



# Epsom & Ewell Borough Council Emergency Plan

**If using this plan in an emergency:**

- **The Emergency Planning call out cascade provides staff contact details and initial actions**
- **Sections 5 and 6 outline responsibilities and invocation arrangements**
- **Appendix A is a first actions checklist for Leadership Team**

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**DISTRIBUTION** (electronically)

Internal	External
Leadership Team (hard copy in the pack)	On the EEBC website
Incident Liaison Officers (hard copies for ILO packs)	
Available on the O drive to relevant staff	

## RECORD OF AMENDMENTS

date	amendment	by
Aug 2016	<ul style="list-style-type: none"> <li>• amendments to reflect organisational changes</li> <li>• Revised Major Incident definition</li> <li>• Update of CHALET to METHANE mnemonic</li> <li>• Change of terminology from 'Borough Emergency Management Team' to 'Incident Management Team'</li> <li>• National Resilience Extranet changed to Resilience Direct</li> <li>• Change of review period from annual to 3 years</li> </ul>	GM
March 2018	<ul style="list-style-type: none"> <li>• Amendments to reflect organisational changes</li> <li>• Change of review period from 3 years to annual</li> <li>• Update on vulnerable people</li> <li>• Section on linking into the multi agency response</li> <li>• Inclusion of CBRNe</li> <li>• Removal of LA responsibility for public donations of money</li> <li>• Inclusion of LA responsibility for public donations of goods</li> <li>• Inclusion of Move to Critical link</li> <li>• Addition of appendix B and C</li> <li>• Changes to Recovery, in line with SLRF arrangements</li> </ul>	GM
November 2018	<ul style="list-style-type: none"> <li>• Amendments to reflect organisational changes</li> <li>• Changes to SLRF Vulnerable People plans</li> </ul>	

## **FOREWORD BY CHIEF EXECUTIVE**

Epsom & Ewell is a safe place to live and work. Major incidents are fortunately rare, but we do have to be prepared for emergencies. We only need to look at the events of the past year to see how important it is to be prepared. As a borough we have been directly affected by a number of incidents including fire, snow, flooding, gas leaks, storm damage, building collapse and E-coli outbreak.

Our area is vulnerable to major transport accidents (road, rail and air) and to problems caused by severe weather. The borough also hosts the Derby which attracts not only royalty but between 100,000 to 150,000 visitors. We, along with others, need to plan for the possibility of a terrorist incident, whether here or nearby. Therefore detailed and resilient emergency planning arrangements at a local and county level are required to secure an effective and timely response to an emergency or major incident.

Epsom & Ewell Borough Council is a member of Surrey's Local Resilience Forum, which comprises Chief Officers from the Emergency Services, Local Authorities, Health Protection Agency, local and regional Health Boards, Environment Agency, Armed Services, Highways Agency and the Department for Communities and Local Government. Surrey Local Resilience Forum partners work in collaboration to deliver and execute every stage of the emergency planning cycle to include planning, training, exercising and review.

It is important that we know what we would do if an incident occurred. This plan identifies roles and responsibilities of Borough Officers in the event of major incident and sets out the operational elements necessary for an effective response. Should an incident be declared, unless directly contacted, please refer to the ICE page on our website in the first instance.

This plan is generic and complements other plans, including other EEBC plans, Surrey Local Resilience Forum plans, the Emergency Services and other responders in Surrey. Joint planning, training and exercising will make sure that together we can react quickly to protect residents, businesses and the environment of our Borough.

Kathryn Beldon  
Chief Executive, Epsom & Ewell Borough Council  
November 2018

The Civil Contingencies Act (2004) places statutory duties on Epsom & Ewell Borough Council. These duties, and how the Council meets them are detailed in Epsom & Ewell Borough Council's Integrated Emergency Management Strategy. The Integrated Emergency Management Framework maps the plans / arrangements in place. The CCA requires the Council to work with other responders within the Surrey Local Resilience Forum, including to co-operate and share information, to assess risks and ensure appropriate multi agency as well as EEBC specific plans and arrangements are in place. The Surrey Major Incident Protocol gives details of the major incident arrangements, including strategic command protocol and recovery.

This plan and the supporting documents form part of the Council's Integrated Emergency Management (IEM) Framework and detail the arrangements to meet the obligations under the CCA (2004) regarding preventing<sup>1</sup>, controlling and mitigating the effects of emergencies.

## **2 AIM OF THIS PLAN**

The aim of this plan is to provide a structure whereby, as far as is reasonably practicable, the Council is able to respond to the needs of an emergency whilst continuing to provide its key functions. This plan is generic, to respond to any type of emergency. However, it is supported by other plans, including hazard specific plans and multi-agency plans.

## **3 OBJECTIVES**

- To define plan invocation and implementation arrangements (including roles and responsibilities)
- To establish options regarding the co-ordination and control of the corporate response
- To outline arrangements for the deployment of Council staff
- To ensure, where reasonably practical, the continuation of day to day Council services and bring a timely return to normality
- To identify other procedures and arrangements integral to the Council's response
- To raise awareness of the Council's increased role during the recovery phase

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<sup>1</sup> Prevention in this context means carrying out functions in such a way as to prevent an emergency which is imminent or which could be predicted.

## 4 MAJOR INCIDENT

The term 'Major Incident' describes a specific level of event / situation, and declaring a 'Major Incident' triggers a range of processes, including multi agency strategic input.

Civil Contingencies Secretariat provides a detailed definition of a major incident, but in summary it is: **an event or situation, with a range of serious consequences, which requires special arrangements to be implemented by one or more emergency responder agencies.**

It refers not only to an event/situation that has occurred, but also to the threat of an event/situation happening. It focuses on the impact of an incident, rather than the incident itself. Therefore, for a major incident to be declared the impact needs to be beyond the day to day response capability of one or more of the Category 1 responders in Surrey (Category 1 responders include the Emergency Services, Local Authorities, Health, Environment Agency). If an incident is beyond the day to day response capability of Epsom & Ewell Borough Council, a member of the Leadership Team would declare a major incident on behalf of the Council, and inform other responders.

