


Leicester, Leicestershire & Rutland



Local Resilience Forum

CONTENTS	PAGE
DOCUMENT MANAGEMENT REVIEW AND AMENDMENTS FOREWORD DISCLAIMER LEGISLATION	
1. INTRODUCTION	7
2. AIM & OBJECTIVES	8
2.1 Aim.	8
2.2 Objectives.	8
3. PLANNING ASSUMPTIONS	8
3.1 Local Authority.	8
4. RESPONSE TRIGGERS	9
5. RECOVERY FLOWCHART	10
6. STRATEGIC ISSUES	
6.1 Recovery Co-ordinating Group.	11
6.2 Media Handling.	11
6.3 Economic Impact.	11
6.4 Review of Performance.	11
6.5 Litigation.	11
7. RECOVERY CONSIDERATIONS	12
8. REBUILDING THE COMMUNITY	
8.1 Community Involvement.	13
8.2 Physical Reconstruction.	13
8.3 Voluntary Organisations.	13
8.4 VIP Visits.	13
8.5 Memorials and Anniversaries.	13
9. RESPONDING TO THE COMMUNITY WELFARE NEEDS	
9.1 Welfare Support to the Community.	14
9.2 Personal Support for Individuals.	14
9.3 Voluntary Organisations.	14
9.4 Alternative Accommodation.	14
10. MANAGING RESOURCES	14
10.1 Staffing.	15
10.2 Media.	15
10.3 Elected Members.	15
10.4 Co-ordinate Offers of Material Help.	15
10.5 Recovery Task Group.	15
Continued	

RECOVERY GUIDANCE

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CONTENTS - Continued	PAGE
11. MANAGING THE FINANCIAL IMPLICATIONS	
11.1 Expenditure.	16
11.2 Reimbursement.	16
11.3 Public Appeals and Donations.	16
12. TRAINING & EXERCISING	17
13. FURTHER INFORMATION	
13.1 Author's Contact Details.	17
13.2 Further Reading.	17
13.3 LRF Plans.	17
14. GLOSSARY AND ACRONYMS	18
ANNEX A	19
Recovery Co-ordinating Group –Suggested Agenda For The First Meeting.	

DOCUMENT MANAGEMENT

DOCUMENT DISCLAIMER

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DOCUMENT OWNER

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Requests for additional copies of this document should be sent to the author(s) to ensure that alterations or amendments to the distribution list are properly controlled.

The plan will be distributed via the Member's area of the LLR LRF Website, www.localresilienceforum.org.uk.

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As the LLR LRF is not a public authority the Freedom of Information Act (FOI) does not apply to information which it holds. However, requests can be made to any signatory which is a public authority, which should respond to the request in an appropriate manner following consultation with the LLR LRF. In the first instance please send any requests to the LRF.

EQUALITY IMPACT ASSESSMENT

This document will be subject to an Equality Impact Assessment (EIA).

REVIEW AND AMENDMENTS

LRF REVIEW POLICY

Unless otherwise stated every LRF plan will be subject to a Biennial review. This will encompass the plan being distributed to the General Working Group for consultation and comment. Once any alterations have been made the revised edition should be approved by the Programme Board and validated by the Executive Board.

Once a plan has been used for an incident any points that come from the de-brief process must be presented at the General Working Group for approval and the incorporation of the de-brief points into the plan. Once this is complete the revised edition should be approved by the Programme Board and validated by the Executive Board.

DOCUMENT REVIEW

Date of Review	Type of Review After Use (A) Scheduled Review (S) Training (T) Exercising (E)	Suitable / Unsuitable (S/U)	Details

LRF AMENDMENT POLICY

Minor changes to this document will result in the appropriate page/s being updated and the obsolete page/s being destroyed, confirmation of which must be supplied to the author(s).

Major changes will result in the whole document being replaced and the obsolete document being destroyed, confirmation of which must be supplied to the author(s).

VALIDATION OF AMENDMENTS

Any substantial changes, which is defined as a complete re-write of the plan, a section of the plan or changes to the integral infrastructure or command structure of the multi-agency response, must be consulted and actioned at the General Working Group and Programme Board and validated by the Executive Board.

Any minor changes such as contact details, internal department arrangements, updates of tables/diagrams etc do not need to be ratified by the Executive Board and can be signed off by the Programme Board once consulted at the General Working Group.

