Preparing Scotland

RECOVERING FROM EMERGENCIES IN SCOTLAND

September 2017

CONSIDERATIONS FOR SENIOR MANAGERS

If an emergency was to happen today:

- what part would **you** play in the Resilience Partnership's arrangements for recovery?
- is your management team prepared to support **you** in your management role in recovery?
- are **you** fully prepared to lead the recovery activities of both your organisation and the multi-agency group if requested?
- have **you** trained and exercised for your personal role?
- are **you** confident that your organisation's arrangements for preparation, response and recovery from crises and emergencies are auditable and will withstand scrutiny in the event of a public inquiry?
- can your organisation, alone, resolve the complexity associated with recovering from emergencies?

Does your organisation:

- endorse the principles of recovery?
- recognise the protracted nature of recovery following some emergencies?
- have a scheme of delegation that authorises managers to deploy resources and incur expenditure in recovery?
- have arrangements in place to allow rapid decision making following an emergency and, if so, for how long?
- provide for the welfare of staff who will deal with an emergency and its longer term effects?
- have plans that allow for effective community engagement?
- have arrangements that provide an audit trail of resources deployed, when, why and by whom, to facilitate cost recovery?
- have effective mutual aid arrangements?

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Introduction

The Scottish Government's approach to protecting the public in case of emergency is built around the concept of *resilience*.   This is defined as the ability "at every relevant level to detect, prevent and, if necessary, to handle and **recover** from disruptive challenges". Recovery is a fundamental element of resilience.

Once the immediate safety and welfare of people affected by an emergency has been secured, their thoughts will turn towards returning their lives to a form of normality. The public, their elected representatives and the media expect local responders and the Government to take steps to minimise the harm caused by emergencies.

Promoting recovery should be a partnership between members of affected communities, the Resilience Partnership (RP) and the many agencies with a part to play. That partnership should be built upon tried and tested management structures and arrangements that can embrace change and remain relevant to the tasks in hand at all times following emergencies.

The guidance examines the nature of recovery, its place in the resilience process and its management. It will also explore some of the issues those managing recovery may encounter and how they can prepare for the task.

The guidance is targeted at senior managers acting at the strategic level, managers acting at the tactical level and the resilience practitioners/emergency planners who support them in their preparation. It aims to develop a shared understanding of multi-agency recovery arrangements across responding agencies.

Background

What is recovery?

Emergencies may be caused by failure of essential services, technological failures, natural phenomena, exotic diseases, terrorism or a range of other hazards. They may be limited to a single place or affect large parts of Scotland or the UK. The Risk and Preparedness Assessments (RPA) drawn up in each RP area identifies local risks. Overseas emergencies can also affect UK residents, UK nationals visiting other countries, or the economy and environment of the UK.

Recovery is a co-ordinated process of rebuilding, restoring, rehabilitating and, perhaps, regenerating communities following an emergency. Its purpose is to minimise their harmful effects on individuals and communities. It is more than a simple remedial activity, replacing what has been destroyed, or recuperation for those affected. It is a complex social and developmental process. The manner in which recovery is undertaken is critical to its success.

Recovery is best achieved when the affected community is able to exercise a high degree of self-determination and contribute to the process.

Recovery can be wide ranging and long term, involving many more agencies and participants than an initial response to an emergency. It will be subject to close scrutiny from the affected community, its elected representatives and the media. It is essential for the process to be based on sound principles and effective management.

Recovery should begin at the earliest opportunity following an emergency and run concurrently with other activities. While the initial response to an emergency might be relatively short lived, recovery may last for months, years or even decades.

The importance of recovery in the lives of people warrants effective preparation by all responders who will be involved in its execution.

What is covered by this guidance?

This guidance examines the principles of multi-agency management of recovery and its integration with the structures and arrangements made by RPs to manage emergencies. It is not intended to be prescriptive and can be adapted in the light of local circumstances, experience and priorities.

It proposes that RPs and their partners adopt the recovery principles outlined, and prepare for managing recovery from emergencies. In particular that:

- RPs consider recovery as a key feature of response to any emergency;
- RPs should prepare for managing recovery as an integral part of their generic arrangements;
- the lead for managing recovery, through the RP, lies with local authorities;
- recovery should commence at the earliest stage of response to emergencies;
- those managing recovery should consider the appropriateness of its management arrangements at all times;
- the management of recovery should embrace local political processes and structures;
- the community has a key part to play in its own recovery; and
- flexibility, adaptability and innovation lie at the heart of the management of recovery.

