

**NORFOLK
RESILIENCE FORUM**



preparing for emergencies

Recovery Guidance 2012

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Foreword

Emergencies often result in disruption to communities and business. The disruption may be caused by events such as failure of essential services, loss of information communications technology, the extremes of nature, exotic diseases, terrorism or public disorder. In most cases the emergency is UK based but it could be an overseas incident which impact on UK residents, UK nationals, or the environment of the UK – as was seen in recent volcanic ash clouds and the increase in terrorist activity.

It is in within this context, with the requirement for physical, psychological and economic restoration, that recovery is conducted.

Recovery from any incident, no matter the cause, can involve a wide range of public, private, voluntary and faith organisations; as well as considerable resources, over an extended period of time. This Recovery Guidance document is aimed at helping the establishment and operation of the management structures necessary to aid the recovery process and to highlight key issues for consideration. The guidance also recognises the importance of involving the local community to ensure the decisions taken are done so for the benefit of all involved and to enable a positive approach to the process, which should aid the swifter return to the new normality.



John Ellis
Resilience Manager, Norfolk County Council
Chair of the Norfolk Resilience Forum Programme Board
16th December 2011

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Protocols

This document will be effective from the 16th December 2011 and will be reviewed every three years thereafter. This process will be advanced should legislation or best practice guidance necessitate such action.

The master copy of this document and a record of the review and decision-making process will be held by the Resilience Manager (RM), Norfolk County Council as chair of the NRF Programme Board, and will be made available for audit as necessary.

Contributing organisations are asked to notify the RM of any changes that may impact on the content or procedures contained within the master version. All amendments to this guidance will be considered by the Norfolk Resilience Forum prior to publication.

There is an expectation that all agencies will participate in a training/exercise regime in order to familiarise relevant staff with the contents of this guidance, in addition to identifying any shortfalls/improvements that can be made to this document.

Policy Statement

This document supports the European Convention of Human Rights (ECHR), in adhering to its principles, namely legality, legitimacy, proportionality, necessity and accountability.

Reference Documents

This document provides outline guidance with regards to the recovery from major incidents and should be read in conjunction with relevant NRF plans and documents. It is not intended to replicate information which is covered elsewhere, however when necessary elements are included in order to assist with clarity.

- Norfolk Emergency Response & Recovery Strategy (NERRS)
 - This key document details how recovery will be initiated during the response phase of an incident and then provides the guidance and protocols for the formal handover from the response to recovery phase.
- Norfolk Emergency Media Plan
 - This plan outlines how the warning and informing aspect of response and recovery will be dealt with in multi-agency media cells.
- NRF Multi-agency Emergency Plans e.g. COMAH, Flooding, Animal Disease
 - These plans contain information about risks, locations and contacts that may be useful to the recovery process.
- Cabinet Office Response & Recovery Guidance
 - A range of guidance on recovery is available online or in hard copy.

Master Copy Distribution

Emergency Services

- Norfolk Constabulary
- Norfolk Fire and Rescue Service
- East of England Ambulance Service NHS Trust
- NHS Norfolk & Waveney
- Maritime and Coastguard Agency

Norfolk County Council

- Resilience Team

Internet/Intranet Sites

- Norfolk County Council Intranet Site
- Norfolk Prepared Website
- National Resilience Extranet (NRE)
- Norfolk Resilience Forum Private Website

District / Borough / City Councils

- Broadland District Council
- Breckland District Council
- Great Yarmouth Borough Council
- Borough Council of King's Lynn & West Norfolk
- North Norfolk District Council
- Norwich City Council
- South Norfolk District Council

External Organisations

- Environment Agency Eastern Area (Ipswich)
- Environment Agency Central Area (Brampton)

Record of Amendments

Amendment No & Details	Date	Amended by	Signed

Resilience Manager,
Resilience Team,
Norfolk County Council,
County Hall,
Martineau Lane,
Norwich. NR1 2DH.

Telephone: 01603 222016

FAX: 01603 223010

Email: nrf@norfolk.pnn.police.uk

1. Definitions

Recovery is a key part of the Integrated Emergency Management process.

Response

Response is the actions taken to deal with the immediate effects of an emergency.

Note: If the emergency occurs overseas, there may be a need for local recovery even if there was no local response phase – for example an overseas coach crash involving a school trip will require humanitarian support to the local families of those involved as well as support for the community.

Recovery

“Recovery is the process of rebuilding, restoring and rehabilitating the community following an emergency, but it is more than simply the replacement of what has been destroyed and the rehabilitation of those affected.”

“It relates to those activities focussed on returning a community to a ‘new normality’ after an emergency. It will be assisted if the affected community are involved in the managing of their own recovery.”

(Emergency Response and Recovery Guidance, HM Government)

It is distinct from, but will usually overlap with, the response phase.

Recovery is a co-ordinated process of supporting affected communities in the reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical well-being. After emergencies, the recovery phase will often target the restoration of an affected area to its previous condition, i.e. normalisation or what is often referred to as the ‘new normality’. However, there may be a strategic opportunity to go beyond ‘recovery’ and achieve longer-term regeneration and economic development.

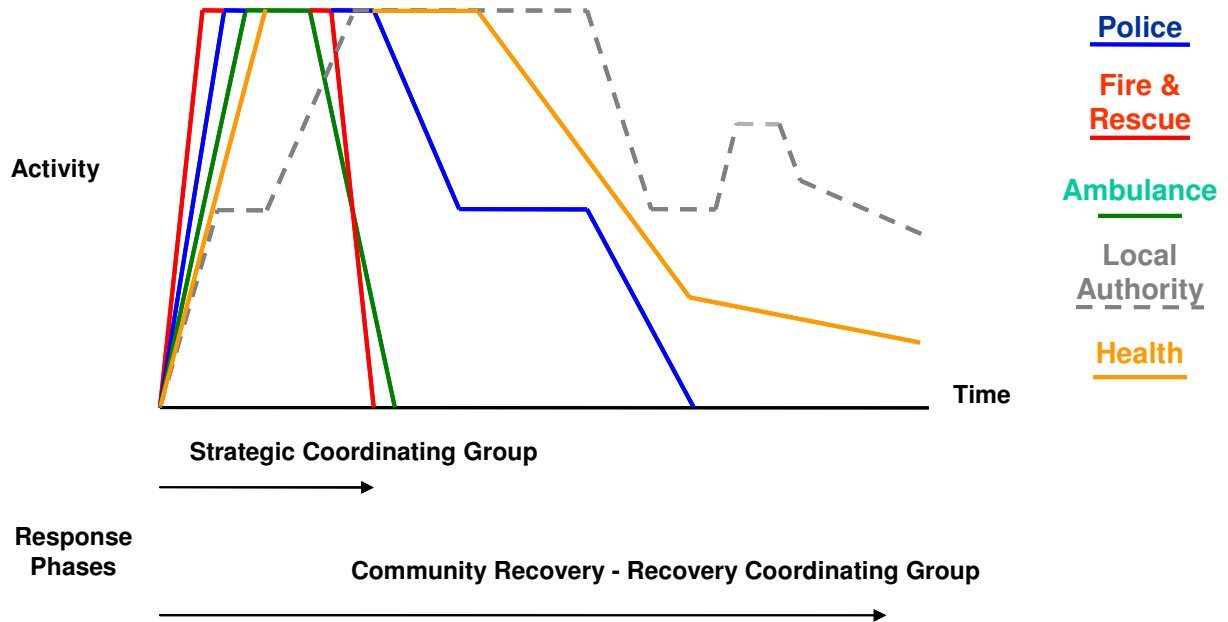
Regeneration

Regeneration is about transformation and revitalisation, both visual and psychological. This transformation can be physical, social and economic, achieved through building new homes or commercial buildings, raising aspirations, improving skills and improving the environment whilst introducing new people and dynamism to an area.

Recovery is more than simply the replacement of what has been destroyed and the rehabilitation of those affected. It is a complex social and developmental process rather than just a remedial process. The manner in which recovery processes are undertaken is critical to their success. Recovery is best achieved when the affected community is able to exercise a high degree of self-determination.

In many scenarios, the response phase to an emergency can be relatively short in contrast to the recovery phase. Recovery usually takes years rather than months to complete as it seeks to address the enduring human, physical, environmental, and economic consequences of emergencies.

The graph below shows the activity of certain category one responders over time in a typical emergency. The arrows show the relative length of time response and recovery phases may last.



The increase in Local Authority activity indicated towards the end of the graph represents the sudden resurgence of media and other parties' interest in the recovery often around anniversaries or if public enquiries or legal action takes place.

The recovery phase continues until the disruption has been rectified, demands on services have returned to normal levels, and the needs of those affected (directly or indirectly) have been met. This is achieved through the setting of key milestones to achieve return to the new normality.

2. Recovery – Purpose and Principles

Purpose

The purpose of providing recovery support is to assist the affected community towards management of its own recovery. It is recognition that where a community experiences a significant emergency, there is a need to supplement the personal, family and community structures which have been disrupted.

Principles

The principles of recovering from emergencies are:

- Recovery is an enabling and supportive process, which allows individuals, families and communities to attain a proper level of functioning through the provision of information, specialist services and resources.
- Effective recovery requires the establishment of planning and management arrangements, which are accepted and understood by the organisations and the community involved with the recovery.
- Recovery management arrangements are most effective when they recognise the complex, dynamic and protracted nature of recovery processes and the changing needs of affected individuals, families and groups within the community over time.
- The management of recovery is best approached from a community development perspective and is most effective when conducted at the local level with the active participation of the affected community and a strong reliance on local capacities and expertise. Recovery is not just a matter for the statutory agencies - the private sector, voluntary & faith groups and the wider community will play a crucial role.
- Recovery management is most effective when agencies involved in human welfare have a major role in all levels of decision-making which may influence the well-being and recovery of the affected community.
- Recovery is best achieved where the recovery process begins from the moment the emergency begins. It is recommended that a Recovery Working Group (SCG level) and/or a Recovery Coordinator (TCG level) are set up on the first day of the emergency – *please refer to the NERRS*.
- Recovery planning and management arrangements are most effective where they are supported by training programmes and exercises which ensure that the agencies and groups involved in the recovery process are properly prepared for their role.
- Recovery is most effective where recovery management arrangements provide a comprehensive and integrated framework for managing all potential emergencies and where assistance measures are provided in a timely, fair and equitable manner and are sufficiently flexible to respond to a diversity of community needs.

3. Recovery Strategy

Reference should be made to the relevant sections within the NERRS in relation to the strategic approach to recovery during the response phase of an incident and the formal movement from the response phase to the recovery phase.

At the start of the recovery process, it is vital that a clear recovery strategy is developed and agreed. The recovery strategy could cover some, or all, of the following key objectives:

- An Impact Assessment (covering impacts on residents, businesses, infrastructure, environment, etc) is carried out as soon as possible and is regularly updated.
- For a Chemical, Biological, Radiological, Nuclear (CBRN) or Hazardous Material (HAZMAT) incident a decontamination strategy needs to be developed.
 - What needs to be decontaminated
 - Over what area
 - To what extent
 - Methodology to be used
 - Timescales & Targets

As part of the strategy decontamination and site clearance plans need to be developed – tactical detail. It is essential to consult with the Government Decontamination Service (GDS) and Science & Technical Advice Cell (STAC) at a very early stage.

See Appendix K for management structure links and CBRN Site Clearance

- Determine at an early stage if there is an opportunity for longer term regeneration and economic development as part of the recovery process.
- A concise, balanced, affordable recovery action plan is developed that can be quickly implemented, involves all agencies and fits the needs of the emergency.
- Ensure the community is fully involved in the recovery process and that all agencies work closely with the community and those directly affected, including the monitoring and protection of public health.
- Utilities and transport networks are brought in to use as soon as practicable.
- A pro-active and integrated framework of support to businesses is established.
- All affected areas are restored to an agreed standard so that they are 'suitable for use' for their defined future purposes.
- Environmental protection and recovery issues are co-ordinated.
- Information and media management of the recovery process is co-ordinated.
- Effective protocols for elected member involvement and liaison are established within the political structure of Norfolk i.e. Parish, Town, District, City, County and Parliamentary.

