



# Multi Agency Recovery Plan





## DOCUMENT VERIFICATION

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## **INTRODUCTION**

### **PURPOSE OF THE PLAN**

Recovery can be defined as: 'The process of rebuilding, restoring and rehabilitating the community following an emergency<sup>1</sup>.

The purpose of the plan is to provide a framework to facilitate the rebuilding, restoration and rehabilitation of the community/communities following an emergency occurring in the UK, or overseas whilst having an impact on UK residents or nationals, or the environment of the UK.

The plan will ensure that recovery phase takes account of physical, psychological and economic restoration.

The recovery phase will continue 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.

### **AIM OF THE RECOVERY PLAN**

The aim of this plan is to provide assistance and support to the affected community in order for them to consider their own recovery.

### **OBJECTIVES OF THE PLAN**

- To provide 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.
- Ensure arrangements are in place to assess if there is an opportunity for longer term regeneration and economic development as part of the recovery process.
- To provide an action plan that can be quickly implemented, which involves all agencies and fits the needs of the emergency.
- Ensure that the community is fully involved in the recovery process.
- Ensure that environmental protection and recovery issues are co-ordinated.
- Provide effective protocols for political involvement and liaison.

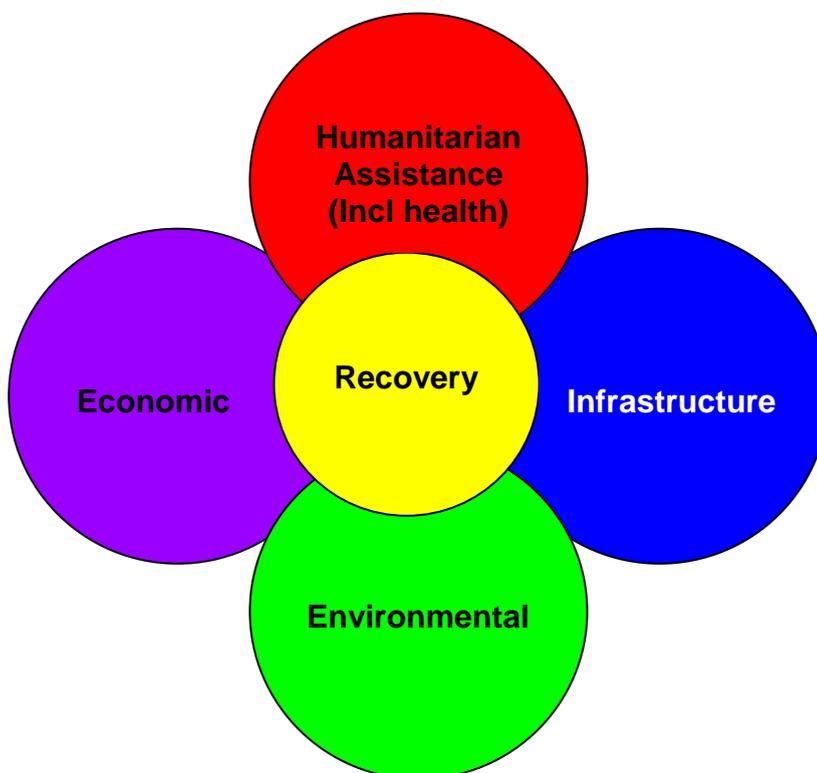
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<sup>1</sup> Emergency Response & Recovery Guidance, HM Government

## IMPACTS OF EMERGENCIES

Emergencies affect communities in a wide variety of ways. The impact of emergencies goes well beyond those directly affected by an emergency. They can affect onlookers, families, friends, response and recovery workers, and the wider community, as well as the economy and businesses, physical infrastructure and the environment.

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



Some examples of the types of issues that may be faced area s follows:

Humanitarian Assistance (including health)	Physical impacts (including individuals' health, housing, financial needs)
	Psychological impacts
	Deaths
	Community displacement
Economic	Economic and business recovery
Infrastructure	Disruption to daily life (e.g. 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

## TARGETS/MILESTONES

As part of effective recovery, various targets/milestones for the recovery should be established and agreed. The community should be involved in the establishment of these targets. They provide a means of measuring progress with the recovery process, and may assist in deciding when specific recovery activities can be scaled down. The following list highlights some possible milestones for recovery:

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

## ACTIVATION

This plan will be activated by Shropshire Council's Chief Executive following a request by the Chair of the Multi Agency Silver Group. The group will need to be formed as soon as possible to influence the Silver response, and discussion about its establishment should take place at the first Silver meeting. The communication cascade arrangements for the activation of the group will be via the Local Authority who will decide, depending on the emergency, who needs to be on this group. A suggested agenda for the first meeting of the recovery Co-ordinating Group can be found at Annex C.

## HANDOVER FROM RESPONSE TO RECOVERY

In order to ensure that all agencies are aware of the implications and arrangements for handover from the response to recovery phase, a formal meeting should be held within a few days of the start of the emergency. Membership at this meeting should include the Chair of the Silver Group, and the Chief Executive of Shropshire Council, and should consider:

- The criteria to be used to assess when the handover from Response to Recovery can take place.
- The process for the handover. A formal handover process should be followed and a handover certificate can be found at Annex E.
- Communications to other responding agencies and the community regarding the handover.

