

Runnymede Borough Council: Emergency Plan

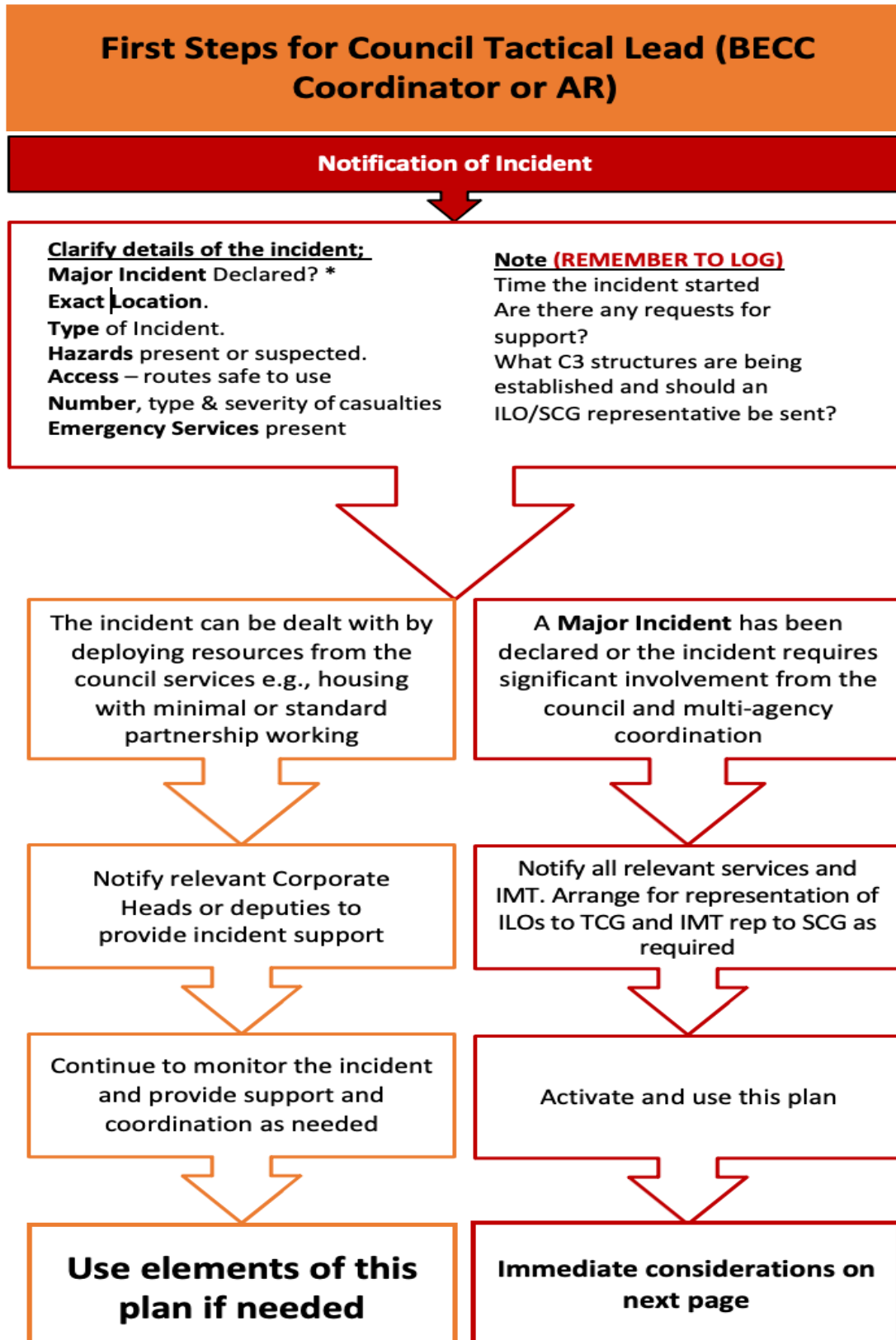
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IMMEDIATE ACTIONS



* If a major Incident has not been declared but the Council feels this is appropriate, contact should be made with Surrey Council Emergency Management and Resilience Team Duty Officer to discuss potential declaration.

IMMEDIATE TACTICAL CONSIDERATIONS

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 Tactical Lead (AR or BECC Coordinator)
Notification
<p>Consider where you are in the notification – do you need to contact other people?</p> <p>Ensure you log information, including the time you were contacted, what actions you took (and why).</p>
Information Gathering/ Tactical Considerations
<ul style="list-style-type: none"> • Is a Tactical Co-ordination Group (Silver) being set up and if so is this virtual (e.g. a teleconference or physical, or both)? • Are Incident Liaison Officers (ILOs) required? • Is there a cordon, how large is it and is there a map (check Resilience Direct)? • Is an evacuation taking place or likely? • Is an Emergency Assistance Centre (EAC) required, and if so, what kind? If a rest centre then RBC will be expected to lead. • Even if an EAC is not required - are people going to be cared for in-situ and if so, is a Welfare Teleconference being called by Surrey County Council? • Are there implications for Depot Operation Services, Environmental Health or other departments? • Is a vulnerable people search required? • Is there damage to buildings or associated structure and have Building Control been notified/deployed?

Actions

- ☐ Contact key departments, including the Incident Management Team (see page 17 for a list of IMT members).
- ☐ Deploy Incident Liaison Officers (ILOs) to the TCG if necessary and await further information from them. Keep in contact with ILOs for updates on the situation and requests to the Council. (Contacts in Emergency Contacts Directory)
- ☐ Determine if the Borough Emergency Coordination Centre (BECC) is needed (See BECC Plan).
- ☐ If a BECC is opened, determine whether you will act as the BECC Coordinator or appoint another Corporate Head to act in this role (see BECC Plan).
- ☐ Begin gathering staff to support the BECC (ask others to do this).
- ☐ Contact a member of the Communications Team to update them with the details of the incident, ask them to prepare/draft a holding statement and monitor media, and ask them to check any briefing note before sending it to Customer Services so both Communications and Customer Services know what should be said the event of queries.