Targets

As part of the recovery strategy, it is recommended that various targets / milestones for the recovery are established and agreed. The community should be involved in establishing these targets. These targets provide a means of measuring progress with the recovery process and may assist in deciding when specific recovery activities can be scaled back or ceased.

It is also important, where possible, to establish the point at which recovery is seen as being complete and any outstanding matters are dealt with by the normal, day to day, work of the organisations and communities involved.

Any targets / milestones should be regularly reviewed and it must be acknowledged by those involved that some amendment /adaptation may be required.

Suggested targets / milestones could include some of the following:

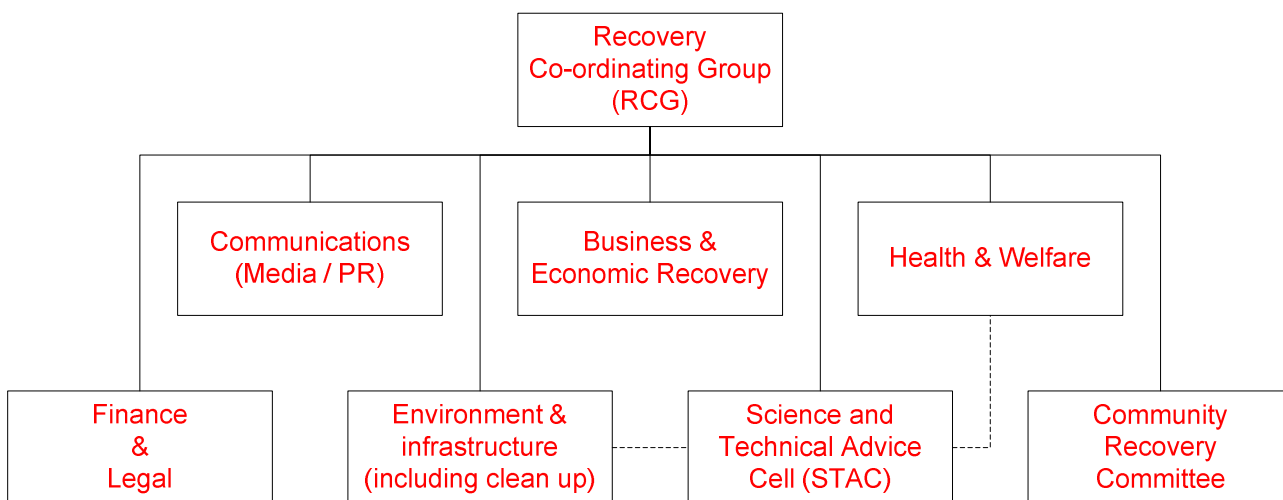
- Demands on public services returned to normal levels (including health)
- Utilities are again fully functional
- Transport infrastructure is running normally
- Local businesses are trading normally
- Tourism in the area has been re-established.

4. Recovery Structure Diagrams

The Local Authority will usually lead the recovery process (see NERRS).

Recovery Coordinating Group (RCG) Sub-Groups

A suggested structure for managing the recovery at the strategic level is shown below:

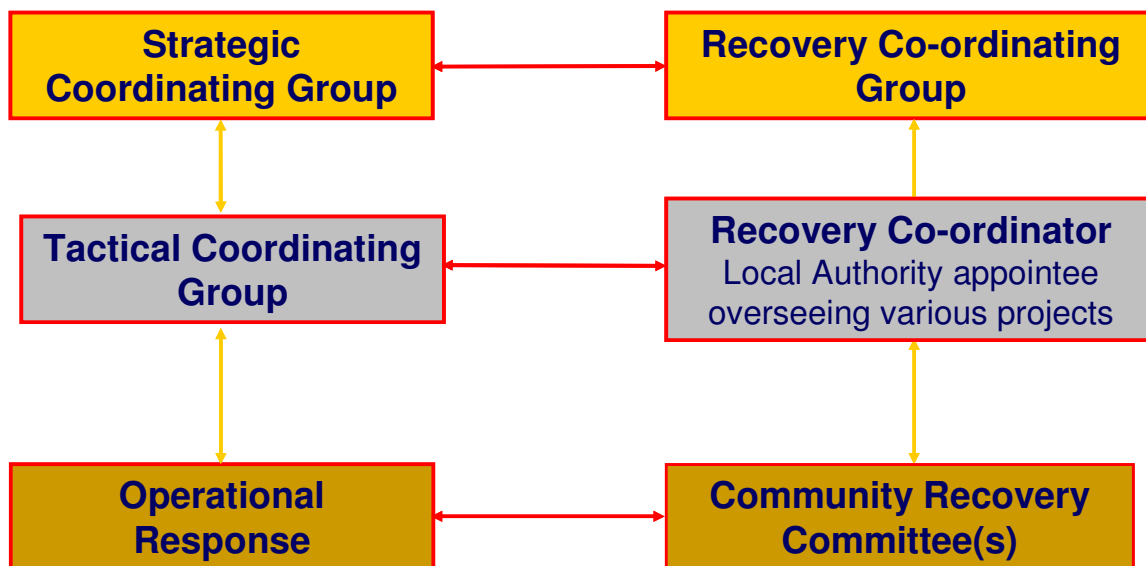


CCA ~ Emergency Response and Recovery Guidance.

Note: It may not be necessary to establish all the sub-groups shown, or it may be necessary to add additional groups depending on the nature of the emergency.

Response and Recovery Structure Links

The following diagram shows the link between the response and recovery structures:



Detailed Terms of Reference (ToR) for the Recovery Co-ordinating Group (RCG) sub-groups, including guidance on membership and issues that may arise, is shown in Appendix A.

Guidance for the Chairs of the RCG Sub-groups is in Appendix B.

In the initial stages of an emergency, it is advisable to 'start big and then scale down' as it is easier to stand groups and staff down than it is to set them up at short notice.

An early assessment should be made of the responding organisations' capacity and resources, and mutual aid agreements activated as required. In the event that co-ordination is required at the central or national resilience level contact should be made with the Resilience and Emergencies Division – Central (RED Central) of the Department of Communities and Local Government (DCLG), to discuss how this may best be delivered. This discussion should consider whether there is a need to establish a DCLG Co-ordinating Group and Operations Centre – liaison with this group would be via a Government Liaison Officer who would attend the SCG/RCG (see NERRS).

If the recovery is as a result of a non-conventional terrorist based Chemical, Biological, Radiological, Nuclear (CBRN) incident then an expanded response and recovery process will be required due to the involvement of specialist agencies. See Appendix K for the management links and site clearance information for a CBRN incident.

5. Recovery Actions During the Response Phase

The following is taken from the NERRS.

The process of recovery cannot be left until after an incident has been dealt with. In order for the most effective return to a 'new' normality it is essential that a recovery strategy is put into place at the earliest opportunity.

At a Tactical Level during the initial stages of response the recovery element may be dealt with by a Recovery Coordinator whose role is to:

- Put forward to the TCG recovery implications for any course of action being planned.
- Start to look at recovery issues and bring together projects.
- Represent the community's recovery needs in the response phase.
- Provide on-going coordination of recovery services as the recovery phase unfolds.
- Liaise with recovery at the strategic level (if established).

The Recovery Coordinator would normally be a Local Authority individual who can relinquish their "day job" and immediately assume the role whenever a significant emergency arises. If the emergency then develops in such a way that there is little to do, they can then stand down and resume their normal duties. The role is very much one of coordination and may need to call upon the assistance of Local Authority departments and other agencies.

At a strategic level (if established) a Recovery Working Group (RWG) should be set up as standard practice to start to consider issues of recovery during the response phase. This group will then develop in responsibility and the agencies involved, to eventually come together to form the Recovery Coordinating Group (RCG).

Infrastructure

To aid the restoration times of key infrastructure, such as electricity and water, it may be necessary to shutdown supplies ahead of time where pre-warning, such as in coastal flooding, of a major incident has been received. This needs to be managed carefully with respect to media and community engagement as in many cases it will be necessary to take such action several hours before the incident is expected to allow time for it to be carried out in a controlled manner.

By shutting down beforehand it means that equipment is less likely to be damaged and require replacing. In most cases it will be a case of bringing systems back on to line once the risk of damage has receded rather than having to carry out major works and waiting for specialist parts.

6. Activation of the Recovery Co-ordinating Group

The activation of a RWG/RCG should occur from the time the emergency becomes identified, and should work concurrently, and be coordinated with response activities (See - *Response and Recovery Structure Links*).

Activation of the RWG/RCG will be carried out by the Local Authority, usually following a request by / agreement with the Strategic Co-ordinating Group. It needs to be formed as soon as possible to influence the SCG response, and a discussion about its establishment should take place at the first SCG meeting. The communication cascade arrangements for the activation will be via the Local Authority who will decide, depending on the emergency, who needs to be on this group.

An important part of the work of the RCG, in the response phase of the incident, is to develop a recovery strategy and inform the SCG of this to ensure decisions made by the SCG do not compromise medium to long term recovery. The Chair, or nominated deputy from the RCG, needs to sit on the SCG to ensure the communication flows between these two Groups work effectively.

Suggestions for membership and the roles and responsibilities of relevant organisations are given in Appendices A and C.

A suggested agenda for the first meeting of the Recovery Co-ordinating Group is shown in Appendix D.

7. Location and Operation of the Recovery Co-ordinating Group

In the early part of the recovery phase (both when the RWG/RCG is running in parallel with the SCG and after the lead is handed over from the SCG chair to the RCG chair) there is much merit in organisations being (and remaining) co-located, if possible, to establish communication links and ensure that ready interaction between organisations can be maintained.

Once individuals return to their desks the demand to return to the 'day job' and catch up may become irresistible and the recovery process may falter.

That said, some agencies necessary to the recovery process may not have been involved in the response phase and will need to be integrated into the process.

The lead recovery officer from the Local Authority needs to manage this progression carefully and instil the importance of agencies being closely allied, especially in the early stages of recovery.

The frequency of RCG meetings will be determined by the Group on a case-by-case basis. In the early stages, the Group may meet two or three times a day, but this is likely to reduce over time, maybe to once or twice a week.

The need for accurate record keeping is of paramount importance. The responses to

issues will be on public view, there will be a requirement to prepare reports, and there is also the potential for subsequent inquiries or litigation. There needs to be clear audit trails with comprehensive records of timings, notifications, decisions, actions and expenditure. It would therefore be beneficial to use the same information management system used in the response phase for the recovery phase.

8. Handover from Response Phase to Recovery Phase

The following includes information from the NERRS.

In order to ensure that all agencies are aware of the implications and arrangements for handover from the response to recovery phase, it is suggested a formal meeting is held within a few days of the start of the emergency. Membership at this meeting should, as a minimum, include the Strategic Co-ordinating Group Chair and the affected local authorities.

The criteria for assessing when the handover can take place from response to recovery should be agreed by the chair of the SCG (normally the Police) and the chair of the RCG (usually the Local Authority). Suggested criteria are show in Appendix E.

Within Norfolk it is accepted that if only one District Council is involved in an emergency, the Chief Executive of that District will usually be in charge of the LA response and recovery efforts. It follows therefore that a District or County Council Chief Executive (or their nominee) can activate recovery arrangements in Norfolk.

In some cases a gradual hand-over of responsibility from response to recovery may be more effective, e.g. if a number of sites are involved.

As part of the handover process there should be a formal handover certificate clearly stating that the main parties agree that the response phase is complete and the RCG is taking over the management of the incident. See Appendix F for a suggested handover certificate.

There should be clear communications with other responding agencies and the community about the handover.

9. Impacts of Emergencies

Emergencies affect communities in a wide variety of ways. To understand what recovery comprises, one first needs to map out *who* is affected and *how* the emergency has affected them.

The impact of emergencies goes well beyond those directly affected by an emergency (eg. through injury, loss of property, evacuation). Emergencies affect, for example, onlookers, family and friends of fatalities or survivors, response and recovery workers, and the wider community, as well as the economy and businesses, physical infrastructure, and the environment.

To understand how emergencies affect individuals and their communities – and thus prioritise and scope the recovery effort – it is important to understand how emergencies impact upon the environment they live and work in.

