

# Essex

# Recovery strategy

Working in partnership with

ESSEX RESILIENCE FORUM



Preparing for Emergencies in Essex



Essex County Council



## Foreward



"The process of recovering from an emergency starts almost immediately the incident begins. It is essential that the affected community is returned to normality as soon as possible having regard to any legacy such an experience may create.

During this phase there may be possibilities of regeneration which should be grasped with enthusiasm, innovation and imagination. A whole range of partners will come together to add their particular expertise to the task in hand. Therefore those that might have a role to play should be properly prepared and be clear about their roles and responsibilities

Co-ordination and focus of effort is vital together with a sensible, accountable and properly costed recovery plan. Emergency response and recovery arrangements should be flexible and tailored to reflect circumstances but will follow a common set of underpinning principles.

There must be emphasis upon listening to the community and consulting with the various groups or individuals, elected or otherwise. Communication and transparency are paramount in maintaining trust between residents, businesses and others as they seek to recover from serious disruption to their normal lives.

It should not be assumed that recovery is complete just because the physical aspects are as they once were; full recovery, and regeneration, may take much longer than this.

This plan provides the framework which can help us make sure that recovery is progressed in an efficient and methodical manner but taking care to include humanitarian issues and treating people as individuals. Such a plan can only be validated by testing the response of partners through training and exercising.

We need to continually develop our knowledge, confidence and teamwork to enable us to manage disruptive incidents.

Gordon Hunter

Chair: Essex Resilience Forum



# Contents

1.	Introduction .....	1
2.	Recovery – Purpose, Principles and Method .....	2
3.	Recovery Strategy .....	3
4.	Role of elected members .....	4
5.	Targets .....	5
6.	Recovery Structures – RCG and Sub Groups.....	6
7.	Recovery Coordinating Group.....	7
8.	Community Recovery Committee.....	8
9.	Health & Welfare Group .....	9
10.	Business and Economic Recovery Group.....	11
11.	Environmental and Infrastructure Group (including clean up) .....	12
12.	Communications Group .....	14
13.	Scientific and Technical Advice Cell (STAC).....	15
14.	Finance and Legal Group.....	17
15.	Activation of the Recovery Co-ordinating Group .....	18
16.	Location and Operation of the Recovery Co-ordinating Group .....	19
17.	Handover from Response Phase to Recovery Phase .....	20
18.	Criteria for Handover from Response to Recovery.....	21
19.	Impacts of Emergencies .....	22
20.	Stand-Down of the Recovery Co-ordinating Group.....	24
21.	Evaluating Issues Identified during the Recovery Phase.....	24
	Appendix A- Roles and responsibilities of Partners Agencies.....	26
	Appendix B - Handover Certificate .....	45
	Glossary of Terms .....	46

Version Number:

Date:

File location:



# 1. Introduction

Emergencies disrupt communities and can be caused by many reasons. This document seeks to outline the challenge of 'Recovery' both during and after the 'Response' phase. It does not seek to give precise answers to every possible scenario but rather present a range of partners who can be called upon to add their expertise to all or part of the recovery, either for its entire duration or until their particular segment becomes normal business once again. Apart from the response by professional and voluntary bodies great emphasis must be placed within the affected community itself to contribute not only to any recovery but also to seek the opportunity for regeneration. Recovery goes beyond bricks and mortar and encompasses the communities' physical, psychological and economic restoration.

Recovery will normally be lead by the local authority affected. Where two or more are affected then leadership may be a matter of negotiation – either at District/Unitary or County level. Where the emergency is shared between local authority areas it is paramount that resources are allocated appropriately according to need. 'Memoranda of Understanding' exist between all Essex Local Authorities. These allow support of 'mutual aid', whether that is material or human. In a protracted emergency it might be that it is management expertise that is necessary to support either the Recovery process itself or the public services of the affected local authority. Whatever arrangements are made, each agency will have a part to play in ensuring that the road to recovery is seamless as possible.

At the end of any response phase the expectation is that the Strategic Co-Ordination Group (referred to hereafter as 'Gold') will formally hand over control to the Recovery Co-ordination Group (RCG). Police invariably lead the 'Gold' grouping during the response phase but this lead will be handed over to the designated Local Authority once this has been completed and all efforts begin to concentrate on recovery. Recovery can be said to continue until most, or all, agencies involved believe their business has returned to normal. Dependent upon the emergency, there may be a legacy of humanitarian assistance to an affected community for some time to come. This document is intended to give a strategic lead to decision makers. It cannot stand alone and must be exercised at the RCG and sub-group level. It is a matter for all unitary/borough/ district local authorities to have their own recovery plan, especially around local issues. This document includes at the strategic level, and for liaison purposes, the Essex Housing Officers Group (EHOG) whose role is vital around the humanitarian issue of homelessness caused by any emergency.

Unitary/Borough/District councils may wish to use this plan as a template for a new plan or to add all or part of it to an existing plan to support or compliment local initiatives.

## **2. Recovery – Purpose, Principles and Method**

### **Purpose:**

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:

- it is recommended that if resources allow, the Recovery Co-ordinating Group is activated on the first day of the emergency;
- effective planning and management arrangements, the details of which will be conveyed to the effected community as soon as practicable;
- actively providing support which allows individuals, families and communities to function through the provision of information, specialist services and other resources;
- recovery arrangements are most effective where they are supported by training programmes and exercises ensuring that all agencies involved in the process are properly prepared for their role;
- to ensure a consistent and agreed media strategy.

### **Method**

- Recovery management arrangements are most effective when they recognise the changing needs of affected individuals, families and groups within the community over time.
- Recovery is best approached at a local level where the community actively participate in their own recovery. It is not just a matter for the statutory agencies - the private sector and the wider community will need to play a crucial role.
- Recovery management is most effective when agencies involved in human welfare have a major role in all levels of decision-making which may influence the well being and recovery of the affected community.

### 3. Recovery Strategy

It is vital that a clear recovery strategy is developed and agreed. The recovery strategy should 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 reviewed and updated;
- 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 community is fully involved in the recovery process;
- 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 back into use as soon as practicable;
- people returned to their home or permanently rehoused;
- support to businesses is quickly established;
- environmental protection and recovery issues are co-ordinated;
- information and media management is co-ordinated;
- effective protocols for political involvement and liaison (Parish, District / County / Unitary and Parliamentary) are established;
- an agreed and consistent internal and external media and communication strategy.

