

# GENERIC EMERGENCY PLAN

LONDON BOROUGH OF SOUTHWARK  
Corporate Emergency Handbook #0

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## Issue and Review Register

SUMMARY OF CHANGES	ISSUE NUMBER	DATE
New issue	Issue 1	September 2005
General update and inclusion of business continuity information and the community risk register	Issue 2	
General update and inclusion of emergency support officers, mutual aid arrangements, updated mandate and specific contingency plans	Issue 3	August 2006
General review.	Issue 4	January 2008
Change of person details	Issue 5	August 2008
Complete review.	Issue 6	February 2012
Update and review. Addition of emergency scheme information.	Issue 7	February 2014
Update and review. Addition of emergency scheme information.	Issue 8	November 2016
Inclusion of JESIP principles. Updated links and contact details . deleted command and control diagram	Issue 9	January 2017

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# 1 INTRODUCTION

## 1.1 Aim

This document aims to comply with the Civil Contingencies Act 2004 and to detail the council's strategy for dealing with a broad range of incidents.

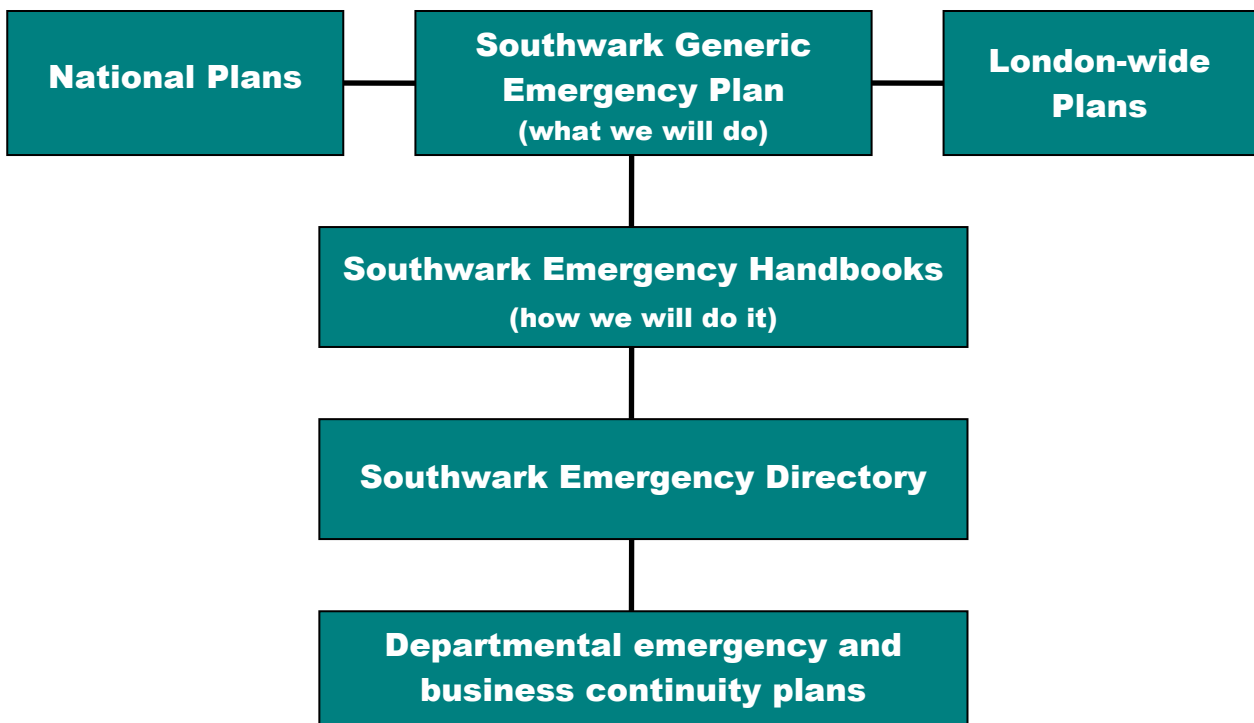
The council has clear legal and moral obligations to provide effective, robust and demonstrable emergency arrangements to mobilise its resources at short notice to deal with a broad range of incidents. This may be on a localised departmental level, where a simple out-of-hours activity is required, or on a much larger scale, where a multi-function response requires dedicated coordination, liaison and communication.