Managing Recovery

Recovery principles

Recovering from emergencies should be based on the following broad principles:

- The RP should consider recovery as a key element of its activities at all times
- Communities and individuals should be supported through the provision of information, specialist services and resources. The recovery process should commence from the moment the emergency begins
- Effective recovery is a multi-agency activity that requires sound preparation and management arrangements appropriate to the particular circumstances of the emergency at all times
- Recovery arrangements should be agreed and understood by local responders, communities and their partners
- Effective recovery recognises the complex and dynamic nature of the process and the changing needs of those affected
- Effective recovery should be conducted at the local level with the active participation of the affected community and a strong reliance on local capacities and expertise
- The wider community, private sector and voluntary organisations will play a part in recovery
- All agencies involved should have a part in the decision-making which influences recovery
- Recovery planning and management arrangements should be supported by training programmes and exercises which ensure that all who will be involved are properly prepared for their role
- Recovery assistance measures should be provided in a timely, fair and equitable manner for a diversity of community needs.

Integrated emergency management

Resilience in Scotland is built upon the principles of Integrated Emergency Management (IEM) in which preparation and response to emergencies focuses on the effects of hazards rather than their causes.

IEM is undertaken as an extension of a local responder's normal day to day activities, defined as its functions in the Civil Contingencies Act. Performing those

functions at all stages of the resilience cycle is fundamental to IEM. For example, the same people will provide specialist scientific advice in the immediate aftermath of an emergency or in the longer term.

Five key activities support IEM[1]. They include recovery which "*addresses the human, physical, environmental and economic impact of emergencies. Recovery should be an integral part of the combined response as actions taken at all times can influence the longer term outcomes for communities.*"

Recovery complements the immediate response to emergencies by seeking to minimise the harmful effects on people and communities. It is sensible to integrate and harmonise the management arrangements for preparation, response and recovery. A key feature of IEM is that the same basic management structure will apply at those times although its leadership and focus may change.

RPs have adopted IEM and the management framework described in *Preparing Scotland*[2]. The basis for managing recovery is, therefore, in place. The guidance below explores how it can be adapted and, where necessary, extended to meet the needs of those managing recovery.

Recovery structures

RPs have generic arrangements to allow for an effective managed response to emergencies. They are based upon three well-known and understood levels of management – strategic, tactical and operational. The structure is modular and adaptable to a wide range of emergencies. Implementation of the various parts of the structure is subject to agreed local procedures[3].

The role of the Resilience Partnerships is consistent in both response and recovery from emergencies. The leadership and membership of the group may change as the urgent and immediate response diminishes and recovery becomes the principal concern.

When an emergency occurs the Resilience Partnership may establish complementary sub-groups which will:

- keep abreast of the changing needs of response
- gather and analyse information and intelligence
- determine priorities for allocating resources
- obtain further resources as required

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[1] Preparing Scotland Section 1, Chapter 3,
[2] Preparing Scotland – Section 1 Chapter 3
[3] Preparing Scotland – Section 1 Chapter 4

- plan and co-ordinate tasks to be undertaken
- consider the future direction of response (and recovery)
- inform and advise strategic managers as and when required
- implement decisions taken by the Resilience Partnership through resources acting at an operational level.

The role of the tactical level of management is consistent in response and recovery from emergencies.

A number of sub-groups may support the RP in its recovery activities. They may include sub-groups to deal with:

- community engagement/liaison
- care for people
- environment and infrastructure
- public communications
- scientific and technical advice (STAC)
- finance, legal and administration
- business and economic recovery.

Outline details of the purpose, membership and roles of these sub-groups are shown in Annex 1. Fuller details may be found in specific *Preparing Scotland* guidance as shown in the Annex. It may not be necessary to initiate all sub-groups in a particular emergency. However, the sub-groups' knowledge, expertise and experience might assist and inform the recovery strategy by identifying contemporary issues within their specialist areas.

Where the discrete elements of the sub-group structure overlap there is a need for a communication link, a single management point of contact in the first instance. It is critically important that the links, contacts and the responsibilities of those nominated to undertake the roles are clear and understood by all responders in the group in which they work. The structure will expand, contract or develop according to the nature and scale of an emergency. For example, in recovery the operators of a significant industrial site might be invited to join any of its groups or even lead a multi-agency sub-group to manage industrial interests.

