CabinetOffice

Chapter 2 Co-operation

Revision to *Emergency Preparedness*

Civil Contingencies Act Enhancement Programme

March 2012

Chapter 2 (Co-operation) of Emergency Preparedness Revised Version

- **Summary**

  Category 1 and Category 2 responders in a local resilience area are required to co-operate with each other to help Category 1 responders deliver their responsibilities under the Act (*paragraphs 2.3 – 2.6*).

- Organisations, such as the voluntary sector or the military, which do not have a duty to co-operate under the Act, should also be fully involved, as appropriate, in a supportive role (*paragraphs 2.7, 2.18-2.19, 2.21, 2.41, 2.59, 2.81and 2.155-2.158*).

- Table 1 and Annex A show how the co-operation and information sharing duties support Category 1 responders in fulfilling their duties, and the likely impact of providing that support on local responders, particularly on Category 2 responders (*paragraphs 2.14, 2.17, and Annex A*).

- Although information sharing is a separate duty under the Act, it is considered here as an aspect of co-operation (*paragraphs 2.3 – 2.4, 2.14 and 2.80-2.91*).

- Co-operation takes place within a local resilience area between all local responders. The regulations also permit "managed co-operation" to reduce the burden of "all-with-all" co-operation (*paragraphs 2.8-2.38*).

- The local resilience area is based on police force boundaries (*paragraph 2.40*).

- One form of co-operation required by the Act is the Local Resilience Forum (LRF). The LRF is the principal form of multi-agency co-operation in a local resilience area. Even so, the statutory duties fall on the individual local responders. The LRF is not a legal entity and it does not direct its members. The role of the LRF in co-operation is examined in Table 2 (*paragraphs 2.39-2.69*).

- The purpose of the LRF is defined (*paragraphs 2.45-2.50*) and its structure suggested (*paragraphs 2.51-2.59*)

- Responders may satisfy their responsibilities to attend the Forum by nominating representatives (*paragraphs 2.66-2.69*).

- The LRF has an important place in the local resilience chain in England and Wales (*paragraphs 2.92-2.96*).

- Most Category 2 responders are not organised to deliver their normal business in local resilience areas. The expectations which Category 1 responders place on Category 2 responders should be reasonable. Protocols are proposed which may vary the way in which Category 2 arrangements can meet Category 1 requirements (*paragraphs 2.60-2.65, 2.70-2.91*).

- The likely participation in the LRF of the different classes of local responder organisation (within both Categories 1 and 2) is described (*paragraphs 2.108 – 2.158*).

The scope of co-operation

2.1.   The Civil Contingencies Act 2004 prescribes, in the first instance, a consistent set of four duties across all the Category 1 responders, which include the emergency services, local authorities, health services and other organisations likely to be involved in most emergencies. Four elements of the emergency planning cycle – risk assessment, emergency planning, business continuity planning, and warning and informing – must each be delivered in the same way. This standard framework provides a sound basis for local co-operation.

2.2.   A fifth element – promotion of business continuity management – is required of local authorities.

2.3.   Drawing on this common set of procedures, the Act then adds two more duties for the Category 1 responders. They are required specifically to co-operate and share information in delivering the other five duties.[1] There are thus seven duties in all.

2.4.   These requirements to co-operate and share information are given extra importance by their imposition on a larger number of responder organisations, such as the utilities and transport providers. This second grouping, the Category 2 responders, have fewer overall obligations under the CCA, partly because they are less likely to be involved in most emergencies[2] and also because the underpinning sector-specific legislation and regulations, which define what they do, include duties to deliver their service during an emergency. Under the Act, the Category 2 responders are required to co-operate and share information[3] with Category 1 responders.[4] They are also required to co-operate and share information with each other insofar as this supports Category 1 responders.

---

[1] See *Fig 1.1*, *Emergency Preparedness*; *Chapter 1*: Introduction, p.9

[2] Even so, the impact of flooding in 2007 and other severe weather events on some of the Category 2 responders shows how important their role is.

[3] Information sharing, as a separate duty, is the subject of a separate guidance chapter (*Chapter 3*) in *Emergency Preparedness*, and of additional non-statutory guidance, *Data Protection and Sharing: Guidance for Emergency Planners and Responders, 2007*. Information sharing remains an important aspect of day-to-day co-operation between local responders and, as such, is considered in this chapter too.

