



Epsom & Ewell Borough Council

Public Emergency Plan

Policy Document

Version 4 – September 2025

This plan is owned, maintained and updated by Epsom & Ewell Borough Council. All users are asked to advise Epsom & Ewell Borough Council of any changes in circumstances that may materially affect the plan in any way.

Assessment/Review Type	Frequency	Next Due
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Authors: Applied Resilience on behalf of EEBC

Owner: Epsom & Ewell Borough Council

Maintenance: Applied Resilience

Approval: EEBC Incident Management Team

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Overview of Plan Structure The Emergency Plan Policy Document

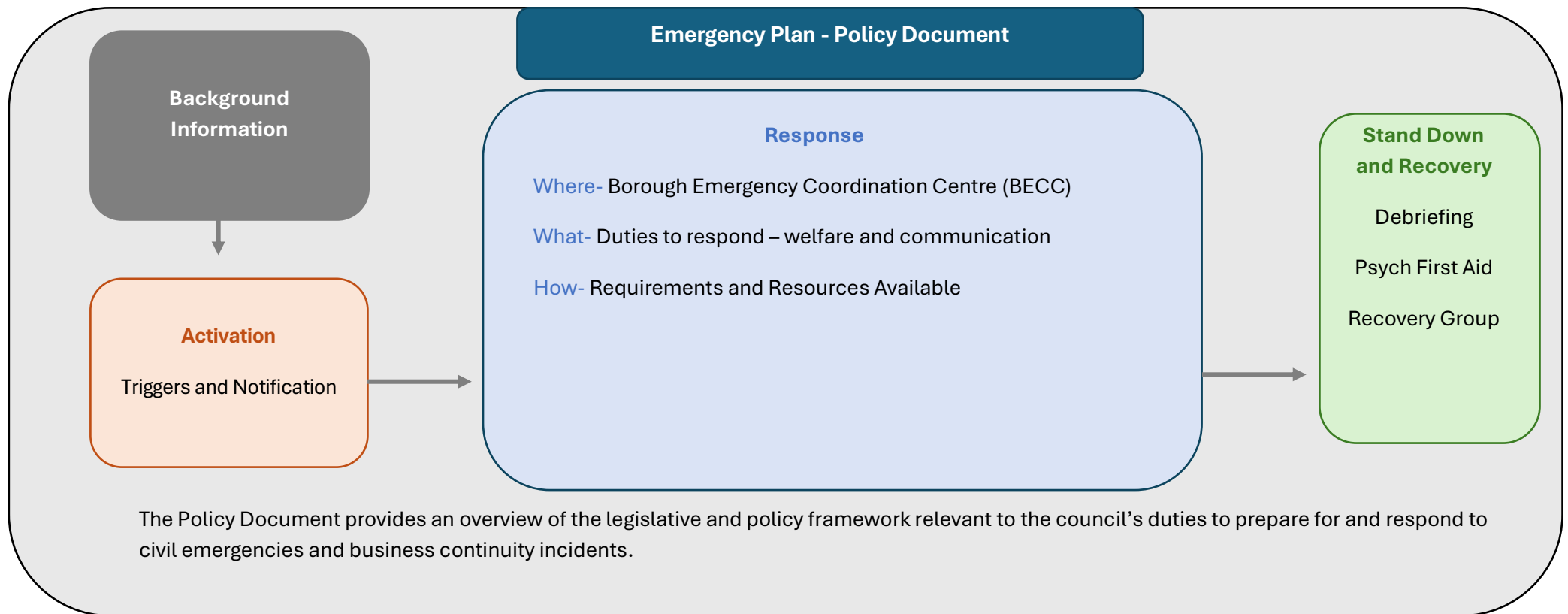


Figure 1. Overview of the Emergency Plan

Spontaneous Incident/Accident e.g. fire, Terrorism crash

Surrey Emergency Response Plan
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

Major loss of utility

SLRF Supporting Vulnerable people in Situ
Surrey Emergency Response Plan
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 Emergency Response Plan
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 Emergency Response Plan
Borough Emergency Plan
BECC Plan
Borough Vulnerable people in an emergency
SLRF Identifying Vulnerable people in an Emergency Plan

Evacuation

Surrey Emergency Response Plan
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

Types of Incidents and Their Linking Plans

Hazard Specific Incident

Fuel

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

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 Emergency Response Plan
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 Emergency Response Plan
Borough Emergency Plan
BECC Plan

Drought

Surrey Emergency Response Plan
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 Emergency Response Plan
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

Flooding

Surrey Emergency Response Plan
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
SLRF Supporting Vulnerable people in Situ

Snow and ice

Surrey Emergency Response Plan
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 Emergency Response Plan
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

Figure 2. Types of Incidents and Linking Plans.

1.0 Introduction

1.1 Aim

The aim of this plan is to outline the response of Epsom & Ewell Borough Council (EEBC) in the event of an emergency and provide useful detail into the 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; and
- To define and specify roles and responsibilities of EEBC 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 a Major Incident impacting EEBC. This plan covers the generic aspects of EEBC 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 EEBC internal plan or;
 - A multi-agency plan
- Business Continuity arrangements, such as
 - Loss or denial of access to an EEBC site (such as the Council Offices)
 - Loss of staff
 - 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 EEBC Tactical lead or the Incident Management Team.

Small scale out of hours incidents, such as noise complaints, minor unauthorised encampments, or other small-scale issues that fall outside of the scope of the Civil Contingencies Act and associated regulations, are not covered under this plan, and guidance should be managed by normal day-day arrangements within the Council.

1.4 Ownership, Maintenance and Review

This plan is owned by EEBC. Applied Resilience are responsible for this plan's creation, review, testing, exercising and maintenance. A full review of this plan will be undertaken biennially or in the event of a large organisational or legislative change. There will also be an admin review of the plan annually. 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**.

