

# Resilience Standards for London Local Government



# Overview

## Resilience Standards for London

In January 2018, a review was commissioned by the City of London Corporation on behalf of the Local Authorities' Panel. The objective of the review was to recommend the means by which London local government, comprising the thirty-two boroughs and the City of London Corporation, can individually and collectively assure their organisation's preparedness, particularly their capacity and capability, through a credible, transparent, efficient and cost-effective approach. The review set out a broad framework that supports a blended approach to assurance and contained fifteen recommendations including the development of new resilience standards for London local government. On 18<sup>th</sup> April 2018, the Local Authorities' Panel endorsed the review report and the recommended assurance framework.

The previous standards used were the Minimum Standards for London (MSL), which were introduced in 2007. The MSL comprised sixteen standards designed to ensure that all local authorities had the appropriate procedures and policies in place to support the London Local Authority Gold (LLAG) arrangements.

The following draft Resilience Standards for London are significantly different to the Minimum Standards for London and provide a very different approach to assurance. The standards are designed to lead to good outcomes and leading practice whilst supporting compliance with the Civil Contingencies Act 2004.

The Civil Contingencies Act 2004 establishes a clear set of roles and responsibilities for local responders; gives greater structure and consistency to local civil protection activity and establishes a sound basis for performance management at a local level. Local authorities are designated as Category 1 responders and are at the core of emergency response and recovery arrangements. Category 1 responders are subject to the full set of civil protection duties.

The content within each standard has been drawn from national government guidance and legislation, LGA guidance, London specific guidance and other publications and reports; examples include relevant British Standards and the Kerslake report.

# Using the standards

The standards should be seen as part of a broader assurance framework for a council, with the aim of continually improving performance across its emergency planning and resilience activities. The standards have been designed, with a council focus, to lead to good outcomes and possible leading practice, if they are embedded and used across an organisation; they are not a guarantee of assurance.

In designing the standards, it has been assumed the Corporate Leadership Team, or equivalent, will be the accountable body and that Services and departments will be responsible for the resilience arrangements in their respective areas. Emergency planning teams will continue to provide expertise, advice and guidance.

Assessing your organisation against the standards should not be seen as a bolt-on activity conducted once a year by the emergency planning team. It is intended for the appropriate Service, department or team to take ownership of the standard most relevant to them. You should be able to assess or measure progress against any standard (or part of it) at any time of the year as part of your business as usual arrangements.

The standards have been developed to support continuous improvement and assurance within a council. They should not lead to a duplication of work or activity within a council. There should be no need to create additional policies, procedures, processes or documents where these already exist. For example, it is not necessary to create an additional risk register when one is already in place.

The standards are designed to be progressive; continually improving performance by 'raising the bar' through review and evaluation of the standards. In time, leading practice could become good practice and new, more challenging leading practices introduced. It is not expected that every council will identify leading practice, however, where it is identified it is assumed the practice will be shared with other councils.

Each standard contains a 'Descriptor' (developing, established and advanced). The descriptor provides a framework for the council to reach a view on its current level of performance, based on the evidence. These are intended as food for thought and to promote honest consideration of how developed a council's approach is.

**It is not intended that the descriptor is used as a judgement.**

There is some duplication within the standards and this is intentional, particularly where it is important to emphasise a specific activity such as 'training'. As previously stated, the standards have been designed to be distributed across the council and each standard can be used as a stand-alone document and built into a Directorate or team's work programme.

The standards do not replicate or replace existing legislation, guidance or other standards. They do, however, complement the National Resilience Standards produced for use by Local Resilience Forums, by the Cabinet Office.

Each standard contains links to further information and guidance which is seen as the most relevant information available. There may be other reference material an organisation would like to refer to.

In completing a self-assessment using the standards, councils should consider the impact of their activities in terms of performance, benefits to the community and outcomes for the organisation. The self-assessment should be conducted in a spirit of genuine challenge and awareness.

The process is not intended to be burdensome and should make use of evidence readily available, whether that is evidence of strategy, performance data or case study type examples of interesting or leading practice.

Undertaking a self-assessment against the complete set of standards is recommended at least every three years and is a prerequisite for authorities wishing to undertake a peer challenge.

The sub-regional groups should continue, to provide an annual challenge session, assess progress and to share experience and leading practice,



# Key assessment areas

## RISK ASSESSMENT

### Resilience Standard for London #1

Desired Outcome
<p>The council 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 is used to inform a range of risk management decisions, including the development of proportionate emergency plans and preparations.</p>
Summary of legal duties (mandatory requirements)
<p>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”. <a href="#">CCA 2004 Part 1, Section 2 (1)(a) duty</a>. See also <a href="#">CCA 2004 (Regulations 2005), Part 3</a>.</p> <p>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.</p>
How to achieve good practice in this area
<p>a. Undertake a local risk assessment, with reference to the National Risk Assessment, at least as regularly as new national assessments (every two years) or when associated guidance is issued.</p> <p>b. There is an up to date risk register that fully reflects the council’s foreseeable risks. It is sufficiently detailed and comprehensive, written in plain English and understandable to the general public. It is readily available to the public.</p> <p>c. The risk register contains specific local risks that may only require a response from the council or partners within the borough. It is not just a copy of the London risk register but should have regard to it.</p> <p>d. Consider the common consequences of identified risks (for example mass casualties, people requiring evacuation or shelter, loss of an essential service, environment and the economy) to inform generic and flexible emergency plans.</p> <p>e. The council is conducting active horizon scanning for new risks and is regularly updating its risk register accordingly.</p> <p>f. The diverse nature of the community is understood, the council consults and engages with the community as part of its approach to community risk.</p> <p>g. Processes are in place to update risk assessments following any major event or exercise to consider lessons learned about the impacts of that event.</p> <p>h. The risk assessment considers the impact on local people, visitors and businesses.</p> <p>i. The council, with partners on the Borough Resilience Forum, are working together to deliver against the National Resilience Standards produced by the Cabinet Office for Local Resilience Forums.</p>

