Borough Major Emergency Plan Part 5

Recovery Plan

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# Protective Marking & Version Control

I. Version Control

This plan is regularly reviewed and updated as and when necessary; it will be reviewed annually.

|  |  |
| --- | --- |
| **Owner** | LBTH Civil Protection Unit |
| **Version** | Version 3 |
| **Date of issue** | January 2024 |
| **Reviewed by/Date** | Jason Thomas |
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II. Protective Marking

This version of the Tower Hamlets Borough Major Emergency Plan has no restrictions.

However, links to internal documents are only accessible by Tower Hamlets employees and those who have been given access to Tower Hamlets systems.

III. Distribution List

This document can be made available to the general public.

# Introduction

## 1.1 Aim

The council has clear legal and moral obligations to provide effective, robust, and demonstrable emergency arrangements to mobilise its resources at short notice to deal with a broad range of incidents. This may be on a localised departmental level, where a simple out-of-hours activity is required, or on a much larger scale, where a multi-function response requires dedicated coordination, liaison, and communication. For the latter, the response phase is followed by the recovery phase.

This document aims to provide operational guidance and actions in managing the recovery phase of an incident.

## 1.2 Scope

This document covers the operational requirements for the Tower Hamlets Council emergency arrangements only, and not the emergency arrangements for any other organisation, council, or emergency service.

This document outlines the steps that the Council will take during recovery from a major emergency and includes best practice from the London Resilience Partnership Recovery Coordination Framework, from consultation with other London boroughs and learning from lessons identified in previous major incidents.

This document is one of the suite of plans that sits within the Civil Protection Unit that will be utilised during civil emergencies, it should therefore be read in conjunction with the Borough Major Emergency Plans Parts 1-3.

**Part 1** - [Civil Protection Procedure](https://www.towerhamlets.gov.uk/Documents/Community-safety-and-emergencies/Community-safety/BoroughMajorEmergencyPlan1CivilProtectionProcedure.docx)

**Part 2** - [Emergency Community Care Plan](https://www.towerhamlets.gov.uk/Documents/Community-safety-and-emergencies/Community-safety/BoroughMajorEmergencyPlan2CommunityCarePlan.docx)

**Part 3** - [Business Continuity](https://www.towerhamlets.gov.uk/Documents/Community-safety-and-emergencies/Community-safety/BoroughMajorEmergencyPlan3BCIManagementEscalationProcedure.docx)

**This plan is designed to be flexible and scalable. Parts or all of it may be used depending on the scale and demands of the incident.**

# Definition of Recovery

Recovery may take weeks, months, or years to complete, as it seeks to support affected communities in the reconstruction of physical infrastructure and restoration of emotional, social and physical well-being. It is defined in the Recovery Coordination Framework as: **“The process of rebuilding, restoring and rehabilitating the community following an emergency”**. The process of recovery following an incident continues until the disruption has been rectified, demands on services have been returned to normal levels, and the needs of those affected have been met as far as practicable.

Although different from the response phase, recovery should be an integral part of the response from the beginning, as actions undertaken during the response itself can influence the long-term outcomes for a community.

Key steps in the recovery process:

1. Handover or standing up of the Borough Recovery Group from the Strategic Coordination Group (SCG) that is managing the Incident. This can be a pan London or a local SCG
2. Considerations (this list is not exhaustive)
3. Victim and family support
4. Staff welfare
5. Outcomes of investigations
6. Copycat incidents
7. Anniversaries
8. Assist with businesses returning to business as usual
9. Recovery Debrief
10. Review business practices to support the prevention of future incidents
11. Update emergency plan(s) and share any learnings with the Resilience Partnership

# Handover from Response Phase

## 3.1 SCG Chair – Sample Criteria for Proposing Handover

The criteria for assessing when a handover can take place from response to recovery, should be agreed between the Chair of the Strategic Coordinating Group (SCG) if stood up, and the Council Gold or Gold Group. 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 Recovery group over a period of time.

