

# GENERIC EMERGENCY PLAN

**LONDON BOROUGH OF SOUTHWARK  
Corporate Emergency Handbook #1**

CLASSIFICATION:

UNCLASSIFIED

## Issue and Review Register

The council's Generic Emergency Plan will be reviewed annually by the Emergency Planning and Resilience Team.

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
Full re-evaluation of the Generic Emergency Plan to align with London EP 2020 and London local Authority Concept of Operations Plan.	Issue 10	July 2018
Addition of Silver handbook. Changes to SCG chair allocation of role.	Issue 11	June 2019

## 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, and accompanying guidance.

Records of training and exercising will be maintained by the Emergency Planning and Resilience Team.

All queries relating to this document should be directed to the Emergency Planning and Resilience Team, Chief Executives Department.

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# 1 INTRODUCTION

## 1.1 Aim

This document details how Southwark Council complies with the Civil Contingencies Act 2004 and sets the council's strategy for dealing with a broad range of incidents.

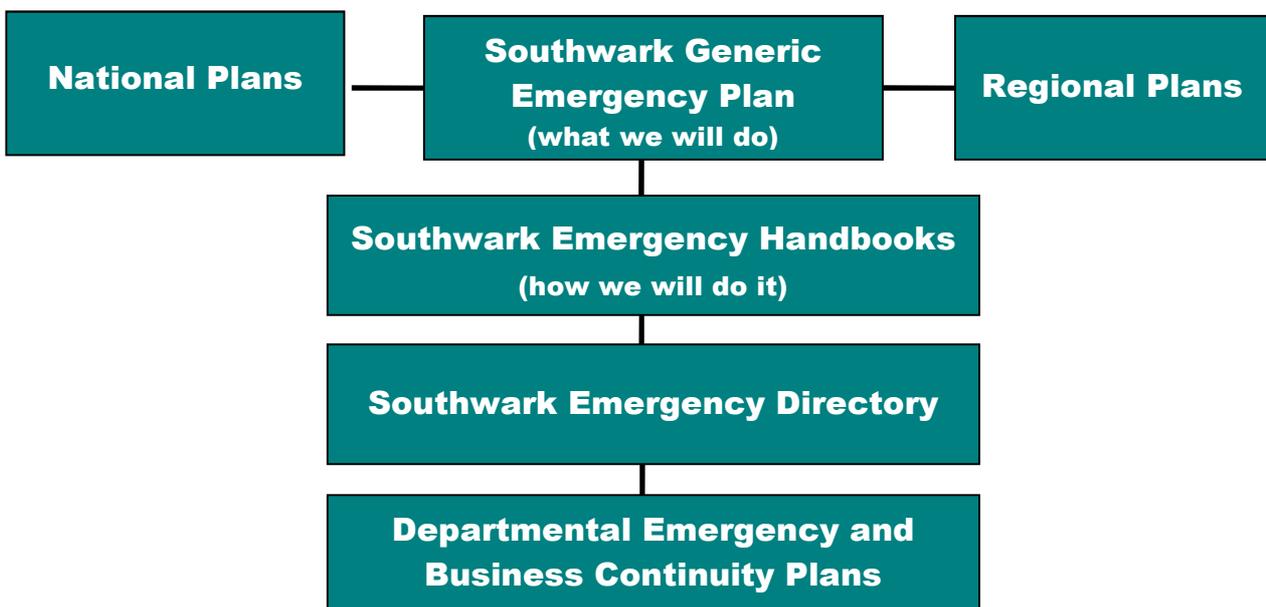
The council has clear legal and moral obligations to provide effective, robust and demonstrable emergency arrangements to mobilise its resources at short notice to deal with a broad range of incidents. This may be on a localised departmental level, where a simple out-of-hours activity is required, or 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 emergency incidents in the borough that require a council response.

## 1.2 Scope

The corporate Generic Emergency Plan is Southwark Council's published plan that brings together existing council Departmental Emergency and Business Continuity Plans, as well as linking with London-wide and national plans.

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



Underpinning the Generic Emergency Plan there are a series of internal Southwark Emergency Handbooks. These internal documents (referenced below #1 to #8) 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
#1	Generic Emergency Plan
#2	Local Authority Liaison Officer (LALO) Handbook
#3	Emergency Centre Manager (ECM) Handbook
#4	Borough Emergency Control Centre (BECC) Handbook
#4a	Borough Emergency Control Centre Set Up Instructions
#5	Council Gold Handbook
#5a	Council Silver handbook
#6	London Local Authority Gold (LLAG) and Gold Support Team (GST) Handbook
#7	Corporate Business Continuity Handbook
#8	Recovery Handbook

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 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-liaison-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>

The London Local Authorities Concept of Operations for Emergency Response and Recovery Document (CONOPS) sets out how London's Local Authorities support their communities and partner organisations in the response to and recovery from an 'emergency', as defined in the Civil Contingencies Act 2004.