Consider notifying Elected Members and other staff.

Big Bang incident 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
- SLRF Supporting Vulnerable people in Situ

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

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

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

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

Weather

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

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1.0 Introduction

1.1 Aim and Objectives

This document provides a policy context for how emergencies are managed within the Borough and specifically Runnymede Borough Council's (RBC's) role. The objectives of the plan are to:

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

1.2 Audience and scope

This plan is aimed at all those likely to be involved in a response to an Emergency or Major Incident impacting RBC. This plan covers the generic aspects of RBC 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 RBC internal plan (e.g. the Borough Emergency Co-ordination Centre Plan),
 - A multi-agency plan (e.g. the Surrey Emergency Response Plan or Surrey LRF Excess Deaths Plan), which can be obtained from Resilience Direct.

The flow chart on **page 5** summarises plan linkages.

- Business Continuity arrangements, such as
 - Loss or denial of access to an RBC site (such as the Council Offices)
 - Loss of staff
 - Loss of ICT

Can be found in the Corporate Business Continuity Plan and Service-level Business Continuity Plans.

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 Chief Executive, a member of the Management Team or the Incident Management Team.

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

1.3 Ownership, Maintenance and Review

This plan is owned by RBC. Applied Resilience (AR) are responsible for this plan's creation, review, testing, exercising and maintenance. Elements of this plan will be exercised as part of the wider resilience work program, for example during a Borough Emergency Coordination Centre (BECC) exercise or an Incident Management Team (IMT) exercise. Learning from the wider work program may necessitate a change or update to the plan outside of the built-in review. An admin review will take place after 12 months and a full review 18 months later (18 months after creation), or in the event of a large organisational or legislative change. It should also be reviewed as a result of lessons identified following an incident. Version control must be maintained whenever any changes are made to this plan (see Appendix A).

1.4 Testing and exercising

This plan may be tested and exercised in a variety of ways for example, tabletop exercises, 'classroom' training, live exercises, or live incidents to test command and control procedures. A comprehensive training and exercising schedule are available from AR.

2.0 COMMUNITY RISK REGISTER AND TYPES OF EMERGENCIES

This plan has been created to explain and facilitate an RBC response to an emergency in relation to risks after considering the Surrey Community Risk Register (CRR) as well as the risks on a more local scale for Runnymede. The Surrey CRR is created and managed by Surrey’s Local Resilience Forum and outlines the risks within the County, based on the National Risk Assessment and National Risk Planning Assumptions. Further information about the Surrey CRR can be accessed through the Surrey County Council website:

https://www.surreycc.gov.uk/_data/assets/pdf_file/0003/317793/SLRF-Community-Risk-Register-2022-2023.pdf

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 Borough assessed locally by a using the Risk Matrix below;

