



Cabinet Office

National Resilience Standards for Local Resilience Forums (LRFs)

Version 3.0 August 2020



© Crown copyright 2020

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit nationalarchives.gov.uk/doc/open-government-licence/version/3

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

Any enquiries regarding this publication should be sent to the Civil Contingencies Secretariat at resiliencestandards@cabinetoffice.gov.uk

This publication is available at www.gov.uk/government/publications

Contents

Introduction	2
Background and context	2
Purpose of the standards	2
Structure of the standards	3
How to use the standards	4
The National Resilience Standards for Local Resilience Forums (LRFs)	5
1. LRF governance and support arrangements	6
2. Local risk assessment	8
3. Communicating risks to the public	10
4. Emergency planning	12
5. Community resilience development	14
6. Interoperability	16
7. Training	18
8. Exercising	20
9. Business continuity management	22
10. Business continuity promotion	24
11. Strategic co-ordination centre (SCC): Preparation and operation	26
12. Strategic co-ordinating group (SCG): Preparation and activation	28
13. Local recovery management	30
14. Cyber incident preparedness	32
15. Pandemic influenza preparedness	34

Introduction

Background and context

These standards have been developed in collaboration with the Ministry of Housing, Communities and Local Government, a range of other Government Departments and Agencies, the Devolved Administrations, the Emergency Planning College, the JESIP team and professional institutions. Critically, they have been drafted and developed with local emergency responders, and as a result they reflect a broadly-based and consensus view of ‘what good looks like’, and what LRFs should be looking to implement, achieve and be able to demonstrate.

These standards do not introduce any new duties on emergency responders. They set out expectations of good and leading practice for Local Resilience Forums (LRFs), which build on and complement statutory duties under the Civil Contingencies Act (2004) and other relevant legislation. The statements of good and leading practice reflect the consensus view of local emergency responders and the government departments and agencies who drafted, contributed and were consulted on these statements.

Purpose of the standards

These National Resilience Standards for LRFs (‘the standards’) are intended to establish a consistent and progressive means for LRFs and their constituent local responder organisations to self-assure their capabilities and overall level of readiness, and to guide continuous improvement against mandatory requirements, good and leading practice.

Although duties under the Civil Contingencies Act (CCA, 2004) apply to individual responder organisations rather than the LRF as a collective, success in emergency preparedness, response and recovery is a combined effort of organisations working together. It is for this reason, and with the objective of enhancing joint working, that these standards principally define expectations of good and leading practice for LRFs. The standards are complementary to sector-specific standards and expectations sets (e.g. Health EPRR Standards).

The standards define expectations at three levels:

1. **Mandatory, legal requirements, (expressed in terms of ‘must’)**: Obligations under the CCA and other relevant legislation.
2. **Good practice (expressed in terms of ‘should’)**: The consensus expectation of what LRFs and responder organisations should, as the norm, have in place, be able to do and be able to demonstrate.
3. **Leading practice (expressed as ‘could / may’)**: Approaches which enable the achievement of results superior to those achieved by other means, or in a manner that achieves the same effect with greater efficiency, but without compromising coherence and interoperability with multi-agency partners.

Precisely how, and how far this is achieved is for individual LRFs to determine under the principles of subsidiarity and local accountability.

Structure of the standards

For ease of use, all the standards share a common and consistent template structure. Each standard is sub-divided into five sections:

1. **Desired outcome.** Sets out what the LRF should be working to achieve.
2. **Summary of legal duties (mandatory requirements).** A summary of the legal duties or requirements that apply under relevant legislation. This does not represent a definitive statement. Users should consult the legislation, regulations and associated guidance for details.
3. **How to achieve good practice in this area.** Good practice is that which meets legal requirements and expectations in a way that is thorough, consistent with established guidance and effective in the local operating context. Good practice does not necessarily involve substantial innovation, but it will demonstrate collective thought and appropriate flexibility in how capabilities are developed and validated in pursuit of defined outcomes. In these standards the characteristics of good practice are presented as a set of normative statements (i.e. the LRF should have...) that elaborate how the various dimensions of the capability will contribute to the outcome.
4. **How to achieve leading practice in this area.** Leading practice is that which demonstrates innovation and enables the achievement of results superior to those achieved by other means, or in a manner that achieves the same effect with greater efficiency, but without compromising coherence and interoperability with multi-agency partners. The characteristics of leading practice appear as a set of indicative statements (e.g. the LRF may consider...) that elaborate how the various dimensions of the capability will contribute to the outcome.

Not all of the standards contain leading practice. This is because in some areas there is no clear consensus on what leading practice looks like, over and above good practice. It is expected that as the standards drive improvement over time then instances of leading practice will be identified, agreed and then included in future versions.

5. **Guidance and supporting documentation.** This section signposts further sources of guidance and support that will enable the LRF to work towards the **desired outcome** objective. The links are sub-categorised in a way to help differentiate the materials on their relative authority and the intended use.

Sub-categorised as follows:

- **Statutory and overarching multi-agency guidance and reference from Government.** The small number of documents that set out over-arching doctrine and guidance for multi-agency working in civil protection.
- **Thematic multi-agency guidance from Government.** A larger number of more specific documents on defined subjects that elaborate and support the statutory and overarching guidance.
- **Single-agency guidance from Government and professional authorities** Documents that set out expectations and ways of working as they relate to individual sectors or specific organisations.
- **Relevant competence statements from professional authorities** National Occupational Standards and other authoritative statements of competence relevant to multi-agency civil protection.

- **Relevant British, European and International Standards** Specification and guidance standards published by British (BSI), European (CEN) and International (ISO) Standards bodies.
- **Supporting guidance and statements of good practice from professional authorities** Relevant publications from non-governmental organisations that are recognised as authorities in the field.
- **Other recommended points of reference** Relevant publications from other organisations that support attainment of the expectations set out in the standard.

How to use the standards

The standards are intended to be used in two ways:

1. **A guide for continuous improvement:** The standards focus on what is important and what is effective, identifying things that the LRF should have in place, should be able to do, and should be able to demonstrate (i.e. that which is recognised as good practice), and beyond that what characterises leading practice.
2. **A yardstick for assessment and a basis for assurance:** To improve we need to know what we are good at and what we need to develop and enhance. The standards will provide a consistent means for LRFs to assess their capabilities and overall level of readiness, by self-assessment, peer review or other forms of scrutiny.

They are organised by capability, but in combination they will enable LRFs to make informed judgements about their overall readiness.

The National Resilience Standards for Local Resilience Forums (LRFs)

There is no fixed ceiling to the number of standards that will be produced. Further standards will be developed where there is a consensus on the need and potential value.

The current set of fifteen National Resilience Standards for LRFs comprises:

1. LRF Governance and Support Arrangements
2. Local Risk Assessment
3. Communicating Risks to the Public
4. Emergency Planning
5. Community resilience development
6. Interoperability
7. Training
8. Exercising
9. Business continuity management
10. Business continuity promotion
11. Strategic co-ordination centre (SCC): Preparation and operation
12. Strategic co-ordinating groups (SCG): Preparation and activation
13. Local recovery management
14. Cyber incident preparedness
15. Pandemic influenza preparedness

National Resilience Standards for LRFs

Standard #1

LRF GOVERNANCE AND SUPPORT ARRANGEMENTS

Desired Outcome

An LRF that operates with effective strategic leadership, direction and efficient secretariat structures which enable individual responder organisations to meet their duties under the Civil Contingencies Act, and to achieve local resilience objectives.

Summary of legal duties (mandatory requirements)

The Civil Contingencies Act (CCA) establishes the legislative framework for LRFs and the statutory duties applying to emergency responder organisations. Further detail is set out in: Contingency Planning, Duty to Assess, Plan and Advise (Section 2); Advice and Assistance to the Public (Section 4); and General Measures (Section 5). *Emergency Preparedness* provides guidance on part 1 of the CCA and its associated regulations and non-statutory arrangements. *Emergency Response and Recovery* sets out guiding principles for emergency response and recovery (Section 2.2), defines roles and responsibilities (Section 5.2), and sets out additional considerations for multi LRF working arrangements (Chapter 9).

How to achieve good practice in this area

A Local Resilience Forum (LRF) should have:

- a) A clearly defined process for the appointment, selection and tenure of the LRF Chair and Deputy.
- b) Appropriate strategic leadership and direction to establish a consensus on LRF direction, strategy and priorities.
- c) A coherent work programme that has specific, achievable, realistic and timely objectives, supported by appropriate validation and review arrangements that can be adapted to meet changing priorities.
- d) A secretariat function that is appropriately funded through an agreed resourcing model, which enables it to support the strategy, work programme and wider organisation of the LRF.
- e) A clear definition of the purpose, authority, responsibility, resourcing and organisation of any groups established to support LRF activities.
- f) An agreed and resourced training programme for the secretariat and membership that enables the attainment of the LRF's objectives.
- g) Inclusive, flexible and effective engagement at appropriate levels with Category 1 and 2 responder organisations, the voluntary sector, military, and other stakeholders whose support and participation is necessary to achieve the LRF's objectives.
- h) A reliable process for ensuring that all stakeholders are made aware of and invited to relevant LRF meetings.
- i) A clearly defined and commonly understood process for collective decision making.
- j) A formally defined requirement that representatives attending the LRF, including those from organisations covering multiple LRF areas, should have appropriately high-level decision making authority.
- k) An information management and governance system to enable the work of the LRF, its members and partners and supporting elements.
- l) A clearly defined process to determine the required levels of security clearance to enable information sharing in preparedness, response and recovery.
- m) A clearly defined and thorough risk assessment and management process that drives LRF business and is communicated effectively through the publication of a local community risk register.
- n) Appropriate digital communications and applications, including *ResilienceDirect* and teleconferencing systems, to maximise engagement and to mitigate the effects of distributed organisations and constrained resources.

National Resilience Standards for LRFs

Standard #1

LRF GOVERNANCE AND SUPPORT ARRANGEMENTS (cont.)

- o) Arrangements for sharing and reviewing the activities which may be recognised as good or leading practice.
- p) Arrangements to proactively, and in a timely manner, identify and share lessons following major incidents and exercises with the wider resilience community using JESIP joint organisational learning (JOL) Online.