The RP will determine the most effective management structure for particular emergencies. In preparation it should consider how its generic arrangements/plans would adapt and evolve to manage recovery.

It may be necessary to prepare for recovery from particular emergencies covered by regulatory regimes such as Control of Major Accident Hazard (COMAH). It makes sense, where appropriate, to integrate specific arrangements for recovery from

particular emergencies with the generic arrangements for recovery from any emergency.

Recovery arrangements/plans should be accepted as the stated policy of the RP and the organisation or organisations, for which they have been produced. The key decision makers in an organisation should acknowledge ownership.

The RP may decide to establish a sub-group or groups to implement strategies for recovery set by the strategic group. This is a matter for local determination. However, given that the role, membership and activities of the various groups described above are established and that their members are performing their normal functions, albeit in difficult circumstances, the RP might wish to consider:

- if it has sufficient resources to provide management activity for both response and recovery
- the potential confusion arising from duplication by establishing groups with similar management roles and performing similar functions
- the potential for conflicting managerial direction where response and recovery, necessarily, run in parallel.

Scottish Government involvement

When the scale or complexity of an emergency is such that some degree of central government co-ordination or support becomes necessary, Scottish Government will activate its emergency response arrangements through its Resilience Room (SGoRR) to:

- act as the focal point for communication with sponsored bodies, agencies and RPs
- provide national strategic direction for Scotland
- brief Ministers
- co-ordinate and support the activity of Scottish Government and its Directorates
- draw upon and apply resources to support local recovery, as necessary
- despatch a Scottish Government Liaison Officer to work with RPs
- liaise with UK Government and its Lead Government Department (LGD) regarding Scottish interests
- co-ordinate and disseminate information for the public and the media at the national level
- advise on the relative priority to be attached to multi-site or multiple emergencies.

The consequence management of any emergency occurring in Scotland is devolved to the Scottish Parliament. The Scottish Government therefore always leads on Government consequence management in Scotland. When an emergency occurring

in Scotland has implications for UK Government a LGD may be nominated. Scottish Government Directorates will work closely with UK LGDs to ensure co-ordinated government activity in Scotland.

When an emergency requires a response from a number of UK Departments or devolved administrations the Cabinet Office Briefing Room (COBR) and related arrangements will be activated. Further details are available at [UK Government's emergency response](#).

In preparation, areas of Scotland that border other UK administrations should agree with their neighbours how recovery would be co-ordinated in cross-boundary emergencies as part of their generic arrangements.

Leadership

The leadership and membership of the RP and its various management groups will reflect the nature of the emergency, the particular circumstances at the time, local arrangements and relationships.

The leadership of the RP should adapt to reflect any significant change in emphasis in management activity. For example, its leadership in preparation, response and recovery may be different. Leadership in preparation varies across RP areas. In most emergencies the strategic response would be led by a senior police officer. A local authority Chief Executive should normally lead the recovery process by virtue of local authorities' functions, their role in safeguarding people in their area and their powers to promote community wellbeing.

It is unlikely that there will be an early transfer of leadership if the activities related to the immediate response and recovery run in parallel. In that case the lead for response may lead the RP's overall considerations whilst the local authority works with partners in determining a strategy for recovery. The RP's administrative arrangements will enable any formal change of leadership to be recorded/minuted. The criteria for transfer of leadership should be agreed by the RP with reference to the nature and particular circumstances of each emergency.

In preparation the RP should be clear about how it would identify its leadership for recovery from emergencies of different types or scales. It should consider leadership for recovery if an emergency affected one or more local authorities or the whole of its area. When recovering from a wide area emergency, inconsistencies in approach in different areas may be problematic for managers.

Accepting leadership of the recovery process does not mean that responder accepting sole responsibility or funding for the recovery. Each responder remains responsible for the functions it performs and the costs.

Relationship with responders' normal organisational management

The RP's emergency arrangements are activated in emergencies which seriously obstruct the normal functions of its partners or demand action be taken that requires a special deployment of resources.

Experience has shown that recovery is most effective when it commences as soon as possible after an emergency has occurred. In view of the importance of recovery for the affected communities the strategic group should consider its recovery strategy at the earliest opportunity following an emergency. If there is a need for multi-agency co-ordination the RP's generic plans and structures (see above) provide a sound foundation within which multi-agency recovery can be managed.