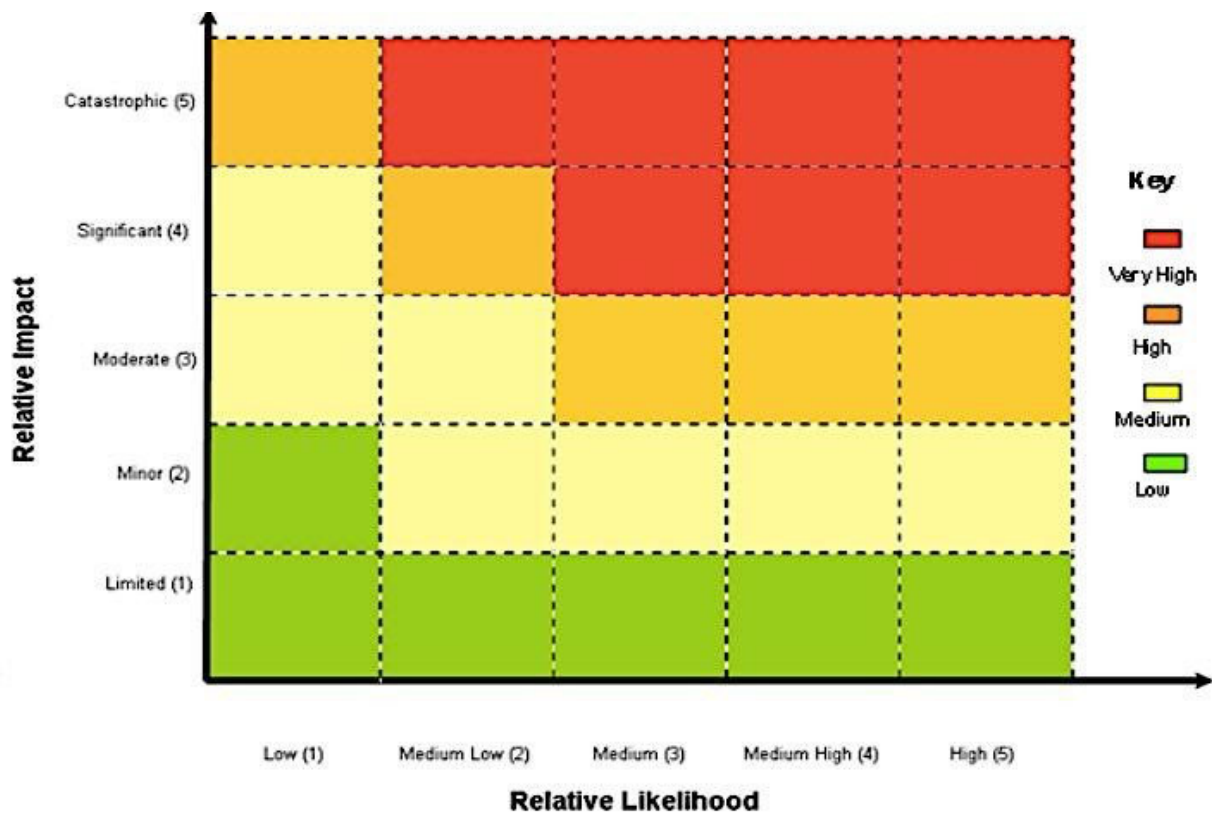


Figure 1: Diagram of Risk Matrix

2.1 THE TYPES OF MAJOR EMERGENCIES WITH WHICH THE COUNCIL COULD EXPECT TO BE INVOLVED IN INCLUDE:

Risk Rating - **Very High:**

- **Fluvial Flooding** - A significant river flood event or series of concurrent events across multiple geographic regions following a sustained period of heavy rainfall.
- **Pandemic Influenza** - A worldwide outbreak of influenza occurs when a novel flu virus emerges with sustained human to human transmission
- **National Electricity Transmission** - A total national blackout due to the loss of the GB national electricity transmission system
- **Space Weather** - Disruption to the electricity grid, 100,000 people with loss of power/rota disconnections for 1 month.
- **Emerging infectious diseases** - An outbreak originating outside of the UK with cases occurring amongst returning travelers and their close contacts.
- **Low Temperatures and Heavy Snow** - Multiple regions of the UK subject to low temperatures and snow.

Risk Rating - **High:**

- **Severe Weather** - Storms and Gales.
- **Surface Water Flooding** - Especially to a large metropolitan area.
- **Fuel Tanker Drivers** - Actual or threatened significant disruption to the distribution of fuel by road because of industrial action by fuel tanker drivers.
- **Regional Electricity transmission** – A significant failure of the electricity network across one or more regions of the U.K. for 24-72 hours.
- **Heat Wave** - Daily maximum temperatures more than 20 degrees and minimum temperatures more than 15 degrees over a large region of the U.K. for at least 2 weeks.
- **Food Supply Contamination** – A major contamination incident involving a microbiological pathogen in the food chain.
- **Aviation Crash** - A crash between two commercial aircraft.
- **Biological Substance Release** - Inadvertent release of a biological agent caused by an unrelated work activity.
- **Drought** - Drought because of a lack of rainfall, over several years, leading to water shortages.
- **Wildfire** – A severe wildfire spreading over an area of 1500 hectares at an urban-rural interface and lasting 7-10 days.

Risk Rating - **Medium:**

- **Hazardous liquid supply infrastructure** - Fire or explosion at a fuel distribution site, or at a site storing flammable and/or toxic liquids.
- **Animals disease** - A major outbreak of an exotic notifiable disease in animals (including birds).
- **Gas Supply Infrastructure (installations)** - Liquefied gas release is exposed to a source of ignition causing fire or explosion.
- **High consequence dangerous goods** - A road or rail tanker containing dangerous goods is involved in an accident leading to a fire/explosion.
- **Toxic Chemical Release** - Large toxic chemical release caused by release of chlorine or a number of other chemicals.

- **Biological Pathogen Release** - A pathogen is inadvertently released from a containment laboratory in an urban area.
- **Industrial Action (Fuel Supply)** - Actual or threatened significant disruption to the distribution of fuel supplies by road because of an industrial action by fuel tanker drivers.
- **Water Supply Infrastructure** - Failure of water infrastructure or loss of drinking water.
- **Telecommunications** - Loss of fixed and mobile telecommunications (voice and internet access) for up to 72 hours.
- **Earthquake** - 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.
- **Volcanic Eruption** - Volcanic ash incursions for up to 25 days resulting in sporadic and temporary closures of significant parts of UK air space.
- **Influx of British Nationals** - Influx of destitute/vulnerable British Nationals who are not normally resident in the UK and cannot be accommodated by family/friends.
- **Gas Supply Infrastructure (High Pressure Pipelines)** - Fire or explosion at a gas pipeline following ignition of flammable gas under high pressure.
- **Radiation Exposure from Stolen Goods** - Incorrect handling of a stolen radioactive source leads to accidental exposure to radioactive material.
- **Prison Officers** - A single, unofficial strike by prison officers nationally, lasting more than 24 hours.

Risk Rating - **Low:**

- **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 or about 3/4 of the London Underground network.
- **Radiation from foreign Nuclear** - Accident at an overseas nuclear waste storage facility with impacts that reach the south coast of the UK.

3.0 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.

Runnymede 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 (and include the emergency services, The Environment Agency and NHS bodies).

Category 1 responders 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;

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

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 CCA 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 RBC has this prerogative, which may be used for slower build incidents, such as flooding.

5.0 RBC DUTIES TO RESPOND

The primary responsibilities of RBC during a major incident are summarised in the following Table 4, below.

The responsibilities between a Borough and County Council can sometimes become confused. Table 4 outlines the responsibilities for each organisation. However, given the nature of emergencies, the two will work often collaboratively on different functions.

Response Area	Runnymede Borough Council	Surrey County Council
Liaison with the emergency services and other partners	✓	✓
Supporting evacuation	✓	✓
Assisting with transportation	✓	✓
Opening and Managing Rest Centres	✓	✓
Supporting Survivor Reception Centres	✓	✓
Supporting Family & Friends Reception Centres	✓	✓
Accessing and sharing information on vulnerable people to support the multi-agency response	✓	✓
Provision of information to the public	✓	✓
Provision of sandbags (in line with policies)	✓	✓
Provision of welfare support to the public	✓	✓
CCTV support (where available)	✓	✓
Lead on/support the recovery	✓	✓
Support in the provision of temporary body storage	✓	✓
Support with site clearance	✓	
Provision of support for those made homeless	✓	
Management of public open spaces	✓	✓
Management of forestry and rights of way		✓
Management of Animal Health		✓
Highway management		✓
Temporary Mortuaries		✓

Table 4: Roles and Responsibilities of Surrey County Council and **Runnymede Borough Council**

6.0 Who is involved in an Emergency Response for RBC?

Within RBC, it is inevitable that most staff will be involved either directly or indirectly with responding to a major incident. This is because even those with unspecified roles, or those who continue their normal duties, will be supporting the response by maintaining the normal functions of the Council, perhaps having to take up tasks from other officers whilst human resource is stretched (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 RBC is responding effectively in its own right, and in conjunction with other agencies.

