

**Guildford Borough Council and Waverley Borough Council  
Emergency Plan  
V1.0**

**November 2025**

<b>Approving Body:</b>	Strategic Emergency Planning Group
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<b>Next Review Date:</b>	November 2026

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## Part 1: Administration

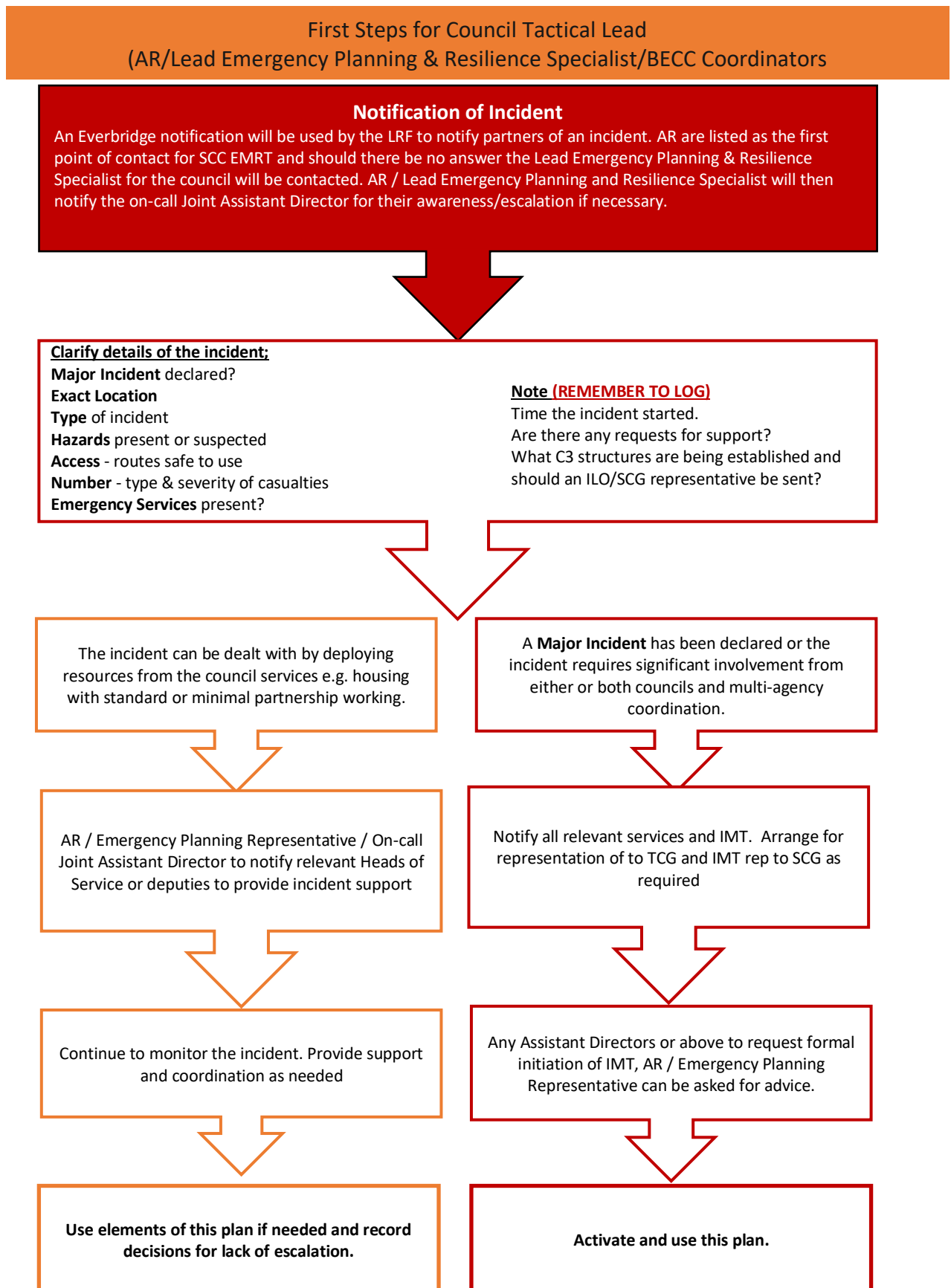
### 1.1 Version Control and Distribution

Record of amendments.

Amendment (Version No.)	Details	Amended by	Date
V1.0	New Public Emergency plan created, using a combination of Guildford Borough Council's Emergency Plan and Waverley Borough Council's Emergency Plan	Applied Resilience	May 2025

This plan is for use by any member of staff who may be involved in emergency response on behalf of Guildford Borough Council and Waverley Borough Council. Those who have key roles should make themselves familiar with the plan. However, the plan is available, on request, to any member of staff. Requests should be made to the relevant Emergency Planning Officers.

## Part 2: Notification and Immediate actions



## 2.1 Notification of incident

## 2.2 IMT Immediate Actions

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

Actions by IMT
<b>Notification</b>
Removed due to sensitive contents
Information Gathering
Removed due to sensitive contents
<b>Actions</b>
Removed due to sensitive contents

## Part 3: Introduction

### 3.1 Aim and Objectives

The aim of this plan is to outline the Guildford Borough Council and Waverley Borough Council response in the event of any emergency which may affect either Guildford, or Waverley, or both Boroughs. This plan aims to provide appropriate guidance for the effective deployment and co-ordination of services and resources to facilitate an effective response.