The following considerations may assist the Chair:

* The emergency is contained and there is no significant risk of resurgence
* Public safety measures are in place and working effectively
* Recovery Coordinating Group (and any supporting sub-groups) is firmly established and pro-active

The London Local Authority Gold arrangements (if activated) are functioning effectively and has the necessary:

* Resources
* Communications
* Media coordination support

Individual organisations are functioning effectively with adequate:

* Resources
* Communications
* Management of outstanding issues
* The nominee of London Local Authority Gold is able to accept the position of Chair of the Recovery Coordinating Group

**Please note that the handover from SCG to the RCG must be formally recorded, usually in the minutes of the final SCG meeting and the Decision Log.**

## 3.2 RCG Chair – Suggested criteria for accepting handover

In addition to any requirements laid out in specific contingency plans relevant to this emergency, the following considerations may assist the nominated RCG Chair:

* There is no known further risk to life in relation to this specific emergency.
* There are no serious public order or crime prevention issues which impact on the overall strategic coordination of the recovery phase.
* Emergency services are operating at a level which does not necessitate a Strategic Coordinating Group to coordinate and facilitate their activity.
* There are no known scenarios which may require the reinstatement of the Strategic Coordinating Group in relation to this emergency in the foreseeable future.
* The nominated RCG Chair is satisfied that it has in place the infrastructure and processes to take over coordination from the Chair of the Strategic Coordinating Group.
* Subgroup chairs have been informed of the handover and a consensus has been agreed between the SCG Chair and the RCG Chair regarding which sub-groups will continue to support the RCG into the recovery phase.

**Please note that the handover from SCG to the RCG must be formally recorded, usually in the minutes of the RCG meeting and the Decision Log.**

# Activation of Recovery Plan

The decision to Activate the Borough Major Emergency Recovery Plan will be made by:

* The Duty Civil Protection Coordinator (CPC) or
* The Borough Duty Silver (if stood-up) or
* The Gold Group (consisting of the Chief Executive or deputy and the Corporate Leadership Team) (CLT)

This will form a Borough Recovery Group (BRG) based on the premise that coordination, support, and oversight will be advantageous to local recovery actions. The Gold Group, if stood up, will nominate a senior manager to chair the group, taking into account the most impacted council services, and their suitability to lead the recovery process. In all other circumstances the Duty CPC will chair or nominate a Chair.

## 4.1 Borough Recovery Group Timeline

The first steps of the BRG are to:

1. Assess long term impacts and needs to develop a suitable action plan, considering all aspects of the handover from the response phase
2. Inform strategic response on the long-term recovery
3. Initiate the recovery process

Emergency occurs

Decision to establish BRG

Gold Group or CPC nominates an officer to chair the group (Handover)

Invited agencies nominate senior strategic level representatives to attend the BRG

Initial Impact Assessment is collated

First BRG meeting takes place

Activities become more related to recovery than response

Coordination of response transferred from silver to BRG

BRG Stands down, no further need for coordination

# Borough Recovery Group Meetings

The Borough Recovery Group should be formed as soon as possible to influence the response to the incident. Before the first meeting can take place, the following processes must take place:

1. All agencies required at the BRG must be identified and have a nominated suitable representative to attend the BRG
2. An initial impact assessment must be collated, considering the handover from the response phase

The BRG shall meet at a suitable venue or where appropriate, virtually via Teams, conference call, or other suitable platforms. For example, if the nature of the incident and organisational responses makes a virtual group more appropriate and sustainable this will then be implemented. If the BRG meets virtually, it is advisable that meeting papers are circulated in advance of the meetings.

In the early stages of a response the BRG may meet daily, but this is likely to reduce over time to once or twice a week as the recovery phase progresses.

**The need for accurate record-keeping is important. There must be clear audit trails with recordings of timings, decisions, actions, and expenditure.**

## Borough Recovery Group First Tasks

A checklist for the initial tasks of the BRG is included in [**Appendix A**](#_Appendix_A_–).

It is vital that the recovery process starts early during the response phase, for this to happen it is suggested that the first tasks of the BRG should be:

1. Agree Terms of Reference (ToR) for the Group see [**Appendix B**](#_Appendix_B_–)
2. Identify the information needed for the impact assessment, considering the handover
3. Set a timeframe for other departments/agencies to collate information for the impact assessment
4. Collate the initial impact assessment, see [**Appendix E**](#_Appendix_E_–)
5. Determine and agree upon a clear recovery strategy and update Silver/Gold so that decisions made do not impact the recovery phase long term
6. Develop a recovery action plan and monitor the progress, see [**Appendix F**](#_Appendix_F_–)
7. Form appropriate subgroups as required
8. Liaise between different groups such as the Silver, Gold and Humanitarian Assistance Steering Group (HASG) throughout the recovery phase