## RECOVERY STRATEGY

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

- Development of an Impact Assessment as soon as possible which is updated regularly.
- Early determination as to whether there is an opportunity for longer term regeneration and economic development as part of the recovery process.
- Development of a concise, balanced, affordable strategy that can be quickly implemented.
- Involvement of the communities affected throughout the recovery process.

- Continued monitoring of the situation and protection of public health.
- Development of a pro-active and integrated framework of support to businesses that may be affected.
- Ensuring that utilities and transport networks are brought back into use as soon as practicable.
- Ensuring that all affected areas are restored to an agreed standard so that they are suitable for use for their defined future purposes.
- Provision of co-ordinated information and media management throughout the recover process.

## **ROLES AND RESPONSIBILITIES OF INDIVIDUAL AGENCIES**

### **West Mercia Police**

The Police will:

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

### **Shropshire Fire & Rescue**

Shropshire 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.

### **Shropshire Council**

Shropshire Council is the agency responsible for planning for the recovery of the community following any major emergency, supported by other partners within the Shropshire and Telford & Wrekin Silver Partnership. Shropshire Council will co-ordinate the multi-agency recovery process, including chairing and providing the secretariat for

the Recovery Co-ordinating Group, with support from the full range of multi-agency partners as necessary.

Collective action by the council includes some or all of the following:

- Chair the Recovery Co-Ordinating Group 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.
- 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.

## **Environment Agency**

The Environment Agency will:

- Lead on pollution incidents to water, land and air.
- Prevent, control and monitor the environmental impact of any emergency, and arrange for remediation of pollution.
- During flooding events, focus on operational issues such as issuing flood warnings and operating flood defence assets to protect communities at risk.
- Continue provision of public information.

The Environment Agency will also provide support upon the following:

- Hazardous waste disposal.
- CBRN decontamination waste disposal.
- Recovery after nuclear and non-nuclear radiation events including knowledge of installations and list of contractors.
- COMAH sites plus other major industrial installations regulated under Integrated Pollution Control (IPC) regime.

## **Public Health England**

The PHE will:

- Provide impartial 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 organisations with a health protection role.

## **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 service for radiological incident.

## **Faith Groups**

Faith Groups have a role in:

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

## **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 an emergency.
- Key contact details of the organisations that represent the insurance industry.

## **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.

## **Voluntary Sector**

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

- Welfare.
- Social and psychological aftercare.
- Medical support.
- Search and rescue.

- Transport.
- Communications.
- Documentation.
- Training and exercising.

### **Elected Members and Town & Parish Councils**

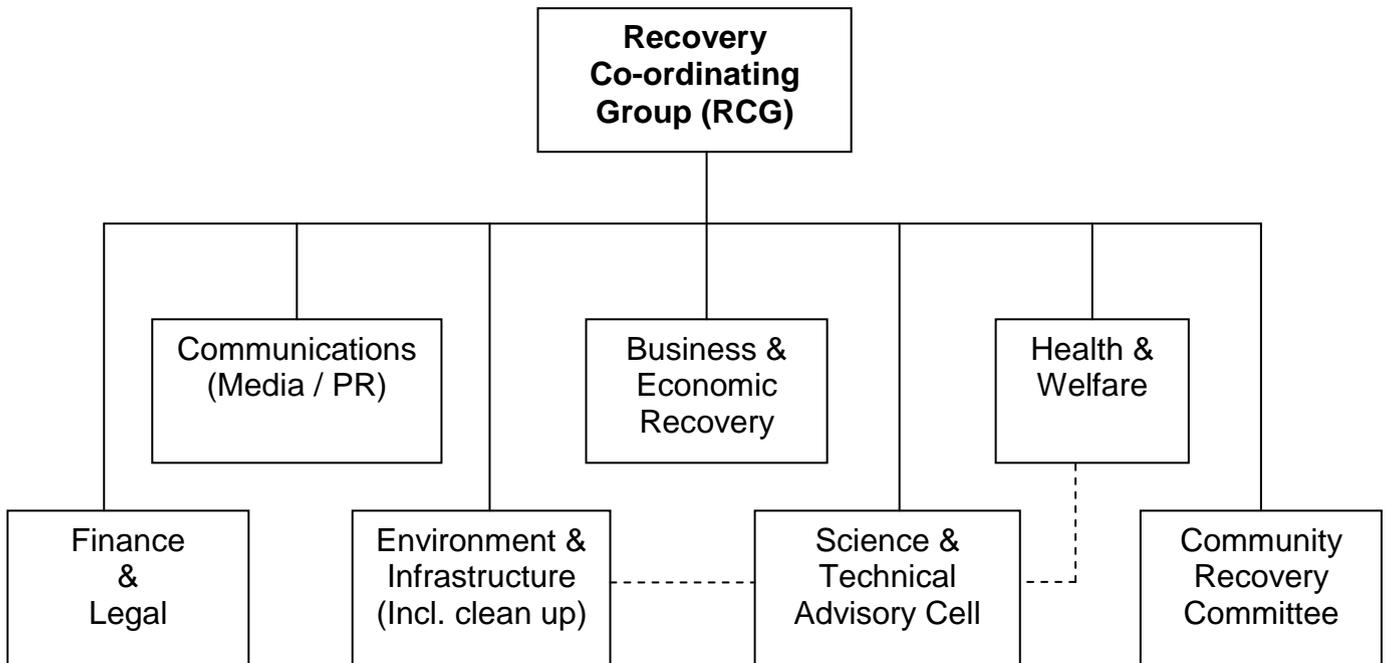
Elected members/ Town and Parish Councils can play a critical role in the impact assessment process, identifying problems and vulnerabilities in the communities that may require priority attention and feeding them back to the relevant recovery group. They also have an important role in disseminating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

As civic leaders, elected members and Town/Parish Councils are usually involved with many other aspects of community life and they can be an invaluable source of help and specialist advice. They have a role as:

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

## RECOVERY GROUPS

A suggested Structure for managing recovery can be found below. This structure is for guidance only. It is a matter for all responders to decide what structure best suits them for their particular situation. It may also not be necessary to establish all of the subgroups shown depending on the nature of the emergency.