Once an organisation has declared a major incident this puts additional responsibilities on other responders regarding supporting the response. The Surrey Major Incident Protocol outlines these and describes... **'Declaring a Major Incident activates a range of response mechanisms, including the establishing of the Multi Agency Strategic Co-ordinating Group to consider the strategic implications and ensure a co-ordinated response'**.

JESIP (Joint Emergency Services Interoperability Programme) have been developed to improve co-ordination across all responders at the scene, including the use of the mnemonic METHANE for reports from the scene (see 6) and agreed decision making principles. There is also additional national guidance in Emergency Response and Recovery.

### **Operational / Tactical / Strategic**

There are 3 elements to the response to a major incident:

- **Operational** – also known as Bronze (those involved with the physical 'hands on' response, for example firefighters, police officers controlling access to the scene, borough staff at Assistance Centres or dealing with debris clearance)
- **Tactical** – also known as Silver (those taking direction from Gold and providing direction / resources to Bronze, for example, officers attending the Tactical Co-ordinating Group and the various agencies' Control Rooms, including the Borough Emergency Control Centre)

- **Strategic** – known as Gold (those providing the strategic direction, including allocation of resources if limited, requests for mutual aid, forward planning, etc.). Gold would operate within an organisation, and as a multi agency group.

### **Lead Local Authority**

During a Major Incident it will be necessary to assign one Local Authority as the Lead. If an incident is confined to one borough/district, it is usual for that Council to be the Lead Local Authority. If the incident spans more than one borough/district, or if the incident is non-site specific Surrey County Council would normally take the role of Lead Local Authority.

### **Strategic Co-ordinating Group (multi agency) - SCG**

If a Major Incident is declared the Strategic Co-ordinating Group meets, usually at Police HQ, Mount Browne, Guildford GU3 1HG. This brings together strategic leads from across the responders. As a Borough Council, Epsom & Ewell Borough Council is not a standing member of this group, unless identified as the Lead LA. Even if not the lead LA, Borough Councils may be asked to attend / can request to attend. The expectation is that the CE or Chief Operating Officer would attend these meetings, together with a Gold Support Officer.

If not attending Epsom & Ewell Borough Council is represented at the meetings by another Borough / District Council (if in attendance) or Surrey County Council. The Surrey Major Incident Protocol (section 1) details the arrangements.

### **Tactical Co-ordinating Group (multi agency) - TCG**

Depending on the nature and duration of the incident (e.g. severe weather, flooding) a TCG may be set up. Current locations are Chertsey or Guildford Fire Stations.

### **Forward Command Point (multi agency) - FCP**

If a Tactical Co-ordinating Group is not established a Forward Command Point will be set up near the scene of an incident for officers on the ground to agree necessary actions. In some circumstances a FCP may be set up in addition to the TCG.

### **Multi agency co-ordination of 'rising tide' / multi-site / non site specific incidents**

Strategic (Gold) level co-ordination is through the Multi Agency Strategic Co-ordinating Group (see above). The tactical (Silver) response to 'rising tide' incidents (where an incident is anticipated – e.g. severe weather) is normally through regular multi agency teleconferences, used to ensure a common recognised information picture, to update on capabilities/resources and agree any appropriate actions. Epsom & Ewell BC may be asked to take an active role, either as the borough impacted or to support the impacted borough/s.

## **Phases of an Emergency**

Regardless of scale, the response to any emergency broadly divides into four phases:

Initial Response – involving the protection of life, property and the environment and will primarily be the responsibility of the Emergency Services, with support from other agencies as needed.

Consolidation – the Emergency Services will have the opportunity to consolidate their response, with the Local Authorities and other partners taking an increasing role by providing a wide range of services, support and resources on request.

Recovery – will involve the restoration of the environment, facilities, business sector and services as well as the aftercare and welfare of the people / communities involved. Primary responsibility will shift from the Emergency Services to the lead Local Authority. The SLRF Emergency Recovery Protocol details the Surrey arrangements, and the Recovery Linking Document outlines the Council's role.

Restoration – once the immediate aftermath of the incident has been dealt with, and facilities and services reinstated, there may be more work to restore the area and to enable the communities and people affected to 'get on with their lives'. In some cases this may be ongoing (e.g. memorial services commemorating the anniversary of the incident).

## **5 ROLES AND RESPONSIBILITIES IN A MAJOR INCIDENT**

Surrey Major Incident Protocol (SMIP) is a Surrey LRF document that details the multi-agency response, including the roles and responsibilities of all responders in a major incident.

### **Primary Responsibilities of Epsom & Ewell Borough Council**

- Support the Emergency Services and other agencies involved in the response to an emergency
- The provision of a wide range of support services in line with the Council's normal service arrangements (details below)
- The provision of suitable accommodation for emergency evacuation
- To act as the lead organisation for the recovery and return to normality phase
- At the same time maintain the Council's services at an appropriate level

### **Specific Borough Council areas of responsibility during a Major Incident**

- Support the Emergency Services / liaise with the Emergency Services
- Provide advice on food safety and preventing disease
- Close footpaths and open spaces (in collaboration with Surrey County Council)
- Set up the Borough Emergency Control Centre (if needed)
- Provision of equipment (e.g. heavy lifting), via contractors
- Media management (in conjunction with other responders)
- Provision of sandbags (as outlined in the Council's Sandbag Policy)
- Provision of public information (in collaboration with other responders)
- Advice on structural conditions
- Repairs, demolition and clearance
- Waste collection
- Transport (with Surrey County Council)
- Assistance Centres
- Emergency Housing
- Identification of Vulnerable People
- Public donations of goods

Many of these responsibilities are part of the day to day work of the Council, whilst others are specific to an incident.

**Assistance Centres** provide refuge and support to people impacted by an incident. There are five different types of Centre (details in the SLRF Emergency Assistance Centre Plan)

Survivor Reception Centre – for people who have survived the incident, provides a safe haven whilst Police have opportunity to interview (as witnesses) and/or take details for Casualty Bureau. Police lead with LA support.

