



CabinetOffice

Draft Strategic National Framework on Community Resilience

Consultation Document

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1. EXECUTIVE SUMMARY

1.1. This framework explores the role and resilience of individuals and communities before, during and after an emergency. Local emergency responders will always have to prioritise those in greatest need during an emergency, focussing their efforts where life is in danger. There will be times when individuals and communities are affected by an emergency but are not in immediate danger and will have to look after themselves and each other for a period until any necessary external assistance can be provided. This framework, therefore, invites individuals and communities to prepare themselves in the event of an emergency and provides examples of how to do so.

1.2. The framework is intended to provide the national statement for how community resilience can work at a local and regional level. It should be relevant to all hazards and threats, and all communities. The framework covers the drivers for this work, consultation work to date, proposed policy statement, scope, aims and timescales. It sets out the benefits of engaging in community resilience and outlines the Government contribution to this work.

1.3. The framework is intended to engage interest and facilitate discussion between central government departments and agencies, devolved administrations, emergency services, local authorities, relevant voluntary sector bodies, private sector bodies, elected members and community and faith groups. We would

welcome views on the approach outlined in the framework and the proposed programme of activity.

1.4. The establishment of this Programme does not indicate any reduction in commitment from government or the emergency services to invest resource in their statutory planning duties or when responding to emergencies. The Programme instead seeks to build and enhance the existing structures and capabilities with a contribution from interested members of the public to strengthen resilience at a local level.

Definitions

1.5. Throughout the document, resilience is defined as:

The capacity of an individual, community or system to adapt in order to sustain an acceptable level of function, structure, and identity.¹

and a working definition of Community Resilience is given as:

“Communities and individuals harnessing local resources and expertise to help themselves in an emergency, in a way that

¹ Demos Resilient Nation, 2009

*complements the response of the emergency services.*²

These definitions will be used throughout this framework and associated products.

Aims

1.6. The framework:

- Provides a set of guiding principles which invite individuals, communities and practitioners to engage in community resilience;
- Explains the desired outcomes of the programme and what success can look like;
- Facilitates dialogue between relevant partners to share good practice in community resilience and seek views on the proposed way forward;
- Sets the national direction for community resilience, outlining the proposed government contribution and how this relates to local activity;
- Outlines the roles of the wide range of public and private sector bodies involved in supporting community resilience; and
- Seeks support and ideas for further developing this work.

1.7. The aims of the Community Resilience Programme are to:

- Increase individual, family and community resilience against all threats and hazards;

- Support and enable existing community resilience, and expand and grow these successful models of community resilience in other areas;
- Support effective dialogue between the community and the practitioners supporting them;
- Raise awareness and understanding of risk and the local emergency response capability in order to motivate and sustain self resilience;
- Evaluate the success and articulate the benefits of community resilience; and
- Provide a shared framework to support cross sector, regional and local activity in a way that ensures sufficient flexibility to make community resilience relevant and workable in each local area/community.

1.8. The framework sets out a proposed programme of activity for the Government to contribute to building and enhancing community resilience in the UK. The framework and associated products are intended as a set of guiding principles, which encourage and enable people to take steps to be prepared for an emergency, and to encourage their community to do the same. The framework does not require or compel anyone to prepare at an individual level, or on behalf of their community, but it does set out the possible benefits of doing so.

1.9. The Government believes that this approach will:

- a. initiate further discussion with people (both professionals and volunteers) already

² Civil Protection Lexicon www.cabinetoffice.gov.uk/cplexicon

undertaking this work to improve our draft guidance and templates³;

- b. facilitate an exchange of ideas at a local, regional and national level;
- c. provide an explanation of the benefits of this work to gain support and engagement; and
- d. set out a framework that does not overrule or interfere with what has already been done - it is a proposed way forward, not a mandated statement of expectations for individual, communities or local emergency responders.

The Programme

1.10. The first phase of the Programme has been to speak to some people already involved in doing this work at a local level. They have provided us with a comprehensive and valuable source of advice and guidance. The second phase has used their feedback to develop this document and associated guidance and templates.

1.11. The third phase of the Programme (from Summer 2010) will deliver further projects and products requested by those we have spoken to, such as fact sheets on insurance and liability and toolkits for motivating and incentivising participation in community resilience by those not currently engaged in community emergency planning. The third phase will also include supporting and seeding local initiatives by making tools and opportunities available to communities who had not previously engaged in resilience activity.