This document explains the structures in place to deal with any incidents in the borough that requires a council response.

## 1.2 Scope

The corporate Generic Emergency Plan is Southwark's councils published plan that brings together existing departmental emergency and business continuity plans within the council, as well as links in with national and London-wide plans.

This document covers the operational requirements for the Southwark Council only; and not the emergency arrangements for any other third party organisation, council or emergency service.



Underpinning this published document there are seven internal Southwark Emergency Handbooks. These internal documents (referenced below #1 to #7) cover detailed operational procedures on how the council will respond to an incident, and are complemented by the Emergency Directory. Detailed operational procedures are not captured in the generic emergency plan due to the complexity and occasional sensitive nature of the information contained therein.

Corporate Handbook #	DOCUMENT
#0	Generic Emergency Plan
#1	Local Authority Liaison Officer (LALO) Handbook
#2	Rest Centre Manager (RCM) Handbook
#3	Borough Emergency Control Centre (BECC) Handbook
#4	Council Gold Handbook
#5	London Local Authority Gold (LLAG) and Gold Support Team (GST) Handbook
#6	Council Services Handbook
#7	Departmental Business Continuity handbooks

Specific plans exist to deal with risks that may affect the borough. Examples include the multi-agency flood plan, fuel shortage plan, animal health plan and the winter service plan.

The Generic Emergency Plan does not cover the emergency arrangements for any third party organisations. The London Emergency Services Liaison Panel (LESLP) publishes a Major Incident Procedure Manual setting out these key responsibilities. The current version of the manual can be accessed from the LESLP web site

<https://www.met.police.uk/about-the-met/the-london-emergency-services-liason-panel/>

The emergency response arrangements of the council are aligned with the principles of the Joint Emergency Services Interoperability Programme (JESIP)

<http://jesip.org.uk/home>

## 1.3 Risks

Under the Civil Contingencies Act 2004, all Category 1 responders must contribute to and update a Community Risk Register, which assesses the risks within the community and the likelihood of them occurring. The community risk register is maintained and administered on behalf of all London local authorities by the London Resilience Team and may be found at:

<https://www.london.gov.uk/about-us/organisations-we-work/london-prepared/identifying-risks-london>

All Category 1 responders (including local authorities) 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 coordination
- Co-operate with other local responders to enhance coordination and efficiency
- Provide advice and assistance to businesses and voluntary organisations about business continuity management

<https://www.gov.uk/preparation-and-planning-for-emergencies-responsibilities-of-responder-agencies-and-others>

The council works closely with partners through the Borough Resilience Forum known as the Southwark Emergency Planning Forum. This statutory forum meets quarterly and includes representatives from the emergency services, voluntary sector, utilities, transport, health and businesses.

## 1.4 Role of the council

The council's primary role during an incident or emergency in the borough is:

- To assess, mobilise, manage and coordinate the relevant resources and technical services of the Council in response to the emergency, to support the community and residents, and to assist in the emergency response
- To provide specialist care or humanitarian services in the event where people have been displaced or affected by an emergency
- To assess, agree, assist and lead on the implementation of a recovery strategy with all key stakeholders
- To ensure that as far as reasonably practical, day-to-day critical services are maintained

The council is compliant with the requirements detailed in the Minimum Standards for London (MSL) tranche 2, which is regularly audited and peer-reviewed.

## **1.5 Warning and informing arrangements**

Category 1 responders under the Civil Contingencies Act 2004 are required to maintain arrangements to warn the public if an emergency is likely to occur or has occurred. The council has a specific communications plan in place for this.

