

**Belfast Resilience**

# **Recovery Plan**



**Draft 1**

**02/09/2008**

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## Introduction

### Belfast Resilience

1. Belfast Resilience is a local Resilience Forum looking at integrated emergency planning for the Belfast City Council Area. It involves nearly 50 different organisations from the public, private and voluntary sectors and in excess of 90 people are involved at different levels.
2. Belfast Resilience has a Steering Group and a Planning and Development Group which incorporates the Chairs of ten Working Groups. It has adopted and works to the guidance of the Civil Contingencies Act and the Northern Ireland Framework.
3. In April 2005, the Steering Group agreed the formation of a Working Group on Recovery. The remit of this group was to produce a Generic Strategic Plan on Recovery as well as a number of specific plans dealing with particular issues. This is the Strategic Plan that has been developed by and agreed between members of the Belfast Resilience Recovery Working Group and in consultation with a wide range of organisations who may be involved in the Recovery process. The members of the Recovery Working Group are:

Jonathan Brice (Chair)	Belfast City Council
Gerry Donnelly	Belfast City Council
Fiona Nutt	BCC Building Control
Richard Hill / Kevin Meenan	Dept of Social Development
Colin Wilmont Bernie Kelly	Belfast Health & Social Care Trust
Carole Johnston	NIHE
Jacqueline Irwin	Community Relations Council
Arthur Davidson (Dep Chair)	PSNI
Marie Smith	Belfast Area Partnership Boards
Huw Morgan	MoD
Geraldine Duggan / David Dornan	Belfast City Centre Management

For further information please contact the Chairman - Mr Jonathan Brice at Belfast City Council on 02890 270565.

## **What is Recovery?**

4. Recovery is defined as the process of restoring and rebuilding the community in the aftermath of a major emergency / incident. Recovery of individuals and communities is a long-term complex process requiring a multi-agency approach. The management of recovery is best looked at from a community development perspective and is most effective when conducted at the local level with the active participation of the affected community. The plan will allow for liaison with other organisations, participation in joint ventures and working with individual communities affected determining needs and wishes. For its purposes, the Recovery Working Group have defined "Community" in its widest sense to cover both geographical communities such as neighbourhoods, districts or indeed the whole of Belfast as well as communities of interest such as the Business Sector.

## **Recovery Strategy**

5. At the start of the recovery process, it is vital that a clear recovery strategy is developed and agreed. The recovery strategy could cover some or all, of the following key objectives:
  - An Impact Assessment (covering impacts on residents, businesses, infrastructure, environment, etc) is carried out as soon as possible and is regularly 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 on monitoring and protection of public health.
- Utilities (e.g. water) and transport networks are brought back into use as soon as practicable.
- A pro-active and integrated framework of support to businesses is established.
- All affected areas are restored to an agreed standard so that they are 'suitable for use' for their defined future purposes.
- Environmental protection and recovery issues are co-ordinated.
- Information and media management of the recovery process is co-ordinated.
- Effective protocols for political involvement and liaison are established.

## **Targets**

6. As part of the recovery strategy, it is recommended that various targets / milestones for the recovery are established and agreed. The community should be involved in establishing these targets. These targets provide a means of measuring progress with the recovery process, and may assist in deciding when specific recovery activities can be scaled down.

Suggested targets / milestones could include some of the following:

- Demands on public services returned to normal levels (including health)
- Utilities are again fully functional

- Transport infrastructure is running normally
- Local businesses are trading normally
- Tourism in the area has been re-established.

### **Purpose of the Plan**

7. To provide practical multi agency emergency planning arrangements that will facilitate the effective recovery from an emergency incident affecting the City of Belfast. The Recovery Plan aims to set out the strategic responses of the various agencies & bodies to incidents that require multi agency recovery coordination in relation to the Belfast area.

### **Development of the Recovery Plan**

8. By necessity, this will be a fluid generic document, requiring updating on a regular basis and in response to changes and developments under the NI Civil Contingencies Framework. This generic plan will be supplemented by a number of appendices (see page three) relating to specific activities or areas of work.

### **Objectives of the Recovery Plan**

9. The objectives.
  - To summarise and collate the key plans and procedures produced by Belfast Resilience Recovery Working Group, which would be activated in the aftermath of a large scale incident occurring in Belfast which necessitates the restoring and rebuilding of the community.
  - To give an overview of the Recovery response to ensure clarity, transparency and understanding within Belfast Resilience Forum.

- To outline the roles and responsibilities of the different responding agencies under the plan.