6.1 The Incident Emergency Management Team (IMT)

The IMT will co-ordinate RBC's response to a Major Incident. The IMT will consist of the following roles; (*denotes a decision-making member of IMT):

- Chief Executive*
- Assistant Chief Executive*
- Corporate Head of Law & Governance*
- A Borough Emergency Coordination Centre Coordinator
- A member of the Communications team
- A loggist (consider Committee Services)
- The Leader and/or Deputy Leader also wish to dial in as an observer.

While at times it may be challenging to assemble all members of the IMT, during a major incident, the Council should try to prioritise its statutory response duties. IMT may also meet remotely.

6.2 Borough Emergency Co-ordination Centre (BECC) Coordinator

The BECC Coordinator acts as the Tactical Lead for the Council. Based in the BECC, the Coordinator ensures that the BECC is operating efficiently, is delivering the required actions in constant liaison with the TCG and the Council's IMT. The role is filled by a senior manager from within the Council.

6.3 The Incident Liaison Officer (ILO)

The ILO will attend Tactical Briefings at a Multi-Agency Silver level; usually at a Tactical Co-ordinating Group (TCG). The TCG holds a multi-agency command structure. It is here that a common view of the situation between the responder agencies should be established. The Police, Fire, and Ambulance service command vehicles will be the main Control Point and with the Local Authority and Utility command vehicles this will form the Tactical Coordination Centre (TCC). Alternatively depending on the incident (for example multiple Forward Control Posts (FCPs) the decision may be made at the start that the best location for a TCG is at a fixed facility.

The TCG would usually meet near the scene of the incident, however depending on whether there is a level of threat still posed, the TCG may meet at a different location.

The ILO will receive up-to-date information from other responding partners on the situation as it unfolds. They will also take requests for Council assistance/involvement to pass on to the tactical lead (e.g. Applied Resilience or BECC Coordinator) or the BECC.

6.4 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 the Council
- Assist in the promulgation of key response messages

- Focus community concerns in a constructive manner
- Encourage and support recovery teams working within their community
- Visiting affected residents
- Assisting with debrief sessions with the community

Events, activities, and information will develop and change rapidly during a major incident. Misinformation and inaccuracies can be highly detrimental to the effectiveness of the emergency response and, in extremes, can potentially threaten the public’s or responding organisations safety, cause extreme distress, or jeopardise criminal proceedings. For this reason, Elected Members, as with RBC staff, are expected to follow strict information security principles during the incident and ensure that any public messages are agreed with or by the IMT or the BECC.

To support Elected Members further, an identified improvement for this plan is a newly identified role - a Member Liaison Officer. This role will support Members by being a single point of contact within the Council who is briefed on and responding to the emergency and will provide Members with one consistent message.

6.5 Command, Control and Coordination (C3)

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

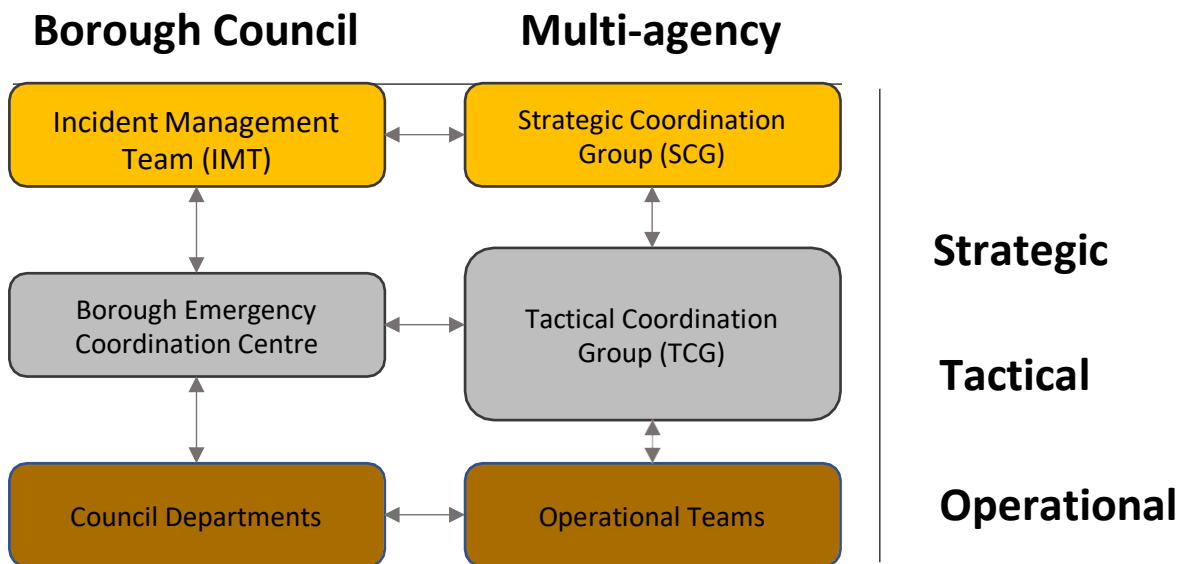


Figure 2: C3 structure internally and at multi—agency level

6.6 Operational Command (Previously referred to as ‘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.

The overarching aim of the Operational Commander is to ensure rapid and effective actions are implemented that save lives, minimise harm and mitigate the incident.