The council provides advice on steps that everyone can take to prepare for emergencies on the Southwark website:

[http://www.southwark.gov.uk/info/200039/emergencies/1299/be\\_prepared](http://www.southwark.gov.uk/info/200039/emergencies/1299/be_prepared)

## **1.6 Recovery**

Recovery management encompasses the physical, social, psychological, political and financial consequences of an emergency. The council takes the lead on the recovery phase undertaking activities that will provide as rapid a return to normality as possible for the community and responders.

## **1.7 Business continuity planning and resilience**

To complement the council's capability to respond to emergencies and in compliance with relevant legislation, the council has its own business continuity arrangements in place ensuring that it can continue to provide its core services during an emergency or incident.

The council also promotes business continuity planning and provides advice to local businesses.

[http://www.southwark.gov.uk/info/200013/business\\_support\\_and\\_advice/238/business\\_continuity\\_management](http://www.southwark.gov.uk/info/200013/business_support_and_advice/238/business_continuity_management)



## **2 ACTIVATION OF THE GENERIC EMERGENCY PLAN**

### **2.1 On-call arrangements**

The council has trained personnel to fulfil its duties under the Civil Contingencies Act (2004) and to respond to incidents out of hours.

The emergency scheme rota consists of a local authority liaison officer (LALO), an emergency support officer (ESO), a rest centre manager (RCM) and a senior manager designated as local authority “Silver” being on-call at any one time.

There is a cohort of council staff trained to operate within the borough emergency control centre (BECC), should one be required. These roles are on voluntary basis, contact details for all volunteers are held in the emergency directory.

### **2.2 Procedures for activation**

An initial notification requiring the council to consider the deployment of the emergency arrangements may come from an internal or external source. In either case, notifications are made via the 24-hour Customer Service Centre (CSC) number **0207 525 5000**.

The CSC will refer the call onto the duty officer of the relevant department who will make the decision to deal with the incident, and/or escalate it to the LALO.

### **2.3 Triggers for activation**

The generic emergency plan may be activated as a direct response to an event, or as a pro-active measure to prevent or reduce the effects of a ‘rising tide’ incident.

The following is a guide as to whether or not the council will consider activating its plan to respond to an emergency:

- An event where the council is obliged to provide a direct service or services to mitigate its effects
- An event where the council may wish to take an interest in the mitigation process by a third party, providing support where required
- An event where the council would contribute to a multi-agency response to a civil event
- An event where assistance has been specifically requested by the emergency services or other public body

## **3 EMERGENCY SCHEME STAFF**

### **3.1 Local authority liaison officer (LALO)**

The LALO is the initial single point of contact for the council.

LALOs have delegated authority from the chief executive, allowing them to activate the emergency scheme at the appropriate level, mobilise council resources as necessary and make decisions on behalf of the council.

The duty LALO will be called to make an assessment of the response, respond to requests for assistance, ensure that the correct resources have been mobilised and to assess whether further action or escalation is required.

The LALO's responsibilities include:

- Provide 24-hour cover typically for one week in every six on a rota basis
- Assess, mobilise, manage and coordinate the council resources in response to an emergency for a level 2 or 3 response
- Maintain the provision of information, liaison and advice to all public, political and emergency scheme stakeholders during the course of the emergency
- Line manage the departmental responders
- Initiate a level 3 response if necessary
- Assess, agree and implement a recovery strategy with all relevant council departments and key stakeholders
- Record all relevant details of the incident and to submit a report following the closure of the incident

Depending on the circumstances, the LALO may be on-site at the incident and attend Silver meetings. Alternatively the LALO can carry out the duties remotely.

### **3.2 Emergency support officer (ESO)**

The primary role of the ESO is to provide support and assistance to the LALO, and / or the Rest Centre Manager as required.

This could include making / receiving phone calls, log keeping, procuring additional rest centre essentials, and other tasks as delegated by the LALO.

If a BECC is required, it is the ESO's role to establish the BECC. Further instructions can be found in the BECC Handbook (Corporate Emergency Handbook #3).

### **3.3 Rest centre manager (RCM)**

The overall responsibility for setting up, operating and closing a rest centre lies with the duty RCM. More information can be found in the Rest Centre Manager Handbook (Corporate Emergency Handbook #2).

