

A9 Appendix H – Recovery and Restoration Guidance

A9.1 Introduction

A9.1.1 Emergencies and disasters disrupt communities. They may be caused by essential services or technological failures, the extremes of nature, exotic diseases, acts of violence, human action or any other event. It is in this environment and the accompanying conditions of physical, psychological and economic restoration that recovery and restoration is conducted. It is a coordinated process of supporting disaster affected communities in the reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical well-being.

A9.1.2 Community Recovery and Restoration is, however, more than simply the replacement of what has been destroyed and the rehabilitation of those affected. It is a complex social and developmental process rather than just a remedial process. The manner in which recovery and restoration processes are undertaken is critical to their success. Community Recovery and Restoration is best achieved when the affected community is able to exercise a high degree of self-determination.

A9.1.3 This document provides an overview of the physical, psychological and economic effects of emergencies and disasters on communities, as well as of the interventions that establish the environment in which recovery and restoration services are delivered.

A9.2 Recovery and Restoration – Purpose, Principles and Concepts

Purpose

A9.2.1 The purpose of providing recovery and restoration services is to assist the affected community towards management of its own recovery and restoration. It is a recognition that where a community experiences a significant emergency or disaster there is a need to supplement the personal, family and community structures which have been disrupted.

Principles

A 9.2.2 The principals of disaster recovery and restoration are:

- Recovery and restoration from disaster is an enabling and supportive process, which allows individuals, families and communities to attain a proper level of functioning through the provision of information, specialist services and resources.
- Effective recovery and restoration from disaster requires the establishment of planning and management arrangements, which are accepted and understood by recovery and restoration agencies, armed forces (if deployed) and the community.
- Recovery and restoration management arrangements are most effective when they recognise the complex, dynamic and protracted nature of recovery and restoration processes and the changing needs of affected individuals, families and groups within the community over time.
- The management of disaster recovery and restoration is best approached from a community development perspective and is most effective when conducted at the local level with the active participation of the affected community and a maximum reliance on local capacities and expertise.
- Recovery and restoration management is most effective when agencies involved in human welfare have a major role in all levels of key decision-

making which may influence the well being and recovery and restoration of the affected community.

- Recovery and restoration from disaster is best achieved where the recovery and restoration process begins from the moment of disaster impact.
- Recovery and restoration planning and management arrangements are most effective where they are supported by training programmes and exercises which ensures that the agencies and groups involved in the recovery and restoration process are properly prepared for their role.
- Recovery and restoration from disaster is most effective where recovery and restoration management arrangements provide a comprehensive and integrated framework for managing all potential emergencies and disasters and where assistance measures are provided in a timely, fair and equitable manner and are sufficiently flexible to respond to a diversity of community needs.

Recovery and Restoration Concepts

A9.2.3 Underpinning the recovery and restoration management principles are the following concepts, which provide the basis for effective recovery and restoration:

- community involvement,
- effects,
- minimum intervention,
- responsiveness, flexibility, adaptability and accountability,
- integration of services and
- planned withdrawal.

Community Involvement

A9.2.4 The recovery and restoration process is most effective when individuals and communities actively participate in the management of their own recovery and restoration.

A9.2.5 The involvement of the affected community in the recovery and restoration management process creates and supports community infrastructures and provides the resources necessary for successful recovery and restoration. However, recognition of the community capacity to sustain an effective recovery and restoration process will vary. Government and the wider community should compliment and supplement local recovery and restoration initiatives where appropriate.

A9.2.6 One of the most effective means of involving the community is through community recovery and restoration committees. Community recovery and restoration committees provide a mechanism through which information, resources and services may be coordinated in support of an affected community, priorities established and information regarding the progress of an affected community made available. These committees also provide a useful source of information and advice for the affected community and recovery and

restoration agencies. A Community Recovery and Restoration Committee draws its members from the wider community and will include the Parish or Town Council, tenant's groups or other relevant resident associations.

