected to follow strict information security principles during the incident and ensure that any public messages are agreed by the IMT or the BECC.

The Council may decide to appoint a Member Liaison Officer during the Incident to be the single point of contact for members. They will answer Members questions and pass on key information.

5.4 Command, Control and Coordination (C3)

The C3 structure for emergency response is the same at both an internal organisational level, and at a multi-agency level. There are three levels of command and control: Operational, Tactical and Strategic. The titles do not convey seniority of service or rank but represent a function. See Figure 2 for diagrammatic view of command and control.

5.5 Operational Command (Bronze)

This is the front-line level of response for each of the responding agencies at the scene(s) of a major incident. Each service will nominate operational commanders who will control and deploy the resources available and implement the decisions of the tactical commander.

5.6 Tactical Command (Silver)

Tactical command determines priorities in allocating resources, plans and co-ordinates when a task will be undertaken and obtains resources as required. Tactical commanders should not become involved with the activities at the scene but concentrate on the overall general management. They implement the strategy set out by Strategic Command.

Elmbridge Borough Council will send Incident Liaison Officers (ILOs) to multi-agency tactical command, known as the Tactical Coordination Group (TCG) to represent the Borough and be the primary gateway for multi-agency partners into the EBC. The ILO will also receive up-to-date information on the situation as it unfolds. They will take requests for Local Authority assistance/involvement to pass on to the Borough Tactical Control

The Council's own tactical command will be located in the Borough Emergency Coordination Centre (BECC), with the Tactical Lead for the council being the BECC Coordinator. Applied Resilience has delegated authority from the Council to act in the Tactical Lead role where required and most likely where an incident does not necessitate the opening of the BECC.

5.7 Strategic Command (Gold)

The multi-agency strategic command process is via a Strategic Co-ordinating Group (SCG), this could be a virtual group or hosted at a physical location depending on nature and scale of the incident. Other emergency services and local authorities will nominate senior officers to attend the Strategic Coordinating Group to agree upon policy and strategic direction for managing the incident. Surrey Police will usually chair the Strategic Group Meetings, depending on the incident/lead agency. The Incident Management Team (IMT, see Section 5.1) will act as internal EBC Strategic command and provide the link and representation on the SCG.

Figure 2 shows the C3 structure as it relates to both EBC internally (left-hand column) and at a multi-agency level.
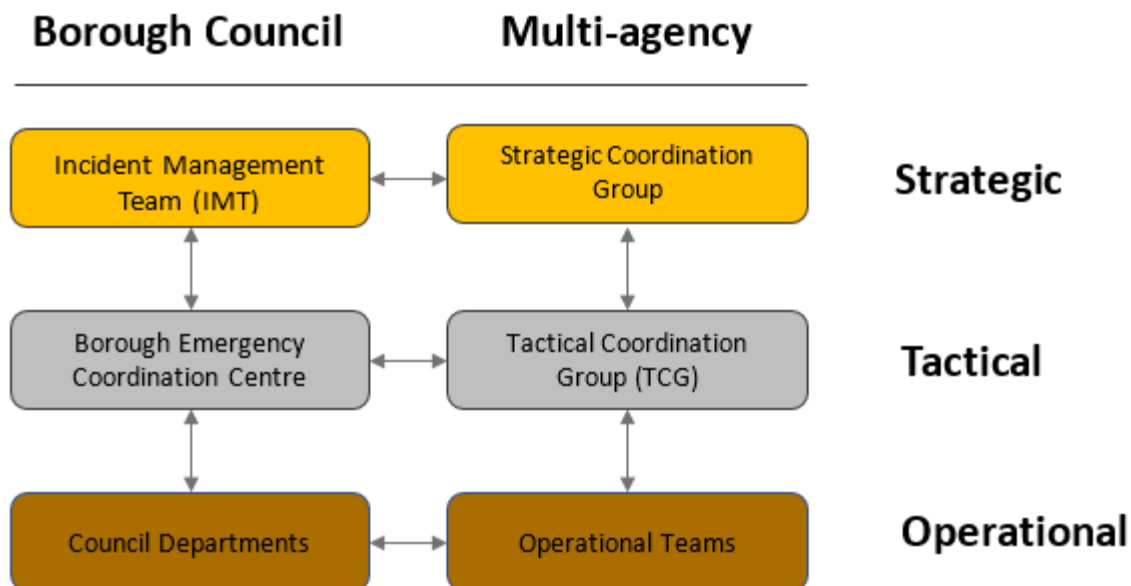

Figure 5: C3 Structure - Internally and at Multi Agency level.

5.8 Lead Agency

The Lead Agency will depend on the nature of an incident. In many cases, Surrey Police will initially take a lead role. In the case of a major fire, for example, Surrey Fire and Rescue may act as Lead agency. Once the immediate dangers have subsided, in most cases the Local Authority will formally take on the lead as the Lead Agency during the recovery phase. It is difficult to predict at what point this will happen in any given emergency, as the decision will be heavily influenced by context. There will be a discussion as to whether this is coordinated by county or ourselves.

5.9 Information Sharing

Non-sensitive Information Sharing:

Non-sensitive information passes freely between the Council and other Category 1 and 2 responders as part of a general process of dialogue and co-operation. This facilitates effective decision making about how to plan and what to plan for. The Council does not normally pursue formal information requests when dealing with Category 1 and 2 responders. However, the use of non-sensitive information may be limited by duties of confidence, by other enactments, or by contract.

Potentially Sensitive Information Sharing:

Not all information can be shared. Emergency Planning oversees requests received for potentially sensitive information as detailed in the guidance in Part 1 of the Civil Contingencies Act 2004 and its associated Regulations (https://www.gov.uk/government/publications/emergency-preparedness). The exception to this is the identification of Vulnerable People, at the time of an incident (see section 5.9.3).

Sensitive information will not be disclosed where it would be prejudicial to security or public safety, where the information is commercially sensitive, or where the information is restricted under General Data Protection Regulations (GDPR). Professional advice is available from the Council's Data Protection Officer. Where sensitive information is provided or received it may only be used for the purpose of performing the function for which it was requested.

Personal Information

Under the CCA 2004, Category 1 and 2 responders are required, at the time of an incident, to provide details of Vulnerable People that they provide a service to, and that are expected to be impacted by the incident. The Data Protection Act 2018

permits this. The SLRF 'Identifying Vulnerable People in an Incident Plan, Part 1', and the Council's 'Identifying Vulnerable People in an Incident Plan, Part 2' detail the protocols and mechanisms for the sharing of the information.

