



Woking Borough Council Emergency Plan

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PART 2 – BOROUGH COUNCIL’S RESPONSE

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SURREY'S MAJOR INCIDENT PLAN

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FOREWORD BY CHIEF EXECUTIVE

The Woking Borough Emergency Plan is issued for information and appropriate action by the Borough Council and its partners who may be required to provide additional services to meet the demands of a major emergency.

Central government's approach to civil contingency planning is based around the concept of resilience. This is defined as the ability of the community, services, area or infrastructure to withstand the consequences of an incident.

Woking Borough Council is a member of Surrey's Local Resilience Forum (SLRF), which comprises Chief Officers from the Emergency Services, Local Authorities, Health Protection Agency, the Strategic Health Authority and Primary Care Trust, Environment Agency, Armed Services, Highways Agency and Government Office for the South East. SLRF partners work in collaboration to deliver and execute every stage of the emergency planning cycle to include planning, training, exercising and review. The Civil Contingencies Act (2004) gives greater prominence to emergency planning in general as well as the expectations on us as a Local Authority and Category 1 Responder.

In the main, responsibility for handling major emergencies remains at the local level, supported as necessary by other organisations. This plan primarily sets out roles and responsibilities for Borough officers working with others. It is complementary to, and should be read in conjunction with, schemes and plans issued by the county council, emergency services and relevant responding authorities and agencies.

Woking has in the recent past faced its share of incidents, from terrorist attacks on its railways, severe weather – storms and flooding, to service continuity crises such as fuel protests and foot and mouth.

The risk of accidents from the Borough's transport infrastructure (road, rail and air) is ever present, as is the risk that many businesses could fail as a result of various types of emergency. In addition, world wide media attention on Woking is inevitable in the event of an emergency.

Therefore, arrangements for emergency planning must be flexible and built in to everyone's working structure. In this way, the Borough's response will be effective and timely.

Ray Morgan
Chief Executive
Woking Borough Council

SECTION 1 - INTRODUCTION

1.1 WOKING BOROUGH COUNCIL EMERGENCY PLAN

1.1.1 The Civil Contingencies Act (2004) places a statutory duty on Woking Borough Council (the Borough Council) to maintain plans for preventing emergencies, and reducing, controlling or mitigating the effects of emergencies.

1.1.2 Surrey's overall response is planned and coordinated by Surrey's Local Resilience Forum. The Borough Council is one component of Surrey's integrated emergency response and its emergency response arrangements support those of other responders.

1.1.3 The Borough Council shares the responsibility for the local authority emergency response within its boundary with Surrey County Council.

1.1.4 The Borough Council's Emergency Plan is divided into a number of parts:

- a. **PART 1** is Surrey's Major Incident Plan. This key document summarises the joint emergency response arrangements in Surrey.
- b. **PART 2** (SECTIONS 1 to 7) is designed to allow Borough Council staff to understand how the Borough Council carries out its emergency response. Officers should read these sections at regular intervals. It is also available to the public.
- c. **PART 3** (SECTIONS 8 to 16) describes the roles of Borough Council staff (e.g. alerting, setting up and operating the Borough Emergency Control Centre, rest centre management, etc.). Part 3 has a limited distribution.

1.2 MULTI-AGENCY EMERGENCY PLANS

1.2.1 Multi-agency emergency plans relevant to the Borough Council's emergency response are listed at **SECTION 15 – MULTI-AGENCY EMERGENCY PLANS**.

1.2.2 **SECTION 16 – SPECIAL MEASURES** outlines the Borough Council activities required to support specific emergencies.

1.3 RISK ASSESSMENT

1.3.1 The Civil Contingency Acts requires the Borough Council to have regard to the assessment of risks when deciding which plans are required.

1.3.2 The Surrey Community Risk Register

Surrey's Local Resilience Forum has created Surrey's Community Risk Register to provide public information about the hazards that exist within Surrey and the control measures that are in place to mitigate their impact. Surrey's Community Risk Register is available on the SurreyAlert public website (<http://www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/emergency-planning/community-risk-register>).