How to achieve leading practice in this area

An LRF may consider adoption of some or all of the following:

- a) Proactive engagement across LRF boundaries, and national boundaries as appropriate, to plan jointly for emergencies, share relevant information, train and exercise, hold joint development workshops and develop mutual aid arrangements.
- b) Challenge themselves to continuously improve through commissioning peer reviews or other means of independent validation of capabilities and emergency readiness.
- c) Establish arrangements to enable local political scrutiny of governance arrangements.
- d) Looking to extend its focus and influence beyond its usual partnership boundaries to engage with related agendas, which may include security, safety, sustainability, social cohesion, and engagement within wider national and international resilience initiatives.
- e) Engage with Government departments, Devolved Administrations, agencies and other authorities to shape national policy development and other initiatives that build more resilient communities.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency Preparedness \(2011-12\)](#)
- [Emergency Response and Recovery \(2013\)](#)
- [Central Government's Concept of Operations \(2013\)](#)

Thematic multi-agency guidance from Government

- [The role of Local Resilience Forums: A reference document \(2013\)](#)

Relevant competence statements from the [National Occupational Standards](#) for Civil Contingencies

- CC AA1 Work in co-operation with other organisations
- CC AA2 Share information with other organisations
- CC AA3 Manage information to support civil protection decision making
- CC AB1 Anticipate and assess the risk of emergencies
- CC AE3 Conduct debriefing after an emergency, exercise or other activity

Relevant British, European and International Standards

- [BSI 13500: 2014 Code of practice for delivering effective governance of organisations, British Standards Institution](#)

Supporting guidance and statements of good practice from professional authorities

- [Delivering Good Governance in Local Government, CIPFA \(SOLACE\) \(2016\)](#)

National Resilience Standards for LRFs

Standard #2

LOCAL RISK ASSESSMENT

Desired Outcome

The LRF has a robust and collectively understood assessment of the most significant risks to the local area, based on how likely they are to happen and what their impacts might be. This information should then be used to inform a range of risk management decisions, including the development of proportionate emergency plans and preparations.

Note that duties related to communicating information about risk to the public are the subject of a separate standard.

Summary of legal duties (mandatory requirements)

The Civil Contingencies Act (CCA) and accompanying regulations place a statutory obligation on all Category 1 responders to “from time to time assess the risk of an emergency occurring” (CCA 2004 Part 1, Section 2 (1)(a) duty). See also CCA 2004 (Regulations 2005), Part 3.

In addition, under the CCA 2004 (Regulations 2005), Part 3, Section 18, a Category 1 responder must consider whether it is appropriate to share risk assessment information with another Category 1 responder in order to support and inform their risk management decisions.

How to achieve good practice in this area

A Local Resilience Forum (LRF) should have:

- a) Undertaken a local, multi-agency risk assessment at least as regularly as new national assessments (every two years) and associated guidance are issued.
- b) Identified the risks that may be relevant to their local area, using the National Security Risk Assessment (NRSA), produced by the Cabinet Office. This includes both hazards (risks with no malicious intent) and threats.
- c) Identified any risks which are sufficiently impactful to pose a challenge locally, but which have not been included in the NRSA as they would not warrant central government intervention.
- d) Described each risk as a reasonable worst case scenario, namely a plausible but very challenging manifestation of that risk (for more information see the Local Risk Management Guidance, p29).
- e) Agreed a process for measuring the impacts of each scenario to enable consistent comparison. LRF members may wish to use or adapt the scales in the NRSA, Part B – National Resilience Planning Assumptions, or develop their own (more information can be found in the Local Risk Management Guidance)
- f) Assessed each scenario against the agreed impact scales, quantifying as far as possible the effect that each risk would have on the local area (after existing mitigations are taken into account) with regards to human welfare, economic impacts, social disruption, psychological impacts and any other dimensions of harm considered appropriate. This information should then be used to assign an overall impact score (for example 0-5 or ‘very low – very high’).
- g) Assessed the likelihood of each reasonable worst case scenario, in line with Cabinet Office guidance.
- h) Used the impact and likelihood information to plot each risk on a matrix to enable prioritisation and comparison.
- i) Considered the common consequences of identified risks (for example mass casualties, people requiring evacuation or shelter, loss of an essential service) to inform generic and flexible emergency plans.
- j) Taken into account the sensitivity of risk information and put in place appropriate security protocols at all times, drawing on the example of the National Security Risk Assessment. For more information LRFs should speak to Cabinet Office and/or their Counter Terrorism Security Adviser.

National Resilience Standards for LRFs

Standard #2

LOCAL RISK ASSESSMENT (cont.)

k) Processes in place to update risk assessments following any major event to take into account lessons learned about the impacts of that event.

l) Arrangements proactively to share examples of good and leading practice in the area of risk assessment via JOL online and with central government.

How to achieve leading practice in this area

An LRF may consider adoption of some or all of the following:

- a) Establishing a multi-agency Risk Working Group which assesses risks that may have a secondary or indirect effect on their areas of responsibility, for example natural hazards, severe weather, cyber, CT, health etc. In some cases it may be appropriate to establish further sub-groups of the multi-agency Risk Working Group in order to discuss the local impacts of specific threat risks.
- b) Sharing risk assessment information with other neighbouring LRFs or LRFs with similar risk profiles in order to collectively improve understanding of risk impacts.
- c) Including information about uncertainty in risk assessments, which identifies, for example, where comparatively less is known about a risk or its impacts. This can enrich the risk assessment picture and further support informed decision making.
- d) Seeking to capture information about concurrency and the effect on the local area of responding to a series of cascading risks.
- e) Developing a detailed understanding of risk exposure and particular vulnerabilities within the local area that may affect the severity of impacts caused by a particular risk. This might include an understanding of local demographics, existing levels of resilience, the local economy and the placement of critical infrastructure.
- f) Utilising common consequence information to establish a holistic assessment of resilience requirements at the local level (combining threats and hazards, national and local risks) and map these against current capabilities in order to identify and prioritise gaps (see Step 5 in the Local Risk Management Guidance).

Guidance and supporting documentation

Statutory and overarching multi-agency guidance and reference from Government

- National Security Risk Assessment 2019 (available to resilience practitioners)
- 2019 Local Risk Management Guidance (available to resilience practitioners)
- [Emergency preparedness: Chapter 4 – local responder risk assessment](#) (2012)

Relevant competence statements from the [National Occupational Standards for Civil Contingencies](#)

- CC AA1 Work in co-operation with other organisations
- CC AA2 Share information with other organisations
- CC AA3 Manage information to support civil protection decision making
- CC AB1 Anticipate and assess the risk of emergencies
- CC AF1 Raise awareness of the risk, potential impact and arrangements in place for emergencies

Relevant British, European and International Standards

- [BS ISO 31000:2018 Risk Management - Guidelines](#)

Other recommended points of reference

- [LRF contact details](#)
- [Business Resilience Planning Assumptions](#) (a publicly available example of how common consequence information is collated and conveyed)

National Resilience Standards for LRFs

Standard #3

COMMUNICATING RISKS TO THE PUBLIC

Desired outcome

The LRF will have promoted a well-developed understanding of the risks specific to its local area and ways in which those risks can be managed, resulting in them being better prepared and better able to respond and recover in the event of an emergency.

NOTE: that duties related to warning and informing the public in the event of an (imminent) emergency and duties related to sharing information are not considered here.

Summary of legal duties (mandatory requirements)

The Civil Contingencies Act (CCA) and accompanying regulations place a statutory obligation on all Category 1 responders to carry out risk assessments and to maintain a community risk register which collates risk assessment information (see CCA 2004, Part 1 Section 2 and CCA 2004 Regulations 2005, Part 3). The expectation is that this process will be carried out through the Local Resilience Forum. There is a duty on Category 1 responders to arrange for the publication of all or part of the (risk) assessments made and plans maintained insofar as publication is necessary or desirable for the purpose of: preventing an emergency; reducing, controlling or mitigating its effects; or enabling other action to be taken in connection with an emergency. In arranging for the publication of assessments and plans, there is a further duty to have regard to the importance of not unnecessarily alarming the public and safeguarding sensitive information (see CCA 2004 Regulations 2005, Part 5 and Part 8).

How to achieve good practice in this area

A Local Resilience Forum (LRF) should have:

- a) Developed and published, through multi-agency collaboration, a public version of their Community Risk Register (CRR) that is readily accessible and informative.
- b) Provided information to the public about risks in their area, which may include risks that apply equally across the UK or region. This might include (but is not limited to) information about what the risk is, how it might affect the public, how risks are managed and where further information can be found.
- c) Arrangements to regularly review and update the content of their CRR (at least every two years) and ensure that it remains consistent with information provided by the National Risk Register and other authoritative sources.
- d) Published a CRR which is user-friendly and engaging. This might involve, for example, accompanying text with graphics and using plain English rather than technical jargon.
- e) Made CRRs and risk information available digitally. CRRs should be easy to find and accessible for hard to reach groups including children, people with disabilities and isolated communities. Risk communication should make use of a wide range of social media platforms across relevant partners.
- f) Taken into account the sensitivity of information and the duty not to alarm the public when deciding what to publish, and provided a summary or edited version of detailed risk assessments where necessary.

National Resilience Standards for LRFs

Standard #3

COMMUNICATING RISKS TO THE PUBLIC (cont.)

How to achieve leading practice in this area

The LRF may consider adoption of some or all of the following:

- a) Establishing a programme to validate and continually improve the effectiveness of risk communication to the public within the context of recognised good and leading practice, and act on lessons identified to drive continuous improvement in risk communication.
- b) Collaborating with a variety of multi-agency partnerships, industry and academia, the voluntary sector, schools and local community organisations, as well as communications professionals, emergency planners and members of local and regional media to scrutinise, improve and promote public information strategies.
- c) Engaging with different groups prior to, and after publishing risk information to gather feedback on the effectiveness of communication arrangements.
- d) Providing or sign-posting risk information and advice that can actively promote personal and community resilience.
- e) Engaging with neighbouring risk groups, or those with a similar risk profile, to agree the provision of relevant and consistent information to the public.
- f) Sharing lessons identified and examples of good and leading practice via JOL online.

Guidance and supporting documentation

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency preparedness: Chapter 7 – Communicating with the public](#) (Cabinet Office, 2012)

Thematic multi-agency guidance from Government

- [Communicating with the public the ten-step cycle](#) (2011)

Relevant competence statements from the National Occupational Standards for Civil Contingencies

- CC AA1 Work in co-operation with other organisations
- CC AA2 Share information with other organisations
- CC AA3 Manage information to support civil protection decision making
- CC AB1 Anticipate and assess the risk of emergencies
- CC AF1 Raise awareness of the risk, potential impact and arrangements in place for emergencies

Relevant British, European and International Standards

- [BS ISO 31000:2018 Risk Management - Guidelines](#)

Supporting guidance and statements of good practice from professional authorities

- [Communicating with the Public about Risk: Making Community Risk Registers Work](#) (EPC, 2012)
- [Public dialogues on flood risk communication](#) (Environment Agency, 2016)

Other recommended points of reference

- Examples of good practice: [10 Steps to Cyber Security](#) (NCSC, 2016) and [Run Hide Tell](#) (NaCTSO, 2017)
- [LRF contact details](#)

National Resilience Standards for LRFs

Standard #4

EMERGENCY PLANNING

Desired outcome

The LRF and its responder organisations have risk-based emergency plans which underpin an agreed, clearly understood, and exercised set of arrangements to reduce, control or mitigate the effect of emergencies in both the response and recovery phases.

Summary of legal duties (mandatory requirements)

The Civil Contingencies Act (CCA) requires Category 1 responders to maintain effective plans for the delivery of their functions to prevent emergencies. They are also required to publish all, or parts, of their emergency plans where that can assist local communities. The CCA requires an inclusive approach to contingency planning, including Category 2 responders and voluntary organisations, and the recommendation to have regard to local communities. A related duty is the requirement to maintain arrangements to warn and inform the public about emergencies.