5.10 Decision Making in an Emergency

Decision making in an emergency or major incident is different from business as usual (BAU). Structures must change so to meet the challenge, ensuring effective, and time critical decision making is achieved. Some emergencies will require difficult choices to be made, including rapid and significant decisions to scale back or stop some services. It is therefore important that all decisions are:

- Consistent – in line with the agreed Local Resilience Forum strategy and EBC's own agreed strategy for responding to the incident.

- Corporate – owned by EBC as a whole and taken with a clear view of the bigger picture and any knock-on implications known and understood.

- Communicated – appropriately to those affected by decisions (service users, staff and other stakeholders) and understood by all key stakeholders.

- Timely – decisions must be capable of being made quickly, given any rapidly changing natures of an emergency. Making the right decision at the right time can result in lives being saved.

- Recorded – decision makers are accountable for the decisions that they take. They could be required to account for them in a court of law at a later date. It is important that all such decisions are logged and recorded, including a clear rationale for why the decision was taken, the factors considered, and the alternative options considered and dismissed.

- Lawful and accountable – made under appropriate authority structures and within the Council's constitution and scheme of delegation, as well as being in full conformity with the law.

The table below summaries the different decision logging which would happen during an incident all command levels and the differences between a rapid onset or rising tide emergency. Full detail can be found in Appendix H.

Decision type	Definition – context of an emergency	Where is the decision made? By who?	Governance arrangements
Strategic	**Sets strategic direction** **Coordinates responders** **Prioritises resources** Decisions of this magnitude will require an urgent IMT meeting to be convened for the decisions to be made. Strategic decisions can terminate or significantly curtail the delivery of critical services that can have an impact on welfare or on the economic wellbeing of the Borough. They may have human rights, legal implications or have substantial financial implications. Decisions and rationale may be logged formally by dedicated loggists in the IMT decision register log and attributed to a	**Rapid onset emergencies**: An IMT can be called but should not be at the expense of time critical decisions. It is expected that this meeting would take place virtually due to limited availability at short notice. An IMT meeting should be called as soon as is practicable.	**Rapid onset**: Contemporaneous notes and a record of decisions, and rationale, should be kept in IMT members' logs. When able, a decision register should be created and maintained to aid governance and shared situational awareness (as below). A dedicated and experienced loggist should be used in undertaking this duty, particularly in an IMT meeting. The Leaders and other Members should be updated.
		Rising tide emergencies: An IMT will be formed of the Directors and senior staff. It requires a quorum of at least two IMT decision-makers to make a decision and these	**Rising tide**: IMT meetings should be formally logged, with actions and decisions recorded and tracked. Any decision taken should consider all implications arising (e.g. risk, financial, health and safety etc.). The rationale for decisions must also be recorded and attributed to

Decision type	Definition – context of an emergency	Where is the decision made? By who?	Governance arrangements
	constitutionally responsible officer.	should be formally logged and added to the IMT decision register log. Requests for decisions from services will be brought as a proforma.	a constitutionally responsible officer in the decision log. A template proforma is available to aid decision making at IMT, though the template is not proscriptive and may be adapted depending on the emergency situation (see appendix I). The Leader and portfolio Member(s) will require briefing from Directors / HoS and may attend IMT if necessary Implement pre-established arrangements to manage information and support multi-agency decision-making at tactical and strategic levels. An intensive media plan may be put in place. If multi-agency emergency response, potential for LRF multi-agency media plan.

Decision type	Definition – context of an emergency	Where is the decision made? By who?	Governance arrangements
Tactical	**Interprets strategic direction** **Develops tactical plan** **Coordinates activities and assets** Decisions and rationale should be logged formally in meetings via a tactical decision register log. If time doesn't allow, via personal logs. Email notification of decisions and rationale made in a BECC also sent to IMT when applicable.	**Rapid onset**: Applied Resilience assumes Tactical Lead. If they are overwhelmed, a BECC is to be established and take Tactical Command.	**Rapid onset**: The strategic lead and IMT will be updated of the Tactical Commands plans and decisions via phone and by email in order to challenge or support, however, should not delay time critical responses. All responders at that tactical level will log decisions and rationales in an incident log. If they are overwhelmed a Loggist can be asked to record the log on their behalf however the responsibility of the log contents remains with the BECC Manager.
		Rising tide: Set up of BECC as Tactical Command with relevant cells required to address emergency. Directors / HoS should inform the Leader and relevant Member(s) as part of the decision-making process, although the ultimate	**Rising tide**: Significant decisions which require strategic sign off will be raised at an IMT meeting, which may take the form of the proforma in appendix I. Cell meetings should hold an action, decision log (could be contained with minutes) and escalate any risks to the Strategic risk Register.

Decision type	Definition – context of an emergency	Where is the decision made? By who?	Governance arrangements
		decision-making process will be made by Officers not Members.	Individual officer may decide to also keep a record of individual decision making and rationale. Public information updated on website and social media communication channels. Communications notified by IMT. Media Release via Leader and relevant Member(s).
Operational	• **Executes tactical plan** • **Commands single-service response** • **Coordinates actions** This is the front-line level of response, often at, close to the scene of the incident or within the service operation.	**Rapid onset**: In rapid onset emergencies decisions will be made by the operational lead (for example Rest Centre Manager) or escalated to the Tactical lead of the incident.	**Rapid onset**: Contemporaneous notes and decisions should be recorded via personal, or operation team logbooks and tactical command informed (e.g. via ILO)
		Rising tide: In rising tide emergencies decisions are likely to be signed off or made by service managers or	**Rising tide**: Contemporaneous notes and decisions should be recorded via personal, or operation team logbooks and tactical command informed (e.g. via ILO).

Decision type	Definition – context of an emergency	Where is the decision made? By who?	Governance arrangements
		line managers.	Public information updated on website and SM communication channels.

Tactical Command on standby and kept informed if need be according to situation context. |

Table 3 - Decision Making in an Emergency.