How to achieve leading practice in this area		
<p>i. Takes account of “out of area” hazards including across council and regional boundaries, which could affect the organisation and its locality.</p> <p>j. Risk assessment information is shared with neighbouring authorities with similar risk profiles in order to collectively improve understanding of risk impacts.</p> <p>k. Captures information about the impact of simultaneous events and the effect on the local area.</p> <p>l. A risk assessment for major incidents considers the impact on mental health to adults, children and young people, families and council responders.</p>		
Guidance and supporting documentation		
<p><b>Statutory and overarching multi-agency guidance and reference from Government</b></p> <ul style="list-style-type: none"> <li>National Risk Assessment (most recent edition at time of consultation is the 2016 NRA) available on <a href="#">Resilience Direct</a>.</li> <li><a href="#">London Risk Register 2019</a></li> <li>Local Risk Management Guidance (available on <a href="#">Resilience Direct</a>)</li> <li><a href="#">Emergency preparedness</a>: Chapter 4 – local responder risk assessment (2012)</li> </ul> <p><b>Relevant British, European and International Standards</b></p> <ul style="list-style-type: none"> <li><a href="#">BS ISO 31000:2018 Risk Management - Guidelines</a></li> </ul> <p><b>Other recommended points of reference</b></p> <ul style="list-style-type: none"> <li><a href="#">Business Resilience Planning Assumptions</a> (a publicly available example of how common consequence information is collated and conveyed)</li> </ul>		
Descriptor		
Developing	Established	Advanced
<p>The council is developing risk analysis processes to become more effective.</p> <p>The council is building up knowledge and understanding of its community and priorities.</p>	<p>A risk analysis process is in place and the council is well aware of the different risk groups representing the diversity within the local area.</p> <p>The council has regard to statutory responsibilities and national guidance but does not extend its process to reflect local circumstances. Leaders understand the nature of community risk.</p>	<p>A well informed and developed risk analysis process exists and the council is very aware of the diversity in the local area and takes active steps to inform itself about the distinctive needs and opportunities. It engages in discussion with the local community about community risk. Statutory guidance is fully implemented and is extended in a coherent way to reflect local circumstances.</p>

# GOVERNANCE ARRANGEMENTS – POLITICAL LEADERSHIP

## Resilience Standard for London #2

Desired Outcome
A council that operates with effective political governance which enables the organisation 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 Category 1 responders, which includes London Borough Councils and the City of London. Further detail is set out in: <a href="#">Contingency Planning, Duty to Assess, Plan and Advise</a> (Section 2); Advice and Assistance to the Public (Section 4); and General Measures (Section 5). <a href="#">Emergency Preparedness</a> provides guidance on part 1 of the CCA and its associated regulations and non-statutory arrangements. <a href="#">Emergency Response and Recovery</a> sets out guiding principles for emergency response and recovery (Section 2.2) and defines roles and responsibilities (Section 5.2).
How to achieve good practice in this area
<ul style="list-style-type: none"> <li>a. Define roles and responsibilities for political leaders and ward councillors, which is supported through induction, training and development and exercises.</li> <li>b. Make key policy decisions and consider recommendations from senior officers prior to, during or following a civil emergency.</li> <li>c. Discuss with the Chief Executive and senior officers the main risks to communities so key actions can be promoted and supported, which will increase resilience.</li> <li>d. The council has appropriate arrangements in place to enable political scrutiny of emergency planning and resilience arrangements.</li> <li>e. Elected Members assure themselves that the council has the staff resources, to not only support the response and recovery, but also maintain the delivery of front line services.</li> <li>f. Arrangements are in place for scaling up staff resources including mutual aid arrangements.</li> <li>g. Support the work of the Borough Resilience Forum (BRF) in planning for emergencies and helping them to be aware of the particular needs of discrete groups and issues within communities.</li> <li>h. Seek assurance that the council not only has developed sufficient plans in conjunction with partners on the BRF, but also tests those plans and trains personnel by participating in regular exercises.</li> <li>i. Elected Members are assured that lessons from incidents and exercises are identified, addressed and shared with appropriate partners and the community.</li> <li>j. Councillors, including ward councillors, are encouraged to participate in training and exercises so they are prepared to respond to an emergency and get involved in the recovery from it.</li> <li>k. Explore with the Chief Executive and senior officers whether contracts with suppliers include clear provisions requiring comprehensive plans for continuing service provision in the event of a civil emergency and for assisting with the response to and recovery from an emergency as appropriate.</li> </ul>



l. Elected Members identify and feedback problems and vulnerabilities in their community that may require priority attention to the relevant service or group, e.g. Recovery Coordinating Group.

### How to achieve leading practice in this area

m. A policy framework has been developed and published, signed off by the Leader or directly elected Mayor, Portfolio Holder and Chief Executive setting out the council's statutory duties, responsibilities and expectations for the public in the event of a civil emergency.

n. Engage with Government departments, agencies and other authorities to shape national policy development and other initiatives that build more resilient communities.

o. The council is conducting active horizon scanning for new risks and working with the BRF to regularly update the risk register.

p. Arrangements have been made to enable close working with other local authorities in the event of an emergency (e.g. information sharing, shared communications plan, joint spokespeople, pooling resources, etc).

### Guidance and supporting documentation

#### **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 \(2013\)](#)

#### **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**

- [A Councillor's Guide to Civil Emergencies \(Local Government Association, 2018\)](#)
- [Delivering Good Governance in Local Government, CIPFA \(SOLACE\) \(2016\)](#)

### Descriptors

Developing	Established	Advanced
The council is developing Governance processes to become more effective.	Governance processes are in place and the council is well aware of its statutory responsibilities and associated national guidance.	Governance processes are well developed and emergency planning and resilience is frequently discussed at the appropriate committees. Discussions are conducted in public and include preparedness, response and recovery arrangements for a civil emergency.
The council is planning to or beginning to implement scrutiny and oversight arrangements. Members have limited input into preparedness and recovery arrangements including exercises.	The council engages with the BRF and its partners, identifies community priorities and feeds this back into the BRF and the organisation. The council shares lessons learned from incidents and exercises with its partners.	The council engages and collaborates with its community, with government departments and across borough borders.
There is limited or no engagement with the Borough Resilience Forum.	Elected Members, including Ward councillors are involved in training and exercises.	Challenging the status quo and horizon scanning is the norm.