In the initial stages of the emergency, it is advisable to 'start big and then scale down'. An early assessment should be made of the responding organisations' capacity and resources.

Detailed Terms of Reference for these groups, including guidance on membership and issues that may arise can be found below.

## **RECOVERY CO-ORDINATING GROUP (RCG) TERMS OF REFERENCE**

### **PURPOSE**

The strategic decision making body for the recovery phase. Able to give the broad overview and represent each agency's interests and statutory responsibilities.

Provides visible and strong leadership during the recovery phase.

Takes advice from the subgroup, decides the strategy and ensures implementation of the strategy and the re-building of public confidence.

Ensure the co-ordination and delivery of consistent messages to the public and media.

### **ROLE**

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

### **CHAIR AND SECRETARIAT**

Chaired by Shropshire Council Chief Executive/Corporate Director. The chair should appoint a Secretariat to maintain records of all RCG meetings, chase actions and co-ordinate a master record of all Sub-Group meetings.

### **MEMBERSHIP**

Senior representative should attend as necessary from (please note this list is not exhaustive, and depending on the nature of the incident, representatives from other agencies should be invited as required)

- Shropshire Council.
- West Mercia Police.
- Shropshire Fire and Rescue.
- West Midlands Ambulance Service.

- Shropshire Council Public Health
- NHS England
- Environment Agency.
- Utility companies.
- Transport providers.
- JRLO/RAFRLO.
- Health and Safety Executive.
- Chairs of subgroups as necessary.
- Chair of CVEC.
- Government Decontamination Service (if contamination issues).

## **ISSUES**

Below is a list of issues that should be considered by the RCG:

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

## COMMUNITY RECOVERY COMMITTEE TERMS OF REFERENCE

### PURPOSE

To reflect community concerns, feelings and initiatives and assist in informing the wider community.

Assist in developing an Impact Assessment for the affected community.

### ROLE

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

- Reflect community concerns, feelings and initiatives and bring these to the attention of the Recovery Co-ordinating Group.
- Assist in informing the wider community of discussions and progress of the Recovery Co-ordinating group.
- Liaise with the Business Community, taking 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'.

### CHAIR AND SECRETARIAT

Chaired by the Shropshire Partnership Chair. Secretariat to be provided by the local authority.

### MEMBERSHIP

Representatives to attend as relevant from:

***(Please note this list is not exhaustive, and depending on the nature of the incident, representatives from other agencies should be invited as required).***

- Parish and/or Town Councils.
- Shropshire Council Local Elected Members.
- Residents Associations.
- Tenants associations.
- Local Schools.
- Local Businesses.
- Community Groups
- Disaster Fund manager (if established).
- Representatives from the Recovery Co-ordinating Group.

### ISSUES

Below is a list of issues that should be considered by the Community Recovery Committee.

- Widespread concerns.
- Communication.

- Insurance.
- Emotional and mental health impacts.
- Initiatives.
- Community needs.

<b>Questions</b>	<b>Actions</b>
<p>What are the main community concerns?</p> <p>What are the needs of the community?</p> <p>What community initiatives are already underway?</p>	<p>Assess the overall impact on the community</p> <p>Establish and assist with the formation of Community Recovery Groups as required.</p> <p>Supporting the establishment of public appeals, anniversaries and memorials.</p> <p>Promotion of community self-sustainability (using local capacity and expertise).</p> <p>Promote community confidence.</p> <p>Involvement of Area Committees.</p> <p>Recommend criteria for provision of services to those in need.</p>

## **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 or health issues etc.***

### **PURPOSE**

To co-ordinate the provision of full range of practical assistance, support and, where necessary, counselling to those directly or indirectly affected by the emergency.

Enable access to assistance that may be required by affected communities.

Bring together the relevant health expertise.

### **ROLE**

- Provide welfare to those affected.
- Allocate welfare tasks to individual agencies.
- Co-ordinate 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.

### **CHAIR AND SECRETARIAT**

Chaired by the Director of Public Health or the Local Authority Director of Adult Services with secretariat provided by the organisation providing the chair.

### **MEMBERSHIP**

Representatives as relevant from:

- Shropshire Council, including:
  - Adult Services.
  - Children's Services.
  - Environmental Health Officer.
  - Emergency Accommodation Officer.
- West Midlands Ambulance Service.
- Strategic Health Authority.
- Public Health England.
- Voluntary Sector.
- Churches Together.
- Pension Services.
- Disability Carers Services.
- Benefits Agencies.

## ISSUES

Below is a list of issues that should be considered by the Health and Welfare Recovery Group.