AUDIT OF AMENDMENTS

Date	Paragraph Changed	Brief details of alterations	Approved by

FOREWORD

Following instruction from the Leicester, Leicestershire & Rutland Local Resilience Forum (LLR LRF) Programme Board this document has been developed to assist LRF partner agencies to prepare for, and look at a major incident regardless of cause at a tactical and/or strategic level.

A glossary of terms can be found at Section 15

DISCLAIMER

This plan has been prepared and published in good faith by Leicester, Leicestershire & Rutland Local Resilience Forum (LLR LRF) and is believed to comprise accurate and up-to-date information regarding all matters contained within the document at the time of writing. This document is a 'live document' and is reviewed and updated on a biennial basis unless otherwise specified.

- However, no guarantee, warranty, nor binding assurance or representation of any kind given by virtue of the preparation and publication of this plan on behalf of LLR LRF, its employees or agents or anyone acting on their behalf.
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- That any action or series of actions, processes, or procedures described herein as to be taken will be taken by the person or person herein described or by any other person or persons acting on his, her or their behalf.
- That all or any of the persons, resources, equipment, facilities or services described herein will be available at all or any time or times.
- That any person or persons other than members, employees or agents of LLR LRF who act or fail to act in reliance upon this procedure or any part of it do so entirely at his, her or their own risk.

LEGISLATION

The Civil Contingencies Act 2004 places a statutory duty upon key responding and supporting agencies to prepare for and respond to emergencies.

Part 1 of the Act establishes a clear set of roles and responsibilities for those involved in emergency preparation and response at the local level. The Act divides local responders into two categories, imposing a different set of duties on each.

Category 1 Responders are those organisations at the core of the response to most emergencies (e.g. Emergency Services, Local Authorities, NHS bodies, Port Health Authority and Environment Agency). Category 1 Responders are subject to the full set of civil protection duties.

They will be required to: -

- Co-operate with other local responders to enhance co-ordination and efficiency.
- Share information with other local responders to enhance co-ordination
- Assess the risk of emergencies occurring and use this to inform contingency planning.
- Put in place Emergency Plans.
- Put in place Business Continuity Management arrangements.
- Put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency.
- Provide advice and assistance to businesses and voluntary organisations about Business Continuity Management (Local Authorities only).

Category 2 Responders such as the Health and Safety Executive, Transport, Utility Companies and the Voluntary Sector Organisations. These “co-operating bodies” are less likely to be involved in the core planning work but may be heavily involved in incidents.

Category 1 and 2 Organisations will come together to form “Local Resilience Forums” (based on police areas) which will help co-ordination and co-operation between responders at local level. The Leicester, Leicestershire & Rutland Local Resilience Forum was created to meet this requirement. Please see the Local Resilience Forum Constitution, available on the LRF website, for further details.

RECOVERY GUIDANCE

1. INTRODUCTION

1.1 This document is the multi-agency guidance to be used when recovery phase following a major incident is being planned and actioned.

If you have been appointed as Chair of the Recovery Co-ordinating Group (RCG), this document should be used as the first point of reference for dealing with recovery issues. A suggested Agenda appears at Annex A. You will need to work closely, in the initial stages with your organisation's Emergency Management Section, and refer to your Recovery Plans.

The role and responsibilities of the RCG include the following:

- a. Feed in recovery issues whilst the SGC and/or TCG is running
- b. Decide the overall recovery strategy, including communications, clearance, health, welfare, economic, community and business recovery
- c. Ensure that relevant stakeholders, especially the communities affected, are involved in the development and implementation of the strategy
- d. Establish appropriate Sub-Groups as required by the emergency
- e. Produce regular impact assessments on the situation
- f. Co-ordinate the recommendations and actions of the Sub-Groups and monitor progress
- g. Monitor financial matters and pursue funding and other assistance
- h. Agree exit strategy criteria and timescale
- i. Decide the final "state" of the physical infrastructure and natural environment affected by the emergency
- j. Deal with other issues that fall outside the scope of the working groups
- k. Provide reassurance to the public and to minimise fear and alarm

These are further developed throughout this document.

2. AIM AND OBJECTIVES

2.1 AIM

The aim of this document is to provide overarching guidance to Strategic, Tactical and Operational Commanders when dealing with the recovery phase of an incident.

2.2 OBJECTIVES

To achieve this aim, this document will give the reader a greater understanding of:

- a. the triggers and activation processes;
- b. the strategic issues arising from an incident which need to be considered;
- c. Community needs and welfare response;
- d. physical and financial resource requirements.

