

NRF Recovery Guidance 2015

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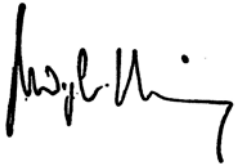


Foreword

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 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. The recovery process can take a lot longer than dealing with the initial incident. This 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.



Phil Kirby
Broadland District Council Chief Executive
Chair of the Norfolk Resilience Forum Executive

Date: 7th October 2015

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Purpose

Civil Contingencies Act 2004

- Saving and protecting of life;
- Relief of suffering;
- Protection of property;
- Provision of warnings, advice and information to the public;
- Containment of the emergency – limiting its escalation or spread;
- Maintenance and restoration of critical services;
- Maintenance of normal services at an appropriate level;
- Protection of the Health and Safety of personnel;
- Safeguarding of the environment;
- Facilitation of investigations and inquiries;
- Promotion and facilitation of self-help in the community;
- Facilitation of the physical, social, economic and psychological recovery of the Community; and
- Evaluation of the response and recovery effort and identifying lessons.

Protocols

This document will be effective from the 1st July 2015 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 Norfolk Resilience Forum (NRF) and will be made available for audit as necessary.

Contributing organisations are asked to notify the NRF 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.

Activation of this plan

Activation of this plan should be considered at the early stage of response so that there can be a smooth transition from response to recovery.

References

This plan has been produced and is compatible with other emergency response procedures and safety documents, as follows: -

Norfolk Emergency Response Guide (NERG)

- 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.

Multi-Agency Major Incident Communications Plan (formerly NRF Media Plan)

- This plan outlines how the warning and informing aspect of response and recovery will be dealt with in multi-agency media cells.

Cabinet Office Response & Recovery Guidance

- A range of guidance on recovery is available online or in hard copy.

Records of Amendments

Version	Amended by	Date	Comments	Signed
1	David Palmer	2011	Plan written	D. Palmer
2	Steve Grundell	2013	Details of the Government Decontamination service added / amended	S. Grundell
3.	Steve Grundell	2014	General plan review, terminology checks and addition of Lincolnshire recovery model.	S. Grundell
4	Gemma Bailey	October 2014	Formatting and consultation.	G. Bailey
5	Gemma Bailey	April 2015	Second consultation & update including addition of Norfolk Local Authority Radiation Group Plan.	G. Bailey
6	Jayde Robinson	October 2015	Final consultation and updated map on page 95	J Robinson

If any amendments are required to be made to this plan please inform : nrf@norfolk.pnn.police.uk

Records of Plan Validation and Training Schedule

Date	Details	Exercise/Training /Incident
December 2013	Tidal Surge	Incident

Distribution List

No.	Recipient		
1	Norfolk Constabulary, Contingency Planning	12	Great Yarmouth Borough Council, Environmental Health
2	Norfolk Fire & Rescue Service	13	Borough Council of Kings Lynn & West Norfolk, Emergency Planning
3	East of England Ambulance Service NHS Trust	14	Borough Council of Kings Lynn & West Norfolk, Environmental Health
4	Norfolk County Council Public Health & Clinical Commissioning Groups	15	North Norfolk District Council, Civil Contingencies Unit
5	Maritime and Coastguard Agency	16	North Norfolk District Council, Environmental Health
6	Norfolk County Council, Resilience Team	17	Norwich City Council, Emergency Planning
7	Broadland District Council:, Emergency Planning	18	Norwich City Council, Environmental Health
8	Broadland District Council, Environmental Health	19	South Norfolk Council, Emergency Planning
9	Breckland District Council, Emergency Planning	20	South Norfolk Council, Environmental Health
10	Breckland District Council, Environmental Health	21	Environment Agency Essex, Norfolk & Suffolk
11	Great Yarmouth Borough Council, Emergency Planning	22	Environment Agency Cambridgeshire & Bedfordshire

Glossary

Government LEXICON of Emergency Terms available [here](#)

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.
ADS	Approved Data Supplier	
BERR	Department of Business Enterprise Regulatory Reform	
CBRNe	Chemical, Biological, Radiological or Nuclear and explosives	
COBR	Cabinet Office Briefing Room	
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.
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.
D&T	Department for Transport	
DCLG	Department of Communities & Local Government	UK Government Department

OFFICIAL

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.
EA	Environment Agency	
EPDO	Emergency Planning Duty Officer	
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 Government.</p> <p>During the recovery phase, the GLO role in liaising with the RCG would usually be taken by the Government Office.</p>
GTA	Government Technical Advisor	

HA	Humanitarian Assistance	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: <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.
TPU	Home Office Terrorism and Protection Unit	
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.
LAESI	Local Authority and Emergency Services Information	
LARNET	Local Authority Radiation Network	
LARRMACC	The Local Authority Radiation and Radioactivity Monitoring Advice and Collation Centre	
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.
MBC	Media Briefing Centre	
MCA	Maritime and Coastguard Agency	Responsible for maritime search and rescue, and dealing with maritime pollution (to sea and shoreline).

MOD	Ministry of Defence	
NAIR	National Arrangements for Incidents, involving Radioactivity	
NERG	Norfolk Emergency Response Guidance	Norfolk Resilience Forum document setting out the strategic approach to major incidents in Norfolk.
NRF	Norfolk Resilience Forum	A multi-agency forum established under the Civil Contingencies Act and based on the Norfolk Constabulary Boundary.
PHE	Public Health England	
PHE CRCE	Public Health England, Centre for Radiation, Chemicals and Environmental Hazards	
RAG	Recovery Advisory Group	
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 into areas of England to act as a point of liaison between central government and resilience forums. Norfolk comes under RED - Central
RIMNET	Radiation Incident Monitoring Network	
RMUs	Radiation Monitoring Units	
SAGE	Scientific Advisory Group for Emergencies	

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.
SEPA	Scottish Environment Protection Agency	
STAC	Science and Technical Advice Cell	A sub-group of the SCG and RCG led by an appropriate person from the health community (PHE or DPH), together with other relevant organisations to provide strategic direction, co-ordination and assessment of health, scientific and environmental protection issues.
TCC	Technical Co-ordination Centre	
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.

Part one - 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.