Providing feedback

1.12. We will refine and add to these documents following consultation and welcome views on this and other aspects of the Programme on an ongoing basis. Please email us at community.resilience@cabinet-office.x.gsi.gov.uk.

³ These groups shall be known as 'practitioners' throughout the document.

2. INTRODUCTION

2.1. Although community resilience has been a part of many communities for decades, it is continually changing and evolving. While the goodwill and initiative people demonstrate on the day during an emergency is vital, people are now taking steps individually and collectively to prepare themselves in advance of an emergency actually happening. They are forming local Community Emergency Groups or using existing community networks and structures to engage with local emergency responders to ensure a co-ordinated response. In many areas, people are now taking responsibility for their own resilience and recovery, challenging decision makers in their local area to ensure that adequate provisions and preparations are made in the event of an emergency.

Purpose

2.2. This framework sets out the drivers, existing good practice, scope, aims and workstreams for a long term programme to increase the personal and community resilience of the UK population. Its purpose is to set out the proposed national framework for community resilience in order to enable individuals and communities to be more prepared and more resilient when facing emergencies and their consequences. The Programme has been designed using the results of national consultation, led by the Civil Contingencies Secretariat.

2.3. This framework acknowledges and refers to the good examples of community resilience activity seen all across the UK. It builds on the existing work done in communities with the aim of enabling other areas to use these successful models and adapt them to their locality.

Background

2.4. The National Risk Register ⁴ illustrates the kinds of risks the country as a whole faces and the potential impacts should these risks become realities. Major coastal flooding, flu pandemics, and attacks on the transport system are just some of the risks the UK is preparing for with the potential to cause significant consequences.

2.5. We rely on complex and interdependent infrastructure to go about our daily lives. Food supply chains reach across the globe and movement of people and animals create opportunities for diseases to spread quickly. Transport networks enable us to move around with relative ease and independence. Our ability to live day to day relies on these systems operating efficiently. The consequences of emergencies are demonstrated by the impacts on the infrastructure we rely on. This was most recently demonstrated in the Cumbrian floods (November 2009) where a significant number of bridges and other

⁴ www.cabinetoffice.gov.uk/reports/national_risk_register.aspx

infrastructure were lost, some of which will take years to rebuild.

- 2.6. In his reports on the floods of summer 2007⁵, Sir Michael Pitt highlighted the benefits of community resilience and recommended that the Government

“should establish a programme to support and encourage individuals and communities to be better prepared and more self reliant during emergencies, allowing the authorities to focus on those areas and people in greatest need.”

The Government accepted this recommendation and asked the Civil Contingencies Secretariat to consider what the government contribution should be.

- 2.7. The first National Security Strategy⁶, published in 2008, supported Sir Michael's assertions about the benefits of enhancing and supporting community resilience. The National Security Strategy provided a statement on Community Resilience from which following definition has been created:

*“Communities and individuals harnessing local resources and expertise to help themselves in an emergency, in a way that complements the response of the emergency services”.*⁷

This definition creates the basis for the programme principles, most importantly, working in partnership to achieve improved resilience in communities across the UK.

- 2.8. The UK Counter Terrorism Strategy 'CONTEST' sets out how the UK will work to

“reduce the risk to the UK and its interests overseas from international terrorism, so that people can go about their lives freely and with confidence.”

The strategy contains four strands: Prevent, Prepare, Pursue and Protect. This framework is most relevant to the Prepare strand. This focuses on where an attack cannot be stopped and what we do to mitigate its impact. Delivery of the CONTEST strategy relies on close and co-ordinated joint working between the agencies involved in countering the terrorist threat and the communities it can affect. This framework relies on the same principle of co-ordinated working and strong working relationships in preparing for all hazards and threats. For more information, see <http://security.homeoffice.gov.uk/counter-terrorism-strategy/>

- 2.9. The Programme outlined in this framework encourages people to think about their vulnerabilities using the information about risks placed in the public domain and to consider the infrastructure they rely on. Using this information, the next steps are for people to consider what risks they face and whether they need to take steps to prepare themselves to deal with the potential consequences of an emergency.
- 2.10. The establishment of this Programme does not indicate any reduction in commitment from government or the emergency services to invest resource in their statutory planning duties or when responding to emergencies. The programme instead seeks to build and enhance the existing

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http://archive.cabinetoffice.gov.uk/pittreview/thepittreview/final_report.html

⁶ www.cabinetoffice.gov.uk/reports/national_security_strategy.aspx

⁷ Civil Protection Lexicon www.cabinetoffice.gov.uk/cplexicon

structures and capabilities with a contribution from interested members of the public to strengthen resilience at a local level.