1.3.3 The Risks Facing Woking

The Borough Council has analysed Surrey's Community Risk Register and concluded that:

- a. The response to most hazards is coordinated by a multi agency Strategic Coordinating Group with Borough Council support.
- b. Its response to emergencies is covered by the Borough Council's Emergency Plan and its Business Continuity Plan.
- c. Some hazards require special measures to be put in place to supplement this plan. Details of these measures are at **SECTION 16 – SPECIAL MEASURES**.

1.4 BUSINESS CONTINUITY

The Borough Emergency Plan does not cover issues related to business continuity, which is managed through a separate process.

SECTION 2 - MISSION

2.1 AIM

The aim of this plan is to provide guidance for the Borough Council's response to an emergency.

2.2 OBJECTIVES

2.2.1 The Emergency Plan:

- a. Describes the alerting procedure.
- b. Describes the procedures for opening and operating the Borough Emergency Control Centre (BECC).
- c. Describes the main functions and responsibilities of the Borough Council's Emergency Management Team in the early stages of an emergency.
- d. Gives guidance on the recovery process.

2.2.2 Once the scale of the emergency is known, the Borough Council's Emergency Management Team will be able to modify the Borough Council's response.

SECTION 3 - EXECUTION

3.1 GENERAL OUTLINE

3.1.1 Declaration of a major incident

- a. If the emergency is sufficiently serious it is declared a major incident by one of the emergency services or emergency planning representative from the Health Service or Surrey County Council.
- b. The Borough Council is unlikely to declare a major incident.

3.1.2 Notification

The agency declaring a major incident notifies its partners who activate their own emergency response procedures.

3.1.3 Phases of an Emergency

a. Initial Response

The initial response involves the protection of life, property and the environment. The emergency services (police, fire & rescue service and ambulance services) have the prime responsibility supported by Surrey County Council, the Borough Council and other agencies.

b. Consolidation

The emergency services consolidate procedures and measures implemented in the initial response whilst the local authority and others begin to play an increasing role by providing a wide variety of support, resources and services.

c. Recovery

This phase concentrates on the welfare of people and the restoration and maintenance of normal services. Primary responsibility shifts from the emergency services to the Borough Council and other agencies.

d. Restoration of Normality

Those seriously affected by the emergency need continuing aftercare and welfare support. The environment may need to be restored and normal services reinstated. At this stage the Borough Council and other non-emergency service agencies assume primary responsibility.

3.1.4 Joint Command and Control

Emergency responders use a pre-defined command and control structure consisting of three levels; Operational (BRONZE), Tactical (SILVER) and Strategic (GOLD). The strategic command structure is coordinated by Surrey Police. The Borough Council and Surrey County Council are represented on these groups as shown in Table 1.

		RESPONSIBILITIES	LOCAL AUTHORITY ROLE
STRATEGIC COMMAND	GOLD	Strategic command of the major incident is co-ordinated by the Police through a Strategic Co-ordinating Group. Other emergency services and local authorities send senior officers who have the appropriate authority to agree upon policy and strategic direction for managing the incident. GOLD is generally established at Surrey Police's headquarters.	Surrey County Council provides a member of its Management Team and an officer from the Contingency Planning Unit at GOLD whether or not it is the nominated lead authority. It is unlikely that the Borough Council is required to provide a representative at GOLD.
TACTICAL COMMAND	SILVER	Tactical commanders concentrate on the overall management of the major incident. SILVER is located close to the scene and it decides on the hour-by-hour priorities in planning, allocating resources and coordinating when tasks are to be undertaken. When an incident has several scenes there may be several SILVERS.	The Borough Council provides the local authority representative (the Local Authority Incident Liaison Officer) at SILVER.
OPERATIONAL COMMAND	BRONZE	This is the front line level of command for each of the emergency services at the scene or scenes of a major incident. Each service nominates an operational commander who controls and deploys the resources available within a sector or specific role, and implements the decisions of the tactical commander.	It is unlikely that a permanent Borough Council representative is required at BRONZE, although specialists from either the County Council or the Borough Council may be called to give operational advice to a BRONZE commander.