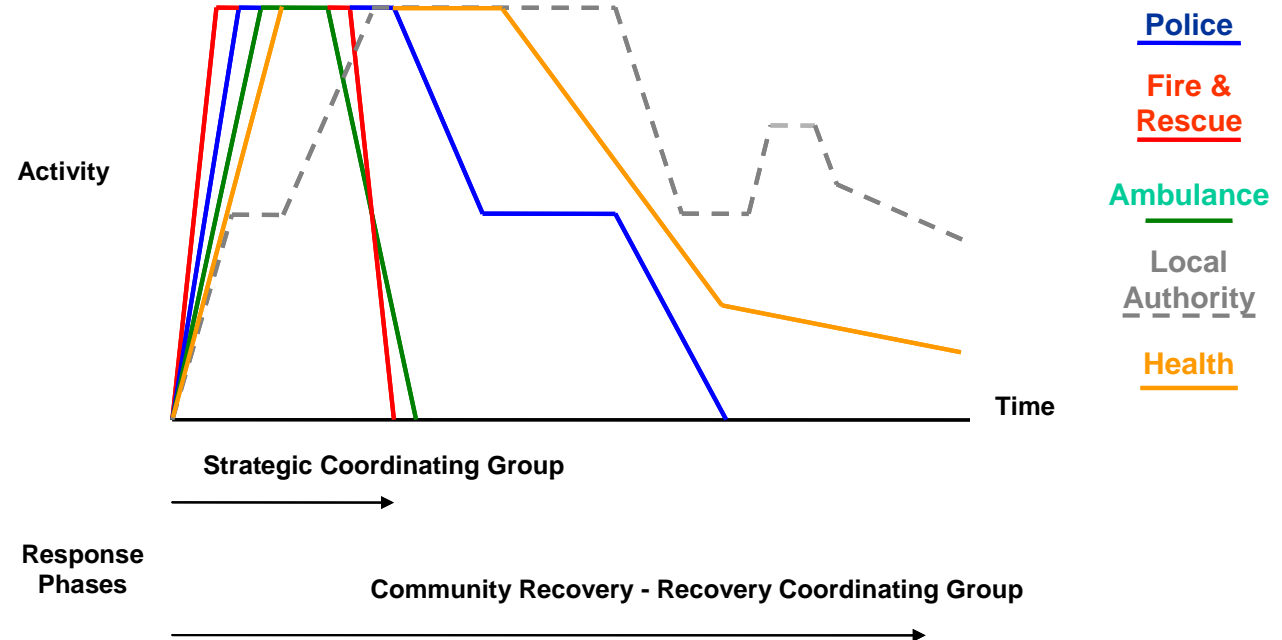
Regeneration

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.

Part 2 – Recovery – Purpose and Principles

Purpose

The purpose of providing support is to assist the affected community towards management of its own recovery. It is recognised 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:

- 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.
- 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.
- Management 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. It is not just a matter for the statutory agencies - the private sector, voluntary & faith groups and the wider community will play a crucial role.
- 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.

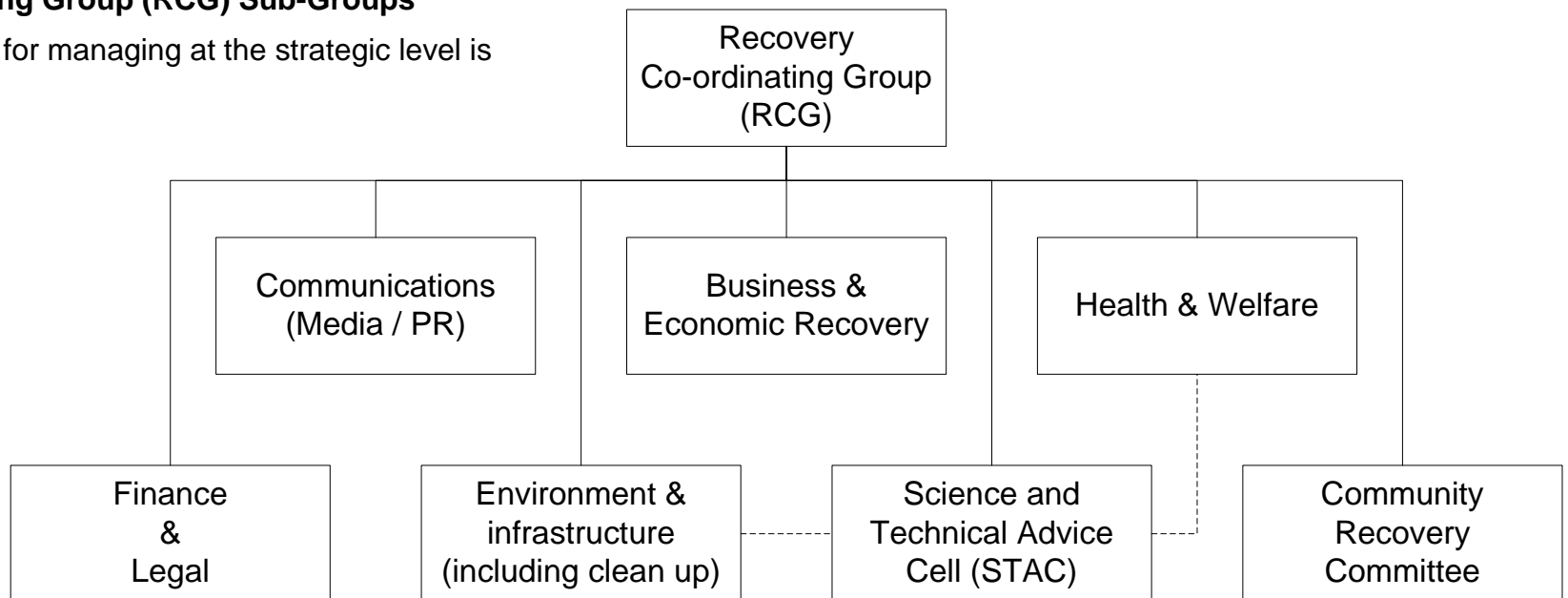
- It is best achieved where the recovery process begins from the moment the emergency begins.
- Planning and management arrangements are most effective where they are supported by training programmes and exercises which ensure that the agencies and groups involved in the recovery process are properly prepared for their role.
- 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

Part three – Recovery Structure diagrams

The Local Authority will usually lead the recovery process.