Framework

2.11. This framework is aimed at central government departments and agencies, regional government offices, local emergency responders, voluntary sector bodies, researchers and academics, faith groups and interested members of the public. It is intended to be used as a way of drawing attention to the importance of community resilience and to provide guiding principles from which to operate.

2.12. The framework:

- Provides a set of guiding principles which invite individuals, communities and practitioners to engage in community resilience;
- Explains the desired outcomes of the programme and what success can look like;
- Facilitates dialogue between relevant partners to share good practice in community resilience and seek views on the proposed way forward;
- Sets out the government contribution and how this relates to local activity;
- Outlines the roles of the wide range of public and private sector bodies involved in supporting community resilience; and
- Seeks support and ideas for further developing this work.

3. DEFINITIONS

3.1. This chapter sets out the definitions that will be used by the programme and within this framework. The definitions, as with the principles of the programme, are flexible and the programme will respond to feedback regarding the definitions as part of the consultation process.

Emergency

3.2. The Civil Contingencies Act provides the following definition of an emergency which is used by emergency responders to guide them in their planning:

*“an event or situation which threatens serious damage to human welfare in a place in the United Kingdom; the environment of a place in the United Kingdom; or the security of the United Kingdom or of a place in the United Kingdom.”*⁸

3.3. However, communities and individuals are free to determine what an emergency means to them and may take steps which, for example, make them better equipped to detect house fires or deal with sudden illness.

Resilience

3.4. The Demos publication *Resilient Nation* defined resilience as:

*“The capacity of an individual, community or system to adapt in order to sustain an acceptable level of function, structure, and identity.”*⁹

Sir Michael Pitt (2007) defined resilience as

“the ability of a system or organisation to withstand and recover from adversity.”

For the purposes of this document, we are using the first of these definitions, but the same spirit we are trying to achieve is captured in both.

Personal or Individual Resilience

3.5. Individual resilience is not a constant state. Vulnerability and resilience can change depending on factors such as location, health, financial stability and knowledge.

3.6. Individual resilience is about having an informed understanding of the risks faced and the likely impacts of those risks. The consultation work to date explored the idea that even if individuals have an understanding of risk, they need to be able to assess their proximity or vulnerability to these risks and use this as motivation to act and be prepared.

⁸ 1.14 of Emergency Preparedness, Civil Contingencies Act Section 1

⁹ Demos, Resilient Nation 2009

Community Resilience

3.7. The first National Security Strategy¹⁰, published in 2008, provided a statement on Community Resilience from which the following definition has been created:

“Communities and individuals harnessing local resources and expertise to help themselves in an emergency, in a way that complements the response of the emergency services.”¹¹

3.8. In general terms, communities are groups of people linked by a common bond. In this framework, the definition of community and communities are informed by the consultation process undertaken by the Civil Contingencies Secretariat (see Chapter 6). These definitions are intended to be used to think about groups who are already or could be involved in community resilience in the future. The framework does not create or use a single definition of community, but instead refers to four conceptual ‘communities’ relevant to this work:

Community

• Geographical communities

- These communities may have recognised geographical boundaries such as parishes, wards or towns, or could be a result of proximity, for example, a street, tower block or village. The geographical community is likely to be affected by the same type of natural hazard (such as flooding) and may (but will not necessarily) have a shared

government/authority such as a parish or ward council.

- Geographical communities are the obvious choice for, and primary beneficiary of, community resilience, however many people do not recognise their community as the people they live near. As such, other communities (such as those outlined below) should be considered as valid groups within which to prepare for emergencies.

• Communities of ‘Interest’

- These communities consist of groups of people who have affiliations which have grown as a result of their interaction with each other through a shared interest, such as sports clubs, parent groups, faith, web communities, etc. Members of these communities are generally people voluntarily doing something together to achieve a common purpose but possibly for different reasons.