The London Local Authorities Concept of Operations can be accessed via Resilience Direct <https://collaborate.resilience.gov.uk/RDSservice/home/144928/Standardised-Documentation>

## 2 ROLE OF THE COUNCIL

### 2.1 Civil Contingencies Act

Under the Civil Contingencies Act 2004 (CCA), as identified as a Category 1 responder, the council has seven responsibilities. The council abides by these duties through the Emergency Planning and Resilience Team.

**Category 1 responders** are the core responders which consist of the emergency services (Police, Fire Brigade and Ambulance), Environment Agency, Local Authorities and Port Authority.

**Category 2 responders** are the cooperating agencies which include transport providers, Health and Safety Executives 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.

Under the CCA, all Category 1 responders 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
- Cooperate with other local responders to enhance coordination and efficiency

Additionally, the council has responsibility to provide advice and assistance to businesses and voluntary organisations about business continuity management.

Further information on our duties under the Act can be found here:

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

As set out in the Act, cooperation and coordination is extremely important in preparedness, response and recovery. The council predominantly does this through the Borough Resilience Forum (BRF). This statutory forum meets quarterly and includes representatives from the emergency services, voluntary sector, utilities, transport, health and businesses.

## 2.2 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 London 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>

The local community risk register is maintained and administered by the Emergency Planning and Resilience team. It can be accessed by the Resilience Direct web site.

<https://collaborate.resilience.gov.uk/RDService/home>

## 2.3 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:

<https://www.southwark.gov.uk/community-safety/emergencies/be-prepared>

## 2.4 Identification of Vulnerable People

Southwark Council has a responsibility to ensure the economic, social and environmental well-being of our community. In emergencies, the council supports the emergency services in mitigating effects by coordinating the provision of welfare support to the community and taking the leading role in the recovery process. The council can support category 1 responders in an emergency by:

- Accessing information to identify known vulnerable people and to process the data into a useable format for multi-agency responders
- Working with multi-agency partners to identify all vulnerable people depending on the type of incident
- Sharing relevant information with other responders and relevant stakeholders.

## 2.5 Community Engagement and Cohesion

Linked closely to its lead role in the recovery from an emergency, the council has a key role in community engagement during an emergency. This includes, but is not limited to, operational services with direct engagement in community matters, local elected councillors, Members of Parliament and, indirectly, through the plethora of voluntary agencies, charities and faith communities with whom the council liaises on a daily basis.

This community engagement leadership and coordination is especially important in times of community tension. Led by the Communities Department and local councillors, coordinated community cohesion activities should prevent community tensions leading to serious disturbance wherever possible by accessing and utilising the existing relationships and systems that allow the council and its partners to act quickly and coherently to reduce, control or mitigate the impact of disturbances on cohesion if they do occur.

## **2.6 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.

<https://www.southwark.gov.uk/community-safety/emergencies>

## 3 COMMAND AND CONTROL

### 3.1 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. Notifications are made via the 24-hour Customer Service Centre (CSC) number **0207 525 5000**, or via a Category 1 responder and in some circumstances directly to the duty LALO.

### 3.2 Triggers for Activation

The Generic Emergency Plan may be activated as a direct response to an event, or as a proactive 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

### 3.3 Emergency Response Responsibilities

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

### 3.4 General Command and Control Structure

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. (e.g. Council Gold)

**Silver is the tactical level**, in charge of devising the tactics to achieve the overall strategy set out by Gold. Council Silver will usually work from the Borough Emergency Coordination Centre to direct the council's response.

**Bronze is the operational level**, responsible for controlling and deploying resources of their respective organisations to deliver the tactics set out by Silver. (e.g. Emergency Support Officer and Emergency Centre Manager).

### 3.5 Emergency Scheme

#### 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 senior manager designated as local authority "Silver", a Local Authority Liaison Officer (LALO), an Emergency Support Officer (ESO) and a Emergency Centre Manager (ECM) being on-call at any one time.

There is also a cohort of council staff trained to operate within the Borough Emergency Control Centre if one is required. These roles are on a voluntary basis, contact details for all volunteers are held in the emergency directory.