Recovery Coordinating Group (RCG) Sub-Groups

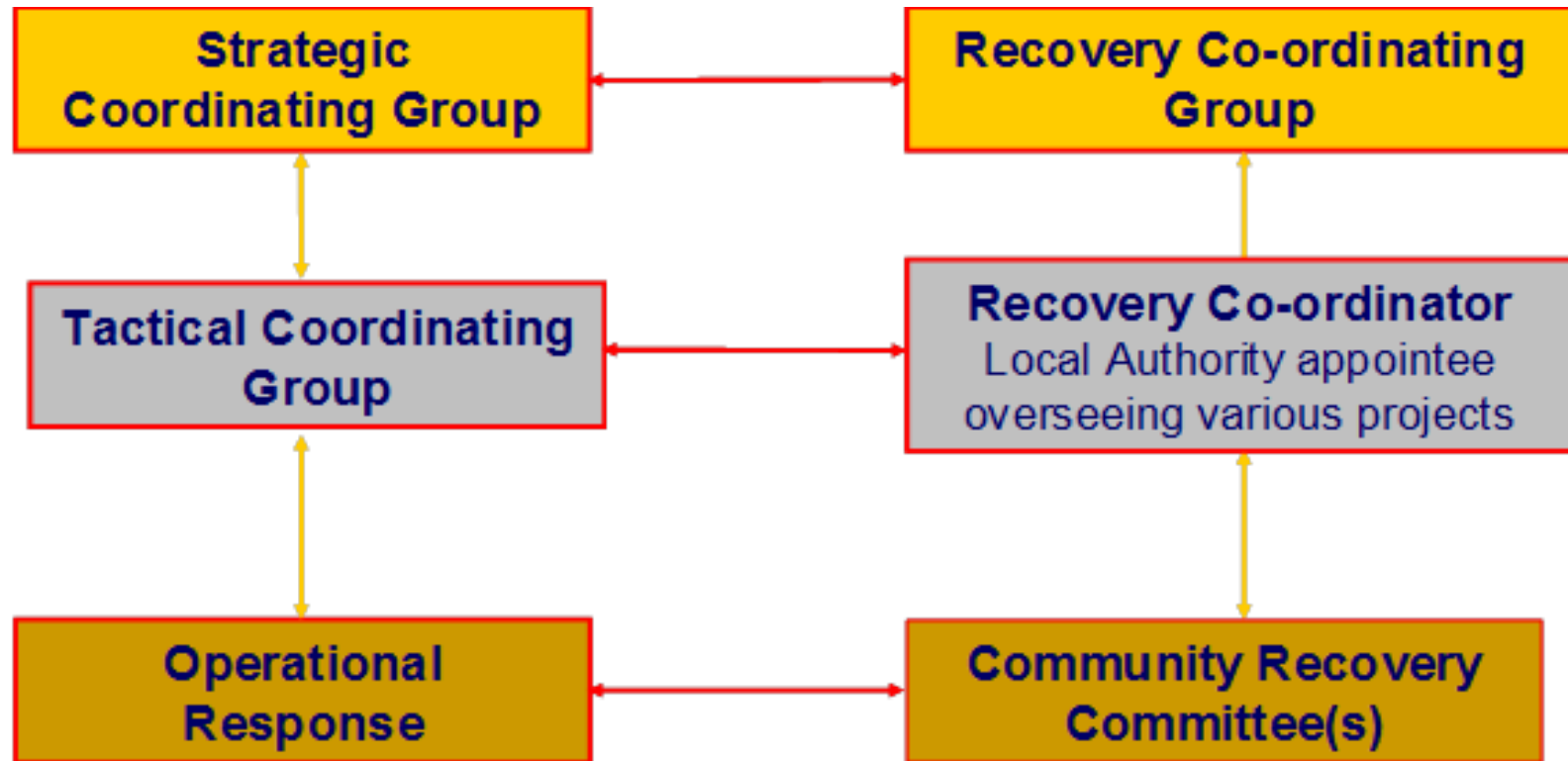
A suggested structure for managing at the strategic level is shown below:



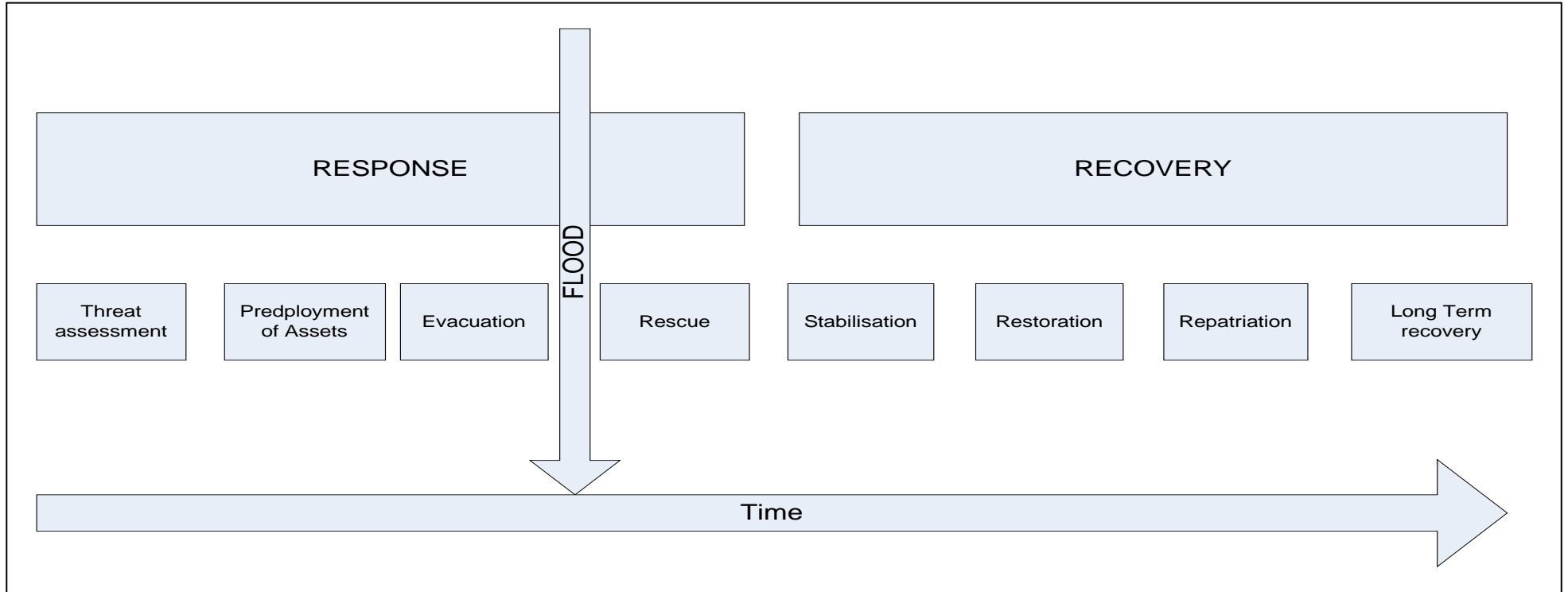
Note: It may not be necessary to establish all the sub-groups shown, or add additional groups depending on the nature of the emergency.

Response and Recovery Structure Links

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



However following on from a recovery exercise in Lincolnshire in late 2013 the following pragmatic cell structure was put in place to deal with an incident involving flooding (note. Not all groups will be needed for all types of incidents)