• Communities of ‘Circumstance’

- These communities are created when groups of people are affected by the same incident, such as a train crash. These groups of individuals are unlikely to have the same interests or to come from the same geographical area but may form a community in the aftermath of an event. Although this sense of community may be temporary, some communities of circumstance grow and sustain in the long term following an emergency.

• Community of ‘Practitioners’

- This refers to the communities of professionals (both paid and voluntary) who provide emergency response services

¹⁰www.cabinetoffice.gov.uk/reports/national_security_strategy.aspx

¹¹ Civil Protection Lexicon www.cabinetoffice.gov.uk/cplexicon

including planning for and responding to emergencies, for example, Police Officers, Firefighters, local authority Emergency Planning Officers, St John Ambulance, Salvation Army, Special Constables and Flood Wardens.

- People providing these services are also necessarily members of a geographical community of some sort. Practitioners often live and work in the same area and therefore can be affected in the same way as the geographical communities, as well as being required to be involved in formal emergency response activity.

4. THE COMMUNITY RESILIENCE PROGRAMME

Aims

- 4.1. The aims of the Community Resilience Programme are to:
- Increase individual, family and community resilience against all threats and hazards;
 - Support and enable existing community resilience, and expand and grow these successful models of community resilience in other areas;
 - Support effective dialogue between the community and the practitioners supporting them;
 - Raise awareness and understanding of risk and the local emergency response capability in order to motivate and sustain self resilience;
 - Evaluate the success and articulate the benefits of community resilience; and
 - Provide a shared framework to support cross sector, regional and local activity in a way that ensures sufficient flexibility to make community resilience relevant and workable in each local area/community.

Scope

- 4.2. The Programme sets out the proposed government contribution to community resilience in England and Wales, although the products will be publicly available and not limited to those who wish to use them in England and Wales.
- 4.3. Many communities and members of the resilience practitioner community already have in place arrangements for building and supporting community resilience. The central government role in building community resilience is not to prescribe what this should look like in local areas but to share good practice from existing models.
- 4.4. The Programme will, therefore, work in partnership with those groups, government departments and wider community networks to further understand activity already underway and learn from good practice models. The Programme will engage representatives from these groups and use their expertise to steer and direct the work of the Programme.
- 4.5. The Programme will also include work to increase public understanding of risk and awareness of how emergency responders work to serve local communities before, during, and after an emergency. Responsibility for communicating and

managing national risks is owned by the Government who publish information about risk and how to manage risk through products like the National Risk Register.

¹²The framework also invites those responsible for risk communication at a local and regional level to consider how they might also increase awareness and understanding of risk.

4.6. The consultation findings ¹³ highlighted concerns about a culture in which people expect immediate support and assistance whatever the emergency and the impact on them. Emergency services will always have to prioritise those in greatest need during an emergency, predominantly, where life is in danger. Increasing public awareness of risk will be related to educating people about the services they can expect to receive and how to influence those services.

Principles/Approach

4.7. The Programme will be based on the following principles:

- Community resilience work should prepare for all relevant hazards and threats, prioritised as the community considers appropriate.
- Participation should be on a voluntary basis.
- Community Resilience should be done in the spirit of co-operation, with community members acting in support of each other and the emergency services.

- The Government role is to support, empower and facilitate; ownership should always be retained by communities who have chosen to get involved in this work.
- Responders do not have a duty to facilitate or support community activity. Responders would however, be expected to provide support where asked to by their communities.
- Responders who provide support and encouragement to communities should help them to focus on what the community considers to be the biggest and most relevant risks.
- Community resilience activity should be mainstreamed into existing citizen engagement initiatives and activity where possible in order to sustain interest and motivation, and to use local knowledge and networks effectively.
- Community members should not put themselves or others at risk during an emergency.

Key features of a 'resilient community'

4.8. This section sets out some of the key features we believe can be seen in resilient communities, but we would welcome views on these. Communities may not have all or even many of these features, but these features have been seen in the communities we have engaged with who have undertaken resilience planning to date:

- People in resilient communities use their existing skills, knowledge and resources to prepare for, and deal with, the

¹² www.cabinetoffice.gov.uk/reports/national_risk_register.aspx

¹³ www.cabinetoffice.gov.uk/communityresilience

consequences of emergencies or major incidents. They adapt their everyday skills and use them in extraordinary circumstances.

