

# LONDON RESILIENCE



preparing for emergencies

# LONDON RECOVERY MANAGEMENT PROTOCOL

April 2006



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## **INTRODUCTION**

This is the London Regional Resilience Forum Recovery Management Protocol. It details the Recovery Management arrangements for London when dealing with an “emergency” as defined in the Civil Contingencies Act 2004. These arrangements are compatible with the London Regional Resilience Forum Command and Control Protocol.

### **Civil Contingencies Act 2004 – Definition of an Emergency**

An emergency is defined as:

- an event or situation which threatens serious damage to human welfare in a place in the UK;
- an event or situation which threatens serious damage to the environment of a place in the UK;

or

- war, or terrorism, which threatens serious damage to the security of the UK.

Additionally, to constitute an emergency, an event or situation must also pose a considerable test for an organisation’s ability to perform its functions.

The Civil Contingencies Act 2004 can be viewed in full and downloaded by using this link: [www.opsi.gov.uk/acts/acts2004/20040036.htm](http://www.opsi.gov.uk/acts/acts2004/20040036.htm)

In addition to the Civil Contingencies Act 2004, this protocol has been produced with reference to the following HM Government guidance:

“Emergency Preparedness”

[www.ukresilience.info/ccact/emergprepfinal.pdf](http://www.ukresilience.info/ccact/emergprepfinal.pdf)

“Emergency Response and Recovery”

[www.ukresilience.info/ccact/emergresponse.pdf](http://www.ukresilience.info/ccact/emergresponse.pdf)

“Civil Contingencies Act 2004: a short guide (revised October 2005)”

[www.ukresilience.info/ccact/3octshortguide.pdf](http://www.ukresilience.info/ccact/3octshortguide.pdf)



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## **SECTION 1**

### **Consequence and Recovery Management**

1. In many scenarios the response phase to an “emergency” can be relatively short in contrast to the recovery phase. Recovery can take months or even years to complete as it seeks to address the enduring human, physical, environmental, social and economic consequences of emergencies. As with response, recovery is not just a matter for the statutory agencies; the private sector and the wider community will play a crucial role. Response and recovery are not two discrete activities and the response and recovery phases do not occur sequentially. Recovery is an integral part of the combined response from the very beginning, as decisions and actions taken at all times can influence the longer term recovery outcomes. Response and recovery must be fully integrated, and coordinated from the very beginning. To achieve this, strategic assessment of both the response and recovery needs must be considered in parallel wherever possible.

### **Multi-Agency Strategic Coordination**

2. The Police have responsibility for ensuring effective multi-agency strategic co-ordination of the response phase to immediate impact Major Incident in accordance with the London Emergency Services Liaison Panel (LESLP) Major Incident Procedural Manual and the London Regional Resilience Forum Command and Control Protocol.
3. As part of their overall strategic assessment of an immediate impact Major Incident the Gold Co-ordination Group will give early consideration to the recovery strategy, including the need to convene a dedicated Recovery Management Cell to support the Gold Co-ordinating Group. The Local Authority representative to the Gold Co-ordinating Group and the Government Liaison Officer (if a Government Liaison Team is attending the Gold Co-ordinating Group) should be consulted on the need and composition of a Recovery Management Cell. The Recovery Management Cell will convene at the same location as the Gold Co-ordinating Group unless agreed otherwise.
4. Note: If not already aware, the on-call London Local Authority Gold (LLAG) must be consulted/advised on recovery management arrangements. Local Authority Gold can be contacted via the London Local Authority Control Centre (LLACC).

### **The Role of Recovery Management**

5. The recovery management role is to coordinate the development and implementation of a strategy to restore and re-build the communities affected by an “emergency”. The Recovery Management Cell will need to:
  - Undertake an assessment of recovery needs, priorities for action and formulation of a recovery plan.