A9.2.6 The advantages of community recovery and restoration committees include:

- reinforcement of local and community orientation of the recovery and restoration process,
- recognition of the common interests of members of the affected community,
- ensuring the equitable application of resources and services,
- establishing a mechanism for the identification and prioritisation of community needs,
- overall monitoring of the recovery and restoration process and
- providing a means for identifying needs.

Effects

A9.2.7 The capacity of individuals, families and communities to restore losses and re-establish normal living patterns following emergencies or disasters will vary depending upon their own capacity, the specific circumstances of the event and its effect upon them. Consequently, assistance measures must be adapted to most appropriately meet the needs of those affected. This will require sensitivity, together with extensive consultation with affected people and communities.

Minimum Intervention

A9.2.8 The recovery and restoration management approach should be one of minimum intervention. However, recovery and restoration services and information should always be readily available within affected communities and be responsive to the range of needs evident.

A9.2.8 External recovery and restoration services and resources are provided as a support to an affected community, to be used if the needs following the event are beyond the capacity of existing services and resources.

Accountability, Flexibility, Adaptability and Responsiveness

A9.2.9 These represent four key aspects of recovery and restoration management. As with any area of public administration, accountability is an important issue. However, the most critical element of recovery and restoration management is the speed with which events may unfold and it is in this context that managers and staff working in recovery and restoration management will need to be flexible, adaptable and responsive in a potentially ever-changing environment. The need for these skills is further accentuated by the public, media and political scrutiny inherent in large-scale disasters.

Integration of Services

A9.2.10 There is a need for an effective integration of recovery and restoration services. This is the basis for a coordinated approach to recovery and restoration management. The establishment of networks and management arrangements during the planning process will ensure that any difficulties which arise throughout the recovery and restoration process will be resolved as easily as possible.

Planned/Timely Withdrawal

A9.2.11 One of the most critical aspects of the recovery and restoration management process is that of the withdrawal of outside services. If this aspect of the process is not managed successfully, the positive effect of all previous efforts may be undone. A planned withdrawal ensures community involvement, ensuring a void will not be left. This is an area in which community recovery and restoration committees have a crucial role to play.

A9.3 The Recovery and Restoration Environment

A9.3.1 The environment in which the recovery and restoration of communities is conducted is most usually one of physical damage, psychological need and financial loss, as well as the disruption caused by the response and rebuilding processes.

A9.3.2 While these effects have been dealt with in the preceding chapters, there are many other factors that affect the recovery and restoration environment. The prevailing environment is one of intense media activity, visits by very important persons (VIPs), claims on insurance policies, applications for financial assistance and the needs, desires and demands of the affected community and, in particular, special needs groups.

A9.3.3 This chapter briefly addresses each of these factors to depict the environment in which recovery and restoration management and activities are conducted.

Media

A9.3.4 During emergencies and disasters the press, radio and television have a legitimate interest in obtaining prompt and accurate information. If media access to accurate information is unduly restricted, rumour and speculation may be substituted for fact. Consequently, there is nothing to be gained by attempting to restrict media access. The media are also a vital link between recovery and restoration agencies and the public, and provide an effective means of disseminating information. It is recommended that regular and scheduled media briefings be negotiated to suit the publishing and broadcasting timetables of the media.

Visiting VIPs

A9.3.5 In addition to the level of media interest, there is also likely to be a number of visits to the affected area and a high level of interest in the recovery and restoration process from VIPs.

There are a number of issues that need to be considered by the recovery and restoration manager involved with, or responsible for hosting, such visits.

- Effective briefings should be provided. These should include accurate and up-to-date information about estimated losses, assistance programmes and financial assistance packages. This will ensure that any information relayed to the affected community or the media is accurate, reducing the risk of falsely raising expectations regarding such things as assistance measures, and reducing the risk of embarrassment.
- Briefing of any visitors should also include details about the current state of the community, including the various emotions they may be experiencing as a result of the event, as well as identification of any existing sensitivities.
- Visitors should have a clear understanding of emergency management arrangements and protocols.
- Visitors should also be clearly briefed on the potential impact of their visit and their subsequent role in the recovery and restoration process. In particular, it should be emphasised that any information provided must be accurate, as the effects of inaccurate or ill-founded information on an affected community may reinforce the impact of the event.
- In the case of a disaster affecting more than one area, care should be taken to ensure that communities are treated equally and visits are arranged accordingly.