- People in resilient communities are aware of the risks that may affect them. They understand the links between risks assessed at a national level and those that exist in their local area, and how this might make them vulnerable. This helps them take action to prepare for the consequences of emergencies.
- The resilient community has a champion, someone who communicates the benefits of community resilience to the wider community. Community resilience champions use their skills and enthusiasm to motivate and encourage others to get involved and stay involved.
- Resilient communities work in partnership with the emergency services, their local authority and other relevant organisations before, during and after an emergency. These relationships ensure that community resilience activities complement the work of the emergency services and can be undertaken safely.
- Resilient communities consist of resilient individuals who have taken steps to make their homes and families more resilient. Resilient individuals are aware of their skills, experience and resources and how to deploy these to best effect during an emergency.
- Members of resilient communities are actively involved in influencing and making decisions affecting them. They take an interest in their environment and act in the

interest of the community to protect assets and facilities.

Phasing and timetable for the Community Resilience Programme

- 4.9. The Community Resilience Programme is a long-term programme leading to cultural and behavioural change across the country. It has been split into three phases:

Phase 1 – Learning from those already engaged in community resilience activities and identifying good practice (November 2008 - February 2010)

Phase 2 (current phase) – Development of, and consultation on, key guidance documents, seeking validation from local experts on the content, approach and branding (February 2010 - June 2010)

Phase 3 – Enabling local areas to use the guidance documents to target existing community groups, organisations and networks who are not yet engaged in preparing for emergencies. Supporting and seeding local initiatives to build resilience by giving local communities opportunities and tools to be able to undertake resilience and preparedness activity. (June 2010 onwards.)

Projects

- 4.10. The Civil Contingencies Secretariat will continue to lead the Community Resilience Programme, working in partnership with other government departments including the Government Offices in the Regions.
- 4.11. The Civil Contingencies Secretariat will continue to provide support to third party

projects, for example, the *Building Community Resilience through Schools* project (as referenced in chapter 7). We will also look at other projects as requested during this consultation and subsequently.

Measuring success

4.12. The success of individual and community resilience planning is difficult to measure. Emergencies can have tragic consequences. Losing loved ones, homes and precious possessions are just some of the ways we can be affected by emergencies. The emotional and physical stress of these incidents should not be underestimated for the short or long term. Each person affected will recover from an emergency in their own way and at their own pace.

4.13. The early response following an emergency is necessarily focussed on the preservation of life. At the same time, those providing support to the community during emergencies are mindful of the potential human consequences of the way in which practical and emotional support is delivered.

4.14. Local emergency responders have existing indicators against which to determine the effectiveness of their response to an emergency and the services they provide to the community. As such, successful community resilience should be determined by the communities who own the process. Suggested ways to assess if the preparedness work undertaken by communities is being effective include considering:

- Is the community well informed about risks to their community and their vulnerability to those risks?
- Do the community feel confident about their ability to cope and adapt should risks become realities?
- Is the community in dialogue with practitioners tasked with providing the professional response to an emergency, including Category 1 responders and voluntary sector providers? ¹⁴

4.15. The framework sets out the central government contribution which will necessarily be assessed against process indicators. The Government will aim to provide support and make resources available to all communities interested in developing community resilience in their area. Central government is not appropriately placed to determine what success looks like at a local level; this must be decided by the local community who own the process and the outcomes.

4.16. The framework invites local emergency responders to consider how they may wish to use existing measures and indicators (for example, the National Indicators set¹⁵) to assess any contribution they may wish to make to facilitating community resilience in their local area.

4.17. The real test of community resilience will be how communities cope during an emergency, particularly emergencies with significant impacts, and how they respond and recover from those emergencies.

¹⁴ www.cabinetoffice.gov.uk/media/131966/ep_chap_02.pdf

¹⁵

www.communities.gov.uk/documents/localgovernment/pdf/505713.pdf

Emergencies often cause destruction of property and infrastructure, and sometimes cause loss of life. The recovery from these events can be protracted and painful. The emotional impact of emergencies will affect how a community perceives its own recovery and the help it receives. As such, the framework, and success measures or indicators to be applied to the programme, account for the way the emotional impact of emergencies on those affected will determine 'successful' response and recovery.