The objectives of the plan are to:

- Provide an overview of the emergency planning, response, and recovery process in the Boroughs of Guildford and Waverley.
- Provide guidance for the deployment and coordination of the Boroughs' resources.
- Outline how Guildford Borough Council and Waverley Borough Councils will comply with their duties as Category 1 responders under the Civil Contingencies Act 2004.
- Define and specify roles and responsibilities of Guildford and Waverley Borough Councils and other responding agencies.
- Define the process and procedures to activate different emergency plans.
- Define command and control structures within Guildford Borough Council and Waverley Borough Councils both independently and as part of a joint emergency response.

### 3.2 Audience and Scope

This plan is aimed at all those likely to be involved in the response to an Emergency or Major Incident impacting Guildford Borough Council and/or Waverley Borough Council. This plan covers the generic aspects of the Councils' responses to civil emergencies. It does **not** cover the following:

- **Specific information and detail that is otherwise detailed in other plans**, this may be:
  - A Guildford Borough Council / Waverley Borough Council internal plan (e.g. the Borough Emergency Coordination Centre Plan).
  - A multi-agency plan (e.g. the SLRF Emergency Response Plan or Surrey LRF Excess Deaths Plan), which can be found on the Multi-Agency Portal.
- **Business Continuity arrangements** implemented in disruptions, for example, a loss of ICT.
- **Small scale out of hours incidents** (such as noise complaints or unauthorised encampment that fall outside of the scope of the Civil Contingencies Act and

associated regulations and guidance. These types of incidents should be managed by normal day-day arrangements within the Council.

**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 a pandemic. In this instance, both the Emergency Plan and Business Continuity arrangements may be activated by the Applied Resilience or the Incident Management Team.

### **3.3 Civil Contingencies Act (2004)**

The Civil Contingencies Act provides a single framework for civil protection in the United Kingdom. The Act is separated into two parts: local arrangements for civil protection (Part 1) and emergency powers (Part 2).

Part 1 establishes a statutory framework for civil protection at the local level. This, together with accompanying guidance and regulations, sets out clear expectations and responsibilities for responders at the local level. This helps to ensure that they are prepared to deal effectively with a full range of emergencies from localised incidents through to catastrophic emergencies.

The Act establishes a clear set of roles and responsibilities for those involved in emergency response and places certain additional responsibilities on Local Authorities. The Act divides responders into two categories, imposing a different set of duties on each.

#### **Category 1 Responders**

Category 1 responders are the organisations at the core of the response to most emergencies and are subject to the full set of civil protection duties. They are required to:

- Assess the risk of emergencies occurring and use this to inform contingency planning
- Put in place emergency plans
- Put in place Business Continuity Management arrangements
- Put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency
- Share information with other local responders to enhance co-ordination
- Co-operate with other local responders to enhance co-ordination and efficiency
- Provide advice and assistance to businesses and voluntary organisations about business continuity management (Local Authorities only)

Category 1 Responders in Surrey:

- Surrey County Council
- Surrey Borough and District Councils
- Surrey Police
- Surrey Fire and Rescue Services



- Southeast Coast Ambulance Service
- Surrey Heartlands ICS
- Frimley ICS
- Public Health England
- Surrey County Council Public Health
- The Environment Agency (Thames and Southern Region)

## Category 2 Responders

Category 2 responders are the “co-operating bodies”. They are less likely to be involved in the heart of the planning work but will be heavily involved in incidents that affect their sector. They have a different set of duties:

- To share relevant information with other Category 1 and 2 responders
- To co-operate where necessary

Category 2 responders in Surrey:

- Water suppliers (e.g. Thames Water)
- Gas and Electricity suppliers (e.g., British gas, Scottish Power etc.)
- Transport
- Surrey County Council Highways
- Health and Safety Executive
- Voluntary sector (e.g. Red Cross)
- MET Office

## Town and Parish Councils and Elected Members

Town and Parish councils, although not formally categorised under the CCA, provide a support role for the responders and act as a local point of contact.

Elected local authority members and parish councillors can play a critical role in the impact assessment process, identifying problems and vulnerabilities in their community that may require priority attention and feeding them back to the relevant agency.

Parish representatives and elected members also have an important role in disseminating credible information and advice back to the community, assisting to maintain community cohesion and providing public reassurance.

## 3.4 Key Definitions

### Incident:

This plan will employ the definition of an incident as used in the preamble to the Civil Contingencies Act 2004:

- An event or situation which threatens serious damage to human welfare in a place in the United Kingdom,*

- b. *An event or situation which threatens serious damage to the environment of a place in the United Kingdom, or*
- c. *War, or terrorism, which threatens serious damage to the security of the United Kingdom.*

Incidents may take the form of either a single unpredicted event (transport crash, terrorist attack) or the achievement of a threshold after a predicted lead time (flooding, pandemic).

Incidents may be deemed 'major incidents'. Whilst 'incident' is a generic term, 'major incident' is a specific, official term used by all emergency services and local authorities used to activate additional resources to respond.

### **Major Incident:**

A Major Incident is defined 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. An officer of any rank of the emergency services or an emergency planning representative of the National Health Service (NHS) or local authorities can declare a Major Incident. In practice, the emergency services usually take the lead in declaring a Major Incident, however Guildford Borough Council / Waverley Borough Council have this prerogative, which may be used for rising tide incidents, such as flooding.

## **Minor Incident**

A minor emergency is defined as an emergency in which temporary arrangements are required to cope with a specific situation which would usually be resolved by local action involving a limited response.

## **Routine incident**

A routine incident is an incident that threatens to cause disruption but can be dealt with under normal working circumstances. Typically, only one or two services will be required to support the operational response.