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- Undertake an assessment of the organisation(s) that need to be invited and represented at the Recovery Management Group.
  - Consider, from the recovery management perspective, the implications of Gold Coordinating Group decision making (during the response phase) in relation to immediate and or future recovery needs.

### **London Regional Resilience Forum Contingency Plans**

6. The London Regional Resilience Forum (LRRF) has developed and agreed a number of specific contingency plans including:
  - Site Clearance
  - Mass Fatalities
  - Large Scale Evacuation
  - Temporary Mortuary
  - Family Assistance Centre
7. The London Resilience Team is the custodian of these plans and is therefore able to advise and/or assist with their commissioning should the Gold Coordinating Group decide implementation is necessary. The London Resilience Team is represented within the Government Liaison Team and is available to attend the Gold Co-ordinating Group and/or Recovery Management Cell as considered appropriate.

### **Relationship between Recovery Management & Strategic Coordinating Group**

8. When strategic co-ordination is managed through the Gold Co-coordinating Group there is a fundamental principle which is to ensure that all actions taken in support of resolving an “emergency” are only undertaken with the knowledge and consent of the Gold Co-coordinating Group.
9. The commissioning of any action(s) outside of this fundamental principle, however well intentioned, will lead to a loss of strategic control and/or direction. It is of the utmost importance therefore that all representatives at the Recovery Management Cell adhere to this principle if effective strategic management is to be achieved and maintained. Successful strategic management of an “emergency” requires a mutually agreed strategy where all stakeholders are kept fully aware/informed of each others actions, intentions and needs. Self-interest must be balanced against the strategic priorities collectively agreed at the Gold Co-coordinating Group.

### **Moving From Response to Recovery - Gold Recovery Group (GRG)**

10. As previously stated, for immediate impact Major Incident events or situations the strategic coordination during the response phase will be undertaken by the Gold Coordinating Group. Where strategic co-ordination of the recovery effort is required a Gold Recovery Group will take over from the Police led Gold Coordinating Group at a mutually agreed time.

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11. This process is also likely to initiate a change of venue for the strategic Group to meet, as the Police will be keen to ensure that the facilities they have provided remain available should they be required to respond to, and co-ordinate the response to another Major Incident.
  12. The appropriate local authority will take on the role of Chair unless agreed otherwise. Representation at the Gold Recovery Group will be commensurate with the recovery needs of the events or situations as determined by the Chair. The Gold Recovery Group will also review/consider the supporting structure (cells/groups) it requires to assist them. The Chair of the Gold Recovery Group will be responsible for ensuring the provision of a suitable venue to hold the meeting(s) and provision of a secretariat.

### **Regional coordination of Consequence and Recovery Management**

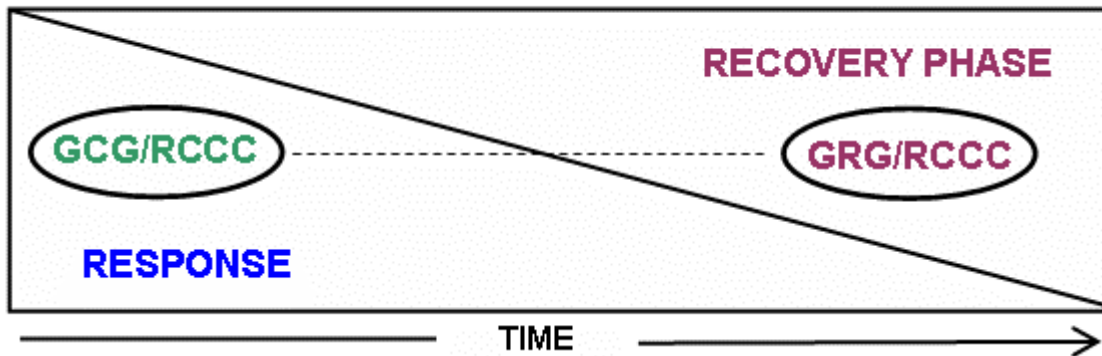
13. The Civil Contingencies Act 2004 provides for the setting up of a Regional Civil Contingencies Committee (RCCC) as a means of co-ordinating the recovery from an emergency at the regional level. Regional Civil Contingencies Committee status for the Gold Recovery Group can be agreed with the lead government department where this adds value to the recovery effort (see Chapter 8 of HM Guidance “Emergency Response and Recovery”).
14. Where, with the agreement of the Lead Government Department, strategic co-ordination of the recovery effort is required at the Regional level, responsibility will be handed to the London Regional Civil Contingencies Committee (LRCCC - Recovery) with a Government Minister or their nominee taking on the role of Chair. It should be remembered that a London Regional Civil Contingencies Committee (LRCCC) can only be formally convened with Lead Government Department agreement.
15. Representation at the London Regional Civil Contingencies Committee will be commensurate with the recovery needs of the event(s) or situation(s).
16. The London Resilience Team will be responsible for organising meeting(s) of the London Regional Civil Contingencies Committee. Including the provision of a suitable venue to hold the meeting(s) and undertaking the role of secretariat.
17. The London Regional Civil Contingencies Committee will continue to meet whilst there is a need to co-ordinate recovery at the regional level, it may hand over to a Gold Recovery Group at the appropriate time or disband if strategic coordination of the recovery effort is no longer required.