How to achieve good practice in this area

A Local Resilience Forum (LRF) should have:

- a) A coherent set of multi-agency emergency plans that support single agency plans, which are based on a shared and common understanding of local risks and associated planning assumptions.
- b) Plans that address the risks as prioritised within their local Community Risk Registers, and the National Security Risk Assessment as appropriate.
- c) A clear rationale for the balance between generic planning and specific planning for defined risks.
- d) Plans that are scalable, with sufficient resources to support the response to emergencies across the range of relevant planning assumptions.
- e) Clear, inclusive and agreed governance arrangements for both single-agency and multi-agency plans, including defined responsibility for plan validation and maintenance.
- f) Arrangements to ensure the coherence of specific plans relating to COMAH, PSR and REPPiR regulations with other contingency plans within the local resilience area.
- g) An agreed and resourced programme to embed emergency planning arrangements, through training and exercising, across all relevant organisations.
- h) Plans which enable LRFs to anticipate rising tide emergencies, and take preventative or pre-emptive actions as required.
- i) Plans which have a clear activation and notification process, which is inclusive of Category 1 and 2 responders and other organisations as appropriate, and include an agreed process for de-activation and closedown of response and recovery activity.
- j) Plans with clear and agreed arrangements for communication with all stakeholders and the public across the full range of media.
- k) Plans and supporting materials which reflect and promote JESIP interoperability principles and terminology.
- l) Protocols for the establishment, at an early stage in the emergency response, recovery co-ordinating and working groups, with guidance for leaders and practitioners on managing the transition from response to recovery.
- m) Plans that define post-event procedures, which should include a formal debrief process, the identification of lessons and the use of JOL online to record and share both lessons identified and leading practice.

National Resilience Standards for LRFs

Standard #4

EMERGENCY PLANNING (cont.)

- n) Arrangements to use ResilienceDirect as a sharing platform in the planning process and for plans.
- o) A programme for exercising plans, as set out in the exercising standard.
- p) A formal and regular plan review process that reflects lessons identified from exercises and operations.

How to achieve leading practice in this area

The LRF may consider adoption of some or all of the following:

- a) A formal process to share relevant plans and procedures and consult with neighbouring LRFs, in order to enhance cross-border awareness and interoperability of response and recovery arrangements.
- b) Integrating emergency plans into the wider management systems of the organisations involved in the LRF and are disseminated, shared and approved at an executive level.
- c) Plans that include an escalation process for engaging wider involvement, including mutual aid, MACA, national capabilities, the voluntary sector and spontaneous volunteers.
- d) Giving due regard in all plans to the needs of the community in extended periods of response and recovery, with a clear understanding of how those needs might evolve and will continue to be met.
- e) Plans and procedures that are independently peer-reviewed by other LRFs within a framework that drives and monitors continuous improvement.
- f) Plans that follow a common template. They show good use of action cards, diagrammatic instructions, detachable annexes and directories. They “sign-post” the responder, rather than serving as an all-inclusive or stand-alone resource, and connect to a wider set of complementary resources.
- g) Plans which exist in a form that allows them to be accessible to the public, enabling the public to have a means of engaging in a dialogue with the plan owners.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency Preparedness](#) (Cabinet Office, 2011-12) – [chapters 5.6](#) and [7](#)
- [National Recovery Guidance](#) (Cabinet Office, 2013)
- [HSE A guide to the Radiation \(Emergency Preparedness and Public Information\) Regulations 2001](#)
- [HSE A guide to the Pipeline Safety Regulations 1996](#)
- [HSE The Control of Major Accident Hazards Regulations 2015](#)

Thematic multi-agency guidance from Government

- [JESIP Exercise objectives template for multi-agency exercises](#)
- [The role of Local Resilience Forums: a reference document](#) (Cabinet Office, 2013)

Relevant competence statements from the National Occupational Standards for Civil Contingencies

- CC AC1 Develop, maintain and evaluate emergency plans and arrangements
- CC AD1 Develop, maintain and evaluate business continuity plans and arrangements

Other recommended points of reference

- Government search facility for local plans: [Preparing for emergencies: find out about local plans](#) (2018)

National Resilience Standards for LRFs

Standard #5

COMMUNITY RESILIENCE DEVELOPMENT

Desired Outcome

The LRF and partner organisations have a strategic and coordinated approach to activity that enables community and voluntary networks (which includes individuals, businesses, community groups and voluntary organisations) to behave in a resilient way and take action to support one another and members of the public.

Summary of legal duties (mandatory requirements)

Duties set out in the Civil Contingencies Act (CCA) which pertain to community resilience include the publication of risk and emergency management information and warning and informing the public about emergencies. Detail is set out in: Contingency Planning, Duty to Assess, Plan and Advise (section 2). The CCA also sets out a duty for Local Authorities to provide business continuity advice for private and voluntary organisations in Contingency Planning, Advice and Assistance to the Public (section 4) [The Public Sector Equality Duty: Equality Act 2010](#) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities. This includes [specific duties for engagement by public authorities](#)

How to achieve good practice in this area

A Local Resilience Forum (LRF) should have:

- a) A strategic approach, agreed at the LRF executive, to ensure coordination of complementary activity for promoting and enabling resilient behaviours, facilitating community led social action and partnering with voluntary organisations.
- b) A multi-agency community resilience working group of the LRF, or across multiple neighbouring LRFs, to coordinate community resilience activity.
- c) Representatives from community and voluntary networks on the LRF working group.
- d) The community resilience considerations and the voluntary capabilities of all their member organisations integrated into existing emergency management plans.
- e) Representation of the community resilience working group on the LRF executive and on other working groups such as Risk Assessment, Warning and Informing, Business Continuity Promotion, Human Aspects, Voluntary Sector Partnerships and on relevant national groups.
- f) Easily accessible and regularly updated information about statutory responder and/or LRF community resilience services, resources, governance and points of contact.
- g) A process for identifying, mapping and regularly assessing the resilience of community and voluntary networks at highest risk to inform priorities for targeted communications and interventions.
- h) Identified and engaged with those community and voluntary networks which might offer support to their communities and to responders before, during or after an emergency. This includes, but is not limited to, community emergency planning groups, community emergency response teams, Parish and Town Councils, faith groups, Voluntary Community and Social Enterprise organisations.
- i) A process for providing advice and support to community and voluntary networks that want to have a role in emergency management.
- j) A communications and engagement plan to promote resilient behaviours and encourage community and voluntary networks to promote resilience and take a role in emergency management. This should use existing engagement channels and activities, and have due regard to the Public Sector Equality Duty and specifically the guidance on engagement.
- k) Clearly defined roles for community and voluntary networks for preparing, responding and recovering from emergencies, which are agreed and communicated prior to an incident. For example this may range from informal expectations for neighbours to support one another to formal partnership arrangements utilising memorandums of understanding and codes of conduct.
- l) A community resilience coordinator who works across the LRF partnership to coordinate community resilience activity
- m) Defined goals, success indicators and timeframes for engagement and interventions with community and voluntary networks.

National Resilience Standards for LRFs

Standard #5

COMMUNITY RESILIENCE DEVELOPMENT (cont.)

- o) A regularly updated database of local and national voluntary capabilities available to support emergency response and recovery, with clear activation processes which are agreed and communicated to all partners. Locally agreed arrangements to manage spontaneous offers of support to affected people and to emergency responders in emergencies, including financial and physical donations, unaffiliated 'spontaneous' volunteers, in-kind resource and expertise.
- p) Community resilience approaches, programmes and lessons are proactively shared with neighbouring LRFs, national networks and through Joint Organisational Learning Online.

How to achieve leading practice in this area

The LRF may consider adoption of some or all of the following:

- a) A process for on-going consultation and collaboration with community and voluntary networks in relation to risk assessments and emergency plans, including understanding and mapping the risks that are of primary concern and motivation to communities.
- b) Encouraging regular outreach sessions, workshops and conferences for individuals, businesses and community networks to share leading practice, provide training, build relationships and enable networking between groups.
- c) Encourage representation on the LRF working group from community and voluntary networks which would not necessarily identify emergency management as their core activity.
- d) Promote working with local schools to integrate emergency preparedness into education and consult children in relation to emergency management arrangements, working with charity partners where helpful.
- e) A programme of active facilitation of community and voluntary networks to generate information about risks and communicate these to the wider public.
- f) Provision of physical resources, assets and training for community and voluntary networks.
- g) A process to facilitate and empower community and voluntary networks to deliver aspects of the LRF community resilience activity, including services for preparedness, response and recovery.
- h) Supporting community and voluntary networks to be involved in the exercising of LRF emergency plans.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency Preparedness](#) (Cabinet Office, 2011-12)
- [Emergency Response and Recovery](#) (Cabinet Office, 2013)

Thematic multi-agency guidance from Government

- [Preparing for emergencies - helping people, businesses and communities to identify and prepare for the hazards and threats that may disrupt their lives.](#) (Cabinet Office, November 2018)
- [Community Resilience: Resources and Tools](#) A collection of resources that enable individuals, communities and the organisations that support them to take part in emergency preparedness activities, in a way that complements the work of emergency responders.
- [Identifying people who are vulnerable in a crisis: guidance for emergency planners and responders](#) (Cabinet Office, 2008)
- [Communicating with the public: the ten step cycle](#) (Cabinet Office, May 2007)
- [Community resilience development framework](#) (Cabinet Office, June 2019)
- [Enabling social action](#) (DCMS, 2017)
- [Planning the coordination of spontaneous volunteers](#) (Cabinet Office, 2019)

Relevant British (BSI), European (CEN) and International (ISO) Standards

- [ISO 22319:2017 Security and resilience — Community resilience — Guidelines for planning the involvement of spontaneous volunteers](#)

Supporting guidance and statements of good practice from professional authorities

- [Resilience Community Pathfinder Scheme](#) (National Flood Forum, 2016)

National Resilience Standards for LRFs

Standard #6

INTEROPERABILITY

Desired Outcome

The LRF demonstrates a high level of interoperability between all emergency responder and supporting organisations, as a means to ensure an inclusive, collaborative approach to Integrated Emergency Management.

Summary of legal duties (mandatory requirements)

Interoperability is *'the extent to which organisations can work together coherently as a matter of routine'* (JESIP, 2016). The statutory guidance *Emergency Preparedness* sets out the duties on Category 1 and 2 responders to cooperate (Chapter 2) and to share information (Chapter 3), and further civil protection duties which fall on Category 1 responders, including risk assessment, (Chapter 4) emergency planning (Chapter 5) and communicating with the public (Chapter 7). Ensuring consistency and coherence in the conduct of the activities of Integrated Emergency Management, across the range of civil protection partners and across boundaries as appropriate, is an expectation for LRFs (Chapter 2).

The non-statutory guidance *Emergency Response and Recovery*, which complements *Emergency Preparedness*, describes the multi-agency framework for responding to and recovering from emergencies. The Joint Emergency Services Interoperability Principles (JESIP) *Joint Doctrine: Interoperability Framework 2016* publication is a non-statutory complement to the guidance identified above, and is in turn supported by other publications relating to specific risks, as set out in the Guidance and Supporting knowledge section below. *Joint Doctrine: Interoperability Framework 2016* is relevant to all organisations that comprise and support the LRF.