Management arrangements should be reviewed constantly to ensure their appropriateness to current and anticipated conditions. Managers should be aware that one important measure of the success of recovery is a return to the normal ways of providing services.

The length of time that RP recovery arrangements need to continue will vary according to the nature and scale of the emergency. Arrangements should be stood down once there is no longer the need for regular multi-agency co-ordination and any remaining issues can be dealt with by individual agencies' normal business. Depending on the recovery issues being addressed, it may be possible to stand-down some elements of the overall arrangements on a phased basis. The continuing needs of the community will be key to the decisions to modify or stand down special management arrangements which should, nonetheless, continue to provide a 'joined up' and seamless approach for as long as necessary.

When a decision to stand-down special arrangements has been taken the community should be informed and provided with details of how services can be accessed in the future.

Relationship with normal administrative and political processes

In recovering from emergencies the normal political structures and processes that characterise and determine the way many of the RP's partners work still apply. People affected by an emergency will look to their elected representatives for leadership and support in articulating their concerns and taking action to resolve their difficulties. Elected representatives also have a very important role in giving credible information and advice to the community.

Through their normal duties, elected members give their organisations strategic direction and decide policy. They have duties to ensure that functions are carried

out effectively, efficiently, economically and legally. They will, ultimately, authorise actions affecting their organisation's functions. Therefore, they will need accurate, up to date information to enable them to make well informed judgements.

Elected representatives may be involved with many aspects of community life through formal bodies, local charities and various community groups. They are a valuable source of local knowledge, help and specialist advice. Details of the potential role of elected representatives are provided at Annex 2.

Managers, in particular those from local authorities, will be aware of the administrative regime within which they work and should devise response and recovery arrangements that suit their authority and its structures. For example, a local authority might formalise its delegation to senior managers or make arrangements to establish a small 'emergency committee' to deal with the immediate and urgent needs of an emergency. It may be helpful, in preparation, to explain to elected members the nature of emergency response, recovery, communications routes and their role in supporting their communities' recovery.

Working with agencies outside the Resilience Partnership

In light of the cross-cutting nature of recovery it is likely that the range of participants will include those that have a limited role in the RP's activities in preparation. They may include organisations such as Scottish Enterprise, Visit Scotland/Tourist Boards, Chambers of Commerce, Scottish Natural Heritage and many community groups, voluntary organisations, faith communities and individual businesses.

Local authorities should lead recovery. They are skilled and experienced in multi-agency working and aligning the aims of disparate organisations to achieve common objectives. By building the initial recovery activities on the RP's flexible and adaptable arrangements the activities of organisations that are not normally involved in public policy making can be integrated and co-ordinated. This will have benefits both for the overall recovery effort and for the organisation involved by improving communications, co-ordinating joint work and obviating the duplication of effort.

RPs' management structures allow for the effective integration of the recovery activities of external supporters and providers. Ideally they should work closely with the groups established by the RP that align with their functions and build upon existing networks and awareness of roles or, at the very least, bring together people who have a common understanding of the issues to be addressed.

Community engagement

Effective engagement and liaison with affected communities is significant in determining the success of response and recovery. The establishment of a Community Recovery/Liaison Group can promote closer working between responders and those affected. It is also important that, where appropriate, the community should be enabled to determine and undertake its own recovery.

The public will accept and make allowances for a period of disruption for a short time. Responders will be under pressure to restore any services interrupted by the incident as quickly as possible. Expectations will rise as time progresses and responders will need to demonstrate that they are coping and in doing so build public confidence.

A public meeting should be considered at an early stage. Having separate meetings for affected residents and businesses can be particularly useful, bearing in mind their differing information requirements. Any meeting should be as structured as possible and include presentations on the current situation. It should involve senior representatives from all the agencies involved, able to answer questions authoritatively. These senior representatives would preferably be involved in the RP response and be clear about the agreed multi-agency strategy, action plan (if established) and public information messages. A public meeting can allow people to air their concerns and opinions, help them to come to terms with the consequences of the emergency and allow them to identify their priorities for recovery. Depending on the nature of the incident, the inclusion of representatives from local faith communities and other relevant groups can often be a key link to minority groups, especially where there are language difficulties and sensitivity issues.