3. PLANNING ASSUMPTIONS

3.1 THE LOCAL AUTHORITY

The local authority in whose area the incident has occurred will lead the recovery process (where this is in a district area, the decision will need to be taken early on whether it is the district or the County who will take the lead) once responsibility has been handed over by the emergency services. It would therefore normally fall to the Local Authority to provide the appropriate Chair whose role it is to deal with the type of issues falling out of the incident. The police may maintain a presence on site for safety / advisory role. The local authority will take on the lead role in the rehabilitation and reconstruction of the community. The transition is likely to be formalised through the multi-agency strategic co-ordination group, and may occur within hours, days, or even weeks, of the incident.

3.2 There will come a time when the immediate response is at an end and the police will hand over the chair of the strategic co-ordination group to the local authority. This point marks the start of a new phase of the incident, although preparation for the recovery phase should begin much earlier. This period is unpredictable; can be resource intensive; and may stretch local authorities to demanding levels.

3.3 Consideration of recovery should be part of day to day emergency management. The aim is to reach a point where additional demands on services have been reduced to the level at which they were before the incident occurred, often described as 'a return to normality'. However the incident, and its effects, are likely to create a new 'normality', but potentially raising significant issues for the local authority.

3.4 The Multi-Agency Strategic Co-ordinating Group (SCG) or Tactical Co-ordinating Group (TCG) will request that a Recovery Co-ordinating Group (RCG) be pulled together, led by the Council in whose area the incident has taken place. The group should consist of relevant officers from the following:

- a. Council – Chair, Finance, Media and reps from relevant sections
- b. Police

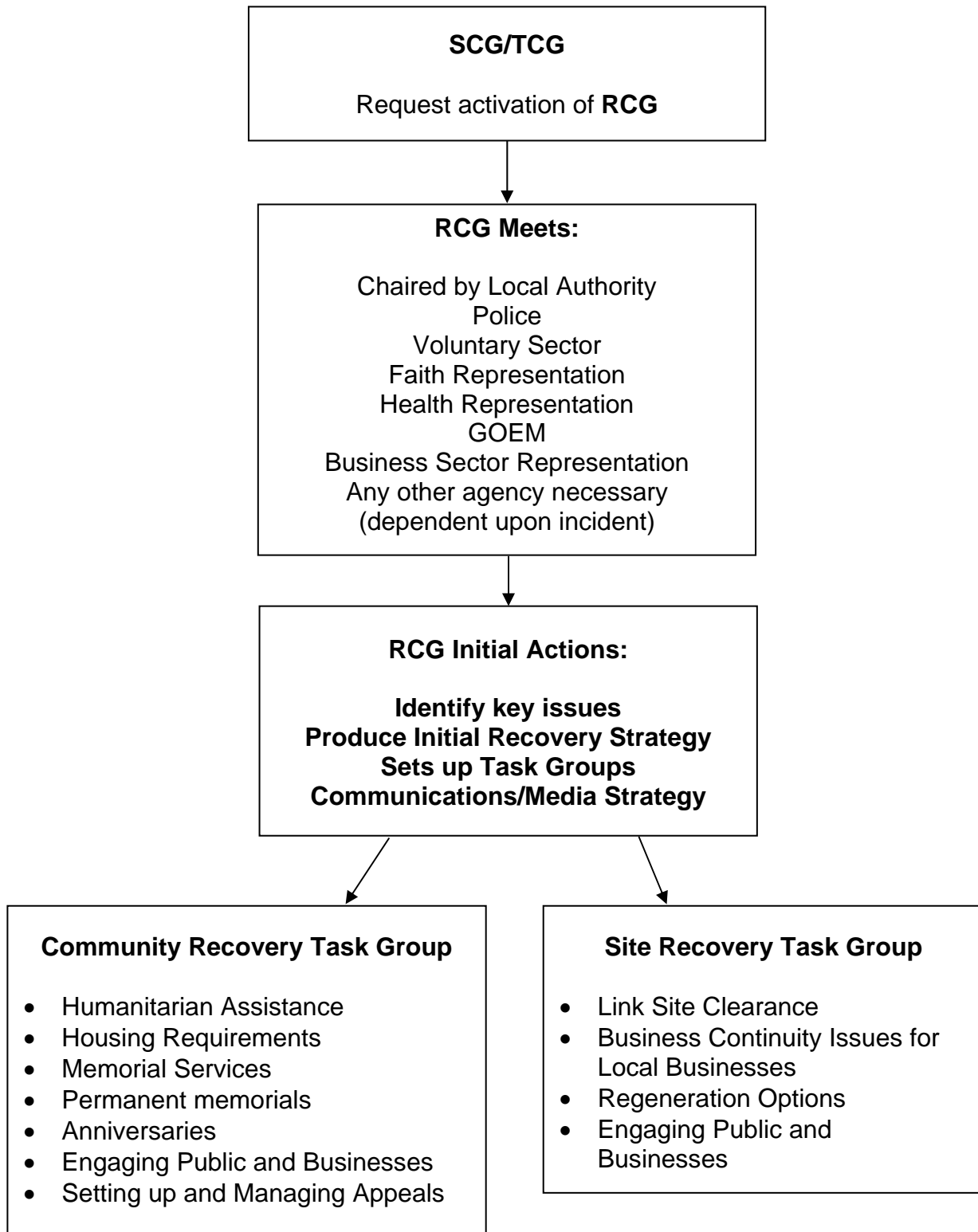
- c. Voluntary Sector
- d. Faith Representative (possibly Salvation Army)
- e. Health
- f. GOEM
- g. Chamber of Commerce
- h. Any other agency necessary – depending on incident