## **3.5 Health and Safety**

### **Staff safety and risk assessment**

The health and safety of all individuals working in the Borough Emergency Coordination Centre (BECC), Evacuation Centres, at or near the scene of major incidents, other emergencies or locations is of paramount importance. Risk assessments have been completed and are currently under review and once signed off will be available on the Guildford and Waverley Emergency Planning Teams Site and/or available upon request. The basic principles of health and safety must be observed, and all personnel must be properly briefed on all hazards and risks associated with their role, including actions necessary to reduce identified risks such as use of PPE.

The Council's respective lone working and personal safety procedures should be always followed, and managers must be mindful of staff safety, especially in out of hours situations. Staff safety is paramount.

Guildford Borough Council and Waverley Borough Council employees must always wear high visibility clothing when undertaking duties at the scene of emergencies, other incidents, or whenever performing duties in which a risk assessment requires them to do so. A dynamic risk assessment should be carried out by Incident Liaison, Building Control and Environmental Health Officers when deployed to locations.

### **Scene Management**

At the scene of major incidents, responding agencies may set up a cordon to restrict access to the incident. Access to the inner cordons, which may be seen as high-risk areas, will be clearly marked and strictly controlled.

Within the inner cordon, health and safety of any responders is the statutory duty of Surrey Fire and Rescue Service. Before entering, permission must be obtained, safety concerns identified, safe work practices employed, and correct PPE used. All individuals entering cordons will be briefed on the primary hazards, the recognised risks to personnel, the control measures in force and any evacuation arrangements. If not fully satisfied with the level of protection afforded to any person seeking entry, they will not be admitted to the inner cordon.

## 3.6 Risk Profile

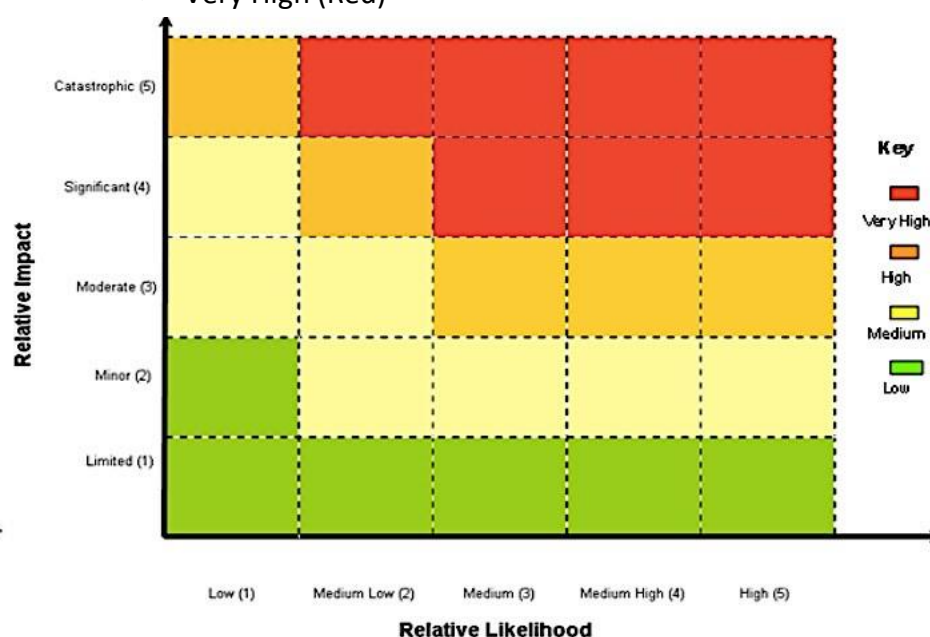
### Surrey Risk Profile

The Community Risk Register (CRR) is the first step in the emergency planning process. It is created and maintained by the Surrey Local Resilience Forum (SLRF) and outlines the risks we may face within the County. This plan is created using the CRR as a basis on which to facilitate a response to any foreseeable risks.

The Surrey CRR was created in response to the Civil Contingencies Act 2004. It was published with the aim of providing additional public information regarding hazards which exist within the County and the potential risk of occurrence, with further focus on control measures which are in place to mitigate their impact. [The Surrey CRR can be downloaded via this webpage.](#)

Risks have been assessed by factoring in the likelihood of the hazard occurring and the potential impact it could have on the County, using the Risk Matrix below. Hazards are assigned one of the following risk values:

- Low (Green)
- Medium (Yellow)
- High (Orange)
- Very High (Red)



**Figure 1:** Risk matrix

## Guildford and Waverley Risk assessment

Risk	Surrey	Guildford	Waverley
<b>Fluvial Flooding</b> - A significant river flood event or series of concurrent events across multiple geographic regions following a sustained period of heavy rainfall. Both Boroughs contain areas liable to fluvial flooding – please see Boroughs multi agency flood plan part 2 for more information	Very High	Very High	Very High
<b>Failure of the National Electricity Transmission System</b> - A total national blackout due to the loss of the GB national electricity transmission system.	Very High	Very High	Very High
<b>Pandemic Influenza</b> - An unmitigated pandemic with an unassumed transmission route and a high attack rate, with 4% of symptomatic infections requiring hospital.	Very High	Very High	Very High
<b>Emerging infectious diseases</b> - An outbreak originating outside of the UK with cases occurring amongst returning travellers and their close contacts.	Very High	Very High	Very High
<b>Severe Space Weather</b> - Disruption to the electricity grid, resulting in two rural/coastal sub-station disconnections each effecting approx. 100,000 people with loss of power/rota disconnections for one month.	Very High	High	High
<b>Low Temperatures and Heavy Snow</b> - Multiple regions of the UK subject to low temperatures and snow.	Very High	High	High
<b>Surface Water Flooding</b> - Especially to a large metropolitan area	Very High	High	High
<b>High Temperatures and Heatwaves</b> - Daily maximum temperatures in excess of 20 degrees and minimum temperatures in excess of 15 degrees over a large region of the U.K. for at least 2 weeks.	Very High	High	High
<b>Storms</b> - Storm force winds affect multiple regions for at least 6 hours during a working day.	High	High	High
<b>Wildfire</b> - 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.	High	Medium	Medium
<b>Food Supply Contamination</b> - A major contamination incident involving a microbiological pathogen in the food chain.	High	Medium	Medium
<b>Poor Air Quality</b> – Poor air quality event with high pollution concentrations.	High	Medium	Medium