6 Phases of an Incident

The response to any emergency may be divided broadly into phases, regardless of the scale:

6.1 Activation and Response

The initial response will involve the protection of life, property and the environment, and will be primarily the responsibility of the emergency services, supported by local authority and other organisations. Elmbridge's role will be focused on mobilising staff, such as Incident Liaison Officers, building control officers and staff involved in supporting the evacuation and shelter of residents (e.g. through opening or supporting Emergency Assistance Centres). In the period of consolidation, the emergency services will consolidate procedures and measures implemented in the initial response, whilst local authority and others begin to play an ever-increasing role by providing a variety of support, services and resources on request.

6.2 Recovery

Once the risk to life or property has abated and the emergency services have begun to scale down their operations, including withdrawal from the scene, the local authority will be fully involved with organising and implementing recovery measures. Please note the recovery will start before the official handover from the response stage to the recovery phrase. Lead agency status for recovery will normally be with Surrey County Council, however in some incidents, particularly where they are isolated within the Borough, EBC may be expected to take on this Lead Agency role. This discussion with SCC needs to happen at an early stage.

If a Major Incident has occurred and you require guidance, please go immediately to the Operational Plan. (Part 2 page 40)

7 Overview of Activation

The following table summarises the process through which EBC's Emergency Plan will be activated. The first person to receive a call (most likely AR via SCC EMRT Duty Officer or a member of IMT) should use the quick reference guide in the operational plan to aid them. (Part 2 page 40)

Standby
Removed due to sensitive contents

Activation	
In hours	**Out of hours**

Out of hours

Notification

Table 4: Elmbridge Borough Council Emergency Plan process

8 Response Phase: Where- Borough Emergency Coordination Centre (BECC)

It is highly likely that in the event of a major incident being declared, the Borough Emergency Coordination Centre (BECC) will be the focal point of EBCs response. Below is a summary of important aspects of the BECC. Full details can be found in the EBC BECC Plan.

8.1 BECC Location

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8.2 Decision to Open the BECC

An assessment of whether to open the BECC will be influenced by:

- The apparent long-term or serious implications for EBC and/or the community
- Pre-planned or anticipated incidents/events
- The need for a coordinated response of two or more Council departments
- A protracted incident likely to last for more than 24 hours
- Out of hours when it is difficult to co-ordinate activities of responding staff
- Major disruption to EBC
- The need to support adjoining boroughs/districts faced with an emergency

9 Response Phase: What- Elmbridge Borough Council Duties to Respond

The primary responsibilities of EBC during a major incident are summarized in the following table.

Responsibilities	Area of Response
Activating and staffing the BECC as required in support of the management of the incident.	General
Support the emergency services on request	General
Lead the recovery effort providing support and aftercare to persons living within the borough until a state of normality or 'new' normality is returned.	General
Assist people in need	Welfare
Provide immediate shelter and welfare for survivors not requiring medical support and their families and friends via Emergency Assistance Centres (assisted by SCC Social Care and Health partners)	Welfare
Provide medium to longer-term welfare of survivors, such as social services support and financial assistance which may be generated from appeal funds	Welfare
Provide help lines to act as a public information service for residents and staff in liaison with the lead emergency service.	Corporate (Communications)
Release information to the media and give advice to the public. This should be done in conjunction with other agencies where appropriate.	Corporate (Communications)
Maintain and restore Council services and facilities	Corporate (Business Continuity)
Provide investigating and enforcement Officers under the provision of the Food and Environment Protection Act 1985 as requested by Department for Environment, Food and Rural Affairs	Operational
Facilitate the inspection of dangerous structures to ensure they are safe for emergency personnel to enter	Operational
Clean-up of pollution, facilitate the remediation and reoccupation of areas affected by an emergency	Operational

Table 5: EBC Duties to Respond

9.1 County or Borough Responsibility?

The responsibilities between Borough and County Council can sometimes become confused. Table 4 outlines the responsibilities for each organisation

Surrey County Council	District/Borough Council
Advice on storing fuel	Environmental health
Closing footpaths and open spaces	Assisting with management of parks and open spaces
Liaison with the emergency services	Liaison with the emergency services
Repairs, demolition, clearance	Repairs, demolition, clearance
Equipment, for example, heavy lifting (via contractors)	Support with provision of emergency equipment
Setting up an Emergency Control Centre	Setting up an Emergency Control Centre
Setting up a temporary mortuary	Setting up an Emergency Control Centre
Media management (along with the emergency services)	Homelessness
May take action to protect property from flooding by water from the highway where there is a failure of the highway drainage system	Public information
Public information	Structural advice on buildings and associated structures
Communications equipment	Transport
Transport	Waste collection
Waste disposal	Rest centres
Welfare and trauma support (via voluntary organisations)	Support other Emergency Assistance Centres
Liaison with government departments, other local authorities, voluntary groups, utilities and other organisations	May provide sandbags (in line with their sandbag policy)
May provide sandbags for road flooding	CCTV Support (where available)
Managing traffic (road closures and diversions)	Recovery

Surrey County Council	District/Borough Council
Recovery	
Animal Health	
Forestry	

Table 6: Roles and Responsibilities between Surrey County Council and Elmbridge Borough Council

As can be seen in *Table 5: EBC Duties to Respond* on page 36, the categories of response for EBC fall into four overarching Categories; Welfare, Corporate (Communications and Business Continuity), Operational and General. These align with the different cells in the BECC.

10 Welfare

10.1 Evacuation

As a result of the impact of a Major Incident, the emergency services may advise the public to evacuate their homes/workplaces/schools or to stay indoors and take shelter. The emergency services will, normally, request evacuation and define the area to be evacuated. The police or Surrey Fire and Rescue Services (SFRS) will normally request the evacuation of an area in consultation with other responding agencies. EBC may be called upon to assist the police by providing transport, shelter and accommodation. EBC, the police and SCC will agree on the best centre. This will depend on the circumstances. Despite the request for evacuation, there may not be the need to establish a Rest Centre. An assessment by a Housing Officer alongside the Community Services lead may be appropriate. Members of the public may be able to self-evacuate or for a small group it may be more appropriate to arrange Bed and Breakfast/Hotel accommodation.

10.2 Support in-situ

It may be determined that an evacuation is not necessary or possible and instead the response will focus on providing support to people where they are. This is a common occurrence for severe weather, such as snow or heatwave (although some evacuations of residents may still take place).

SCC Emergency Management and Resilience Team may determine that a Welfare teleconference, involving all relevant agencies (including the Districts and Boroughs) to discuss the need for, and most appropriate way of providing, support is required.