6.7 Tactical Command (Previously referred to as ‘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 Gold Command.

The overarching aim of the Tactical Commander is to ensure rapid and effective actions are implemented that save lives, minimise harm and mitigate the incident. The Joint Decision Model (JDM) should be used as the standing agenda for Tactical Co-ordinating Group (TCG) meetings.

6.8 Strategic Command (Previously referred to as ‘Gold’)

Multi-agency Gold will normally establish a Strategic Co-ordinating Group (SCG), this could be a virtual group or hosted at a physical location depending on nature and scale of the incident. Other emergency services and local authorities will endeavor to send senior officers to attend the SCG. The Strategic Commander in overall charge of each service is responsible for formulating the strategy for the incident. Each Strategic Commander has overall command of the resources of their own organisation but will delegate implementation decisions to their respective tactical level commanders. At the earliest opportunity, a strategic group will determine/confirm a specific response strategy and record a strategy statement. Surrey Police will usually chair the Strategic Group Meetings, depending on the incident/lead agency. The Incident Management Team will act as internal RBC Gold.

More information on the roles and responsibilities at multi-agency command and control at the above levels can be found in the Surrey Local Resilience Forum Emergency Response Protocol.

7.0 PHASES OF AN INCIDENT.

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

7.1 Activation and Response

The initial response will involve the protection of life, property, and the environment, and will be primarily the responsibility of the emergency services, supported by the local authority and other organisations. RBC’s role will be focused on mobilising staff, such as Incident Liaison Officers, building control officers, DSO teams 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 authorities and others begin to play an ever-increasing role by providing a variety of support, services and resources on request.

7.2 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, RBC and Surrey County Council (SCC) will be fully involved with organizing 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 SCC. However, in some incidents, particularly where they are isolated within the Borough, RBC may be expected to take on this Lead Agency role. This discussion should occur at any early stage, between the RBC and SCC Strategic Leads. Detailed information about recovery, can be found in the Surrey Local Resilience Forum Recovery Protocol on Resilience Direct.

8.0 RESPONSE PHASE: BECC ACTIVATION

8.1 Internal management: 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 RBC's response. Below is a summary of important aspects of the BECC. Full details can be found in the RBC BECC Plan.

8.2 BECC Location

The BECC will be in (sensitive content removed). If this location is unavailable, the IMT will make the decision to relocate.

8.3 Considerations when opening the BECC

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

- The apparent long-term or serious implications for RBC 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 RBC; and
- The need to support adjoining boroughs/districts faced with an emergency.

For more information on the BECC please refer to the BECC plan on the RBC Emergency Planning Drive, or request from Applied Resilience.

9.0 COMMUNITY WELFARE

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. The police or Surrey Fire and Rescue Services (SFRS) will normally request the evacuation of an area in consultation with

other responding agencies. RBC may be called upon to assist the police by providing transport, shelter and accommodation. The TCG (if operating) or RBC and SCC will agree on the best location of the 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) and pandemics.

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

9.3 Emergency Assistance Centres (EACs)

Providing shelter is one of the main responsibilities of RBC 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 Local Government Housing Act 1989 and the Housing Act 1996 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 SLRF Emergency Assistance Centre Plan.

9.4 Rest Centre (Borough Lead)

The most commonly used EAC. It is a building designated or taken over by the Local Authority for the temporary accommodation of evacuees and homeless indirectly affected, 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, interview, and documentation.

9.6 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, 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 CommACs, as well as Rest Centres, to provide support to the local community. HACs are much larger and may be necessary when there is a wider area (or areas) impacted by a catastrophic event. A HAC was opened in London in 2005 after the July 7 terrorist attacks.

10.0 STAFF WELFARE

10.1 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. To ensure the health and safety of staff members there are separate responsibilities broken down on separate management levels.

The IMT have the ultimate responsibility for the welfare of staff, and as a duty must consider staff welfare when responding to and coordinating emergencies on a tactical level.

Managers of deployed and operational staff will be responsible for their overall welfare.

All RBC staff have a responsibility to prioritise their own welfare and that of their colleagues. Responding staff will be provided with food and beverages throughout an incident as necessary.

10.2 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 their relevant manager when they have returned safely.

10.3 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 via support resources available through HR. Applied Resilience are trained to assist in carrying out debrief sessions.

10.4 Post-Incident Report

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

This report should be sent to Applied Resilience who will then reflect on the feedback and will make any relevant changes to the Emergency Plan to best complement and ensure the recommendations that have been identified are implemented.

10.5 Standing Down (also see Section 15 Recovery)

It is essential that all staff are formally stood down at the end of the incident and given the opportunity to participate in a debrief. This may be a structured session or delivered virtually that will enable responders to discuss or provide feedback on the incident response, although the Council's involvement in the incident is likely to stretch beyond this point, particularly in a protracted incident such as a pandemic response. It is an excellent opportunity to review the existing arrangements within plans and identify ways in which they can be improved upon for the future, as well as marking the close of an incident. RBC should be asked, or must request, to attend any joint agency debriefs taking place within other organisations.

11.0 COMMUNICATION

11.1 With Elected Members

Communications during an emergency must be aligned with the agreed multi-agency response. The lead agency will direct all the communication messages. The Incident Management Team is responsible for agreeing any further appropriate communication on a local scale to Members. It is recognized that Elected Members can provide valuable assistance in supporting the Council's response and must be kept appropriately informed and supported so that a consistent message can be given by all. It is for this reason that the new role of Member Liaison Officer has been created to provide a consistent message to all Members and to act as a single point of contact for any concerns/queries they may have. The Member Liaison Officer will then consult colleagues to answer any queries before feeding back to Members.

11.2 With the Public

Communications with the public can take the form of:

- Media and press announcements (jointly with other organisations);
- Switchboard messages;
- Council website messages;
- Members of the community e.g., Covid Champions 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.