- School Closures.
- Fatalities and Casualties
- Drinking Water.
- Food Quality.
- Emotional and Mental health Impacts.
- Education.
- Benefits & Grants.
- Evacuees Long and Short Term Concerns.
- Health Concerns.
- Emotional Support.
- Food Shortages.
- Contractors.
- Housing.
- Race and Language Concerns.
- Insurance.
- Health Services.

Questions	Actions
What injuries have been caused to people (numbers/seriousness/medical treatment/sufficient facilities)?	Co-ordinate health and welfare assistance by the various agencies available including the voluntary sector.
Has the Mass Fatalities Plan been implemented?	Establish a database of affected people by collating from all relevant sources.
What are the parameters of who receives help?	Assess impact on health related services during any period of disruption.
Has temporary accommodation been provided as a result of evacuation?	Use existing databases and information to establish those most at risk.
Are there any implications for the food chain?	Assess impact on vulnerable individuals/establishments.
Have any emergency feeding arrangements been implemented?	Assess impact on community care for vulnerable.
Have any material aid e.g. clothing and bedding been provided?	Assess the impact of bed release following hospital emergency plan activation.
Has a Humanitarian Assistance Centre been set up?	Provide psychological support.
Has a public helpline been set up?	Provide long term health monitoring if

<p>Has a victim support group been formed?</p> <p>Have interpretation services been used?</p> <p>Has MOU assistance been provided by other Local Authorities/Agencies?</p> <p>Have Voluntary Groups been Used?</p> <p>Has an appeal fund been established?</p>	<p>necessary.</p> <p>Continue implementation of longer term aspects of the mass fatalities plan if necessary.</p> <p>Enforcement of Countermeasures.</p> <p>Establishment of exclusion/isolation zones.</p> <p>Assess if long term temporary or permanent accommodation is required.</p> <p>Assessment of any long term material aid e.g. essential household items.</p> <p>Co-ordinate donated goods/materials.</p> <p>Recognise the effect on faith communities.</p> <p>Support arrangements for funerals.</p> <p>Provide financial assistance and advice.</p> <p>Assist with insurance advice.</p> <p>Assist with legal aid.</p>
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## BUSINESS AND ECONOMIC RECOVERY GROUP TERMS OF REFERENCE

### PURPOSE

Assess the economic implications for the affected area and provide assistance.

Enable businesses affected by the emergency to resume trading as soon as possible.

### 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.

### CHAIR AND SECRETARIAT

Chaired by Shropshire Councils Head of Business Growth and Prosperity. Secretariat to be provided by Shropshire Council.

### MEMBERSHIP

Representatives to attend as relevant from:

***(Please note this list is not exhaustive, and depending on the nature of the incident, representatives from other agencies should be invited as required).***

- Shropshire Council.
- Job Centre Plus.
- Business Link.
- Local Business Forums/Networks.
- Chambers of Commerce.
- Learning and Skills council.
- Tourist Board.
- Trade Unions.
- Retail Forums.
- Association of British Insurers.
- Other agencies as required (National Trust, National Farmers Union etc).

### ISSUES

Below is a list of issues that should be considered by the Business and Economic Recovery Group.

- Tourism.
- Grants.
- Council tax and Rates.
- Road and Rail Closures.
- Compensation.

- Recruitment.
- Insurance.
- Unemployment.
- Reluctance to deliver and trade from outside.
- Farming.
- Businesses affected.

Questions	Actions
<p>Has there been any temporary or permanent closure of operations or business?</p> <p>Have any businesses had to move to temporary premises?</p> <p>Are any of the workforce displaced from their homes?</p> <p>Are any affected areas within regeneration zones?</p> <p>Has there been an impact on the tourist industry?</p>	<p>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.</p> <p>Assistance to businesses affected to enable them to resume normal business as quickly and effectively as possible; including business continuity advice for any future incidents.</p> <p>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.</p> <p>Promotion of the area as ‘open for business’.</p> <p>Facilitate access to buildings and an early return as possible to premises.</p> <p>Identify alternative premises, potentially for long periods of time, using industrial and commercial Property registers and local agents.</p> <p>Assess impact of the workforce accessing the temporary premises – including consideration as to whether transport needs to be provided- or alternatively, if the workforce have been displaced from their homes, the workforce accessing the usual/temporary business premises.</p> <p>Assistance with advice services, for example in conjunction with ABI.</p> <p>Provision of information to the business community affected- via a single enquiry number/help-line service/drop in centre/website/leaflets as appropriate.</p>

	<p>Assisting in building the confidence in the business community within the area and t internal and external investors/customers.</p> <p>Assistance with litigation issues- subject to resources available.</p> <p>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.</p>
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## ENVIRONMENTAL AND INFRASTRUCTURE GROUP TERMS OF REFERENCE

### **PURPOSE**

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

Liaise closely with stakeholders.

### **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 agreed strategies.

### **CHAIR AND SECRETARIAT**

Chaired by Shropshire Council's Head of Environment. Secretariat to be provided by the Local Authority.

### **MEMBERSHIP**

Representatives to attend as relevant from:

***(Please note this list is not exhaustive, and depending on the nature of the incident, representatives from other agencies should be invited as required).***

- Shropshire Council:
  - Environmental Health.
  - Waste.
  - Transport & Highways.
  - Public Health.
- Environment Agency.
- Public Health England
- NHS England
- West Mercia Police.
- Utility Companies.
- DEFRA.
- Government Decontamination Service.