4. RESPONSE TRIGGERS

4.1 Likely triggers could potentially include:

- a. Major Flooding
- b. Environmental Hazard
- c. Major Transport Incident
- d. Explosion
- e. Major Fire
- f. Other issues, such as Pandemic Flu, which may need to be considered, dependent upon the circumstances

5. RECOVERY FLOWCHART



6. STRATEGIC ISSUES

The following strategic issues and associated tasks should be considered as part of the recovery plan.

6.1 RECOVERY CO-ORDINATING GROUP

- a. Strategies for delivering normal services
- b. Reallocation of senior staff responsibilities
- c. Establishing specialist sub-groups for long term recovery
- d. Long term pressures on housing (eg where it is a flooding situation, or a situation where houses have been severely damaged, the need to temporarily house those affected could last for a considerable time)
- e. Implications of, and solutions to, any lack of resources
- f. Implementing mutual aid arrangements (other agencies helping out to ensure the well-being of those affected where one agency is unable to cope by itself, particularly in running an HAC, for example).
- g. Comprehensive liaison
- h. Focus for decisions on appeals, memorials and anniversaries
- i. Assistance to local business

6.2 MEDIA HANDLING

- a. Maintaining a consistent media message
- b. Activating press handling procedures and information flows
- c. Timing of briefings
- d. Use of the internet
- e. Media handling for positive stories
- f. Providing staff with updates as regularly as the media.

6.3 ECONOMIC IMPACT

- a. Assessing economic impact of the incident
- b. A strategy for maintaining business confidence
- c. Environmental damage may impact on tourist potential
- d. Gathering views through trade associations on how best to move forward
- e. The pressures from business to return to 'normality'

6.4 REVIEW OF PERFORMANCE

- a. Preparing an incident report
- b. Different types of performance review, not just based on what has been achieved within the organisation, but how others have been included
- c. Assessing existing arrangements
- d. Introducing improvements following feedback from those affected.
- e. Evaluating victims' experience.

6.5 LITIGATION

- a. Audit trails
- b. Comprehensive records of decision, actions and expenditure
- c. Long term resource implications of Public Inquiries
- d. Prolonged litigation may capture media attention
- e. Internal investigation.

7. RECOVERY CONSIDERATIONS

7.1 The following issues should be considered when dealing with recovery from an incident.

- a. Are there on-going road closure and diversion issues.
- b. What facilities are still running which were opened to cope with the emergency (eg HAC, Temporary Mortuary, Body Storage, etc).
- c. Are there any residual issues on which STAC need to advise?
- d. Maintaining a record of key decisions, clear audit trails and financial record keeping.
- e. Vulnerable people
- f. Media Management
- g. Project Manager for each part of the recovery
- h. Have people been made homeless (permanently or temporarily) by the incident
- i. Security of premises
- j. Resources required
- k. Memorials
- l. Managing Appeals and donations
- m. Communicating and engaging with the public and businesses
- n. Community Recovery
- o. Time scale for each part of the recovery phase
- p. Long term health monitoring of emergency responders and/or the public
- q. Regeneration issues which need to be considered (eg. Is this the opportunity to change the purpose of the site, in agreement with the public and businesses).
- r. Anniversaries

This list is not exhaustive.