# GOVERNANCE ARRANGEMENTS – MANAGERIAL LEADERSHIP

## Resilience Standard for London #3

Desired Outcome
A council that operates with managerial leadership that drives the emergency planning and resilience agenda across the organisation. The organisation meets their duties under the Civil Contingencies Act and achieves local resilience objectives.
Summary of duties (mandatory requirements)
The Civil Contingencies Act (CCA) establishes the legislative framework for Category 1 responders, which includes London Borough Councils and the City of London. Further detail is set out in: <a href="#">Contingency Planning, Duty to Assess, Plan and Advise (Section 2)</a> ; Advice and Assistance to the Public (Section 4); and General Measures (Section 5). <a href="#">Emergency Preparedness</a> provides guidance on part 1 of the CCA and its associated regulations and non-statutory arrangements. <a href="#">Emergency Response and Recovery</a> sets out guiding principles for emergency response and recovery (Section 2.2) and defines roles and responsibilities (Section 5.2).
How to achieve good practice in this area
<ul style="list-style-type: none"><li>a. Chief Executives and senior managers support Members in their emergency planning and resilience role and through all phases of a civil emergency. This support includes the ability to communicate with the public and media.</li><li>b. Organisational resilience and emergency planning are driven from the corporate team, owned across the organisation and fully embedded in service areas.</li><li>c. An emergency planning and resilience function that is appropriately funded through an agreed staffing model, which enables it to support the strategy, work programme and wider organisation.</li><li>d. An agreed and resourced training programme for the managerial leadership across the organisation to support emergency planning and resilience objectives.</li><li>e. Inclusive, flexible and effective engagement at appropriate levels with Category 1 responder organisations, the business and voluntary sectors, neighbouring authorities and other stakeholders whose support and participation is necessary to achieve the organisation's objectives.</li><li>f. The ability to authorise, activate and verify the support available through the London Local Authority Gold arrangements and mutual aid protocol.</li><li>g. A clearly defined process to determine the required levels of security clearance to enable information sharing in preparedness, response and recovery.</li><li>h. Arrangements for sharing and reviewing the activities which may be recognised as good or leading practice.</li><li>i. Arrangements to proactively, and in a timely manner, identify, implement and share lessons following major incidents and exercises with the wider resilience community.</li></ul>



How to achieve leading practice in this area		
<p>j. Proactive engagement across council, regional 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.</p> <p>k. Continuously improve, through commissioning peer reviews or other means of independent validation of capabilities and emergency readiness.</p> <p>l. Extend the leadership focus and influence beyond the 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.</p>		
Guidance and supporting documentation		
<p><b>Statutory and overarching multi-agency guidance and reference from Government</b></p> <ul style="list-style-type: none"> <li>Emergency Preparedness (2011-12)</li> <li>Emergency Response and Recovery (2013)</li> <li>Central Government's Concept of Operations (2013)</li> </ul> <p><b>Thematic multi-agency guidance from Government</b></p> <ul style="list-style-type: none"> <li>The role of Local Resilience Forums: A reference document (2013)</li> </ul> <p><b>Relevant British, European and International Standards</b></p> <ul style="list-style-type: none"> <li>BSI 13500: 2014 Code of practice for delivering effective governance of organisations, British Standards Institution</li> </ul> <p><b>Supporting guidance and statements of good practice from professional authorities</b></p> <ul style="list-style-type: none"> <li>Delivering Good Governance in Local Government, CIPFA (SOLACE) (2016)</li> <li>Local authorities' preparedness for civil emergencies: a good practice guide for Chief Executives Solace and MHCLG (2018)</li> </ul>		
Descriptors		
Developing	Established	Advanced
<p>The Corporate Leadership team are interested and engaged with the emergency planning agenda. The engagement across other management levels is sporadic with an ongoing reliance on a limited number of key people.</p> <p>Limited involvement in exercises and training across the organisation. Emergency planning and resilience is seen as a responsibility that rests with the Emergency planning team.</p>	<p>The Corporate Leadership team promotes a culture of 'emergency planning and resilience' is everyone's business. This philosophy is embedded across the organisation; managers at all levels encourage this within their teams.</p> <p>Managers across the organisation are involved in training and exercises and ensure lessons identified, through exercises and incidents, are implemented and shared with partners.</p>	<p>Emergency planning and resilience is embedded across the organisation and managers at all levels are proactive in seeking further and continuous improvement.</p> <p>The organisation engages and collaborates with its community, partners, with government departments and across borough borders. Challenging the status quo and horizon scanning is the norm.</p>

# CULTURE – ORGANISATIONAL ENGAGEMENT

## Resilience Standard for London #4

Desired Outcome
The council has a positive culture towards Emergency Planning and resilience which is embedded and seen as ‘everyone’s business’. Capacity and resilience are developed across the organisation ensuring the responsibility of plans and decision making is at the appropriate level, building experience and knowledge across the organisation.
Summary of legal duties (mandatory requirements)
<a href="#">The Public Sector Equality Duty: Equality Act 2010</a> places a duty on public bodies and others carrying out public functions. It ensures that public bodies consider the needs of all individuals in shaping policy, in delivering services, and in relation to their own employees. It encourages public bodies to understand how different people will be affected by their activities so that policies and services are appropriate and accessible to all and meet different people’s needs.
How to achieve good practice in this area
<ul style="list-style-type: none"> <li>a. Strategic and operational responsibilities support the council to become more resilient.</li> <li>b. The organisational culture is sufficiently open and transparent to allow critical risks that are recognised at low level to be escalated appropriately and that senior leaders and managers pass relevant information down to the appropriate level in a timely manner.</li> <li>c. Emergency Planning and Resilience is promoted across the organisation and is seen as everyone’s business.</li> <li>d. Those who are responsible for delivering greater organisational resilience are empowered to work across organisational boundaries and are able to speak to top management easily.</li> <li>e. Directors and Heads of Service take ownership of their own business continuity plans and understand their role in preparing for, responding to and recovering from a civil emergency. This approach complements and supports the core role of the emergency planning team.</li> <li>f. Staff are involved in emergency response roles from across the organisation and there is regular and effective internal staff communications.</li> <li>g. There is active engagement in local, sub-regional and regional Emergency Planning activities (e.g. Borough Resilience Forum, Sub-Regional Group and LAP, CELC and Leader’s Committee)</li> <li>h. The same priority is given to ‘recovery’ as the ‘preparedness’ and ‘response’ phases of an emergency.</li> <li>i. Commissioning of public services include a requirement that organisations tendering for contracts meet the council’s resilience requirements and that providers share information and data on the impact of disruptions such as severe weather or industrial action.</li> <li>j. Projects, contracts, initiatives and other organisational changes and developments always account for resilience to ensure that these enhance and do not weaken capability.</li> <li>k. Communications teams should have a role at the heart of emergency planning and resilience.</li> <li>l. Teams actively build strong networks across their own organisation, with other authorities’ teams and with outside organisations such as other Category 1 responders as well as community groups.</li> </ul>



- m. Core teams, including the Communications team are involved in training and exercising, particularly where elected Members are involved.
- n. Continuously improve through sub-regional challenge sessions, commissioning peer reviews or other means of independent validation of capabilities and emergency readiness.