## 4. Role of elected members

It cannot be over-emphasised how important is the role of Elected Members within the affected community in assisting with the recovery process; whether they be at parish, district/borough or county level. They have a duty as the local representatives to gather and make known the concerns of their community and forward them to the RCG. They also have a very important role in disseminating credible information and advice back to the community.

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

They further have a role as:

- the focus for community concerns;
- identifying problems and vulnerabilities in their community that may require priority attention;
- the knowledge bank of local personalities and resources;
- enhancing local community liaison;
- visiting people affected, to be a listening ear and to give them reassurance;
- consultation on rebuilds or modernisation;
- assisting with the media in getting messages to the community (following established policy guidelines);
- assisting with VIP visits;
- liaising with other elected representatives;
- assisting debrief sessions with the community.

Such elected members continue their normal role within any affected community of representing their electorate and setting policy for the relevant local authority.

## 5. Targets

As part of the recovery strategy, it is recommended that, with community involvement, various targets / milestones for the recovery are established and agreed.

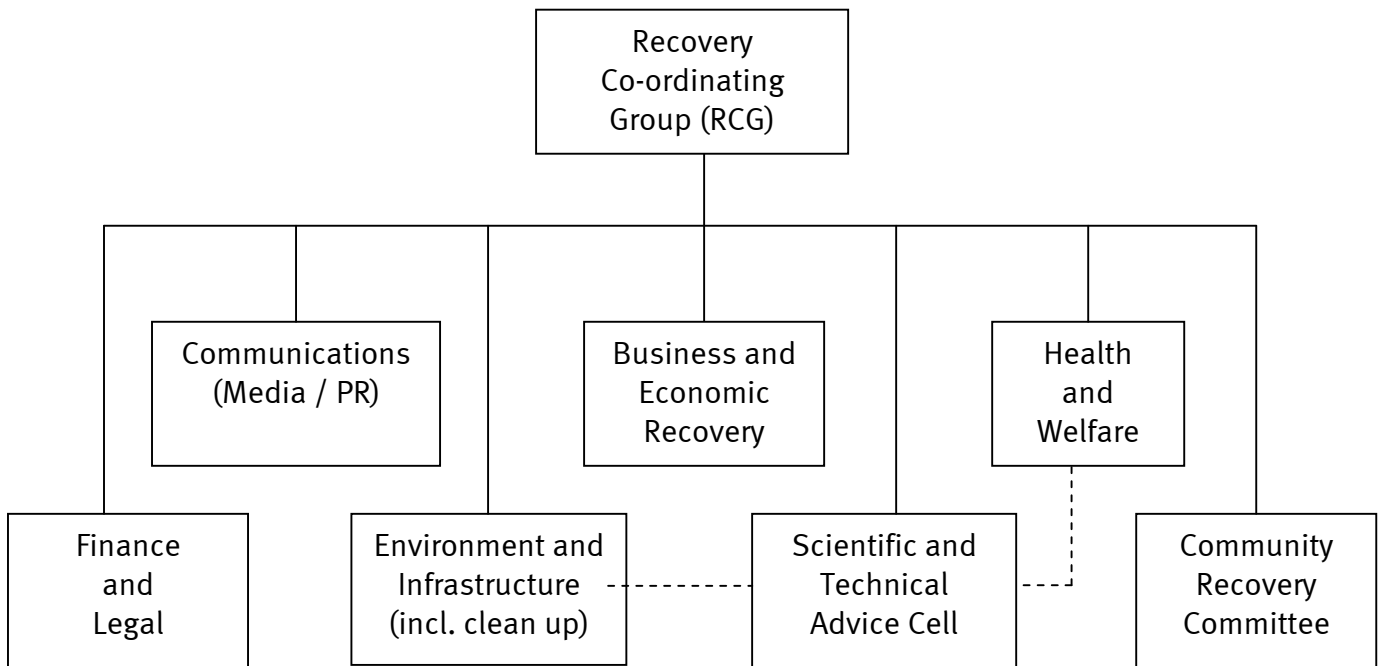
Suggested targets / milestones might include some of the following:

- demands on public services returned to normal levels (including health);
- utilities fully functional;
- transport infrastructure running normally;
- local businesses trading normally;
- tourism re-established;
- commemoration issues agreed;
- rebuilding homes and businesses;
- regeneration where possible.

## 6. Recovery Structures – RCG and Sub Groups

The Local Authority will usually lead the recovery process.

A suggested structure for managing the recovery is shown below. It is a matter for the organisations concerned to decide what structure best suits them for their particular situation.



Early assessment should be made of the responding organisations' capacity and resources, and mutual aid agreements activated as required. In the event that co-ordination is required at the regional level, contact should be made with the relevant Regional Resilience Team (RRT) to discuss how this may best be delivered. This would only occur if the emergency was a 'wide area event' This discussion should consider whether establishing a Regional Civil Contingencies Committee (or maintaining the RCCC if used in the response phase) would be beneficial. The RRT could be used to influence central government for additional resources.

## 7. Recovery Coordinating Group

### Role and Responsibilities

- The strategic decision making body for the recovery phase. Chaired by the Local Authority Chief Executive. Able to give the broad overview and represent each agency's interests and statutory responsibilities.
- Membership may be some or all of the partners listed under Annex 'A'.
- Provides visible and strong leadership during the recovery phase.
- Takes advice from the Sub-Groups, decides the strategy and ensures its implementation.
- Takes measures to ensure the rebuilding of public confidence.
- Ensures the co-ordination and delivery of consistent messages to the public and media.

### Role

- To Highlight Recovery issues whilst 'Gold' activated.
- To decide the overall recovery strategy around humanitarian assistance, infrastructure, and environmental and economic recovery.
- Ensure all, especially the communities affected, are involved in the strategy.
- To establish appropriate Sub-Groups as required by the emergency.
- To produce an impact assessment on the situation.
- To co-ordinate the Sub-Groups and monitor progress.
- To monitor financial matters and pursue funding and other assistance.
- Decides final standard of the physical infrastructure and natural environment affected by the emergency.
- To agree exit strategy criteria and timescale.
- To provide reassurance to the public through a public information strategy.