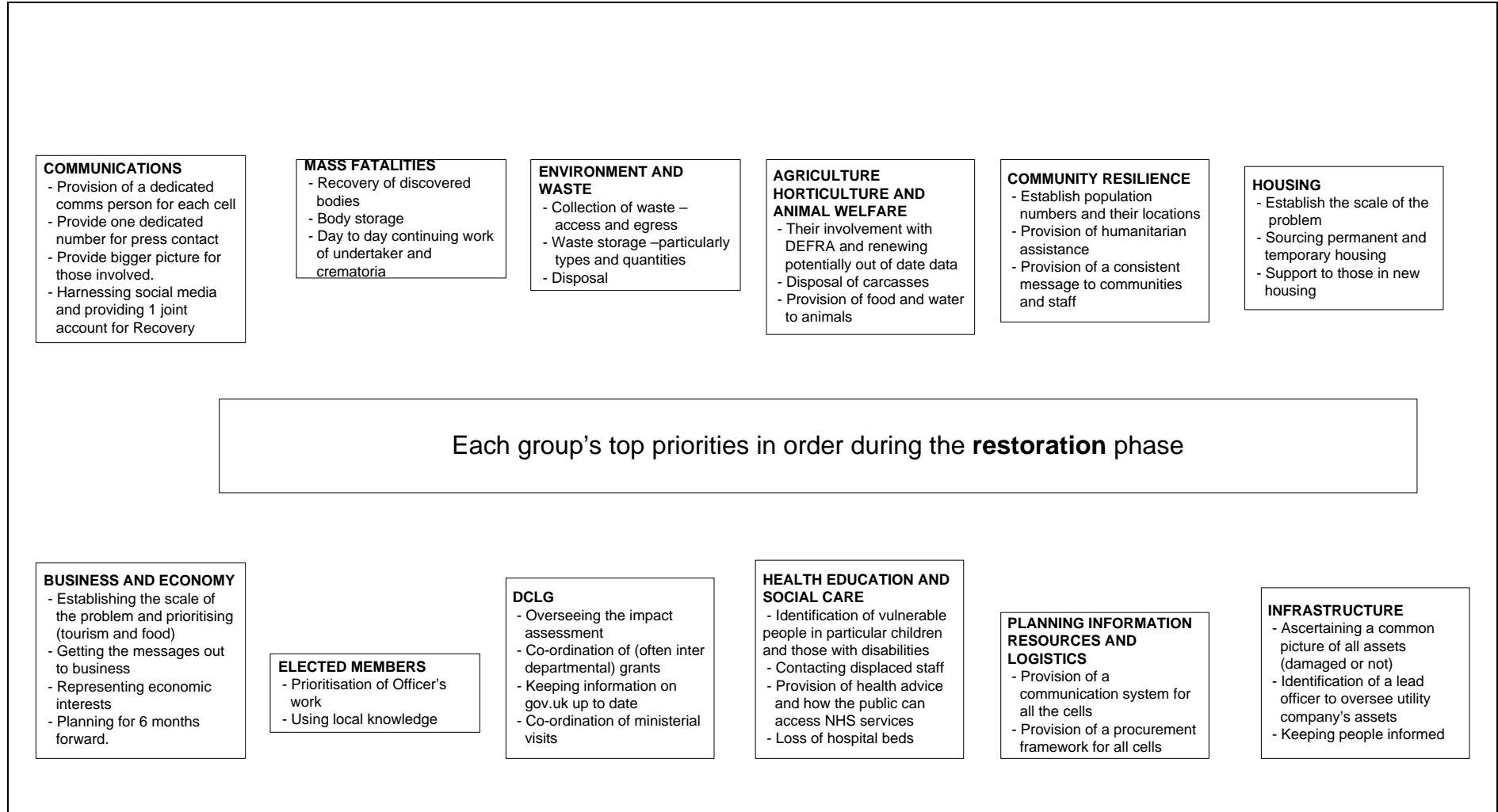


Figure 1 - Lincolnshire model during restoration

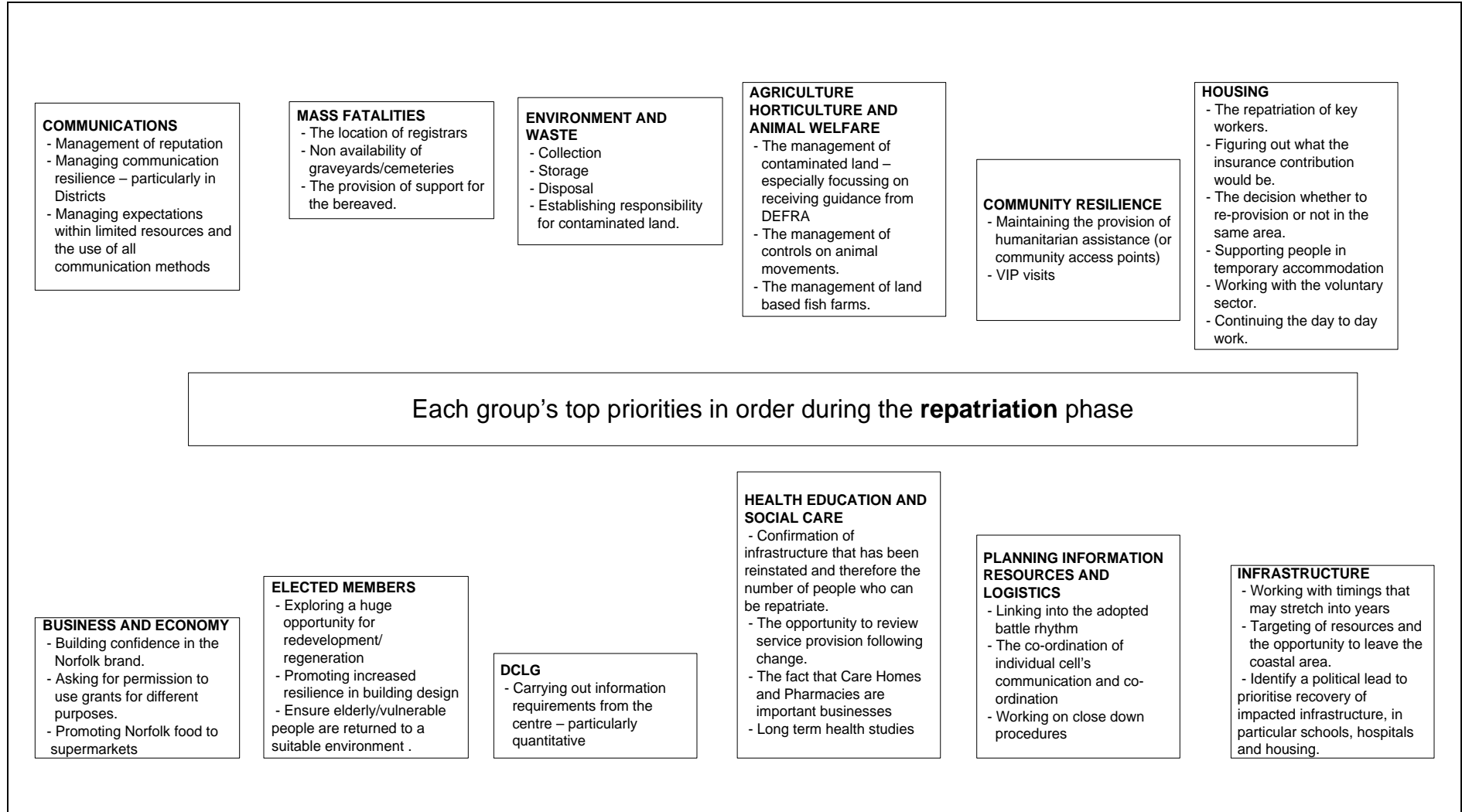


Figure 2 – Lincolnshire model during repatriation

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 - Terms of Reference for Recovery Groups**

Guidance for the Chairs of the RCG Sub-groups is in **Appendix B - Guidance for Recovery Group Chairs**

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 activate them at short notice.

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

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

Part four – Recovery actions during the Response phase

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 the process is implemented at the earliest opportunity.