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

Table 1: Training and Exercise Schedule

2.0 Civil Contingencies Act (2004)

The Civil Contingencies Act (CCA) 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.

Epsom & Ewell Borough Council is a local authority and is therefore classed as a Category 1 Responder. Category 1 Responders are those organisations at the core of emergency response (including the emergency services, The Environment Agency and NHS bodies).

Category 1 responders are subject to the full set of 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
- Promote Business Continuity in the community
- Provide advice and assistance to businesses and voluntary organisations about business continuity management (local authorities only)
- 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

The CCA 2004 also covers Business Continuity, requiring local authorities to be able to continue providing an acceptable level of day-to-day services, even during an incident. This process is detailed in the Council's Business Continuity Policy and Plans.

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, identify roles and responsibilities
- Lay out multi agency command and control structures
- Support warning and informing
- Assess Risk
- Facilitate multi-agency training and exercising

For further details concerning the CCA 2004, see the emergency planning section of the Council's website here: <https://epsom-ewell.gov.uk/residents/emergency-planning>.

3.0 Community Risk Register and Types of Emergencies

This plan has been created to explain and facilitate an EEBC response to an emergency in relation to risks outlined in the Surrey Community Risk Register (CRR). The Surrey CRR is created and managed by Surrey’s Local Resilience Forum and is based on the National Risk Assessment and National Risk Planning Assumptions. The Surrey CRR is also published to provide public information about specific 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 about the Surrey CRR can be accessed through the Surrey County Council website: [Surrey's Local Resilience Forum - Surrey County Council \(surreycc.gov.uk\)](http://surreycc.gov.uk)

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;

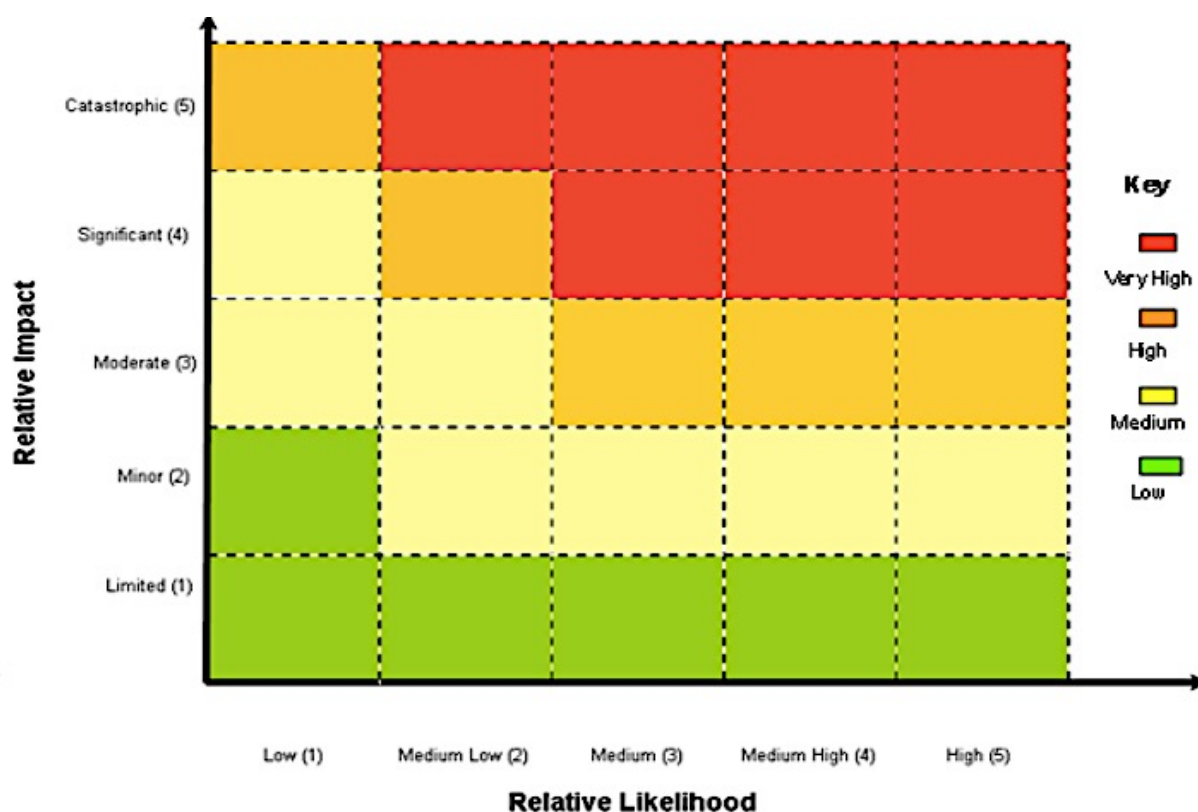


Figure 3: Diagram of Risk Matrix

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 they 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 classed 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 with which the Council could expect to be involved in include:

Risk Rating – **Very High:**

- **National Electricity Transmission Failure** - 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 Macroseismic 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.

District & Borough Lead Agency Role

- From the list above, Districts and Boroughs are listed as being the Lead agency for Earthquakes only.
- As the lead agency it would be expected that the Council can provide a representative to chair any Tactical Coordinating Groups and any Strategic Coordinating Groups that take place following an earthquake.

This plan should remain flexible enough to be able to respond to any of the emergencies above. This plan is supported by internal and LRF Hazard specific plans.

4.0 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; and
- 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 EEBC has this prerogative, which may be used for slower build incidents, such as flooding.

Joint Emergency Services Interoperability Principles (JESIP) has been set up to ensure joint working works effectively. There are five principles:

Co-location, Communication, Co-ordination, Joint Understanding of Risk, Shared Situational Awareness and should be used in all civil emergencies. For more information see the [JESIP](#) website or for quick access see **Appendix L**.