#### How to achieve leading practice in this area

- o. There is a positive HR culture for resilience, including consideration for succession planning.
- p. Emergency Planning and Business Continuity Planning requirements, which are proportionate and role-appropriate, are contained within job descriptions, individual appraisals. Job descriptions include the expectations that, where available, staff will support the council and their community during times of emergency outside normal working hours.
- q. Communications teams, as well as those engaged in mutual aid arrangements, support each other during a multi-borough event through pooling or sharing resources.
- r. 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.
- s. Engage the community through public discussions at council committees on the council's capabilities and performance. Publish peer review reports and action plans to support continuous improvement.

#### Guidance and supporting documentation

##### ***Statutory and overarching multi-agency guidance and reference from Government***

- [The Public Sector Equality Duty: Equality Act 2010](#)

##### ***Recommended points of reference***

- [Local authorities' preparedness for civil emergencies: a good practice guide for Chief Executives Solace and MHCLG \(2018\)](#)
- An assurance framework for London Local Government: providing individual and collective assurance (Sean Ruth 2018)

Descriptors		
Developing	Established	Advanced
Engagement across the organisation is limited or developing, with an ongoing reliance on a limited number of key people.	There is a culture of 'emergency planning and resilience' is everyone's business. This philosophy is embedded across the organisation.	There is a culture of 'emergency planning and resilience' is everyone's business. This philosophy is embedded across the organisation and extends beyond to partners and the community, the business and voluntary sector.
Limited involvement in exercises and training across the organisation. Emergency planning and resilience is seen as a responsibility that rests with the Emergency planning team.	Individuals and teams take ownership within their own areas of responsibility and are involved in emergency response where their service is impacted. Corporate services, such as Communications, are fully engaged in emergency planning work.	Public discussions are encouraged and take place to promote wider inclusion and continuous improvement. Collaboration with other authorities and partners is the norm.

# CAPABILITIES, PLANS AND PROCEDURES

## Resilience Standard for London #5

Desired Outcome
The council has risk-based emergency plans which are easy to use, 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 <a href="#">Civil Contingencies Act (CCA)</a> 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 advise, warn and inform the public about emergencies.
How to achieve good practice in this area
<ul style="list-style-type: none"><li>a. Plans for risk-based, and supporting capabilities reflect the identified risks as prioritised within the local community risk register and the London risk register as appropriate.</li><li>b. The council's emergency plan is approved at an executive level and integrated across the wider organisational structure.</li><li>c. The council has documented the capabilities set out on <a href="#">Resilience Direct</a> in a plan/procedure and staff trained to deliver the capability. The plan/capability has been validated in an exercise in the last 3 years.</li><li>d. Plans deal with the consequences of a civil emergency, the capability to respond to unseen events and the ability to adapt when the established plan does not fit what is being experienced.</li><li>e. Plans clearly identify, or direct to procedures to identify, vulnerable individuals, groups or businesses that may be at particular risk.</li><li>f. Plans are developed in collaboration with key stakeholders, using expertise from across the council and other partners as required.</li><li>g. The council provides sufficient resources to support the response to, and recovery from, emergencies across the range of relevant planning assumptions.</li><li>h. Plans enable the council to anticipate rising tide emergencies and take preventative or pre-emptive actions as required.</li><li>i. Plans include, or can be linked to, an escalation process for engaging wider involvement, including mutual aid, national capabilities, the voluntary sector, and spontaneous volunteers (council staff).</li><li>j. Plans which have a clear activation and notification process and include an agreed process for de-activation and closedown of response and recovery activity.</li><li>k. Plans have clear and agreed arrangements for communication with all stakeholders and the public across the full range of media.</li></ul>

l. Protocols for the establishment, at an early stage in the emergency response, of key work stream and recovery coordinating groups, with guidance for leaders and practitioners on managing the transition through response to recovery.

m. Plans define post-event procedures, include a formal debrief process, the identification of lessons and use Local Authorities Learning and Implementation Protocol to record and share both lessons identified and leading practice.

#### How to achieve leading practice in this area

n. Share plans and procedures and consult with neighbouring local authorities, in order to share good practice, enhance cross-border awareness and interoperability of response and recovery arrangements.

o. Procedures are in place for the coordination and support of spontaneous volunteers (citizens).

p. Plans consider 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.

q. 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.

r. Emergency plans for major incidents should incorporate comprehensive contingencies for the provision of mental health support to adults, children and young people, families and responders.

#### Guidance and supporting documentation

##### ***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)
- [LESPL Major Incident Procedure Manual V9.4 2015](#)
- [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](#)

#### Descriptors

Developing	Established	Advanced
Arrangements for preparedness are being implemented based on the community risk profile.	Arrangements for preparedness are established and implemented based on the community risk profile. Clear responsibility to maintain and improve these arrangements is assigned.	Preparedness is based on multi-agency collaboration and cooperation which demonstrates safe and effective arrangements.
Engagement of partners, staff and public is being developed and implemented.	There is evidence of staff and stakeholder consultation and involvement in maintaining and improving incident planning arrangements.	These arrangements ensure that operational procedures are comprehensively underpinned by risk assessment. All partners, staff and public are engaged effectively in maintaining and improving incident planning arrangements.



# RESOURCES, ROLES AND RESPONSIBILITIES

## Resilience Standard for London #6

Desired Outcome
The council has sufficient resources in place to support emergency planning and organisational resilience arrangements and has the ability to scale up staff resources, not only to support the response and recovery, but also to maintain the delivery of business critical services.
Summary of legal duties (mandatory requirements)
The Civil Contingencies Act (CCA) establishes the legislative framework for Category 1 responders, which includes London Borough Councils and the City of London. Further detail is set out in: <a href="#">Contingency Planning, Duty to Assess, Plan and Advise (Section 2)</a> ; Advice and Assistance to the Public (Section 4); and General Measures (Section 5). <a href="#">Emergency Preparedness</a> provides guidance on part 1 of the CCA and its associated regulations and non-statutory arrangements. <a href="#">Emergency Response and Recovery</a> sets out guiding principles for emergency response and recovery (Section 2.2), defines roles and responsibilities (Section 5.2).
How to achieve good practice in this area
<p>a. Gold and silver levels are able to set, monitor and amend a working strategy (Gold) and tactical plan (Silver) for the emergency response.</p> <p>b. Gold and Silver levels can make and record decisions in a consistent manner within a defined and documented decision making process, such as the JESIP joint decision making model.</p> <p>c. Decisions, which are reasoned, lawful and justifiable, are recorded in writing and are clear, intelligible and accurate.</p> <p>d. Directors and Heads of Service understand their role in preparing for, responding to and recovering from a civil emergency and take ownership of their own business continuity plans including their review and validation.</p> <p>e. A nominated Director is a member of the local authority sub-regional group to achieve greater accountability across local authorities and support improved engagement from fellow senior managers in their own council.</p> <p>f. The role of the sub- regional group includes coordinating multi-borough exercises, scrutiny and challenge of self-assessments and peer reports, providing assurance of performance within the sub-region, identifying and sharing lessons learned and discharging improvement plans.</p> <p>g. The appropriate resources, including staff, have been targeted and distributed across the organisation to meet identified priorities and reduce risks.</p> <p>h. Resources, including staff with the appropriate skills and competency, are sustainable through the emergency response and recovery phases to ensure risk can continue to be targeted.</p> <p>i. The council is able to maintain a sufficient number of staff for core emergency response roles to respond for 48 hours (as set out in Resilience Standard for London 6a). These staff are suitably trained, equipped and empowered to fulfil their respective role.</p> <p>j. Arrangements to provide appropriate resources, including adequate equipment and personal protective equipment (PPE), to meet predictable levels of operational activity; the means to supplement those resources in the event of extraordinary need, such a major incident, are in place.</p>