Practically this means

- Appointing someone to lead the recovery effort. This may involve someone relinquishing their day job if the scale of the situation dictates this.
- Implement a mechanism to identify actions during the response phase that will compromise recovery. A useful way to do this is to have a dedicated officer located at SCG and if necessary objecting to any proposed response actions may impede recovery.
- The ideal situation is to have the Recovery Co-ordinating Group running in parallel with the Strategic Co-ordinating Group
- There is also the need to translate consequences of the response into the actions for recovery
- An excellent source of information is the Common Recognised Information Picture issued from strategic sources – or any SITREPS that are being issued.

Note on Infrastructure

- Be aware that to aid the restoration times of key infrastructure, such as electricity and water, it *may* be necessary to shutdown supplies before the impact of an incident where pre-warning of a major emergency has been received. This could be the case where flooding is anticipated. 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.
- This preemptory action 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.

Part Five – Recovery Strategy

At the start of the process, it is vital that a clear strategy is developed and agreed. The 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.
- A decontamination strategy needs to be developed to consider the following
 - Accurately define what the contaminant(s) was
 - What needs to be decontaminated
 - Over what area
 - To what extent
 - Methodology to be used
 - Timescales and targets
 - Specialist requirements in relation to CBRNe or HAZMAT

Site clearance plans also need to be developed. It is essential to consult with the Government Decontamination Service (GDS) and Science & Technical Advice Cell (STAC) at a very early stage.

See **Appendix J - CBRNe Structure Links and Site Clearance Charts** for management structure links and CBRNe Site Clearance:

- Determine at an early stage if there is an opportunity for long 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
- The management of any appeal fund is agreed.
- Ensure the community is fully involved in the 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.

Recovery Targets

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

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
- Forming of an exit strategy and closedown of recovery group

Examples of short, medium and long term issues are provided in **Appendix H - Issues to consider during recovery phases**. 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 and special joint teams to work together in specific zones.

Part Six – Handover from the Response phase to the Recovery phase

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 coordination centre

The process for this handover should be:

- Those lead Local Authority officers attending at the SCG should monitor overall progress and anticipate the probable move from response to recovery
- When the recovery phase is imminent then the lead officer for Norfolk County Council or the appropriate District, Borough or City Authority should communicate this to their Authority and ensure that they are ready to take on the co-ordination of role.
- Once this is confirmed the lead Local Authority officer should arrange the signing of the Handover Certificate during or immediately following the SCG has agreed to move to the recovery phase and pass a copy back to the Local Authority taking on the role of recovery lead for signing and exchange.

Within Norfolk it is accepted that if only one District, Borough or City Council is involved in an emergency, the Chief Executive of that District, Borough or City will usually take responsibility for 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.

There is also growing likelihood that cross border LRF working will be required for large scale, high risk incidents e.g, flooding or pandemic influenza. With more agencies working across borders consideration needs to be given at the commencement of an incident to the possibility of multi-LRF Recovery Coordinating Groups.

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 such as the December 2013 East Coast Tidal Surge.

Suggestions for terms of reference, membership and the roles and responsibilities of relevant organisations are given in **Appendices A to C.**

A suggested agenda for the first meeting of the Recovery Co-ordinating Group is shown in **Appendix D - Agenda for Recovery Co-ordinating Group Meeting.** The formal handover certificate is at **Appendix E - Suggested Handover Certificate.**

Part Seven – Location and operation of the Recovery Co-ordinating Group

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

However this must be balanced against the access to information that both groups need. If access to information (or lack of it) becomes a serious issue then the disadvantages of this should be weighed against the perceived benefits of co-location.

Be aware that 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. Be aware that 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 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 and become weekly, fortnightly or monthly depending on progress.

The need for accurate record keeping is of paramount importance. 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. **Do not fail to address this hugely important aspect of recovery.**

Part Eight – The wider impact of emergencies

Emergencies affect communities in a wide variety of ways. To understand what comprises recovery, 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 (e.g. 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 from which individuals and communities will need to recover. 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.



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
	Fatalities
	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: <https://www.gov.uk/national-recovery-guidance-common-issues>

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 in maintaining community cohesion and providing public reassurance. Further information on the role of Elected Members in the recovery process can be found in **Appendix F - Role of Elected Members**.

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 G - Template for a Recovery Action Plan**.

Disaster Appeals

The following is taken from the NERG.

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 **manage and** administer donations of money from the public and other sources intended for the relief of those affected.

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

Part Nine - 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 and the level of potential assistance to other authorities 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 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.

Part Ten - 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. 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 submitted 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 submitted 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: <https://www.gov.uk/national-recovery-guidance>

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.
- Takes advice from the Sub-Groups, decides the strategy and ensures the implementation together with the rebuilding of public confidence and ensures the co-ordination and delivery of consistent messages to the public and media.

b) Role

- To feed in recovery issues whilst the SCG 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 / implementation of the strategy
- To establish appropriate Sub-Groups as required by the emergency
- To produce an impact assessment on the situation is superfluous
- 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 and affected District/Borough or City Council (s)
- Chair of Community Recovery Committee (if formed)
- Environment Agency
- Food Standards Agency
- Resilience & Emergencies Department - Central
- Lead Clinical Commissioning Group
- NHS England – Local Area Team
- Social Care Representative
- Public Health England
- Animal Health
- Utility Companies
- Transport Providers and Infrastructure 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 required)
- Community Resilience Groups (represented by NRF working group chair)

e) Issues

- Finance,
- Politics,
- Compensation,
- Use of Military,
- Public Confidence,
- Personnel
- Resources

Community Recovery Committee¹ - 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.

b) Role

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

- Assist in Impact Assessment of the affected community
- 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
- Liaise with the Business Community and take their concerns to the Business and Economic Recovery Group
- Engage 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.

¹ Note – this is not the same as NCC's Emergency Committee – whose role is to meet and give political stability to NCC in extremis.

At the time of writing the Emergency Committee is made up of 1 Lab, 3 Con and 1 UKIP.

The role of the Community Recovery Committee is as defined above.

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

- Widespread concerns
- Community needs
- Initiatives
- Emotional and mental health impacts
- Insurance
- Communication

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.

b) Role

- Enable the community easy access to the required assistance
- Bring together the relevant Health expertise.
- Provide the community with easy access to required assistance
- 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
- Clinical Commissioning Group Lead
- Ambulance Service
- NHS England East Anglia Area Team
- Food Standards Agency
- Voluntary and Faith Sector (e.g. British Red Cross, WRVS, Salvation Army, CAB, Samaritans, Churches together)²
- Department of Work and Pensions
- Disability carers services
- Benefits Agencies
- Incident Care Team from the relevant Train Operating Company if a train crash.
- Public Health England
- STAC

² Do not be put off by the range of potential services that can be offered by the voluntary and faith sector.