How to achieve good practice in this area

A Local Resilience Forum (LRF) should have:

- a) Embedded the principles of joint working in all multi-agency arrangements, with the objective of normalising interoperability across the activities of Integrated Emergency Management. The LRF should ensure that there are no unintended conflicts or blockers to collaboration arising from assumptions or established ways of working.
- b) A common understanding of local risks, partner agencies' capabilities, limitations, priorities and working practices, in order to facilitate an efficient, effective and coordinated joint response to incidents of varying levels of severity and scale.
- c) Adopted commonly-agreed terminology and definitions (for example the 2016 major incident definition) and also commonly-agreed graphic symbols and map symbols in order to enable a joint understanding of risks, plans and working practices, and support the attainment of shared situational awareness and a joint understanding of risk in emergency response and recovery.
- d) Adopted the M/ETHANE model as the reporting framework for responders and their control rooms to share information in both major incidents, and multi-agency responses to incidents that fall below the major incident threshold.
- e) Arrangements to attain and maintain a Common Operating Picture in emergency response and recovery through the establishment of a Multi-Agency Information Cell that utilises ResilienceDirect as a Common Information Sharing Platform, and commonly-agreed situation reporting and briefing templates and applications.
- f) Ensured that single-agency control rooms have adopted and embedded the relevant supporting principles as described in the joint doctrine.
- g) Adopted the Joint Decision Model to support joint decision making in multi-agency groups.
- h) Ensured that individual responder agencies have practiced and validated arrangements to ensure the compatibility of single-agency and multi-agency approaches in situational awareness, strategy formulation, decision support and decision making.

National Resilience Standards for LRFs

Standard #6

INTEROPERABILITY (cont.)

- j) Established and resourced a multi-agency training and joint exercising programme to embed and then validate interoperability principles and practices across responders and responder agencies, at strategic, tactical and operational levels. Training should be conducted by suitably qualified and experienced people.
- k) Adopted, developed or incorporated the national JESIP Exercise Objectives into multi agency exercising programmes.
- l) Arrangements to proactively, and in a timely manner, identify and share lessons and leading practice following major incidents and exercises with the wider resilience community using JOL online.
- m) Auditable arrangements to identify and act on lessons identified and leading practice from the wider resilience community using JOL Online.

How to achieve leading practice in this area

The LRF may consider adoption of some or all of the following:

- a) A formal agreement from all LRF member organisations to embed interoperability principles and adopt relevant ways of working in all joint working arrangements.
- b) Utilising JOL Online as the default national information platform for sharing leading practice.
- c) Discontinuing using single service models which perform the same function as JESIP models.
- d) Learning and development strategies that specify commanders, control room managers/supervisors and on call officers attend a multi-agency course every 3 years.
- e) An auditable database of multi-agency training and exercising which records when responders receive training, take part in exercises and when they are due refresher training.
- f) A formal process for identifying multi-agency lessons and notable practice, providing assurance and sharing lessons via JOL Online.
- g) Defined JESIP roles (Strategic Lead, Training Lead, JOL SPOC) are adopted by all partner agencies.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency Preparedness](#) (Cabinet Office, 2011-12)
- [Emergency Response and Recovery](#) (Cabinet Office, 2013)
- [CONOPs](#) (Cabinet Office, 2013)
- [JESIP Joint Doctrine: the interoperability framework](#) (Edition 2, 2016)
- [JESIP Joint Operating Principles for Responding to a CBRN\(e\) Event](#) (September 2016)
- [JESIP Joint Organisational Learning Guidance](#) (October 2017)
- [Home Office Initial Operational Response to a CBRN incident](#) (Version 2.0, 2015)
- [The Civil Protection Lexicon](#)
- [Common Map Symbology](#)

Single-agency guidance from Government and professional authorities

- [College of Policing Authorised Professional Practice \(APP\) – Civil Emergencies](#) (2016)
- [UK Fire and Rescue National Operational Guidance](#) (2018)
- [NARU Command and Control Guidance](#) (March, 2019)

Relevant competence statements from the National Occupational Standards for Civil Contingencies

- CC AA1 Work in co-operation with other organisations
- CC AA2 Share information with other organisations
- CC AA3 Manage information to support civil protection decision making

National Resilience Standards for LRFs

Standard #7

TRAINING

Desired outcome

All LRF member and supporting organisations are competent to fulfil their roles in emergency preparedness, response and recovery. Representatives of LRF organisations work together as a matter of routine to understand each other's roles and responsibilities, underpinned by a systematic and sequential approach to individual and collective training, rehearsal, validation, learning and improvement.

Summary of legal duties (mandatory requirements)

The Civil Contingencies Act (2004) Regulations require Category 1 responders to include provision for the training of staff or other persons in emergency plans, business continuity plans and arrangements to warn, inform and advise the public. 'Other persons' could include contractors with a role in the plans and civil protection partners, both statutory and non-statutory, who have a role in the plans.

All those within an organisation who may be involved in planning for, responding to and recovering from an emergency should be appropriately prepared. This requires a clear understanding of plans, their roles and responsibilities and how they fit into the wider picture. Category 1 responders should also ensure that the capabilities and requirements of Category 2 agencies, voluntary and other organisations are reflected in training arrangements. Relevant planning documents must contain a statement about the nature of the training and exercising to be provided and its frequency.

How to achieve good practice in this area

The Local Resilience Forum (LRF) should have:

- a) Established an appropriate sub-group to oversee and coordinate multi-agency training, development and learning activities across the LRF. This group should include Category 1 and 2 organisations, voluntary sector representatives, and appropriate representation from other organisations who are involved in local resilience capabilities and arrangements. This group should also lead the planning and implementation of the LRF' multi-agency exercise programme.
- b) A multi-agency training, learning and development plan with a clear purpose, a proportionate budget, links to appropriate competence frameworks and criteria for determining value for money. Training Needs Analyses should be conducted to inform and prioritise effort. This plan should reflect a development cycle that appropriately sequences individual and collective training and exercising, within and across organisations, in order to effectively meet development and validation objectives.
- c) An agreed training programme to ensure that individuals and teams in each organisation, with roles in preparedness, response and recovery, are appropriately developed for those roles. This may include induction, orientation, plan familiarisation, formal training events, and the continuing professional development of both new-starters and established members of staff.
- d) Arrangements to ensure all training and exercising promotes interoperability and partnership working across the LRF.
- e) Arrangements to ensure that all organisational strategic representatives who will form the SCG develop and maintain relevant competences through training and regular exercising, of which a record should be kept. Those who might need to deputise as SCG members should be identified, trained and participate in exercises.
- f) Oversight of training provision for the political leadership of LRF member organisations. The LRF should ensure that such training is consistent with local agreements and expectations of political roles in emergency preparedness, response and recovery.
- g) Arrangements to ensure, on a regular basis, that multi-agency training reflects current National Resilience Standards, relevant doctrine and guidance, and applies lessons from JOL online.
- h) Arrangements to assure the quality, currency and effectiveness of training and development, covering both issues of content (what is to be learned) and delivery (how the learning is to be conducted). These should ensure that trainers are suitably qualified and experienced people. Where training has learning objectives relating to multi-agency working, it should be delivered by a multi-agency training team.

National Resilience Standards for LRFs

Standard #7

TRAINING (cont.)

How to achieve leading practice in this area

The LRF may consider adoption of some or all of the following:

- a) Creating a safe learning environment that will enable no-fault learning across the range of its training, exercising and development activities.
- b) Building resilience by training second teams and volunteers that may be called upon to support primary personnel in the event of concurrent or long-running events, or as part of organisations' business continuity planning.
- c) Establishing clear criteria to assess the impact of training and development for both individuals and organisations (for example, the Kirkpatrick evaluation framework).

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency Preparedness](#) (Cabinet Office, 2011-12) especially chapters [five](#), [six](#) and [seven](#)
- [Emergency Response and Recovery](#) (Cabinet Office, 2013)
- [JESIP Joint Doctrine: the interoperability framework](#) (Edition 2, 2016)

Thematic multi-agency guidance from Government

- [JESIP interoperability training](#) (2017)
- [The role of Local Resilience Forums: a reference document](#) (2013)

Single-agency guidance from Government and professional authorities

- [SOLACE and MHCLG Local authorities' preparedness for civil emergencies: a good practice guide](#) (2018)
- [College of Policing Authorised Professional Practice \(APP\) – Civil Emergencies](#) (2016) [UK Fire and Rescue National Operational Guidance](#) (2018)
- [NARU Command & Control Guidance](#) (March 2019)

Relevant competence statements from the National Occupational Standards for Civil Contingencies

- CC AA1 Work in co-operation with other organisations
- CC AC1 Develop, maintain and evaluate emergency plans and arrangements
- CC AD1 Develop, maintain and evaluate business continuity plans and arrangements
- CC AE1 Create exercises to practice or validate emergency or business continuity arrangements
- CC AE2 Direct and facilitate exercises to practice or validate emergency or business continuity arrangements
- CC AE3 Conduct debriefing after an emergency, exercise or other activity

National Resilience Standards for LRFs

Standard #8

EXERCISING

Desired outcome

Members of the LRF and their wider partners develop and assure their resilience capabilities and arrangements through an exercise programme that is risk-based, inclusive of all relevant organisations and recognises the cyclical process of learning and continuous development.

Summary of legal duties (mandatory requirements)

The Civil Contingencies Act (CCA) requires Category 1 responders to include provision for the carrying out of exercises and for the training of staff identified in their emergency plans. The same or similar requirements for exercising and training also apply to business continuity plans and arrangements to warn, inform and advise the public. This means that relevant planning documents must contain a statement about the nature of the training and exercising to be provided, and its frequency. More detailed advice on recovery planning can be found in the Cabinet Office core guidance *Emergency Response and Recovery*

How to achieve good practice in this area

The Local Resilience Forum (LRF) should have:

- a) Agreed and communicated a regular schedule of exercises, set within a cyclical approach to capability development and continuous improvement, which progresses through individual and team training, rehearsal, validation, learning and improvement.
- b) Arrangements to ensure that all exercises have clear and appropriate objectives, which may relate for example to developing people and teams, or to validating plans and procedures. LRFs should have adopted, developed or incorporated the JESIP exercise objectives template for multi-agency exercises.
- c) A process to determine the most appropriate form of exercise to achieve pre-defined aims and objectives.
- d) Arrangements to develop realistic and credible but challenging exercise scenarios that reflect the Community Risk Register, local planning assumptions and where appropriate the National Security Risk Assessment. Exercise scenarios should reflect both the response and recovery phases of emergency incidents.
- e) Arrangements to involve all relevant partners in exercises, including the voluntary sector, the military and other organisations as appropriate. Community and private sector representatives with a role in response or recovery should be involved in exercises.
- f) Arrangements to ensure all possible deputies for roles are included in exercises.
- g) Arrangements to ensure adherence to statutory requirements to exercise eg as set out in Control Of Major Accident Hazard, pipeline and nuclear regulations.
- h) An exercise programme that rehearses and validates relevant generic or specific local capabilities, and the supporting elements of capability. These include business continuity, information sharing, information management, secretariat, decision support, logging and communications arrangements.
- i) An exercise programme that rehearses and validates the interplay between different levels of multi-agency command, control and coordination, including central government mechanisms and arrangements.
- j) An exercise programme that rehearses and validates cross-border arrangements, including mutual aid, and the relationship between local authorities within an LRF area.
- k) An exercise programme that rehearses and validates hand-overs between teams in an extended incident.
- l) An exercise programme that rehearses and validates the role of local politicians with responsibility and a role in local response or recovery arrangements.
- m) An exercise programme that rehearses and validates the arrangements for transition from response to recovery, and also recovery-specific capabilities.
- n) Sufficient and suitably qualified and experienced people to fulfil exercise delivery roles, including directing staff, facilitators, observers and evaluators.