## **What is an “Emergency”?**

10. For the purpose of this plan the definition of an Emergency is as described in the Civil Contingencies Act 2004 Part 1, Local Arrangements for Civil Protection:

### **“Emergency”**

- a. An event or situation, which threatens serious damage to human welfare in a place in the United Kingdom
- b. An event or situation which threatens serious damage to the environment of a place in the United Kingdom or
- c. War or terrorism which threatens serious damage to the security of the United Kingdom.

For the purposes of subsection (a) an event or situation threatens damage to human welfare only if it involves, causes or may cause

- loss of human life,
- human illness or injury,
- homelessness,
- damage to property,
- disruption of a supply of money, food, water, energy or fuel,
- disruption of a system of communication,
- disruption of facilities for transport, or
- disruption of services relating to health

## **Examples of Emergencies covered by the plan**

11. The Recovery Plan is strategic and generic in nature and is designed to be sufficiently flexible to be used and adapted in a number of situations. It does not set out strict procedures but suggests protocols

that may be useful or issues that may need to be explored in a varied of situations including:

- Industrial Accidents & Environmental Pollution
- Transport Accidents
- Severe Weather
- Human Health
- Animal Health
- Structural Accidents
- Public Protest
- Industrial / Technical failure

### **Emergencies not covered by the plan**

12. Certain organisations will already have well developed plans in place that cover all or part of the recovery process. In such circumstances, the Belfast Resilience Recovery Plan will not be activated except by a request from or after consultation with such organisations. For example, Belfast City Airport has in place plans for dealing with a major incident at the Airport. The Belfast Resilience Recovery Plan would not be activated unless by request of or after consultation with the Airport.

### **Categories of impact**

13. Emergencies can impact communities in many ways depending on the scale and type of the emergency. There are four main categories of impact that communities will need to recover from and the required response if any will depend largely on the scale nature and severity of the emergency event. These categories are:

#### **Health**

Death, Physical Injury, Psychological trauma, Clinical health services, Environmental Health advice, Vaccination programmes.

## **Social**

Educational Services, Welfare Services, Transportation, Utilities /  
Essential Services: Water, Electricity, Fuel, Sanitation, Waste, Housing,  
Displacement, Public displacement and disorder.

## **Economic**

Personal needs: Emergency Payments, Benefits, Insurance, Business  
needs, Infrastructure, restoration, the wider economy.

## **Environmental**

Waste and pollution, The Built Environment – repair, reconstruct,  
relocate?

The Natural Environment / Resources Bio Diversity and Eco Systems.

## **Who might be involved in the Recovery Phase?**

14. The agencies and organisations required will vary according to the type,  
nature and intensity of the incident but may include: -

- Health Organisations such as Belfast Health and Social Care Trust
- Voluntary Sector such as the Red Cross or Society of Saint Vincent de Paul
- Emergency Services such as the PSNI
- Government Departments & their Agencies such as Department & Social Development and the Northern Ireland Housing Executive
- Local Government
- Utilities such as BT
- Site and Industrial Operators such as The Port of Belfast

A full list of organisation that may be involved, along with an indication of  
their potential roles and responsibilities can be found in Appendix One.

## The Recovery Plan

### The Activation Procedure

15. In most cases recovery or at least preparation for recovery will have already begun. Organisations involved in the recovery may begin the process unilaterally, in response to immediate need, and where a multi agency response is required this will then evolve with the lead coordinator, usually the Local Authority bringing the relevant organisations together. In the case of smaller scale emergencies or incidents where recovery is expected to take place over a shorter period of time it may be agreed by the agencies concerned that only this level of coordination is required. In the case of larger or more serious incidents a greater level of coordination will be required and a Multi Agency Recovery Forum (MARF) will need to be established. In this case the official activation will take place when the lead responder or co-ordinator of the major incident, gives instructions for the Multi Agency Recovery Forum (MARF) to be established. The aim of this forum will be to provide a strategic overview of the management of the recovery and ensure there are no fundamental gaps between the services being made available and the requirements of the community. The Lead Responder or Co-ordinator will be responsible for calling the first meeting of the MARF.