#### Gold

The role of Council Gold is to give clear strategic direction throughout the response phase and take the lead in the recovery process, working towards the restoration of normality.

The council Gold group should:

- Assess and advise on the impact to corporate policies, strategic considerations, political management and reputation of the council as a result of the emergency and its effects
- Set the strategy for the council's response and make resources available to respond to the incident
- Confirm with the Silver/BECC manager the agreed strategy together with appropriate mitigation steps that may be taken
- Set the internal and external communications strategy
- Consider and prepare for immediate and longer-term scrutiny and questioning, such as possible press conferences and enquiry panels
- Establish, monitor and review the Recovery Working Group and its priority work streams
- Ensure representation at multi-agency Gold groups
- Decide to request / approve mutual aid
- Determine whether to escalate to London Local Authority Gold (LLAG)
- Maintain regular communications with the BECC, and the LLAG if required.

Further information on Council Gold can be found in the Council Gold Handbook #5.

## Silver

Silver is the tactical manager for the local authority response to the incident. The officer determines the best way to achieve the strategic priorities as determined by Council Gold. Silver should

- Implement the strategic aim and objectives for the council response as directed by Gold
- Determine and monitor the response and resources as set out in the aim and objectives
- Assess, agree and implement a recovery strategy with Gold and key stakeholders
- Ensure that the BECC fulfils its mandate
- Ensure that Council Gold, strategic directors, members and other senior stakeholders are appropriately briefed regarding the emergency, the council's response and the longer-term issues.
- Line manage the BECC team, ensuring team working and welfare- breaks and shift change
- Participate in a debrief post-event
- Nominate an individual to manage the BECC inbox and assign work

Further information on Council Silver can be found in the Council Silver Handbook #5a.

## Local Authority Liaison Officer (LALO)

LALOs have delegated authority from the Chief Executive, allowing them to act as the initial council on scene Silver, to escalate and activate the emergency scheme at the appropriate level, mobilise council resources as necessary and make decisions on behalf of the council.

The LALO's responsibilities include:

- Providing 24-hour cover
- Assessing, mobilising, managing and coordinating council resources in response to an emergency for a level 2 or 3 response
- Maintaining the provision of information, liaison and advice to all public, political and emergency scheme stakeholders during the course of the emergency
- Line managing the departmental responders
- Assessing, agreeing and implementing a recovery strategy with all relevant council departments and key stakeholders
- Recording all relevant details of the incident and submitting a report following the closure of the incident

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

## Emergency Support Officer (ESO)

The primary role of the ESO is to provide support and assistance to the LALO, and / or the Emergency Centre Manager as required. This could include making / receiving phone calls, log keeping, procuring additional emergency 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 #4.

## Emergency Centre Manager (ECM)

The overall responsibility for setting up, operating and closing a emergency centre lies with the duty ECM. More information can be found in the Emergency Centre Manager Handbook #3.

### 3.6 Emergency Scheme Structure

#### 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

#### Level 1 Response

This is the standard response to most out-of-hours activities conducted by the relevant departments, as defined 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.

## **Level 2 Response**

This response will be required when:

- Two or more departments have responded to the same incident
- A direct request has been made 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

## **Level 3 Response**

This may be deployed as a result of a major incident being declared by the emergency services, if the direct response to the incident warrants the enhanced level of support 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 Coordination 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.

### **3.7 BECC**

The BECC provides a central location to coordinate the council for response, situation awareness, information gathering and decision making.

The primary Borough Emergency Coordination Centre is located in the Tooley Street Offices. A secondary or fall-back facility is located in the Queens Road council offices.

The BECC can be activated by the duty LALO, duty Silver, the Chief Executive or any the emergency planning team in response to intelligence on an incident.

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 #4.

## **4 LONDON-WIDE ARRANGEMENTS**

The London Resilience Group coordinates and acts as support to all borough Emergency Planning Teams. In addition, a separate team, known as the Central Resource provides additional specialist functions and support.

### **4.1 London Local Authority Gold (LLAG)**

All London Local Authority chief executives (excluding those on the SCGC), are on a year round rota for London Local Authority Gold, this ensures that there is always a strategic decision maker available to support any incident across London.

The LLAG is supported by the LLACC.

### **4.2 London Local Authority Coordination Centre (LLACC)**

The majority of incidents are dealt with within the council through local arrangements, however if the incident is larger than the councils resources, or the incident has an impact on more than one council, the London Local Authority Coordination Centre (LLACC) is activated. The LLACC is operated by London Resilience to provide a strategic view across London, and to support the LLAG.