11.3 Communicating with staff

Messages and decisions about emergency events the Council is responding to will be communicated via line managers. Decisions about the messages that should be communicated will be agreed by the Incident Management Team/BECC Co-ordinator. The following teams will liaise to ensure consistent messages are disseminated via communication channels: BECC Co-ordinator/designated member of IMT with Customer Services Lead and Communications Lead.

11.4 Alternative Emergency Communications Systems

RBC 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 RBC can meet this duty.

11.5 Radio Networks

There are several voluntary agencies with radio operator support capacity. Radio Amateurs Emergency Network (RAYNET) is a nationwide voluntary group of licensed radio operators who may be able to provide emergency radio communications to the emergency services, local authorities, and government departments. The assistance of RAYNET or another radio operator should be sought through Surrey Police or SCC EMT.

RBC employs the use of VHF radios in its Direct Services operations. These may be used to support communication during an incident.

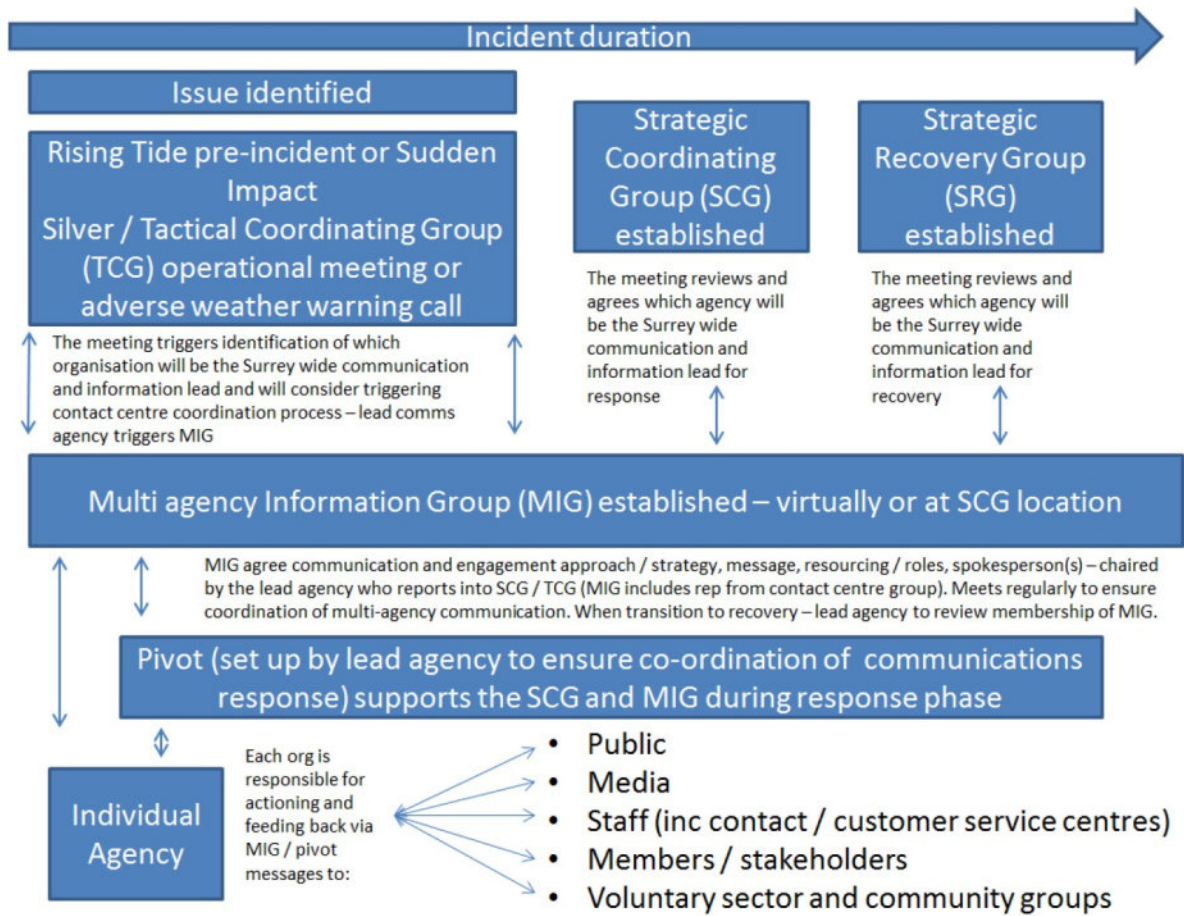
11.6 Media management

11.6.1 Co-ordination

Any Major Incident has the potential to generate 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 a key component of any incident response plan.

Surrey Police will usually be the Lead Agency for communication until an incident moves into the recovery phase. All other agencies, including RBC should ensure that they do not report anything that Surrey Police have not made public, or contradict any information. The Surrey Police Communications Department will maintain close liaison with the District and Borough Communications Officers to ensure a coordinated and consistent release of information. The incident may require the support of an RBC Communications Officer. In this case Surrey Multi-Agency Information Group may be activated. The Communications and Marketing Manager should be familiar with the Surrey Major Incident Communication Plan.

The communications structures operating during a major incident are shown below:



11.6.2 Activation

Standby

Media management arrangements should be put on standby if one of the following occurs:

- An incident occurs in the borough which attracts increased media attention.
- There is an increase in the number of media enquiries the Council receives.

Full activation

Media Management will be activated if one of the following occurs:

- There is Major Incident or Emergency in the borough.
- The Council’s Emergency Plan has been activated and
- The Surrey Major Incident Communications Plan has been activated.