The various speciality groups work well together and can be represented at this level by one voluntary & faith sector lead. More details of what the voluntary and faith sector can provide are in Appendix C – Roles and Responsibilities of Organisations.

e) Issues

- Facilities & casualties
- Emotional & Mental Health impacts
- Drinking water
- Food quality
- Health concerns
- Emotional support
- Food shortages
- Health services
- Insurance
- Contractors
- Race and Language concerns
- Housing
- Benefits & grants
- Evacuees short & long term concerns
- School Closures & education

Questions	Actions
<ul style="list-style-type: none"> • What injuries have people sustained (numbers / seriousness / medical treatment / sufficient facilities)? • Has the excess deaths, mass fatalities and temporary mortuary 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? 	<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 and welfare 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 (cont..)

- | | |
|--|--|
| <ul style="list-style-type: none"> • 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"> • Impact of bed release following hospital emergency plan execution. • Provide psychological support • Provide long term health monitoring if necessary • Continue implementation of long 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 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, City, Borough / 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.

f) Issues

- Grants
- Council Tax & Rates
- Road & Rail closures
- Compensation
- Recruitment
- Insurance
- Unemployment
- Reluctances to deliver & trade from outside
- Farming Milk, Poultry & Pigs
- Business affected
- Tourism

Questions	Actions
<ul style="list-style-type: none"> • Has there been any temporary or permanent closure of operations or business? • Have any businesses 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 organisations 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

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
- Public Health England
- Lead Clinical Commissioning Group
- Police
- 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

- Livestock
- Countermeasures
- Contamination
- Natural Environment
- Clean up
- Infrastructure
- Waste
- Compensation
- Resources

f) Flooding

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.

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) ○ Buildings of religious significance 	<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 hygiene issues with sanitation, clean water or food? 	
<ul style="list-style-type: none"> • Are there any issues with disposal of dead, diseased or maimed stock? • Have any flood defences been affected? • Are there any environmental assessment/evaluations? • Does the emergency involve hazardous/CBRNe 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

g) Waste Management

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.

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

- To co-ordinate and formulate an effective communications strategy to ensure that the public and media are fully informed – or something similar.

b) Role

- 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
- 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
- Lead Clinical Commissioning Group
- Public Health England
- Other Stakeholders e.g. Site Operator, Tourist Board, LRF representative from Local Media, etc.

e) Issues

- Clear concise understandable information
- Methods of getting into the public arena
- Conflicting messages from sources
- Best way to speak to the public
- Keeping media onside with messages

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"> ○ Multi-agency media centre ○ Public information hotlines <ul style="list-style-type: none"> ▪ For local residents ▪ For relatives ▪ Businesses 	<ul style="list-style-type: none"> • Co-ordinate communications across all recovery groups, including attending meetings if resources permit • Consider long-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.

- | | |
|---|--|
| <ul style="list-style-type: none"> ○ Public information points/drop in centres
Regular printed bulletins/newsletters/social media ○ Websites/WebPages/e-bulletins & social media 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 have implications for communication during recovery? ● Has the Media Advisory Group been established ● Has the handover from lead response organisation to the local authority been publicised? | <ul style="list-style-type: none"> ● The communications strategy should consider: <ul style="list-style-type: none"> ○ Media relations/information programme, including media information about the handover itself <ul style="list-style-type: none"> ○ Resources needed to deliver the above and maintain mainstream/ongoing communications work ○ Web content/presence ○ Public information help-lines ○ 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 regularly communicated 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 |
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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 PHE 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
- Public Health England
- NHS England Local Area Team
- Health and Safety Executive
- Food Standard Agency
- Environment Agency
- Local water company and Water Inspectorate
- Defra and partners
- Met Office
- 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? • How can the group help the communities deal with insurance matters? 	<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
- Ensure a log of decisions is kept
- 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. Existing groups and their remit
- Assign a communications lead within each Sub-Group
- Ensure action planning and reporting mechanisms are in place to provide regular reports on 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 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 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:

- 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.
- At the recovery phase the focus is on continued provision of public information.
- Investigation and enforcement of environmental offences.

- Lead on the continual provision of flood warnings to the public.

- Prioritised risk based approach to the maintenance and repair of defences

They can also provide advice/support on:

- Hazardous Waste disposal.
- CBRNe 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.

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 implemented 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:

- Offer expert advice and guidance on CBRNe and major HAZMAT issues relating to recovery of the built and open environment, including critical national infrastructure (CNI).
- Facilitate access to companies on the GDS Framework able to provide practical decontamination solutions.
- Their services can be activated 24/7 for advice, guidance and access to practical services in support of CBRNe recovery. On request they will attend the Recovery Co-ordinating Group (RCG) the Science and Technical Advice Cell (STAC) and the Strategic Co-ordination Group

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.

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.

National Communications Centre (NCC)

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

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 NHS England or equivalent.

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 prior knowledge of particular areas and issues
- Provide 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 (not crowd management) 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.

Public Health England (PHE)

The PHE 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.

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 NCC.

Voluntary & Faith Groups

There are numerous groups engaged in voluntary and faith related work in Norfolk who are able to contribute towards the successful outcome of the recovery from an emergency. Whilst they are not blue light responders they can offer very practical, useful and timely assistance to the affected population.

It is important to note that some voluntary agencies such as the British Red Cross and the St John Ambulance may already be engaged in community activity which could impact on their availability.

The NRF has produced a Voluntary Sector Capabilities Directory, which includes roles, contact details and response capability.

A memorandum of understanding has been written, it records the principles of an arrangement between the NRF and the Voluntary and Faith Sector.

The nature, range and scale of services offered by the voluntary & faith 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

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 services as required by the community
- To assist with the organisation of memorial services.

Appendix D - Agenda for Recovery Co-ordinating Group Meeting

Suggested Agenda for first meeting:

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

1. Introductions
2. Terms of reference for the group
3. Membership
 - a) Responsibilities and authority
 - b) Other agencies that may be required
4. Briefing / progress report, including the latest impact assessment and the Strategic Co-ordinating Group strategy (brief overview, keep concise)
5. Agree recovery strategy (including detailed objectives and targets as necessary)
6. Immediate actions / or urgent issues related to the emergency
7. Recovery action plan formulation and delegation of tasks (including identification of sub groups required)
8. Priorities for action
9. Any other issues
10. 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 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, the Management for dealing with the aftermath of the incident at (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 F - Role of Elected Members

During the recovery phase of an incident:

Listening to the community

As an elected representative for the area and local figurehead, elected members have a key role as the voice of the community. They are important in:

- Being the eyes and ears 'on the ground' by providing a focus for and listening to community concerns
- Being the voice of the community by gathering the views and concerns of the community and feeding them into the recovery process, through the Recovery Co-ordinating Group's (RCG) Community Recovery Committee
- Providing support and reassurance to the local community, by listening or visiting those affected and acting as a community champion and supporter

Using local knowledge

Elected members have access to the thoughts, opinions and information relating to their local community. As such, they can play a part in:

- Using their local awareness of the thoughts and feelings of the community to identify problems and vulnerabilities they may have and which may require priority attention and feeding them back to the relevant recovery sub-group
- Using their local knowledge to provide information on local resources, skills and personalities to the relevant recovery sub-group.
- Elected members are also often involved in other aspects of community life such as local community groups which can be an important source of help and specialist advice.