10.3 Emergency Assistance Centres (EACs)

Providing shelter is one of the main responsibilities of the Borough Council during a Major Incident. Under the Local Government Act 2000, Local Authorities have a responsibility to ensure the economic, social and environmental well-being of the community that they serve. The 1989 Local Government Housing Act and the 1996 Housing Act place statutory duties on Local Authorities to provide temporary accommodation for residents rendered homeless because of an emergency. Under Surrey Local Resilience Forum (SLRF) Emergency Assistance Guidance, there are four types of assistance centres. Below is a summary of those centres - full details can be found in the EBC EAC Plan or the Surrey Local Resilience Forum Emergency Assistance Centre Plan.

10.4 Rest Centre (Borough Lead)

The most commonly used EAC. It is a building designated or taken over by the Local Authority for the temporary accommodation of evacuees and homeless residents, with the potential for overnight facilities.

10.5 Survivor Reception Centre (Police Lead)

Set up in the immediate aftermath of an emergency where survivors not requiring acute hospital treatment can be taken for short-term shelter, first aid, interview, and documentation.

10.6 Friends and Family Reception Centre (Police Lead)

A secure area set aside in the immediate aftermath of a disaster for use and interviewing of family and friends arriving at the scene (or location associated with an incident, such as at an airport or port).

10.7 Community Assistance Centre (CommAC) (Borough Lead) / Humanitarian Assistance Centre (HAC) (County Council Lead)

Both are one-stop-shops for survivors, families, friends and all those impacted by a disaster, through which they can access support, care and advice. The distinction between the two is the scale at which they operate. CommACs are set up for very localised incidents. Areas of Surrey badly affected by Flooding in 2013/2014 opened CommACs to provide support to the local community. HACs are much larger and may be necessary when there is a wider area (or areas) impacted by a catastrophic event. A HAC was opened in London in 2005 after the July 7 terrorist attacks.

10.8 Homelessness

In an Incident EBC has a duty to respond to emergency homelessness.

1) For a small number of people/families affected alternative accommodation can be made via our out of hours provider Telecare (number in Contacts Directory) or by the Travelodge booking account/ hotel booking.
2) For large scale homelessness (e.g. police cordon/evacuation) a rest centre will be set up while either better accommodation can be found, or residents can return to their homes.

Private housing often has insurance which will allow residents to claim alternative hotel accommodation. In addition, landlords also have a responsibility to their tenants.

10.9 Donation Management

In an incident the management of donations is important to ensure they are used effectively, and appropriate donations are received. Past incidents have shown us that monetary donation are more useful to those caught up in an incident then physical donation. Therefore, Surrey Local Resilience Forum has produced a procedure with the support of Surrey Community Foundation Trust which provides a way of collecting and giving out monitory donations. As soon as it is felt the public wish to give donations all organisations should support the policy.

11 Communication

11.1 With Members

The Incident Management Team is responsible for ensuring appropriate communication about an incident with Members. The IMT should seek to minimise the burden on Tactical and Operational levels and be aware of the importance of information security, inappropriate political considerations or pressure and the risk of deviation from agreed messages. The Member Liaison Officer can be activated to be a single point of contact for members. They will need to work closely with the communication team in Policy & Performance and IMT to ensure they take on track with communication messages and strategy.

11.2 With the Public

Communications with the public can take the form of:

- Media and press announcements (jointly with other organisations)
- Switchboard messages
- Council website messages
- Appropriate social media channels

Timely, accurate and effective communication with the public is essential for the emergency response. As such a communications representative should be present at all IMT meetings and the BECC should have representation, or very clear links with Policy & Performance and Customer Operation and Transformation teams.

11.3 With the Media

Any major incident has the potential to generate a huge amount of media interest. It is likely that members of the media will be among the first to arrive at the scene or quickly access photographs and images from the public. As such, effective media management is considered a key component of any incident response plan. The lead agency usually Surrey Police Communications Department will co-ordinate any media response to an incident and should maintain close liaison with the District and Borough Communications Officers to ensure a coordinated and consistent release of information. The incident may require the support of an EBC Communications Officer. In this case Surrey Communications group may be activated. The Borough Communications Officer should be familiar with this as detailed in the Surrey Major Incident Communication Plan. The Elmbridge Media Plan sets out the Council's role in media issues in an emergency.

11.4 Communicating with staff

Messages and decisions about emergency events the council is responding to will be communicated via the intranet and Line Managers. Decisions about the messages that should be communicated will be agreed by the Incident Management Team.

11.5 Alternative Emergency Communications Systems

Elmbridge Borough Council has a duty under the Civil Contingencies Act (2004) to ensure that there is a robust and resilient telecommunications system in place, in the event of traditional methods failing. There are several ways that EBC can meet this duty.

11.5.1   Radio Networks

Radio Amateurs Emergency Network (RAYNET) is a nationwide voluntary group of licensed radio operators who can provide emergency radio communications to the emergency services, local authorities and government departments. The assistance of RAYNET should be sought through Surrey Police or SCC EMRT.

EBC have a set of six radios which can be utilised and have a fairly good reach across the borough.

11.5.2   Mobile Telephone Privileged Access Scheme MTPAS

Mobile Telephone Privileged Access Scheme (MTPAS) is a scheme that provides call preference for key emergency management organisations if the public network access is restricted. Some council phones mean their phones will be operational for phone calls should the MTPAS network be invoked locally during an emergency response.

12 Media Management

12.1 Coordination with other organisations

Generally, for a major incident Surrey Police will co-ordinate the activities of the emergency services and other agencies including the communication part of the response.

When appropriate, depending on the nature of the incident, the Communications Officer should run statements past multi agency partners. This will ensure that all statements correlate.

12.2 Spokesperson

The incident will stimulate public concern and media interest, a spokesperson should be appointed for as long as the incident lasts and they should make themselves available on their mobile phone to the Communications Officer. This would usually be a member of CMB or someone who has received media training.

12.3 Media Centre

The opening of a media centre must be agreed by the Strategic Co-ordinating Group (SCG). If a media centre is required, then the lead local authority will select and obtain a suitable building. The secretariat for the Warning & Informing Group holds a list of potential sites that could be used as media centres.

12.4 Media monitoring

It is necessary to monitor media output to be aware of contentious issues or inaccurate statements. Monitoring needs to be a continuous process. Any perceived problems with the information that is being broadcast should be identified and fed back to the Strategic Co-ordinating Group (SCG) via the Tactical Media Manager.