Levers and incentives

- 4.18. There is no dedicated funding for the programme, but guidance on how to access possible funding options will be provided to communities seeking to participate within the *Preparing for Emergencies – Guide for Communities*¹⁶. The findings from our consultation work to date indicated that communities do not need to invest significant amounts of money to become prepared. For example, some rural communities we have spoken to have spent no more than £200 procuring the right equipment for a community emergency box.
- 4.19. The valuable investment in this process comes from the time given by community members to consider how best to prepare themselves. During the workshops, community members explained that they need information and support from the Government and practitioners, not necessarily large amounts of investment or grant money.

Government and local emergency responders

- 4.20. Practitioners are already actively engaged in supporting community resilience in many areas. Methods for achieving this and measures of success vary from area to area. This framework sets out options for participation in aiding communities become more resilient and explains the benefits of such participation.
- 4.21. The supporting guidance accompanying the Civil Contingencies Act (*Emergency Preparedness*¹⁷, *Emergency Response and Recovery*¹⁸) encourages those delivering front line services to consider the needs of the community and engage community members when developing and delivering services to them. This framework aims to encourage practitioners to more effectively connect their work (such as the production of Community Risk Registers) to the work of the community and further articulate the work they do to increase resilience in local areas.
- 4.22. The framework invites those supporting activity at a local level to consider possible levers and incentives to motivate and sustain community interest in resilience planning and preparedness. This could include arranging events for community emergency co-ordinators and groups, and providing recognition and praise ranging from a 'thank you' from the local Mayor to a more formal recognition via the honours system for example.
- 4.23. Further information about how to do this, including examples of good practice will be contained in the *Supporters Guidance* to be

¹⁶ www.cabinetoffice.gov.uk/communityresilience

¹⁷ www.cabinetoffice.gov.uk/ukresilience.aspx

¹⁸ www.cabinetoffice.gov.uk/ukresilience/response.aspx

published in Summer 2010. We would welcome views on the issues practitioners would like to see covered in this guidance and on any other support they believe they would need to be able to support community resilience activities in their area.

Community members

4.24. The national consultation preceding the production of this framework considered incentives and rewards and found creative, simple and low-cost options such as thank you letters from community leaders and/or figures of authority to be effective. Recognition of the value of the community's work was deemed by the workshop delegates to be the appropriate reward for building community resilience.

4.25. The benefits of some form of accreditation for this work was considered during the consultation, but it was recognised that the bureaucracy and restrictions this may place on local activity would be detrimental to the programme. This sort of approach would also conflict with the principles that community resilience is owned by the community, not something driven and controlled by the Government.

Corporate resilience

4.26. The Civil Contingencies Secretariat is currently in the process of producing a *Corporate Resilience Strategy*. This strategy will outline the Government's strategic objectives for corporate resilience and, as part of the work, encourage businesses to consider how they might be

able to support their staff and local community during an emergency.

Limitations

4.27. All guidance and associated products delivered by the Programme will reiterate the need for community members to act safely and not to put themselves or others at risk when responding to an emergency. All work done by the community should be safe and appropriate; the Government does not expect the public to take unnecessary risks during an emergency.

4.28. The Government contribution to this work is limited to supporting activity, and facilitating dialogue between relevant parts of the resilience community.

5. ROLES (LINKS AND INTERDEPENDENCIES)

5.1. Effective community resilience will rely on good working relationships within communities, between communities and those who support them on a professional or voluntary basis, and between agencies and organisations engaged in this work. It is, therefore, important that all parties are clear about their roles, and the linkages and interdependencies between them. These are outlined below, and we would welcome views on the descriptions:

Cabinet Office

5.2. The Civil Contingencies Secretariat is charged with delivering the Community Resilience Programme including developing the national guidance on community resilience and personal resilience. It is also responsible for publishing documents informing the public about risk and how to prepare, such as through the National Risk Register. The Civil Contingencies Secretariat will have an important role in sharing good practice across the country.

5.3. The Cabinet Office will report the work of the programme to the Cabinet Committee responsible for resilience and will provide secretariat support to the governance group overseeing the work of the programme.

Details of this group can be found on UK Resilience¹⁹.

5.4. The Cabinet Office will consider any necessary legislative changes to the Civil Contingencies Act, regulations and guidance (such as *Emergency Preparedness*) required to facilitate this work. This will be done as part of the Civil Contingencies Act Enhancement Programme. Early views on areas to focus on are welcome through this consultation.