## 4 EMERGENCY SCHEME STRUCTURE

### 4.1 Response levels

The council's emergency scheme can be deployed at three different levels, depending on the initiating event or a subsequent assessment.

#### LEVEL ONE

- Single departmental response
- Standard response to most out-of-hours activities by relevant departments

#### LEVEL TWO

- Two or more departments respond
- Local Authority Liaison Officer (LALO) to coordinate

#### LEVEL THREE

- LALO requests for additional support due to size or complexity of incident
- Borough Emergency Control Centre (BECC) established to support

### 4.2 Level 1 response

This is the standard response to most out-of-hours activities conducted by the relevant departments, as catered for in their own departmental plans.

The LALO is not usually activated for this, although the duty LALO should be contacted if:

- a Level 1 response has the potential to escalate to a Level 2
- there is any doubt as to which level of response is required.

### 4.3 Level 2 response

This response will be required when:

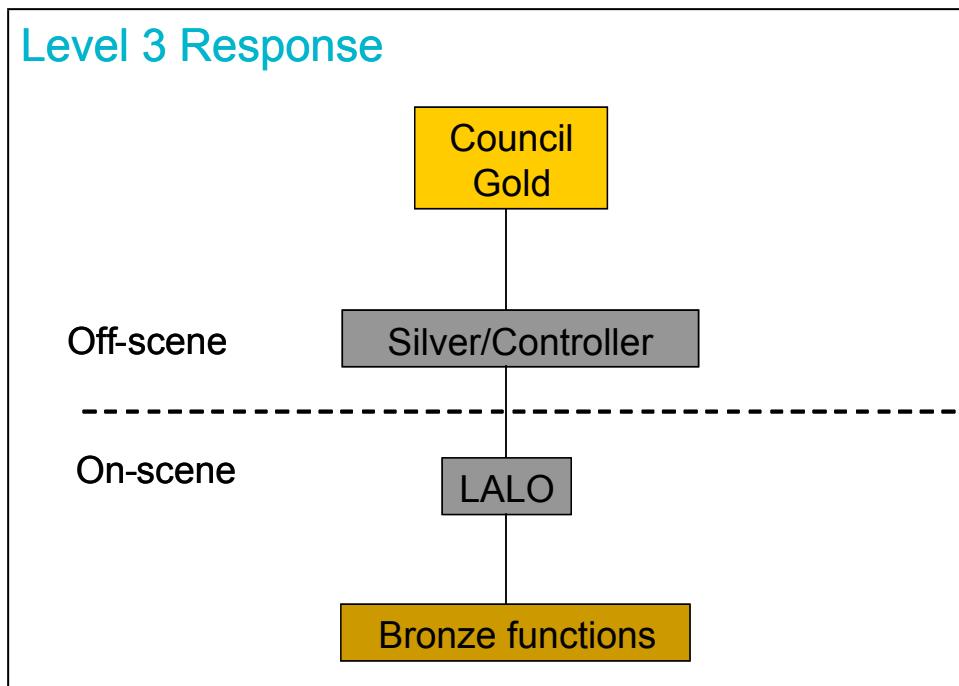
- two or more departments have responded to the same incident
- a direct request by the emergency services or the council for the LALO to attend an incident
- if, for any reason, the LALO needs to be alerted as a precautionary measure or for emergency advice

#### 4.4 Level 3 response

This may be deployed as a result of a major incident being declared by the emergency services, or if the event deems it necessary as a direct response or as a proactive measure in case of event escalation.

Level 3 underpins a full multi-departmental response, usually with a dedicated Borough Emergency Silver operating from the Borough Co-ordination Centre (BECC) coordinating all activities in the council's response.

In a level three response, Council Gold would be activated in order to give clear strategic direction and take the lead in the recovery process.



BECC activation can be initiated by the London Local Authority Coordination Centre (LLACC) to support a major incident in London.

Further instructions on BECC operations can be found in the BECC Handbook (Corporate Emergency Handbook #3).