11.6.3 Media actions upon notification

Action	Who is responsible for this action?
Notify the following people: <ul style="list-style-type: none"> - Customer Service Managers - Communications Team 	Applied Resilience / IMT
Identify and notify spokesperson, usually Chief Executive or Leader .	Communications and Marketing Manager
Start a log of press enquiries.	Designated Communications Officer
Prepare holding statement for press enquiries.	Designated Communications Officer
Work to support the MIG	Designated Communications Officer
Upload statements to RBC website and social media.	Designated Communications Officer
Monitor social media and respond to any incorrect information being received.	Designated Communications Officer
Email link to statements to the Customer Service managers, IMT (to cascade) and Councilors	Designated Communications Officer and MLO

11.6.4 Media enquiries procedures

Communications Officers will handle media calls. The council will liaise with the Multi Agency Information Group (MIG) on ongoing media management.

11.6.5 Social media procedures

The Communications Team will upload any visual/audio interviews in a podcast format to RBC's Youtube channel. Once this has been completed the link will be published on RBC's Facebook and Twitter social media platforms which can be accessed by members of the public and media outlets.

The Communications Team will monitor social media and notify the BECC Coordinator of any statements which are being discussed on social media which seem inaccurate about the unfolding

incident. The Communications Team may then be asked by the BECC-Coordinator to post a reply on social media clarifying the situation.

11.6.6 Spokesperson

The incident will stimulate public concern and media interest; a spokesperson should be appointed for the duration of the incident, and they should make themselves available on their mobile phone to the designated Communications Officer. This would usually be the Chief Executive or Leader of the Council.

11.6.7 Media Centre

The opening of a media center must be agreed by the Strategic Co-ordinating Group (SCG). If a media center is required, then the lead local authority will select and obtain a suitable building.

11.6.8 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 Multi Agency Information Group if set up).

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

11.6.9 Statements

It must be agreed with the Lead Agency who is going to be responsible for leading and co-ordinating the communications. The designated Communications Officer should prepare a holding statement (to be approved by the Communications and Marketing Manager if not prepared by them). A 'holding statement' should be provided to the public and press with basic factual information (as much as is known from the bullet point below), whilst greater detail is prepared for a full press release later.

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.

The designated Communications Officer should then prepare a full statement for the media giving details of the incident. The statement should be signed off by the Communications and Marketing Manager (and where possible IMT) and in line with requirements of the MIG.

11.6.10 Full statements

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

- o Summary of the event - time, place, date of incident etc.
- o 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.

- o Brief description of incident, using any positive points where possible.
- o Quote from a senior officer/member if they are available.
- o Quote and/or contact details for victims or those affected by the incident. Ensure they are happy to speak to the press.
- o Photograph, if appropriate.

11.6.11 Informing staff and members

The statement should be placed on the Council's website and an email with the link should be sent to the Customer Service managers, IMT (to cascade) and Councilors. Elected Members will also be receiving regular updates via the MLO/ IMT.

11.6.12 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.

11.6.13 Key messages and question and answer sheet

The IMT may wish to consider the use of a Message Matrix for Officers and Councilors to use when responding to media enquiries.

11.6.14 Dealing with complaints

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

11.6.15 Transfer of media operations

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

12.0 REQUIREMENTS AND RESOURCES AVAILABLE

12.1 Mutual Aid

RBC may be required to give assistance to other Local Authorities responding to emergencies. Informal arrangements exist between neighboring 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 Tactical level staff in the BECC. HR protocols allow for officers and equipment to be brought in to assist a borough.

12.2 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 MACA.

12.3 UK Standby Battalions (UKSBs)

The Army provides three UK standby battalions (UKSBs) at extremely high readiness to support UK operations. Assigned to geographic areas of responsibility, the UKSBs provide the Army with a generalist force of choice to support civil authorities during an emergency/major incident. Since its formation in 2011, UKSBs have completed diverse resilience roles including industrial action mitigation and flood mitigation during Operation SHAKU. In addition, the UKSBs are assigned to support the police with specific security operations in the UK.

13.0 FINANCE

13.1 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

At the start of an emergency the Council's rules on requiring a purchase order for each purchase will be waived. Once normal systems are up and running several purchase order numbers will be set aside for use on-site which can be entered on the system at a later date. A dedicated set of expenditure codes will also be set up for each emergency and staff will be informed accordingly.

Normal rules regarding purchasing should be followed as soon as it practicable to enable the accurate recording of information. All expenditure and income associated with the emergency should be accurately recorded to enable the Corporate Head of Finance to make appropriate claims to Government Departments.

Officers should avoid using their own credit cards or cash. Receipts must be obtained for reimbursement via Exchequer Services.

14.0 STANDING DOWN FROM THE RESPONSE PHASE

14.1 Standing down and debriefing

It is essential that all staff are formally stood down at the end of the incident and given the opportunity to attend a debrief. This is a structured session that will enable responders to discuss the incident response, although the Council's involvement in the incident is likely to stretch beyond this point. It is an excellent opportunity to review the existing arrangements within plans and identify ways in which they can be improved upon for the future, as well as marking the end of the response phase. RBC should be asked or must request, to attend any joint agency debriefs taking place within other organisations.

14.2 Psychological First Aid

It may be necessary to accompany the debrief discussions with some form of professional welfare support as some officers may wish for more in-depth discussions following an incident.

Psychological First Aid (PFA) sessions are advised within 3-5 days of a traumatic event but can be useful at any time following the event. Applied Resilience can help organise these sessions.

Staff may not necessarily identify that they require Psychological First Aid sessions and therefore managers and team members should be mindful of their colleagues. Recurring instances of upsetting dreams about the event, heightened irritability/ outbursts of anger, difficulty concentrating are some of the signs that might suggest that the individual is suffering from trauma from the event and may require further support. HR teams should have processes in place to ensure that they can support RBC staff following an emergency.