Government Departments

5.5. Departments with relevant workstreams and programmes are asked to engage with the Civil Contingencies Secretariat through the governance arrangements outlined in paragraph 5.3 to provide advice and comment on the developing products in order to ensure consistency with existing citizen engagement initiatives. Departments are asked to provide examples or contacts for relevant community groups or networks through which to introduce and promote community resilience.

¹⁹ www.cabinetoffice.gov.uk/communityresilience

Category 1 responders

- 5.6. Category 1 responders are asked to continue to fulfil the duties set out in the Civil Contingencies Act on warning and informing the public. They may also wish to consider involving members of the community in assessing risk and finding ways of building community resilience.
- 5.7. Category 1 responders regularly exercise their emergency plans and train staff in how to use them. Some areas already seek opportunities to involve members of the community in these exercises. Category 1 responders are invited to consider how they might build on existing good practice in their area to build and enhance community resilience.

Voluntary and Faith Sector

- 5.8. The Civil Contingencies Act requires Category 1 (and 2)²⁰ responders 'to have regard to' the voluntary sector.²¹ Many local emergency responders have good relationships with their voluntary sector and faith partners and engage them formally through sub-groups to the Local Resilience Forum²². At a national level, the Voluntary Sector Civil Protection Forum²³ brings together representatives from the voluntary sector to engage and influence central government.
- 5.9. Voluntary sector organisations with a primary interest in emergency response and recovery (such as the British Red

Cross, St John's Ambulance, Salvation Army, WRVS, etc) are invited to provide advice and feedback to the Cabinet Office on the draft framework and proposed outcomes and how they think they can contribute.

- 5.10. The framework invites voluntary organisations who do not have emergency response as their primary objective but who do have an interest in resilience issues, for example, Neighbourhood Watch groups or Scouts developing skills in sustainable living and community engagement, to engage in the Programme.
- 5.11. The framework also invites faith communities to consider what role they might play in supporting community resilience, for example, through their existing network of volunteers, provision of facilities, etc.

Community

- 5.12. Community members are encouraged to develop their individual and household resilience. Key to the success of this is for the public to have access to the right information informing them of risks both locally and nationally, and details of how to consider their proximity to this risk and any potential impacts. Guidance to individuals and households can be found at www.cabinetoffice.gov.uk/communityresilience. Guidance on how to carry out community resilience planning can also be found at www.cabinetoffice.gov.uk/communityresilience.

²⁰ www.cabinetoffice.gov.uk/media/238642/err-guidance-120809.pdf#page=30

²¹ www.cabinetoffice.gov.uk/media/132002/ep_chap_14.pdf

²² www.cabinetoffice.gov.uk/media/131966/ep_chap_02.pdf

²³

www.cabinetoffice.gov.uk/ukresilience/response/respondingagencies/voluntary_sector.aspx

Elected Members

5.13. Elected members are chosen by their local communities to represent their interests. Elected members can play an important role in communicating with their constituents before, during and after an emergency and should consider what role they could play in facilitating and encouraging community resilience activity in their local areas. Good practice examples of elected members leading this work in their community exist in a number of places around the country. We would welcome further examples of this work which we can then share with others.

Government Offices

5.14. Government Offices provide support to local areas in preparation for emergencies. During an emergency, Government Offices co-ordinate and disseminate information about the impact of emergencies both to local areas and to central Government. Their role in building community resilience will be to promote the exchange of ideas and good practice through the Local and Regional Resilience Forum.²⁴

Devolved Administrations

5.15. The framework applies to England and Wales only. The framework is however, available to all areas of the UK and invites comment to the consultation from all interested parties.

²⁴ www.cabinetoffice.gov.uk/media/132023/ep_gloss.pdf

6. WORK TO DATE

Consultation process/workshops

6.1. The Civil Contingencies Secretariat arranged three national workshops from November 2008 – February 2009 to consult interested parties on community resilience and the government contribution to this work. The workshops were held in London, Birmingham and Manchester and were attended by over 200 organisations and 300 delegates. Those invited included representatives from all local emergency responders, the voluntary sector, industry, central government and members of the community interested in personal and community resilience.

6.2. The workshops consisted of a range of presentations from those with experience in organising community resilience activity in their local community to practitioners who support community members, and a series of discussion sessions to gather information and experience, define terms and understand expectations of what the government contribution should be. The outcomes from the workshops can be found at www.cabinetoffice.gov.uk/communityresilience The workshops were complemented by a subsequent series of visits and meetings with partners across the UK to enable the team to test the findings from the workshops and see community resilience in action. This included attending parish council meetings and visiting a community drop in centre, community safety learning resource centres, local

community resilience events, hospital based drop-in centres, allotment gardens and Scouts HQ. We are very grateful to all those people who shared with us their time and knowledge.