One effective method for engaging with the community during recovery is establishing humanitarian assistance centres (HACs)[4] or other drop in centres to allow the public access to information and assistance on the whole range of problems that they may be experiencing. These may be based in the communities that have been affected and/or where residents have been relocated. Consideration might be given to the use of mobile units if other facilities are rendered unusable. In a wide area incident, facilities in a central location easily accessible by public transport might be established. Staff from a range of different agencies should be available (locally or by dedicated contact) to answer questions and advise. The centres should remain in close contact with sub-groups dealing with specific issues. It is important to ensure that an approach to any member of the RP, at any place, can be directed to those most able to respond.

Category 1 responders have many local partnerships dealing with a variety of matters of community interest. Local groups might deal with matters such as community planning, community safety, community health, sport and leisure or a

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4 See Preparing Scotland - Guidance on caring for people affected by emergencies

wide variety of other topics. They will have established local networks and processes that can be utilised to support recovery by informing, advising and canvassing community opinion.

Ad-hoc, neighbourhood forums or groups may be established to enable engagement with discrete parts of the community and reflect their particular characteristics and social structures. Neighbourhoods could choose their own natural leaders to represent their interests.

The affected community's elected representatives have a role as a conduit for information between their communities and local responders. As civic leaders, they are involved with many aspects of community life and can provide a focus for gathering community concerns, as well as providing a mechanism for responders to provide information for the public. Therefore, their inclusion in community initiatives is important.

The benefits of a perceived 'good' response can be undermined by poor recovery management. The reconstruction and restoration of amenities and normal services needs to be managed effectively and transparently, and to demonstrate the consideration given to the wishes of the community.

Expenditure and record keeping

The costs to responders of performing their functions (any power or duty whether conferred by virtue of an enactment or otherwise) to support recovery following an emergency may be significant. Responders should ensure that competent financial systems, cost control and cost capture protocols are established. Contemporary evidence of sound financial management will be required for cost assessment, cost recovery from third parties, payment and audit purposes.

Those managing response and recovery from emergencies should seek to recover their costs from those responsible, where they can be identified.

The Scottish Government may provide financial support under the Bellwin Scheme. The scheme allows Ministers to make additional revenue support available to local authorities to assist with the immediate and unforeseen costs in dealing with the aftermath of emergencies. It is a discretionary scheme, which exists to give special financial assistance to local authorities faced with an undue financial burden as a result of providing relief and carrying out immediate work due to large-scale emergencies. Further details can be found at [Bellwin Scheme](#).

It is important for Local Authorities to communicate with the Scottish Government, usually via SGoRR in the event of exceptionally severe emergencies. The Scottish Government might consider other means of supporting local recovery in addition to

any revenue support provided by the Bellwin Scheme. These arrangements are intended to offer a degree of assurance to local authorities that the Scottish Government will provide as much support and assistance as possible, as it has done following emergencies such as those related to severe weather.

Some UK Government Departments with functions exercisable in Scotland may consider providing funds in exceptional circumstances. Scottish Government will despatch Liaison Officers (SGLOs) to work with the RP following an emergency. SGLOs will have access, through SGoRR, to those in Government who can advise if sources of funding will be made available.

RPs' generic arrangements should consider finance and expenditure in both response and recovery. It is important for RPs and their partners to:

- establish protocols and systems for record keeping to facilitate the allocation of costs for multi-agency activity or where one responder supports another
- assist the insurance industry, particularly loss adjusters, with the provision of information to expedite claims
- put in place effective arrangements for dealing with, and accounting for, the distribution of public or other donations (for example, by establishing trusts and trust funds).

The RP and local responders will be aware that comprehensive and accurate record keeping is paramount. The responses to issues will be on public view, there will be a requirement to prepare reports for regulatory bodies and there is the potential for subsequent inquiries or litigation. Accurate records will also help in the identification of lessons for the future. Each responder should keep its own records and the RP should keep records of its activities and share them with its partners.

Debriefing and review

Debriefing and identification of lessons or action points can be an important part of the recovery process. It is also important to ensure that a continuous evaluation of the recovery phase takes place and that any issues identified are captured and acted upon. A formal debriefing process will identify issues from all partners involved in the recovery process. Consideration should also be given to obtaining views from those affected and their communities (residents and businesses).