### **The Transition from Response to Recovery**

18. The Police will Chair the strategic group for immediate impact event(s) or situation(s). They will continue with this role until it is agreed that a Police lead is no longer appropriate whereupon the role of Chair for the strategic group will pass to the Local Authority in the case of a Gold Recovery Group or, unless agreed otherwise, a Minister or their nominee for a London Regional Civil Contingencies Committee. This in effect marks the transition from response to recovery.

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19. The diagram below (figure 1) represents how the Gold Coordinating Group/RCCC in the response phase evolves into the Gold Recovery Group / RCCC for the recovery phase. The Gold Coordinating Group/RCCC moves along a time line to a point where there is mutual agreement between the respective Chairs (Response/Recovery) that the formal “hand over” from GCG/RCCC to GRG/RCCC will take place.

**Figure 1 - The Transition from Response to Recovery**



### **Regional Recovery Management - First actions & initial meeting aide memoire**

#### **Membership**

20. The nature and extent of the recovery management issues needing to be addressed will, to a large extent, determine who is needed to be represented at recovery management meeting(s). However, representation from the following organisations should always be sought
- London Local Authorities
  - London Resilience Team (LRT)
  - Government Office for London (GoL)
  - Greater London Authority (GLA)
  - Association of London Government (ALG)
21. It will be for each organisation to determine the correct level of representation for recovery management meetings, commensurate with the level of incident.

#### **Initial Actions**

- (i) Obtain situation report(s) – Provided via GLT (LRT)/LLAG
- (ii) In consultation with GLT (LRT)/LLAG identify/agree priority recovery issues
- (iii) Agree additional representation required to address identified priorities
- (iv) Decide on secretariat/support functions
- (v) Prepare agenda for the next meeting
- (vi) Invite additional representatives as appropriate
- (vii) Obtain copies of relevant LRRF plans such as:
  - Temporary Mortuary

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- Mass Fatalities
  - Family Assistance Centre
  - Site Clearance
  - Evacuation

**Agenda items for the first meeting**

- (i) Attendance and apologies
- (ii) Situation Report - Chair
- (iii) Recovery priorities - Chair
- (iv) Immediate considerations from recovery management group representatives
- (v) Decide/agree recovery strategy and priorities
- (vi) Agree actions to be undertaken in support of agreed strategy and priorities
- (vii) If the Gold Co-ordinating Group/RCCC is still co-ordinating the response, then consult and agree with the Chair (via the GLT (LRT)) on recovery actions to be undertaken
- (viii) Commission Gold Co-ordinating Group/recovery management group agreed actions as appropriate
- (ix) AOB
- (x) Date and time of next meeting