15.0 RECOVERY PHASE

15.1 Definition

The SLRF Emergency Recovery Protocol (available on Resilience Direct) defines recovery as "the process of rebuilding, restoring and rehabilitating the community following an emergency". This

phase may gradually develop during the response phase. However, focus is on the longer-term rebuilding of the community after an incident. The lead for Recovery will be incident dependent and the lead will be decided at the first SCG. This may be either the Borough or Council, but usually if the incident affects more than one Borough, the County Council will coordinate in the rehabilitation and recovery of the community. The transition is likely to be formalized through the SCG and communicated to the Chief Executive (or Assistant CEO). This may occur within hours, days, or weeks of the incident depending on the scale and nature of the incident. However, indications from SCG will be needed as early as possible, and the Borough’s representative at the SCG should report back to the Chief Executive (or Assistant CEO) with regular situation reports giving the status of the emergency, to allow the Council sufficient time to prepare for this phase. Although not exhaustive, the Council’s Incident Management Team may want to consider;

- establishing a strategic recovery lead (from the IMT)
- agreeing on key priorities for the future
- the composition of the Council’s recovery group.
- encouraging and facilitating 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 3 below:

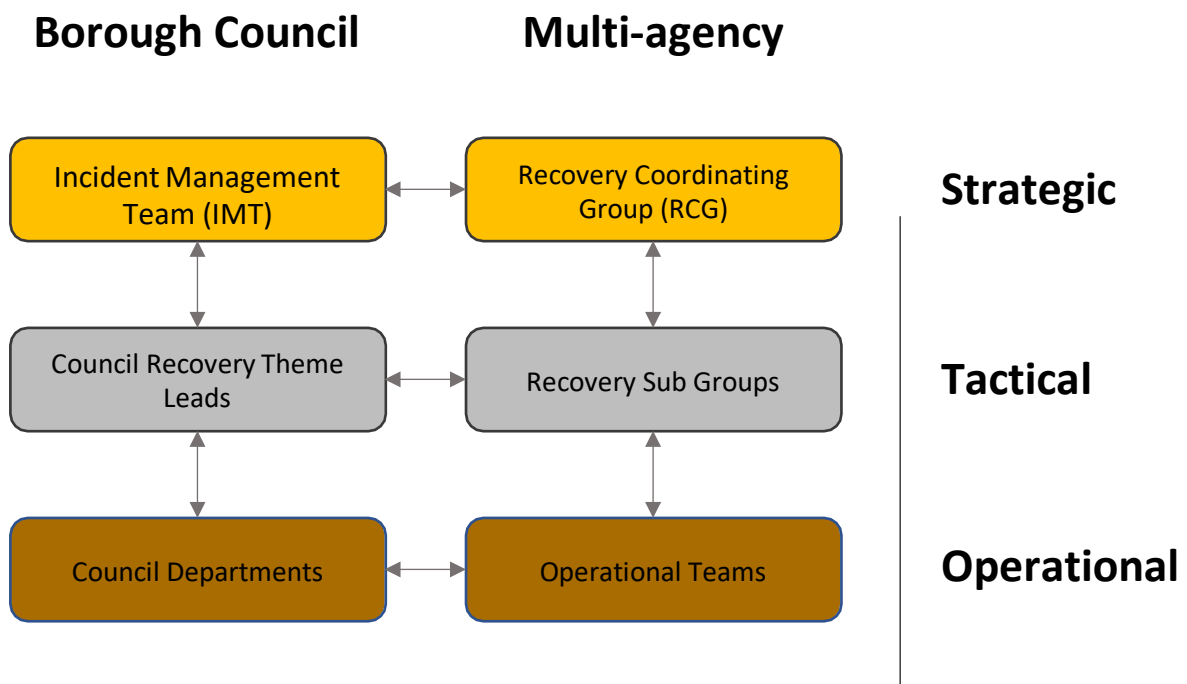


Figure 3: C3 structure (Recovery) internally and at multi—agency level

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;

- Communications (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. It is expected that the Chair of each group should arrange admin support for the group.

16.0 APPENDIX A: VERSION CONTROL

Version Number	Date	Status	Amended By
Version 1.0	May 2009	Draft plan completed - NM	Nick Moon
Version 2.0	November 2015	Updated website links. Updated SCC Community Risk Register diagram. Enhanced voluntary support section. Enhanced military support (MACA) section. Minor changes to media policy. Addition of community groups. Addition of staff rota section, recovery phase, standing down and debriefing. Changes to language. - AB	Aisling Brophy
Version 2.1	October 2016	Updated definition of 'Major Incident' in line with Cabinet Office changes Minor changes to wording. Removal of reference to Highways Authority, changed to Highways England. Updated external website links.	Aisling Brophy
Version 3	January 2018	Applied Resilience – New Plan Format. Minor changing to wording	James McHugh
Version 4	September 2018	Full Review. Structural changes. Update to reflect JESIP	Jacob Coggin
Version 4.1	July 2019	Moved welfare sections together	Sarah Walsh
Version 4.2	July 2019	Moved media info in Part 2 into main communications section	Sarah Walsh
Version 4.3	July 2019	Finance section added to	Paul French

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Version 4.4	October 2019	Leader and or Deputy added to IMT following CMC	Sarah Walsh
Version 4.5	December 2020	Admin Review; updated SLRF terminology, fuel speedsheet removed pandemic speedsheet appendix.	Applied Resilience
Version 4.6	December 2021	Full review. Plan updated to reflect learning from Covid-19 and fuel supply disruption response. External links updated. Changes to wording/ structure.	Applied Resilience
Version 5.0	October 2022	Plan updated in response to version 4.6 consultation comments – links updated, terminology revised.	Applied Resilience
Version 5.1	January 2023	Admin Review: Updated Surrey Community Risk Register Link and updated section 2.1 of emergencies the council could expect to be involved in. Changes to wording/structure and formatting. Contents update	Applied Resilience