After an emergency, responders should follow the National Debriefing and Lessons Identified Protocol to capture any issues identified, recommendations to be implemented and planning assumptions to be reviewed and to amend their arrangements accordingly[5]. It would be helpful for the reports to be passed to the

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[5] See Preparing Scotland Section 2, Chapter 4, Para 4.32 – 4.34

Scottish Resilience Development Service (SCoRDS), which has a role in debriefing Scottish Government and sharing any lessons identified to build resilience in Scotland.

Debriefing may be carried out at different stages in the recovery, when certain 'recovery milestones' are achieved or a certain period of time has elapsed. There should be a continual process for debriefing throughout the recovery phase.

Training and exercising

Recovery activity is based on the day to day roles of the RP partners. The needs for effective decision making and co-ordination across a number and range of organisations requires aware and knowledgeable managers.

Managers and staff who will implement emergency arrangements require additional training to prepare them for the special circumstances experienced during an emergency and for any extra dimensions to their role. It is pointless making preparations if those who will implement them are unaware of their role and have not trained to perform it in recovery. It is therefore essential for those involved following an emergency to train and be aware of the issues they may have to face. The roles of the various groups established by the RP are consistent in response and recovery but the circumstances under which functions are performed differ. RPs should, therefore build the special circumstances of recovery into their groups' training and exercising programmes.

Recovering From the Impacts of Emergencies

Assessing the impacts of an emergency

Emergencies affect communities in a wide variety of ways. To understand the scope and scale of recovery, managers will need to understand who is affected and how the emergency has affected them.

The impact of an emergency is not limited to those directly involved. Others, for example, onlookers, families and friends of victims, response and recovery workers and a wider community, may also be affected. Neither is it simply the physical infrastructure that may need to be restored. Consideration will also have to be given to the social infrastructure, economy and environment that sustains a community.

To understand how emergencies affect individuals and their communities – and thus prioritise and scope the recovery effort – it is important to consider how emergencies impact upon them. The framework, illustrated in Figure 1 below, can be used as an aid to understanding impacts and the steps that may be taken to mitigate them. It describes four interlinked categories of impact. The nature and salience of the impacts will depend on the scale and severity of an emergency.
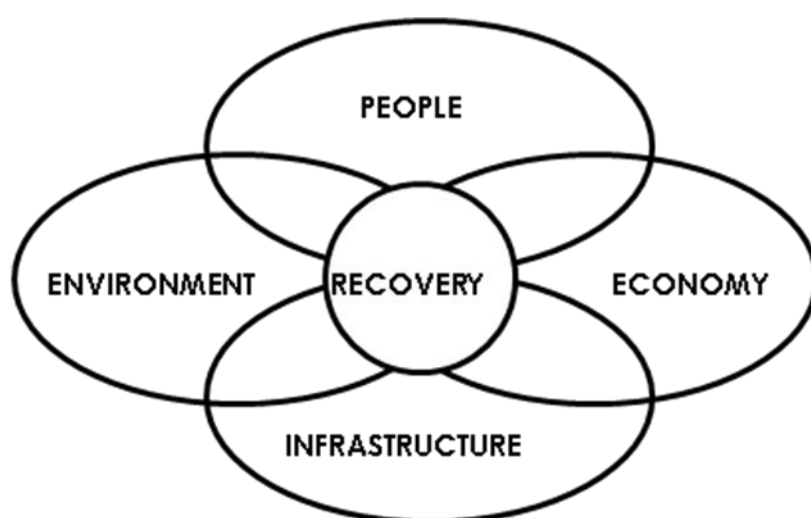

Figure 1 Framework for understanding the impact of emergencies

The table below lists examples of broad considerations to be made in each of the four categories referred to above. It is not a comprehensive analysis of potential impacts which will be determined by the particular circumstances of any emergency.

People	Physical impacts (including individuals' health, housing, financial needs)
	Psychological impacts (personal and community)
	Deaths
	Community displacement
	Community cohesion
Economy	Economic and business impacts
	Employment
Infrastructure	Disruption to daily life (e.g. educational establishments, welfare services, transport system)
	Disruption to utilities / essential services
	Damage to residential, industrial and public property and security of empty buildings
Environmental	Pollution and decontamination
	Waste
	Natural resources and habitats

Impact assessment involves the systematic and co-ordinated collection, interpretation and sharing of information about the overall size and scale of the impacts of an emergency. The RP's management structure and communications infrastructure will facilitate this. The initial impact assessment will be made using these arrangements and the expertise of the functions involved.