- k. A control centre can be established and maintained for the duration of an incident including the maintenance of an incident (BECC) log, detailing key events and actions during an incident.
- l. The council is able to open and operate a Humanitarian Assistance Centre within the agreed timescale of 72 hours.
- m. Be able to communicate with councillors, staff and members of the public via the most appropriate medium, which includes social media, council website, news media and face-to-face.
- n. A communication response and monitoring capability is available within 1 hour and can be maintained 24/7.

#### How to achieve leading practice in this area

- o. Spontaneous volunteer council staff can be contacted, coordinated and re-tasked to support emergency response and recovery activities.
- p. The council is able to deploy core departmental services in response to an emergency for at least the first 48 hours of an incident while maintaining the provision of core services to residents outside the emergency response.
- q. Suitable emergency centre locations have been identified and arrangements are in place to use these locations. There is sufficient capacity to support (simultaneously within 3 hours) and operate (for 48 hours) a rest centre, family and friend's reception centre and a survivor reception centre.
- r. The council has a communications strategy to enable the scaling up and sustainability (for a protracted incident) of communications arrangements for the purpose of warning and informing members of the public about the risks of the emergency and the available (council) support services using a range of media.

#### Guidance and supporting documentation

##### ***Statutory and overarching multi-agency guidance and reference from Government***

- [Emergency Response and Recovery, Chapter 4 \(Cabinet Office 2013\)](#)
- [Emergency Preparedness \(Cabinet Office 2013\)](#)
- Concept of Operations for Emergency Response & Recovery, London Local Authorities 2018.

##### ***Thematic multi-agency guidance from Government***

- [JESIP Joint Decision Making Model](#)

Descriptor		
Developing	Established	Advanced
<p>The council is developing its staff resource pool to ensure it has the capacity, with the appropriate knowledge, skills and experience.</p> <p>The ability to scale up resources whilst managing business as usual is untested and there may be some reliance on mutual aid or partner arrangements.</p>	<p>The staff resources are in place across the organisation with the ability to scale up during an emergency. The skills, knowledge and experience are in place and has been tested through an exercise or incident. Local facilities, such as a BECC, as well as sub-regional structures are established and delivering good outcomes.</p>	<p>The council has an enhanced staffing model based upon the model set out in the attached sub-set which is supplemented by a coordinated cadre of volunteers.</p> <p>Core services, including communications, can deploy for a protracted period whilst managing business as usual.</p>

# RESOURCES, ROLES AND RESPONSIBILITIES

## RSL 6a -Quantitative data, a sub-set to Resilience Standard for London #6

Desired Outcome		
The council has access to sufficient resources with the appropriate experience, skills and knowledge to support emergency planning and organisational resilience arrangements and has the ability to scale up staff resources to support the response and recovery.		
Summary of legal duties (mandatory requirements)		
There are no mandatory requirements to support this sub-set.		
Local authorities may wish to consider the following requirements in order to satisfy themselves they can maintain the required support to their communities in the event of a protracted civil emergency.		
The council is able to deploy core departmental services in response to an emergency for at least the first 48 hours of an incident. These services may include, Communication, Highways, Building Control, Environmental Health, Social Care.	<input type="checkbox"/> yes	<input type="checkbox"/> no
<p>The council is able to maintain a sufficient number of staff* for core emergency response roles to respond for 48 hours. These staff are suitably trained, equipped and empowered to fulfil their respective role.</p> <p>1 Council Gold 1 Council Silver 2 Loggist (one for Council Gold, another for Council Silver) 1 LALO 1 BECC Manager 4 BECC staff (1 per role: BECC Message Handler; BECC Loggist; BECC Info Officer; BECC Officer) 1 Communications Link Officer Service Link Officer (4 trained in each department) Resilience Advisor</p> <p>* Staff numbers are based on an 8-hour shift.</p>	<input type="checkbox"/> yes	<input type="checkbox"/> no
The borough has identified suitable emergency centre locations across its area and has in place arrangements to use these locations	<input type="checkbox"/> yes	<input type="checkbox"/> no
<p>The council is able to open and operate a Rest Centre for 200 people (open within 3 hours) for 48 hours. Also, support the Police in their operation of a Survivor Reception Centre and Family and Friends Reception Centre.</p> <p>Minimum number of trained staff* for the combined requirements of SRC, RC and FFRC:</p> <p>3 Emergency Centre Managers An appropriate number of Emergency Centre Officers dependent upon the circumstances.</p> <p>* Staff numbers are based on an 8-hour shift.</p>	<input type="checkbox"/> yes	<input type="checkbox"/> no