## Membership

The nature of the incident will dictate the membership at the BRG. Suggested membership may be drawn from the following:

* NHS England and NHS Improvement
* Social Care representative
* Public Health England
* Animal Health (if applicable)
* Relevant Utility Companies
* Telecommunication Companies
* Transport for London
* Network Rail
* Port of London Authority
* Housing Providers
* Police
* Environment Agency
* London Fire Brigade
* Ministry of Defence
* Site Owner (if applicable)
* Chairs of the sub-groups
* Business Sector
* Voluntary Sector
* Faith Sector

# Impact Assessment

The aim of the assessment is to identify requirements that will enable recovery, which can then be presented in detail to agencies who can support or provide the relevant service. The impact assessment should be updated regularly throughout the recovery process.

There are five interlinked categories of impact that will need to be recovered from and considered, these are:

1. Social (functions of community life)
2. Health (physical and psychological)
3. Economic (business, investment and productivity)
4. Infrastructure (transport, utilities, buildings etc.)
5. Environmental (effects on land, air and water quality)

After the impact assessment process has been completed the resulting actions should be accurately recorded in an action plan so that can progress can be carefully monitored throughout the recovery process.

**See** [**Appendix E**](#_Appendix_E_–) **for an Impact Assessment Template**

# Recovery Subgroups

It may be decided by the BRG to establish sub-groups that resolve specific areas involved in the recovery process. It may not be necessary to establish all of the sub-groups, but the relevant ones chosen for the incident being dealt with.

Please note that if the Humanitarian Assistance Steering Group (HASG) has been activated, then the HASG will take the role of the Health and Welfare subgroup so there is not duplication.

Possible sub-groups:

* Finance and Legal
* Communication
* Environment and Infrastructure
* Business and Economic
* Health and Welfare
* Community

# Stand Down

The chair of the BRG, after a discussion with its members, will decide when it is appropriate to stand down. The BRG will stand down when there is no longer the requirement for multi-agency meetings to take place and the remaining actions can be dealt with by individual agencies as part of their normal business. Local recovery can be a long-term process that may continue for months or years. Although, some of the BRG sub-groups may have already stood down.

# 

# Appendices

# Appendix A – Borough Recovery Group Initial Tasks Sample Checklist

In order to get the recovery process started early during the response phase, included below is a sample checklist of the initial tasks that may be carried out by the Borough Recovery Group (BRG).

 Work with the lead response agency to ensure full situational awareness, identifying wider implications early

 Agree Terms of Reference for the BRG, see [Appendix B](#_Appendix_B_–)

 Agree a [recovery strategy](#_Appendix_D_–) and inform the Gold Group of this to ensure their decisions, as far as is appropriate, do not compromise short, medium to long term recovery

 Develop a recovery action plan and monitor progress, see [Appendix F](#_Appendix_F_–)

 Form subgroups as required

 Consider early engagement with Council legal team

 Liaise with the London Resilience Partnership Strategic Coordination Group (SCG) and Recovery Coordination Group (RCG), Central Government, other working groups (e.g., Humanitarian Assistance Steering Group) and others as appropriate throughout the recovery process

 Consider inviting an external organisation with recent recovery experience to undertake a peer review of London’s recovery strategy during the recovery phase

# Appendix B – Terms of Reference for the Borough Recovery Group

## Purpose of Group

* The strategic decision-making body for the recovery phase, able to give the broad overview and represent each agency’s interests and statutory responsibilities
* Provides visible and strong leadership during the recovery phase
* Takes advice from the sub-groups, decides the recovery strategy, and ensures implementation of the strategy and the rebuilding of public confidence
* Ensures the coordination and delivery of consistent messages to the public and media

## Role of Group

* To feed in recovery issues whilst the Gold Group is convened
* To decide the overall recovery strategy, including communications, clean-up, health, welfare, business and economic (not just those within the cordon) recovery
* Where possible, ensure that relevant stakeholders, especially the communities affected, are involved in the development and implementation of the strategy
* To jointly agree appropriate sub-groups as required by the emergency and commensurate to organisation’s resources
* To produce an impact assessment on the situation
* To co-ordinate the recommendations and actions of the sub-groups and monitor progress
* To monitor legal and 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 and advice to the public to facilitate and participate in recovery

## Chair and Secretariat

Chaired by a Local Authority Corporate Director or Director. The Chair should appoint an appropriate secretariat to maintain records of all minutes of all BRG meetings, monitor completion of actions and co-ordinate a master record of all sub-group meetings.