National Resilience Standards for LRFs

Standard #8

EXERCISING (cont.)

- o) Involved peers from other LRFs in exercise debriefs and the identification of lessons.
- p) An audit trail that evidences how learning from exercises has brought about improvements in emergency plans, arrangements and local resilience capabilities.
- q) An exercise programme that rehearses capacity to maintain a sustained response against reasonable worst case scenario(s).

How to achieve leading practice in this area

The LRF may consider adoption of some or all of the following:

- a) Separation of responsibility for resilience capabilities from responsibility for exercising those capabilities, to ensure independence and objectivity in validation.
- b) Participation in regional-scale or national exercises to rehearse and validate cross-boundary working.
- c) Specific exercising of recovery structures, including play by senior managers, to rehearse and validate their roles, including the interplay with regional and national recovery management structures.
- d) Carrying out at least one multi-agency and multi-command level exercise per year which exercises teams in control centres and co-ordinating groups.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency Preparedness](#) (Cabinet Office, 2011-12)
- [Emergency Response and Recovery](#) (Cabinet Office, 2013)
- [National Recovery Guidance](#) (Cabinet Office, 2013)

Thematic multi-agency guidance from Government

- [JESIP Exercise objectives template for multi-agency exercises](#)
- [The role of Local Resilience Forums: a reference document](#) (Cabinet Office, 2013)

Relevant competence statements from the [National Occupational Standards for Civil Contingencies](#)

- CC AC1 Develop, maintain and evaluate emergency plans and arrangements
- CC AD1 Develop, maintain and evaluate business continuity plans and arrangements
- CC AE1 Create exercises to practice or validate emergency or business continuity arrangements
- CC AE2 Direct and facilitate exercises to practice or validate emergency or business continuity arrangements
- CC AE3 Conduct debriefing after an emergency, exercise or other activity

Relevant British (BSI), European (CEN) and International (ISO) Standards

- [PD 25666:2010 Business continuity management – Guidance on exercising and testing for continuity and contingency programmes](#)
- [BS11200 : 2014 Crisis Management: guidance and good practice](#)
- [BS ISO 22398:2013 Societal security – Guidelines for exercises](#)

Supporting guidance and statements of good practice from professional authorities

- [Developing and Delivering Exercises](#). Emergency Planning College, position paper #3 (2016).

National Resilience Standards for LRFs

Standard #9

BUSINESS CONTINUITY MANAGEMENT

Desired outcome

Organisations within the LRF are able to demonstrate a high level of resilience in their critical functions and emergency response and recovery capabilities under the risk conditions set out in local planning assumptions.

Summary of legal duties (mandatory requirements)

The Civil Contingencies Act (CCA) requires Category 1 responders to maintain plans to ensure that they can continue to deliver their functions in the event of an emergency as far as is reasonably practicable, and this duty relates to all critical functions, not just their emergency response functions. Category 1 responders must have regard to assessments of both internal and external risks when developing and reviewing business continuity plans. These may take the form of generic plans which set out the core of a Category 1 responder's response to an emergency or disruptive challenge; or specific plans dealing with particular risks, sites or services. In both cases, there must be a clear procedure for invoking the business continuity plan. Category 1 responders must include arrangements for reviewing and exercising to ensuring the plan is current and effective, arrangements for the provision of training to those involved in implementing the plan. They are also required to publish aspects of their business continuity plans making this information available for the purposes of dealing with emergencies. The International Standard for Business Continuity (ISO22301) is acknowledged as a generic framework that is applicable across the public, private and voluntary sectors.

How to achieve good practice in this area

The Local Resilience Forum (LRF) should have:

- a) Established a multi-agency Business Continuity Working Group (BCWG) comprising key business continuity personnel from all LRF member organisations, and other organisations as appropriate, for the purposes of sharing, collaboration and improvement. The BCWG may meet physically or virtually to accommodate the distribution and availability of members, and it should make use of *ResilienceDirect* as a common platform for sharing and collaboration.
- b) Oversight arrangements to ensure that business continuity is appropriately embedded within LRF member organisations in order that their critical functions, emergency response and recovery capabilities are highly resilient. Taking account of links and interdependencies between LRF member organisations, and other organisations recognising the need for any associated learning and development to achieve this.
- c) Oversight arrangements to ensure that all LRF member organisations have business continuity plans and arrangements in place that are current, aligned to the ISO 22301 standard and support local responder duties under the Civil Contingencies Act.
- d) Key business continuity personnel who are suitably qualified and experienced, having due regard to relevant professional standards and competence frameworks.
- e) Ensured that LRF member organisations share information with other responder organisations in order to understand their respective business continuity plans and arrangements, and also vulnerabilities and dependencies that may become relevant in the event of disruption.
- f) Ensured that all LRF member organisations have robust arrangements for the validation of the business continuity plans and arrangements for their critical functions and emergency response and recovery capabilities. The approach to validation should complement self-assessment with peer review and/or independent external scrutiny.
- g) Clearly defined arrangements to learn from local and national incidents in order to improve local business continuity plans and arrangements, with agreed mechanisms for recording and sharing lessons identified using JOL online.

National Resilience Standards for LRFs

Standard #9

BUSINESS CONTINUITY MANAGEMENT (cont.)

How to achieve leading practice in this area

The LRF may consider adoption of some or all of the following:

- a) Collaborating with member organisations to invest in the professional qualification and continuous professional development of key business continuity personnel.
- b) Facilitating independent assurance, and where appropriate certification, of their business continuity plans and arrangements against ISO22301.
- c) Sharing good practice in relation to the integration of a wider set of strategic and operational resilience disciplines with business continuity, as set out in BS65000 Organisational Resilience.
- d) Encouraging the BCWG to enable member organisations to have access to assets and resources held by other organisations in the event of disruption such as loss of premises.
- e) Coordinating and supporting local authority and partner arrangements for promoting business continuity to businesses and voluntary organisations.
- f) Incorporating business continuity elements and considerations into multi-agency exercises in order to robustly test vulnerabilities and validate the resilience of local capabilities.
- g) Participating beyond the LRF and through a wide range of institutions, networks or forums to seek and share lessons and leading practice to inform critical continuous improvement.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency Preparedness](#) (Cabinet Office, 2011-12) (especially [Chapter 6](#))
- [Emergency Response and Recovery](#) (Cabinet Office, 2013)

Thematic multi-agency guidance from Government

- [CPNI Business Continuity](#)
- [DCMS Business continuity planning for museums and galleries](#) (2013)

Single-agency guidance from Government and professional authorities

- [College of Policing APP Civil Emergencies Planning](#) (2016)
- [NHS England EPRR Business Continuity Management Toolkit](#) (2016)

Relevant competence statements from the National Occupational Standards for Civil Contingencies

- CC AA1 Work in co-operation with other organisations
- CC AA2 Share information with other organisations
- CC AA3 Manage information to support civil protection decision making
- CC AB1 Anticipate and assess the risk of emergencies
- CC AC1 Develop, maintain and evaluate emergency plans and arrangements
- CC AD1 Develop, maintain and evaluate business continuity plans and arrangements
- CC AD2 Promote business continuity management
- CC AE1 Create exercises to practice or validate emergency or business continuity arrangements
- CC AE2 Direct and facilitate exercises to practice or validate emergency or business continuity arrangements
- CC AE3 Conduct debriefing after an emergency, exercise or other activity
- CC AF1 Raise awareness of the risk, potential impact and arrangements in place for emergencies

Relevant British (BSI), European (CEN) and International (ISO) Standards

- [ISO 22301 Business Continuity Management](#)

Supporting guidance and statements of good practice from professional authorities

- [Business Continuity Institute Good Practice Guidelines](#) (2018)
- [British Standards Institution Business Continuity Management resources](#)

National Resilience Standards for LRFs

Standard #10

BUSINESS CONTINUITY PROMOTION

Desired outcome

Businesses and voluntary organisations are enabled by their local resilience partnership to develop their own business continuity arrangements against locally foreseeable risks, in a way that encourages learning and continuous improvement.

NOTE: *The duty to promote business continuity applies only to Local Authorities. However, the LRF may have a role in coordinating such activity, by Local Authorities and others, in the interests of efficiency and effectiveness. For this reason, this standard is slightly different to others in that it highlights how Local Authorities and LRFs may work towards good practice.*

Summary of legal duties (mandatory requirements)

The Civil Contingencies Act (CCA) requires Local Authorities to provide general advice and assistance to businesses and voluntary organisations in relation to business continuity management (BCM) in the event of an emergency, cooperate with other Local Authorities within the LRF in performing this duty, and have regard to the BCM advice and assistance provided by other Category 1 and 2 responders to businesses and voluntary organisations in their areas.

How to achieve good practice in this area

A **Local Authority** should have:

- a) Raised awareness of BCM and provided practical and helpful assistance to businesses and voluntary organisations to build and develop their own resilience.
- b) Established arrangements to deliver relevant, appropriate and targeted BCM advice to businesses and voluntary organisations in their areas, taking account of the different objectives and operating contexts of micro, small, medium sized and large enterprises and voluntary organisations.
- c) Evaluated the potential to provide individual organisations with specific advice and support on request, for which they may charge on a cost recovery basis, noting that only the provision of general advice is a duty under the CCA.
- d) Developed Suitably Qualified and Experienced People to undertake business continuity promotion, ensuring that their competence includes an understanding of business' operating contexts as well as BCM good practice.
- e) Ensured that the LRF Community Risk Register and related arrangements contains material that is relevant and useful to businesses and voluntary organisations in developing their own resilience.
- f) Ensured that business continuity advice and support meets the requirement to have regard to 'any relevant risk register', including those of neighbouring LRFs.
- g) Recognised and addressed dependencies between local resilience arrangements and capabilities and the resilience of businesses and voluntary organisations (e.g. services provided by local businesses to emergency responder organisations).
- h) Established a local business continuity forum or network to enable information flow from the Local Authority and LRF partners to businesses and voluntary organisations, and to enable peer sharing and support arrangements. It may be appropriate, where LRF areas are extensive and/or diverse, for a number of more local networks to be established, and options to collaborate with existing networks should be evaluated.
- i) Ensured, where the business continuity promotion duty is met through collaborative arrangements, that governance structures are adequate to maintain direction, oversight and assurance of such activity.

A **Local Resilience Forum (LRF)** should have:

- a) Included business representative organisations in the activities of the multi-agency Business Continuity Working Group (BCWG).

National Resilience Standards for LRFs

Standard #10

BUSINESS CONTINUITY PROMOTION (cont.)