### **ISSUES**

Below is a list of issues that should be considered by the Community Recovery Committee.

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

Questions	Actions
<p>What structural and safety assessments have been carried out on:</p> <ul style="list-style-type: none"> <li>• Essential Services/assets (electricity, gas, water, sewerage &amp; telecommunications).</li> <li>• Council properties (including educational facilities, sports centres, leisure facilities, community facilities).</li> <li>• Residential properties.</li> <li>• Commercial premises.</li> <li>• Health infrastructure.</li> <li>• Religious buildings.</li> </ul> <p>Are there any hygiene issues with sanitation, clean water or food?</p> <p>Are there any issues with disposal of dead, diseased or maimed stock?</p> <p>Have any flood defences been affected?</p> <p>Are there any environmental assessment/evaluations?</p> <p>Does the emergency involve hazardous/CBRN Materials?</p> <p>Is there a need or decontamination?</p> <p>Is there a need for any isolation zone/security restrictions or containment of materials? What remedial work has been carried out?</p> <p>Has a strategy been decided on dealing with waste?</p> <p>What are the financial/resource costs to responders?</p> <p>What animal health surveillance processes have been put in place?</p>	<p>Develop strategy on how community will be involved in physical rehabilitation.</p> <p>Identification of ownership of land, premises and infrastructure.</p> <p>Prioritise sites for attention.</p> <p>Identification and procurement of resources/plant where required.</p> <p>Identify use of local resources, capabilities 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.</p> <p>Compile assessments of level and nature of damage to essential services and assets, (building/structural, transport, health and educational infrastructure).</p> <p>Ensure any relevant monitoring is carried out and results used.</p> <p>Commission remedial work (building to make safe, demolition, decontamination and clear up of waste/debris).</p> <p>For essential services/assets/buildings etc consider:</p> <ul style="list-style-type: none"> <li>• Temporary Structures.</li> <li>• Redesign.</li> <li>• Repair.</li> <li>• Re-building.</li> </ul> <p>Restoration of utilities and services.</p> <p>Consider planning permission for new build, repairs to listed/graded buildings.</p> <p>Identify any potential future prevention/mitigation aspects.</p> <p>Consider location and reconstruction requirements for memorial structure(s).</p> <p>Agree an end point for clean up.</p>

## COMMUNICATIONS GROUP TERMS OF REFERENCE

### PURPOSE

Continue and expand upon the work of public consultation and media teams set-up during the response phase.

Ensure that the public and media are fully informed and consulted.

Ensure that all information is in an understandable language and format.

Oversee the communications output of all other sub-groups.

Address local, regional and national communication issues.

Allow communities to make informed decisions.

### ROLE

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

### CHAIR AND SECRETARIAT

Chaired by Shropshire Councils PR and Communications Manager. Secretariat by local authority

### MEMBERSHIP

Representatives to attend as relevant from:

***(Please note this list is not exhaustive, and depending on the nature of the incident, representatives from other agencies should be invited as required).***

- Shropshire Council.
- West Mercia Police.
- Primary Care Trust.
- Public Health England
- Government News Network
- Other Stakeholders e.g. Site Operator, Tourist Board, etc.

## ISSUES

Below is a list of issues that should be considered by the Community Recovery Committee.

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

Questions	Actions
<p>Has the LRF Communications Plan been implemented?</p> <p>Have any of the following been put into operation:</p> <ul style="list-style-type: none"> <li>• Cross agency media centre</li> <li>• Public information hotlines               <ul style="list-style-type: none"> <li>▪ For local residents</li> <li>▪ For relatives</li> <li>▪ Businesses</li> </ul> </li> <li>• Public information points/drop in centres</li> <li>• Regular printed bulletins/newsletters</li> <li>• Websites/WebPages/e-bulletins specific to the emergency</li> <li>• Interpretation/translation facility</li> </ul> <p>What is the viability of these continuing into recovery stage?</p> <p>List of all media who have to date expressed an interest in emergency.</p> <p>Were any specific issues raised during response stage that has implications for communication during recovery?</p> <p>Has the handover from lead response organisation to the local authority been publicised?</p>	<p>Co-ordinate communications across all recovery groups, including attending meetings if resources permit.</p> <p>Consider longer-term strategy:</p> <ul style="list-style-type: none"> <li>• Key target audiences, including those inside and outside of the area</li> <li>• Key messages, with a focus on public/business reassurance and rebuilding area's image.</li> <li>• Mechanisms to ensure cross agency working and consistency of message.</li> <li>• Key spokespersons, both overall and for specific aspects of the recovery period.</li> </ul> <p>The communications strategy should consider:</p> <ul style="list-style-type: none"> <li>• Media relations/information programme, including media information about the handover itself.</li> <li>• Resources needed to deliver the above and maintain mainstream/ongoing communications work.</li> <li>• Web content/presence.</li> <li>• Public information helplines.</li> <li>• Publications/printed materials.</li> <li>• Exhibition/display materials.</li> <li>• Drop in/information centres.</li> <li>• Interpretation and translation.</li> <li>• Public forums/meetings.</li> <li>• Information points.</li> </ul> <p>Have the following key groups been informed and kept in communication with:</p> <ul style="list-style-type: none"> <li>• Residents</li> <li>• Key business partners/employers</li> <li>• Elected members</li> <li>• Staff in all agencies</li> </ul> <p>Consider use of "trusted" individuals to</p>

	get the message across, including those from the communities affected
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## FIANACE AND LEGAL GROUP TERMS OF REFERENCE