In addition to the designated category 1 and 2 responders the council has in place a memorandum of understanding with the British Red Cross who provide support across range of functions and specifically support in establishing and running rest centres.

The local authority also has the ability to request mutual aid from other local authorities. This may be either physical resources or personnel depending on the nature of the incident.

## 5 COMMAND AND CONTROL

### 5.1 London-wide arrangements

Category 1 responders are the core responders which are mainly the emergency services (police, fire brigade and ambulance), Environment Agency and local authorities.

Category 2 responders are the co-operating agencies which include transport providers and utility companies.

All Category 1 and 2 responders adhere to the same command and control arrangements as defined in the London emergency services liaison panel (LESLP) major incident procedure manual. This ensures that all partner agencies work to the same structure and communicate with each other at the equivalent levels.

There are three levels of command and control – gold, silver and bronze.

**Gold represents the strategic level**, responsible for formulating the strategy for the incident and has overall command of resources of their own organisation.

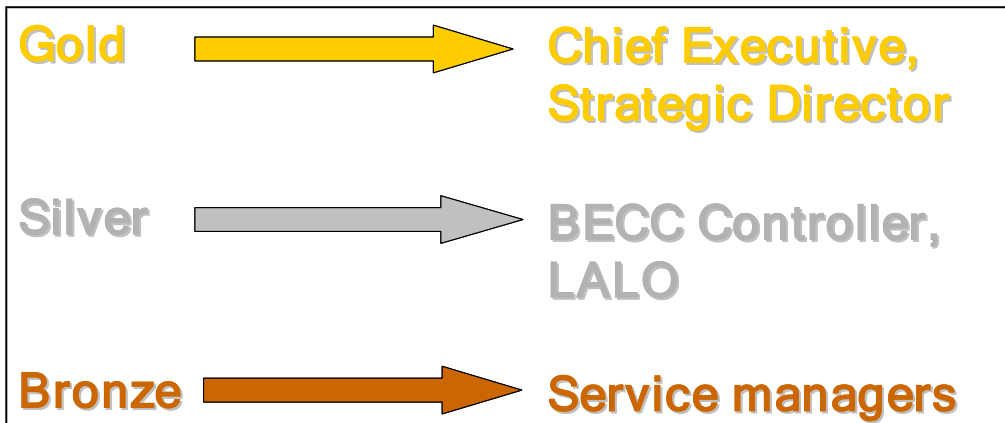
**Silver is the tactical level**, in charge of devising the tactics to achieve the overall strategy set out by Gold. Silver may on scene to direct the response.

**Bronze is the operational level**, responsible for controlling and deploying resources of their respective organisations to deliver the tactics set out by silver.

### 5.2 Southwark Council arrangements

In accordance with LESLP& JESIP, the council has its own Gold (Strategic), Silver (Tactical) and Bronze (Operational) representatives during an incident.

The level of representation is dependent on the scale of the incident and the level of response required.



Further information on council gold can be found in the Council Gold Handbook (Corporate Emergency Handbook #4).

## **6 RECOVERY PHASE**

Consideration for recovery issues should begin as soon as possible and run alongside the response phase. Decisions made during response can affect those made in recovery, and as such it is important to have recovery considerations and outcomes in mind whilst responding to an incident.

There will be a point where it is desirable or necessary to stand down the emergency response and manage the recovery phase using normal business processes or project teams.

Ultimately it is the Chief Executive's decision about large scale and long term recovery based on a variety of inputs. This will be decided as part of the council gold group function.

## **7 STAND DOWN PROCEDURES**

As and when it is clear that the emergency phase is winding down and recovery can be placed in to business as normal processes, initiating the standing down of the emergency response will be considered.

Stand down will be agreed and planned with other emergency responders and with council departments involved in the response. Suitable stand down actions will be identified and monitored as they are undertaken.

## **8 POST INCIDENT**

The council will undergo a debrief process as soon after the incident as possible in order to identify issues and lessons for the emergency response.

Full participation in the debrief process at all levels will be encouraged.

## **9 PLAN MAINTENANCE PROCEDURES**

The council's generic emergency plan will be reviewed annually by the emergency planning and resilience team and updated with relevant information.