Below is a conceptual framework for understanding these impacts and the steps that may need to be taken to mitigate them. There are four interlinked categories of impact that individuals and communities will need to recover from. The nature of the impacts – and whether and at what level action needs to be taken – will depend in large part on the nature, scale and severity of the emergency itself.



CCA ~ Emergency Response and Recovery Guidance.

Some examples of the types of issues that may be faced are as follows:

Humanitarian Assistance (including health)	Physical impacts (including individuals' health, housing, financial needs)
	Psychological impacts
	Deaths
	Community displacement
Economic	Economic and business recovery
	Availability of employees who have worked extended periods of time dealing with the response.
	Staff with multiple roles, such as retained Fire-fighters, or who have been directly affected by the incident being unavailable for work.
Infrastructure	Disruption to daily life (eg. educational establishments, welfare services, transport system)
	Disruption to utilities / essential services
	Damage to residential properties and security of empty buildings
Environmental	Pollution and decontamination
	Waste
	Natural resources and habitats

More information on carrying out an impact assessment can be found in the National Recovery Guidance on the Cabinet Office website:

www.cabinetoffice.gov.uk/content/national-recovery-guidance-generic-issues-impact-assessments

Elected Members, Parish and Town Councils can play a critical role in the impact assessment process, identifying problems and vulnerabilities in their community that may require priority attention and feeding them back to the relevant recovery group. They also have an important role in disseminating credible information and advice back to the community, assisting to maintain community cohesion and providing public reassurance. Further information on the role of Elected Members in the recovery process can be found in Appendix G.

It is vital that following the impact assessment process (which will be an iterative process occurring throughout the recovery phase), any resulting actions are accurately captured and progress monitored. A suggested template for a Recovery Action Plan is shown in Appendix H.

Disaster Appeals

The following is taken from the NERRS.

Experience has shown that within a short time of an emergency occurring there might be a need to set up a Disaster Appeal Fund, to administer donations of money from the public or other sources intended for the relief of those affected by the emergency.

The British Red Cross Disaster Appeal Scheme (UK) offers Local Authorities around the United Kingdom a manual which provides help, guidance and expertise on setting up and administering the donations of money which are likely to be received following a disaster or major emergency.

- **Norfolk Community Disaster Recovery Fund Process**

Norfolk County Council has a memorandum of understanding with the Norfolk Community Foundation for the provision of support in the management and execution of a Recovery Fund - www.norfolkfoundation.com

10. Recovery Timelines

It is not possible to deal with all aspects of recovery at the same instance. A timeframe should be incorporated into the recovery strategy that must encompass key elements of what are required, coupled with targets/milestones.

These targets are a means of measuring progress within the community and the local population should be involved in establishing them. They may assist in deciding when specific activities can be scaled down.

Suggested targets/milestones could include:

- Demands on public services returning to normal levels (including health)
- Utilities fully functional
- Transport infrastructure is running normally
- The situation regarding temporary accommodation has stabilised
- Local businesses are trading normally
- Tourism in the area being re-established
- The public's perception is that the situation is under control

Examples of short, medium and long term issues are provided in Appendix I.

Consideration could be given to a zoned approach to the restoration of services, with key agencies such as police, utilities, Local Authorities, Faith & Voluntary and health setting up special joint teams to work together in specific zones.

11. Stand-Down of the Recovery Co-ordinating Group

The Chair of the Recovery Co-ordinating Group, in discussion with the RCG members will decide when it is appropriate to stand-down the Group. The needs of the community will be key to this decision.

The length of time that the RCG is required to continue meeting will vary according to the nature and scale of the emergency. Some emergencies may have long term issues to consider, such as health monitoring. The RCG will be closed once there is no longer the need for regular multi-agency co-ordination and the remaining issues can be dealt with by individual agencies as a part of their normal business.

Depending on the recovery issues being addressed, it may be possible for some of the RCG Sub-Groups to close prior to the main RCG standing down.

The decision to stand-down the RCG will be communicated to all affected agencies by the RCG Chair / Secretariat.

12. Evaluating and Capturing Issues Identified during Recovery

It is important to ensure that a continuous evaluation of the recovery phase takes place and that any issues identified are captured and actioned as necessary. The formal debrief process (which may be repeated on a number of occasions at key milestones during a prolonged recovery phase) should identify issues from all partners involved in the recovery process. Consideration should also be given to obtaining views from the affected community (residents and businesses).

A final debrief report should be produced which captures all these issues. The report can be taken to the Norfolk Resilience Forum for identification of any further action required. Issues of regional or national significance, or requiring regional or national action, can be taken to the DCLG Resilience and Emergencies Division - Central (via the Government Liaison Officer) for resolution or onward transmission to the relevant government departments.

Opportunities should also be taken to share the debrief report widely amongst responders (if possible) so everyone benefits from the identified lessons. Consideration should also be given to producing case studies (with links to the full debrief report) for inclusion in the National Recovery Guidance. Details of how to submit case studies, along with the case study template, can be found with the Guidance on the UK Resilience website at:

www.cabinetoffice.gov.uk/content/national-recovery-guidance-case-studies

Appendix A - Terms of Reference for Recovery Groups

- **Recovery Co-ordinating Group (RCG)**
- **Community Recovery Committee**
- **Health and Welfare Group**
- **Business and Economic Recovery Group**
- **Environmental and Infrastructure Group (Including Clean Up)**
 - **Waste Management**
- **Communications Group**
- **Science and Technical Advice Cell (STAC)**
- **Finance and Legal Group**

Recovery Co-ordinating Group (RCG)**Terms of Reference****a) Purpose**

- The strategic decision making body for the recovery phase. Able to give the broad overview and represent each agency's interests and statutory responsibilities
- Provides visible and strong leadership during the recovery phase
- Takes advice from the Sub-Groups, decides the strategy and ensures implementation of the strategy and the rebuilding of public confidence
- Ensures the co-ordination and delivery of consistent messages to the public and media.

b) Role

- To feed in recovery issues whilst the SGC is running
- To decide the overall recovery strategy, including communications, clean up, health, welfare, economic and business recovery
- Ensure that relevant stakeholders, especially the communities affected, are involved in the development and implementation of the strategy
- To establish appropriate Sub-Groups as required by the emergency.
- To produce an impact assessment on the situation
- To co-ordinate the recommendations and actions of the Sub-Groups and monitor progress
- To monitor financial matters and pursue funding and other assistance.
- To agree exit strategy criteria and timescale
- Decide the final "state" of the physical infrastructure and natural environment affected by the emergency
- Deal with other issues that fall outside the scope of the working groups
- To provide reassurance to the public and to minimise fear and alarm.
- To make recommendations, at an early stage, to elected Local Authority members on the strategic choice between 'normalisation' (restoring an area to its previous condition) and 'regeneration' (aspiring to transform an area in support of longer term development objectives) of an affected area

c) Chair and Secretariat

Chaired by Local Authority Chief Executive / Director. Chair should appoint a Secretariat to maintain records of all minutes of all RCG meetings, chase actions and co-ordinate a master record of all Sub-Group meetings.

d) Membership

Senior representatives attend as relevant from:

- County Council / District Council
- Chair of Community Recovery Committee (if formed)
- Environment Agency
- Food Standards Agency
- Resilience & Emergencies Department - Central

- Primary Care Trust (to represent all NHS organisations)
- Social Care Representative
- Health Protection Agency
- Animal Health
- Utility Companies
- Transport Providers
- Maritime and Coastguard Agency
- Police
- Fire and Rescue
- Regional Development Agency
- Ministry of Defence
- Natural England
- Site Operator (if relevant)
- Health and Safety Executive (if relevant)
- Chairs of Sub-Groups including the chair of the STAC
- Voluntary Organisation Representative
- Government Decontamination Service (if contamination issues)

e) Issues



Community Recovery Committee

Terms of Reference

This is a group drawn from the wider community

a) Purpose

To reflect community concerns, feelings and initiatives and assist in informing the wider community. Assist in Impact Assessment of affected community.

b) Role

The group is non executive and shall, as far as possible, work on the basis of consensus to:

- Reflect community concerns, feelings and initiatives and bring these to the attention of the Recovery Co-ordinating Group
- Assist in informing the wider community of discussions and progress of the Recovery Co-ordinating Group
- Liaison with the Business Community and taking their concerns to the Business and Economic Recovery Group
- Engaging the community in the recovery process.
- Consider the community's interests in the context of overall recovery aims and objectives, including the choice between 'normalisation' and 'regeneration'.

c) Chair and Secretariat

Chaired by the Local Strategic Partnership Chair. Secretariat is to be provided by the local authority.

d) Membership

Representatives to attend as relevant from:

- Parish and/or Town Council Representatives
- Local Elected Members for District/Borough
- Local elected Member for County/Unitary
- Residents associations
- Tenants associations
- Local schools
- Local Businesses
- Community groups (including religious faith groups)
- Disaster Fund Manager (if established)
- Representative from the Recovery Co-ordinating Group

e) Issues



Questions	Actions
<ul style="list-style-type: none"> • What are the main community concerns? • What are the needs of the community? • What community initiatives are already underway? 	<ul style="list-style-type: none"> • Assess the overall impact on the community • Establish and assist with the formation of Community Recovery Groups as required. • Supporting the establishment of public appeals, anniversaries and memorials • Promotion of community self-sustainability (using local capacity and expertise) • Promotion of community confidence • Involvement of Area Committees (where these are in place) • Recommend a criteria for provision of services to those in need

Health and Welfare Group

Terms of Reference

Note: The remit of this Sub-Group is wide ranging and, depending on the nature and scale of the emergency, it may instead need to be split into two or more separate Sub-Groups looking at, for example, housing issues or health issues, etc.

a) Purpose

- To co-ordinate the provision of full range of practical assistance, support and, where necessary, the setting up of a Humanitarian Assistance Centre (HAC) to provide counselling to those directly or indirectly affected by the emergency
- Enable the community easy access to the required assistance
- Bring together the relevant Health expertise.

b) Role

- Provide welfare to those affected
- Allocation of welfare tasks to individual agencies
- Co-ordination of welfare assistance in order to avoid duplication of effort
- Collation of data on affected persons
- Prepare a health monitoring and protection strategy
- Maintain normal Health Service
- Establish extra health services if required
- Ensure public are informed about any health implications.

c) Chair and Secretariat

Chaired by Director of Public Health or Local Authority Head of Adult Social Care with secretariat from the organisation providing the chair.