## 8. Community Recovery Committee

This is a group drawn from the affected community to reflect concerns and assist in informing the wider population. They can help with any Impact Assessment. They have a non-executive role and make no operational decisions. They will:

- reflect community concerns, feelings and initiatives and bring these to the attention of the RCG;
- assist in informing the wider community of discussions and progress of the RCG;
- liaise with the Business Community and take any concerns to the Business and Economic Recovery Group;
- engage the community in the recovery process.

### **Suggested membership might be:**

- 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.

## 9. Health & Welfare Group

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. Chaired by Director of Public Health or Local Authority Head of Adult Social Care

### **Purpose**

- To co-ordinate practical assistance, support and, where necessary, counselling to those directly or indirectly affected by the emergency.
- Enable the community easy access to the required assistance.
- Bring together the relevant Health expertise and provide health liaison within STAC.

### **Role**

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

### **Membership**

Representatives as relevant from:

County / District / Unitary Council, including

- Adult social services.
- Children's services.

- Environmental Health Officer.
- Emergency Accommodation Officer.
- Primary Care Trust.
- Ambulance Service.
- Strategic Health Authority .
- Health Protection Agency.
- Science and Technical Advice Cell (STAC).
- Food Standards Agency.
- Voluntary sector as relevant.
- Department of Work and Pensions.

## 10. Business and Economic Recovery Group

### **Purpose**

To assess the economic implications for the affected area and provide assistance whilst enabling businesses affected by the emergency to resume trading as soon as possible. Chaired by Director from Economic and Business / Regeneration Team in the local authority or Regional Development Agency (ExDRA).

### **Role**

- To support affected businesses.
- To devise an economic recovery strategy.

### **Membership**

Representatives (as appropriate) from

- District / County / Unitary Council + Planning and Highways
- Regional Government Office.
- Essex Development and Regeneration Agency (ExDRA).
- 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, e.g. National Trust, National Farmers Union, etc.
- Local Economic Partnership representatives.

# 11. Environmental and Infrastructure Group (including clean up)

## **Purpose**

To use internal and contracted expertise to provide options for cleanup repair and replacement. Chaired by Local Authority Planning & Transportation or Head of Environmental Services.

## **Role**

To develop a remediation strategy to cover cleaning, repair or replacement of the physical infrastructure and clean up of the natural environment to an agreed standard

- Review integrity of key assets and prepare strategy for reinstatement where required.

## **Membership**

Representatives (as appropriate) from

- District / County / Unitary Council – representatives as appropriate, for example
  - Principal Environment Health Officer.
  - Waste Disposal Officer.
  - Transport and Highways.
  - Neighbourhood Management.
- Environment Agency.
- Health Protection Agency.
- Primary Care Trust.
- Utility and Transport organisations.
- Science and Technical Advice Cell.
- Department for Environment, Farming and Rural Affairs (DEFRA).

- National Trust / English Heritage / Natural England (if historic sites or protected areas are affected).
- Other agencies as appropriate.

## 12. Communications Group

This Group may already be existing within 'Gold' and therefore can be assimilated to the RCG. Chaired by Local Authority PR and Communications Manager.

### **Purpose**

- Continue and expand existing public consultation.
- Continue and expand existing media teams.
- 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.

### **Role**

- To ensure effective communication and consultation with affected communities.
- To formulate an overall Communications Strategy.
- To ensure consistency of message.
- To react to negative media stories and misinformation.
- To have a representative on other Sub-Groups as necessary.
- To ensure that all staff, elected members and those involved are kept informed.

### **Membership**

Representatives / press officers from

- County / District / Borough Councils.
- Police.
- Primary Care Trust .
- Other agencies as appropriate.

## 13. Scientific and Technical Advice Cell (STAC)

### **Purpose**

To co-ordinate and provide specialist scientific and technical advice including public health and the environment. Not all agencies will need to be present at an emergency or present throughout its length. Chaired by the most appropriate senior specialist dependent upon the particular immediate risk. This may change as the recovery phase progresses.

### **Role**

- To provide science and technical advice to 'Gold' and the RCG.
- To monitor and harness the science and technical community to respond to immediate priorities.
- To pool available information and agree 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, how the recovery might develop, and the likely effect of various mitigation strategies.
- To identify other agencies / individuals with specialist advice who should be invited to join the cell.
- 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 amongst the STAC to avoid duplication.
- To maintain a written record of decisions made and the reasons for those decisions.

### **Membership**

Representatives (as appropriate) from:

- RCG Liaison.
- Relevant emergency service technical advisors.
- Health Protection Agency.

- Primary Care Trust (representing all NHS).
- Health and Safety Executive.
- Food Standard Agency.
- Environment Agency.
- Local water company.
- DEFRA and partners.
- Met Office.
- Government Decontamination Service.
- LA Senior Environmental Health Officer.
- Other agencies as appropriate.

## 14. Finance and Legal Group

### **Purpose**

- To assess the financial and legal implications for the affected area and provide advice to the RCG. Chaired by Senior Financial Manager / or Solicitor of the local authority.

### **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.

### **Membership**

Representatives (as appropriate) from

- District / County / Unitary Council – representatives as appropriate, for example
  - Finance Officers.
  - Legal Officers.
- Police Force.
- Other agencies as appropriate.

## **15. Activation of the Recovery Co-ordinating Group**

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

An important part of the work of the RCG, in the response phase of the incident, is to develop a recovery strategy and inform 'Gold' of this to ensure decisions made do not compromise medium to long term recovery. The Chair, or nominated deputy of the RCG, needs to sit with 'Gold' to ensure that the communication flow works effectively.

## **16. Location and Operation of the Recovery Co-ordinating Group**

In the early part of the Response phase some agencies will be working in both Response and Recovery. It is preferable for such agencies to remain within 'Gold' for ease of communication. When the lead is formally handed from 'Gold' to the Local Authority to continue the Recovery phase there is much merit in agencies being (and remaining) co-located.

The venue needs to be of an appropriate size and suitably equipped. This could be a District/Unitary Emergency Response Centre (ERC) or the County Emergency Response Centre (CERC). Such a control centre might need to be geographically located close to the emergency.