Family & Friends Centre – for people who have loved ones unaccounted for in an incident. Police lead with LA support.

Rest Centre – for people displaced from their homes by an incident. EEBC lead.

Community Assistance Centre – provides support to a local community who are impacted by an incident but do not evacuate (e.g. provision of advice, a point for utility companies to provide practical support if an electric/gas/water outage, etc.). EEBC lead.

Humanitarian Assistance Centre – to provide on-going practical and emotional support for people impacted by a large scale and/or high profile incident (survivors, injured, bereaved, responders, etc.). SCC lead.

The Longmead Social Centre and Bourne Hall are the primary Emergency Assistance Centres in Epsom & Ewell. Each venue has an Emergency Assistance Centre box, which includes registration paperwork. Other Council venues could be used if necessary. For more information see the Borough Emergency Assistance Centre Plan.

### **Vulnerable People**

The Council has a duty to support vulnerable people during an incident by:

- Providing details of vulnerable people known to the Council in an emergency.
- Supporting vulnerable people in their own homes (e.g. during a power cut, severe weather).

The Surrey LRF Identifying and Supporting Vulnerable People in an Emergency Plan covers the cross Surrey arrangements, and the Identifying Vulnerable People in an Emergency Plan (Part two) focuses on the actions required of the Council.

The Vulnerable People Reporting System (VPRS) is a secure platform where agencies can upload details of vulnerable people (receiving a service) that can be accessed during an emergency. EEBC uploads this data weekly. At the time of an incident we are advised that a vulnerable people search is being instigated and have half an hour to update the VPRS (if we do not any vulnerable people not on the VPRS - e.g. those new to our services - will remain our responsibility). If the VPRS is not working details of vulnerable people need to be passed to SCC Emergency Management Team within one hour. Details in plan.

### **Site Clearance**

Epsom & Ewell Borough Council may be responsible for clearing sites following a Major Incident – Surrey LRF Site Clearance Plan gives details.

### **Reservoirs**

There is one reservoir (Great Pond on Epsom Common) in the borough that comes under the Reservoir Act 1975. The Surrey LRF Reservoir Inundation Plan details activity regarding the off-site response. The reservoir is owned by EEBC and the Great Pond, Epsom Common On-Site Plan (owned by Operational Services) details the on-site response.

## **CBRNe (Chemical, Biological, Radiological, Nuclear Contamination) and HazMat**

A deliberate criminal act is termed CBRNe (the 'e' relates to any explosive present as a means of initiating or distributing the material). An accidental release is known as a Hazardous Material (HazMat) incident. The Joint Services Protocol for CBRNe and HazMat Incident details arrangements.

### **Move to Critical**

The threat level from terrorism is set by either the Joint Terrorism Analysis Centre (JTAC) (international terrorism) or MI5 (Irish / other domestic terrorism). Section 2 of the Surrey LRF Major Incident Protocol shows the action that would be taken in Surrey. The Move to Critical document outlines action that could be taken by the Council – this would be dependent on the type of threat and perceived risk to the Council / Borough.

### **Informing the public**

To ensure a consistent message to the media and the public during a major incident, there are specific arrangements in place. The Surrey LRF Major Incident Communications Plan outlines these arrangements. Consideration should be given to providing additional resources to the Contact Centre to keep the public informed, or establishing a help line.

It is the responsibility of the lead responder to ensure that people directly impacted by an incident are provided with up to information and advice. There are a number of mechanisms (e.g. door knocking, leaflets, tannoy from vehicle/helicopter, via radio/tv, etc.) and Epsom & Ewell BC may be asked to assist. Consideration should also be given to EEBC being proactive in providing advice (e.g. leaflet drops re: EH and other advice during flooding).

### **The Media**

Any major incident is likely to attract a considerable amount of media attention. It is important that the media are provided with appropriate facilities – if the lead responder deems it necessary to open a Media Centre, it is the responsibility of the lead Borough/District to provide the venue and staff the facilities (mutual aid may be available to support this, see the Surrey LRF Major Incident Communications Plan). SCC holds a list of suitable venues.

The lead responder is responsible for providing information regarding the actual incident (e.g. casualties, cause, etc.) but EEBC can provide information relating to our element of the response (e.g. rest centre established, clear up underway).

## **Donations**

Local Authorities are responsible for the storage, sorting and distribution of goods donated by members of the public. It is advisable to get out messages requesting cash donations in preference to goods, or provide details of what will/will not be useful in way of goods. There is now an agreement in Surrey for the Community Foundation for Surrey to establish and administer a scheme for cash donations.

## **Roles & Responsibilities of other Responders**

Roles and responsibilities of other responders are detailed in the Surrey Major Incident Protocol but in summary:

Surrey Police – the saving of life (with the other emergency services); the co-ordination of the multi agency response at the scene; to secure, protect and preserve the scene; to investigate the incident (in conjunction with other investigative bodies); to collect and distribute casualty information; identification of the dead; the prevention of crime; family liaison; short term measures to restore normality

Surrey Fire & Rescue Service (SFRS) – life saving through search and rescue; fire fighting and fire prevention; rendering humanitarian services; detection, identification, monitoring and management of hazardous materials and protecting the environment; provision of qualified scientific advice in relation to HazMat incidents; salvage and damage control; safety management within the inner cordon

South East Coast Ambulance Service (SECAmb) – save lives by working alongside other emergency services; provide a focal point for all NHS and medical resources; decontamination of casualties; identify and alert receiving hospitals; set up a casualty clearing station; prioritise casualties; prioritise casualty evacuation in appropriate vehicles

Receiving hospitals – provide and control a clinical response for managing a large number of casualties; manage communications – the media, relatives, friends, general enquiries and VIP visits.