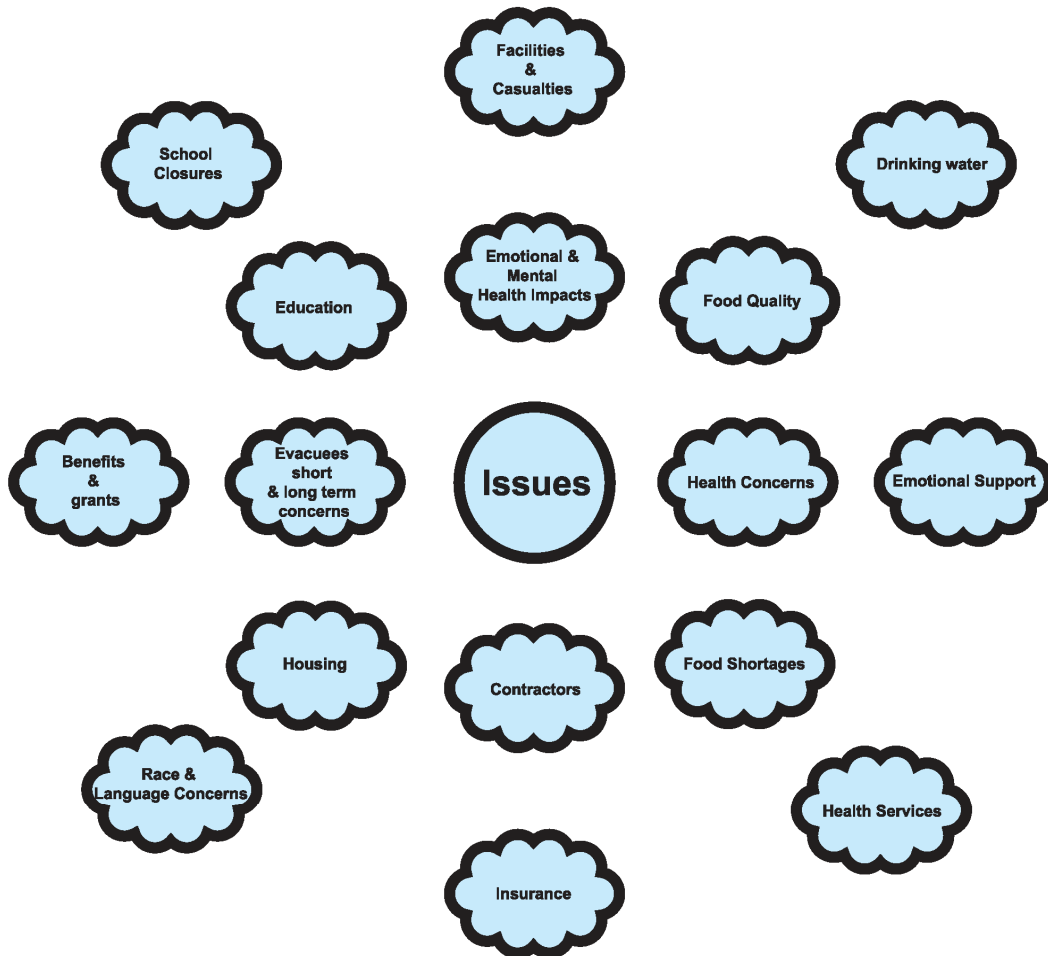
d) Membership

Representatives as relevant from:

- County / District Council, including:
 - Adult Social Services
 - Children's Services
 - Environmental Health Officer
 - Emergency Accommodation Officer
 - Legal and Democratic Services (Elected Members)
 - And others as necessary
- Primary Care Trust
- Ambulance Service
- Strategic Health Authority
- Health Protection Agency
- STAC
- Food Standards Agency
- Voluntary Sector (eg. British Red Cross, WRVS, Salvation Army, CAB, Samaritans)

- Churches Together (or other Faith Groups as relevant)
- Pension Services
- Disability carers services
- Benefits Agencies
- Incident Care Team from the relevant Train Operating Company if a train crash.

e) Issues



Questions	Actions
<ul style="list-style-type: none"> • What injuries have been caused to people (numbers / seriousness / medical treatment / sufficient facilities)? • Has the mass fatalities plan been implemented? • What are the parameters of who receives help? • Has temporary accommodation been provided as a result of evacuation? • Are there any implications for the food chain? • Have any emergency feeding arrangements been implemented? • Have any material aid, e.g. clothing & bedding been provided? • Has a Humanitarian Assistance centre been set up? • Has public help line been set up? • Has a victim’s support group been formed? • Have interpretation services been used? • Has MOU assistance been provided by other Local Authorities / Agencies? • Have volunteers/ agencies been used? • Has the appeal fund been implemented? 	<ul style="list-style-type: none"> • Co-ordinate health and welfare assistance by the various agencies available including voluntary • Establish database of affected people by collating from all relevant sources • Assess impact on health related services inc. LA resources • Publicise changes to health related services during any period of disruption • Use existing databases and information to establish those most at risk • Assess impact on vulnerable individuals / establishments • Impact on community care for vulnerable • Impact of bed release following hospital emergency plan execution. • Provide psychological support • Provide long term health monitoring if necessary • Continue implementation of longer term aspects of the mass fatalities plan if necessary • Enforcement of countermeasures • Establishment of exclusion / isolation zones • Assess if long term temporary or permanent accommodation is required. • Assessment of any long term material aid, e.g. essential household items • Co-ordination of donated goods / materials (includes storage, management & distribution) • Recognition of the effect on faith communities • Support arrangement for funerals • Financial assistance for: <ul style="list-style-type: none"> ○ Loss of income to individuals / community ○ Displaced individuals / families ○ Loss of work • Assistance with insurance and advice services, (e.g. ABI) • Assistance with legal aid

Business and Economic Recovery Group**Terms of Reference****a) Purpose**

- Assess the economic implications for the affected area and provide assistance
- Enable businesses affected by the emergency to resume trading as soon as possible.

b) Role

- To support affected businesses
- To devise an economic recovery strategy that takes account of any longer term strategic regeneration and economic development opportunities in the affected area

c) Chair and Secretariat

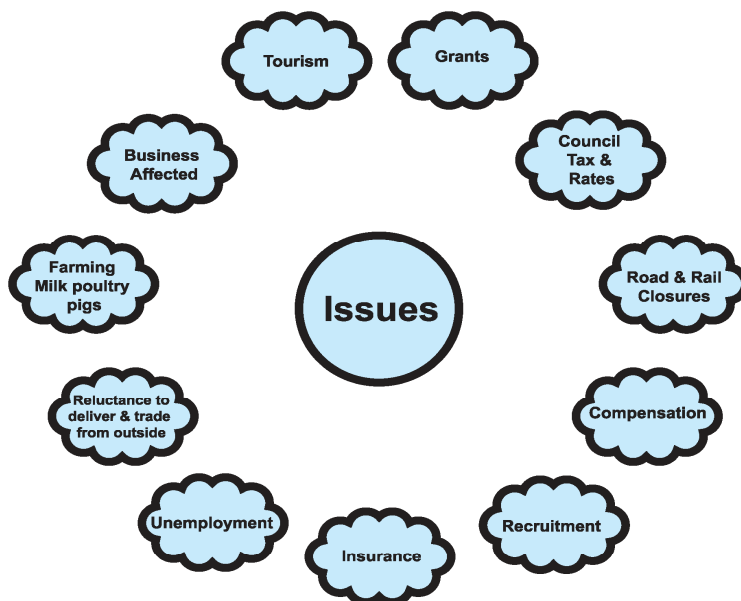
Chaired by Director from Economic and Business / Regeneration Team in the local authority. Secretariat to be provided by the organisation providing the chair.

d) Membership

Representatives (as appropriate) from:

- District / County Council
- Resilience & Emergencies Department – Central or relevant Government Department
- Jobcentre Plus
- Business Link
- Local Business Forums / Networks
- Chambers of Commerce
- Learning and Skills Council
- Local Tourist Board
- Trade Unions
- Trade Associations / Retail Forums
- Association of British Insurers
- Other agencies as required, eg. National Trust, National Farmers Union, etc.
- Local Economic Partnership representatives.

e) Issues



Questions	Actions
<ul style="list-style-type: none"> • Has there been any temporary or permanent closure of operations or business? • Have any business had to move to temporary premises? • Are any of the workforces displaced from their homes? • Are any affected areas within regeneration areas? • Has there been an impact on the tourist industry (eg. a fall in visitor numbers)? 	<ul style="list-style-type: none"> • Evaluate the viability of the affected areas previous economic base – impact on its main business sector(s) trading operations and environment, accessibility for customers and suppliers, and to essential services • Assistance to businesses affected to enable them to resume normal business as quickly and effectively as possible; including Business Continuity advice for any future incidents. • Consider establishment of relevant schemes to assist businesses including, for example, access to interest free loans from third parties, grants or rent for alternative premises • Promotion of the area as ‘open for business’ • Facilitate access to buildings and an early return as possible to premises • Identify alternative premises, potentially for long periods of time, using Industrial and Commercial Property Registers and local agents. Assess impact of the workforce accessing the temporary premises – including consideration as to whether transport needs to be provided - or alternatively, if the workforce have been displaced from their homes, the workforce accessing the usual / temporary business premises

Questions	Actions
	<ul style="list-style-type: none">• Assistance with advice services, for example, in conjunction with ABI• Provision of information to the business community affected - via a single enquiry number/help-line service, drop in centre, website and / or leaflets as appropriate• Assisting in building the confidence in the business community within the area and to internal and external investors / customers• Assistance with litigation issues – subject to resources available.• Develop recommendations and options in support of the strategic decision making by the RCG between 'normalisation' and 'regeneration' as the outcome of the recovery phase, based on the extent of the damage and the costs of recovery

Environmental and Infrastructure Group (Including Clean Up)**Terms of Reference****a) Purpose**

Use expertise (and monitoring data) to give viable options for cleanup, repair and replacement. Liaise closely with stakeholders.

b) Role

- To develop a preferred remediation strategy for submission to, and agreement by, the Recovery Co-ordinating Group, to cover cleaning, repair or replacement of the physical infrastructure and clean up of the natural environment to an agreed state
- Review integrity of key assets and prepare strategy for reinstatement where required
- To implement the agreed strategy(s).

c) Chair and Secretariat

Chaired by Local Authority Planning & Transportation or Head of Environmental Services. Secretariat support should be provided by the Local Authority.

d) Membership

Representatives (as appropriate) from:

- District / County Council – representatives as appropriate, eg:
 - Principal Environment Health Officer
 - Waste Disposal Officer
 - Transport and Highways
 - Neighbourhood Management
- Environment Agency
- Health Protection Agency
- Primary Care Trust
- Police (if issues around security of sites)
- Utility and Transport organisations
- Food Standards Agency
- Animal Health
- National Trust / English Heritage / Natural England (if historic sites or protected areas are affected)
- Internal Drainage Boards (if relevant)
- Other agencies such as the Government Decontamination Service, etc.

e) Issues



The Environment Agency and/or Internal Drainage Boards (IDBs) in relation to severe flooding incidents would need to prioritise within recovery the drainage of specified areas – this would need to tie in with power restoration to pumping sites. Some of this work could be pre-planned in advance

Questions	Actions
<ul style="list-style-type: none"> • What structural and safety assessments have been carried out on: <ul style="list-style-type: none"> ○ Essential services / assets (electricity, gas, water, sewerage & telecommunications) ○ Council properties (including educational facilities, sports centres / leisure facilities, community facilities) ○ Residential properties ○ Commercial premises ○ Health infrastructure (hospitals, health centres, GP Surgeries) ○ Religious buildings • Are there any hygiene issues with sanitation, clean water or food? • Are there any issues with disposal of dead, diseased or maimed stock? • Have any flood defences been affected? 	<ul style="list-style-type: none"> • Develop strategy on how community will be involved in physical rehabilitation • Identification of ownership of land, premises and infrastructure • Prioritise sites for attention • Identify and procurement of resources / plant required • Identify use of local capacities and expertise so as to reduce reliance on external sources and switch community status from passive to active, helping to promote a positive psychological outlook. • Compile assessments of level and nature of damage to essential services / assets, building / structural, transport, health and educational infrastructure • Ensure any relevant monitoring is carried out and results used • Commission remedial work (building to make safe, demolition, decontamination and clear up of waste/debris).

Questions	Actions
<ul style="list-style-type: none"> • Are there any environmental assessment/evaluations? • Does the emergency involve hazardous/CBRN material? • Is there a need for decontamination? • Is there a need for any isolation zone / security restrictions or containment of material? • What remedial work has been carried out? • Has a strategy been decided on dealing with waste? • What are the financial / resource costs to responders? • What animal health surveillance processes have been put in place? 	<ul style="list-style-type: none"> • For essential services / assets, building / structural, transport, health and educational infrastructure, consider: <ul style="list-style-type: none"> ○ Temporary structures ○ Redesign ○ Repair ○ Rebuilding • Restoration of utilities and services • Consider planning permission for new build, repairs to listed / graded buildings. • Identify whether compulsory purchase orders are required • Identify any potential future prevention / mitigation aspects • Consider location and reconstruction requirements for memorial structure(s) • Agree an end point for clean up

Waste Management

The following is taken in part from the NERRS.

Waste is a generic issue that may arise from the recovery phase of many different emergencies, such as site clearance, flood events, marine oil spills and outbreaks of animal and plant diseases.

Occasionally, waste itself may give rise to an emergency, or as a result of a breakdown in the waste management service, such as industrial action leading to accumulated and uncollected municipal waste.

The range of waste can be potentially wide and include hazardous and non-hazardous items, either resulting directly from the emergency or as a result of remediation or clean-up following an emergency.