5.0 Who is involved in Emergency Response?

Within Epsom and Ewell 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 staff 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 EEBC is responding effectively in its own right, and in conjunction with other agencies. A full description of other agencies involved, and their roles, can be found in the **Operational Guidance Plan**.

5.1 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 4 page 19** for diagrammatic view of command and control.

5.2 Operational Command (Bronze)

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

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. 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.

5.3 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.

Applied Resilience will take the initial tactical lead role and will make that initial tactical plan. This may then move to a BECC Manager to run.

Some of the ILOs are also Tactical Liaison Officers so are more appropriate for going to a TCG. The ILO will attend tactical or operational briefings at multi agency level (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. ILOs pass on Borough actions and developments to the Tactical Commander (Tactical lead or BECC Manager).

5.4 Strategic Command (Gold) - Incident Management Team

Multi-agency Strategic will normally establish a Strategic Co-ordinating Group (SCG), this could be a virtual group or hosted at a physical location depending on the nature and scale of the incident. Other emergency services and local authorities will nominate senior officers to attend the SCG 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 will act as internal EEBC Strategic. The Chief Executive is ultimately responsible.

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

Incident Management Team (IMT) 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. All members of IMT are expected to attend as required to support the response.

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 Manager / Comms Team / rep on the multi-agency Strategic Co-ordinating Group)
- The response is coordinated by the Emergency Planning Advisor with a member of IMT overseeing actions 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 Incident Management Team and other key staff to share incident updates which are non-sensitive.

Normal council Governance and delegation of powers will remain in place, however, a more formal structure is required in an incident. It is important all decisions and rationales are recorded. This can be done in an individual log book or IMT minutes/decision log. Appendix L holds a decision proforma where items for decision can be raised to IMT in formal command structures (for fast pace small incidents this will be done verbally or by email and recorded in log books).

During an alert and any subsequent emergency, all responding officers must maintain a comprehensive record of all events, decisions, reasoning behind key decisions and actions taken. The Chief Executive should nominate an information manager responsible for overseeing the collection / keeping records after the incident.

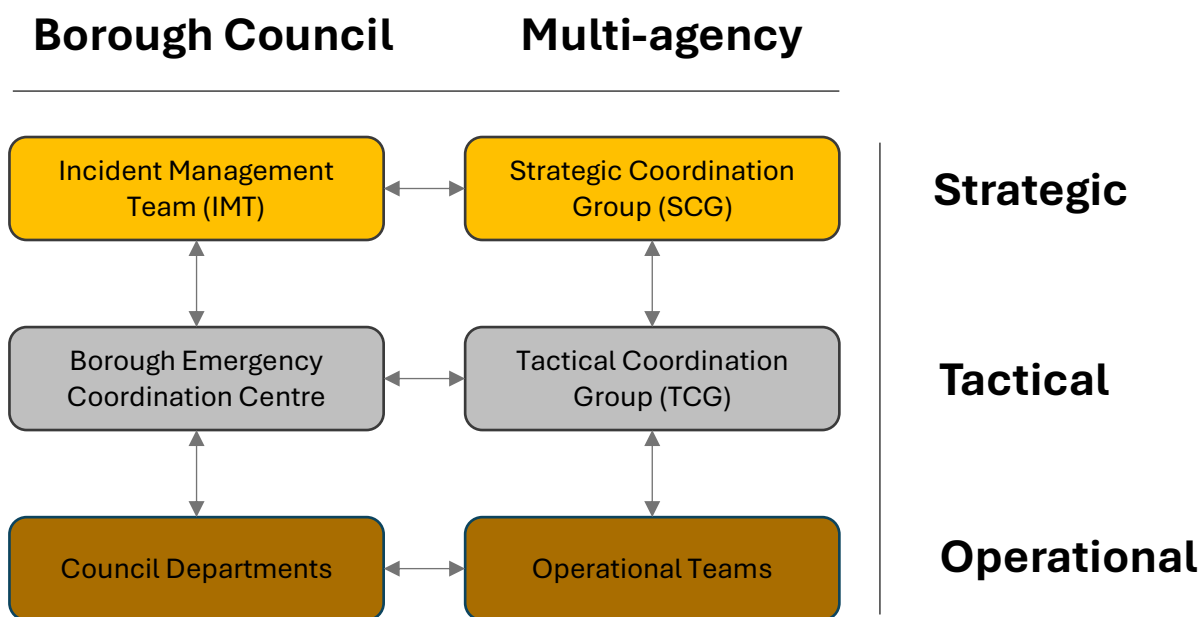


Figure 4: C3 structure internally and at multi—agency level

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. Incident Management 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.

5.5 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, however, Surrey Fire and Rescue will 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.

5.6 Information Sharing

Non-Sensitive Information

1. 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 so that everyone can make the right decisions 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 enactment or by contract.

Potentially Sensitive Information

2. Not all information can be shared. The Emergency Planning Team 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.
3. Sensitive information will not be disclosed where it would be prejudicial to security or public safety, or where the information is commercially sensitive, or where the information is personal data within the meaning of the General Data Protection Regulations (GDPR). Professional advice is available from Legal and Democratic Services. 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

4. 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 impacted by the incident. The Data Protection Act allows for 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 passing of the information.

5.7 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 EEBC's own agreed strategy for responding to the incident.
- **Corporate** – owned by EEBC 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.

Table 2 below summarises the different decision logging which would happen during an incident at all command levels, and the differences between a rapid onset or rising tide emergency.