Support to existing projects

6.3. The Civil Contingencies Secretariat has provided support to existing community resilience projects such as the IDEA's Local Authority Beacon scheme and Department for Children Schools and Families programme; *Building Community Resilience through Schools*, led by Essex and Nottinghamshire County Councils. Civil Contingencies Secretariat representatives sit on both the project working group and the project board, providing support and advice to the Beacon Local Authorities on how to create products which can be shared and used nationally to build community resilience in schools.

6.4. The Civil Contingencies Secretariat has also been involved in a Hull Flooding research project, led by Lancaster University. This is a longitudinal real-time study using an action research model, collating and analysing diaries written by those affected by the floods. The Civil Contingencies Secretariat has participated in the steering group for the project, attended workshops and met the diarists to understand the experiences of those affected by major flooding. Access to the diarists, and hearing their experiences

influenced the consultation process and provided a constant reminder of the need to ensure that community resilience is accessible and useful to all community members. It also reiterated the need to facilitate increased risk awareness within the population to better inform their decision to get involved in preparing for emergencies.

Engaging with international partners

6.5. The Civil Contingencies Secretariat has engaged with international partners and has attended a number of meetings and conferences to share good practice examples from the UK and learn from the work of European and other international counterparts. These opportunities for dialogue have informed the strategic framework and highlighted how advanced the work of many UK communities is compared to other countries.

6.6. This dialogue illustrated that between countries with different cultures and different approaches to community resilience, there are many common principles underpinning efforts to build resilience in communities. Similarly, common barriers to engagement and success are shared across countries and continents such as sustaining motivation and building interest and concern for risks perceived as 'invisible' in the community. The Civil Contingencies Secretariat will continue to engage with international partners to learn from different approaches and experiences.

6.7. Our consultation findings demonstrated the significant appetite within communities to become more resilient, particularly from those who have been affected by one or more significant incidents in the past. The same enthusiasm was expressed by practitioners to support this work and connect it to professional emergency planning, response and recovery. Just as international research demonstrated the national diversity in the way resilience work is organised and executed, this diversity can be found at regional and local level around the UK.

6.8. The consultation process also highlighted the range of existing and ongoing research into issues relevant to community resilience, for example, community empowerment, citizen engagement, community recovery, and many more. This framework sets out the priority areas of interest to central government in relation to community resilience. Researchers and academics are invited to consider how this relates to their existing work and potential future work. We would encourage academics and researchers to engage the Cabinet Office in their work and discuss future proposals to consider potential links between the Programme and their work.

6.9. Action research, similar to the projects listed here, provides real examples of how communities respond to and recover from disruptive challenges. Further analysis of the way people behave and what motivates people to be prepared rather than simply willing to respond would be helpful. Further information on motivation and sustaining interest in community resilience activity to translate into practical guidance for practitioners supporting, and community

Research into existing good practice

members leading, this work would also be helpful.

6.10. The Civil Contingencies Secretariat will undertake a review of existing academic research relevant to the Programme and will share the results of this review and future research priorities with stakeholders. This is done with the intention of ensuring future research has the best possible opportunity to influence future policy and provide an appropriate evidence base.

7. CONTACTS FOR FURTHER INFORMATION AND LINKS TO WEBSITES

Further information

For further information on the Community Resilience Programme, please contact community.resilience@cabinet-office.x.gsi.gov.uk

Useful websites

DirectGov – Preparing for Emergencies

www.direct.gov.uk/en/Governmentcitizensandrights/Dealingwithemergencies/Preparingforemergencies/index.htm

Cabinet Office UK Resilience

www.cabinetoffice.gov.uk/ukresilience.aspx

Emergency Planning Society

www.the-eps.org

Informed Prepared Together

www.informedprepared.eu

Community Risk Registers

www.cabinetoffice.gov.uk/ukresilience/preparedness/risk.aspx

National Risk Register

www.cabinetoffice.gov.uk/reports/national_risk_register.aspx

Disaster Action

www.disasteraction.org.uk

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70 Whitehall
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www.cabinetoffice.gov.uk