Contamination of agricultural land and the food chain can also lead to large quantities of waste requiring disposal.

It may be beneficial to create temporary waste holding areas for householders to take items damaged by flood water or other incidents. This will aid collection, enables the establishment of regular collection times, reduces risk of fly tipping and will reduce the impact on communities having to deal with the clean-up of their properties.

Consideration should be given where possible to enabling local communities to assist with any clean-up operation to help re-establish a feeling of community and ownership.

Every effort should be made to minimise the amount of waste and to segregate the types of waste at the source of production. Waste should preferably be stored at the site of production and transported directly to the point of disposal whenever possible.

Reference should be made to the *Waste Management Guide* in the NERRS.

Communications Group

Terms of Reference

Note: This could be the same group that supports the SCG and could simply move across to the Recovery phase.

a) Purpose

- Continue and expand upon the work of public consultation and media teams set-up during the response phase
- Ensure that the public and media are fully informed and consulted
- Ensure that all information is in an understandable language and format
- Oversee the communications output of all other sub-groups
- Address local, regional and national communication issues
- Allow communities to make informed decisions.

b) Role

- To ensure effective communication and consultation with affected communities
- To formulate an overall Communications Strategy
- To ensure all information presented to the affected communities is in an understandable language
- To ensure the involvement of stakeholders
- To ensure consistency of message
- To react to negative media stories and misinformation
- To have a representative on the other Sub-Groups if possible
- To ensure that all staff, elected members and those involved are kept informed.

c) Chair and Secretariat

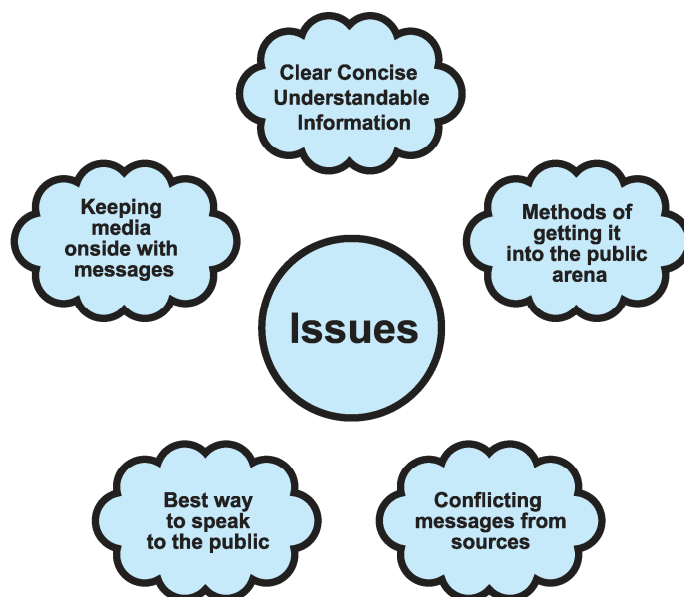
Chaired by Local Authority PR and Communications Manager. Secretariat by local authority

d) Membership

Representatives / press officers from:

- County / District Councils
- Police
- Primary Care Trust (representing all NHS Trusts)
- Health Protection Agency
- Government News Network
- Other Stakeholders e.g. Site Operator, Tourist Board, LRF representative from Local Media, etc.

e) Issues



Questions	Actions
<ul style="list-style-type: none"> • Has the LRF Communication Plan been implemented? • Have any of the following been put into operation: <ul style="list-style-type: none"> ○ Cross agency media centre ○ Public information hotlines <ul style="list-style-type: none"> ▪ For local residents ▪ For relatives ▪ Businesses ○ Public information points/drop in centres Regular printed bulletins/newsletters ○ Websites/WebPages/e-bulletins specific to the emergency ○ Interpretation/translation facility ○ Alert schemes? • What is the viability of these continuing into recovery stage? • List of all media who have to date expressed an interest in emergency? • Were any specific issues raised during response stage that has implications for communication during recovery? • Has the Media Advisory Group been established 	<ul style="list-style-type: none"> • Co-ordinate communications across all recovery groups, including attending meetings if resources permit • Consider longer-term strategy: <ul style="list-style-type: none"> ○ Key target audiences, including those inside and outside of the area ○ Key messages, with a focus on public/business reassurance and rebuilding area’s image. ○ Mechanisms to ensure cross agency working and consistency of message. ○ Key spokespersons, both overall and for specific aspects of the recovery period. • The communications strategy should consider: <ul style="list-style-type: none"> ○ Media relations/information programme, including media information about the handover itself ○ Resources needed to deliver the above and maintain mainstream/ongoing communications work ○ Web content/presence ○ Public information help-lines

Questions	Actions
<p>Has the handover from lead response organisation to the local authority been publicised?</p>	<ul style="list-style-type: none"> ○ Publications/printed materials ○ Exhibition/display materials ○ Drop in/information centres ○ Interpretation and translation ○ Public forums/meetings ○ Information points. ● Have the following key groups been informed and kept in communication with: <ul style="list-style-type: none"> ○ Residents ○ Key business partners/employers ○ Elected members ○ Staff in all agencies ● Consider use of “trusted” individuals to get the message across, including those from the communities affected

Science and Technical Advice Cell (STAC)**Terms of Reference****a) Purpose**

- To co-ordinate and provide specialist scientific and technical advice including on public health and the environment.

b) Role

- To provide a common source of science and technical advice to the SCG and RCG
- To monitor and corral the responding science and technical community to deliver on the RCG's high-level objectives and immediate priorities
- To agree any divergence from agreed arrangements for providing science and technical input
- To pool available information and arrive, as far as possible, at a common view on the scientific and technical merits of different courses of action
- To provide a common brief to the technical lead from each agency represented in the cell on the extent of the evidence base available, and how the situation might develop, what this means, and the likely effect of various mitigation strategies
- To identify other agencies / individuals with specialist advice who should be invited to join the cell in order to inform the response
- To liaise with national specialist advisors from agencies represented in the cell and, where warranted, the wider scientific and technical community to ensure the best possible advice is provided
- To liaise between agencies represented in the cell and their national advisors to ensure consistent advice is presented locally and nationally
- To ensure a practical division of effort among the scientific response to avoid duplication and overcome any immediate problems arising
- To maintain a written record of decisions made and the reasons for those decisions.

c) Chair and Secretariat

Chaired by the most appropriate senior specialist. In the initial stages of an emergency, the immediate concern is likely to be the risk to human health, therefore the Chair is likely to be a Public Health specialist from the HPA or NHS. This may change as the recovery phase progresses. Secretariat to be provided by the organisation providing the chair.

d) Membership

Representatives (as appropriate) from:

- RCG Liaison
- Relevant emergency service technical advisors
- Health Protection Agency
- Primary Care Trust (representing all NHS)
- Health and Safety Executive

- Food Standard Agency
- Environment Agency
- Local water company and Water Inspectorate
- Defra and partners
- Met Office
- Business, Enterprise and Regulatory Reform (BERR) Government Technical Adviser
- Defence Science and Technology Laboratory (Dstl)
- Atomic Weapons Establishment (AWE)
- Government Decontamination Service
- LA Senior Environmental Health Officer
- Site Operator
- Transport operators

e) Issues

- Impact Assessments
- Public Health hazards and advice
- Health and Safety
- Environmental pollution
- Food Safety
- Animal Welfare
- Water Supply Safety
- Decontamination
- Meteorological information

Finance and Legal Group**Terms of Reference****a) Purpose**

- To assess the financial and legal implications for the affected area and provide advice to the RCG.

b) Role

- To explore different streams for financial aid
- To monitor all recovery work expenditure and report to RCG
- To consider any litigation, criminal, or public enquiry issues.

c) Chair and Secretariat

Chaired by Senior Financial Manager / or Solicitor in the local authority.
Secretariat to be provided by the organisation providing the chair.

d) Membership

Representatives (as appropriate) from:

- District / County Council – representatives as appropriate, eg:
 - Finance Officers
 - Legal Officers
- Police
- Other organisations as appropriate.

e) Issues

- Loss of business rates
- Loss of council tax revenue
- Housing provision costs
- Education costs
- Social Services costs
- Increase in benefits payments
- Depleted community economic base
- Uninsured losses
- Litigation
- Claims

Questions	Actions
<ul style="list-style-type: none"> • What are the financial implications of the decisions being made? • What are the legal implications of the decisions being made? • Is there any legislation that the RCG ought to be aware of? • Are there any legislative barriers to the proposed actions? • What are the financial and legal implications of any mutual aid arrangements? Are these acceptable? • Is any central government assistance required? • Are there likely to be any claims made against any public bodies? • Is there likely to be an inquiry? • Are there likely to be an investigations or criminal prosecutions? 	<ul style="list-style-type: none"> • Maintain accurate, auditable records • Compile any business cases required and submit to central government or others • Advise the RCG on legislative issues • Advise the RCG on the financial implications of their decisions and proposed actions • Advise on the implications of business rate relief • Advise on the implications of council tax relief • Support the processing of any claims made, if relevant • Co-ordinate the compilation of material for inquiries, etc

Appendix B - Guidance for Recovery Group Chairs

Chairs of the Recovery Co-ordinating Group and Sub-Groups need to facilitate and co-ordinate the operation of agencies involved in the recovery operation within their Group / Sub-Group. In order to achieve this, they should:

- Appoint a Recovery Co-ordinator / Secretariat to support the Group / Sub-Group
- Appoint a deputy
- Consider membership of the group
- Consider security clearance issues if terrorist incident
- Fully understand the remit of their role and educate members of the group, including ensuring adequate training (which may include 'mentoring' from agencies who have gone through similar emergencies in the past) is provided if required
- Ensure the group is aware of the full recovery structure, ie. what groups are in place and their remits
- Assign a communications lead within each Sub-Group
- Ensure action planning and reporting mechanisms are in place to provide regular reports on recovery operations to the RCG and other relevant Sub-Groups, and to any other organisations (eg. central government agencies) that have a role or interest in the recovery process
- Identify areas where decisions need to be made beyond existing policies and procedures, and advise on recommended options to the RCG (for onward transmission to others, eg. the DCLG Resilience and Emergencies Division - Central / Government as necessary)
- Disseminate information so that all concerned are aware of the steps being taken during the recovery process. For each decision made or piece of information produced / received, consider:
 - What might be the ripple effect of this decision / information?
 - Who else needs to be aware of this?
 - Does the group need to do any more work as a result of this?
 - Does someone else need to carry out an action?
- Provide a debrief report at the closure of the Group / Sub-Group detailing the expenditure committed, actions taken, lessons learnt, and any recommendations.

Appendix C - Roles and Responsibilities of Organisations

The roles and responsibilities of the key organisations likely to be involved in recovery are listed below. Within a particular geographic area, there may also be other local organisations that can support the recovery effort. In addition, there may be other specialist national and regional organisations that, whilst not normally involved in recovery, might have a role depending on the impacts of a particular emergency (eg. English Heritage if listed buildings are affected).

Animal Health and Veterinary Laboratories Agency (AHVLA)

Animal Health will:

- Ensure that farmed animals in Great Britain are healthy, disease-free and well looked after
- Implement government policies aimed at preventing - or managing - outbreaks of serious animal diseases
- Support the farming industry
- Protect the welfare of farmed animals
- Safeguard public health from animal borne disease.

In England and Wales, Animal Health also works to protect public health by ensuring that dairy hygiene and egg production standards are met.

Business Link

Business Link provides information, advice and support to businesses and individuals. Rather than providing all the advice and help itself, it fast-tracks customers to the expert help they need.

Business Link can provide support and advice on the following:

- Start Ups
- Finance and Grants
- Taxes
- Employing people
- Health and Safety
- IT and e-commerce
- Sales and Marketing
- International Trade
- Business Continuity and Disaster Recovery.

Chamber of Commerce

The British Chamber of Commerce is a private organisation with a paid membership. It is not, therefore, a recognised responder.

However, members of the Chamber of Commerce can receive the following support:

- Making new business contacts
- Legal Expenses
- Insurance

- Business Helpline
- HR Advice
- Health & Safety service
- Payment services
- Risk Insurance.

Citizens Advice Bureau (CAB)

The CAB (where available) can provide free information and advice to help people resolve their legal, monetary and other problems.