Decision type	Definition – context of an emergency	Where is the decision made? By who?	Governance arrangements
Strategic	<ul style="list-style-type: none"> • Sets strategic direction • Coordinates responders • Prioritises resources <p>Decisions of this magnitude will require an urgent IMT meeting to be convened for the decisions to be made.</p> <p>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.</p> <p>Decisions and rationale may be logged formally by dedicated loggists in the IMT decision register log and attributed to a constitutionally responsible officer.</p>	<p>Rapid onset emergencies:</p> <p>One Director on call who will make time critical decisions on behalf of the Council. If more than one Director is available 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.</p>	<p>Rapid onset:</p> <p>Contemporaneous notes and a record of decisions, and rationale, should be kept in IMT members’ logs.</p> <p>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.</p> <p>The Leaders and other Members should be updated.</p>
		<p>Rising tide emergencies:</p> <p>An IMT will be formed of the Directors and the Leader. It requires a quorum of at least two IMT decision-makers to make a decision and these should be formally</p>	<p>Rising tide:</p> <p>IMT meetings should be formally minuted, 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 a constitutionally responsible</p>

Decision type	Definition – context of an emergency	Where is the decision made? By who?	Governance arrangements
		minuted and added to the IMT decision register log. Requests for decisions from services will be brought as a proforma.	<p>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 L).</p> <p>The Leader and portfolio Member(s) will require briefing from Directors / HoS and may attend IMT if necessary</p> <p>Implement pre-established arrangements to manage information and support multi-agency decision-making at tactical and strategic levels.</p> <p>An intensive media plan may be put in place. If multi-agency emergency response, potential for LRF multi-agency media plan.</p>
Tactical	<ul style="list-style-type: none"> • Interprets strategic direction • Develops tactical plan • Coordinates activities and assets <p>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</p>	<p>Rapid onset: On Call Duty Manager assumes Tactical Lead. If they are overwhelmed, a BECC is to be established and take Tactical Command.</p>	<p>Rapid onset: The strategic lead on call and IMT will be updated of the Tactical Commands plans and decisions via phone or by email in order to challenge or support, however, this should not delay time critical responses.</p> <p>All responders at that tactical level including the Tactical Lead / BECC Coordinator will log decisions and rationales in an incident log. If they are overwhelmed a Loggist can be</p>

Decision type	Definition – context of an emergency	Where is the decision made? By who?	Governance arrangements
	decisions and rationale made in a BECC also sent to: emergencyplanning@Epsom-Ewell.gov.uk when applicable.		asked to record the log on their behalf, however, the responsibility of the log contents remains with the Tactical Lead / BECC Coordinator.
		<p>Rising tide: Set up of a BECC as Tactical Command with relevant cells required to address emergency.</p> <p>Directors / HoS should inform the Leader and relevant Member(s) as part of the decision-making process, although the ultimate decision-making process will be made by Officers not Members.</p>	<p>Rising tide:</p> <p>Significant decisions which require strategic sign off will be raised at an IMT meeting, which may take the form of the proforma in appendix L.</p> <p>Cell meetings should hold an action, decision log (could be contained with minutes) and escalate any risks to the Strategic risk Register.</p> <p>Individual officer may decide to also keep a record of individual decision making and rationale.</p> <p>Public information updated on website and social media communication channels. Communications notified by IMT. Media Release via Leader and relevant Member(s).</p>
Operational	<ul style="list-style-type: none"> • Executes tactical plan • Commands single-service response • Coordinates actions 	Rapid onset: In rapid onset emergencies decisions will be made by the operational lead (for example Rest Centre Manager) or	Rapid onset: 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
	This is the front-line level of response, often at / close to the scene of the incident, or within the service operation.	escalated to the Tactical lead of the incident.	
		Rising tide: In rising tide emergencies decisions are likely to be signed off or made by service managers or line managers.	<p>Rising tide: Contemporaneous notes and decisions should be recorded via personal, or operation team logbooks and tactical command informed (e.g. via ILO).</p> <p>Public information updated on website and SM communication channels.</p> <p>Tactical Command on standby and kept informed if need be according to situation context.</p>

Table 2 – Decision Making Scheme

6.0 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 supported by local authority and other organisations. Epsom and Ewell Borough Council'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 phase. Lead agency status for recovery will normally be with Surrey County Council (SCC), however in some incidents, particularly where they are isolated within the Borough, EEBC may be expected to take on this Lead Agency role. This discussion with SCC needs to happen at an early stage.

The Chief Executive 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 the teleconference). It is important that decisions are made, logged and staff/partners advised regarding the change in level of the response.

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



AR 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.

7.0 Response Phase: Where -

7.1 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 EEBCs response. Below is a summary of important aspects of the BECC. Full details can be found in the EEBC BECC Plan.

7.2 BECC Location

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7.3 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 EEBC 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 EEBC
- The need to support adjoining boroughs/districts faced with an emergency
- If the BECC can be virtual or physical

A BECC is scalable: it could be a very small group working together on the incident plan via teleconference or it could be a large coordination centre. There is also the opportunity to do a virtual BECC and details can be found in the BECC plan. Whichever option is chosen it is imperative that all calls, actions and decisions are logged.

The Chief Executive or Strategic Lead decides whether the BECC should be activated.

7.4 BECC Cells

The BECC is made up of three cells where incident requests are dealt with and coordinated by a BECC Manager. More information can be found in the BECC plan. Table 3 details some of the cells responsibilities.

- Welfare Cell – deals with all welfare needs of the residents including vulnerable people and rest centres
- Information and support Cell – deals with all corporate activities such as Comms, ICT, Legal, HR.
- Environment Cell – deals with operational requests such as equipment, Environmental Health etc.