## **10 EXERCISE AND TRAINING SCHEDULE**

All staff undertaking roles within this plan will receive regular training on their roles. This plan will be exercised annually in accordance with the requirements under the Civil Contingencies Act.

Records of training and exercising will be maintained by the emergency planning and resilience team.

## ANNEX 1 : LIST OF ACRONYMS AND EXPLANATIONS

ACRONYM	WHICH STANDS FOR...	WHICH MEANS....
BECC	Borough emergency control centre	The location at which the council response to a level three incident is managed
BT	British Telecom	Utilities company. Category two responder.
BTP	British Transport Police	Responsible for policing the railways and the London underground. One of London's three police forces.
COLP	City of London Police	Responsible for policing within the city of London – “the square mile”. One of London's three police forces.
EDO	Emergency duty officer	Out of hours call centre operative. Activates the LALO on receipt of a message from the emergency services.
EPRT	Emergency planning and resilience team	Maintains and co-ordinates the emergency scheme and the Council's readiness to respond.
ESO	Emergency support officer	'On call officer as part of Southwark Council's emergency scheme. Supports the LALO at the scene of the incident. Extra pair of hands, eyes and ears.
FCP	Forward Control point	Co location point at the scene of an incident of commanders from each agency. Location at which the Silver meetings would take place.
FFRC	Friends and family reception centre	A place for friends and family of those involved in the incident to gather. Run by the police but may require local authority assistance.
GCG	Gold co-ordinating group	The multi-agency Gold group who would convene at a nominated location to determine the strategic response to the emergency. 'Also known as SCG.
GIS	Geographic information system	Software used for mapping purposes.
GSST	Guys and St Thomas's Trust	
HAC	Humanitarian assistance centre	A centre set up post incident to provide support and assistance to those who have been affected by a regional (pan London) emergency. Can also be used for taking witness statements post event.
ICP	Incident control point	Used by LFB to denote location of incident command function. See also FCP
LALO	Local authority liaison officer	On call officer as part of Southwark Council's emergency scheme. Has delegated authority from the chief executive; responds to the scene of the incident, liaises with the emergency services at the Silver level and co-ordinates the resources of the council
LAS	London Ambulance Service	
LBS	London Borough of Southwark	Southwark Council

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ACRONYM	WHICH STANDS FOR...	WHICH MEANS....
LESLP	London emergency services liaison panel	London based body which meets quarterly and determines and agrees multi agency major incident procedures and protocols. Includes representatives of emergency services, local authorities and others.
LFB	London Fire Brigade	Responsible for emergency response to fires and other incidents in London.
LFB-EP	London Fire Brigade - Emergency Planning	Undertakes certain functions on behalf of local authorities such as the provision of the LLACC and the co-ordination of the LLAG rota.
LLACC	London local authority co-ordination centre	Co-ordinates the communication, activity and resources between the LLAG and all 33 London local authorities. Run by LFB-EP and based at Merton.
LLAG	London local authority gold	A single London local authority chief executive who would represent all London local authorities within the GCG in response to a pan London emergency. As part of a rota.
MPS	Metropolitan Police Service	Responsible for policing in 32 London Boroughs (not the City of London). One of London's three police forces.
PPE	Personal protective equipment	Issued to emergency responders to ensure their protection against hazards and inclement weather.
RCM	Rest centre manager	'On call officer as part of Southwark Council's emergency scheme. Responsible for setting up, operating and closing a council run emergency rest centre
RVP	Rendezvous point	Location to which emergency services vehicles should head initially for the response.
SCC	Strategic co-ordination centre	The location at which the GCG / SCG convenes.
SCG	Strategic co-ordinating group	The multi-agency Gold group who would convene at a nominated location to determine the strategic response to the emergency. 'Also known as GCG.
SRC	Survivor reception centre	A place for survivors to be gathered together for evidence gathering / support providing purposes. Run by the police but may require local authority assistance.
TfL	Transport for London	Transport operator. Category two responder.



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