TABLE 1 – GOLD, SILVER & BRONZE

3.1.5 Borough Council Response

The Borough Council:

- a. Supports the emergency services (professional advice on structures, environmental health issues).
- b. Assists people in distress (rest centres, looking after friends and relatives, setting up help lines, emergency feeding).
- c. Coordinates the activities of local authorities and other agencies.
- d. In consultation with the Police and Surrey County Council, releases information to the media and advice to the public.
- e. Maintains and restores local authority services (advice and support to the community).
- f. Rebuilds the physical and social infrastructure of the local community (structures, disaster funds, community leadership, memorial events).

3.1.6 Borough Emergency Management Team

The Borough Emergency Management Team manages the Borough Council’s emergency response from its Borough Emergency Control Centre. It also ensures that, wherever possible, it maintains normal services. The Borough Emergency Management Team consists of the Chief Executive, the Service Directors supported by heads of services, the District Emergency Planning Liaison Officer and other key staff.

3.1.7 Surrey County Council

If it has sufficient people, Surrey County Council is represented at the BECC by a member of the Emergency Management Team. Representatives of Surrey County Council’s other services are not normally represented at the BECC.

3.1.8 Lead Local Authority

If the emergency involves only the Borough Council then it becomes the lead local authority. If more than one borough/district is involved in the emergency response then Surrey County Council will assume the role of lead local authority in Surrey.

3.2 TASKS

3.2.1 Borough Emergency Management Team

a. The Borough Emergency Management Team is set up as shown in Figure 1.