### **4.3 Strategic Coordination Group Chair (SCGC)**

A list of chief executives drawn from across London Boroughs who have volunteered to provide the Strategic Chair function is maintained by London Resilience. If a local authority chief executive is required to undertake the role of strategic coordination group chair, London Resilience in conjunction with the chair /deputy chair of LAP will determine which officer will undertake that role.

The role of the Strategic Coordination Group Chair can be summarised as:

- Chairing the Strategic Coordination Group (SCG) meetings if required
- Offering ongoing support to the duty London Authority Gold
- Assuming the role of London Local Authority Gold in a protracted incident in order that the London Local Authority Gold capability can be maintained for new incidents

### **4.4 Mutual Aid**

A London-wide Memorandum of Understanding (MOU) is in place for mutual aid. The MOU provides for participating authorities to endeavour to provide assistance to another participating local authority in the form of provision of personnel and/or equipment in the event of, or in the reasonable anticipation of, an emergency or other disruptive or rising tide incident when asked to do so. The local authority requesting aid will undertake to reimburse the local authority providing it on a cost recovery basis. This mutual aid can be arranged between the boroughs or via the LLACC.

### **4.5 British Red Cross**

A MOU is in place between the Central Resource team and British Red Cross (BRC). This means that all London local authorities can request humanitarian support at any time. The BRC can provide a range of functions and specific support in establishing and supporting the council at emergency centres.

## 5 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.

The recovery phase is formally called by the Chief Executive once the situation has been stabilised, however recovery working should start as soon as possible.

The Chief Executive or nominated deputising Strategic Director will be the lead of the recovery process and convene a Recovery Management Group (RMG). Several sub-groups will be convened underneath the RMG as needed, such as a Humanitarian Assistance Group or Business Recovery Group.

The LLACC/London Resilience may support the recovery process.

The RMG sits, at decreasing frequency, until the point at which recovery management has passed entirely to 'business as usual' activities. Compared with the response phase, which may last a matter of hours or days, the recovery phase may last months and years.

Further guidance is contained within the Recovery Handbook #8.

## **6 POST INCIDENT**

### **6.1 Stand Down Procedure**

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.

### **6.2 Debriefing**

The council will undergo an internal debrief process as soon after the incident as possible in order to identify issues and lessons from the response.

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

The council will also fully participate in any multi-agency debrief.

## ANNEX 1 : ACRONYMS

ACRONYM	WHICH STANDS FOR...	WHICH MEANS....
ABECC	Alternative Borough Emergency Control Centre	Back-up control centre at Queens Road
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.
BRC	British Red Cross	Volunteer organisation
CCA	Civil Contingencies Act (2004)	Council has duties under the act as a category 1 responder
COLP	City Of London Police	Responsible for policing within the city of London – "the square mile". One of London's three police forces.
CONOPS	Concept of Operations for Emergency Response and Recovery	Guidance provided by London Resilience on London Emergency Planning & Response
CSC	Customer Service Centre	Council public facing line
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 coordinates 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 Coordinating 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.
GST	Gold Support Team	Team activated to support Gold
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

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ACRONYM	WHICH STANDS FOR...	WHICH MEANS....
		witness statements post event.
ICP	Incident Control Point	Used by LFB to denote location of incident command function. See also FCP
JESIP	Joint Emergency Services Interoperability Program	
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 coordinates the resources of the council
LAS	London Ambulance Service	
LBS	London Borough Of Southwark	Southwark Council
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.
LLACC	London Local Authority Coordination Centre	Coordinates the communication, activity and resources between the LLAG and all 33 London local authorities. Run by London Fire Brigade Emergency Planning 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.
RD	Resilience Direct	Online portal for plans and documentation. Used by LLACC in a response
ECM	Emergency Centre Manager	On call officer as part of Southwark Council's emergency scheme. Responsible for setting up, operating and closing a council run emergency centre
RMG	Recovery Management Group	Recovery Group activated and led by the Chief Executive
RVP	Rendezvous Point	Location to which emergency services vehicles should head initially for the response.
SCC	Strategic Coordination Centre	The location at which the GCG / SCG convenes.
SCG	Strategic Coordinating Group	The multi-agency Gold group who would convene at a nominated location to determine the strategic response to the emergency. 'Also

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ACRONYM	WHICH STANDS FOR...	WHICH MEANS....
		known as GCG.
SCGC	Strategic Coordination group chairs	Local authority chief executives that chair the SCG
SPOC	Single Point of Contact	Normally the LALO, however it is good practice to have one contact for organisations to contact the council in a response
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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