Responsibilities	Area of Response
Activating and staffing the BECC as required in support of the management of the incident.	IMT
Lead the recovery effort providing support and aftercare to persons living within the borough until a state of normality or 'new' normality is returned.	IMT
Assist people in need.	Welfare
Provide immediate shelter and welfare for survivors or evacuees 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.	Information and Support (Communications)
Release information that has been agreed by the Police to the media and give advice to the public.	Information and Support (Communications)
Maintain and restore Council services and facilities	Information and Support (Business Continuity)
Provide investigating and enforcement Officers under the provision of the Food and Environment Protection Act 1985 as requested by Defra	Environment
Facilitate the inspection of dangerous structures to ensure they are safe for emergency personnel to enter	Environment
Clean-up of pollution, facilitate the remediation and reoccupation of areas affected by an emergency	Environment

Table 3: EEBC Duties to Respond

8.0 Response Phase: What - EEBC Duties to Respond

8.1 County or Borough Responsibility?

In the event of an incident involving more than one Borough or District, the Chief Executives of the affected area may nominate a lead authority or define responsibility for co-ordination of the major incident response. In incidents where two or more of the Boroughs are affected, or for cross border incidents with the response largely within Surrey, the County Council will assume the lead, supported by the Districts/Boroughs. The responsibilities between Borough and County Council can sometimes become confused. **Table 4** outlines the responsibilities of each organisation.

Surrey County Council	Epsom and Ewell 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	Media management (along with the emergency services)
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)	Supporting 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
Recovery	
Animal Health	
Forestry	

Table 4. EEBC and SCC Duties.

9.0 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 Part One 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.

9.1 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. EEBC may be called upon to assist the police by providing transport, shelter and accommodation. Should it be required EEBC, Surrey Police/Surrey Fire Rescue Services and SCC will agree on the best location for an Emergency Assistance Centre (Police or Fire for an Evacuation point and EEBC for a Rest 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 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.

9.2 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 is needed. This will involve all relevant agencies (including the Districts and Boroughs) to discuss the need for, and most appropriate way of providing, support for residents including those who are vulnerable.

9.3 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 EEBC Emergency Assistance Centre Plan or the SLRF Emergency Assistance Centre Plan.

9.4 Rest Centre (Borough Lead)

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

9.5 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, interviews and documentation.

9.6 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).

9.7 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 CommAC 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.

9.8 Homelessness

In an Incident, EEBC 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 (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.

10.0 Communication

10.1 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 that members (like anyone) can help or hinder the emergency response and so clarity, communication and leadership is critical.

10.2 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; and
- 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 the Communications and Customer Service teams.

It is also critical that communication messages can be signed off quickly. The strategic lead (which could be any one of the directors) should make themselves available to sign off messages quickly. Sign off does not need to wait for the next IMT meeting or does it need the whole of IMT to sign them off.

10.3 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. The following teams will liaise to ensure consistent messages are disseminated via communication channels: Communications, Contact Centre & Business Support. An emergency will affect lots of services so remember horizontal communication (which can be coordinated by the BECC or Tactical lead) to key services is just as important as vertical communication.

10.4 Alternative Emergency Communications Systems

Epsom and Ewell 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 EEBC can meet this duty details including Radio Networks and MTPAS. The SLRF Telecommunications plan contains more details on how to respond to a telecommunications outage.

11.0 Media Management

For media enquiries procedure please see the **Operational Plan**.

11.1 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 Surrey Police Communications Team, the Fire or Ambulance service Communications Teams and Surrey County Council or the other local authority Communications Teams if it is a cross-border incident. This will ensure that all statements correlate.

11.2 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 the phone to the Communications Officer. This would usually be the Chief Executive, Chair of S&R, Group Leader or a member of the Members Comms cell.

11.3 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.

11.4 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.

11.5 Statements

The Communications Officer should prepare a holding statement, to be approved by the Chief Executive or deputy. 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 the **Operational Plan** 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 Head of People & OD and the Strategic Lead.

11.6 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.

11.7 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.

11.8 Press conference/briefings

It is the responsibility of Surrey Police 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.

11.9 Key messages and question and answer sheet

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

11.10 Dealing with complaints

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

11.11 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 it is a smaller incident EEBC may take responsibility.

11.12 Mutual aid

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

12.0 Response Phase: How - Requirements and Resources Available

12.1 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 the **Operational Plan**.

12.2 Mutual Aid

EEBC may be required to give assistance to other Local Authorities responding to emergencies. Informal arrangements exist between neighbouring authorities for mutual aid in the event of a cross boundary incident. Districts and Boroughs may want to share officer resources during emergencies; this could range from Incident Liaison Officer (ILO) level through to Strategic level staff in the BECC. For more information on mutual aid, please see **Appendix A**.

12.3 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 Emergency Management Resilience Team (EMRT).

13.0 Staff Welfare

13.1 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.

Responding staff will be provided with food and beverages throughout an incident as necessary, and any PPE required to keep safe and carry out their role.

13.2 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 someone by telephone, where they are going and how long they will be. Staff should report back to someone when they have returned safely.

13.3 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.

13.4 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.

14.0 Finance

14.1 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 D**).

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.

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15.0 Recovery

15.1 Recovery Phase

After the emergency services have left the scene of a major incident, depending on the incident either EEBC (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 the SCG will be needed as early as possible, and the Borough's representative at the SCG should report back to the Chief Executive (or Deputy) with 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 actions. 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.