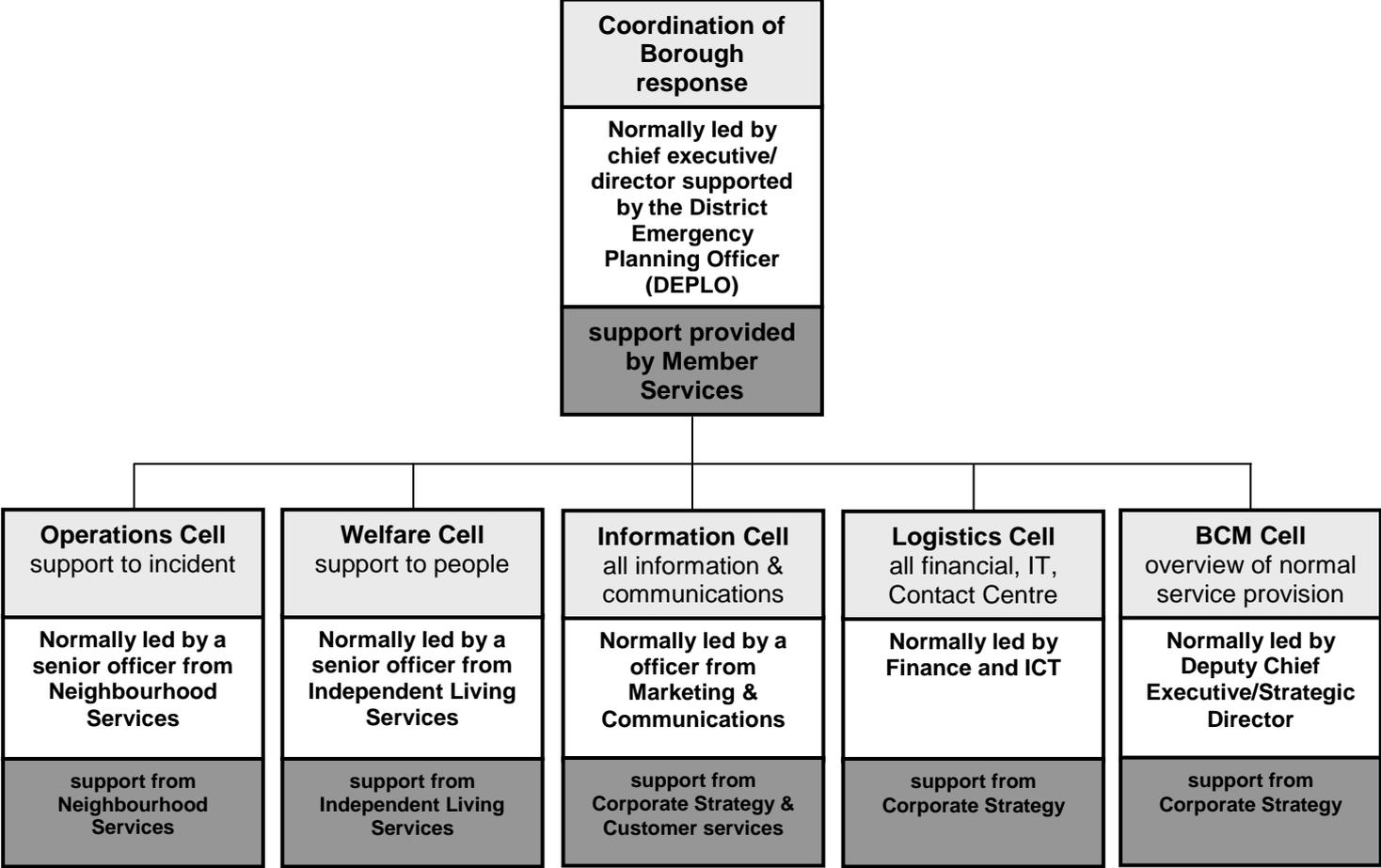


FIGURE 1 –THE BOROUGH EMERGENCY MANAGEMENT TEAM

- b. Details of their Cells' initial actions are in **SECTION 10 – OPERATION OF THE BOROUGH EMERGENCY CONTROL CENTRE.**

3.2.2 Local Authority Incident Liaison Officer

- a. As soon as possible after notification, the Borough Emergency Management Team appoints a Local Authority Incident Liaison Officer and assistant and sends them to the Incident Control Point (SILVER). The role of the Local Authority Incident Liaison Officer is to be the eyes and ears of the Borough Emergency Management Team and he/she is required to:
 - Liaise with the Police Incident Commander.
 - Identify what support the emergency services need.
 - Provide information to the Borough Emergency Management Team.
- b. A Local Authority Incident Liaison Officer's aide memoire is at **SECTION 11.**

3.2.3 Rest Centre Manager/Assembly Point Manager

If residents are evacuated from their homes, they are moved to an Emergency Assistance Centre. Details of identified Emergency Assistance Centres and responsibilities are at **SECTION 12 – EMERGENCY ASSISTANCE CENTRE OPERATIONS.** In outline:

- a. The Welfare Cell identifies the location of an Emergency Assistance Centre and nominates an Emergency Assistance Centre Manager.
- b. The Emergency Assistance Centre Manager opens and manages the nominated Emergency Assistance Centre.
- c. The Assembly Point Manager is responsible for the welfare of the evacuees/survivors at the Assembly Point.

3.2.4 Specialist Officers

Depending on the nature of the emergency, specialist officers (e.g. building control officers, environmental health officers) may be required to go to SILVER or BRONZE to give specialist advice.

3.2.5 Elected Members

Elected members have no formal role in the emergency response. They support the Borough Emergency Management Team by linking with the residents they represent. The Coordinator will link with the Leader as required.

3.2.6 Voluntary Organisations

- a. There is a large number of voluntary groups which help in the emergency response. Normally they are contacted by Surrey County Council's Contingency Planning Unit on behalf of the Borough Council.
- b. Individuals who offer to assist in the emergency response should be directed to the voluntary organisations which are better placed to co-ordinate their activity.

3.2.7 Utilities

The emergency contact numbers for utilities are held electronically separately and in paper copies held by key officers indicated in **SECTION 8 – ALERT PROCEDURES**.

3.2.8 Faith Communities

Local faith groups are likely to make their own response to an emergency. However, if the Borough Council needs extra support it should contact Surrey County Council's Emergency Management Team.

3.2.9 Armed Services

If the Borough Council requires assistance from the Armed Services it should contact Surrey County Council's Emergency Management Team.

SECTION 4 - COORDINATING INSTRUCTIONS

4.1 ALERTING

4.1.1 There are two types of emergency:

- a. One that happens without warning such as a train crash.
- b. One that builds gradually over a period of time such as flooding.

4.1.2 Emergencies that occur without warning

- a. The call for local authority involvement comes from Surrey County Council's Emergency Management Team or Surrey Police (from the local division). They are instructed to utilise the Council's Cascade Contact List at any time (during or outside of working hours). See **SECTION 8 – ALERT PROCEDURES**.
- b. If the Borough Council is alerted by any other agency, the officer receiving the call is to contact the County Council Emergency Management Team to confirm that other partners are aware of the situation.
- c. If any other officer receives this initial call, he/she is to alert the relevant officers as shown in **SECTION 8 – ALERT PROCEDURES** as soon as possible.