To be effective, impact assessment requires a pre-determined strategy, which should include a combination of physical inspections and contacts relevant to the event.

A key aspect is establishing the limits of the affected area. For a long duration event such as flooding, an iterative process involving sharing initial assessments with those who can clarify and update data can be achieved through the RP partnership, its sub-groups and their networks. Links with local elected representatives, community councils, voluntary organisations and community groups could be used to build a comprehensive picture of the impacts. Initial reports should clearly indicate the areas for which reports have not been received and any communications difficulties being experienced.

Where communications are poor some form of reconnaissance may be required. This may be supplemented by aerial reconnaissance where necessary and national resources may be requested.

It is important to carry out a community impact assessment as soon as possible. It should include businesses, as their circumstances can have a significant impact on the community as a whole. However, the needs of businesses may differ from residents, so it may be appropriate to separate business and the wider community impact assessments in determining integrated work programmes. The assessments will inform the RP in setting its strategy within the constraints of the resources available. As part of the assessment process, the businesses that can best contribute to community recovery should be prioritised.

Impact assessment should adapt and feature in recovery management and strategy setting until it can be demonstrated that further action is unnecessary.

Recovery Strategy

It is important that a clear recovery strategy is developed and agreed as soon as possible after the onset of an emergency. The recovery strategy should draw on the impact assessment and could include some, or all, of the following:

- early consideration of opportunities for longer term regeneration and economic development
- the involvement and co-operation of the community and all relevant agencies;
- development of a concise, balanced, affordable recovery action plan that can be implemented quickly
- transport networks brought back into use as soon as practicable
- infrastructure and utilities recovery is co-ordinated and achieved with minimum delay
- a proactive and integrated framework for personal care is established
- a proactive and integrated framework of support for businesses is established
- physical restoration of all affected areas allows for potential future uses
- environmental protection and recovery issues are co-ordinated
- a proactive and integrated framework for public communication (public information, media relationships, etc.) is established
- keeping detailed and auditable records all activity and expenditure
- sources of potential funding are identified and maximised (including engagement with insurers)
- establishing effective arrangements for community involvement and liaison (including as appropriate - community councils, local authorities, Scottish and UK Governments).

Milestones

As part of the recovery strategy, it is recommended that milestones are identified and agreed. The community should be involved in establishing these targets. Milestones provide a means of measuring progress and may assist in deciding when specific recovery activities can be scaled down.

Suggested milestones could include some of the following:

- demands on public services (including health) returned to normal levels
- utilities are fully functional
- schools are fully functional
- transport infrastructure is running normally
- local businesses are trading normally
- tourism in the area has been re-established.

Annex 1   Outline description of potential sub-groups active in recovery

Community Recovery/Liaison

Purpose	*Membership*	*Role*
To canvas community concerns, feelings and initiatives and assist in informing the wider community of actions proposed. Assist in impact assessment of affected community.	- Lead: local authority - appropriate RP representatives - local authority members - community council representatives - residents associations - tenants associations - local schools - local businesses - community health, safety, planning networks - community groups (including religious/faith groups and voluntary organisations).	- Canvas community concerns, feelings and initiatives and bring these to the attention of the RP - assist in informing the wider community of proposals for recovery; - engage the community in the recovery process - consider the community's interests in the context of overall recovery aims and objectives, including the choice between 'normalisation' and 'regeneration'.

Care for People

Purpose	*Membership*	*Role*
- To co-ordinate the provision of full range of practical, and personal, assistance and support for those directly or indirectly affected by the emergency. - Enable the community easy access to the required support/assistance. - Bring together all agencies with a role in caring for people.	- Lead: local authority - local authority services (e.g. social care, children, adults and housing services) - health services (e.g. primary care, mental health services) - police (family liaison co-ordinators) - utilities - transport operators and their care	- Advise and inform the decisions of the RP - implement the RP's strategies by co-ordinating its members' activities and integrating them with other functions' activities - deliver services through its members' staff working at an operational level.

	teams
	• occupational health and staff welfare
	• voluntary organisations
	• faith communities
	• other organisations with a role in caring for people (e.g. housing associations
	• private/commercial carers.