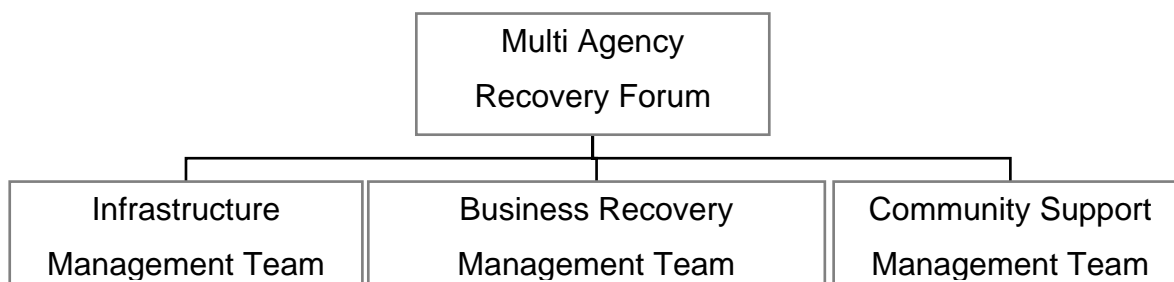
A grid has been drawn up indicating who the Lead Responder or Co-ordinator of the initial emergency response may be and a copy of this can be found at Appendix One of this document.

Using the grid at Appendix One, the Lead Responder or Co-ordinator would undertake to initially call all the relevant agencies and organisations together for the first Recovery Forum meeting. The aim of the first meeting would be to:

- Agree the Chair of the Recovery Forum. It is likely that the Lead Responder or Co-ordinator would initially take and hold the Chair until resolution of the acute phase.
- Decide which other agencies and organisations need to be involved.

- Decide on working procedures for the Forum (i.e. how often they should meet, where, secretariat, agenda etc).
- Put in place the appropriate reporting mechanism, linkages, information and communication channels and
- Set priorities (including the establishment of the sub groups below).
- At some point, after the resolution of the acute phase and as the recovery process progresses, the chair of the MARF may change. A handover procedure should be in place to facilitate this. (See Appendix Two.) Handover will only occur when:
  - The incident is contained and there is no significant risk of recurrence.
  - Public safety countermeasures in place and working effectively.
  - No significant issues remain to be resolved from the acute phase
  - All the members of the MARF are in agreement.

Once the MARF has been convened its members will assess the situation and direct and coordinate resources accordingly to effectively facilitate the recovery of individuals and communities affected by the emergency. Depending on the nature and effect of the emergency the MARF may decide to form one or more of three subgroups.



The Sub Groups will coordinate the delivery of practical support to the affected community within their own area of responsibility, taking instruction from and reporting to the MARF on a regular basis. Possible membership of these groups can be found at Appendix One.

## Terms of Reference for Recovery Groups

### 16. Multi Agency Recovery Forum (MARF)

#### a) Purpose

- The strategic decision making body for the recovery phase. Able to give the broad overview and represent each agency's interests and statutory responsibilities
- Provides visible and strong leadership during the recovery phase
- Takes advice from the Sub-Groups, decides the strategy and ensures implementation of the strategy and the rebuilding of public confidence
- Ensures the co-ordination and delivery of consistent messages to the public and media.

#### b) Role

- To feed in recovery issues to the lead coordinator of the response,
- To decide the overall recovery strategy, including communications, clean up, health, welfare, economic and business recovery
- Ensure that relevant stakeholders, especially the communities affected, are involved in the development and implementation of the strategy
- To establish appropriate Sub-Groups as required by the emergency.
- To produce an impact assessment on the situation
- To co-ordinate the recommendations and actions of the Sub-Groups and monitor progress
- To monitor financial matters and pursue funding and other assistance.

- To agree exit strategy criteria and timescale
- Decide the final “state” of the physical infrastructure and natural environment affected by the emergency
- Deal with other issues that fall outside the scope of the working groups
- To provide reassurance to the public and to minimise fear and alarm.

**c) Issues**

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

**17. Infrastructure Group**

**a) Purpose**

- Use expertise (and monitoring data) to give viable options for cleanup, repair and replacement. Liaise closely with stakeholders.

**b) Role**

- To develop a preferred remediation strategy for submission to, and agreement by the MARF, to cover cleaning, repair or replacement of the physical infrastructure and clean up of the natural environment to an agreed state
- Review integrity of key assets and prepare strategy for reinstatement where required

- To implement the agreed strategy(s).

### **c) Issues**

18. The Infrastructure Management Team may look at issues such as
- Restoration of Utilities
  - Site Clearance (Road Clearance, removal of large rubble and / or large amounts of rubble, clearance of debris and destroyed property from homes & businesses)
  - Waste management
  - Site Surveying and damage mapping
  - Security issues (damage to property, securing homes and businesses, regulation of Tradesmen)
  - Environmental issues (water & air pollution, wildlife and green areas)

## **19. Business Recovery Group**

### **a) Purpose**

- Assess the economic implications for the affected area and provide assistance
- Enable businesses affected by the emergency to resume trading as soon as possible.