<p>The council is able to open and operate a Humanitarian Assistance Centre within the agreed timescale of 72 hours.</p> <p>Minimum number of trained staff for the HAC:  1 Senior HA Officer  1 Emergency Centre Manager  An appropriate number of staff dependent upon the circumstances.</p>	<input type="checkbox"/> yes <input type="checkbox"/> no
<p>The council is able to establish and maintain a control centre for the duration of an incident.</p> <p>Minimum staffing: BECC Manager and BECC Officer.  Full staffing: BECC Message Handler; BECC Loggist; BECC Info Officer; BECC Officer; Communications Link Officer; Service Link Officer.</p>	<input type="checkbox"/> yes <input type="checkbox"/> no
<p>The council is able to make an appropriately authorised bilateral or multilateral mutual aid request within 2 hours of identifying the need for support.</p> <p>Multilateral mutual aid is disseminated across London by the LLACC. The LLACC collates responses, which are passed back to the requesting borough.</p>	<input type="checkbox"/> yes <input type="checkbox"/> no
<p>The council is able to activate the following roles, for the duration of the on-call period, in the times specified:</p> <p>Local Authority Liaison Officer to forward command point (60 minutes)  Local Authority Gold to SCG (2 hours)  Deputy Local Authority Gold to SCG (2 hours)  Executive Officer/Loggist (2 hours)</p>	<input type="checkbox"/> yes <input type="checkbox"/> no
<p>The council has the capability to mobilise transport and staff to move up to 200 people within 3 hours of identification of need.</p>	<input type="checkbox"/> yes <input type="checkbox"/> no
<p>The council has considered appropriate local venues available to shelter up to 5000 people.</p>	<input type="checkbox"/> yes <input type="checkbox"/> no
<p>The council can provide evidence of those people who have been appropriately trained.</p> <p>The council can provide evidence of the frequency of exercises and the people who have taken part.</p>	<input type="checkbox"/> yes <input type="checkbox"/> no  <input type="checkbox"/> yes <input type="checkbox"/> no
<p style="text-align: center;">Guidance and supporting documentation</p>	
<p><b>Overarching guidance and reference material</b></p> <ul style="list-style-type: none"> <li>• Concept of Operations for Emergency Response &amp; Recovery, London Local Authorities 2018</li> <li>• <a href="#">London Resilience Forum website - Planning for Emergencies</a></li> </ul>	

# PARTNERSHIPS

## Resilience Standard for London #7

Desired Outcome
The council demonstrates a high level of partnership working and interoperability between itself and 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)
<p>The statutory guidance <a href="#">Emergency Preparedness</a> 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).</p> <p>The non-statutory guidance <a href="#">Emergency Response and Recovery</a>, which complements Emergency Preparedness, describes the multi-agency framework for responding to and recovering from emergencies. The Joint Emergency Services Interoperability Principles (JESIP), <a href="#">Joint Doctrine: Interoperability Framework 2016</a> publication is a non-statutory complement to the guidance identified above.</p>
How to achieve good practice in this area
<ol style="list-style-type: none"> <li>The council is represented on the Borough Resilience Forum (BRF) at the appropriate level and positively engages with its partners.</li> <li>Decisions, actions and key messages, from the BRF, are cascaded and embedded into the organisation.</li> <li>Understand the critical interdependencies, both internal and external, and actively consider these when making decisions.</li> <li>Senior Managers regularly engage in strategic discussions, with senior managers and Chief Officers from partner organisations, on emergency response and resilience activities.</li> <li>Consider the future planning and resilience of partner agencies (e.g. in terms of planning, transport and regeneration) that potentially change community risk.</li> <li>Embed the principles of joint working in all multi-agency arrangements, with the objective of normalising interoperability across the activities of Integrated Emergency Management.</li> <li>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.</li> <li>A common understanding of the JESIP Joint Decision Model to support joint decision making in multi-agency groups.</li> <li>Contribute to 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 is conducted by suitably qualified and experienced people.</li> <li>A clearly defined and commonly understood plan that enables the council, with partners, to communicate to the public with a common message during an incident.</li> </ol>



k. Clearly defined arrangements for debriefing in a partnership environment e.g. Strategic Coordinating Group, following incidents and exercises to enable learning and continuous improvement.

l. 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.

#### How to achieve leading practice in this area

m. 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 the Local Authorities Learning and Implementation Protocol.

n. 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.

o. Developing strong relationships with the business and voluntary sector organisations, which includes understand their capabilities, sharing risk assessments, establishing arrangements for joint training, exercising and sharing lessons learned.

#### Guidance and supporting documentation

##### **Statutory and overarching multi-agency guidance and reference from Government**

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

##### **Thematic multi-agency guidance from Government**

- [Joint Doctrine: The Interoperability Framework Edition 2 2016](#)

Descriptor		
Developing	Established	Advanced
Engagement with partners is limited to those within the organisation who sit on the Borough Resilience Forum.	The council is very engaged with key partners and particularly those who sit on the Borough Resilience Forum. This engagement extends across the strategic, tactical and operational areas of responsibility.	Engagement with partners extends beyond those on the Borough Resilience Forum. These may include Category 2 responders and the business and voluntary sector.
Partnership working in emergency planning across the organisation, particularly at strategic level, is being developed.	There is a common understanding of risks facing partners as well as each other's roles, responsibilities and capabilities.	Lessons identified through incidents and exercises are identified and shared with this broader range of partners.
There is limited understanding of partners capabilities, or the interdependencies between organisations, and these are not considered during planning or when making operational decisions.	Training, exercising and evaluation occurs across a range of partners.	A multi-agency database exists to record and verify training and competency.

# TRAINING, EXERCISING AND EVALUATION

## Resilience Standard for London #8

Desired Outcome
Members and officers across the organisation are competent to fulfil their roles in emergency preparedness, response and recovery. The council develops and assures their resilience capabilities and arrangements through an exercise programme that is risk-based. Lessons learned from previous exercises and incidents have been identified and plans modified accordingly.
Summary of legal duties (mandatory requirements)
<a href="#">The Civil Contingencies Act (2004)</a> Regulations require Category 1 responders to include provision for the training and exercising 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. 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.
How to achieve good practice in this area
<p>a. A training and development programme is in place to build the organisation's capability for resilience by developing appropriate competencies among key employees, services and councillors against a range of operational and strategic scenarios. This includes induction programmes with relevant emergency planning and resilience content for Members and staff.</p> <p>b. Training addresses all roles within the plans including senior leaders (e.g. Directors, elected members and the Mayor).</p> <p>c. A comprehensive joint exercise programme exists to enable key services to maintain competency for dealing with cross-borough incidents or major incidents which require a multi-agency response.</p> <p>d. Exercises test the organisation's plans and procedures which considers local, regional and national risks.</p> <p>e. Exercising tests a council's capacity (e.g. staffing levels and the impact of holiday periods) and capability (e.g. evacuation and shelter, warning and informing, coordinating the voluntary sector and spontaneous volunteers).</p> <p>f. The council learns by identifying the lessons of events and acting on them in order to change structure, activities and behaviours. Lessons learned from previous emergencies across the country, and where appropriate from overseas, have been identified.</p> <p>g. A comprehensive debrief and review process is in place for operational incidents, with multi agency involvement if appropriate; this is used effectively to inform policies and practices across the organisation and allow any necessary change to be embedded.</p> <p>h. Arrangements exist to evaluate the training and development of personnel to ensure that it is effective and skills are maintained, people are developed and remain competent within their role.</p> <p>i. Competence can be quickly verified when sharing staff with other authorities.</p>



## How to achieve leading practice in this area

- j. The council creates a safe learning environment that will enable confident, no-fault learning across the range of its training, exercising and development activities.
- k. Build resilience by training staff 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.
- l. Specific exercising of recovery arrangements, including play by senior managers, to rehearse and validate their roles, including the interplay with national recovery management structures.
- m. Establish clear criteria to assess the impact of training and development for both individuals and organisations and share the results of any evaluation with relevant stakeholders.