<b>Major Social Care Provider Failure</b> - Adult Social Care provider due to insolvency or a provider handing back their contract to a local authority	High	Low	Low
<b>Public Disorder</b> - Large scale public disorder at site(s) in a single city, or multiple cities, occurring concurrently over several days.	High	Medium	Medium
<b>Fire or Explosion at Fuel Distribution Site</b> - Fire or explosion at a fuel distribution site, or at a site storing flammable and/or toxic liquids.	Medium	Medium	Medium
<b>Aviation Collision</b> - A crash between two commercial aircraft.	Medium	Medium	Medium
<b>Drought</b> - Drought as a result of a lack of rainfall over several years, leading to water shortages.	Medium	Medium	Medium
<b>Fire or Explosion at a Gas Terminal or Storage Site</b> - Liquefied gas release is exposed to a source of ignition causing fire or explosion.	Medium	Medium	Medium
<b>Rail Accident</b> - A rail accident-causing casualties and fatalities, damage to property and infrastructure within the affected area and potential evacuation of those affected.	Medium	Medium	Medium
<b>Accidental fire or explosion at an onshore major accident hazard pipeline</b> - Fire or explosion at a gas pipeline following ignition of flammable gas under high pressure.	Medium	Medium	Medium
<b>Accidental fire or explosion at an onshore major hazard (COMAH) site</b> - A major fire and/or explosion occurs at a COMAH site that produces, stores or uses significant amounts of flammable or explosive substances.	Medium	Medium	Medium
<b>Accidental work-related Release of a hazardous pathogen</b> - An infectious influenza type biological pathogen is inadvertently released from a containment laboratory in an urban area.	Medium	Medium	Medium
<b>Large Toxic Gas Release</b> - Large toxic chemical release caused by release of chlorine or a number of other chemicals.	Medium	Medium	Medium
<b>Accident Involving High Consequence Dangerous Goods</b> - A road or rail tanker containing dangerous goods are involved in an accident leading to a fire/explosion.	Medium	Medium	Medium

<b>Radiation Exposure from Transported, Stolen or Lost Goods</b> - Accidental exposure to radioactive sources which may have been stolen, lost or transported by a legal owner without proper regard to radiation safety regulations.	Medium	Medium	Medium
<b>Major Fire</b> - A major fire in a high-rise building resulting in significant loss of life or injury - for example, in a high-rise residential building, care home or hospital.	Medium	Medium	Medium
<b>Collapse of a major government contractor</b> - Collapse of a major contractor integral to the provision of key public services and construction of critical UK infrastructure	Medium	Medium	Medium
<b>Water Infrastructure Failure or loss of Drinking Water</b> - 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.	Medium	Medium	Medium
<b>Failure of Gas Supply Infrastructure</b> - A technical failure or accident leading to significant loss of UK gas supplies.	Medium	Medium	Medium
<b>Simultaneous loss of all fixed and mobile forms of communication</b> - 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.	Medium	Medium	Medium
<b>Volcanic Eruption</b> - Volcanic ash incursions for up to 25 days resulting in sporadic and temporary closures of significant parts of UK air space.	Medium	Low	Low
<b>Earthquake (UK)</b> - Earthquake activity that results in ground shaking with an intensity of 7 or above on the European Macro seismic Scale (EMS) that causes	Medium	Low	Low
<b>Major Outbreak of Animal Disease</b> - A major outbreak of an exotic notifiable disease in animals (including birds).	Medium	Low	Low
<b>Reservoir / Dam Collapse</b> - A reservoir or dam collapse without warning resulting in almost instantaneous flooding.	Medium	Low	Low
<b>Industrial Action (Firefighters)</b> - 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.	Medium	Medium	Medium



<b>Industrial Action (Prison Officers)</b> - Industrial Action by prison officers leading to significant safety and security issues in prisons in England and Wales.	Medium	Medium	Medium
<b>Industrial Action (Fuel Supply)</b> - Actual or threatened significant disruption to the distribution of fuel by road, including as a result of industrial action by fuel tanker drivers.	Medium	Medium	Medium
<b>Reception and integration of British Nationals arriving from overseas</b> - 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.	Medium	Medium	Medium
<b>Radiation Release from Overseas Nuclear Accident</b> - Accident at an overseas nuclear waste storage facility with impacts that reach the south coast of the UK.	Low	Low	Low
<b>Industrial Action (Public Transport)</b> - 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 or about ¾ of the London Underground network.	Low	Low	Low

#### Risk Not Included in the Surrey Risk Register

Risk	Surrey	Guildford	Waverley
<b>Regional Electricity Transmission</b> - A significant failure of the electricity network across one or more regions of the U.K. for 24-72 hours	N/A	High	High
<b>Pollution and Contamination</b> – Pollution and contamination of sewerage systems, watercourses, land, the atmosphere and foodstuffs may arise in a variety of ways. The harmful agent may be liquid, solid or gaseous. It may be chemical, explosive, toxic and radioactive.	N/A	Low	Low