8. REBUILDING THE COMMUNITY

The following issues need to be taken into account when supporting and rebuilding the community.

8.1 COMMUNITY INVOLVEMENT

- a. Consultation on major building projects
- b. Liaison with representative and special interest groups
- c. Developing a public information strategy
- d. Opportunities for sponsorship by local companies
- e. Opportunities to improve amenities
- f. Developing policy on memorials

8.2 PHYSICAL RECONSTRUCTION

- a. The appearance of the affected area may be the public's only measure of Council activity
- b. Public health issues may delay reconstruction
- c. Damage may offer an opportunity to improve facilities or create new ones
- d. Fear of a repeat incident may require preventative initiatives
- e. Reconstruction may be little more than a clearing-up operation

8.3 VOLUNTARY ORGANISATIONS

- a. Health and Safety and insurance implications
- b. The need for effective co-ordination
- c. Involving volunteers in a consultation process
- d. Faith communities for extra help

8.4 VIP VISITS

- a. Redeployment of essential resources
- b. Involvement of Civic Leaders
- c. Opportunity for positive media messages
- d. Security implications

8.5 MEMORIALS AND ANNIVERSARIES

- a. Provide books for record of condolence
- b. Establishing a condolence website
- c. Consultation on memorial design
- d. Additional complexities where there have been fatalities
- e. The impact of anniversaries
- f. Public Inquiry or litigation will provide reminders and media attention

9. RESPONDING TO COMMUNITY WELFARE NEEDS

The following issues need to be taken into account when responding to the community welfare needs and should be based on the scale of impact on the community.

9.1 WELFARE SUPPORT TO THE COMMUNITY

- a. Refer to the LLR LRF Humanitarian Assistance Plan
- b. Establishing a public helpline
- c. Setting up a database of offers of support
- d. The co-ordination of voluntary organisation activity
- e. Using leaflets/newsletters to distribute information.

9.2 PERSONAL SUPPORT FOR INDIVIDUALS

- a. Sharing the role with voluntary agencies
- b. Consultation with, and use of, the community
- c. Linking with the Police Family Liaison organisation

9.3 VOLUNTARY ORGANISATIONS

- a. Ensuring clarity of roles, responsibilities and expectations
- b. Use of experienced and trained personnel
- c. Co-ordinating effort through Voluntary Sector Forums
- d. Long term cost implications

9.4 ALTERNATIVE ACCOMMODATION

- a. Using neighbouring authorities, housing associations or private landlords
- b. Sensitivity to location, type and standard of temporary housing
- c. Disruption to other services
- d. Temporary Housing
- e. Timescales
- f. Keeping the Community Together – ensuring no-one feels ostracised or excluded.

10. MANAGING RESOURCES

The following resource issues need to be taken into account in the recovery phase.

10.1 STAFFING

- c. Covering the workload of diverted staff (BCM)
- d. Strategies for briefing and debriefing staff
- e. Health and Safety issues
- f. Keeping all staff informed of the Council's activity
- g. Support networks for staff through internal helplines and newsletters.
- h. Occupational Health issues
- i. Implications for staff not involved.

10.2 MEDIA

- a. The media can be a powerful ally
- b. Ensuring we are driving the agenda – positive reporting on what is being achieved even if it is not always visible.
- c. Passing information to the public through local or national media
- d. Monitoring the letters' page and community response in local newspapers
- e. Making use of the internet
- f. Facilities and support offered by COI (Central Office of Information)

10.3 ELECTED MEMBERS

- a. Role as focus for community consultation
- b. Role in assisting with the media
- c. Role during VIP visits
- d. Liaising with other elected representatives

10.4 CO-ORDINATE OFFERS OF MATERIAL HELP

- a. Procedures to register and co-ordinate offers of help
- b. Forming a panel to assess needs and the distribution of donated help.
- c. Identifying storage areas
- d. A disposal mechanism for unused donations
- e. Mutual Aid arrangements

10.5 RECOVERY TASK GROUP

- a. Establishing an authority-led, multi-agency Recovery Task Group
- b. Encouraging community representation
- c. The Authority may have its own Recovery Group
- d. The need to identify priorities

11. MANAGING THE FINANCIAL IMPLICATIONS

The following issues need to be taken into account when addressing financial issues during recovery from an incident.