## Membership of Group

Senior representatives may be invited as relevant from:

* Affected Local Authority/Authorities and relevant internal services
* Representatives from relevant emergency services
* London Resilience Group
* Environment Agency
* NHS England and NHS Improvement (London)
* Social Care Representatives
* Public Health England
* Utility Companies
* Telecommunications companies
* Transport for London
* Network Rail
* Port of London Authority
* Maritime and Coastguard Agency
* Ministry of Defence
* Site Operator (if relevant)
* Site Owner(s)
* Health and Safety Executive
* Members of the Borough Resilience Forum
* Voluntary Organisation Representatives
* Faith Representatives
* Other organisations as appropriate

This list is not exhaustive and should be used as guidance.

# Appendix C – Borough Recovery Group Sample Agenda

The following is a list of suggested points that Recovery Group Chairs may wish to include in the initial agenda for a Recovery Coordinating Group meeting. Please note, this list is not exhaustive and may be adapted as appropriate.

**Agenda**

* Introductions
* Situation update
* Terms of Reference for the group
* Membership of the group

o Responsibilities and authority

o Other agencies that may be required

* Briefing/progress report, including the latest impact assessment and the Gold Group strategy (brief overview, keep concise)
* Recovery Strategy (including detailed objectives and targets as necessary)
* Immediate actions/or urgent issues related to the emergency
* Recovery Action Plan and delegation of tasks

o Sub-groups

* Priorities for action
* Organisational Learning / Debrief of events so far
* Any other issues
* Schedule of meetings

# Appendix D – Recovery Strategy Template

The following generic template may be used to develop the initial recovery strategy:

## Strategy Statement

Find below a standardised recovery strategy statement; please amend as necessary:

* + To support the community and businesses in their return to normality or a new normality (identifying opportunities – with the community and others – about how to come back better).

## Objectives

Depending on the incident, choose some or all of the following objectives to support your strategy and amend as necessary:

* Create a comprehensive overview of local and pan-London impacts by carrying out an impact assessment for the community, built environment and businesses
* Ensure the wellbeing of Council staff
* Determine possible funding streams and provide funding to the impacted community
* To establish effective communication links with the affected community and ensure the community is fully involved in the recovery process
* Establish close links with Members, central, regional and local government where appropriate and maintain these throughout the recovery process
* Develop a concise and realistic recovery action plan that can be quickly implemented, involves all appropriate agencies, and fits the needs of the emergency
* Ensure all relevant agencies work closely with the community and those directly affected, including on monitoring and protection of public health and ensure the community is fully involved and participating in the recovery process
* Minimise disruption, reinstate the built environment and return infrastructure, utilities and transport networks to business as usual
* Coordinate environmental protection and recovery issues
* Establish a pro-active and integrated framework of support to businesses and others on the financial and commercial implications of the emergency
* Coordinate information and media management of the recovery process with an adequate communication strategy
* Determine if there are opportunities for resilience building (physical and social) and regeneration
* Reduce the risk of a similar incident occurring again

## Targets

Utilising the impact assessment and action plan, additional targets / milestones can be set to measure the progress of recovery, for example:

* Utilities are fully functional
* Transport infrastructure is running normally
* Local businesses are trading normally
* Residential issues are fully resolved
* Use of Resources has returned to business as usual levels

# Appendix E – Impact Assessment Template

The template below will assist in focusing the efforts of partners who are involved in the recovery process.

|  |  |  |  |
| --- | --- | --- | --- |
| **Impact Category** | **RAG** | **Key Impacts** | **Identified Actions** |
| **Social**  (Functions of community life) |  |  |  |
| **Health**  (Physical and Psychological) |  |  |  |
| **Economic**  (Business, investment and productivity) |  |  |  |
| **Infrastructure**  (Transport, Utilities, Buildings etc.) |  |  |  |
| **Environmental**  (Effects on land, air, and water quality) |  |  |  |

# Appendix F – Action Plan Template

It is recommended that each subgroup maintains their own action plan, and that these are presented at the Borough Recovery Group Meetings.