- b) Included the coordination and support of business continuity promotion activities within the remit of its BCWG, specifically to ensure:
- I. that messages are consistent, means of delivery are coordinated and there is a focus on continuous improvement;
 - II. that all business continuity promotion activity in the local resilience area, including that which is undertaken by other Category 1 and 2 responders, is coordinated in the interests of efficiency and effectiveness;
 - III. that communications, advice and support in related areas (e.g. crime prevention, counter-terrorism and public safety) are coordinated in the interests of efficiency and effectiveness;
 - IV. that opportunities to partner with any other organisation working in or championing community, business and organisational resilience are identified, including for example building links with BERG Business in the Community regional volunteers.
- c) Arrangements in place to review business continuity promotion activity within the local resilience area at least every two years, to assess its effectiveness, adherence to good practice and opportunities for collaboration and increased efficiency.

How to achieve leading practice in this area

Local Authorities, and where appropriate an LRF, may consider adoption of some or all of the following:

- a) The LRF establishes a multi-agency strategy for business continuity promotion that defines specific expectations of individual member organisations, where there is agreement that they are best-placed to meet them.
- b) Consideration of means of supporting businesses and voluntary organisations to develop their resilience against a wider range of disruptive challenges than just those likely to cause an emergency as defined in the CCA.
- c) A clear relationship between business continuity promotion activities, principally with Small to Medium Sized Enterprises (SMEs), and wider initiatives to develop community resilience.
- d) Participation beyond the LRF and through a wide range of institutions and forums to seek and share lessons and good practice to inform critical reflection and continuous improvement.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency Preparedness](#) (Cabinet Office, 2011-12) (especially [Chapter 8](#))

Relevant competence statements from the National Occupational Standards for Civil Contingencies

- CC AA1 Work in co-operation with other organisations
- CC AD2 Promote business continuity management
- CC AF1 Raise awareness of the risk, potential impact and arrangements in place for emergencies

Relevant British (BSI), European (CEN) and International (ISO) Standards

- [ISO 22301 Business Continuity Management](#)

Supporting guidance and statements of good practice from professional authorities

- [Business Continuity Institute Good Practice Guidelines](#) (2018)
- [British Standards Institution Business Continuity Management resources](#)

Other recommended points of reference

- [BCI Business Continuity Week Resources](#) (2018)
- [Buckinghamshire Business First](#) (2018)
- [Business Continuity For Dummies Cheat Sheet \(UK Edition\)](#) (2012)
- [London Resilience – Preparing your business](#) (2018)
- [Manchester Business Continuity Forum](#) (2018)
- [Business Emergency Resilience Group \(BERG\)](#)

National Resilience Standards for LRFs

Standard #11

STRATEGIC CO-ORDINATION CENTRE (SCC): Preparation and operation

Desired outcome

A Strategic Co-ordination Centre (SCC) that can support and sustain the effective operation of a Strategic Co-ordinating Group (SCG), through timely activation and the provision of required capabilities at an appropriate level of capacity, and with due regard to security and resilience considerations.

Summary of legal duties (mandatory requirements)

The Civil Contingencies Act (CCA) requires the establishment, preparation and effective organisation and functioning of an SCG and an SCC to support the activities within it. *Emergency Preparedness* (Chapter 1) outlines the requirements of the Act within the context of Integrated Emergency Management (IEM). *Emergency Response and Recovery* outlines principles for responding to emergencies (Chapter 4), and which provides guidance on resilient telecommunications for staff of responder agencies involved in emergency response and recovery preparations (Chapter 6).

How to achieve good practice in this area

The Local Resilience Forum (LRF) should have:

- a) A clearly described and commonly understood process for activating an SCC at any time.
- b) Clearly defined and commonly understood arrangements for access, the monitoring of attendance and briefing for multi-agency partners attending the SCC.
- c) The facilities and capabilities required to enable multi agency working within the SCC. This should include the ability to set up a specific teams or cells (e.g. multi-agency information cell, Scientific and Technical Advisory Cell, logistics, media and recovery) and the provision of welfare facilities for sustained operations.
- d) Validated arrangements for IT and communications equipment access, including any systems that may be required for multi-agency partners attending the SCC. This should include the provision of secure communications for CT/CBRN and other sensitive incidents.
- e) Scalable capacity within the SCC to meet foreseeable and reasonable multi-agency and Government Liaison Team requirements, and facilities for multiple Category 2 responders as required.
- f) Established and validated procedural and technical links between the SCC and Tactical Coordinating Groups.
- g) Established and validated procedural and technical links between the SCC and other Command, Control and Coordination (C3) facilities, including those within central government.
- h) Arrangements to ensure communications interoperability between multi-agency partners, in addition to the emergency services, and other C3 levels and facilities as appropriate.
- i) Suitable means to support the establishment, maintenance and display of a Common Operating Picture and supporting information feeds that is accessible to all multi-agency participants at the SCC.
- j) The ability to convene in a fall-back location with comparable capabilities to the primary SCC.
- k) Validated arrangements to provide alternatives to physical attendance for some or all of those required to participate in meetings at the SCC.
- l) Validated measures to ensure the continuity and resilience of the SCC against reasonably foreseeable risks as identified in the CRR.
- m) Appropriate security procedures that balance the requirements of a multi-agency facility requiring short-notice activation with the likely sensitivities of meetings taking place there, noting potential media interest or presence on site.
- n) Designated a sufficiently sized, separate and equipped area to enable SECRET working if appropriate.
- o) A suitable, inclusive and accessible programme for multi-agency familiarisation, training and rehearsal to operate in the SCC.
- p) Robust arrangements for the validation of the arrangements and capabilities identified above.

National Resilience Standards for LRFs

Standard #11

STRATEGIC CO-ORDINATION CENTRE (SCC): Preparation and operation (cont.)

How to achieve leading practice in this area

No indicators of leading practice have been identified in respect of this capability at the present time. This section will be updated to reflect developing practice in future versions.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency Preparedness](#) (Cabinet Office, 2011-12)
- [Emergency Response and Recovery](#) (Cabinet Office, 2013)
- [CONOPs](#) (Cabinet Office, 2013)
- [JESIP Joint Doctrine: the interoperability framework](#) (Edition 2, 2016)
- [Preparing Scotland](#) (ScoRDS, 2016)

Thematic multi-agency guidance from Government

- [A checklist for activating and operating an effective strategic co-ordinating group](#) (SCG) (DCLG, 2017)
- [Aide Memoire for Strategic and Recovery Co-ordinating Group Chairs participating in ministerial meetings](#) (DCLG, 2016)

Single-agency guidance from Government and professional authorities

- [College of Policing Authorised Professional Practice \(APP\) – Civil Emergencies](#) (2016)
- [UK Fire and Rescue National Operational Guidance](#) (2018)
- [NARU Command and Control Guidance](#) (2019)

Relevant competence statements from the National Occupational Standards for Civil Contingencies

- CC AA1 Work in co-operation with other organisations
- CC AA2 Share information with other organisations
- CC AA3 Manage information to support civil protection decision making
- CC AC1 Develop, maintain and evaluate emergency plans and arrangements
- CC AD1 Develop, maintain and evaluate business continuity plans and arrangements
- CC AE1 Create exercises to practice or validate emergency or business continuity arrangements
- CC AE2 Direct and facilitate exercises to practice or validate emergency or business continuity arrangements
- CC AG1 Respond to emergencies at the strategic (gold) level

Relevant British (BSI), European (CEN) and International (ISO) Standards

- [BS11200:2015 Crisis Management: Guidance and Good Practice](#), British Standards Institution

Supporting guidance and statements of good practice from professional authorities

- [Office for Nuclear Regulation, LC-11 Emergency Arrangements](#) (2017)

National Resilience Standards for LRFs

Standard #12

STRATEGIC CO-ORDINATING GROUP (SCG): Preparation and Activation

Desired outcome

A Strategic Co-ordinating Group (SCG) that comes together in a timely and efficient manner to: define multi-agency strategy; make informed decisions in good time; coordinate multi-agency activities; communicate and interoperate with other agencies at local and national levels; and monitor and change strategy, communications and activity as the situation evolves.

Summary of legal duties (mandatory requirements)

The Civil Contingencies Act (CCA) establishes the legislative framework, including the requirement to respond and co-operate within a multi-agency environment. *Emergency Response and Recovery* provides guidance to enable LRFs to develop a shared understanding of the multi-agency framework for emergency response and recovery at the local level, notably: Chapter 2 which outlines the principles of effective response and recovery; Chapter 3 which outlines the agencies involved in responding to and recovering from emergencies; and Chapter 4 which describes the single agency and multi-agency management tiers and the interaction between individual agencies.

How to achieve good practice in this area

A Local Resilience Forum (LRF) should have:

- a) Local multi-agency plans that clearly define the purpose, function and locations of the SCG, the Strategic Coordination Centre (SCC) and any alternative or fall-back locations.
- b) Ensured that SCG members (and their deputies) have been identified, appropriately trained, exercised and prepared for their role at a strategic level in emergency response coordination, ensuring these competences are up to date and relevant.
- c) A clearly defined and commonly understood process for notifying, activating and standing down an SCG, acknowledging the expectation that any responder organisation, including Category 2 responders, can activate an SCG.
- d) Clear and agreed expectations of an appropriately high level of decision-making authority from all representatives of organisations attending SCG meetings, recognising Category 2 responders may provide strategic liaison officers.
- e) A clearly defined and commonly understood structure and process, including escalation arrangements, for co-ordination between an SCG and a Tactical Co-ordinating Group (TCG).
- f) A clear understanding of other organisations' roles including the role of the Government Liaison Officer (GLO) and wider Government Liaison Team (GLT), and the interface with Central Government and Devolved Administration crisis response arrangements.
- g) Practical arrangements that enable the SCG to communicate and interact with Central Government or Devolved Administrations as required, including the role of the GLO in this interaction.
- h) Adopted the JESIP interoperability principles and ways of working at the strategic level.
- i) Arrangements to attain and maintain shared situational awareness (utilising JESIP principles) through the establishment of a Common Operating Picture, including the use of ResilienceDirect as one of the tools for achieving this.
- j) An appropriate framework for strategic deliberation and decision making in a crisis, including appropriately trained secretariat, loggist, decision-support and specialist advisory capabilities.
- k) Clearly defined and robust arrangements for recording and logging discussions and decision making.
- l) Clearly defined and commonly understood arrangements that enable financial oversight and control during an incident.
- m) Clear expectations of Category 1 and 2 responders, as appropriate, to resource an SCG 24 hours per day during an emergency, including effective handover procedures for shift changes and flexible arrangements for those agencies who cover a wide area to engage remotely.
- n) Appropriate arrangements to provide alternatives to physical meetings for some or all members of the SCG using teleconferencing or video conferencing facilities.

National Resilience Standards for LRFs

Standard #12

STRATEGIC CO-ORDINATING GROUP (SCG): Preparation and Activation (cont.)