DEFRA

Defra will:

- Protect animal welfare
- Minimise the impact of the emergency on food production, farming and fishing industries
- Advise on the disposal of contaminated carcasses
- Provide the Rimnet (radiation monitoring) service for radiological incidents.

Environment Agency

The Environment Agency will:

- Lead on pollution incidents to water, land and air, eg. major oil/chemical spill. Prevention, control and monitoring of environmental impact. Can arrange for remediation of pollution.
- During flooding events, focus is on operational issues such as issuing flood warnings and operating its flood defence assets to protect communities at risk. At the recovery phase the focus is on continued provision of public information.
- Investigation and enforcement of environmental offences.

They can also provide advice/support on:

- Hazardous Waste disposal.
- CBRN decontamination waste disposal.
- Recovery after nuclear and non-nuclear radiation events including knowledge of installations and list of contractors.
- COMAH sites plus other major industrial installations.

Faith Groups

Faith Groups have a role in:

- Recognising the spiritual dimension of life and death
- A ministry of care and comfort to relatives and others caught up in the disaster
- To support others as requested by Family Liaison Officers
- Providing a ministry with Hospital Chaplains in hospitals
- Providing a ministry at temporary mortuary facilities
- To organise local church services as required by the community
- To assist with the organisation of memorial services.

Fire and Rescue Service

The Fire and Rescue Service will:

- Provide the use of specialist equipment during the recovery phase
- Provide professional advice on Fire and Rescue issues
- Provide a long term urban search and rescue capacity if required.

Food Standards Agency

The FSA will:

- Ensure any food products that are suspected or known to be contaminated do not enter the food chain
- Enforce countermeasures that are put into place during the emergency phase and withdraw them as quickly as possible
- Advise, together with the EA, on the safe disposal of food that has been affected by the emergency.

Government Decontamination Service

GDS will:

- Provide advice and guidance to support those responsible for the decontamination of buildings, infrastructure, mobile transport assets and the open environment following a CBRN or major Hazardous Material incident.
- Ensure that responsible authorities have ready access to the services of the specialist decontamination companies on its framework.

Government Central Office of information (COI)

COI will assist all responders to obtain the latest and best information, and gather information for national media briefings.

Resilience and Emergencies Division – Central

The DCLG RED (Central) will:

- Liaise with central government departments in relation to the incident
- Provide advice and support to local responders during the recovery phase, including assisting with the co-ordination of recovery from a regional/ widespread incident if required
- Provide assistance with media relations through the use of the Government COI.

National Health Service

The NHS will:

- Co-ordinate the primary care, community and mental health role during the recovery stage
- Provide care and advice to evacuees, survivors and relatives, including replacement medication
- Establish with local authority facilities for mass distribution of counter-measures, for example vaccinations and antibiotics

- Provide support, advice and leadership to the local community on health aspects of an incident
- Support screening, epidemiology and long term assessment and management of the health effects of an incident
- Maintain liaison with and co-ordinate the response with the SHA or equivalent.

Health and Safety Executive

The Health and Safety Executive protect people's health and safety by ensuring that risks in the workplace are properly controlled. They regulate health and safety in nuclear installations, mines, factories, farms, hospitals, schools, offshore gas and oil installations, and other workplaces. They also regulate the safety of the gas grid, railway safety, and many other aspects of the protection of both workers and the public.

Their remit encompasses the workplace health and safety of other responding agencies, including the emergency services. In addition, its Chemical, Biological, Radiological and Nuclear experts can provide relevant specialist or technical advice to support recovery from emergencies, especially, but not exclusively, those events that involve major hazard industrial sites.

Health Protection Agency (HPA)

The HPA will:

- Provide impartial expert advice on health protection and provide specialist health protection services
- Respond to health hazards and emergencies caused by infectious disease, hazardous chemicals, poisons or radiation
- Support and advise other organizations with a health protection role.

Insurance Industry

Following an emergency, the insurance industry will provide the following:

- Facts and figures about who and what is covered by household and business insurance
- Specific guidance on the issues likely to arise after a flood or terrorist event
- Details of the protocol between the insurance industry, the police and other emergency responders on communication and co-operation after a major event
- Key contact details of the organisations that represent the insurance industry.

Local Authorities (county / city / district)

- Chair the RCG and provide other officers to assist if required
- Lead on providing support to the local community working with community groups and residents
- Deal with any highways issues involved (in conjunction with the Highways Agency as required) such as road closures, clean up, etc
- Implement, with the support from other agencies, a communications strategy
- Lead on regeneration and planning matters

-
- Deal with the implications of any school closures or school children that have been affected by the emergency
 - Provide Environmental Health advice
 - Lead the waste management for the recovery process including sourcing specialist contractors to dispose of toxic waste
 - Co-ordinate the support from the voluntary agencies
 - Co-ordinate the local political involvement
 - Provide humanitarian assistance, including through Humanitarian Assistance Centres if appropriate
 - Provide alternative accommodation for displaced persons
 - Work with utilities suppliers to co-ordinate the restoration of the utilities services.

Met Office

The Met Office will:

- Provide weather forecasts
- Provide weather advice to assist plume modelling during pollution events
- Provide weather advice to assist in mapping the airborne spread of diseases.

Police

The Police will:

- Ensure that the Recovery Co-ordinating Group (RCG) is convened as early as possible during the actual response phase to an emergency/major incident
- Be represented at the local level on the RCG in order to ensure that local issues can be addressed with foreknowledge of particular areas and issues
- Offer managerial guidance with respect to, or act as conduit for, the other emergency services should they not be present at the RCG
- Give feedback to the RCG regarding implications for the police service that any proposed recovery strategy or measure may entail, in particular with regards to:
 - Body recovery, identification and forensic examinations
 - Security issues
 - Traffic management at funerals, memorial services, etc
 - Public order at funerals, memorial services, etc.
- If Family Liaison Officers are deployed, a Family Liaison Manager may join the RCG (or liaison to the FLO Manager should be sought) in order to liaise closely with the RCG regarding investigative and individual recovery issues, such as funerals
- If a resilience mortuary has been established, a Senior Identification Manager may join the RCG or should be liaised with.

Regional Development Agencies

RDAs (due to cease operation March 2012) provide support and advice on the following:

- Economic development and regeneration
- Business efficiency, investment and competitiveness

- Employment
- Skills
- Sustainable development
- Tourism
- Links to local or sub-regional development organisations including Local Authorities, Business Links, Chambers of Commerce and specific regional bodies
- Funding.

Voluntary Sector

The nature, range and scale of services offered by the voluntary sector may alter depending upon the context of the emergency situation at the time. The voluntary sector can provide support in a number of generic areas specifically:

- Welfare
- Social and psychological aftercare
- Medical support
- Search & Rescue
- Transport
- Communications
- Documentation
- Training & exercising.

Appendix D - Agenda for Recovery Co-ordinating Group Meeting

Suggested Agenda for first meeting:

The following is a list of points that could be put on the initial agenda for any Recovery Co-ordinating Group meeting.

- Introductions
- Terms of reference for the group
- Membership
 - Responsibilities and authority
 - Other agencies that may be required
- Briefing / progress report, including the latest impact assessment and the Strategic Co-ordinating Group strategy (brief overview, keep concise)
- Agree recovery strategy (including detailed objectives and targets as necessary)
- Immediate actions / or urgent issues related to the emergency
- Recovery action plan formulation and delegation of tasks (including deciding what Sub-Groups are required)
- Priorities for action
- Any other issues
- Schedule of meetings

Notes or minutes of the meeting should be taken as well as the maintenance of a key decision / action log. Local Authority support staff may be brought in for this function.

Appendix E - Suggested Criteria for Handover from Response to Recovery

The following is taken from the NERRS.

The following issues must be considered before the transition from response to recovery can occur:

- Public safety measures are in place and working effectively
- The emergency is contained and there is no significant likelihood of re-occurrence
- SCG confirm that the response, or elements of it, is over or coming to an end
- The RCG is firmly established and pro-active
- The requisite facilities needed by the RCG are available and functioning
- Individual organisations are functioning effectively
- Media to be informed to publicise the change from response to recovery
- A documented decision process needs to be in place justifying the reason for handover.
- The RCG lead (e.g. county or district local authority) is able to accept the role of chair

The RCG will also need to have the following in place:

- Funding & costing mechanisms
- Record keeping arrangements
- Mutual aid arrangements
- A recovery plan
- A communication strategy
- A fully functioning recovery centre

Appendix F - Suggested Handover Certificate

Note: This certificate has been written assuming the Strategic Co-ordinating Group is being chaired by the police and the Recovery Co-ordinating Group is being chaired by the local authority

Appropriate for use when the SCG for the response feels that the conditions are right for a handover to the recovery phase.

Upon this Status Certificate being signed by both Local Authority and Police Authority, the Management for dealing with the aftermath of the incident (location)..... is to be taken over by Council.

In addition to any requirements laid out in specific contingency plans relevant to this incident:

1. There is no known further risk to life in relation to this specific incident.
2. The circumstances dictate it more appropriate for the incident management to rest with Council in that the phase is clearly now one of recovery.
3. There are no serious public order or crime prevention issues which impact on the overall strategic coordination of the recovery phase.
4. Norfolk Fire and Rescue Service together with the East of England Ambulance Service are operating at a level which does not necessitate an SCG to coordinate and facilitate their activity.
5. There are no known scenarios that may require the reinstatement of SCG in relation to this incident in the foreseeable future.
6. Council is satisfied that it has in place the infrastructure and processes to take over coordination from the Police.

Signed:..... County/District/Borough/City Council

Signed..... Norfolk Constabulary

Date and Time Signed:.....

The signatories below have read and acknowledged the contents of this Status Certificate

.....
Norfolk Fire & Rescue Service

.....
East of England Ambulance
Service NHS Trust

Appendix G - Role of Elected Members

The Elected Members of the community affected have an important role to play in assisting with the recovery process. As the community representatives they need to gather and make known the concerns of their community and feed them into the recovery process mainly through the Community Recovery Committee. They also have a very important role in disseminating credible information and advice back to the community.

As civic leaders, elected members are usually involved with many other aspects of community life through such things as School Governing bodies, local charities and various community groups. They can be a valuable source of help and specialist advice.

They have a role as:

- The focus for community concerns
- Identifying problems and vulnerabilities of their community that may require priority attention and feeding them back to the relevant recovery group
- The knowledge bank of local personalities and resources
- Encouragement and support to recovery teams working within their community
- Enhancing local community liaison
- Visiting people affected to be a listening ear and to give them reassurance
- Consider, at an early stage, recommendations from the RCG on the strategic choice between 'normalisation' and 'regeneration' of the affected area
- Assisting with the media in getting messages to the community (following established policy guidelines)
- Assisting with VIP visits
- Liaising with other elected representatives (MPs/MEPs/other LA's representatives, etc.)
- Assisting (and possibly chairing) debrief sessions with the community

Through their normal duties as committee members, elected members give the Authority strategic direction and decide policy. They will scrutinise decisions of officers and other committees and suggest improvements. They will ultimately authorise actions affecting the Local Authority's functions, so they will need to be kept well informed with accurate and up to date information to enable them to make credible and well informed judgements.

Note: The normal political processes and structures will still apply in the recovery phase. Some Members may sit on both the Recovery Committee and their normal committees.

Appendix H - Template for a Recovery Action Plan

Below is a suggested format for a Recovery Action Plan.

It is recommended that each Sub-Group maintains an Action Plan, and these are then all pulled together for review at Recovery Co-ordinating Group meetings.

To aid this review, it is recommended that:

- Each action is given a Priority Rating where:
 - ***E = Essential***
 - ***I = Important***
 - ***D= Desirable***

This will assist in focussing the efforts of the myriad of partners who will be involved in the recovery process, and will enable the Recovery Co-ordinating Group meetings to focus on the Essential and Important actions if time is limited.

- The Status / Progress column is colour coded (Red / Amber / Green) to quickly highlight how each action is progressing. This will enable the Recovery Co-ordinating Group meetings to focus on the Red and Amber actions if time is limited.