## Guidance and supporting documentation

### **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)
- [National Recovery Guidance](#) (Cabinet Office, 2013)

### **Single-agency guidance from Government and professional authorities**

- [Local authorities' preparedness for civil emergencies: a good practice guide for Chief Executives Solace and MHCLG](#) (2018)

### **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**

- [Emergency Planning College \(2016\). Developing and Delivering Exercises](#)

Descriptors		
Developing	Established	Advanced
<p>Training and exercise programmes are being developed to provide realistic training scenarios for staff and Members across the council.</p> <p>Lessons are being identified but not necessarily actioned throughout the organisation. Debrief and evaluation processes are being enhanced or introduced with the aim of changing policy, procedures, working arrangements and behaviours.</p>	<p>An induction, training and exercise programme is in place for key employees, services and elected Members across the council.</p> <p>There is a comprehensive exercise programme, that tests capacity and capability, with in-built debrief and evaluation processes. Incidents are evaluated to identify and learn lessons and actions are implemented.</p> <p>The council looks beyond its boundary to identify learning.</p>	<p>The council has extended its training and exercise programme to support the development of volunteers to improve capacity and organisational resilience.</p> <p>The 'recovery' phase of a civil emergency is tested through exercising and includes external partners, other authorities and government departments.</p> <p>Lessons learned are shared with external stakeholders where appropriate.</p>

# BUSINESS CONTINUITY

## Resilience Standard for London #9

Desired Outcome
The council is able to demonstrate a high level of resilience in their priority functions and emergency response and recovery capabilities.
Summary of legal duties (mandatory requirements)
<a href="#">The Civil Contingencies Act (2004)</a> requires the council 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 priority functions, not just their emergency response functions. There must be arrangements for reviewing and exercising to ensure the business continuity plans are current and effective with 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. Local authorities are required to provide advice and assistance to businesses and voluntary organisations about business continuity management.
How to achieve good practice in this area
<ul style="list-style-type: none"><li>a. Business continuity plans and arrangements are in place that are current and aligned to the ISO 22301 standard.</li><li>b. Business continuity is appropriately embedded within the organisation in order that critical functions, emergency response and recovery capabilities are highly resilient. Account is taken of links and interdependencies between Services across the organisation.</li><li>c. Key business continuity management personnel are competent and experienced and the council invests in their training and continuous professional development.</li><li>d. Information is shared with other responder organisations where appropriate, 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.</li><li>e. Robust arrangements are in place for the review and validation of business continuity plans and contingency arrangements including emergency response and recovery capabilities.</li><li>f. Contractors and providers, including their supply chains, understand the civil resilience risks for the council's area and have robust business continuity arrangements, especially for services for which the council has a statutory duty.</li><li>g. Provider's emergency plans and procedures, including business continuity arrangements for specific services are fit for purpose and up to date. They consider specific risks and scenarios, for example, disruption due to severe weather or industrial action.</li><li>h. The provider has the capacity and adequate resourcing to put plans in place particularly to cover short or no notice incidents, with recovery timescales that are acceptable to both the provider and commissioner.</li><li>i. Service users know how they can contact the provider or the council in an emergency, both during a normal working day and out of hours.</li></ul>



j. Providers understand any responsibilities that may be imposed on them during an emergency as set out in local emergency plans.

k. Where Providers deliver contracts to multiple authorities, the council is aware of the implications during prolonged or widespread emergencies (because of increased demand for services or resources) and have contingency arrangements in place.

#### How to achieve leading practice in this area

n. Facilitate independent assurance, and where appropriate certification, of their business continuity plans and arrangements against ISO22301.

o. Incorporate business continuity elements and considerations into exercises in order to robustly test vulnerabilities and validate the resilience of local capabilities. Testing or exercising of business continuity arrangements of contractors is in place.

p. Enable other authorities to have access to assets and resources in the event of disruption such as loss of premises.

#### 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)

##### **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 \(2018\)](#)
- [London Resilience – Preparing your Business \(2018\)](#)
- [Local authorities' preparedness for civil emergencies: a good practice guide for Chief Executives Solace and MHCLG \(2018\)](#)

#### Descriptors

Developing	Established	Advanced
Business continuity plans are in place in some parts of the organisation but not routinely tested. Contingency arrangements are not clearly understood.	Business continuity plans are in place across the organisation and are tested to support resilience and contingency arrangements.	Business continuity plans and contingency arrangements for the organisation, contractors and providers are tested.
Providers and contractors are not aware of their responsibilities or have not implemented contingency arrangements that support the council.	Contractors and providers have business continuity arrangements and they are aware of their role within an emergency.	Key business continuity people have appropriate qualifications and professional development.
	Information is provided to service users during an emergency. Advice is provided to businesses and the voluntary sector on Business Continuity Management.	There is independent validation or certification through ISO 22301 in place.



# COMMUNITY RESILIENCE

## Resilience Standard for London #10

Desired Outcome
<p>The council has a strategic and coordinated approach to activity that enables individuals, businesses, community networks and voluntary organisations to behave in a resilient way and act to support other members of the public. Community resilience considerations and the voluntary capabilities of all these partners are integrated into existing emergency management plans.</p>
Summary of legal duties (mandatory requirements)
<p>Duties set out in the <a href="#">Civil Contingencies Act (2004)</a> which pertain to community resilience include the publication of risk and emergency management information and warning and informing the public about emergencies. The Act 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).</p> <p><a href="#">The Public Sector Equality Duty: Equality Act 2010</a> 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.</p>
How to achieve good practice in this area
<ul style="list-style-type: none"><li>a. A strategic approach to ensure coordination of community led social action and partnering with voluntary capabilities.</li><li>b. Easily accessible and regularly updated information about statutory responder and BRF community resilience services, resources, governance and points of contact.</li><li>c. Identify and engage with community and voluntary networks which might offer support to their communities and to responders before, during or after an emergency.</li><li>d. A process for providing advice and support to community groups that want to have a role in emergency management.</li><li>e. A communications and engagement plan to promote resilient behaviours and encourage community groups and networks to promote resilience and take a role in emergency management.</li><li>f. Clearly defined roles for community and voluntary partners for preparing, responding and recovering from emergencies, which are agreed and communicated prior to an incident. This may range from informal expectations for neighbours to support one another to formal partnership arrangements utilising memorandums of understanding and codes of conduct.</li><li>g. A regularly updated database of local and national voluntary capabilities available to support emergency response and recovery, with clear agreed activation processes.</li><li>h. 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, resource and expertise.</li></ul>