- o) A comprehensive and locally contextualised communications strategy that addresses the wide range of media outlets including social media.
- p) A clearly defined and commonly understood plan that enables the SCG to communicate to the public with a single voice during an incident.
- q) An appropriately inclusive programme for multi-agency training and rehearsal, and robust arrangements for the validation of arrangements.
- r) Clearly defined arrangements for debriefing SCG members following incidents and/or exercises to enable learning and continuous improvement.
Clearly defined arrangements to learn from local and national incidents in order to improve local strategic co-ordination arrangements, including the adoption of JOL online as a tool to achieve this.

How to achieve leading practice in this area

An LRF may consider adoption of some or all of the following:

- a) Clearly defining arrangements for requesting mutual aid from other LRFs, the voluntary sector, the military and through the Government Liaison Officer and/or Team (GLO/GLT).
- b) Clearly defining arrangements for alerting neighbouring LRFs who may be impacted by an emergency and escalation as necessary to establish a Response Coordination Group.
- c) Clearly defining arrangements for sharing information and co-operating in response and recovery with other LRFs or SCGs, both neighbouring and non-neighbouring, who may be impacted by an emergency.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency Preparedness](#) (Cabinet Office, 2011-12)
- [Emergency Response and Recovery](#) (Cabinet Office, 2013)
- [CONOPs](#) (Cabinet Office, 2013)
- [JESIP Joint Doctrine: the interoperability framework](#) (Edition 2, 2016)
- [Preparing Scotland](#) (ScoRDS, 2016)

Thematic multi-agency guidance from Government

- [Expectations and Indicators of good practice for category 1 & 2 responders](#) (Cabinet Office, 2013)
- [The role of Local Resilience Forums: a reference document](#) (Cabinet Office, 2013)
- [A checklist for activating and operating an effective strategic co-ordinating group](#) (SCG) (DCLG, 2017)
- [Aide Memoire for Strategic & Recovery Co-ordinating Group Chairs participating in ministerial meetings](#) (DCLG, 2016)

Single-agency guidance from Government and professional authorities

- [College of Policing Authorised Professional Practice \(APP\) – Civil Emergencies](#) (2016)
- [UK Fire and Rescue National Operational Guidance](#) (2018)
- [NARU Command and Control Guidance](#) (March 2019)

Relevant competence statements from the National Occupational Standards for Civil Contingencies

- CC AA1 Work in co-operation with other organisations
- CC AA2 Share information with other organisations
- CC AA3 Manage information to support civil protection decision making
- CC AE3 Conduct debriefing after an emergency, exercise or other activity
- CC AF2 Warn, inform and advise the community in the event of emergencies
- CC AG1 Respond to emergencies at the strategic (gold) level

Relevant British (BSI), European (CEN) and International (ISO) Standards

- [BS11200:2015 Crisis Management: Guidance and Good Practice, British Standards Institution](#)

National Resilience Standards for LRFs

Standard #13

LOCAL RECOVERY MANAGEMENT

Desired outcome

The LRF and partner organisations have robust, embedded and flexible recovery management arrangements in place that clearly link and complement emergency response arrangements, enable the smooth transition from response to recovery and support collective decision making to initiate, inform, resource, monitor and ultimately closedown the recovery phase of emergencies.

Summary of legal duties (mandatory requirements)

The organisational requirement to maintain plans for recovery is set out in the *Civil Contingencies Act (CCA)*, specifically as part of the requirement to reduce, control or mitigate the effects of an emergency and 'to take other action in connection with it'. The duty placed on local authorities to provide advice to businesses and non-profit organisations on business continuity is also relevant to recovery readiness. Detailed advice on recovery planning can be found in the Cabinet Office core guidance *Emergency Response and Recovery* and the *National Recovery Guidance. The Radiation Emergency Preparedness and Public Information Regulations 2001 (REPPPIR)* includes the requirement to develop and test plans for transition to recovery.

How to achieve good practice in this area

A Local Resilience Forum (LRF) should have:

- a) A multi-agency recovery working group, represented on the LRF executive, whose role is to maintain recovery arrangements; ensuring they effectively link with other local plans, ensuring recovery considerations are built into risk assessments, planning assumptions and exercises, and enabling the identification of relevant lessons.
- b) A flexible recovery management framework, applicable to any emergency using a 'common consequences' approach, which is refreshed on a three-year cycle, or more frequently if required.
- c) Defined and agreed roles and responsibilities for the organisations who may lead or support recovery work, recognising the broad spectrum of public, private, civil society, faith and voluntary sector stakeholders, including local politicians and representatives of central government/the devolved equivalents. It should clearly define the recovery management relationship between multiple local authorities within and across LRF areas.
- d) Defined and agreed protocols for establishing recovery management structures at the right moment in the response phase, and for managing the transition of leadership from response to recovery. This should include agreement on which response cells/activities should be maintained into the recovery phase, to ensure continuity of situational awareness and coordination arrangements for multi-agency communications.
- e) Defined arrangements for establishing Recovery Co-ordinating Groups (RCGs), including agreement on the chairing organisation, membership, hosting organisation, MAIM (multi-agency information management) and secretariat arrangements, recognising that this will require a sustained multi-agency resource that will need to run concurrently with response activities.
- f) An agreed and rehearsed framework for setting objectives/milestones and closedown criteria as part of a recovery strategy which enables recovery progress to be evaluated, and supports the eventual transition of the recovery programme into 'business as usual'.
- g) Plans for potential RCG sub-groups which could manage elements of the recovery programme, identifying lead organisations, secretariat and suggested membership.
- h) An agreed and rehearsed framework for conducting human and community, economic, infrastructure and environmental impact assessments to inform and prioritise recovery work.
- i) An agreed and rehearsed framework to involve and communicate with communities, faith groups, businesses and local institutions in the recovery process by drawing on existing organisational expertise and engagement channels.
- j) An annual (or more frequently as required by changes in staff and/or arrangements) briefing programme for senior officers and managers who are likely to lead response and/or recovery co-ordination, explaining the link between response and recovery, their responsibility for and role in recovery management, and local recovery management processes and plans.

National Resilience Standards for LRFs

Standard #13

LOCAL RECOVERY MANAGEMENT (cont.)

- k) Arrangements for inclusion of recovery elements into multi-agency exercises, validating the establishment of recovery management structures, strategy and milestones, resourcing parallel meetings and preparing for the formal transition from response to recovery.
- l) A defined process for evaluating and debriefing the recovery phase, with agreed mechanisms for recording and sharing lessons identified using JOL online.

How to achieve leading practice in this area

The LRF may consider adoption of some or all of the following:

- a) Including in the Recovery management framework **both** a generic, common consequence approach **and** tailored annexes explaining specific considerations for recovery from the highest-rated risks identified in the local Community Risk Register.
- b) Reviewing local recovery management arrangements to ensure that cultural complexities, vulnerabilities and issues of equity are adequately addressed.
- c) Voluntary peer review between LRFs of recovery plans and arrangements, debriefs and exercises.
- d) Where significant risks are shared across LRF or national borders, flexible protocols for cross-border recovery management are in place, including provision for partnership-working, consideration of mutual aid/shared resourcing and the establishment of a Multi-Recovery Co-ordinating Group.
- e) Developing strong relationships with charitable and private sector organisations offering financial or other support to community development and other recovery initiatives e.g. the management of donations following an emergency.
- f) Developing a generic framework, agreed with the lead local authority Responsible Financial Officer (Section 151), for rapid distribution of emergency payments to affected people and organisations, including identifying payment channels, reporting and monitoring mechanisms and a communications strategy.
- g) Maximising opportunities for education, regeneration and future risk mitigation by drawing in wider expertise for local recovery arrangements, for example in community development, sustainability and safety.
- h) Specific exercising of multi-agency recovery arrangements including live play by senior managers to practice developing a recovery strategy, chairing recovery meetings and engaging with stakeholders.
- i) Exercising for the highest-rated risks in the community risk register; this includes simulated interaction with the cross government ministerial recovery group or equivalents in devolved administrations.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency Response and Recovery](#) (Cabinet Office, 2013)
- [National Recovery Guidance](#) (Cabinet Office, 2013), including [Common issues, Economic issues, Humanitarian issues and Infrastructure issues](#)

Thematic multi-agency guidance from Government

- [Human Aspects of Emergency Management](#) (Cabinet Office, 2016)
- [Recovering from a chemical, biological and radiation incident](#) (Public Health England, 2016)
- [Emergency planning and preparedness: exercises and training](#) (Cabinet Office, 2014)
- [How voluntary organisations can help in emergencies](#) (Cabinet Office, 2014)
- [Flood Recovery Framework: guidance for Local Authorities in England](#) (MHCLG, 2017)
- [Mass Fatalities](#) (Cabinet Office, 2006)
- [Site Clearance](#) (MHCLG, 2016)

Single-agency guidance from Government and professional authorities

- [NHS Core Standards for Emergency Preparedness, Resilience and Response](#) (NHS England EPRR, 2015)

Relevant competence statements from the National Occupational Standards for Civil Contingencies

- [Manage community recovery from emergencies](#) (Skills for Justice, 2014)
- [Provide on-going support to meet the needs of individuals affected by emergencies](#) (Skills for Justice '14)
- [Develop, maintain and evaluate emergency plans and arrangements](#) (Skills for Justice, 2014)

Relevant British (BSI), European (CEN) and International (ISO) Standards

- **BS 12999:2015 [Damage management](#).**

National Resilience Standards for LRFs

Standard #14

CYBER INCIDENT PREPAREDNESS

Desired Outcome

All LRF members and supporting organisations have collectively understood multi-agency plans and arrangements, which are informed by current cyber threat intelligence and the local resilience context, for responding to a widespread cyber incident.

Note that this standard is a risk-specific complement to generic capability standards, notably: *Local Risk Assessment, Emergency Planning, Interoperability, Business Continuity Management and Local Recovery Management*. The expectations set out in those standards apply to this risk.

Legal duties (mandatory)

The Civil Contingencies Act (CCA) establishes the legislative framework for LRFs and the statutory duties applying to emergency responder organisations notably: cooperation and information sharing, risk assessment, contingency planning, business continuity management and the provision of advice and assistance to the public.

Noting that the National Security Risk Assessment assesses cyber attacks (by foreign state actors or organised crime) as a Tier 1 (highest priority) risk, LRFs members should prepare for cyber incidents at the organisational level, and the LRF should also collectively plan for a multi-agency response to and recovery from the impacts of a widespread cyber incident.