Recordings of broadcasts and press cuttings may provide useful feedback material when the response to the incident is analysed.

12.5 Statements

The Communications Officer should prepare a holding statement, to be approved by the Communications Manager. The time that the statement is made should be logged. A 'holding statement' should be provided to the public and press with basic information and notification, whilst greater detail is prepared for a full press release.

If more detailed information comes through quickly, then this should be included in the first holding statement. However, the holding statement should be issued as quickly as possible and followed up with a more detailed statement as soon as possible. See Part 2 for a sample holding statement.

The Communications Officer will then prepare a full statement for the media giving details of the incident. The statement should be signed off by the Communications Manager and IMT.

Internal Communications also need to be considered and sent out.

12.6 Full statements

A full statement should outline the points below (link with Police Communications Team or Communications Team of any other lead organisation appointed):

- Summary of the event - time, place, date of incident etc.
- Extent of injury if known - do not speculate. If unsure use the term - leg, foot, arm injury. State left or right if known. If you have an accurate medical report from hospital, use their terminology. Avoid the use of words that are sensational, e.g. severed, amputated.
- Brief description of incident, using any positive points where possible.
- Quote from a senior officer/member if they are available.
- Quote and/or contact details for victims or those affected by the incident. Ensure they are happy to speak to the press.
- Photograph, if appropriate.

12.7 Local media enquiries

Once all enquirers have been satisfied with a press statement, dependent on the seriousness of the incident, the Communications Officers should approach the local media, which have not enquired with the information.

12.8 Press conference/briefings

It is the responsibility of Surrey Police or lead Agency Media Office Manager/Scene Press Officer to organise and manage briefings. The first press briefing will take place shortly after the incident probably at or near the scene of the incident (a Media Liaison Point). Thereafter briefings should take place at regular intervals, as agreed with Strategic/Tactical Communication lead. At least 30 minutes' notice should be given before briefings, if possible.

All information released at press conferences must be agreed by the Strategic

Communications Manager/Tactical Media Manager (and appointed operational officer) and only authorised personnel will make statements to the media. Appropriate senior officers from the emergency services and local authorities will be expected to speak to the media at informal briefings as well as formal press conferences throughout the incident. Spokespeople must be trained to an appropriate level. It is the responsibility of each organisations media office to brief their spokespeople. Prior to any press briefings it is advised that the Media Officer (on scene) gathers all the spokespeople and their respective press officer together and agrees who is going to talk about what, identify any contentious issues and discuss how these can be dealt with.

12.9 Key messages and question and answer sheet

It is essential that prior to a press briefing/conference with TV crews, the Communications Manager has prepared a key messages, questions, and answer sheet (Q and A). This will help prepare the spokesperson for any difficult questions.

12.10 Dealing with complaints

The BECC and IMT should ensure that these are dealt with swiftly to avoid extra media attention. It is important that the Communication and Customer Contact teams keep the BECC up to date with the level and nature of complaints, reported issues and difficulties.

12.11 Transfer of media operations

It is expected that in the recovery phase of most major incidents Surrey County Council would take over the co-ordination of communications and engagement from Surrey Police. If there are smaller incidents where EBC take responsibility.

12.12 Mutual aid

The Surrey Communications Group have an informal arrangement in place to provide mutual support in emergencies.

13 Response Phase: How - Requirements and Resources Available

13.1 Logging

Logging is a vital element of any emergency response for several reasons. Firstly, it ensures that actions are not lost and that staff handovers run more smoothly. Critically, if there is a need for an inquest or enquiry after an incident it is important that you can present a written record of all the decisions you made and why you made them. For logging tips, see Part 2.

13.2 Mutual Aid

EBC may be asked to give assistance to other Local Authorities responding to emergencies. A MOU exist between neighbouring authorities for mutual aid. Districts and Boroughs may want to share officer and or resources during emergencies; this could range for example ILOs, Rest centre Staff. For more information on mutual aid, please see Appendix A.

13.3 Military Aid to the Civil Authority (MACA)

The Armed Forces' national structure, organisation, skills, equipment and training can be of benefit to the civil authorities in managing the response to, and recovery from, major emergencies. This support is governed by the Military Aid to the Civil Authority (MACA) arrangements. However, it should be made clear that the Armed Forces maintain no standing forces for MACA tasks and hence, cannot make a commitment that guarantees assistance to meet specific emergencies.

There are three criteria for the provision of MACA:

1. Military aid should always be the last resort. The use of mutual aid, other agencies, and the private sector must be otherwise considered as insufficient or be unsuitable.
2. The Civil Authority lacks the required level of capability to fulfil the task and it is unreasonable or prohibitively expensive to expect it to develop one.
3. The Civil Authority has a capability, but the need to act is urgent and it lacks readily available resources.

Surrey County Council is normally responsible for the activation of the military through the County Emergency Planning Team (EMRT).

14 Staff Welfare

14.1 Health and Safety

The nature of emergency situations is that the Council will generally need to respond quickly, but reasonable training and instruction will be given and the health and safety of our staff and the public will remain our main priority. Psychological First Aid training and mental health support resources are made available to staff and the public on an ongoing basis. Responding staff will be provided with food and beverages throughout an incident as necessary.

14.2 Lone Working

It is important to adhere to lone working policies. The main consideration is to ensure that where staff are deployed and attend in person, they inform the BECC by telephone, where they are going and how long they will be. Staff should report back BECC via the Link Officer or the Tactical Lead if a BECC has not been set up when they have returned safely.

14.3 Brief and Debrief

All staff deployed in a response should undergo a brief to make them aware of the incident occurring prior to deployment and their role. This brief should include some information about the emergency.

On stand down of the plan all staff deployed in a response should undergo a debrief which may also include a psychological First Aid (PFA) session or be carried out separately.

14.4 Post-Incident Report

A post incident/exercise report should be written and include recommendations for improvement to the emergency plan and procedures going forward.

Applied Resilience will arrange this and then make the necessary changes to the Emergency Plan to ensure the recommendations that have been identified are recorded and implemented. EBC will also be invited to attend a multi-agency debrief and will be expected to attend.