NHS South (South East) / Clinical Commissioning Groups / other healthcare providers - have arrangements in place to meet their emergency planning responsibilities, including supporting receiving hospitals

Public Health England South East – provide advice on health related issues to responders, the public, GPs, etc. including activating the Science and Technical Advice Cell (STAC);

Surrey County Council – (some of these are also responsibilities for Borough / District Councils, see page 7) – advice on storing fuel; closing footpaths and open spaces; co-ordinating telecommunications; liaison with the emergency services; set up an Emergency Control Centre; setting up a temporary mortuary; equipment, for example, heavy lifting (via

contractors); action to protect properties from flooding from highways or failure of the highway drainage system; public information; repairs/demolition/clearance; transport; waste disposal; welfare and trauma support; liaison with government departments, other Local Authorities, voluntary groups, utilities and other organisations; managing traffic (road closures and diversions).

Environment Agency – prevent / minimise the impact of an incident impacting on the environment, investigate the cause and consider enforcement action, seek remediation, clean up and restore the environment. Specific events – flooding – issue flood warnings, operate flood defence assets; pollution – seek to prevent, control and monitor the input of pollutants to the environment; other emergencies (e.g. animal disease outbreak) – provide advice and support on waste management issues and regulate disposal facilities.

### **Roles within the Council:**

#### The Strategic Lead

An Incident Management Team (IMT) will oversee the Borough Council's response to a major incident, while ensuring that the Council continues to meet its statutory responsibilities and maintain normal delivery of services wherever possible. If the CE or COO is at the Strategic Co-ordinating Centre, the Incident Management Team at the Town Hall should take direction from him/her. Otherwise the IMT will comprise of the Chief Executive or Chief Operating Officer, an Emergency Planning Advisor and other officers as appropriate. The Team will meet regularly (timings agreed at the time).

Chief Executive – will determine the Council's strategic response to a major incident and co-ordinate subsequent actions. Responsible for:

- Declaring a Major Incident on behalf of the Council
- Leading the Council's response, establishing the Incident Management Team (IMT) and representing the Council / ensuring strategic level attendance at the Strategic Co-ordinating Group meetings (or liaising closely with the Borough / District representative on the Group)
- Deciding whether to activate the Borough Emergency Control Centre
- Ensuring strategic level attendance at the Communicating appropriate information to elected Members and the MP as necessary
- Representing the Council and providing (or nominating) the public face to the media
- Authorising establishment of a Disaster Appeal Fund (in liaison with the SCG and Mayor)
- Managing VIP visits (in conjunction with the Police)

- Making any requests to the SCG for military assistance (taking into account cost implications)
- Requesting mutual aid / authorising offers of mutual aid from other agencies
- Allocating resources to the Recovery phase (will overlap with the Response phase). If EEBC is the lead LA nominate a member of LT to lead on the multi-agency arrangements
- Ensuring the reputation of the Council is maintained at all times
- Consider implementing the Corporate Business Continuity Plan if the incident itself (or the resources drawn off for the response) impacts on the Council's ability to deliver key services
- Allocating Directorate resources and personnel as appropriate
- Ensuring timely and appropriate messages are provided for the public, residents, media, Members etc. in line with Surrey arrangements
- Ensuring the wellbeing of staff involved in the response

In the absence of the Chief Executive the Chief Operating Officer will assume this role

#### Chief Operating Officer

Responsible for:

- Deputising for the CE in her absence and leading the Incident Management Team
- Allocating Directorate resources and personnel as appropriate
- Identifying and operating Emergency Assistance Centres as required and arranging for their proper management, staffing and equipping – liaising with partners as necessary. Short term housing provision and advice as needed.
- Arranging the provision of resources (e.g. labour, plant, transport and materials) including street cleaning, debris clearance, assistance with clearing household waste in response to requests from the Emergency Services / the needs of the community/environment
- Co-ordinating contractor activities
- Planning, Building Control and Environmental Health matters

In the absence of the Chief Operating Officer the Chief Legal Officer or the Chief Finance Officer will assume this role

Chief Finance Officer

Responsible for:

- Deputising for the Chief Operating Officer (in liaison with the Chief Legal Officer)
- Proper accounting of expenditure relating to an incident, and issuing accounting codes to enable emergency expenditure and income to be recorded
- The physical security of cash associated with an incident
- Implementing measures relating to the Bellwin Scheme (and any other appropriate schemes) to enable the claiming of recoverable costs

Chief Legal Officer

Responsible for:

- Deputising for the Chief Operating Officer in his absence (in liaison with the Chief Finance Officer)
- Advising on all legal aspects of an incident
- Co-ordinating the preservation of papers, logs and documents relating to the incident
- Providing as required any necessary equipment for the Borough Emergency Control Centre, and assisting with setting up / return to normal
- Ensuring the council offices are open as required
- Identifying and nominating relief Town Hall Support Officers

Head of Operational Services

Responsible for:

- The maintenance of a schedule of appropriate Borough resources
- Maintaining and issuing sandbags in line with the Council's Sandbag Policy, and drainage functions
- The co-ordination of contractors to assist in dealing with an incident.
- Maintaining the list of vulnerable people known to the Council (excluding assisted bins)
- Advising and assisting the Chief Operating Officer and the nominated Emergency Assistance Centre Manager/s in the provision of Emergency Assistance Centres (in conjunction with Head of Property and Regeneration)
- Supporting parking restrictions invoked due to the incident (in liaison with SCC Highways and the Police)

Please note: SCC Highways are responsible for the repair of highways and the removal of vehicles and debris clearance from highways within the borough; arranging the provision of road diversion signs, barriers and any other equipment requested by the Police in connection with traffic diversions; co-ordinating activities of contractors enlisted to assist in these tasks.