[4] For a useful example from one Category 2 sector stressing the importance of information sharing with Category 1 responders, see *Effective Information Sharing with Category 2 Telecommunications Providers*, CCS, May 2009 *http://www.cabinetoffice.gov.uk/media/250370/local_resilience_forums_telecoms.pdf*

Last updated:March 2012

2.5.   Co-operation for the Category 2 responders includes looking at how delivery of the emergency duties under their own legislation, such as risk assessment, emergency planning and exercising, can most easily match with the similar CCA duties of the Category 1 responders.[5]   Category 2 responders need to be fully integrated into multi-agency planning at all levels levels, including co-operation with each other where it helps local level preparedness by the Category 1 responders.

2.6.   One form of co-operation between Category 1 and 2 responders, which is required by the regulations, is the Local Resilience Forum (LRF).

2.7.   A third grouping of local responders includes the voluntary sector to which Category 1 responders "must have regard" when carrying out their duties under the Act (see *Chapter 14*). There are other organisations outside the framework of the Act which are also brought into co-operation with the duty-holders in certain circumstances, such as, for example, the military (see *Chapter 15*).

Aspects of local-level co-operation

2.8.   There are three essential ways of addressing co-operation:

- o   Within your own organisation;
- o   Directly with other organisations; and
- o   Through managed arrangements with other organisations, which may take a number of forms.

---

[5] regulation 4(2), 4(3), 4(4)

2.9.   Co-operation starts with the ability of each responder organisation to get the different parts of its own structure to work together. The Act obliges each responder organisation to ensure that all those divisions with functions that may require to be employed in an emergency are fully prepared. Effective preparation ensures that they are ready to co-operate with each other within the internal structures of the organisation, as well as with others outside the organisation. In particular cases, internal multi-directorate groups should be established to develop plans and training. The practice of civil protection under the CCA should be systematically "embedded" within each organisation.

2.10.   The next level of co-operation is outward facing and involves responder organisations working directly with each other (both Category 1 responders and Category 2 responders, together with the voluntary sector and other organisations) across the five main CCA duties.[6] Meetings, visits, phone calls, correspondence, e-mails and exercises are organised to strengthen each Category 1 organisation's risk assessment, plan-making, business continuity arrangements and warning and informing procedures. Much of this is one-on-one liaison work which takes place all the time on a day-to-day basis. Many local responders have set up multi-agency groups (below the level of the LRF) to help them prepare their own multi-agency plans and support local preparedness and awareness.

2.11.   However, if the Act required simply the direct interrelationship of the duty-holders with each other – "all with all" – it would not work efficiently and effectively. For this reason, the CCA also provides for managed arrangements between the Category 1 and Category 2 responders. It cuts back on the impact of the duties by permitting various measures to help structure the relationship between responders and avoid unnecessary duplication of effort. Managed arrangements also permit the duty-holders to "speak with one voice", when appropriate, and to co-ordinate actions across a local resilience area, or part of the area.

---

6 regulation 4(1)-(4)

2.12.   In this regard, the Act and its regulations support a third form of co-operation with partner organisations through formal multi-agency structures and facilities. These managed arrangements include agreements to work together through:

- o   protocols between responders, which may also involve those not covered by the Act; appointing a lead responder; and setting up arrangements to jointly discharge or delegate functions;

- o   forums and support bodies at various levels, such as: the Local Resilience Forum (LRF) and multi-LRF groups, the offices of a Lead Government Department, or other central government forums[7]; and

- o   nominating a representative organisation to act on your behalf in attending meetings.

In addition, co-operation can also be facilitated through outward-facing, structured communications methods, such as, for example:

- o   Websites – set up locally and nationally; and

- o   Secure national communications media, such as the National Resilience Extranet.[8]

---

[7] In Wales, the equivalent structures are the Wales Resilience Forum and the Welsh Government.
[8] Further details on the National Resilience Extranet (NRE) can be found
  at *http://www.cabinetoffice.gov.uk/content/emergency-response-resilient-telecommunications*

Last updated:March 2012

WHAT THE ACT AND THE REGULATIONS REQUIRE

A Category 1 or 2 responder "shall comply with regulations" made by a Minister of the Crown about "the extent of a duty" and "the manner in which… it is to be performed" (s2(3) and s3(3)(a)).

Category 1 responders which have functions exercisable in a particular local resilience area "must co-operate with each other" and "with general Category 2 responders" in connection with the performance of their duties (reg 4(1)).