15 Finance

15.1 Responsibilities

The Finance Team is responsible for the following actions:

- Ensure accurate accounting of all expenditure incurred;
- Administration of a Disaster Appeal Scheme if established;
- Make claims under the Bellwin Scheme, where appropriate, within one month of the incident. (See Appendix c)

All expenditure and income associated with the emergency should be accurately recorded to enable the Head of Finance to make appropriate claims to Government Departments. Any errors recording expenditure should be corrected by the Finance section. Where possible the usual methods of ordering, certifying and paying for supplies should be followed. This may depend on the severity of the emergency.

Where circumstances do not allow normal procedures to be followed, any expenditure incurred must be recorded, receipts should always be obtained and attached. If the emergency affects the provision of the normal financial processes, please refer to the Finance Business Continuity Plan.

Officers should avoid using their own credit cards or cash. In certain circumstances, the Council can give officers authority to use their own credit cards or cash. Receipts must be obtained for reimbursement.

If cash is required, the Finance Team can obtain cash from the Council's bankers during office hours. Spending officers who need cash must first contact the Head of Finance.

For information on purchase card holders, please refer to Part 2 section 23.

16 Recovery

16.1 Standing down, debriefing and Psychological First Aid (PFA)

It is essential that all staff are formally stood down at the end of the incident and given the opportunity to attend a debrief. This is a structured session that will enable responders to discuss the incident response, although the Council's involvement in the incident is likely to stretch way beyond this point. It is an excellent opportunity to review the existing arrangements within plans and identify ways in which they can be improved upon for the future, as well as marking the close of an incident. Elmbridge

Borough Council should be asked, or must request, to attend any joint agency debriefs taking place within other organisations.

It may be necessary to accompany these discussions with some form of professional welfare support, as some Officers may wish for more in-depth discussions following an incident. This can be provided by a range of professionals including Surrey County Council Adult & Community Care Service and Surrey Trauma Support Service. Psychological First Aid (PFA) sessions are advised within 3-5 days of a traumatic event. Applied Resilience are trained to lead on such sessions.

16.2 Recovery Phase

After the emergency services have left the scene of a major incident, depending on the incident either EBC (for small localized incidents) or SCC (large scale incidents) will take the lead role in the rehabilitation and recovery of the community. The transition is likely to be formalised through Strategic Command, and communicated to the Chief Executive (or deputy). This may occur within hours, days or weeks of the incident. Depending on the scale and nature of the incident. However, indications from Strategic Coordinating Group will be needed as early as possible, and the Borough's representative at the Strategic Coordinating Group should report back regular situation reports giving the current status of the emergency, in order to allow the Council sufficient time to prepare for this phase. To avoid duplication, other agencies will need to be brought together to discuss priorities of action. Although not exhaustive, the Group led by the Chief Executive (or deputy) may consider the following actions:

- establishing a multi-agency recovery liaison group
- agreeing on key priorities for the future
- the composition of the Council's recovery group.
- encouraging community representation

The role of political leadership in supporting the return to normality is vital, and the Leader of the Council is to be involved closely with the process throughout. The Leader and Mayor will play a key role in rebuilding community confidence, communication, meeting senior government representatives, and motivating the community to rebuild.

Part 2- Operational Response

It is important to ensure you are familiar with Part 1 of this plan prior to an incident to get the most benefit from the operational plan during an incident

17 External Partners – Roles and Responsibilities

Police	Fire	Ambulance
• Alerting the other emergency services and local authorities. • The saving of life in conjunction with the other emergency services. • Coordination of the emergency services and other organisations during the immediate response phase. • The protections and preservation of the scene. • Investigating the incident, in conjunction with other investigative bodies. • The collation and dissemination of casualty information. • The identification of victims. • The restoration of normality.	• To alert the other emergency services and local authorities. • The saving of life in conjunction with other emergency services. • Tackling fires, released chemicals and hazardous situations. • Rescuing trapped casualties. • The safety of all personnel involved in the rescue work. • Gathering information, and hazard assessment. • Assisting the Ambulance Service at the Ambulance Loading Point. • The restoration of normality.	• To alert the other emergency services and local authorities. • The saving of life in conjunction with other emergency services. • Providing a focal point for all NHS and medical activities. • Identifying and activating the appropriate Receiving Hospitals. • Setting up a Casualty Clearing Station. • Prioritising the casualties and the treatment of injuries. • Prioritising the evacuation of casualties using, appropriate means of transport.

NHS South East	Environment Agency	Utilities
• To commission primary care (GPs, dentists, optometrists, pharmacists) across Surrey. • Specialist commissioning. • To engage in emergency planning, resilience and response. • To oversee quality and safety.	• Remedial action to prevent and mitigate the effects of an incident. • Providing specialist advice. • Giving warnings to those likely to be affected. • Monitoring the effects of an incident and investigating the causes.	• The utilities will play a key role in a response to a disaster, particularly in the recovery stage. • Most large utilities have contingency plans in place for major incidents, some of which includes provision of care for customers affected. • Surrey County Council Emergency and Resilience Team (EMRT) will normally co-ordinate their activities.
United Kingdom Health Security Agency (UKHSA) • provision of public health support and • Specialist advice • leadership and scientific and technical advice cell	**Highways England** • Maintain the Strategic Road Network (SRN)	**Military** • Military Aid to Civil Authority (MACA) • Requests through the Joint Regional Liaison Officer

Table 7 - Roles and Responsibilities of Partners.

18 Logging Tips

There are several techniques that can be employed to ensure logging is clear and concise. This may be crucial should the logs be required after the event, especially during a public enquiry. Some of the most important things to remember when making a log are;

- Use black indelible ink and white paper

- Note the time.

- Logs should be in a bound, numbered log book or a numbered log form

- There should be no erasing. If a mistake is made it should be crossed through allowing the original to be seen and then initialled. Similarly, there should be no over-writes.

- If using a log book, pages C should never be torn out, this may indicate that there was information that has been removed or hidden. Similarly log sheets should be whole.

- Any blank space left at the end of the log should be crossed through. This indicates that that log/section of the log/page is finished, and you consider it closed. Leaving blank space may be construed as leaving space to amend the log after the event.

- Notes should not be made in the margins. It may be construed that these were added after the event.

19 Spending During an Incident

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20 Purchase Card Holders

Removed due to sensitive contents.

21 Media Management

Removed due to sensitive contents.