#### Head of Property and Regeneration

- Advising and assisting the Chief Operating Officer and the nominated Emergency Assistance Centre Manager/s in the provision of Emergency Assistance Centres (in conjunction with Head of Operational Services)

#### Head of Place Development

Responsible for

- Providing advice on building surveys and structural matters, including demolition, temporary repair, renovation and erection of temporary structures
- Leading on the Surrey Local Resilience Forum's Site Clearance Plan if appropriate

#### Head of Housing and Communities

Responsible for:

- Duties under the Surrey Local Resilience Forum's Temporary Mortuary Plan, including assisting the Police with identifying a building or area for use as a temporary holding facility for those fatally injured, pending their transportation to the Temporary Mortuary
- The provision of appropriate temporary accommodation for people left homeless by an incident.
- Ascertaining details of incidents involving air pollution, damage to or contamination of water supplies, consumption of foods intended for human or animal consumption and those which pose a potential hazard to public health. On receipt of such information be responsible for liaising on health and pollution matters with:
  - Public Health England
  - Appropriate Water Companies / residents accessing water via abstraction
  - Environment Agency
  - Department for Environment, Food and Rural Affairs (DEFRA) and other Government departments
  - Health and Safety Executive (HSE)

### Head of HR and Organisational Development

Responsible for:

- Ensuring the wellbeing of staff (including the provision of refreshments) operating from the Borough Emergency Control Centre (BECC)
- Managing the shift system within the BECC and for the Incident Management Team
- Providing information to staff regarding claiming time off in lieu, additional payments, and inform Payroll of the arrangements.
- Maintaining information to staff on the dedicated phone line and ICE page on website
- Advising on staffing issues regarding Mutual Aid

### Head of Digital and Service Transformation

Responsible for:

- Providing telephony (inc fax), IT and photocopying/printing facilities in the BECC as agreed, including setting up and return to normal
- Supporting all ICT involved in the response to an incident
- Supporting residents and passing issues to the appropriate service (or the BECC if operational)
- Identifying any trends (e.g. areas reporting extensive flooding) and reporting
- Providing information to the public (inc establishing a dedicated helpline if appropriate)
- Maintaining an up to date list of residents receiving an assisted bins collection

### Head of Policy, Performance and Governance

Responsible for:

- The provision of advice / support to the Incident Management Team
- Overseeing the setting up of the BECC
- Liaising with the Council's insurers
- Standing down staff at the end of an incident (unless BECC is activated)
- Ensuring learning from the response is captured through debriefs, feedback forms, etc.

### Communications Team

Responsible for:

- Gathering information in relation to the incident and assuming the duties of the Borough Information Officer
- Preparing and disseminating information (after consultation with, and on behalf of the CE) to the press, the public, staff, Members and others
- Liaising with the Emergency Services Press Officers to ensure that borough interests are fully represented
- Ensure the website is up to date with relevant information
- Provide support and advice to the Council's 'talking head'
- Use all forms of media to promote the work being undertaken by the Council
- Monitoring social media, tweeting / retweeting information, etc.
- Liaising with the Surrey wide PRO network (PRONET) to ensure a consistent message is delivered across Surrey
- Taking part in multi-agency teleconferences, and other duties as outlined in the Surrey Local Resilience Forum's Major Incident Communications Plan
- Set up and support a multi agency media centre if requested

### All Service Heads

Responsible for:

- Identifying staff that can support the Council's response to an incident, and ensure they undertake appropriate training / exercises
- Allocating resources and personnel that may be required to ensure their service effectively responds to a major incident
- The welfare and organisation of their staff including those directly involved in the emergency response as well as those continuing in normal service delivery
- The implementation of shift working to ensure a prolonged emergency response can be effectively sustained
- Activating their own emergency management arrangements and maintaining close liaison with the Incident Management Team and appropriate services
- Activating their Service's Business Continuity arrangements if appropriate and liaise closely with the Incident Management Team and communicating any difficulties in day to day service delivery requiring a more co-ordinated approach

## 6 INVOCATION

**The response arrangements outlined in this plan apply to any incident impacting on the borough and requiring a cross-Council response that needs to be co-ordinated and/or cannot be handled as part of the day to day business of one service, regardless of whether it has been declared a Major Incident.**

Broadly speaking there are three types of incident that can impact on the borough –

- ‘big bang’, unpredicted incidents (eg fire, explosion, collision). Usually in one location.
- incidents where there might be some warning and which impact on a wide area, or a number of areas (e.g. severe weather, flooding, plume of gas/smoke)
- ‘rising tide’ incidents, where there is an element of time to prepare, and which are not location specific (e.g. pandemic, fuel shortage, heatwave, industrial action)

In most instances, Epsom & Ewell Borough Council will be informed of an incident by the Duty Officer from the Emergency Management Team (EMT) at Surrey County Council. The EMT will contact the Emergency Planning and Business Continuity Advisor, the Head of Corporate Governance or a member of Leadership Team. If information comes from another source, one of these officers and the EMT Duty Officer should be informed. The contact number for the EMT Duty Officer is in the call out cascade.

It is important to get the caller’s name, organisation / location, contact number and any other relevant contact details. All responders use the mnemonic METHANE to report on incidents:

- M - has a major incident been declared? (if a major incident has not been declared this mnemonic is still used as an ‘ETHANE’ report)
- E – the exact location
- T – type of incident
- H – hazards at the scene (e.g. smoke, flood water, debris)
- A - access routes (roads may be closed or separate routes in/out to aid responders)
- N – the number of casualties (dead / severely injured / walking wounded)
- E – the Emergency Services at the scene / anticipated

In addition, it is useful to find out:

- Time the incident occurred and anticipated duration
- Has evacuation taken place / taking place / possible
- What is required of Epsom & Ewell Borough Council
- Is an Incident Liaison Officer required? Where/who should he/she report to?
- What action has been taken so far – what other organisations are involved

There are a number of options for co-ordinating the Council's response to an incident. The option chosen will depend on the anticipated impact, duration and type of incident.

- a) Establish the Borough Emergency Control Centre (BECC) - located in CR1, Town Hall (the Council Chamber can also be used, but there is no generator backup), with Bourne Hall or CR1/CR2, Elmbridge Borough Council as back ups. The BECC brings together officers from across the Council to co-ordinate the Council's response and ensure there is a common understanding of the incident as it develops. The Borough Emergency Control Centre Plan details the BECC arrangements. Details of the appropriate staff are in the EP Call out Cascade.
- b) Regular meetings of key personnel (inc ILO via teleconference if appropriate). Out of hours use the teleconference facility (details in the EP Call out Cascade) to bring together appropriate officers to co-ordinate the Council's response. The contact numbers for the appropriate officers are in the EP Call out Cascade.
- c) One person co-ordinate the response, with the option of a) or b) should the incident develop / become protracted. Contact details are in the Call out Cascade.