<b>Terrorism-</b> The Borough Council follows all relevant guidance issued by the Home Office and Civil Contingencies Secretariat of the Cabinet Office. Borough Council Officers and staff may/will become involved in resolving problems connected with homelessness, transportation, Evacuation Centres, emergency feeding, pollution, PR and possibly financial and legal matters, together with aspects related to damaged and dangerous buildings.	<u>The risk level will depend on the National Threat Levels, available here.</u>	<u>The risk level will depend on the National Threat Levels, available here.</u>	<u>The risk level will depend on the National Threat Levels, available here.</u>
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### 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. However, the only emergency Guildford and Waverley Borough Council would act as the lead agency for would be an Earthquake. This plan is supported by internal and LRF Hazard specific plans.

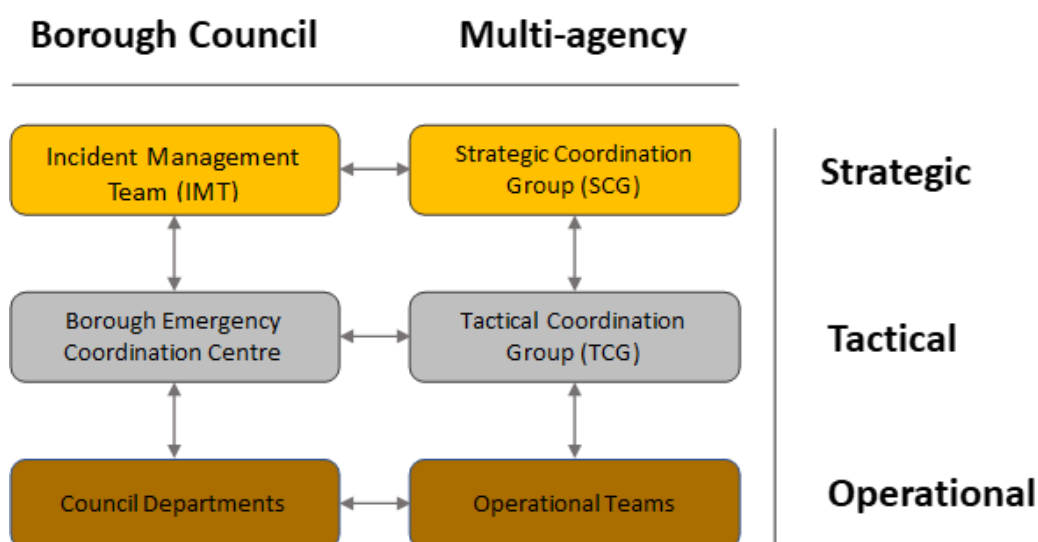
## Part 4: Incident Command Structure and Phases

### 4.1 Guildford and Waverley Command Structure

Major incidents will require specific structures to be set up to manage the response. Therefore, a C3 structure will be set up both internally and at the multi-agency level to ensure clear command and control is maintained. 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. For further detail on command structures at both Guildford and Waverley Council please see below.

Given Guildford and Waverley remain operationally separate Councils, the response structures may vary depending on the incident. Therefore, the structures below demonstrate how these will differ. However, please note that for both Councils, the purpose and membership for the Incident Management Team (IMT) will remain the same.

#### Guildford Borough Council and Waverley Borough Council Response Structure



### 4.2 Command Structure Groups

#### 4.2.1 Operational Command (Bronze)

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

#### 4.2.2 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 the Strategic Coordinating Group.

#### **4.2.3 Strategic Command (Gold)**

Multi-agency Gold will normally establish a Strategic Co-coordinating Group (SCG). 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 SCG Meetings, depending on the incident/lead agency. The (Joint) Incident Management Team (IMT, see Section 4.2.4) will act as internal Guildford Borough Council / Waverley Borough Council Strategic command.

Figures in section 4.1 depict the C3 structure at Guildford Borough Council / Waverley Borough Council internally (left-hand column) and at a multi-agency level (right hand column).

#### **4.2.4 The Incident Management Team (IMT)**

The IMT will co-ordinate Guildford Borough Council and or Waverley Borough Council's response to a major incident. The IMT will consist of Leadership Team, appropriate Joint Assistant Directors, Lead Emergency Planning & Resilience Specialist (or nominated deputy), Applied Resilience, communications, and anyone else the team deems necessary to assist. All members of Joint Leadership Team (JLT) are expected to provide staff as required to support the response. Where there is an incident affecting both Guildford Borough Council and Waverley Borough Council there will be one IMT covering both Boroughs.

The primary tasks of the Incident Management Team are as follows:

- Adequately facilitate the command and control of Guildford Borough Council and Waverley Borough Council input to an incident and deploy council staff and resources to assist the public.
- Gather, collate, review and evaluate information to share with other responders
- Have Borough resources available on request
- Prepare progress reports and identify probable future requirements

#### **4.2.5 Borough Emergency Coordination Centre (BECC)**

The BECC is the focal point of the Council's tactical emergency response. Where a tactical lead cannot feasibly manage the overall response to an incident, a BECC will be set up. Full details can be found in the respective Council's BECC Plans.

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

- The apparent long-term/serious implications for Guildford Borough Council / Waverley Borough Council and/or the community;

- Pre-planned events or anticipated incidents;
- 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 Guildford Borough Council and or Waverley Borough Council
- The need to support adjoining boroughs/districts faced with an emergency.