Category 2 responders which have functions exercisable in a particular local resilience area "must co-operate with each... Category 1 responder" which has functions exercisable in that area and "with each other" in connection with the performance by the Category 1 of its duties (regs 4(2), 4(3))

Co-operation across the five main CCA duties

2.13.   In looking more closely at co-operation as required in the Act and regulations, it is useful to define more clearly the circumstances in which Category 1 responders seek support from their Category 1 and 2 partners. Category 1 responders must co-operate with each other and with Category 2s.[9] Category 2 responders must support Category 1s in delivering their Category 1 duties and co-operate with other Category 2s in support of the Category 1s.[10]

---

[9] Regulation 4(1).
[10] Regulations 4(2), 4(3)

Last updated:March 2012

2.14.   Table 1 lists occasions[11] on which the Category 1s are likely to require co-operation in fulfilling their duties under the Act. The table includes information sharing, which is simultaneously a separate duty and a key aspect of co-operation.[12]

Table 1: The duties to co-operate and share information: as carried out by Category 1 and 2 responders[13] across the five main CCA duties

		A. DUTY TO CO-OPERATE	**B. DUTY TO SHARE INFORMATION**
Five main Category 1 DUTIES		**Is co-operation required?**	**Is information-sharing required?**
1. Risk Assessment	a)	Direct discussions with partners to support compilation of individual risk assessment for each Category 1 organisation. For further information please refer to *Chapter 4* (*Local responder risk assessment duty*).	Information required directly from partners to support each Category 1 responder's individual risk assessment. For further information please refer to *Chapter 4* (*Local responder risk assessment duty*).
	b)	Discussion with partners within the LRF to compile Community Risk Register (CRR).	Information required for Community Risk Register.
	c)	Discussion with partners within the LRF regarding publication of the CRR – which can be done as part of warning and informing arrangements.	Consistent approach to providing risk and warning information required across the partners.

---

[11] Each cell (and each bullet point) indicates an act of co-operation and/or information sharing.
[12] Regulation 4(4)(a)
[13] The impact on Category 2 responders of the co-operation and information sharing requirements identified in Table 1 is discussed in *paragraph 2.17* below and examined in more detail in *Annex A*. It should be noted that the emergency plans of some Category 2 responders will not be specific to a particular local resilience or local authority area. Procedures should be designed to match or dovetail across different planning frameworks.

Five main Category 1 DUTIES		A. DUTY TO CO-OPERATE	B. DUTY TO SHARE INFORMATION
Five main Category 1 DUTIES		Is co-operation required?	Is information-sharing required?
	d)	Discussion with partners regarding: • central government assessment of risk under capabilities programme; and • reports back to central government about risk registers.	Information required to assist with interpreting the local impact of central government risk assessment.
	e)	Discussion with partners about hazards and risks to support development by Category 1 responders of: • specific emergency plans; and • exercise scenarios.	Information required to help define the nature and possible quantification of consequences addressed: • by Category 1 plans; and • in exercise scenarios.
	f)	Risk meetings or discussions with infrastructure operators about business continuity plans	Information from infrastructure operators and main suppliers about business continuity risks
2. Emergency Planning	a)	Direct discussion for Category 1 responders with partners to prepare • specific emergency plans; • multi-agency plans; and • LRF multi-agency plans.	Details of partner contacts, roles, responsibilities, procedures, capabilities and resources.
	b)	Discussion for Category 1 responders with partners about: • specific emergency plans; • information required under the national capabilities survey.	Details of partner contacts, roles, responsibilities, procedures, capabilities and resources.

Five main Category 1 DUTIES		A. DUTY TO CO-OPERATE	B. DUTY TO SHARE INFORMATION
		Is co-operation required?	Is information-sharing required?
2. Emergency Planning	c)	Discussion for Category 1 responders with partners about design and delivery of training and of exercises for: • specific emergency plans; • multi-agency plans; and • LRF multi-agency plans.	For scenario development.
	d)	Discussion with partners about the design and delivery of training and of exercises for plan required by central government.	For scenario development
	e)	Updating of plans	Details of partner contacts, roles, responsibilities, procedures, capabilities and resources.
3. Business Continuity Plans	a)	Discussions with key infrastructure operators and main suppliers about procedures.	Information from key infrastructure operators and suppliers about procedures.
	b)	-	Updated Business Continuity Plans
4. Warning and Informing	a)	Meetings for Category 1 responders with partners about the nature of hazard and risk, and type of messages to make public.	Category 2 responders are likely to have responsibilities to provide information to the public under their own legislation ("functions"). Updated messages and procedures.
	b)	Meetings for Category 1 responders with partners and other co-operating organisations, such as the media and voluntary sector, about multi-agency media plans and arrangements for warning dissemination.	Category 2 responders are likely to have responsibilities to provide information to the public under their own legislation ("functions"). Updated messages and procedures.[*Operationally – at the response phase, partners should inform each other when warnings and other messages are issued.*]

Five main Category 1 DUTIES		A. DUTY TO CO-OPERATE	B. DUTY TO SHARE INFORMATION
		Is co-operation required?	Is information-sharing required?
4. Warning and Informing	c)	Joint publicity and events by Category 1s and their partners to raise public awareness of plans and procedures.	Each organisation to contribute relevant messages.
5. Promotion of Business Continuity Management	a)	LA clarifies with partners who is doing what to promote business continuity management.	Information about promotion efforts undertaken and promotional opportunities.
	b)	-	Requests from business community for information about potential business continuity risks.