Providing support to those working on recovery

- Providing encouragement and support to recovery teams working within their community
- Communicate key messages, from the RCG and its sub-groups, disseminating accurate, credible advice and information back and keeping community members involved, including potentially assisting in debrief

Political leadership

- Providing a political lead on the decision making process
- Providing strategic leadership. Elected members have a role as committee members within their normal duties to give strategic direction and decide policy. They scrutinize decisions of officers and other committees and suggest improvements. As Cabinet Members, elected members will be involved in making key policy decisions and may have to consider recommendations from the RCG on strategic choices. Councillors have a constitutional duty to share corporate responsibility for local authority decision making.
- Providing representation to Government for additional resources and financial assistance
- Promotion of joint working with Parish, City and District authorities

sessions with the community and managing expectations in tandem with the local authority

- Actively engaging with community members involved in the recovery efforts and in community resilience work more widely
- Promoting self-resilience and managing residents' expectations
- Liaising with other elected representatives (such as MPs / MEPs / Ministers)
- Representing their constituents in the strategic Community Recovery Committee where relevant
- Ensuring recovery issues are mainstreamed into normal functions
- Scrutiny – getting buy-in and closure at political level, including sign off for funding
- Minimizing reputational risk to the authority and defending decisions
- Ensuring lessons are identified and addressed, (for example, by updating recovery plans), and shared with others who may find them useful

Media and communications

- Maintaining good relationships with the media and public
- Supporting the communication effort and assisting with the media in getting messages to communities, for example by giving interviews to the press
- Assisting with VIP visits, ensuring that they are sensitive to the needs of the community
- Supporting and assisting those affected in how they engage with media

Long-term regeneration

Long after media interest has gone, there will still need to be a long term commitment to ensuring that the recovery of an area continues. In the longer term, elected members may be involved in:

- Approving regeneration issues
- Consultation on rebuilds or modernisation
- Supporting business change in the community
- Ensuring community cohesion
- Considering the need for long term accommodation
- Meeting MPs/ MEPs / Ministers to lobby for financial aid
- Getting involved in appeal funds and memorials
- Repairing and reconstructing the affected community
- Ensuring that the lessons identified are applied to emergency/recovery plans and procedures and are shared with others who may find them useful
- Providing input into the humanitarian assistance effort and providing a public interface at Humanitarian Assistance Centres (HACs)
- Anniversaries and commemoration.

Appendix G - 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 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 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 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 H - Issues to consider during recovery phases

The following is taken from the NERG.

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.

Immediate/Short Term Needs - 0 to 2 Days	Medium Term Needs - 2 to 14 Days
<ul style="list-style-type: none"> • Clothing, food & shelter • Factual information • Location of family members • 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 children after school
- Recreation for a break from the situation
- Home/ business/ farm repair and maintenance
- Moving assistance
- Property clean-up and protection

Appendix I - 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:

<https://www.gov.uk/national-recovery-guidance>

Generic Issues

- Coroner's Inquests
- Data protection and sharing
- Impact 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

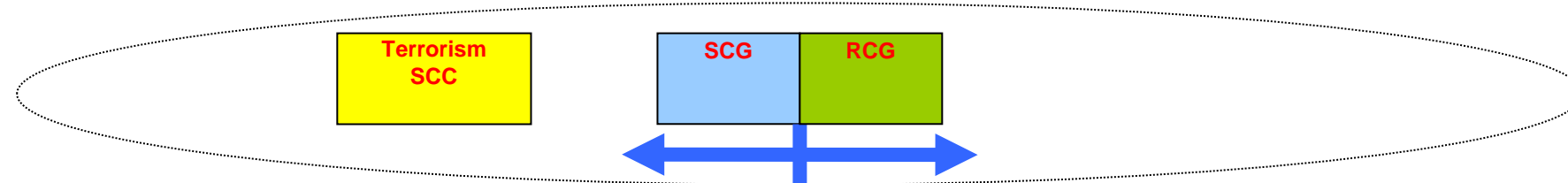
Appendix J - CBRNe Structure Links and Site Clearance Charts

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

For a CBRNe incident it will be necessary to integrate with a Terrorism SCC (Yellow) that includes CBRNe 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 CBRNe incident response flowchart is shown on the next page.