Action	By Whom	By When	Status / Progress	Priority Rating
			<i>[insert text then colour code box Red, Amber or Green to reflect progress with action]</i>	<i>[label each action E, I or D]</i>

Appendix I - Issues to consider during recovery phases

The following is taken from the NERRS.

These tables provide some of the needs of individuals and communities which should be considered during the immediate, short term, medium term and long term phases of the recovery process. It is not an exhaustive list and will be dependent upon the nature of the incident and affected communities.

<p>Immediate/Short Term Needs 0 to 2 Days</p>	<p>Medium Term Needs 2 to 14 Days</p>
<ul style="list-style-type: none"> • Clothing, food & shelter • Factual information • Location of family members • Evacuation – why, how, when does it happen, where • When can they return? • Transportation issues inc. own vehicles • Protection of property • Emergency & vulnerable persons health services • Communication - relatives and the outside community • Counsellors/ Social Workers/ Faith leaders • Knowledge of plans • Crisis Service - advice, emergency funds • Pet care • Toiletries, bathing, toilets and laundry • Can they volunteer to help? • Interpreters • Early involvement of community groups (flood wardens, parish emergency teams, emergency wardens, etc) 	<ul style="list-style-type: none"> • Clothing, food, accommodation • Information on available help • Can they return? • Health Services • Waste disposal facilities • Protection of property • Interpreting Services • Funerals • Care of vulnerable persons • Volunteers to clean-up • Employment • Contact with relatives and the “outside world” • Finance – access to banks, payment of bills, benefits • Compensation • Donations • Community groups formed • Legal Aid • Recreation facilities • Education & child care • Baby products/ toiletries/ other necessities • Cooking equipment, household furniture • Pet care

Long Term Needs: 14 + Days

- Insurance/ Legal Aid
- Rebuilding information
- Clothing/ food
- Financial assistance
- Accommodation
- Recreation
- Health services
- Employment
- Interpreter services
- Information on the situation
- Education and child care
- Peoples "rights" in obtaining grants
- Government policies regarding assistance
- Future planning information, what is being done for recovery?
- Counselling, families or individual
- Activities for the children after school
- Recreation for a break from the situation
- Home/ business/ farm repair and maintenance
- Moving assistance
- Property clean-up and protection

Appendix J - Topic Sheets in the National Recovery Guidance

The following topic sheets (with links to relevant case studies) can be found in the National Recovery Guidance on the Cabinet Office website at:

www.cabinetoffice.gov.uk/content/national-recovery-guidance

Generic Issues

- Coroner's Inquests (for deaths in Scotland, see Inquiries into deaths in Scotland)
- Data protection and sharing
- Impacts assessments
- Impacts on local authority performance targets
- Inquiries (see also, Inquiries into deaths in Scotland)
- Inquiries into deaths in Scotland
- Investigations and prosecutions
- Military Aid
- Mutual Aid
- Recovery evaluation and lessons identified processes
- Recovery structures and processes (including Recovery Plan Guidance Template)
- Training and exercising
- VIP visits and involvement
- Working with the media

Humanitarian aspects

- Commemoration
- Community cohesion
- Community engagement
- Displaced communities
- Financial support for individuals
- Foreign nationals
- Mass fatalities
- Needs of people - health
- Needs of people – non-health
- Non-resident UK nationals returning from overseas incidents
- UK residents affected by overseas incidents

Economic Issues

- Economic and business recovery
- Financial impact on local authorities

Infrastructure Issues

- Access to and security of sites
- Damaged school buildings
- Dealing with insurance issues
- Historic environment
- Repairs to domestic properties
- Site clearance
- Transport
- Utilities

Environmental Issues

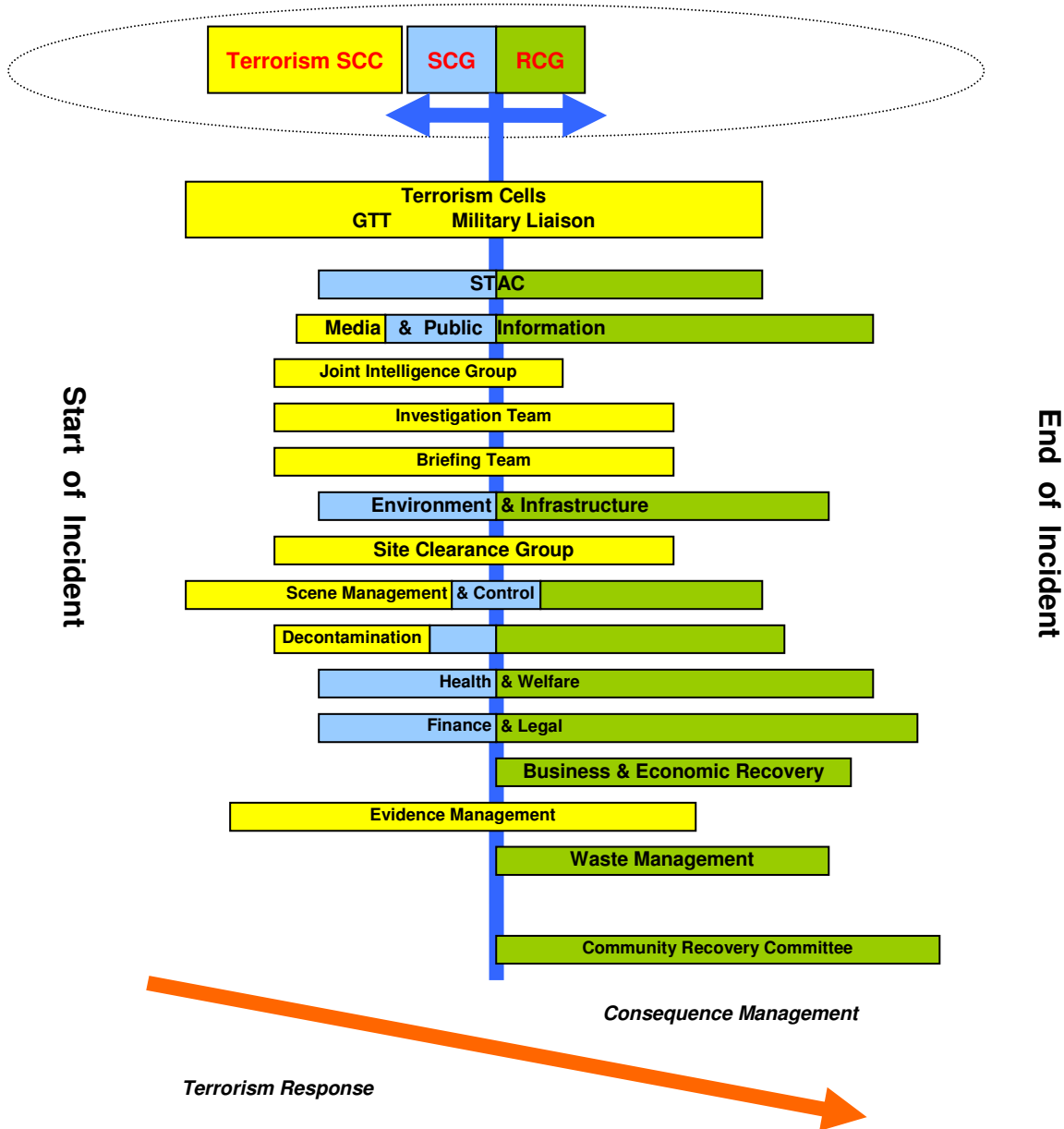
- Animal health and welfare
- Dealing with waste
- Environmental pollution and decontamination

Appendix K - CBRN Structure Links and Site Clearance Charts

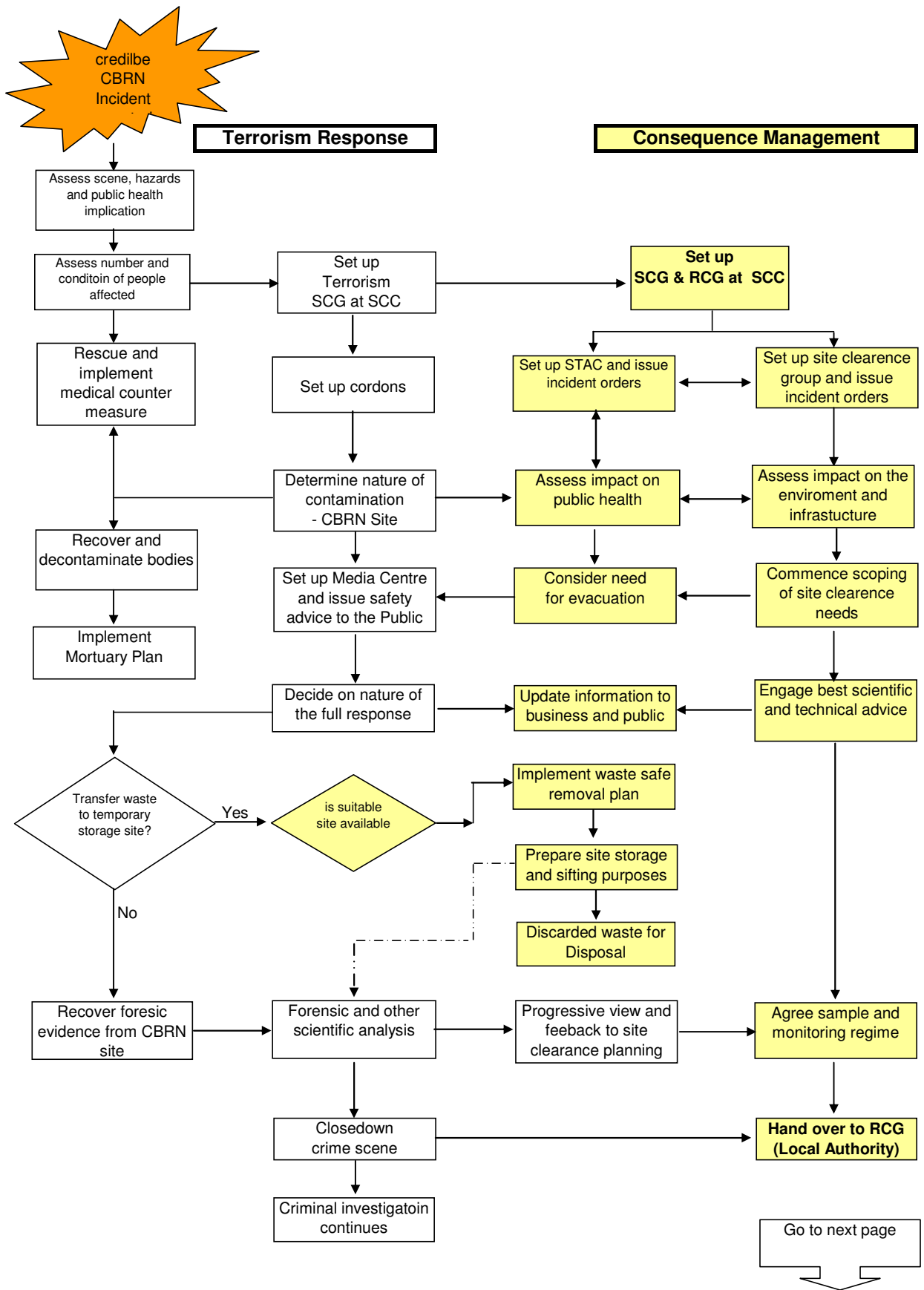
Chemical, Biological, Radiological, Nuclear (CBRN) – Structure Links