15.2 Recovery Structures and Command and Control

Command and control structures for the recovery phase mirror those at the response phase. A summary is shown in Figure 5 below:

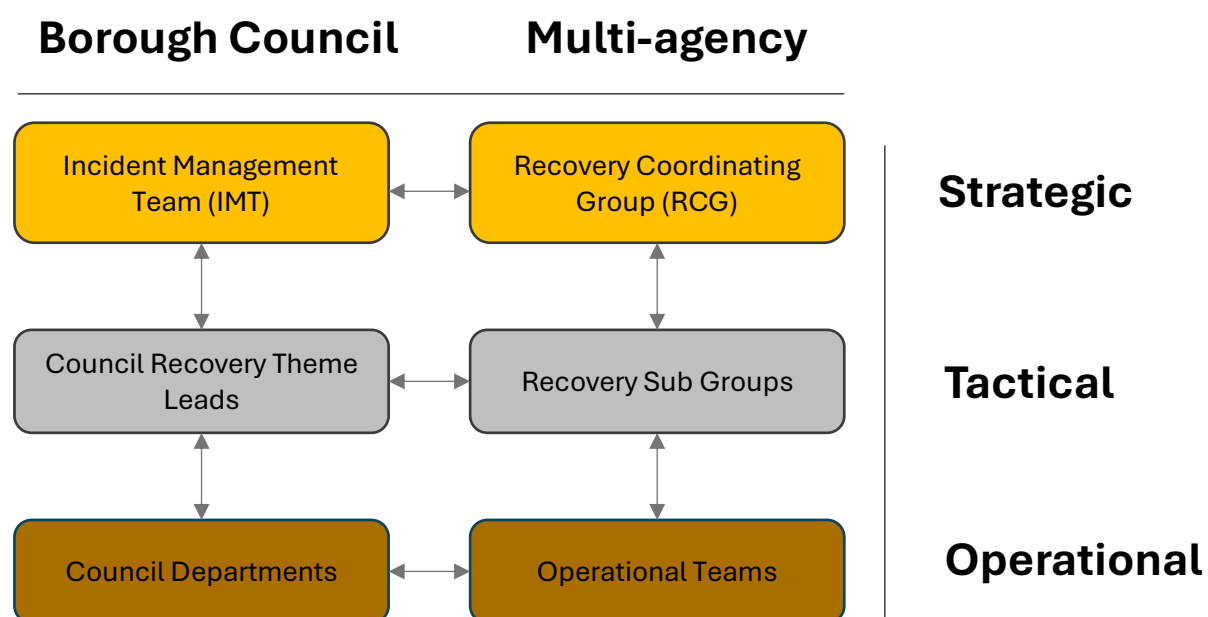


Figure 5: C3 structure (recovery) internally and at multi—agency level

The Recovery Coordination Group (RCG) is the decision-making body for the recovery phase once the handover has taken place from the lead agency. The RCG will take advice from its subgroups, which will operate at the tactical level. It is likely that the following subgroups will be formed;

- Multi agency information group (media/PR)
- Business and Economic Recovery
- Health and Welfare
- Finance and Legal
- Environment and Infrastructure
- Science and Technical Advisory Cell
- Community Recovery Committee

It is likely that each of the subgroups will require representation from the Council. The representation will be determined by the Council's Incident Management Team. Central coordination will be managed on behalf of the IMT by a nominated lead, who will be a senior manager, supported by Applied Resilience.

Appendix A: Surrey Borough and District Mutual Aid MOU

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Appendix B: Post Incident Write Up

Incident:

Location:

Duration:

Form completed by:

Role in incident:

(please complete all details of your involvement with the incident) – include identified recommendations for improvements to the Council’s Emergency Response.

What Went well

What didn’t go well

Recommendations

Appendix C: Bellwin

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Appendix D: Credit Card Holders

Removed due to sensitive content.

Appendix E: Staff Access OOHs

Removed due to sensitive content.

Appendix F - Move to Critical Terror Threat Level

Removed due to sensitive content.



Appendix G - IMT Agenda

IMT MEETING AGENDA

MEETING INFORMATION

Objective:	
Location/ Teleconference	
Date:	
Time:	
Call-In Number and Code:	
Chair:	
Loggist:	

Attendees:

AGENDA ITEMS

1. Attendance / Apologies
2. Urgent issues
3. Minutes & matters arising
4. BECC Update / Service Updates
5. Business Continuity issues
6. Staffing issues (including rotas and communication)
7. Public communications
8. AOB
9. Actions review
10. Date and time of next meeting

ACTIONS FROM PREVIOUS MEETING

NEW ACTION ITEMS

NEXT MEETING SCHEDULED

Time:**Location**

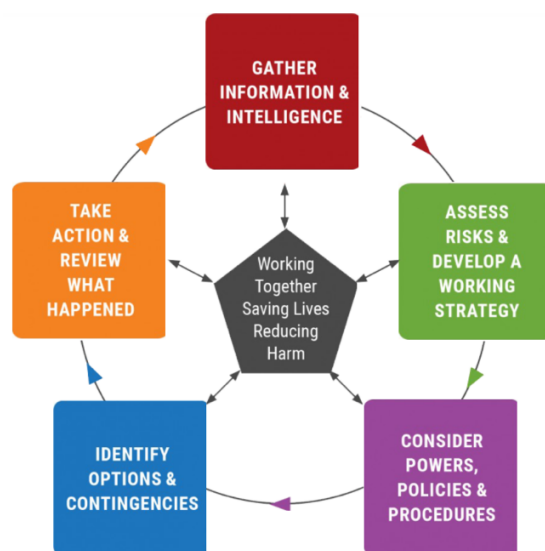
Appendix H: Decision Making In an Emergency

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.

Therefore, whilst endeavouring to follow the six fundamental key points above, EEBC's strategic command level's Incident Management Team (IMT) are encouraged to follow JESIP's [Joint Decision Model](#) (JDM) process to guide and support them in decision-making in their responses to emergencies.

Joint Decision Model cycle:



Using the 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 EEBC 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?	<ul style="list-style-type: none">• 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?	<ul style="list-style-type: none">• 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?	<ul style="list-style-type: none">• Do the benefits of proposed actions justify the risks that would be accepted?
D) DO WE HAVE A COMMON UNDERSTANDING AND POSITION ON:	<ul style="list-style-type: none">• 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:	<ul style="list-style-type: none">• 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.