How to achieve leading practice in this area		
<p>i. A process for on-going consultation and collaboration with community networks in relation to risk assessments and emergency plans, including understanding and mapping the risks that are of primary concern and motivation to communities.</p> <p>j. Regular outreach sessions, workshops and conferences for individuals, businesses and community networks to share leading practice, provide training, build relationships and enable networking.</p> <p>k. Provision of physical resources, assets and training for community networks and volunteers.</p> <p>l. Community resilience approaches, programmes and lessons are proactively shared with neighbouring authorities.</p> <p>m. A process for identifying, mapping and regularly assessing the resilience of communities at highest risk to inform priorities for targeted communications and interventions.</p>		
Guidance and supporting knowledge		
<p><b>Statutory and overarching multi-agency guidance and reference from Government</b></p> <ul style="list-style-type: none"> <li>• <a href="#">Emergency Preparedness</a> (Cabinet Office, 2011-12)</li> <li>• <a href="#">Emergency Response and Recovery</a> (Cabinet Office, 2013)</li> </ul> <p><b>Thematic multi-agency guidance from Government</b></p> <ul style="list-style-type: none"> <li>• <a href="#">Preparing for emergencies</a> (Cabinet Office 2018)</li> <li>• Community Resilience: Resources and Tools</li> <li>• <a href="#">Community resilience framework for practitioners</a> (Cabinet Office, 2016)</li> <li>• <a href="#">Enabling social action</a> (Cabinet Office 2017)</li> </ul> <p><b>Relevant British (BSI), European (CEN) and International (ISO) Standards</b></p> <ul style="list-style-type: none"> <li>• <a href="#">ISO 22319:2017 Security and resilience — Community resilience — Guidelines for planning the involvement of spontaneous volunteers</a></li> </ul> <p><b>Supporting guidance and statements of good practice from professional authorities</b></p> <ul style="list-style-type: none"> <li>• <a href="#">Community engagement hub 'how to' guides for emergency managers from the Defra Flood Resilience Community Pathfinder Scheme (2016)</a></li> </ul>		
Descriptors		
Developing	Established	Advanced
<p>Community resilience activities are in the early stages of development. The council is in the process of understanding the role of volunteers from the community, business and voluntary sector.</p> <p>Discussions with community groups are at an exploratory stage or activities are being developed and piloted.</p>	<p>Community led social action is coordinated where the community, business and voluntary sector, who want a role in emergency management, are identified and engaged. Roles are clearly identified and there is a database of voluntary capabilities.</p> <p>There are arrangements to manage spontaneous offers of support and to give advice and information to citizens.</p>	<p>The council has enhanced its community engagement and resilience work by arranging an ongoing process for consultation and collaboration. There are regular engagement sessions for a wide range of community groups including businesses.</p> <p>Community groups are provided with access to assets, equipment and where appropriate training, to support their role.</p>

# RECOVERY MANAGEMENT

## Resilience Standard for London #11

Desired Outcome
The council has robust, embedded and flexible recovery management arrangements in place to support the rebuilding, restoring and rehabilitation of the community following an emergency. Arrangements 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 <a href="#">Civil Contingencies Act</a> (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’. Detailed advice on recovery planning can be found in the Cabinet Office core guidance <a href="#">Emergency Response and Recovery</a> and the <a href="#">National Recovery Guidance</a> .
How to achieve good practice in this area
<p>a. The recovery process should be considered from the moment the emergency begins and is coordinated by the council in liaison with the Strategic Coordinating Group. If resources allow, the Recovery Co-ordinating Group is set up on the first day of the emergency.</p> <p>b. The management of recovery is approached from a community development perspective with the active participation of the affected community and a strong reliance on local capacities and expertise. The private sector and the wider community play a crucial role.</p> <p>c. An impact assessment (covering impacts on residents, businesses, infrastructure, environment) is carried out as soon as possible and is regularly updated. Resulting actions are accurately captured and progress monitored.</p> <p>d. A concise recovery action plan with clear targets and milestones is developed that can be quickly implemented, involves all agencies and fits the needs of the emergency.</p> <p>e. The community is fully involved in the recovery process, including the business sector, voluntary sector, faith groups, community groups and tourist organisations.</p> <p>f. A pro-active and integrated framework of support to businesses is established.</p> <p>g. The council works closely with other agencies, the community and those directly affected, including on monitoring and protection of public health and the reinstatement of utilities and transport networks.</p> <p>h. Information and media management of the recovery process is co-ordinated through the Recovery Coordinating Group led by the council.</p> <p>i. Effective protocols for political involvement and liaison (local, regional and national) are established.</p> <p>j. An early assessment should be made of the responding organisations’ capacity and resources, and mutual aid agreements activated as required.</p> <p>k. Accurate record keeping is established. There are clear audit trails with comprehensive records of timings, notifications, decisions, actions and expenditure.</p>



- l. 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'.
- m. Appropriate psychological and social care and support is provided for all those who have been affected by an emergency. This may include survivors of an incident, the family and friends of survivors and the deceased, those responding to the emergency, and the community living and working in the area affected.

#### How to achieve leading practice in this area

- n. Opportunity for longer term regeneration and economic development is considered at the earliest stages of the recovery process.
- o. 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.
- p. Developing a generic framework, agreed with the lead local council's 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.

#### Guidance and supporting documentation

##### **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
- [Human Aspects of Emergency Management](#) (Cabinet Office, 2016)

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

- [BS 12999:2015 Damage Management](#). Code of practice for the organization and management of the stabilization, mitigation and restoration of properties, contents, facilities and assets following damage.

Descriptors		
Developing	Established	Advanced
<p>The council has a generic plan in place to manage recovery but this has not been tested. There are arrangements to manage business as usual and possibly small scale incidents.</p> <p>The community perspective has been considered and information is provided to them but they do not actively participate in recovery work.</p>	<p>Recovery starts at the earliest possible stage and is approached from a community perspective with their active involvement. An impact assessment is in place and regularly updated. An action plan is in place with targets and milestones and there are arrangements to advise and support local businesses.</p> <p>Accurate record keeping is established which is auditable.</p>	<p>The council is looking at opportunities for long term regeneration and economic development.</p> <p>There are strong relationships with the community, business and the voluntary sector and their expertise is being utilised.</p> <p>Robust financial arrangements are in place to manage support to citizens and donations.</p>