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

The need for accurate record keeping is of paramount importance. The responses to issues will be on public view, there will be a requirement to prepare reports, and there is also the potential for subsequent inquiries or litigation. There needs to be clear audit trails with comprehensive records of timings, notifications, decisions, actions and expenditure.

## **17. Handover from Response Phase to Recovery Phase**

A formal meeting should be held within a few days from the beginning of the emergency to discuss any handover from 'Gold' to the appropriate local authority. This should be attended by the police 'Gold' and the Chief Executive of the affected local authority to ensure awareness regarding the implications of, and arrangements for, any handover from the response to recovery phase. The aim should be a seamless, and if necessary, phased withdrawal.

## 18. 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 'Gold' and the Chair of the RCG.

Suggested criteria are:

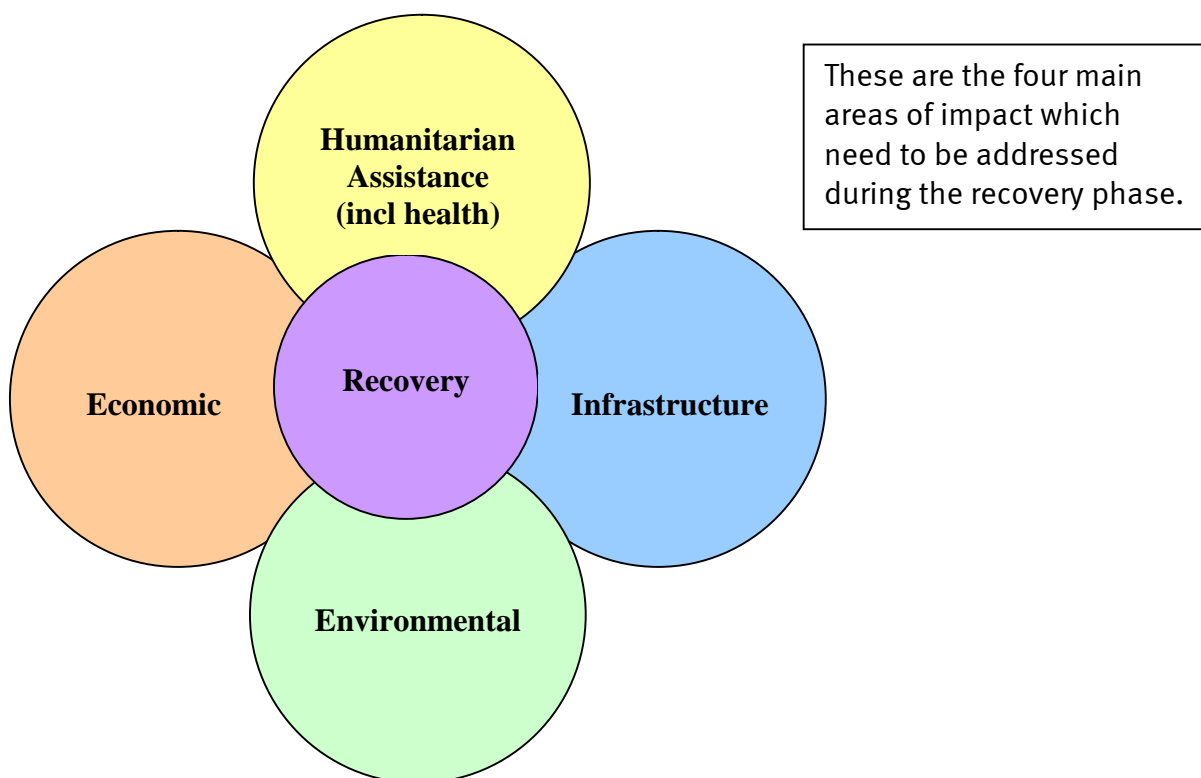
- the emergency is contained and there is no significant risk of resurgence;
- public safety measures are in place and working effectively;
- the RCG (and any supporting Sub-Groups) is firmly established and pro-active;
- the Emergency Control Centre is functioning effectively and has the necessary:
  - resources;
  - communications;
  - media co-ordination support.
- Individual organisations are functioning effectively with adequate:
  - Resources;
  - Communications;
  - management of outstanding issues;
- County / Unitary / District Council are able to accept Chair of RCG.

A generic handover certificate is at Appendix 'B'

## 19. Impacts of Emergencies

To assess what recovery comprises, there is a need to map out *who* is affected and *how* the emergency has affected them.

The impact of emergencies travel well beyond those directly affected by injury or loss. Affects can be felt by the 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.



Examples of the type of issues that may be faced are:

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 and making better where possible
Environmental	Pollution and decontamination
	Waste
	Natural resources and habitats

## **20. Evaluating Issues Identified during the Recovery Phase**

It is important to ensure that there is a continuous evaluation of the recovery phase and that any issues are identified and actioned as necessary. The formal debrief process should identify issues from all partners involved in the recovery process. Consideration should also be given to obtaining views from the affected community.

**A final debrief report should be produced. The report can be taken to the Local Resilience Forum for identification of any further action required. Issues of regional and national significance, or requiring regional or national action, can be taken to the Regional Resilience Forum for resolution or onward transmission to the relevant government departments.**

## **21. Stand-Down of the Recovery Co-ordinating Group**

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

The length of time that the RCG is required to continue meeting will vary according to the nature and scale of the emergency. 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.

The decision to stand-down the RCG will be formally communicated to all relevant agencies by the RCG Chair.

# Appendix A- Roles and responsibilities of Partners Agencies

The below list is not exhaustive but contains those partners who would tend to be involved in any recovery. It should be noted that a number will be simultaneously engaged in both the response and recovery phases (and any regeneration).

Those services wholly within individual Unitary/Borough/District councils are not included, with the exception of Housing (via EHOG) for liaison/planning purposes.

## A. Emergency Services (Category 1 Responders)

### **Essex Fire and Rescue Service (EFRS) will:**

- provide reassurance by physical presence where necessary;
- provide decontamination support, advice and reassurance to the public;
- 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 (USAR) capacity if required.