Insurance

A9.3.6 Many people will have their insurance claims settled quickly; however, there will be a number who are under-insured, not covered for the particular loss, have let their policies lapse or are experiencing delays in settlement. It may be necessary for recovery and restoration workers to advocate with insurers on behalf of those not able to represent themselves effectively.

Financial Assistance

A9.3.7 Depending on the circumstances HM Government may provide assistance e.g. Carlisle floods.

Diversity and Affected Communities

A9.3.8 There are a number of groups with particular needs in any affected community, cultural or spiritual needs, non-English speaking people, as well as the aged and disabled. Each of these groups is likely to experience greater disruption than that of the general community.

A9.4 Recovery and Restoration Management

A9.4.1 The objective of recovery and restoration management is to provide effective and efficient coordination and delivery of programmes and services to assist and hasten the recovery and restoration of affected communities. Recovery and restoration management embraces the measures taken before, during and subsequent to any event.

A9.4.2 The information on recovery and restoration management in this section is intended for all personnel involved in emergency management, not only recovery and restoration workers and managers. It is necessary for all involved in emergency management to have knowledge of recovery and restoration management functions to achieve the necessary coordination between agencies, services, workers and managers.

Key Recovery and restoration Management Tasks

A9.4.3 Each emergency or disaster has specific recovery and restoration management requirements dependent on the physical effects and the demographic characteristics of the community affected. However, the recovery and restoration management tasks involved will fall within three classifications:

- preparedness,
- needs assessment,
- resources management.

Preparedness

A9.4.4 The recovery and restoration management tasks involved in preparedness refer to the planning tasks and development of recovery and restoration plans as well as those tasks necessary to maintain preparedness to activate those plans when required.

A9.4.5 In the main, the tasks required to maintain preparedness for activation involve:

- liaison with local and regional emergency responders,
- liaison with recovery and restoration committee and agencies,
- maintenance of preparedness for activation of recovery and restoration agency personnel (both government and non-government),
- updating of contact lists.

Needs Assessment

A9.4.6 A critical element in the management of an effective recovery and restoration programme within any community is Needs Assessment. The specifics of the event indicate different needs related to the type, size and effects of the event. The demographics of the community also greatly affect needs, as does the availability of local resources and the psychological state within the community. Consequently, initial Needs Assessments look at effects, community demography, available resources and the pre-existing psychological state of the community.

A9.4.7 Often, initial Needs Assessments are limited by the requirement to establish recovery and restoration services and only give a general indicator of needs. However, they provide a reasonable indicator of the services required. The recovery and restoration process is a rapidly and ever-changing environment, which requires the frequent and continuing assessment of community need.

A9.4.8 The sources of data to determine the needs within a community are many and varied and, again, change over time. The most likely sources for gathering needs data include police, local government, ambulance, Northumberland Care Trust and most importantly, affected persons and the local community. The Community Recovery and Restoration Committee will play an important role here.

A9.4.9 Care needs to be taken to avoid over-servicing some groups to the detriment of others.

Resources Management

A9.4.10 Resources management involves the management of all physical and human resources needed to deliver effective recovery and restoration services. Such resources include locations, equipment, vehicles, office supplies, records, finance, staff, agency personnel and volunteers.

Physical Resources

A9.4.11 Adequate physical resources are essential for recovery and restoration workers to be able to perform the tasks required of them. Management of these resources involves their continuing availability and accountability for their purchase, hire, maintenance and return.

Two of the most important tasks in resources management are avoidance of wastage and record keeping to ensure efficient cost recovery and restoration.

Human Resources are discussed in greater detail in the following section.