<p><b>PURPOSE</b></p> <p>To assess the financial and legal implications for the affected area and provide advice to the RCG.</p>
<p><b>ROLE</b></p> <ul style="list-style-type: none"> <li>• To explore different streams for financial aid.</li> <li>• To monitor all recovery work expenditure and report to RCG.</li> <li>• To consider any litigation, criminal, or public enquiry issues.</li> </ul>
<p><b>CHAIR AND SECRETARIAT</b></p> <p>Chaired by Shropshire Councils Corporate Head of Legal and Democratic Services. Secretariat provided by Shropshire Council.</p>
<p><b>MEMBERSHIP</b></p> <p>Representatives to attend as relevant from:</p> <p><i>(Please note this list is not exhaustive, and depending on the nature of the incident, representatives from other agencies should be invited as required).</i></p> <ul style="list-style-type: none"> <li>• Shropshire Council. <ul style="list-style-type: none"> <li>○ Finance Officers.</li> <li>○ Legal Officers.</li> </ul> </li> <li>• West Mercia Police.</li> <li>• Other Organisations as appropriate.</li> </ul>
<p><b>ISSUES</b></p> <p>Below is a list of issues that should be considered by the Community Recovery Committee.</p> <ul style="list-style-type: none"> <li>• Loss of business rates.</li> <li>• Loss of council tax revenue.</li> <li>• Housing provision costs.</li> <li>• Education costs.</li> <li>• Social services costs.</li> <li>• Increase in benefit payments.</li> <li>• Depleted community economic base.</li> <li>• Uninsured losses.</li> <li>• Litigation.</li> <li>• Claims.</li> </ul>

Questions	Actions
What are the financial implications of the decisions being made?	Maintain accurate, auditable records.
What are the legal implications of the decisions being made?	Compile any business cases required and submit to central government or others.

<p>Is there any legislation that the RCG ought to be aware of?</p> <p>Are there any legislative barriers to the proposed actions?</p> <p>What are the financial and legal implications of any mutual ad arrangements and are these acceptable?</p> <p>Is any central government assistance required?</p> <p>Are there likely to be any claims made against any public bodies?</p> <p>Is there likely to be an inquiry?</p> <p>Are there likely to be any investigations or criminal prosecutions?</p>	<p>Advise the RCG on the financial implications of their decisions and proposed actions.</p> <p>Advise on the implication of business rate relief.</p> <p>Advise on the implications of council tax relief.</p> <p>Support the processing of any claims made if relevant.</p> <p>Co-ordinate the compilation of material for inquiries etc.</p>
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## **STAND DOWN OF THE RECOVERY CO-ORDINAITON GROUP**

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

The length of time that the Recovery Co-Ordinating Group 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 part of their normal business. Depending on the recovery issues being addressed, it may be possible for some the Recovery Co-Ordinating Groups to close before the main group does.

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

## STRATEGIC CONSIDERATIONS

### FUNDING FOR RECOVERY

Local authorities should make arrangements to bear the costs of recovery in all but the most exceptional circumstances. It is up to the Local Authority to assess our own risk and put in place the right mix of insurance, self insurance, and reserves, to provide security and value for money for their communities.

Despite this, government **may** consider stepping in to provide support in exceptional circumstances. This should be taken to mean major emergencies with the sort of impacts currently described as Significant (Level 4) or Catastrophic (Level 5) as set out in the Local Risk Assessment Guidance.

In the event of an exceptional emergency, individual Government Departments will consider providing financial support for various aspects of the recovery effort.

To ensure that these arrangements are as consistent and as straightforward for local authorities to use as possible, they all operate according to a set of commonly agreed principles set out below:

- The appointment as a Lead Government Department (LGD) for recovery will not necessarily trigger the activation of recovery funding arrangements and vice versa.
- Costs of funding recovery in a particular sector will fall to the department responsible for that sector, irrespective of which department is designated LGD for recovery in that instance.
- Departments will not pay out for recovery costs that are insurable-with the exception of damage to roads.
- The activation of any funding arrangements will be at Ministerial discretion. Activation will not be automatic, and activation by one department of its arrangements will not automatically trigger activation by other departments of their arrangements- this will depend on the impact of an emergency on a particular sector.
- Any funding provided by a department will depend on the impact of a particular emergency on the relevant sector, and the total resource which that department is able to make available at the time. This will need to be balanced against the requirements of existing programmes and other priorities which might be making demands on finite resources.
- There will be no automatic entitlement to financial assistance even if arrangements are activated. Local authorities will have to demonstrate need against criteria laid down by the department running a particular scheme.

## **RECOVERY DEBRIEFS**

After an emergency, it is very important that thorough debriefs are carried out to capture issues identified, recommendations to be implemented, and planning assumptions to be reviewed.

The recovery phase of an emergency has additional complications as the time line is longer, and potentially involves more stakeholders than the response phase. Typically, it has peaks of activity, such as around the time of an anniversary, as well as routine ongoing work to address the physical and psychological effects of the emergency.

For most emergencies, it is appropriate to carry out a number of debriefs at different stages in the recovery, when certain “recovery milestones” are achieved or a certain period of time has elapsed.

As debriefing moves from response to recovery, it is increasingly important that the community is involved at all stages.