OFFICIAL



Start of Incident

End of Incident

Terrorism Cells
GTT Military Liaison

STAC

Media & Public Information

Information Cell Information

Investigation Team

Briefing Team

Environment & Infrastructure

Site Clearance Group

Scene Management & Control

Decontamination

Health & Welfare

Finance & Legal

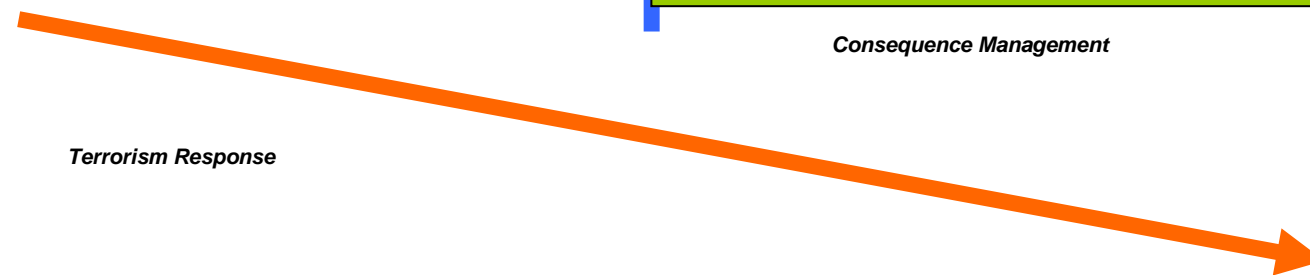
Business & Economic Recovery

Evidence Management

Waste Management

Community Recovery Committee

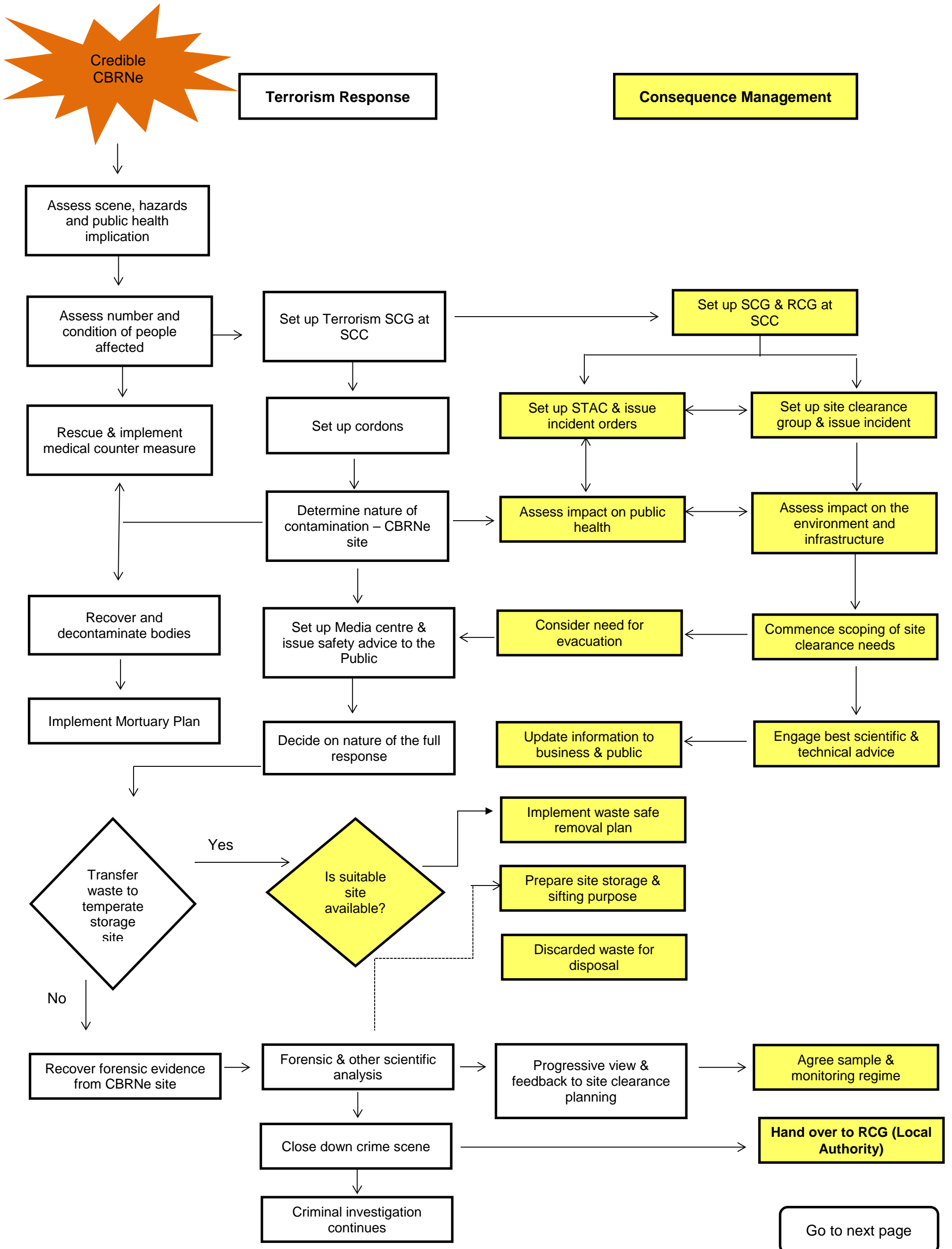
Consequence Management

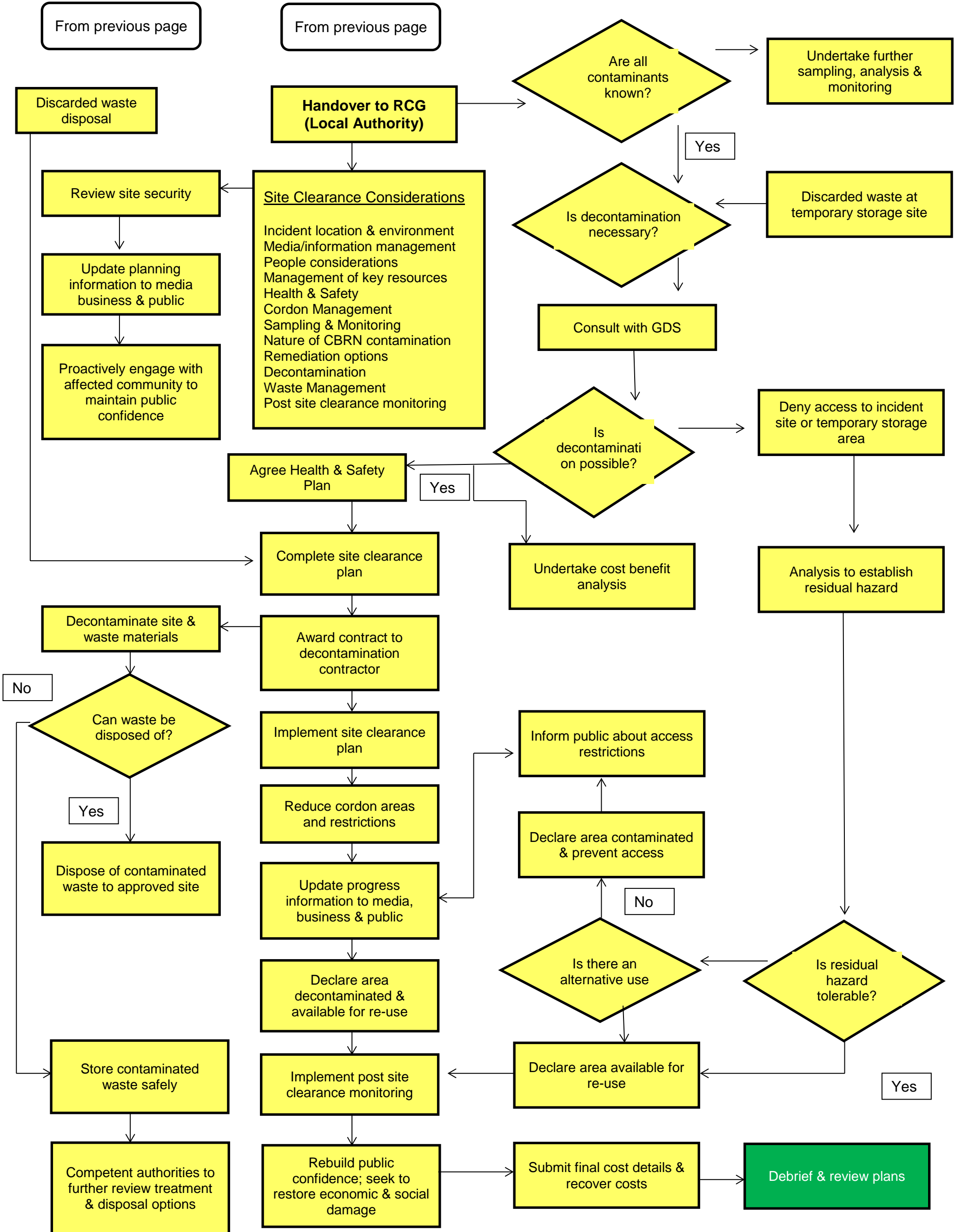


Terrorism Response

OFFICIAL

CBRNe Site Clearance Flow Chart (Page 1/2)





Help

Plan Contents

This will navigate you to the main contents page

Appendices

This will navigate you to the appendices within the plan

Abbreviations

This will navigate you to the abbreviations page



This will return you to the front page of the plan



These will take you forward and backward a page at a time



This will take you to the last viewed page



This will exit the plan