How to achieve good practice in this area

A Local Resilience Forum (LRF) should have:

- a) A shared understanding of cyber threats and the impacts of a cyber incident on the critical systems that LRF members and supporting organisations use to enable their work.
- b) Included relevant cyber risks within their Community Risk Register.
- c) A multi-agency plan for dealing with the impacts of a widespread cyber incident.
- d) A clear understanding of the risk appetite between LRF member organisations in relation to cyber threats and the potential impacts of a cyber incident.
- e) Agreed protocols for sharing threat intelligence, alerts and information about cyber incidents with LRF member organisations, linking with Warning, Alert and Reporting Points (WARPs) and the Cyber Security Information Sharing Partnership (CiSP).
- f) Assurance from LRF members that they have validated their cyber-specific Business Continuity Management Plans for their organisation.
- g) Agreed protocols for engaging with wider partners including Regional Organised Crime Units (ROCU), National Crime Agency (NCA), Information Commissioner's Office (ICO), National Cyber Security Centre (NCSC), which may include inviting them to LRF meetings.
- h) A multi-agency emergency response framework, reflecting LRF co-ordination structures and JESIP interoperability principles, for cyber incidents, including escalation processes and arrangements for integrated incident handling.
- i) Agreed protocols for sharing information about the likely impacts of cyber incidents with any relevant multi-agency working group within the LRF so that business continuity arrangements for cyber incidents can be reviewed.
- j) Identified clear governance structures and arrangements for accurate and consistent reporting between individual organisations, the LRF, Lead Government Departments, and Central Government.
- k) Identified a programme of cyber awareness training for LRF member organisations. A joint exercising programme to rehearse and validate multi-agency arrangements for responding to cyber incidents, reflecting local and national response arrangements
- l) Arrangements in place to use the ResilienceDirect platform's Cyber Hub as a means for sharing information and building knowledge, awareness and understanding of the cyber threat across LRF partners.
- m) Considered within their local recovery management strategy the implications of a cyber incident affecting or involving multiple LRF organisations.

National Resilience Standards for LRFs

Standard #14

CYBER INCIDENT PREPAREDNESS (cont.)

How to achieve leading practice in this area

The LRF may consider adoption of some or all of the following:

- a) Implementation of the Active Cyber Defence tools provided by NCSC.
- b) Membership of the Cyber Security Information Sharing Partnership (CiSP).
- c) Promoting the accreditation of organisations in the supply chain against Cyber Essentials then Cyber Essentials Plus.
- d) Sharing of self-assessments against the NCSC Minimum Cyber Security Standard between LRF member organisations.
- e) Creation of a cyber-specific Business Continuity Management Plan, for the partnership, that follows established good BCM practice and national procedures for cyber incident management and reporting.
- f) A formal process for consulting and sharing plans and protocols with neighbouring LRFs.
- g) Agreed processes for providing mutual aid within the LRF, including using WARPs and CiSP structures, across other public or third sector organisations within the LRF area, and to neighbouring LRFs during a cyber incident (and where necessary the immediate aftermath and recovery period).
- h) Encourage having independent peer reviews of cyber incident planning across member organisations within the LRF, and multi-agency peer reviews by other LRFs.
- i) A regular schedule of cyber exercises, within the wider cycle of multi-agency incident response and recovery exercises.
- j) Actively promote cyber awareness training for all staff working within the LRF member organisations and for staff or volunteers within third sector organisations.
- k) Protocols for supporting local recovery management across a wider range of organisations, including the voluntary sector, where there has been significant multi-sector cyber disruption.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

Key guidance produced by the [National Cyber Security Centre \(NCSC\)](#) in particular:

- [10 Steps to Cyber Security](#)
- [The Minimum Cyber Security Standard](#)
- [Active Cyber Defence](#)
- [Cyber Essentials](#) the Government-backed, industry-supported scheme to help organisations protect themselves against common online threats.

Relevant British, European and International Standards

- [BS 31111:2018 Cyber risk and resilience. Guidance for the governing body and executive management](#) – this is a non-technical entry point for senior managers which emphasises organisational as well as technical aspects of cyber risk management.

Supporting guidance and statements of good practice from professional authorities

- [CBEST Implementation Guide, V2](#) (Bank of England, 2016) A framework for organisations seeking to stay resilient during a cyber attack

Other recommended points of reference

- The [Civic Cyber Resilience Model](#) (developed under the National Cyber Security Programme [Think Cyber – Think Resilience initiative](#)) provides wide ranging guidance on civic cyber resilience
- [Building Resilience Together](#) briefings providing strategic briefing material for local leaders, policymakers and practitioners on collaborative working on the cyber agenda.
- [Cyber Security for Legal and Accountancy Professionals](#). (Fraud Advisory Panel) An e-learning module jointly developed by the Government, the Law Society and Institute of Chartered Accountants
- [Cyber Security Information Sharing Partnership \(CiSP\)](#)

National Resilience Standards for LRFs

Standard #15

PANDEMIC INFLUENZA PREPAREDNESS

Desired outcome

An LRF has multi-agency pandemic influenza plans that are agreed, understood and validated, and will support joint preparedness and the response and recovery effort to a very severe influenza pandemic.

Note that this standard is a risk-specific complement to generic capability standards, notably: *Local Risk Assessment, Emergency Planning, Interoperability, Business Continuity Management and Local Recovery Management*. The expectations set out in those standards apply to this risk.

Summary of legal duties (mandatory requirements)

The Civil Contingencies Act (CCA) establishes the legislative framework for LRFs and the statutory duties applying to emergency responder organisations notably: cooperation and information sharing, risk assessment, contingency planning, business continuity management and the provision of advice and assistance to the public. Notably there is a requirement that Category 1 responders maintain plans to ensure that they can continue to exercise their functions in the event of an emergency as far as is reasonably practicable. This duty relates to all critical functions, not just their emergency response functions. Additionally the [Policing and Crime Act 2017](#) establishes a statutory duty for blue light services collaboration, the [Data Protection Act 2018](#) provides statutory cover for sharing personal data in an emergency under substantial public interest conditions, and the [Health and Social Care Act 2012](#) outlines the role of the Director of Public Health and the duty to share a patients' information in order to facilitate the provision of healthcare.

How to achieve good practice in this area

A Local Resilience Forum (LRF) should have a Pandemic Influenza (Pan-Flu) plan that:

- a) Is directed and proportional to the public health risks set out in the National Security Risk Assessment and Community Risk Registers
- b) Sets out roles and responsibilities for the full range of responders and supporting organisations, and details clear and agreed multi-agency ways of working to manage risk, respond to and recover from a pandemic.
- c) Is based on existing arrangements and multi-agency ways of working wherever possible, adapting and augmenting them as necessary to meet the specific challenges of a pandemic.
- d) Is tailored to local circumstances and challenges that have been identified in the community risk register.
- e) Is scalable to deal with the full range of national planning assumptions, including those for excess deaths, staff absences and clinical attack rate and case-fatality ratio.
- f) Is based on the current and best available scientific evidence (links below).
- g) Sets out arrangements for multi-agency blue light services collaboration during a flu pandemic, as required by the Policing and crime Act 2017.
- h) Includes arrangements to identify and assist existing vulnerable groups and can also identify people who may become vulnerable in a flu pandemic, which should be agreed with partners and tested.
- i) Sets out expectations of local institutions and stakeholders, including prisons, universities, social care providers, undertakers and the voluntary sector, reflecting national guidance and local need.
- j) Includes roles and responsibilities for closure, if required, and subsequent re-opening of the full range of educational establishments.
- k) Sets out multi-agency recovery arrangements to promote the earliest possible return to normality, including preparedness for a further wave of infections.
- l) Is formally adopted and supported by the leaders of responders and supporting organisations, and signed off by the LRF as a partnership.
- m) A comprehensive and agreed anti-viral distribution strategy, led by NHS England.
- n) Linked to the ethical framework, and have a method for using the principles it contains as a checklist to ensure all ethical aspects have been considered throughout dynamic decision making at all levels.
- o) Recognition of the need for, and ability to deliver, a concurrent response during the duration of a pandemic.

Additionally, a Local Resilience Forum should have:

- a) Clear and agreed multi-agency ways of working to implement the plan, including triggers and agreements between organisations (including MoUs where appropriate) in relation to excess deaths, communications and arrangements to manage additional burdens on health and social care services, including prioritisation of care.

National Resilience Standards for LRFs

Standard #15

PANDEMIC INFLUENZA PREPAREDNESS (cont.)

- b) Coherence of LRF pandemic flu planning with individual organisations' plans, operational procedures, resources and capabilities specifically focusing on interdependencies between agencies and across LRF boundaries.
- c) Effective service and business continuity arrangements to ensure relevant organisations can continue delivering their essential services during a pandemic.
- d) Agreed what data will or may need to be collected and shared in a pandemic and have validated arrangements such as an Information Sharing Protocol to enable this.
- e) Identified clear governance structures and arrangements for accurate and consistent reporting between individual organisations, the LRF, Lead Government Departments, and Central Government.
- f) Identified coordinated ways of communicating with the local population, including those people with hearing, visual and other disabilities or limited ability to speak English, and which avoids public panic or unrest.
- g) A programme for exercising plans that is associated with a formal and regular plan review process that reflects lessons identified.

How to achieve leading practice in this area

The LRF may consider adoption of some or all of the following:

- a) Robust arrangements to validate and assure individual organisations' plans and arrangements.
- b) An assessment of the degree to which pandemic influenza planning may be adaptable to other public health risks, without compromising their effectiveness for pandemic influenza.
- c) Validated arrangements for the coordination of the voluntary sector.
- d) Regularly conduct an estimate of number and type and location of potentially vulnerable people and their needs in the LRF area, recognising some of these may only become vulnerable in a pandemic if their formal or informal caring arrangements change.
- e) Include details of arrangements for the pre-pandemic phase in documented arrangements.
- f) Contingency arrangements with Local Authorities to address the potential financial consequences of managing excess deaths, and the wider activities required to support a sustained response.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government

- [Emergency Preparedness](#) (Cabinet Office, 2011-12)
- [Emergency Response and Recovery](#) (Cabinet Office, 2013)
- [CONOPs](#) (Cabinet Office, 2013)
- [National Risk Register for Civil Emergencies](#) (Cabinet Office, 2017)

Relevant competence statements from the *National Occupational Standards for Civil Contingencies*

- CC AC1 Develop, maintain and evaluate emergency plans and arrangements
- CC AD1 Develop, maintain and evaluate business continuity plans and arrangements

Supporting guidance and statements of good practice from professional authorities

- [The UK Influenza Preparedness Strategy](#) (Department of Health and Social Care, 2011)
- [Preparing for Pandemic Influenza: Guidance for Local Planners](#) (Cabinet Office, July 2013)
- [Review of the Evidence base Underpinning the UK Influenza Pandemic Preparedness Strategy](#) (Department of Health and Social Care, March 2011)
- [National Planning Assumptions Assessments Tool](#)
- [UK Pandemic Influenza Communications Strategy 2012](#) (Department of Health and Social Care, Dec 2012)
- [Faith Communities and Pandemic Flu: Guidance for faith communities and local influenza pandemic committees](#) (Department for Communities and Local Government, May 2009)
- [Pandemic flu workplace guidance](#) (Health & Safety Executive web-pages)
- [Pandemic Influenza: Guidance on the management of death certification and cremation certification](#) (Department of Health and Social Care, 2012)
- [Pandemic Influenza: Ethical Framework](#) (Department of Health and Social Care, 2011)
- [Planning for a Possible Influenza Pandemic – A Framework for Planners Preparing to Manage Deaths](#) (Home Office 2008) NOTE: An updated version (Cabinet Office, Feb 2020) is available on to resilience practitioners on ResilienceDirect



© Crown copyright 2020

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit nationalarchives.gov.uk/doc/open-government-licence/version/3

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

Any enquiries regarding this publication should be sent to the Civil Contingencies Secretariat at: resiliencestandards@cabinetoffice.gov.uk

This publication is available at www.gov.uk/government/publications