## EXERCISING AND TRAINING

Training for the recovery phase and validating the arrangements through exercises is less developed than our ability to train and exercise for the response phase of an emergency. However many of the processes are the same, it is just that the context is different, often delivered over a much longer time line, and involves a wider group of stakeholders.

Generally, participants in exercises should have an awareness of their roles and be reasonably comfortable with them, before they are subjected to the stresses of an exercise. Exercising is not to catch people out. It tests procedures, not people.

Having made the distinction above, there is an overlap between the two:

Exercises have three main purposes:

- to revalidate plans (revalidation)
- to develop staff competencies and give them practice in carrying out their roles in plans (training); and
- to test well established procedures (testing).

Most exercises will have some elements of all three.

## TRAINING

In order to develop a Recovery capability, it is essential that roles, responsibilities and procedures have been identified and that the people involved have the necessary competence. Competence can be defined as having the appropriate knowledge, skills, and attitudes. The level of competence needed has to be defined, and then an assessment carried out of what level of competence the people responsible for delivering the capability currently have. This process is called a Training Needs Analysis, and should follow the same approach as that which is used to identify training needs for the response phase.

The stages involved in a Training Needs Analysis are:

- Detail what is needed to deliver the capability.
- Detail who is responsible for delivering the Recovery capability in terms of organisations and positions / roles within it. This should flow from the multi-agency Recovery Plan and include Category 1 & 2 responders, plus anyone else needed to deliver the capability including members of the voluntary and private sectors.
- Detail what competences (KSA) these different people need in order to deliver the different elements of the capability including planning for and implementing the Recovery plan. Also include the competences they need at the individual, team and multi-agency level.
- Assess current competences and current training provision (including exercising, guidance, literature, etc. and training providers). Having completed stages 1 – 3 above, what competences are needed and by whom should be apparent. This will enable questions to be designed to assess current competence in the areas required. Current competences

and current training provision can be identified through a number of methodologies such as:

- Questionnaire – sent to people involved in preparing for and delivering the capability
- Focus groups (facilitated sessions using people from different levels and different organisations)
- Structured interviews (1 to 1) with policy leads and / or operational staff
- Unstructured interviews with experienced personnel to gather more thoughts / suggestions / clarification.

The competences required during the recovery phase are more likely to be aligned to the day-to-day role of responding staff. For example, in dealing with people made homeless during an emergency, it is expected that local authorities will primarily use staff that deal with homelessness issues on a daily basis – albeit maybe not to the scale or in the timescales expected following an emergency. This approach to allocating people to tasks not only effectively builds on their existing knowledge of the subject area, but also enables them to use their probably well developed network of contacts both within the local authority area and further afield, which may be particularly helpful if mutual aid is required.

## EXERCISES

Whilst there is generic guidance in Emergency Preparedness and the Home Office Exercise Planning Guide on designing and running exercises, there is no specific guidance on exercising the recovery phase.

However, many organisations have run recovery exercises and the learning from these have shown that:

- In light of the cross-cutting nature of recovery, as wide a range of participants as possible should be involved in recovery exercises. This will go beyond the usual 'resilience family', and may include bodies such as Regional Development Agencies, Tourist Boards, Chambers of Commerce, Natural England, or English Heritage (and devolved equivalents in devolved areas), as well as community groups and faith leaders, and possibly even individual businesses. Similarly, other wider representatives from Category 1 and 2 organisations, such as Social Services and Elected Members from local authorities, should also be encouraged to attend. Invitation lists can be compiled based on those organisations detailed in the Recovery Plan. It is important that exercises are written to cover issues relevant to all organisations present, or else attendees may feel they have not benefited from attendance, and it may be difficult to obtain their input at future events.
- It is difficult to reflect the true nature of recovery in an exercise, as exercises normally only last for a day or two, whereas the recovery phase itself can of course last for one or two years. There are a number of ways in which this can be overcome, for example:
  - by holding a number of exercises to represent various stages of the recovery phase. These may be split by time (e.g. starting at day 5 after the emergency has occurred, then jumping to 2 weeks after the emergency, then 2 months, and so on), or by key milestones (e.g. prior to clean-up, once clean-up is complete, etc).

- by running one exercise but using ‘time-lapse’ at points during the day. Again, the exercise can be split by time or key milestones.
- Whatever approach is used, there needs to be comprehensive pre-start briefing which summarises the scenario to date and the decisions that have been made in the response phase. This will help ensure that people do not become focussed on response issues during an exercise that is supposed to be focussed on recovery. Consideration should therefore be given to running recovery exercises on the back of response exercises to avoid this tendency taking place.
- There is considerable benefit in exercising the handover phase from response (Strategic Co-ordinating Group) to recovery (Recovery Co-ordinating Group) so that the criteria that would be used to determine the right time for handover to take place and the handover processes themselves can be tested. This aspect can clearly be covered in both response and recovery exercises.
- As with response exercises, the scenarios used in recovery exercises should be prioritised in line with the key risks in the Community Risk Register. However, Local Resilience Forums may wish to ‘tweak’ scenarios to ensure they test out those particular aspects of recovery which have been found to be weak / a gap in incidents and exercises elsewhere.
- The use of scenarios that result in recovery co-ordination being required across local authority / LRF boundaries are encouraged in order to test out the effectiveness of cross-boundary recovery structures and processes.
- Testing mutual aid arrangements, particularly between local authorities, is beneficial.
- Issues identified in recovery exercise debrief reports that would be of interest to partners outside of the LRF area should be shared with Regional Resilience Teams (or devolved equivalents) for wider dissemination.