### **The Incident Liaison Officer (ILO)**

The ILO will attend Tactical Briefings at the Tactical Coordinating group (TCG) (usually near the scene of the incident) and receive up-to-date information on the situation as it unfolds. They will also take requests for Local Authority assistance/involvement to pass on to the BECC. ILOs pass on Borough actions and developments to the Link Officer who will in turn pass them on to the BECC Coordinator.

### **Elected Members**

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

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

The Council may decide to appoint a Member Liaison Officer during the incident to be the single point of contact for Members. They will answer Members' questions and pass on key information. Councillors are provided with a Members Quick Guide, and briefing session outlining their roles and responsibilities to an incident.

## **4.3 Incident Phases**

Regardless of scale, the response to any emergency can be divided into the planning phase (which can be further subdivided into mitigation and preparedness), the response phase and the recovery phase. This is illustrated in a diagram below.

### **4.3.1 The Planning Phase**

This phase occurs as a precursor to an emergency. It is essential not only to prepare the emergency services and Category 1 responders for the potential risks which may occur, but also to put measures in place to reduce these risks. The overall aim of this phase is to reduce the work required during the response and recovery phases in the event of an emergency.

#### Mitigation:

The initial stage of mitigating potential hazards involves completing a risk assessment to identify and evaluate the likelihood and severity of occurrence. This can then be used to target areas of vulnerability through mitigation efforts. This can take the form of either introducing specific plans or strategies to ensure the continuity of operations in the event of an emergency; or building specific infrastructure to reduce the risk of the hazard occurring, for example flood barriers in areas vulnerable to fluvial flooding.

#### Preparedness:

The primary aim of this phase is to enhance the capabilities to respond to and recover from emergency events. This is generally done by planning, training, exercising, and evaluating in a continuous cycle to ensure when a response is necessary it can be completely as swiftly and effectively as possible.

### 4.3.2 The Response Phase

This phase occurs immediately after an emergency has occurred and is primarily the responsibility of the Emergency Services (i.e. Police, Fire and Ambulance Services), supported as necessary by the services and resources provided by the borough and other agencies. The following are the priorities for this phase:

- Protection of life
- Protection of property
- Protection of the environment

### 4.3.3 The Recovery Phase

This is further subdivided into three parts:

#### a. Consolidation:

In this period, the Emergency Services will consolidate the procedures and measures implemented in the initial response, while the Local Authority and other agencies will begin to play an increasing role in providing a wide variety of support, resources, and services on request.

#### b. Recovery:

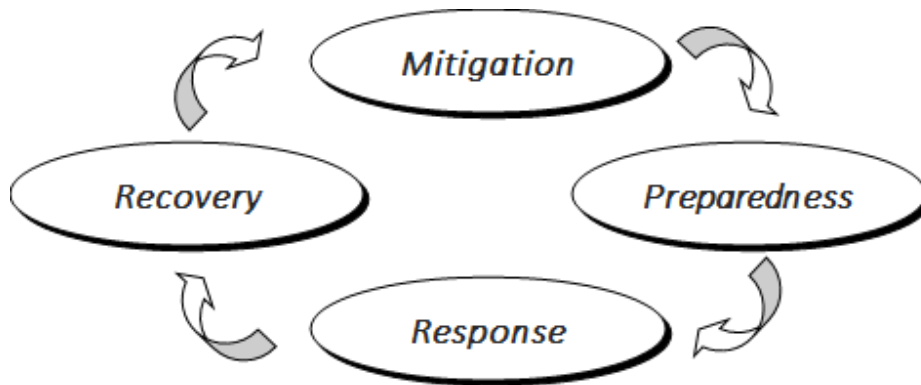
Once the emergency has stabilised and the Emergency Services have scaled down their operations including withdrawing from the scene, the Local Authority will take over as the lead agency and be fully involved with organising and implementing recovery measures. In an incident just affecting Guildford Borough Council or Waverley Borough Council, the impacted Borough Council will be the lead agency. In a broader incident across the county, SCC will take precedent.

**c. Restoration of Normality:**

This is the final phase, in which those seriously affected by the emergency will receive after-care and welfare. The environment will be restored and services normally available to the public will be reinstated.

It is also important during this phase to review and consolidate the success of the response. This provides an opportunity to identify areas in which the response could be improved, so lessons can be learned from it and actions can be taken in a more swift and effective way in future emergencies. In addition to this, failures in infrastructure can be used as an opportunity to build back better, thus becoming more resilient against future risk.

## The Phases of Emergency Management



### 4.4 Joint Emergency Response

In an incident, which affects both Boroughs, there will be synergies that can be utilised between the Councils. There will be a joint Incident Leadership Team which manages the response. However, at the tactical and operational levels, Guildford Borough Council and Waverley Borough Council will respond independently. Nevertheless, where synergies can be drawn on, the Councils may provide mutual aid and work together to achieve the aims and objectives of the Joint Incident Management Team.