4.1.3 Emergencies that develop over time

For emergencies that build over a period of time, discussions take place between the District Emergency Planning Liaison Officer (DEPLO) and Surrey County Council's Emergency Management Team about the action to be taken.

4.1.4 Actions

- a. The officer receiving the alert call:
 - Should obtain the information set out in the check list at **SECTION 8 – ALERT PROCEDURES**.
 - Alert all directors/cell leaders of the Borough Emergency Management Team as set out in **SECTION 8 – ALERT PROCEDURES**.
- b. Directors/cell leaders alert members of their functional cells as set out in **SECTION 8 – ALERT PROCEDURES**.
- c. The Chief Executive or a nominated deputy authorises the opening of the Borough Emergency Control Centre. Unless otherwise told, members of the Borough Emergency Management Team are required to be at the Borough Emergency Control Centre within 2 hours of being alerted. Once the full scale of the incident is known the Coordinator can adjust the composition of the Borough Emergency Management Team to suit the situation.

4.2 OPENING THE BOROUGH EMERGENCY CONTROL CENTRE

4.2.1 The Borough Emergency Control Centre is located in Committee Room 1 in the Civic Centre. Alternative Borough Emergency Control Centres are located in the Woking Leisure Centre and the Monument Way Depot

4.2.2 Instructions for opening the Borough Emergency Control Centre are at **SECTION 9**.

4.3 OPERATION OF THE BOROUGH EMERGENCY CONTROL CENTRE

4.3.1 Responsibilities

- a. The first officers to arrive at the Borough Emergency Control Centre are to start the Borough's response.
- b. Instructions for the initial operation of the Borough Emergency Control Centre are at **SECTION 10 – OPERATION OF THE BOROUGH EMERGENCY CONTROL CENTRE (BECC)**.
- c. The BECC works to:
 - Its own services both in the Council Offices and in the field.
 - Surrey County Council's Emergency Centre (responding to requests and providing information).
 - Other district emergency centres (responding to requests and providing information).
 - SILVER through its Local Authority Incident Liaison Officer.
- d. Normally it will work to GOLD through Surrey County Council's Emergency Centre.

4.3.2 Log keeping

All members of the Borough Emergency Management Team are to record their telephone conversations, meetings, decisions and actions on the log sheets shown at **SECTION 10 – OPERATION OF THE BOROUGH EMERGENCY CONTROL CENTRE**.

4.3.3 Situation reports

The Coordinator is to submit situation reports to Surrey County Council's Contingency Planning Unit at the intervals requested by that Unit. The format is shown at **SECTION 10 – OPERATION OF THE BOROUGH EMERGENCY CONTROL CENTRE**.

4.3.4 Media Management

- a. The Information Cell is to ensure that the Borough Council's media management and press releases are co-ordinated with Surrey County Council and Surrey Police as set out in Surrey's Major Incident Communications Plan.
- b. Once it is operational, SurreyAlert is to be used to provide public information and media releases.

4.4 MUTUAL AID

4.4.1 Surrey's local authorities have agreed to adopt the Local Government Association's mutual aid proposal that:

"In the event of an emergency arising requiring resources beyond that available within Surrey's local authorities, it would benefit their emergency arrangements if they could render each other mutual aid and assistance. Such assistance would be subject to

recompense of proper financial costs and could be instigated by any senior officer of the Council”.

4.4.2 Contacts for surrounding local authorities are held electronically separately in paper copies held by the key officers outlined in **SECTION 8 – ALERT PROCEDURES**.

4.5 RECOVERY

4.5.1 After the emergency services have left the scene, the Borough Council will take on the lead role in the rehabilitation and reconstruction of the community.

4.5.2 Depending on the scale of the emergency it may be necessary to establish a Recovery Liaison Group. The transition is likely to be formalised through GOLD.

4.5.3 Guidance on recovery is at **SECTION 14 – RECOVERY OPERATIONS**.

4.6 STAND DOWN

At the end of an emergency, the Coordinator formally stands down the Borough Emergency Management Team and informs partner organisations.