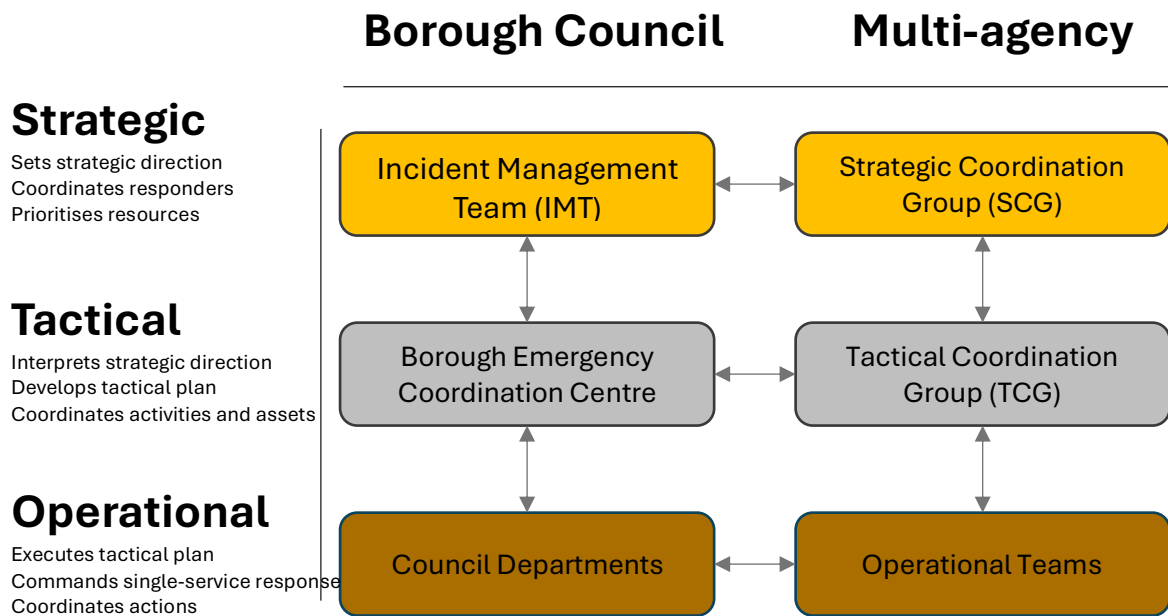
Once the decision makers are satisfied, collectively and

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 5 details the types of decisions that should be made at each level and the process it should follow.

Command & control structure internally and at multi-agency level



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.

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

Operational Level Command

This is the front-line level of response, often at, or close to, the scene of the incident. They will control and deploy the resources of their respective service within a functional or geographical area and will implement the tactical plan decisions as directed by the tactical commander. Operational level decisions can be taken by staff or managers within a service area. These are largely decisions they are used to making in a BAU role, but as per the Council's emergency arrangements, would make use of plans and undertake them in an emergency context. These

decisions should be recorded in a personal or operational team logbook locally and updated to the tactical lead and / or cell.

In rapid onset emergencies, decisions will be signed off by the Tactical lead of the incident.

In rising tide emergencies decisions are likely to be signed off or made by service managers or line managers.

Tactical Level Command

Tactical command determines priorities, plans and co-ordinates when a task will be undertaken and obtains resources as required. Tactical Leads should not become involved with the activities at the scene but concentrate on the overall general management whilst being informed by the operational staff at the scene. Tactical command implements the strategy set out by the Strategic Level. This category would also include decisions where there is likely to be substantial public interest.

The EEBC Incident Liaison Officer (ILO) acts as a key liaison between operational staff at the scene and those in tactical command away from the scene. They will attend briefings at multi-agency tactical meetings, 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. ILOs pass on Borough actions and developments to the Tactical Commander.

In rapid onset emergencies a tactical plan will be made by the tactical lead. Decisions will need to be made quickly. If time allows, a Borough Emergency Coordination Centre will be set up and the BECC will take over from the Tactical Lead. In addition to personal logs there will be a tactical and IMT decision register log active. The strategic lead on call will be updated of the plans and decisions via phone and by email in order to challenge or support, however, should not delay time critical responses.

Significant decisions which require strategic sign off or support will be raised to the strategic on call immediately. For example, media statements and large resource deployments not typical to an incident response.

In rising tide emergencies formal structures are likely to be set up either virtually or physically and decisions made as a collective in formal meetings. A Borough Emergency Coordination Centre will be set up and take Tactical Command. A decision register log for those meetings should be kept and will be made up of the relevant Heads of Service. Significant decisions which require strategic sign off will be raised at an IMT meeting in the form of the proforma in appendix A.

2.3 Strategic Level Command

The Incident Management Team (IMT) acts as EEBC Strategic level command and leads on strategic coordinating and decision-making efforts during emergencies, ensuring that EEBC is responding effectively and in conjunction with other agencies. Strategic decisions are for the most significant issues.

IMT is a Command-and-Control structure used to respond to emergencies and as such does not have decision making authority in its own right but uses existing delegated powers. Constitutionally it is permissible for decisions at the IMT to be made under powers of individual senior officers through the scheme of delegation. The senior officers in the IMT therefore use their existing delegations to make decisions in an emergency according to the Command-and-Control structure. IMT itself is not a decision maker, but a forum in which decisions are made by senior officers based upon their roles, responsibilities, knowledge, and expertise in line with the most up to date information and situational awareness. Therefore, when a decision is made at IMT, it must be attributed to a constitutionally responsible officer and recorded in the IMT decision register log whilst also made according to the decision-making scheme so to ensure of a clearly documented audit trail of governance.

Multi-agency decisions will be made at the Strategic Coordinating Group at the LRF. The LRF has no legal powers and organisations take responsibility for any decisions and actions taken. Decisions will need to be discussed and recorded internally. If actions/decisions are taken against the collective the rationale needs to be recorded.