## TOPIC SHEETS

### Humanitarian Aspects:

- [Needs of people - health](#)
- [Displaced communities](#)
- [Foreign nationals](#)
- [Community engagement](#)
- [Commemoration](#)
- [Community cohesion](#)
- [Needs of people – Non-health](#)
- [Financial support for individuals](#)
- [Environmental pollution and decontamination](#)
- [Investigations and prosecutions](#)
- [UK residents affected by overseas emergencies](#)
- [Non-Resident UK nationals returning from overseas emergencies](#)
- [Mass Fatalities](#)
- [Dealing with insurance issues](#)

### Generic Issues:

- [Recovery structures and processes \(including Recovery Plan Guidance Template\)](#)
- [Training and exercising](#)
- [Data protection and sharing](#)
- [Mutual Aid](#)
- [Military Aid](#)
- [Working with the media](#)
- [VIP visits and involvement](#)
- [Impacts on Local Authority performance targets](#)
- [Inquiries](#)
- [Investigations and prosecutions](#)
- [Coroner's Inquests](#)
- [Inquiries into deaths in Scotland](#)
- [Recovery evaluation and lessons identified processes](#)
- [Impact assessments](#)
- [Reporting](#)

### Economic Issues

- [Economic and business recovery](#)
- [Financial impact on Local Authorities](#)

### Environmental Issues

- [Environmental pollution and decontamination](#)
- [Dealing with waste](#)
- [Animal health and welfare](#)

**GUIDANCE FOR RECOVERY GROUP CHAIRS**

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

- Appoint a Recovery Co-ordinator/Secretariat to support the Group/Sub-Group.
- Appoint a deputy.
- Consider membership of the group.
- Consider security clearance issues if terrorist incident.
- Fully understand the remit of their role and educate members of the group, including ensuring adequate training (which may include 'mentoring' from agencies who have gone through similar emergencies in the past) is provided if required.
- Ensure the group is aware of the full recovery structure, i.e. what groups are in place and their remits.
- Assign a communications lead within each subgroup.
- Ensure action planning and reporting mechanisms are in place to provide regular reports on recovery operations to the RCG and other relevant Sub-Groups, and to any other organisations that have a role or interest in the recovery process.
- Identify areas where decisions need to be made beyond existing policies and procedures, and advise on recommended options to the RCG (for onward transmission to others).
- Disseminate information so that all concerned are aware of the steps being taken during the recovery process. For each decision made or piece of information produced/received, consider:
  - What might be the ripple effect of this decisions/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.

## **AGENDA FOR RECOVERY CO-ORDINATING GROUP MEETING**

### **Suggested Agenda for First Meeting:**

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

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 Strategy of Multi Agency Silver
5. Agree recovery strategy (including detailed objectives and targets as necessary)
6. Immediate actions/urgent issues related to the emergency
7. Recovery action plan formulation and delegation of tasks (including deciding what sub-groups are 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.

## **SUGGESTED CRITERIA FOR HANDOVER FROM RESPONSE TO RECOVERY**

The criteria for assessing when the handover can take place from response to recovery should be agreed between the Chair of the Multi agency Silver Group (usually the Police) and the Chair of the Recovery Co-ordinating Group (usually the Local Authority).

This could be a phased event depending on the emergency, e.g. if a number of disparate sites were affected which are released to the RCG over a period of time.

Suggested criteria are:

- The emergency is contained and there is no significant risk of resurgence.
- Public safety measures are in place and working effectively.
- Recovery Co-ordinating Group and supporting sub groups are firmly established and pro-active.
- The Emergency Control Centre is functioning effectively and has the necessary:
  - Resources.
  - Communications.
  - Media co-ordination support.
- Individual organisations are functioning effectively with adequate:
  - Resources.
  - Communications.
  - Management of outstanding issues.
- Shropshire Council is able to accept Chair of Recovery Co-ordinating Group.

**SUGGESTED HANDOVER CERTIFICATE**

[Note: This certificate has been written assuming the Multi Agency Silver is being chaired by the Police and the Recovery Co-ordinating Group is being chaired by the local authority].

[Note: This certificate was used during the flooding in Carlisle in January 2005 and was checked and authorised by Cumbria Constabulary’s Force Solicitor].

**Upon this Status Certificate being signed by both the Local Authority and the Police Authority, the Command and Control for dealing with the aftermath of the..... emergency is to be taken over by Shropshire Council.**

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

1. there is no known further risk to life in relation to this specific emergency.
2. The circumstances dictate it more appropriate for Command and Control to Rest with Shropshire 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 co-ordination of the recovery phase.
4. Shropshire Fire and Rescue Service together with West Midlands Ambulance Service are operating at a level which does not necessitate a Multi Agency Silver to co-ordinate and facilitate their activity.
5. There are no known scenarios which may require the reinstatement of Multi Agency Silver in relation to this emergency in the foreseeable future.
6. Shropshire Council is satisfied that it has in place the infrastructure and processes to take over co-ordination from the Police.

Signed: .....Shropshire Council

Signed: ..... West Mercia Police

Date and time signed: .....



PREPARING FOR EMERGENCIES

**In Shropshire**

### **Contact**

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