11.1 EXPENDITURE

- a. Establishing systems for emergency expenditure
- b. Maintaining comprehensive and accurate financial records
- c. Liaising with the insurance industry, particularly loss adjusters
- d. Avoiding undertaking tasks where another organisation should take responsibility.

11.2 REIMBURSEMENT

- a. Other grants from Central Government and/or the European Union
- b. Pursuing organisations responsible for causing damage and/or pollution
- c. Encouraging those with insurance to make appropriate claims.
- d. The use of money raised by public appeal
- e. The impact on future budgets should there be a shortfall or delay in reimbursement.
- f. An application for activation of the Bellwin Scheme (see scheme for details)

11.3 PUBLIC APPEALS AND DONATIONS

- a. Establishing a Local Authority led appeal
- b. Activating the British Red Cross Appeal Scheme as an alternative
- c. Specific identification of the appeal's purpose
- d. Limitations placed on the use of the funds by those who have made donations.
- e. The security implications of handling large sums of money.
- f. The co-ordination of donated services with the statutory response.

12. TRAINING & EXERCISING

12.1 The guidance, or individual component parts, will be the subject of regular exercises, which may take the form of tabletop, command centre or live exercising in accordance with the LRF Training & Exercising Programme

13. FURTHER INFORMATION

13.1 AUTHOR'S CONTACT DETAILS

Questions relating to this procedure should be directed to the Leicester City Emergency Management Unit 0116 238 5001.

13.2 FURTHER READING

LRF Website	www.localresilienceforum.org.uk
UK Resilience	www.cabinetoffice.gov.uk/ukresilience.aspx
Emergency Planning College	www.epcollege.gov.uk
Civil Contingencies Act (2004)	Available for download on the UK Resilience website
Civil Contingencies Act (2004) – A Short Guide	Available for download on the UK Resilience website
Emergency Preparedness (Guidance on Part 1 of the CCA (2004))	Available for download on the UK Resilience website
Emergency Response and Recovery Non-statutory guidance to complement Emergency Preparedness	Available for download on the UK Resilience website

13.3 LRF PLANS

A comprehensive list of all LRF plans can be found in the LRF website in the member's area.

14. GLOSSARY & ACRONYMS

CBRN	Chemical, Biological, Radiological, Nuclear and Explosives
CCA	Civil Contingencies Act (2004)
CCS	Civil Contingencies Secretariat
COBR	Cabinet Office Briefing Rooms
Defra	Department for the Environment, Food and Rural Affairs
GDS	Government Decontamination Service
GNN	Government News Network
GOEM	Government Office for the East Midlands
HAC	Humanitarian Assistance Centre. A one-stop-shop for survivors, families, friends and all those affected by the emergency, through which they can access support, care and advice.
LGD	Lead Government Department. Government department which, in the event of an emergency, coordinates central government activity. The department which will take the lead varies depending on the nature of the emergency. The Government regularly publishes a full list of LGDs.
LLR	Leicester, Leicestershire and Rutland
LRF	Local Resilience Forum
MACA	Military Aid to the Civil Authorities
OCT	Outbreak Control Team
RCCC	Regional Civil Contingencies Committee. A committee which meets during an emergency when a regional response or other action at regional level is required.
RCG	Recovery Coordinating Group
SCG	Strategic Coordinating Group
STAC	Science and Technical Advice Cell
TCG	Tactical Coordinating Group
USAR	Urban Search And Rescue

**RECOVERY CO-ORDINATING GROUP
SUGGESTED AGENDA FOR THE FIRST
MEETING**

	Welcome and Introductions	
1.	Each member of the group to introduce themselves to the others, which organisation they are from and in what capacity they are at the meeting.	Group Members
	Brief on the Incident	
2.	Brief outline to the group on the incident and purpose of the recovery co-ordinating group, outlining objectives.	Chair
	Community Impact Assessment	
3.	Review of the Community Impact Assessment – consider forming a community recovery task group.	Chair
	Immediate Actions Required	
4.	Allocations of tasks, including setting up community recovery task group and site recovery task group (where required).	Chair
	Site Clearance	
5.	Site clearance review	Chair
	Media Messages	
6.	Media and PR messages to be agreed.	Media Rep
	Monitoring Arrangements	
7.	Agree timescales and reporting arrangements	Chair
	AOB	
8.		Group Members
	Dates of Future Meetings	
9.		Chair