The CE or Chief Operating Officer decides whether the BECC should be activated.

**Whichever option is chosen it is imperative that all calls, actions and decisions are logged (log book).**

Likewise, the CE or Chief Operating Officer will decide on the timing of the stand down of the response, and whether any on-going action is required (e.g. close the BECC and co-ordinate via a teleconference). This could be because the incident is ongoing but EIBC input is reducing, or it could be that the incident is moving from the response to the recovery phase.

In order to achieve a co-ordinated response, a common (national) Command and Control structure is used. **Bronze** refers to the **operational** (hands on) response. Within the Council this would include, for example, Operational Services staff involved in any clear up, or the Rest Centre. **Silver** refers to the **tactical** level, ensuring actions taken at Bronze level are co-ordinated and effective, and that the actions requested by Gold are carried out. Within the Council this would include the BECC and Incident Liaison Officer. If the situation requires it (significant impact / draw on resources / protracted) **Gold** make **strategic** decisions — in the Council this would be member/s of Incident Management Team (see page 14).

## **7 MANAGING THE COUNCIL'S RESPONSE**

Leadership Team (LT) are responsible for strategic decision making, influencing the short term response and longer term recovery, and also the provision of the Council's normal services wherever possible. The impact, scale and profile of the incident will denote the level at which the response is managed.

The options are:

- form an Incident Management Team outside the Borough Emergency Control Centre and agree the strategic direction (receiving updates from/passing instructions to the BECC Co-ordinator / Comms Team / rep on the multi agency Strategic Co-ordinating Group)
- a member of LT oversees the response from within the BECC (as BECC Co-ordinator)
- a member of LT chairs the teleconference
- the response is co-ordinated by a member of LT or the Emergency Planning Advisor with the option of changing to a teleconference or opening the BECC if the incident becomes protracted / more complex.

The Council has a WhatsApp group for Leadership Team and other key staff to share incident updates.

### **Identification and roles of emergency management and support staff in the BECC**

The call out cascade names given officers to specific roles. The Borough Emergency Control Centre Plan App B gives details of the roles/responsibilities and duties relating to each role.

### **The EP Call out cascade**

The EP Call out cascade provides office / home / mobile phone contact details for staff that could be required to co-ordinate the response to an incident. As it contains confidential and personal information it is only circulated in paper copy.

### **Incident Liaison Officers / Tactical Liaison Officers**

If appropriate Epsom & Ewell Borough Council may send Incident Liaison Officer/s (ILO) to the Forward Command Point (FCP) at the scene of an incident. Their role is to act as the 'eyes and ears' of the Council and provide a link between the responders at the scene and the council officer/s co-ordinating the response. There are identified ILOs (details in the EP call out cascade), who are trained and equipped for their role. Incident Liaison Officer Guidance Notes provide details of their role, shift arrangements, etc. Depending on the scale / type of incident a multi agency Tactical Co-ordinating Group may be established (current locations are Guildford or Chertsey Fire Stations). Some of the ILOs are also Tactical Liaison Officers.

## **Linking into the multi agency response**

There are established routes for linking into the multi agency response. The purpose is to:

- Ensure the needs of the borough (and EEBC) are taken into account
- Ensure that EEBC is fully cognizant with actions being taken, and any expectations of EEBC
- That EEBC provides updates on actions taken / issues to feed into the county/regional/national picture

Resilience Direct (RD) is a national secure extranet, with a section for Surrey Local Resilience Forum where all plans, protocols, etc. are stored. During an incident it is used to put agendas, minutes, etc. as well as maps. Leadership Team should be signed up to access RD.

Situation Reports / Common Operating Picture (COP) – EEBC is required to provide regular updates at given times that are used to produce a COP, giving an overview of activity across all agencies. This is also used to inform government departments.

Officers at the SCG / TCG – appendix B and C give the role profiles for officers at the SCG and TCG. If we are not attending but represented by other boroughs / Surrey it is important that we have contact both prior to and after meetings to feed into the meeting, and receive feedback.

Teleconferences – teleconferences can be used at any phase of an incident to provide updates and agree arrangements. Used particularly in the early stages (e.g. flooding / severe weather forecast) and by specific groups (e.g. the comms group).

## **Assistance Centres**

The purpose and types of Assistance Centres are outlined on page 10. The opening, running and closing down of the Centre is detailed in the Council's Emergency Assistance Centre Plan and the SLRF Emergency Assistance Centre Plan. The need to establish a Centre is made at the incident scene, and Epsom & Ewell Borough Council will advise regarding which venue is used.

### **Other roles**

Depending on the nature of the incident, it might be necessary to deploy other council officers, e.g. Building Control Officers, Environmental Health Officers. These officers will be doing their 'day job', and are trained and equipped to undertake their role.

### **Telecommunications**

A range of methods of communication are available, including landlines, mobiles, email, satellite phone and radios. The satellite phone is held by the Emergency Planning Advisor. The Surrey LRF Technical Communications Plan summaries resources across the county and protocols.

### **Financial aspects of an emergency**

It is essential to get approval for all significant spending and maintain accurate financial records during an emergency. It is advisable to have a dedicated cost code, and to record all expenditure centrally. The Chief Finance Officer will provide advice and support. If non routine methods of payment are required, emergency debit cards are held by the Chief Finance Officer and the Head of Policy, Performance and Governance. Financial recompense may be available to offset some of the costs. The Bellwin Scheme, operated by central government, may reimburse a % of some costs incurred in response to a major incident. There are strict rules regarding what is covered, time scales for claiming and the need for eligible costs to reach a threshold (£15,290 for Epsom & Ewell Borough Council in 2017/18). Other sources of recompense may be available and should be investigated / pursued at the time of a major incident, via the SLRF Business Support Group or DCLG Resilience & Emergencies Division – [resilience-south@communities.gsi.gov.uk](mailto:resilience-south@communities.gsi.gov.uk)

### **Mutual Aid**

There is a formal arrangement (*under review*) across the Surrey Boroughs and Districts to provide mutual aid if requested. This can provide an additional resource during an incident, and can include staff as well as equipment. Resources should be readily available on a goodwill basis, but any additional costs may need to be reimbursed. Requests for mutual aid must go via the Chief Executive/Chief Operating Officer. It is important to ensure that any requests for mutual aid from other boroughs do not significantly compromise the Council's response to an incident.