It is recommended that each action is given a priority rating:

* E = Essential
* I = Important
* D= Desirable

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| Key Impacts (from impact assessment) | Identified Needs (from impact assessment) | Actions Required | By when | By whom | Priority | Status |
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# Appendix G – Borough Recovery Group Chair Role Card

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| --- |
| **Role** |
| Lead the development and implementation of a multi-agency strategic approach to Recovery coordination: the process of rebuilding, restoring, and rehabilitating affected communities following an emergency |
| **Performed By** |
| Council Corporate or Divisional Director. Where the severity of the incident requires it, the Chief Executive may chair the Borough Recovery Group. |
| **Responsibilities** |
| * Provide Strategic overview of recovery issues whilst the BRG is convened * Provide visible and strong leadership for recovery in the response and recovery phases * Appoint a Secretariat (including Loggist) to the BRG * Bring together the BRG and determine appropriate sub-groups, ensuring that all responding agencies are adequately represented * Ensure relevant stakeholders are aware of the structure, roles and remit of group * Identify areas where decisions need to be made beyond existing policies and procedures and advise on recommended options * Manage other issues that fall outside the scope of the working groups * Consider the most appropriate meeting method to support the recovery effort, e.g. in-person or online via Teams * Seek advice and peer support from experienced peers previously involved in recovery.   Ensure the following are carried out with support from the BRG and relevant sub-groups:   * Produce an impact assessment. See [Appendix E](#_Appendix_E_–) * Determine a recovery strategy and objectives, ensuring that relevant stakeholders, are involved in the development and implementation. See [Appendix D](#_Appendix_D_–) * Put appropriate reporting mechanisms in place to inform the impact assessment, recovery decision-making and progress on actions. * Co-ordinate the recommendations and actions of sub-groups and monitor progress. * Ensure relevant stakeholders participate in or are informed of the work of the BRG and sub-groups * Monitor legal and financial matters and pursue funding and other assistance * Facilitate and co-ordinate the operation of agencies involved in the recovery operation * Where necessary, provide reassurance and advice to the public to facilitate and participate in recovery * Ensure the delivery of consistent messages to the public and media * Agree procedures for stand down and transition to sustainable mechanisms for delivery of longer-term recovery actions. * Provide a debrief report at the standing down of coordinated recovery efforts. |
| **Additional Guidance** |
| For each decision made or piece of information produced/received, consider:   * Are the priorities, concerns and needs of affected communities at the heart of decision-making? * What might be the ripple effect of this decision/information? * Who else needs to be aware of this? * Does the group need to do any more work as a result of this? * Does anyone else need to carry out an action? |

# Appendix H – Borough Recovery Group & Sub-Group Member Role Card

|  |
| --- |
| **Role** |
| Assist in the development and implementation of a multi-agency strategic approach to Recovery coordination: the process of rebuilding, restoring, and rehabilitating affected communities following an emergency |
| **Performed By** |
| Representatives from relevant services/organisations with the following attributes:   * Suitably empowered to make decisions at a strategic or tactical level within their service/organisations * Have organisational and subject matter expertise * Have experience of strategy, policy, and guidance development |
| **Responsibilities** |
| * Provide visible and strong support for recovery in the response and recovery phases * Support/deputise for Chair, fulfil Secretariat and Loggist roles * Ensure awareness of full recovery structure and the roles and remits of groups * Escalate risks and issues to the Chair of the relevant group * Seek advice and peer support from experienced peers previously involved in recovery. * Agree BRG Terms of Reference, see [Appendix B](#_Appendix_B_–) |
| **Additional Guidance** |
| Members may also find it useful to attend related training and exercises as recommended by the Civil Protection Unit, and to refer to relevant guidance and frameworks such as:   * [Recovery Coordination Framework](https://www.london.gov.uk/sites/default/files/recovery_coordination_framework_jan_2020_v2.0_-_public_version.pdf) * [London Strategic Coordination Protocol](https://www.london.gov.uk/sites/default/files/public_version_for_website_-_strategic_coordination_protocol_-_version_8_7_oct_2020.pdf) * [London Tactical Coordination protocol](https://www.london.gov.uk/media/98876/download?attachment) * [London Humanitarian Assistance Framework](https://www.london.gov.uk/sites/default/files/lrp_humanitarian_assistance_framework_v_6.2_-_public_version_june_2021.pdf) |