### **Police will:**

- decide, where they are 'Gold', that the Recovery Co-ordinating Group (RCG) is convened as early as possible during the actual response phase to an emergency/major incident;
- be represented at the local level on the RCG in order to ensure that local issues can be addressed with foreknowledge of particular areas and issues;
- offer managerial guidance with respect to, or act as conduit for, the other emergency services (where agreed) should they not be present at the RCG;
- provide reassurance patrols where possible should security of premises or public order or safety be an issue;
- be responsible for monitoring Community Cohesion;
- co-ordinate VIP visits;

- give feedback to the RCG regarding implications for the police service that any proposed recovery strategy or measure may entail, in particular with regards to:
  - body recovery, identification and forensic examinations together with co-ordination of any temporary mortuary and liaison with HM Coroner;
  - security issues;
  - policing at funerals, memorial services, etc;
  - if Family Liaison Officers (FLO) are deployed, a Family Liaison Manager may join the RCG in order to liaise closely regarding investigative and individual recovery issues, such as funerals.

**Primary Care Trusts (PCT) will:**

- co-ordinate the primary care, community and mental health role during the recovery stage;
- ensure provision of 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 public health assessment and management of the health effects of an incident;
- maintain liaison and co-ordinate the response with the Lead PCT and/or the Strategic Health Authority (SHA) or equivalent.

**Maritime & Coastguard Agency (MCA) will:**

- engage and standby for Search and Rescue to preserve and save life;
- salvage and remove vessels and plant that could adversely affect the environment;
- engage in any cleanup at sea aimed at containing and removing oil or other pollutant that has spilled into the marine environment.

- engage in any onshore cleanup aimed at containing and removing oil or other pollutant that has been washed ashore.

## **B. Other Category 1 Responders**

### **Environment Agency will:**

- advise and support the multi-agency effort and perform its regulatory duties;
- provide advice to those with responsibility for removing waste during an emergency, helping them manage compliance with waste regulations;
- exceptionally (and with provisos), directly remove waste where it poses a serious and imminent risk to the public and/or environment;
- with appropriate partners, analyse and identify unknown substances and assess risks to public health and the environment.
- investigate the causes of the incident if the incident involves:
  - a COMAH site;
  - a site permitted under the Radioactive Materials Substances Act;
  - or if an offence is suspected.

### **Health Protection Agency (HPA) & Health Protection Unit (HPU) will:**

- provide public health advice and expertise to the health service and the public.
- prepare for and co-ordinate responses to potential healthcare emergencies.
- undertake public health surveillance work.
- provide authoritative messages about health protection measures in order to reduce public anxiety.
- provide local and regional staff to support the incident and national experts in chemical hazards and emergency response.
- provide assistance on any potential health impacts of the incident working with the STAC and other partners.
- provide information to the emergency services on toxic substances that could be released by any fire(s) and the possible health effects of breathing in smoke particulates.

## **Essex County Council**

### **Adult Community Learning will:**

- continue to deliver a range of learning opportunities for adults;
- support businesses by offering employers a comprehensive range of courses for improving the skills of their workforce;
- work with the Learning & Skills Council to plan and develop learning provision for post-16 population.

### **Libraries will:**

- continue library provision by both fixed site and mobile libraries.

### **Adult Social Care**

Adult Social Care will continue to support the following vulnerable persons in accordance with ECC Fair Access to Care Policy whether within an affected area subject to Health and Safety considerations or the result of any evacuation:

- adults with physical and sensory impairment;
- people with mental health problems;
- people with learning disabilities;
- older people and carers who need support;
- assistance for adults requiring specialist equipment;
- continue to assess and support the requirements of vulnerable adults.

### **Children, Schools and Families (CSF) Essex County Council- awaits response**

### **Communications – Media – Essex County Council will:**

- co-ordinate the media response during any Recovery phase;
- increase public awareness of efforts made by all agencies during any Recovery phase, both locally and nationally;
- provide support to ECC staff, elected members and other agencies as necessary on any internal or external communication matter;

- promote all activities and developments relating to the Recovery phase through media and publication releases.

**Environmental Health – Waste – Essex County Council will:**

- remove and safely dispose of any waste with emphasis on recycling;
- repair or further plant affected trees or other aspects of the environment;
- consult and advise, with other interested agencies, around conservation and heritage issues;
- issue and supervise any licences or permissions within the area of responsibility and any subsequent inspection;
- make available resources and facilities of any parks affected.

**Finance – Essex County Council will:**

- manage, control and monitor financial processes (purchase to pay and income collection) production of management reporting and information and specialist financial support to any Recovery process;
- collect any income outstanding to ECC due from sundry debts;
- receipt and process monies received by ECC including but not limited to, electronic bank files, card payments and manual receipts;
- pay for services provided to and procured by ECC during any Recovery;
- schedule and administer any visits to users in relation to financial assessments;
- be responsible for any re-imburement under the Bellwin scheme, including the identification and reporting of expenditure items;
- set up and manage (with other agencies) any Disaster Appeal/Trust Fund;
- manage the authority's cash balances to ensure there is sufficient liquidity to meet the costs of the services provided to and procured by ECC, and the costs of its staff;
- liaise with central government departments, and other agencies or partners over financial issues.

**Highways and Transportation – Essex County Council will:**

- repair, make safe and maintain highway infrastructure including roads, bridges, street lighting and associated items;
- continue the management of any affected network in relation to the New Roads and Street Works Act;
- direct and support resources towards any temporary Local Transport Plan;
- plan, secure and monitor the provision of local bus service contracts and develop Community Transport schemes through the Passenger Transport Co-ordination Centre (PTCC);
- supply, contract and co-ordinate all passenger movements for ECC’s statutory activities (principally home to school transport and social services transport);
- operate the in-house minibus fleet to support any transport needs of Recovery;
- manage the day to day operation of the transportation network (facilitated by the Essex Traffic Control Centre) within an affected area, including minor improvements, congestion relief, encouragement of alternative travel modes and reviewing the adequacy of the current network and planning for the future;
- maintain and repair public footpaths and bridleways including dealing with obstructions and changes to the network;
- take opportunities to improve the existing road network;
- identify potential improvements and assess options around public transport and transportation infrastructure projects and studies;
- develop transport strategies to lessen the effects of any emergency and to measure any impact.