## **The Voluntary Sector**

There are a number of local and national Voluntary Agencies who can play a role in responding to incidents, including the Red Cross, St Johns Ambulance, WRVS, RSPCA, Raynet. The Emergency Management Team at SCC maintain the relationship with the voluntary sector on behalf of the Surrey Local Resilience Forum, and SLRF Voluntary Capabilities Document details the arrangements. Requests for voluntary sector input should go to the EMT Duty Officer (contact number on EP call out cascade).

## **Severe Weather**

Key staff across the Council receive weather warnings from the Met Office, Environment Agency and NHS. In addition to the generic plans, specific arrangements are in place should severe weather (including flooding, ice, snow) impact on the borough. These include Severe Weather checklist (outlines actions at the time of severe weather), Severe Weather Guidance, Epsom & Ewell Multi Agency Flood Plan and the SLRF Adverse Weather Plan.

## **Role of Elected Members**

Elected Members have a number of important functions should a major incident affect their ward. They provide political leadership and depending on the scale of the incident, guidance. Additionally they may be a great source of comfort and support to the community affected. Their local knowledge of an affected area may prove invaluable. Throughout the incident it will be the responsibility of the CE to consult and advise relevant Members on their role.

## **Business Continuity**

It may be necessary during an incident to activate the Council's Business Continuity plans. This may be because:

- the incident has impacted on the Council's ability to carry out its day to day functions
- the Council is allocating resources to mitigate/respond to the impact of the incident, drawing resources from day to day functions
- a combination of the above

The Incident Management Team will need to co-ordinate both the Emergency Plan and the Business Continuity Plan, and prioritise the allocation of staff / resources.

## **Stand down procedures**

The CE will decide on the timing of the stand down of the response, and whether any on-going action is required (eg close the BECC and co-ordinate via the teleconference). It is important that decisions are made, logged and staff/partners advised regarding the change in level of the response – to include informing / standing down:

- The BECC / officers taking part in teleconferences
- ILO/s and any other officers 'out and about' (e.g. Building Control Officers)
- Rest Centre/s (and other Assistance Centres)
- Officers at Strategic Co-ordinating Group (SCG)
- Elected Members
- Staff on standby (including ILOs, BECC staff, officers due to go to SCG, etc.).
- Other staff (e.g. Heads of Service)
- Partners' Control Rooms

(also see section 11 below regarding Recovery)

## **Lessons learnt**

It is important to ensure that any learning that comes out of responding to an incident is identified and consideration given to better methods of working. There are a number of ways of doing this. Options include:

- Hot debrief as soon as incident is over (or at shift changes if the incident is protracted)
- Feedback forms
- Focus groups
- Structured debrief

The Emergency Planning Team will produce a report and once agreed will monitor to ensure recommendations are actioned. There will also be a multi agency debrief – however, depending on the nature of the incident this might take place some time afterwards, and may be limited in scope if Inquiries or Inquests are taking place.

## **8 MULTI AGENCY PLANS**

As well as internal arrangements, the Council also has responsibilities under a number of Surrey Local Resilience Forum multi agency plans. The Council's arrangements take into account these responsibilities and dovetail into the Local Resilience Forum's multi agency plans.

These plans form part of the Integrated Emergency Management Framework. The plans are also available on Resilience Direct (see section 7).

## **9 PLAN MAINTENANCE PROCEDURE**

This plan is scheduled to be reviewed annually. The plan owner is the Chief Executive and the Emergency Planning Team is responsible for its maintenance and review.

## **10 TRAINING AND PLAN VALIDATION (EXERCISES)**

It is important that staff involved in responding to incidents understand their role, and how it fits in with the Council / Multi-Agency response. The elements of this plan that require training and exercising are covered in supporting plans that detail these arrangements.

## **11 RECOVERY**

Whilst in most major incidents the emergency services lead on the response phase, it is usual for Local Authorities to lead on the recovery phase. If the incident is confined to one Borough that Borough would normally lead on recovery. If the incident spans more than one Borough, Surrey County Council lead. Depending on the scale of the emergency it may be necessary to establish a multi agency Recovery Co-ordinating Group, which would be formalised through the Multi Agency Strategic Co-ordinating Group (Gold), who also oversee the formal handover process. There will also be a number of subgroups dealing with the various aspects of the recovery.

Recovery can go on for weeks, months or even years after a major incident. Surrey LRF Recovery arrangements are the SLRF Emergency Recovery Protocol details the Surrey arrangements. The Recovery Linking document draws out the Council's responsibilities and should be read in conjunction with the multi agency plan. The recovery phase will normally commence whilst the response phase is still active, and it is imperative that responsibility for the incident is not handed over from response to recovery before the recovery arrangements have been agreed, and the appropriate agencies have allocated resources (there is a formal signed handover). Past incidents have shown that recovery is more effective if the relevant officers are co-located.