22 Standing Down – Key Actions

- The BECC should be scaled down or closed;
- Ensure all staff are stood down, including any on standby;
- Issue a concluding media statement;
- Collate all BECC documentation and logs to file securely;
- Co-ordinate recovery phase to return community to 'new' normality (if required);
- Initiate post incident reviews/debriefs;
- Publish a post incident report of the Council's response.
- Consider Staff Welfare after the event

Appendix A – Surrey Borough and District Mutual Aid MOU

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Appendix B – Post Incident Write UP

Incident:

Location:

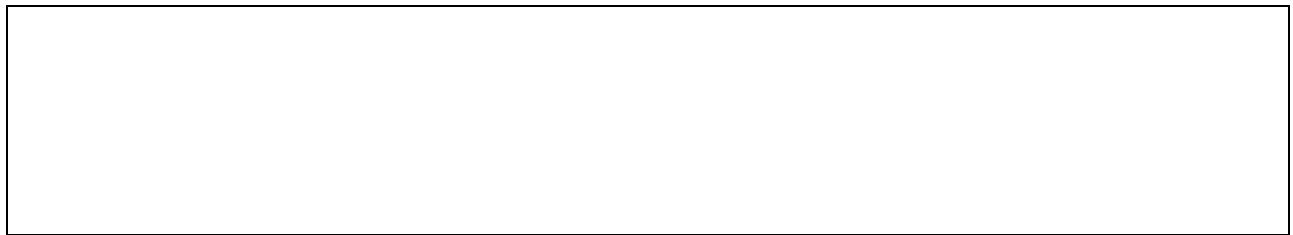**Form completed by:**

Role in incident:

Issues encountered:
Good learning from the Incident:
What would you do differently next time:

Appendix C - Bellwin

A Bellwin scheme may be activated in any case where an emergency or disaster involving destruction of or danger to life or property occurs and, as a result, one or more local authorities incur expenditure on, or in connection with, the taking of immediate action to safeguard life or property, or to prevent suffering or severe inconvenience, in their area or among its inhabitants.

There is no automatic entitlement to financial assistance: Ministers are empowered by Section 155 of the Local Government and Housing Act 1989 to decide whether or not to activate a scheme after considering the circumstances of each individual case.

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Appendix D – Internal Staff Handover

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Appendix E – Move to Critical Terror Threat Level

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Appendix F – Fuel Plan Speed Sheet

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# Appendix G – Reservoir Inundation

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Appendix H – Decision Making in an Emergency

Usage of JESIP to support decision making in emergencies

The Joint Emergency Services Interoperability Programme's (JESIP) models and principles have become the standard for interoperability in the UK. Whilst the initial focus was on improving the response to major incidents, JESIP is scalable, so that the joint working principles and models can be applied to any type of incident.

<u>**Joint Decision Model cycle**</u>:
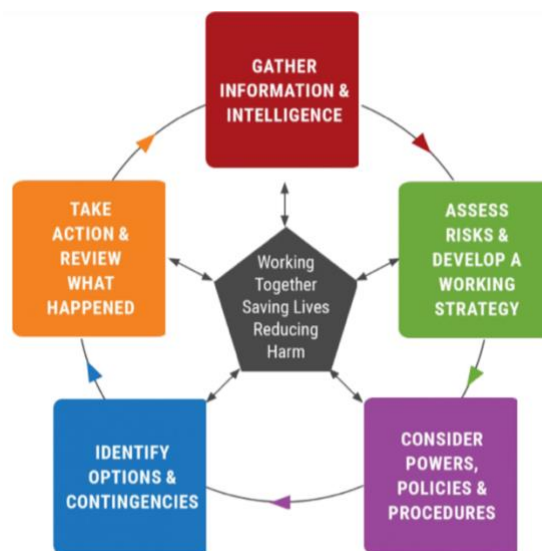
Using the Joint Decision Model (JDM) helps to bring together available information, reconcile objectives, and make effective decisions, in both a local and multi-agency response.

It's use at the IMT, that acts as a forum for EBC decision makers, enables for shared situational awareness to be established that is a common understanding of the circumstances, immediate consequences, and implications of the emergency, along with an appreciation of the available capabilities and the priorities.

Achieving shared situational awareness is essential for effective interoperability, particularly in a multi-agency context. Establishing shared situational awareness is important for a common understanding at all levels of command.

Decision Controls:

A) WHY ARE WE DOING THIS?	• What goals are linked to this decision? • What is the rationale, and is that jointly agreed? • Does it support working together, saving lives and reducing harm?
B) WHAT DO WE THINK WILL HAPPEN?	• What is the likely outcome of the action; in particular what is the impact on the objective and other activities? • How will the incident change as a result of these actions, what outcomes do we expect?
C) IN LIGHT OF THESE CONSIDERATIONS, IS THE BENEFIT PROPORTIONAL TO THE RISK?	• Do the benefits of proposed actions justify the risks that would be accepted?
D) DO WE HAVE A COMMON UNDERSTANDING AND POSITION ON:	• The situation, its likely consequences and potential outcomes? • The available information, critical uncertainties and key assumptions? • Terminology and measures being used by all those involved in the response? • Individual agency working practices related to a joint response? • Conclusions drawn and communications made?
E) AS AN INDIVIDUAL:	• Is the collective decision in line with my professional judgement and experience? • Have we (as individuals and as a team) reviewed the decision with critical rigour? • Are we (as individuals and as a team) content that this decision is the best practicable solution?

As part of the decision-making process, decision makers should use decision controls to ensure that the proposed action is the most appropriate.

Decision controls support and validate the decision-making process. They encourage reflection and set out a series of points to consider before making a decision.
Note that points (a) to (d) are intended to structure
a joint consideration of the issues, with (e) suggesting some considerations for individual reflection.

Once the decision makers are satisfied, collectively and individually, that the decision controls validate the proposed actions, then these actions should be implemented. As the JDM is a continuous loop, it is essential that the results of these actions are fed back into the first box – *'Gather and share information and intelligence'* – which sets out the need to establish and sustain shared situational awareness. This will, in turn, shape any change in direction or risk assessment as the cycle continues.

Command and Control Structure

There are three tiers of command in responding to an incident and therefore three levels of decision making as laid out below: Operational, Tactical and Strategic. Section 2.1-2.3 detail the types of decisions that should be made at each level and the process it should follow.