**Housing – (Essex Housing Officers Group (EHOG) will:**

- identify possibility of providing housing management service from existing services and organisations in Essex;
- identify possibility of securing medium term accommodation for those families whose accommodation needs cannot be met through other arrangements, e.g. insurance;

- identify capacity of existing support services to respond to increased demand in localised areas should the need arise;
- explore opportunities for working with other agencies who have experience of relocating families.

**Legal Services – Essex County Council will:**

- provide general legal services to ECC and its partners;
- support any public enquiry or other investigation;
- provide legal services around Safeguarding children and Vulnerable adults;
- give support to the Coroner and Coroners officers;
- continue registration service for births, marriages and deaths;

**Recovery Coordinating Group (County / District / Unitary) will:**

- 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;
- implement, with the support from other agencies, a communications strategy;
- co-ordinate the support from the voluntary agencies;
- co-ordinate the local political involvement;
- provide humanitarian assistance, including Humanitarian Assistance Centres (HAC) if appropriate.

**Regeneration – Essex County Council will:**

- lend expertise in project management and bidding for UK/EU finance for regeneration projects;
- liaise as necessary with East of England Development Agency (EEDA);
- use experience in managing partnership projects;
- use knowledge of hotels and other tourist accommodation, including that being developed for the 2012 Olympics, which could be used as temporary accommodation for displaced persons;

- use expertise in tourism marketing to attract visitors back to areas subject to Recovery/Regeneration;
- use connections with farmers and landowners to negotiate land for temporary accommodation sites;
- use international links to facilitate learning from best practice on disaster recovery in other countries;
- use specialist knowledge to identify alternative venues for games if the 2012 Olympics were disrupted.

See also 'ExDRA' below.

**Essex Development and Regeneration Agency (ExDRA) will:**

- assist and support with economic development and regeneration;
- assist and support with business efficiency, investment and competitiveness;
- assist and support in finding and creating employment opportunities;
- assist and support the local population to learn new skills to replace employment lost in the emergency;
- assist in identifying suitable locations for sustainable development;
- assist with links to local or sub-regional development organisations including Local Authorities, Business Links, Chambers of Commerce and specific regional bodies;
- will assist with seeking funding from various streams towards regeneration.

**Trading Standards (see also DEFRA) – Essex County Council will:**

- enforce legislation relating to the health and welfare of farmed animals;
- undertake inspections to livestock premises, livestock markets, animal gatherings, vehicles transporting live animals and licensed abattoirs to ensure that farmed animals in Essex are healthy, disease-free and well looked after;
- implement legislation relating to animal identification, animal movements, records, animal welfare, animal by-products and bio-security;
- provide advice and guidance in relation to animal health and welfare legislation, and welfare codes of practice;

- ensure that good standards of animal welfare are complied with at livestock markets and during transport;
- maintain relationships with partners such as DEFRA Animal Health, Meat Hygiene Service (MHS) and Rural Payments Agency (RPA);
- ensure accurate traceability of livestock is preserved through inspection of on-farm records and scrutinising national animal movement databases;
- take appropriate and proportionate action against offenders;
- prevent and respond to the introduction of Rabies and other exotic diseases into the UK.

## **C. Category 2 Responders**

### **Health & Safety Executive (HSE) will:**

- protect the health, safety and welfare of workers and others who may be exposed to risks from work activities during the Recovery phase;
- provide information and advice through the STAC and inspect and enforce health and safety law;
- take specific responsibility for nuclear installations, major hazard industries, agriculture and factories;
- stop work activities if there is, or likely to be, a risk of serious personal injury, investigate any incident, require conditions to be improved or prosecute in the most serious cases.

### **Train Operating Companies (TOC) will:**

- have management level representation within the RCG;
- provide specialist technical advice and assistance (STAC);
- provide/substitute other transport means;
- provide humanitarian assistance for both customers and staff;
- provide Incident Care Teams where necessary.

NB: The above is an amalgam of consensus from the various Train Operating Companies which work within Essex plus Network Rail.

**Utilities – Electricity – EDF and National GRID will:**

- provide timely information to customers;
- give priority to vulnerable/critical customers (EDF only);
- provide 24/7 contact number for customers;
- have management representation as necessary at Operational/Strategic level;
- provide scientific advice and assistance to RCG within STAC.

Note: National Grid is responsible only for the Transmission network: EDF actually provides electricity to homes and businesses.

**Utilities – Gas – National Grid will:**

- provide timely information to customers;
- give priority to vulnerable/critical customers;
- provide 24/7 contact number for customers;
- have management representation as necessary at Operational/Strategic level;
- provide scientific advice and assistance to RCG within STAC.

**Utilities – Water companies will:**

- ensure a minimum 10 litres of water per day per person;
- ensure suitable provision for livestock;
- provide timely information to customers;
- use their '*Special Needs Register*' for vulnerable customers;
- provide for critical users;
- provide a 24/7 contact number;
- provide scientific advice and assistance to RCG within the STAC;
- provide management level representation to RCG .

NB: The above is an amalgam of consensus from the five water companies which work within Essex.

### **Mobile Communications providers may:**

- provide management level representation within the RCG;
- provide specialist technical advice and assistance;
- provide, where operationally possible, additional communications services/support to the emergency services;
- provide priority to emergency services use.

NB: The above is a consensus amalgam of the capabilities of the various providers.

## **D. Voluntary Organisations**

The Voluntary Agencies are co-ordinated by the Essex Voluntary Sector Working Group and consist of the following agencies

- British Red Cross.
- Crisis Support Team Essex (CSTE).
- Essex County Scouts.
- Essex Land Rover Club Ltd (Essex Rover Rescue).
- Essex Raynet.
- Essex SAR (Search & Rescue).
- RSPCA.
- The Salvation Army.
- Samaritans.
- St. John Ambulance.
- WRVS.

The range of services that can be provided are listed fully within the Voluntary Sector Working Group Directory but can be summarised as

- Welfare.
- Social and psychological aftercare.

- Medical support.
- Search and Rescue.
- Transport.
- Communications.
- Documentation.
- Training and Exercising.

A member of the Voluntary Sector Working Group will sit on the Recovery Co-ordinating Group as a single point of contact for the Voluntary Agencies.