## **Part 5: Roles and Responsibilities of Key responding agencies**

### **5.1 Emergency Services**

#### **5.1.1 Surrey Police**

- Saving of life in conjunction with the other emergency services
- Co-ordination of the emergency services and other support organisations
- Protection and preservation of the scene
- Investigation of the incident, in conjunction with other investigative bodies where applicable
- Collation and dissemination of casualty information
- Identification of the deceased on behalf of HM Coroner
- Restoration of normality at the earliest opportunity

#### **5.1.2. Surrey Fire and Rescue Service**

- To save life, including the rescue of persons trapped by fire, extrication from road traffic crashes, collapse of structures and inland water rescue
- Prevent further escalation of an incident by controlling or extinguishing fires
- Recommend exclusion zones and make safe any release of chemicals or contaminants
- Responsible for control of access to the inner cordon, with the assistance of the Police, and to ensure that persons entering that cordon are correctly briefed and have the correct level of PPE
- Assist with the mitigation of flood damage and where practicable remove flood water
- Mass decontamination in consultation with the ambulance service
- Assist the Ambulance Service with casualty handling and Police with body recovery
- Liaise with other emergency services, agencies and local authorities and where necessary, exchange information

#### **5.1.3 South East Coast Ambulance Service Trust**

- Primary priority is to sustain life through effective emergency treatment at the scene
- Determine priority for release of trapped casualties and treatment
- Determine and alert the main receiving hospitals for the injured
- Determine priority of transportation and to which hospital
- Co-ordinate the on-site NHS Response
- Alert other health related services including the PCT's, CPHP, NHS
- Provide an Ambulance Incident Officer (AIO) to assume overall responsibility for the work of the service at the scene
- Decontamination of casualties

## 5.2 Other Responders

### 5.2.1 NHS (South East)

- To commission primary care (GP, dentist, optometrist, pharmacist) across Surrey
- Specialist commissioning
- Engaging in Emergency Preparedness, Resilience and Response (EPRR)

### 5.2.2 Environment Agency

- Remedial action to prevent and mitigate the effects of an incident
- Providing specialist advice
- Giving warning to those likely to be affected
- Monitoring the effects of an incident and investigating cause

### 5.2.3 Utilities

- Play a key role in response to disaster, particularly recovery
- Most large utilities companies have contingency plans for major incidents, including the provision of care to customers affected
- SCC EMRT usually coordinates this activity

### 5.2.4 UKHSA

- Provision on public health support and specialist advice
- Leadership and scientific and technical advice

### 5.2.5 National Highways

- Maintain the strategic road network (SRN)

### 5.2.6 Military

- Military Aid to Civil Authority (MACA)
- Request through the Joint Regional Liaison Officer (JRLO)

### 5.2.7 Voluntary organisations

There are a large number of voluntary groups which can contribute to the response during an emergency, and which may be contacted and managed by SCC EMRT. An exception is St. John's Ambulance, which would be alerted by the Ambulance Service. All should be contacted in accordance to the Volunteers capability document. The table below shows a non-exhaustive list of voluntary organisations that may be useful.

To request any of these voluntary organisations, SCC Emergency Duty Officer should be contacted to request support from the voluntary sector in line with the Volunteers Capabilities Document.



Type of Support	Voluntary Body	Range of Activities
<b>Welfare</b>	<ul style="list-style-type: none"> <li>• Women's Royal Voluntary Service (WRVS)</li> <li>• Salvation Army</li> <li>• Citizen's Advice Bureau</li> <li>• British Red Cross</li> </ul>	<ul style="list-style-type: none"> <li>• Staffing EACs</li> <li>• Feeding</li> <li>• Provision of clothes</li> <li>• Advice on entitlements, grants, loans and claims.</li> <li>• Support and comfort for victims and evacuees</li> </ul>
<b>Social and Psychological Aftercare</b>	<ul style="list-style-type: none"> <li>• Samaritans</li> <li>• CRUSE- bereavement care</li> <li>• Salvation Army</li> <li>• Surrey Trauma Support Service</li> <li>• British Red Cross</li> </ul>	<ul style="list-style-type: none"> <li>• Befriending</li> <li>• Counselling</li> <li>• Providing longer-term support</li> </ul>
<b>Medical Support</b>	<ul style="list-style-type: none"> <li>• St John Ambulance</li> <li>• Red Cross</li> <li>• NHS</li> </ul>	<ul style="list-style-type: none"> <li>• First Aid at EACs</li> <li>• Transport and admin at EACs</li> <li>• Welfare support to the community</li> </ul>
<b>Communications</b>	<ul style="list-style-type: none"> <li>• Radio Amateurs Emergency Network (RAYNET)</li> </ul>	<ul style="list-style-type: none"> <li>• Providing emergency communications</li> </ul>

### 5.3 Surrey County Council and Borough Responsibilities

The following table outlines the division between the key emergency functions carried out by Surrey County Council and Guildford/Waverley Borough Council.

Surrey County Council	District/Borough Council
Advice on storing fuel	Environmental health
Closing footpaths and open spaces	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 (to and from EAC locations)
Transport	Waste collection
Waste disposal	Rest centres
Welfare and trauma support (via voluntary organisations)	Support another 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	

### 5.3.1 Guildford Borough Council and Waverley Borough Council responsibilities

Responsibilities	Area of Response
Activating and staffing the BECC as required in support of the management of the incident.	General
Support the emergency services on request	General
Liaise with the coroner office to provide emergency mortuary capacity when existing mortuary provision is exceeded.	General
Lead the recovery effort providing support and aftercare to persons living within the borough until a state of normality or 'new' normality is returned.	General
Assist people in need	Welfare
Provide immediate shelter to anyone made homeless as a result of an incident (Rest Centre). Support immediate shelter and welfare for survivors not requiring medical support and their families and friends via Emergency Assistance Centres.	Welfare
Provide medium to longer-term welfare of survivors and evacuees.	Welfare
Provide help lines to act as a public information service for residents and staff in liaison with the lead emergency service.	Corporate (Communications)
Release information that has been agreed by the Police to the media and give advice to the public.	Corporate (Communications)

Maintain and restore Council services and facilities	Corporate (Business Continuity)
Provide investigating and enforcement Officers under the provision of the Food and Environment Protection Act 1985 as requested by Defra	Operational
Facilitate the inspection of dangerous structures to ensure they are safe for emergency personnel to enter	Operational
Cleanup of pollution and facilitate the remediation and reoccupation of areas affected by an emergency.	Operational
Assisting with management of parks and open spaces.	Operational
Provide repairs, demolition and clearance services.	Operational
Waste Collection	Operational
CCTV Support (where available)	Operational

It is more efficient to mobilise resources at an early stage and then scale down the response when necessary, rather than under resourcing and having to constantly “catch up” throughout the incident.