It is important to note that there are two main types of emergency incidents, that although do not change the levels of command, influence the way decisions should be made in responding to them, as detailed below. There are rapid onset emergencies and rising tide emergencies.

Command & control structure internally and at multi-agency level
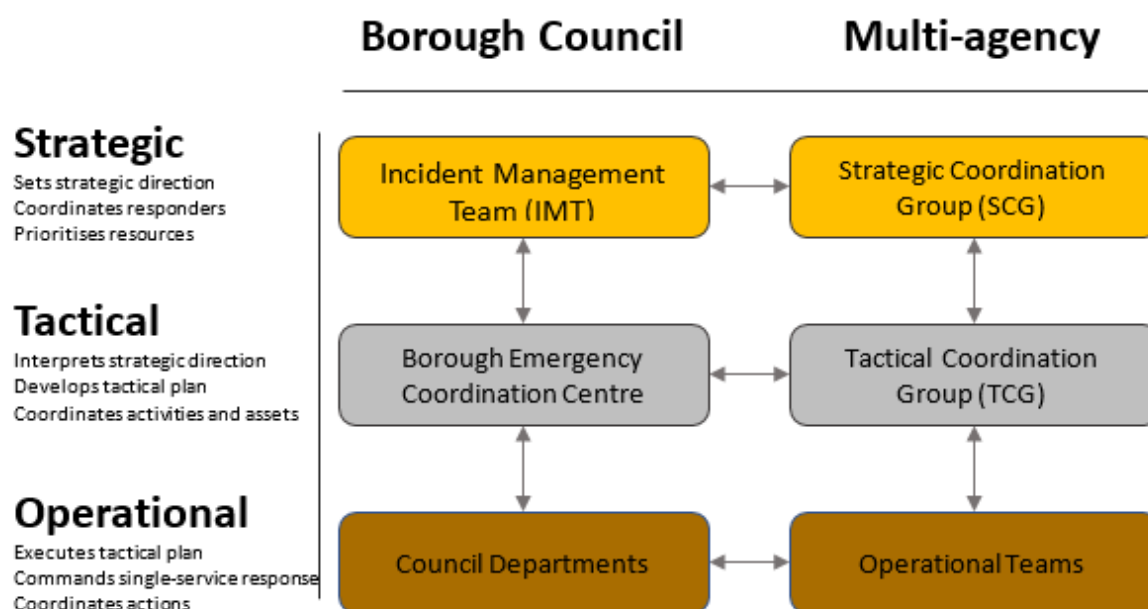
Type of emergency incidents	Examples
Rapid onset emergency: An emergency which develops quickly and usually with immediate effects, thereby limiting the time available to consider response options.	Flooding Landslides Fire Transport Incidents Evacuations
Rising tide emergency: An event or situation with a lead in time of days, weeks or even months e.g. health pandemic, flooding or pop concert, the final impact of which may not be apparent early on.	Pandemics Events Foot and Mouth Drought Fuel Shortages

Logging and recording of decisions

The necessity of recording decisions made in a response to an emergency incident upholds accountability and the following of important protocols during a critical time. Logging and recording of decisions are important to inform debriefing, inquiries and helps to identify lessons for future learning. When decision makers make decisions, they are responsible for recording those decisions in their incident logbook. Any decisions, including the rationale behind them, should be recorded in this log. All staff should have a personal logbook in such instances where decisions are not being recorded formally such as in a formal meeting with dedicated loggists.

A number of trained loggists are available to support with logging in emergency incidents. Their contact details are included on the Council's emergency contacts list.

Where decision makers work together and make joint decisions on a multi-agency level, they are responsible for recording those decisions additionally in a joint decision log. This should include the time and date the entries were made.

Appendix I – IMT Decision Proforma

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Appendix J- Phonetic Alphabet

A	Alpha
B	Bravo
C	Charlie
D	Delta
E	Echo
F	Foxtrot
G	Golf
H	Hotel
I	India
J	Juliet
K	Kilo
L	Lima
M	Mike
N	November
O	Oscar
P	Papa
Q	Quebec
R	Romeo
S	Sierra
T	Tango
U	Uniform
V	Victor

W	Whiskey
X	X-Ray
Y	Yankee
Z	Zulu

Glossary

Co-ordination - The harmonious integration of the expertise of all the agencies involved with the object of effectively and efficiently brining the incident to a successful conclusion.

Control - The authority to direct strategic and tactical operations in order to complete an assigned function and includes the ability to direct the activities of other agencies engaged in the completion of that function. The control of the assigned function also carries with it a responsibility for the health and safety of those involved.

Department of Environment, Food and Rural Affairs (DEFRA) - Government department responsible for the countryside; the environment and the rural economy. A significant part of Defra's work is concerned with preparedness for emergencies and contingencies, which fall within the remit of environment, food and rural affairs.

Incident Liaison Officer (ILO) - A local Authority Officer who provides a direct link between the local Authority and the Tactical Coordinating group.

Incident Management Team (IMT) - Elmbridge Borough Council's over all emergency management team, made up of The Chief Executive, Directors and Strategic Heads plus additional officers where necessary, the IMT oversee and set the strategic direction for the response, as well as manage contact with any Strategic Co-ordination Centre.

Media Centre/Media Briefing Centre - Central location for media enquiries, providing communication, conference and monitoring facilities, interview and briefing, access to responding organisation personnel and staffed by spokespersons from all the principal services/organisations responding.

Member Liaison Officer (MLO) - In a Large-Scale Incident they can be a single point of contact for all Member Communication. Their role is to be a liaison they will work closely with OD and IMT to pass on agreed Member comms and answer/seek answers to any of the members questions.

Rendezvous Point (RVP) - Point to which all resources arriving at the outer cordon are directed for logging, briefing, equipment issue and deployment. In protracted large-scale incidents, there may be a need for more than one rendezvous point.

Rest Centre - Building designated by the local authority for the temporary accommodation of evacuees, with overnight facilities if necessary.

SCC - Surrey County Council.

Tactical Coordinating Group/ TCC - Where there is one scene, such as a train crash, there is a Tactical Coordinating centre (TCC) which hosts the Tactical Coordinating Group (TCG). Where there is more than one scene, such as flooding, there could be a number of Tactical teams. Tactical Teams decides on the hour-by-hour priorities in planning, allocating resources and coordinating when tasks are to be undertaken. TCC has a similar representation to that of Strategic.

Tables and Figures in Emergency Plan