**Citizens Advice Bureau (CAB) will:**

- provide free information and advice to help people resolve their legal, monetary and other problems.

**Crisis Support Team Essex (CSTE) will:**

- together with other relevant partners provide emotional and practical support within Rest, Reception, Survivor and Humanitarian Assistance Centres;
- provide, where requested, trained personnel to support police Family Liaison Officers;
- liaise and refer to other relevant and appropriate organisations .

**Red Cross will:**

- together with other relevant partners, provide emotional and practical support in general to the affected population;
- together with other relevant partners provide emotional and practical support within Rest, Reception and Humanitarian Assistance Centres;
- provide ambulance and other transport as required;
- liaise and refer to other relevant and appropriate organisations;
- manage, or advise on, disaster appeal schemes.

**RSPCA will:**

- support all aspects of animal welfare during an emergency;

- rehome and/or care for domestic pets;
- give advice to residents and businesses around animal welfare both domestic pets and livestock;
- work with partners within any Scientific and Technical Cell (SATC).

**Samaritans will:**

- together with other relevant partners provide emotional support to the community within an affected area by telephone or other communications links and face-to-face meetings;
- where able, physically locate themselves within an affected area;
- liaise and refer to other relevant and appropriate organisations.

**Salvation Army will:**

- together with other relevant partners, provide spiritual, emotional and practical support to the affected population;
- support and enhance the social service provisioning by other statutory and voluntary agencies;
- co-ordinate and/or support any contribution by faith based organisations;
- liaise and refer to other relevant and appropriate organisations.

**Women's Royal Voluntary Service (WRVS) will:**

- together with other relevant partners provide emotional and practical support within Rest, Reception and Humanitarian Assistance Centres;
- within Rest Centres and other identified locations provide substantial refreshments to evacuees and others;
- provide, where requested, trained personnel to work within Rest Centres;
- liaise and refer to other relevant and appropriate organisations.

## E. Competent Authorities

### **Air Accident Investigation Branch (AAIB) will:**

- respond quickly to air accidents and serious incidents and lead and manage the accident investigation team while ensuring their safety at the accident location;
- conduct thorough, independent, impartial and timely investigations into air accidents and serious incidents;
- produce clearly written, thorough and concise reports that explain the circumstances and causes of accidents;
- provide assistance and expertise to any RCG and STAC;
- treat the survivors and the relatives of victims of air accidents sympathetically and help them to understand ‘what happened’ and what is being done to prevent similar accidents in the future.

### **Department for Environment, Farming and Rural Affairs (DEFRA) will: (see also Trading Standards)**

- 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.
- 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.

**Department for Work and Pensions (DWP) will: awaits response**

**Food Standards Agency will:**

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

**Government Decontamination Service (GDS) will:**

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

**Government Office – EAST (GO-EAST) 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 News Network (GNN).

**Highways Agency Traffic Officer Service will:**

- provide on-going support to traffic management , monitoring of CCTV and Emergency roadside phones and tactical sign/signal setting, including public information through Variable Message Signs both static and mobile;
- provide Emergency Traffic Management and maintain temporary or permanent road closures;

- through Service Providers and Managing Agents, repair and, where able, improve roads and infrastructure;
- clear vehicles and other debris from those roads and other places to which the Highways Agency has responsibility;
- keep arterial routes clear by providing high visibility patrols;
- manage the day to day operation of the strategic transportation network (facilitated by the Eastern Regional Control Centre ) within the affected area.

### **The Armed Forces**

The Armed Forces' national structure, organisation, skills, equipment and training can be of benefit to the civil authorities in managing the response to and recovery from emergencies. This support is governed by Military Aid to the Civil Authority (MACA) arrangements.

The Armed Forces maintain no standing forces for MACA tasks. Assistance is provided on an availability basis and the Armed Forces cannot make a commitment that guarantees assistance to meet specific emergencies. This requires approval by a Defence Minister.

The Army acts as the lead service for MACA on land. Initial contact should be made through the Joint Regional Liaison Officer (JRLO). The JRLO may act in a liaison capacity at local or regional civil emergency control centres when appropriate, providing a link to the MoD's UK command structure. Liaison involves the provision of advice and exchange of information. It does not guarantee the provision of support. Any requests for assistance should focus on the capability required: the solution will be determined by the availability of military resources and the commander's judgement.

Where human life is not deemed to be in danger, civil organisations will be required to meet all or some of the costs of the service response. When the response moves towards the recovery phase continued military assistance will be considered as routine and may be charged for at rates determined by the MoD. Civil authorities should consider the disengagement of military assistance at this point, if very high costs are to be avoided.

The Ministry of Defence (MoD) joint doctrine publication *Operations in the UK: The Defence Contribution to Resilience* sets out the detailed rules and procedures governing the employment of the Armed Forces for MACA operations. This can be accessed at <http://www.ukresilience.gov.uk/media/ukresilience/assets/defencecontribution1.pdf>.

**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.

**F. Others****Association of British Insurers (ABI) will:**

- produce facts and figures about who and what is covered by household and business insurance;
- offer specific guidance on the issues likely to arise after a flood or terrorist event;
- give details of the protocol between the insurance industry, the police and other emergency responders on communication and co-operation after a major event;
- have key contact details of the organisations that represent the insurance industry.

**Conservation****Natural England will:**

- provide expertise and advice, especially around pollution, involving environmental concerns within an affected community;
- liaise and refer with other interested statutory, charitable and voluntary agencies;
- provide co-ordination of relevant agencies to compliment response through to recovery.

**English Heritage – awaits response****Coroner (in the event of mass fatalities by Pandemic Influenza) H.M Coroner may:**

- prioritise disposal certificates over inquests;
- identify and appoint additional assistant deputy coroners;
- redeploy staff from other local authority functions;
- pool resources between different jurisdictions;

- manage the number of coroner post-mortems;
- hold jury inquests at their discretion;
- simplify arrangements to appoint deputy and assistant deputy coroners;
- have greater flexibility to order post-mortems to be held outside of their jurisdiction;
- have greater flexibility where an inquest can be held and by which coroner;
- relax requirements to investigate deaths abroad;
- increase their ability to hold inquests based on documentary evidence, rather than requiring attendance of witnesses.