### **b) Role**

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

### **c) Issues**

20. The Business Recovery Management Team may wish to look at issue such as:
- Business PR

- Rebuilding Business confidence and attracting businesses back to an area
- Relocation of existing business
- Business Support
- Employee Support

## 21. **Community Recovery Group**

This is a group drawn from the wider community

### **a) Purpose**

To reflect community concerns, feelings and initiatives and assist in informing the wider community. Assist in Impact Assessment of affected community.

### **b) Role**

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

- Reflect community concerns, feelings and initiatives and bring these to the attention of the MARF
- Assist in informing the wider community of discussions and progress of the MARF
- Liaison with the business community and taking their concerns to the Business Recovery Group
- Engaging the community in the recovery process.

### **c) Issues**

22. The Community Support Management Team may wish to look at issues such as

- Community Assistance Centre
- Welfare & Hardship issues
- Housing

- Community Development
- Health issues
- Emotional Support
- Disaster Funds
- Memorials

## **Guidance for Recovery Group Chairs**

23. Chairs of the MARF and Sub-Groups need to facilitate and co-ordinate the operation of agencies involved in the recovery operation within their Group / Sub-Group. In order to achieve this, they should:
- Appoint a Recovery Co-ordinator / Secretariat to support the Group / Sub-Group
  - Appoint a deputy
  - Consider membership of the group
  - Consider security clearance issues if terrorist incident
  - Fully understand the remit of their role and educate members of the group, including ensuring adequate training (which may include 'mentoring' from agencies who have gone through similar emergencies in the past) is provided if required
  - Ensure the group is aware of the full recovery structure, i.e. what groups are in place and their remits
  - Assign a communications lead within each Sub-Group
  - Ensure action planning and reporting mechanisms are in place to provide regular reports on recovery operations to the MARF and other relevant Sub-Groups, and to any other organisations and government agencies that have a role or interest in the recovery process
  - Identify areas where decisions need to be made beyond existing policies and procedures, and advise on recommended options to the MARF (for onward transmission to others as necessary)

- Disseminate information so that all concerned are aware of the steps being taken during the recovery process. For each decision made or piece of information produced / received, consider:
  - What might be the ripple effect of this 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 someone else need to carry out an action?
- Provide a debrief report at the closure of the Group / Sub-Group detailing the expenditure committed, actions taken, lessons learnt, and any recommendations.

## **MARF De-escalation**

24. As previously outlined the MARF is a structure engaged as the result of a declaration of a major emergency. It is a crisis management structure and whilst it is focussed on shadowing and following on from the emergency response it is not intended as a permanent structure, rather as a facilitation provision until “normal” responses can be enabled. As such the chair of the MARF and any chairs of sub-groups need to progress the handing over or gradual reduction of activity to other non-crisis management structures i.e. Mainstream or normal agency activity. It is recommended that this is a standing item on any meeting agenda.

As with the handing over process from emergency to recovery phase e.g. Chief Constable to Chief Executive, it is important that the MARF or sub-group can quantify what has been done, what still needs to be done in the short term, and that there is a clear understanding of roles and responsibilities. This de-escalation process may result in a gradual reduction of coordinated activity both in meeting frequency and/or group availability, to the reduction in the number of participating agencies. It is the chair of the MARF's responsibility to oversee this

process in consultation with other MARF members and sub-group chairs. No sub-group will terminate without the permission of the Chair of the MARF.

It is important to state that the reduction or termination of activity of the MARF does not imply that recovery activity has terminated but that this activity is best served by other structures or through single agencies.

## **Training and Validation**

25. All organisations should ensure that their relevant staff are familiar with the plan and be appropriately trained for the effective implementation of the plan's requirements. Success relies upon smooth multi agency working and joint inter-organisational training and exercising which should mirror prospective partnerships.

## **Review**

26. The Recovery phase of an emergency can in some cases be a long and protracted process and it can be difficult to identify a time when the Recovery process actually ends. In some cases memorials or charitable funds may continue for many years. It is however important that the procedures adopted during Recovery are regularly reviewed and that a comprehensive debrief after incident or exercise is carried out between all the agencies involved. Any lessons learned should be incorporated into the amended Recovery plans.

## Record of Changes;

### 27. Recovery Plan Development

Version	Date	Description
Consultation Document in advance of first version.	08/09/06	Document produced for comment Recovery Working Group, Belfast Resilience.
Version One	30/10/06	Decision to divide Recovery into three sub groups incorporated.
Version Two	08/12/06	Basic generic plan plus detailed Appendices.
Version Three	30/05/07	Adoption of proposed National Recovery Working Group topics into Appendices
Version Four	31/03/08	Review of Belfast Resilience structure
Draft One	02/09/08	1 <sup>st</sup> Draft Complete