In rapid onset emergencies this is likely to be just one Director on call who will make time critical decisions on behalf of the Council. If more than one Director is available an IMT can be called but should not be at the expense of time critical decisions. The Leaders and other Members should be updated of plans and decisions via phone and by email in order to challenge or support; however, this should not delay the decision-making process.

In rising tide emergencies an IMT will be formed of the Directors. It requires a quorum of at least two IMT decision-makers to make a decision and these should be formally minuted and added to the IMT decision register log. Requests for decisions from services will be brought as a proforma.

The decision making proforma (see Appendix H) is a request brought via a paper and comprises background detail and recommendations alongside key risks and issues taken into consideration, how to mitigate these and the financial implications. These make up the key ingredients towards making strategic decisions that would be considered and scrutinised at IMT before their potential implementation by an attributed senior officer.

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.

Recording of decisions at strategic level - IMT

Strategic decisions made or ratified in IMT meetings must be formally recorded in meeting minutes by dedicated loggists. These need to be recorded in the IMT decision register log with the time and date, the rationale and considerations behind decisions, including risks and any other implications. Furthermore, when a decision is made at IMT, it must be attributed to a constitutionally responsible officer and recorded in the IMT decision log made according to the decision making proforma so to ensure of a clearly documented audit trail of governance.

Framework for how decisions are tracked and logged:

	Rapid onset emergencies	Rising tide emergencies
Operational	Log Book	BAU Head of Service or Director approval
Tactical	Log Book or BECC cell meeting minutes (if held)	BECC / Cell Meeting Minutes / Emails / Key decision logs
Strategic	Log Book and IMT Decision register Log and meeting minutes (if IMT held)	IMT Meeting Decision register Log with issues escalated through Decision proforma

Appendix I: Everbridge Notification System

Removed due to sensitive content.

Appendix J: UK Emergency Alerts

Emergency Alerts is the UK Government service that will warn the public if there's a danger to life nearby. In an emergency, a mobile phone or tablet will receive an alert with advice about how to stay safe. Emergency Alerts will be sent for:

- Severe flooding
- Fires
- Extreme weather
- (It has been advised that the alerts may be used for other emergencies in future)

Emergency Alerts will only be sent by:

- the emergency services
- government departments, agencies and public bodies that deal with emergencies

It has been advised that the alerts may be used for other emergencies

More information can be found on the UK Government's website: [About Emergency Alerts - GOV.UK \(www.gov.uk\)](https://www.gov.uk/about-emergency-alerts)

Appendix K: Glossary

ACCOLC – Access Overload Control

The Access Overload Control Scheme gives call preference to registered essential users on the four main mobile networks in the UK if the scheme is invoked during a major emergency.

BECC – Borough Emergency Coordination Centre

The Borough Emergency Centre (BECC) is where the Borough's Tactical Control Team may be located. During a major incident, it may be more efficient to bring together key staff who are able to respond to requests from Multi Agency Tactical Lead. Representatives at TCG should be in a position to task down to Operational Staff in their area. The Tactical Control Team selected will be based on the nature of the incident.

Bellwin Scheme

Discretionary scheme for providing central government financial assistance in exceptional circumstances to affected local authorities in the event of a major emergency.

Operational Command (Bronze)

At the front line of any major incident, there are operational levels of command known as Operational Teams. This is the level at which the management of 'hands-on' work is undertaken at the incident site(s) or associated areas.

CCC - Civil Contingencies Committee

Civil Contingencies Committee (CCC) of Ministers (chaired normally by the Home Secretary) convened to provide central government oversight of a major emergency.

CCS - Civil Contingencies Secretariat

The Cabinet Office secretariat which provides the central focus for the cross-departmental and cross-agency commitment, co-ordination and co-operation that will enable the UK to deal effectively with disruptive challenges and crises.

COMAH sites

Industrial sites which are subject to the Control of Major Accident Hazards Regulations.

Command

The authority for an agency to direct the actions of its own resources (both personnel and equipment).

Co-ordination

The harmonious integration of the expertise of all the agencies involved with the object of effectively and efficiently bringing 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.

DEFRA – Department of Environment, Food and Rural Affairs

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.

DH – Department of Health

Government Department of Health.

Family and Friends Reception Centre

Secure area set-aside for reception and interview of relatives and friends arriving at the scene. Established by the police in consultation with the local authority

Strategic (Gold)

Strategic is the senior emergency control team responsible for agreeing the policy and strategic direction of response to a major incident. Strategic is made up of senior representatives from the emergency services, local authorities, other SLRF organisations and co-opted specialists

ILO - Incident Liaison Officer

A local Authority Officer who provides a direct link between the local Authority and the Tactical Coordinating group.

Incident Management Team (IMT)

Epsom and Ewell 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.

LGD - Lead Government Department

Department which, in the event of a major emergency, co-ordinates central government activity.

Major Emergency

Any event or circumstance (happening with or without warning) that causes or threatens death or injury and disruption to the community. Or damage to property or to the environment on such a scale that it cannot be dealt with by the emergency services, local authorities and other organisations as part of their normal day-to-day activities.

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.

Mutual Aid Arrangements

Cross-boundary arrangements under which emergency services, local authorities and other organisations request extra staff and/or equipment for use in a disaster.

OGD – Other Government Departments

Other Government departments that may be involved in any major incident.

RAYNET

Radio Amateurs Emergency Network.

RVP - Rendezvous Point

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.

TCG/ 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.

SLRF - Surrey Local Resilience Forum

The Surrey Local Resilience Forum (SLRF) organisations respond to a major incident under the guidance of the Strategic Coordinating Group (known as Strategic).

Temporary Mortuary

Facilities accessible from a disaster area designated for temporary use as a mortuary and adapted for post mortem examinations to take place.

Utilities

Companies providing essential services e.g. gas, water, electricity, telephones.

VexDD – Veterinary Exotic Disease Division

DEFRA division responsible for monitoring and handling Exotic diseases.