The above is presently out to consultation by the Ministry of Justice and awaits confirmation.

**Faith organisations: 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;
- supporting 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.

**Community Groups in Affected Area**

- Residents groups.
- Memorial/Commemoration.
- Chamber of Commerce.
- 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).

NB: Such community groups should be researched and formed as soon as possible after the beginning of a major emergency

## Appendix B - Handover Certificate

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 assumed by ..... 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 ..... 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. .... Fire and Rescue Service together with the ..... Ambulance Service are operating at a level which does not necessitate a Strategic Co-ordinating Group to co-ordinate and facilitate their activity.
5. There are no known scenarios which may require the reinstatement of the Strategic Co-ordinating Group in relation to this emergency in the foreseeable future.
6. .... Council is satisfied that it has in place the infrastructure and processes to take over co-ordination from the Police.

Signed: ..... County/District/Unitary Council

Signed: ..... Constabulary

Date and Time Signed: .....

## Glossary of Terms

	TERM	DESCRIPTION
ABI	Association of British Insurers	Represents the collective interests of the UK's insurance industry.
AAIB	Air Accident Investigation Branch	Responsible for the investigation of any civil air crash or other significant incident.
CAT 1&2	Category 1 and 2 responders	Definition from the Civil Contingencies Act (CCA) 2004 of those agencies who are expected to respond to an emergency. Category 1 can be defined as the emergency services and local authorities and Cat 2 as utilities and others. Cat 1 have a duty to attend and Cat 2 an obligation.
CCA	Civil Contingencies Act 2004	The Act of Parliament which places a formal duty upon Category 1 responders to prepare, plan, exercise and respond to emergencies.
CCS	Civil Contingencies Secretariat	That part of central government which has responsibility for implementation and overview of the Civil Contingencies Act 2004
CBRN	Chemical, Biological, Radiological or Nuclear	Substances which may be released accidentally or deliberately and are a danger to the public or environment and which require a specialised response from the emergency services.
COMAH	Control of Major Accident Hazards Regulations	Applies mainly to the chemical industry, but also to some storage activities, explosives and nuclear sites, and other industries.
DEFRA	Department for Environment, Food and Rural Affairs	Wide ranging government department with particular responsibility for flooding, CBRN (see GDS) and animal infections.
	District and Borough Councils	12 councils within Essex who rely upon some services being provided by ECC (see Unitary Councils)

	TERM	DESCRIPTION
ECC	Essex County Council	Responsible for a number of county wide services such as education and highways (see Appendix A). See also District/Borough and Unitary authorities.
EHOG	Essex Housing Officers Group	A liaison group representing individual local authorities. They would have a key role in any emergency requiring medium to long term rehousing of victims or evacuees.
ExDRA	Essex Development and Regeneration Agency	Responsible for generating, promoting and sustaining business within Essex.
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.
GNN	Government News Network	Acts as a regional arm of press offices in Government Departments.
GO – East	Regional Government Office (There is a GO in every English region). East covers Essex, Norfolk, Suffolk, Cambridgeshire, Bedfordshire and Hertfordshire.	Carry out work on behalf of a number of Government Departments regarding policy implementation and monitoring and are the primary means by which Government policies are delivered in the nine English regions.
HPA (HPU)	Health Protection Agency	An 'arms length body' of government which monitors public health issues and gives support and advice to PCTs and others. Will work locally through its Health Protection Unit (HPU).
HSE	Health and Safety Executive	Responsible for the regulation of almost all the risks to health and safety arising from work activity together with any investigation arising from any accident or other incident.

	TERM	DESCRIPTION
LA	Local Authority	This may be either a district, borough or unitary authority or Essex County Council dependent upon the scale of any emergency and its geographical reach.
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.
MACC	Military Aid to the Civil Community	A generic definition meaning assistance given within the UK from providing armed personnel to protect law and order to assisting with relief or rebuilding.
MCA	Maritime and Coastguard Agency	Responsible for maritime search and rescue, and dealing with maritime pollution (to sea and shoreline).
PCT	Primary Care Trust	Covering all parts of England - control of local health care while Strategic Health Authorities monitor performance and standards.
PR	Public Relations	A generic term for any press/media/communications department of any agency who has responsibility for supplying information to the media and the public – including LA staff.
RCCC	Regional Civil Contingencies Committee	A committee which meets during an emergency when a regional response or other action at the regional level is required.
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.
	Recovery – CCS definition	The process of rebuilding, restoring and rehabilitating the community following an emergency

	TERM	DESCRIPTION
	Regeneration – CCS definition	The transformation and revitalisation - both visual and psychological. This 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.
RIMNET	Radioactive Incident Monitoring Network	The national radiation monitoring and nuclear emergency response system.
RRF	Regional Resilience Forum	A multi-agency forum comprising chief officers of Category 1 and 2 responder organisations established to provide strategic direction to multi-agency planning at the regional level.
RRT	Regional Resilience Team	There is an RRT in each Government Office (GO). The primary role of the RRT is to ensure effective communication between the national and local level during the planning phase and in the event of an emergency.
SCG	Strategic Co-ordinating Group usually known as ‘Gold’ and police led.	Multi-agency group that sets the policy and strategic framework for emergency response and recovery work at the local level.
SIO	Senior Investigating Officer	Police Officer responsible for the investigation into the incident, gathering all available evidence in conjunction with other investigative bodies where appropriate.
STAC	Scientific and Technical Advice Cell	A grouping of relevant experts within the RCG who will give advice to ‘Gold’ on scientific and technical issues associated with CBRN.
	Unitary Councils	Southend and Thurrock are each Unitary councils responsible for all their own services.
	Utilities	An all encompassing term to describe gas, electricity, water and telephone suppliers and distributors. Sometimes referred to as Statutory Undertakers.

**This booklet is issued by Essex County Council and further copies can be obtained either:-**

**By post:**

Emergency Planning Department  
County Hall  
Chelmsford  
CM1 1QH

**By telephone:**

01245 430378

**By email:**

[emplans@essex.gov.uk](mailto:emplans@essex.gov.uk)

**Essex County Council - making Essex a better place to live and work**

November 2008