4.7 DEBRIEFING STAFF AFTER THE INCIDENT

Once the emergency is over:

- a. The Coordinator carries out a structured debriefing session to enable staff to discuss the incident response.
- b. The Coordinator produces a report.
- c. The District Emergency Planning Liaison Officer reviews the Borough Council’s existing arrangements and amends the Emergency Plan to take account of any recommendations.

SECTION 5 - COMMUNICATIONS

5.1 NORMAL COMMUNICATIONS

5.1.1 Communications between the Borough Council and its partners will be through its normal systems (telephone, email and fax).

5.1.2 Some telephones are protected by:

- a. Access Overload Control (ACCOLC).
- b. Government Telephone Preference Scheme (GTPS).

5.2 SPECIAL COMMUNICATIONS

5.2.1 Resilience Direct

- a. Resilience Direct provides a browser based tool to enable efficient and secure exchange of information during both routine planning and response to emergencies. The tool replaced the National Resilience Extranet in early 2014 and is administered by the Cabinet Office. The overall aims of Resilience Direct are:
 - To provide a secure software solution that links the resilience community together at all levels from central government to regional/local responders.
 - To share Official Sensitive documents.
 - To support collaborative working.
 - To enable timely communication and sharing of information.
- b. The tool supports strategic collaboration between partners locally, regionally, and within central government and the Surrey Local Resilience Forum is beginning to use this more and more as a way to share key plans and procedures. In the event of a major incident, Resilience Direct will play a key role in information sharing and communications.
- c. Information on the use of Resilience Direct is at **SECTION 14 - COMMUNICATIONS**.

5.2.2 Contingency Telephone Provision

- a. The Government has issued all local authorities with a satellite telephone. This satellite phone is kept in the office of the current District Emergency Planning Liaison Officer. Telephone numbers of neighbouring authorities satellite phones are held electronically separately by key officers.
- b. Instructions on its use are attached to the satellite phone.

5.2.3 Radios

The Borough Council has a limited radio network which can be used in an emergency.

5.2.4 Radio Amateurs Emergency Network (RAYNET)

RAYNET is a nationwide voluntary group of licensed radio operators who can provide emergency radio communications to emergency responders. If the Borough Council needs RAYNET's help it should contact Surrey County Council Contingency Planning Unit.

5.2.5 CCTV

CCTV cameras are located in a number of locations throughout the Borough. These cameras may provide valuable information on the situation in areas affected by the emergency.

SECTION 6 – ADMINISTRATION

6.1 PERSONAL ARRANGEMENTS

6.1.1 Borough Council staff nominated to response to an emergency should:

- a. Keep the Surrey's Major Incident Plan and the Borough Emergency Plan with them at all times.
- b. Have identification at all times.
- c. Keep a list of telephone numbers of key colleagues.
- d. Keep their cars with at least half a tank of fuel.
- e. Have access to a bag of key items (e.g. change of clothes, washing items, etc), to enable them to be away from home for a period of 24 to 36 hours.

6.1.2 Borough Council employees who are required to operate from SILVER or BRONZE must wear protective high visibility clothing, which identifies them as Borough Council employees.

6.2 FEEDING

Hot drinks and snacks are available in the Borough Emergency Control Centre and Reserve Emergency Centre from local outlets.

6.3 SHIFTS AND OVERNIGHT ACCOMMODATION

6.3.1 Certain emergencies may go on for an extended period. Whenever possible, members of the Borough Emergency Management Team should work for no more than 12 hours in any one shift. The Coordinator should ensure that there are sufficient numbers of staff to enable the Borough Council to operate on a 24-hour basis.

6.3.2 It may be necessary for officers of the Borough Emergency Management Team to be close to the Borough Council Emergency Control Centre for the duration of the emergency. In this event, the Logistics Cell arranges hotel accommodation for these officers.

SECTION 7 - TRAINING, VALIDATION AND REVIEW

- 7.1 The Borough Emergency Plan is validated by tabletop exercise and reviewed at least every two years, or when necessary.
- 7.2 Members of the Borough Emergency Management Team will receive appropriate training to fit them for their roles.