## Appendix A – First actions – Leadership Team considerations

The call out cascade includes details of first actions and relevant phone numbers

Action	Comments
Establish whether a Major Incident has been declared (and which organisation/s has declared it)	If a major incident has been declared, all responders are required to support the agency/ies declaring a major incident. The multi-agency Strategic Co-ordinating Group will be established, probably at Police HQ, Mount Browne. If Epsom & Ewell is requested/requests to attend, the CE/COO and a Support Officer will be expected to attend
Consider whether Epsom & Ewell Borough Council should declare a Major Incident	If the required response to the emergency is beyond the Council's capacity (taking into account mutual aid from other LAs), CE/COO should consider declaring a major incident and would be required to ensure that other responders are informed.
Decide how the incident will be managed	Options: <ul style="list-style-type: none"> <li>– one person is the liaison point and disseminates information / co-ordinates the response</li> <li>– use teleconference facility to liaise with those involved and agree tactics (including ILO, Rest Centre Manager)</li> <li>– set up the Borough Emergency Control Centre</li> </ul>
Once decision is made on how the incident will be managed, advise the appropriate staff	Activate the BECC callout cascade, or advise the appropriate staff that the teleconference facility will be used, and the time of the next call
Ascertain whether an Incident Liaison Officer has requested / put on standby.	Consider sending 2 ILOs – one as a note taker
Ascertain whether an Assistance Centre is required / consider putting on standby	Usually requested from the scene – Rest Centre (for people displaced from their homes by the incident), Survivor Reception Centre (for people involved in the incident), Family and Friends Centre (for people looking for loved ones involved in the incident)
Ascertain whether EEBC is required to provide transport / consider putting on standby	If the incident is transport related, the transport operator may provide transport. Surrey County Council may also be able to provide transport.
Liaise with the Communications Team regarding appropriate messages for press	It is important that there is a consistent message from all responders – the SLRF Communicating in a Major Incident Plan details the multi-agency arrangements
Consider how residents will be kept up to date	Ensure website is up to date, consider establishing a help line (taking into account requirement to give out a consistent multi agency message)
Keep in close contact with the Emergency Management Team, Surrey County Council	The SCC Emergency Management Team duty officer phone number is on the call out cascade
Consider the need / mechanism for updating Members / the MP / others	
Ascertain whether temporary housing may be required / consider putting on standby	
Looking at the nature of the incident, consider the likely impact and consider putting relevant operational staff / contractors on standby (e.g. waste collection, grounds maintenance, rangers)	
Ascertain whether a Building Control Officer is required	Normally BC Officers are contacted via the out of hours arrangements with Mole Valley, but in a major incident the request may come through the ILO / from the SCC EMT
Update the Vulnerable People Reporting System	
If the incident is likely to be protracted consider instigating a shift system for staff (including LT)	

## Appendix B

## Joint Doctrine Supporting Document

### Strategic Command Role & Responsibilities



#### Role

The overarching aim of the strategic commander is to protect life, property and the environment by setting the policy, strategy and the overall response framework for the incident and for both the tactical and operational command levels to act on and implement.

Strategic commanders should jointly agree the response strategy with representatives from relevant responder agencies at a strategic co-ordinating group (SCG) meeting.

#### Responsibilities

- a) Protect life, property and the environment.
- b) Set, review, communicate and update the strategy, based on available intelligence on threat and risk.
- c) Attend and possibly chair a Strategic Co-ordinating Group (SCG) meeting, if a group is established, or consider requesting that a SCG is set up.
- d) Consult partner agencies and community groups when determining the strategy.
- e) Consider setting tactical parameters within which the tactical level can work.
- f) Become involved in briefings where appropriate.
- g) Remain available to other agencies' strategic or tactical tiers of command, to ensure that appropriate communication mechanisms exist at a local and national level.
- h) Ensure, where appropriate, that command protocols are set, agreed and understood by all relevant parties.
- i) Where appropriate, secure strategic resources in order to resolve the incident and prioritise the allocation of resources.
- j) Ensure that there are clear lines of communication between all responder agencies.
- k) Review and ensure the resilience and effectiveness of the command team, identify requirements for assistance from the wider resilience community and manage them accordingly.
- l) Plan beyond the immediate response phase for recovery from the emergency and returning to a new normality.
- m) Have overall responsibility within the command structure for health and safety, diversity, environmental protection, equality and human rights compliance, and ensuring that relevant impact assessments are completed.
- n) Identify the level of support needed to resolve the incident or operation and resource the agency's response.
- o) The development of communication and media strategies.
- p) Consider any issues that have negatively affected interoperability and ensure they are noted in any debrief reports for submission to [Joint Organisational Learning](#).

## Appendix C

## Joint Doctrine Supporting Document

### Tactical Command Role & Responsibilities



#### Role

The role of the tactical commander is to protect life, property and the environment by ensuring that rapid and effective actions that save lives and minimise harm are implemented through a tactical co-ordinating group (TCG).

They work between the strategic and operational levels of command.

Tactical commanders are responsible for interpreting strategic direction (where strategic-level command is in use) and developing and co-ordinating the tactical plan.

The Joint Decision Model (JDM) should be used as the standing agenda for tactical co-ordinating group meetings.

#### Responsibilities

- a) Protect life, property and the environment.
- b) Be aware of and understand the multi-agency command structure, commander roles, responsibilities, requirements and capabilities (including gaps), and monitor the operational command structure, including functional roles.
- c) Determine whether the situation merits the activation of the strategic level of co-ordination and recommend accordingly.
- d) Establish shared situational awareness between the responder agencies.
- e) Initiate, if appropriate, and identify a chair for a multi-agency tactical co-ordinating group meeting at the earliest opportunity, and convene them at regular intervals to maintain shared situational awareness.
- f) Construct and agree the overall joint intent, objectives and concept of operations, and their achievement within a joint plan. Regularly assess and disseminate the information and intelligence available through appropriate communication to evaluate threats, hazards, vulnerabilities and actions. Establish and maintain multi-agency shared situational awareness and promote effective decision-making.
- g) Provide accurate and timely information to inform and protect communities using the media and social media.
- h) Understand how ever-changing threats and hazards affect each organisation, and work with multi-agency colleagues to conduct joint dynamic risk assessments, putting in place appropriate mitigation and management arrangements to continually monitor and respond to the changing nature of emergencies for the organisation.
- i) Ensure that statutory responsibilities are met and doctrine considered for the health, safety, human rights, data protection and welfare of individuals during the incident.
- j) Share and co-ordinate operational plans to ensure multi-agency compatibility and understanding of initial tactical priorities and ongoing tactics.