Environment and Infrastructure

Purpose	*Membership*	*Role*
Use expertise (and monitoring data) to give viable options for clean-up, repair and replacement. Liaise closely with stakeholders.	• Lead: local authority • Local authority and its service specialists • Scottish Government • site owners and insurers • health and safety advisors • SEPA • Maritime and Coastguard Agency for pollution response and environmental clean-up • scientific specialists including (if necessary) the Government Decontamination Service • regulators • food and water supply specialists • public utilities • community representatives.	• Develop a preferred remediation strategy for approval by the RP to cover cleaning, repair, replacement or regeneration of the physical infrastructure and clean-up of the natural environment to an agreed state • review integrity of key assets and prepare strategy for reinstatement where required • to implement the RP's strategy.

Public communications Group

Purpose	Membership	Role
• To develop an audience based communications strategy based on RP recovery strategy(ies) as an extension of the work of public communication in the immediate response • Ensure that the public and media are fully informed and consulted • Advise and inform the communications output of all other sub-groups • Address local, regional and national communication issues • Allow communities to make informed decisions.	• Lead: subject to local arrangements • communications practitioners from all local responders (press officers, webmasters, direct communications and marketing, and internal and stakeholder communications, etc.)	• Advise and inform the discussions of the RP • prepare strategic advice on public communications • identify key groups and individuals affected by emergency, response and recovery • develop a co-ordinated communication plan • prepare joint messages/statements; • establish communication facilities • manage the media relations process.

Scientific and Technical Advice

Purpose	Membership	Role
To co-ordinate and provide specialist scientific and technical advice including on public health and the environment.	• Lead: NHS Board - director of public health or consultant in public health medicine • local authority - senior environmental health representative • fire and rescue service - HAZMAT officer, or scientific adviser if available	• Advise and inform the discussions of the RP by providing authoritative information and advice on the risk assessment of health and environmental hazards • co-ordinate with all the relevant specialist advisers through a single

	locally	group
	• lead responder - liaison officer (usually from the police)	• provide agreed recommendations on risk management action
	• media and communications officer;	• provide co-ordinated risk communication messages
	• Health Protection Scotland - consultant	• confine the main discussion on such issues within the STAC itself (rather
	• SEPA - liaison representative.	than at the main co-ordinating group meetings).

Finance and Legal

Purpose	*Membership*	*Role*
To assess the financial and legal implications of the emergency and provide advice to the RP, its partners and those affected.	• Lead: local authority • senior finance and legal officers from RP partnership and other organisations involved.	• Advise and inform the discussions of the RP • explore different streams for financial aid • seek authority to incur expenditure • monitor all recovery expenditure and report to RP on allocation and recovery • consider any litigation, criminal, or public inquiry issues • provide advice and guidance on the establishment and management of disaster funds and trusts.

Business and Economic Recovery		
Purpose	*Membership*	*Role*
• Assess the economic implications for the affected area and provide assistance • Enable businesses affected by the emergency to resume trading as soon as possible.	• Lead: local authority • SG Directorates (as appropriate) • UK Government Departments (as appropriate) • Local business forums / networks • Chambers of Commerce • Learning and Skills Council • local tourist board • trades 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.	• Advise and inform the discussions of the RP by devising an economic recovery strategy that takes account of any longer term strategic regeneration and economic development opportunities in the affected area • support affected businesses • engage with those able to provide grants and financial support for recovery/regeneration.

ANNEX 2 - The Role of Elected Representatives in recovery

Throughout the emergency, elected representatives will need to be aware of the impacts on the community and their normal role in the effective management of service provision. Their role will have an increased salience as:

- A focus for community concerns
- The public face of their organisation at the local level
- Identifying problems and vulnerabilities of their community that may require priority attention and feeding them back to the relevant recovery group
- Explaining the reasons for decisions taken in dealing with recovery
- A knowledge of local personalities and resources
- Encouragement and support to recovery teams working within their community
- Enhancing local community liaison and engagement
- Visiting people affected to be a listening ear and to give them reassurance
- Consider, at an early stage, recommendations from the RP on the strategic choice between 'normalisation' and 'regeneration' of the affected area
- Assisting with public communications in close liaison with the public communications group
- Assisting with VIP visits
- Liaising with other elected representatives (MPs/MEPs/other local authorities' representatives, etc.)
- Assisting (and possibly chairing) debrief sessions with the community
- Revising business plans and strategies to take account of changed circumstances

There may also be occasions where the standing of an elected representative in the community leads to them being asked to assume responsibilities that lie beyond their formal role, for example, being formally involved with the management of trust funds.