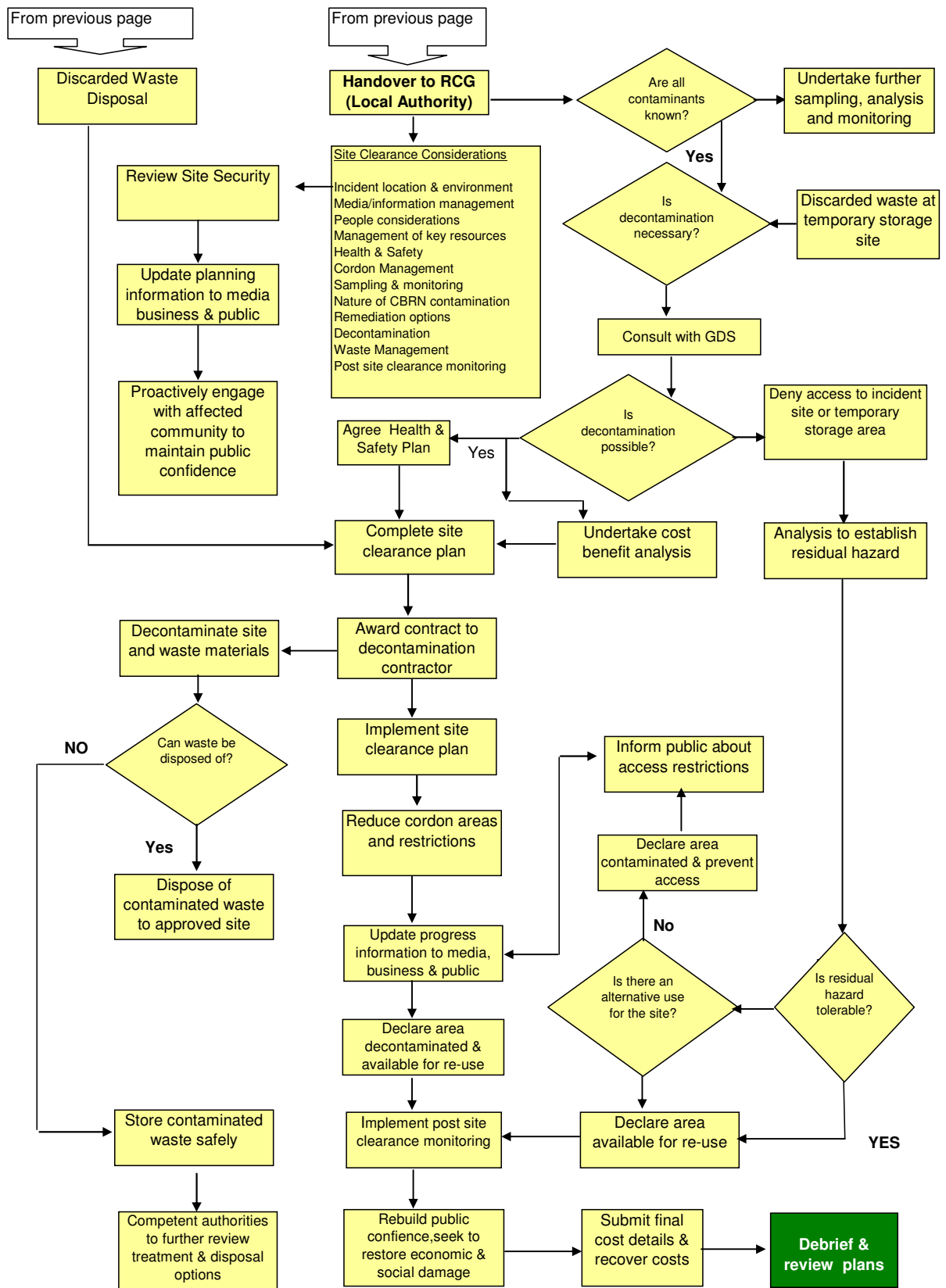
For a CBRN incident it will be necessary to integrate with a Terrorism SCC (Yellow) that includes CBRN required elements to communicate directly with existing groups forming the SCG (Blue) / RCG (Green). It may also be necessary to form additional sub-groups.

The diagram below represents how the shift of the command and management responsibilities of each group may change over time. A more detailed representation of a CBRN incident response flowchart is shown on the next page.



CBRN Site Clearance Flow Chart





Appendix L - Key Abbreviations/Glossary

ABBREVIATION	TERM	DESCRIPTION
ABI	Association of British Insurers	The ABI (Association of British Insurers) represents the collective interests of the UK's insurance industry. The Association speaks out on issues of common interest; helps to inform and participate in debates on public policy issues; and also acts as an advocate for high standards of customer service in the insurance industry.
AWE	Atomic Weapons Establishment	
BERR	Business, Enterprise and Regulatory Reform	The Department brings together functions from the former Department of Trade and Industry, including responsibilities for productivity, business relations, energy, competition and consumers, with the Better Regulation Executive, previously part of the Cabinet Office.
BTP	British Transport Police	BTP is the national police force for the railways providing a policing service to rail operators, their staff, and passengers throughout England, Wales and Scotland.
CBRN	Chemical, Biological, Radiological or Nuclear	
CCC/COBR	Civil Contingencies Committee (Commonly Known as the Cabinet Office Briefing Room)	Situated in Whitehall, it determines Government policy and strategy in relation to an emergency and formulates and co-ordinates the Government response. It can also arrange for specialist assistance to the Police.
CEPU	Central Emergency Planning Unit	Promotes the development of effective emergency management in Northern Ireland.
CNI	Critical National Infrastructure	Consists of those parts of the UK's infrastructure for which continuity is so important to national life that loss, significant interruption, or degradation of service would have consequences with the following characteristics: life-threatening, serious economic, grave social consequences for the community and immediate concern to the Government.
COI	Central Office of Information	Acts as a regional arm of press offices in Government Departments

ABBREVIATION	TERM	DESCRIPTION
		and supports Government Offices for the Regions in their co-ordination and policy delivery programmes.
COMAH	Control of Major Accident Hazards	1999 Regulations. Applies mainly to the chemical industry, but also to some storage activities, explosives and nuclear sites, and other industries where threshold quantities of dangerous substances identified in the Regulations are kept or used.
COSHH	Control of Substances Hazardous to Health	
DA	Devolved Administration	Northern Ireland Executive, Scottish Government, Welsh Assembly.
DCLG	Department of Communities & Local Government	UK Government Department
Dstl	Defence Science and Technology Laboratory	An Agency of the Ministry of Defence (MOD) and exists to supply impartial scientific and technical research and advice to the MOD and other government departments.
ECC	Emergency Control Centre	Usually at the Local Authority HQ.
FLO	Family Liaison Officer	A Police Officer allocated responsibility for one or more families of the deceased.
FSA	Food Standards Agency	A non-ministerial Government department which acts to protect the public's health and consumer interests in relation to food.
GDS	Government Decontamination Service	DEFRA agency responsible for providing advice and guidance to responsible authorities on CBRN-related decontamination issues.
GLO	Government Liaison Officer	<p>During a non-terrorist emergency, the Government Office (usually the DCLG Resilience and Emergencies Division) will act as the GLO, facilitating two way communications between Central Government and local responders and provision of support.</p> <p>During a terrorist emergency, the GLO will be a Home Office representative who provides the liaison between Central Government and the Police Strategic Commander. He / she also offer advice on how to achieve strategic objectives sought by the</p>

ABBREVIATION	TERM	DESCRIPTION
		<p>Government.</p> <p>During the recovery phase, the GLO role in liaising with the RCG would usually be taken by the Government Office.</p>
HA	Humanitarian Assistance	<p>Humanitarian assistance (as defined by Anne Eyre, 2007) refers to those activities aimed at meeting the needs of people affected by emergencies. In particular this includes:</p> <ul style="list-style-type: none"> • those elements of planning, training and exercising aimed at meeting people's practical and emotional needs; • response activities focussing on meeting people's needs during and immediately after emergencies; and • the co-ordination and provision of psychological and social aftercare for those affected in the weeks, months and years that follow.
HAZMAT	Hazardous Material	Solid, liquid, vapour or gas which has the potential to cause harm to health or the environment.
HPA PRD	Health Protection Agency - Radiation Protection Division	Part of the Health Protection Agency. The statutory functions are: by means of research and otherwise, to advance the acquisition of knowledge about the protection of mankind from radiation hazards and to provide information and advice to persons with responsibilities in the UK in relation to the protection from radiation hazards either of the community as a whole or a particular sections of the community.
HSE	Health and Safety Executive	The HSE are responsible for the regulation of almost all the risks to health and safety arising from work activity in Britain.
JRLO	Joint Regional Liaison Officer	Responsible for tri-service co-ordination of UK Operations (including MACA) in the region.
LGA	Local Government Association	The LGA exists to promote better local government.
LGD	Lead Government Department	Where Central Government co-ordination is needed, a designated

ABBREVIATION	TERM	DESCRIPTION
		LGD will be made responsible for the overall management of the Central Government response.
LRF	Local Resilience Forum	Forum of Category 1 and 2 responders within a local police area for the purpose of facilitating co-operation in line with the Civil Contingencies Act 2004.
MACA	Military Aid to the Civil Authority	The overarching term covering all categories of aid, which the Ministry Of Defence, (MOD) may provide to the civil authorities.
MACC	Military Aid to the Civil Community	Consists of the 3 categories of aid: Category A – Assistance in an emergency such as natural disaster where there is immediate danger to life; Category B – Routine assistance for projects and events; Category C – Individual assistance by volunteers in the social services field.
MACP	Military Aid to the Civil Power	Assistance to the civil power usually, but not exclusively, involving the provision of direct assistance in the maintenance of law and order, normally using specialist capabilities or equipment, in situations beyond the capacity of the civil power. It includes Counter Terrorism (CT) and non CT Explosive Ordnance Disposal (EOD).
MACR	Major Accident Control Regulations	MoD equivalent of COMAH – Joint Service Protocol 498.
MAGD	Military Aid to the Other Government Departments	Involves the use of the Armed Forces in the maintenance of essential supplies in a national emergency.
MBC	Media Briefing Centre	
MCA	Maritime and Coastguard Agency	Responsible for maritime search and rescue, and dealing with maritime pollution (to sea and shoreline).
MEF	Media Emergency Forum	National Forum on working protocols and the resilience of communications systems.
MLO	Military Liaison Officer	A military officer, appointed by the regional military headquarters, embedded within a civilian authority's incident management structure to provide an immediate point of contact.
NERRS	Norfolk Emergency Response & Recovery Strategy	Norfolk Resilience Forum document setting out the strategic approach to major incidents in Norfolk.

ABBREVIATION	TERM	DESCRIPTION
NRF	Norfolk Resilience Forum	A multi-agency forum established under the Civil Contingencies Act and based on the Norfolk Constabulary Boundary.
PCT	Primary Care Trust	Covering all parts of England - control of local health care while Strategic Health Authorities monitor performance and standards.
RCG	Recovery Co-ordinating Group	The decision making body for the recovery phase once handover has taken place from the Police. Takes advice from its Sub-Groups, decides the strategy and ensures implementations of strategy and the rebuilding of public confidence.
RED	Resilience & Emergencies Department	A DCLG Department split in to areas of England to act as a point of liaison between central government and resilience forums. Norfolk comes under RED - Central
REPIIR	Radiation Emergency Preparedness and Public Information Regulations 2001	Lays down the safety standards for the protection of the health of workers and the general public against the dangers arising from ionising radiation. Also partly implement the Public Information Directive by subsuming the Public Information for Radiation Emergencies Regulations 1992 (PIRER) on informing the general public about health protection measures to be applied and steps to be taken in the event of an emergency.
RIMNET	Radioactive Incident Monitoring Network	The national radiation monitoring and nuclear emergency response system.
RM	Resilience Mortuary	The deployment of a demountable structure for dealing with an emergency involving mass fatalities (including body storage, post-mortem facilities, family viewing facilities and associated utilities).
SCG	Strategic Co-ordinating Group	Multi-agency group that sets the policy and strategic framework for emergency response and recovery work at the local level.

ABBREVIATION	TERM	DESCRIPTION
SIM	Senior Identification Manager	Police Officer responsible for managing the victim identification process.
SIO	Senior Investigating Officer	Police Officer responsible for the investigation into the incident, gathering all available evidence in conjunction with other investigative bodies where appropriate.
STAC	Science and Technical Advice Cell	A sub-group of the SCG and RCG led by an appropriate person from the health community (HPA or DPH), together with other relevant organisations to provide strategic direction, co-ordination and assessment of health, scientific and environmental protection issues.
TCG	Tactical Co-ordinating Group	A multi-agency group of tactical commanders that meets to determine, co-ordinate and deliver the tactical response to an emergency.