## 5.4 Borough Council Roles

### 5.4.1 Evacuation

As a result of the impact of a Major Incident, the emergency services may advise the public to evacuate their homes/workplaces/schools or to stay indoors and take shelter. The emergency services will normally request evacuation and define the area to be evacuated. The police or Surrey Fire and Rescue Services (SFRS) will normally request the evacuation of an area in consultation with other responding agencies. WBC/GBC may be called upon to assist the police by providing transport, shelter and accommodation. GBC/WBC and the TCG will agree on the best centre. This will depend on the circumstances. Despite the request for evacuation, there may not be the need to establish a Rest Centre. An assessment by a Housing Officer 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.

### 5.4.2 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 or utility outages (although some evacuations of residents may still take place).

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

#### **5.4.3 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 Centres Guidance, there are four types of assistance centres. Below is a summary of those centres. Full details can be found in the SLRF Emergency Assistance Centre Plan.

#### **5.4.4 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 to provide temporary accommodation of evacuees and homeless indirectly affected, with the potential for overnight facilities.

#### **5.4.5 Survivor Reception Centre (Police Lead)**

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

#### **5.4.6 Friends and Family Reception Centre (Police Lead)**

A secure area set aside in the immediate aftermath of a disaster for gathering family and friends arriving at the scene (or location associated with an incident e.g. an airport or port).

#### **5.4.7 Community Assistance Centre (CommAC) (Borough Lead) / Humanitarian Assistance Centre (HAC) (County Council Lead)**

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

#### **5.4.8 Homelessness**

In an incident, GBC/WBC has a duty to respond to emergency homelessness.

- For a small number of people/families affected, alternative accommodation can be sourced through GBC/WBC's Housing Team (please see Emergency Contacts Directory).
- For large scale homelessness (e.g. police cordon/evacuation) a rest centre will be set up either whilst better accommodation can be found, or residents can return to their homes.

#### **5.4.9 Communication 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. Therefore, clarity, communication and leadership are critical.

#### **5.4.10 Communication 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.

#### **5.4.11 Communication with the Media**

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

#### **5.4.12 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: Customer Services, Communications & Engagement, Web and Information Team.

## Part 6: Governance and Resources Available During the Response Phase

### 6.1 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 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.

There are several techniques that can be employed to ensure logging is clear and concise. Some of the most important things to remember when making a log are;

- Use black indelible ink and white paper
- Note the time. The BECC Coordinator or Tactical Lead should always get a time check from the lead agency and adjust the clocks accordingly to ensure that the BECC is in tune with other agencies. This is crucial to ensure prompt attendance on any conference calls or should there be a post incident inquiry.
- Logs should be in a bound, numbered log book or a numbered log form
- There should be no erasing. If a mistake is made it should be crossed through allowing the original to be seen and then initialled. Similarly, there should be no over-writes.
- If using a log book, pages should never be torn out, this may indicate that there was information that has been removed or hidden. Similarly log sheets should be whole.
- Any blank space left at the end of the log should be crossed through. This indicates that that log section of the log page is finished, and you consider it closed. Leaving blank space may be construed as leaving space to amend the log after the event.
- Notes should not be made in the margins. It may be construed that these were added after the event.
- If electronic logging is being undertaken, the log should be saved as a PDF at the end of the incident which will provide a timestamped log that cannot be tampered with.

### 6.2 Mutual Aid

GBC/WBC may be required to give assistance to other Local Authorities responding to emergencies. 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.

### **6.3 Community Resilience Groups**

Community Resilience groups can add value to a response and should be used where appropriate. The groups should have a single point of contacts. Someone from the council should make contact and keep a running discussion of how they can help.

### **6.4 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.

The SCG will normally be responsible for the activation of the military.

### **6.5 Aide Memoirs – Redacted due to sensitive information**



## Part 7: Stand Down

### 7.1 Standing Down Key Actions

- The BECC should be scaled down or closed;
- Ensure all staff are stood down, including any on standby;
- Ensure staff are aware of any additional services such as psychological first aid
- Issue a concluding media statement;
- Collate all BECC documentation and logs to file securely;
- Co-ordinate recovery phase to return community to 'new' normality (if required);
- Initiate post incident reviews/debriefs;
- Identify lessons to be learned and an action plan to implement any changes/amendments to emergency plans; and
- Publish a post incident report of the Council's response.

## Part 8: 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 Coordination Centre (BECC) is where the Borough's Silver/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 Silver / the Tactical Lead. Representatives at Silver should be in a position to task down to Operational Staff in their area. The Silver 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.

### **Bronze**

At the front line of any major incident, there are operational levels of command known as BRONZE 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.

### **Environmental Health Officer**

Local authority operations centre from which the management and co-ordination of local authority incident support is carried out.

### **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

### **Gold**

GOLD is the senior emergency control team responsible for agreeing the policy and strategic direction of response to a major incident. GOLD 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)**

Guildford Borough Council's over all emergency management team, made up of Management Team and additional officers, 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.

### **R.V.P - 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.

**Silver**

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

**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 GOLD).

**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.