2.15.   Across the five duties, apart from the specific duty to co-operate through the local resilience forum, co-operation "shall take such form as may be agreed between the relevant responders".[14]   Most of these agreements for working together are informal and routine. Practical areas for co-operation and/or information sharing are dealt with directly between responders through day-to-day liaison.   Other agreements are based on more formal structures of co-operation, such as the Local Resilience Forum or procedures supported by protocols.[15]

2.16.   As a statutory requirement, the LRF has an important role in facilitating co-operation between the partners. Annex A takes the areas of co-operation and information-sharing identified in Table 1 and helps define the role of the LRF. It identifies the key areas – from risk assessment to warning and informing – where the LRF is likely to play a part in co-operation and further areas where it may be involved in information sharing.

[14] regulation 4(4)
[15] regulations 4(4)(a), 4(4)(b), 7

2.17.   Annex A also looks at the areas of co-operation and information-sharing from the perspective of Category 2 responders. It identifies the areas where requests for co-operation from Category 1 responders are likely to have a major impact on Category 2 responders, though most of these are intermittent only. There are also areas where information requests can have a major impact.

Co-operation with the voluntary sector

2.18.   There are local responders not captured in the schedule to the Act who may also be brought in to local planning arrangements, depending on the circumstances. One group – the voluntary sector - is identified in the Act.[16] Category 1 responders are required to "have regard to" the activities of the voluntary sector in maintaining their emergency and business continuity plans.

2.19.   "Regard" must be given to those local voluntary organisations whose activities are carried on in the local resilience area and are relevant in an emergency.[17] Those voluntary organisations whose role is to play a significant part in emergency response, such as search and rescue organisations, should expect Category 1s to integrate them fully into multi-agency co-operation across the five main duties. Other voluntary organisations may also expect to be involved in multi-agency co-operation where their activities are relevant to emergency planning and response. Voluntary organisations are not obliged by statute to carry out their role. In reaching an agreement to co-operate at a local level, the capability of the voluntary organisation to fulfil its role locally is a key factor. It is reasonable, when looking at collaborative arrangements as part of a local agreement with Category 1s, for a voluntary organisation to provide a locally-determined capacity and capability assessment.

---

[16] s2(5)(k)… "bodies (other than public or local authorities) whose activities are not carried on for profit".
[17] regulation 23(1)

Managed co-operation

Protocols

2.20.   Responders have tended to rely on custom and practice and minuted agreements to support well-established collaborative arrangements and to provide a basis for new initiatives. However, the regulations permit Category 1 responders between themselves and Category 1 with Category 2 responders to go further in the performance of their duties by developing protocols which consolidate co-operative working on a firmer basis.[18]

2.21.   A protocol is a formal agreement between Category 1 responders, or Category 1 and Category 2 responders - or between them and local responders not covered in the Schedule, such as the voluntary sector or the armed forces – detailing how they will undertake or allocate responsibilities to deliver a task. Protocols may cover matters of broad agreement or detailed procedures for working together, including how to hand over tasks, provide a service or obtain additional resources. As far as possible, they should be simple, straightforward and concise. Protocols may or may not be legally binding depending on the nature of the agreement reached between the parties. Most often partners are unlikely to seek a legally-binding protocol.

2.22.   Protocols between local responders may be developed by the LRF or its sub-groups, or by industry groups on behalf of local responders (such as Category 2s) in a particular class or sector. Some protocols aim to insert local detail and circumstances into how co-operation is carried out. They are likely to be particularly relevant in relation to:

> o   information sharing agreements and co-operation generally between Category 1 and Category 2 responders, including multi-LRF based arrangements;[19]

[18] regulation 7(1)
[19] regulations 7(4), 7(5)

Last updated:March 2012

- o   multi-agency emergency planning arrangements, including humanitarian support;

- o   arrangements for co-operation with voluntary or third sector, armed forces and other responder organisations not listed in the Schedule to the Act; and

- o   communications planning generally:

  - • for managing the response to an emergency; and

  - • communicating with the public.

2.23.   Particular attention should be paid when developing protocols in one local resilience area to their development in neighbouring resilience areas and more widely. Organisations whose remit covers several resilience areas may find it difficult to engage with protocols from different areas which contain conflicting requirements. Recognition should also be given to national protocols.

2.24.   Protocols may be used to strengthen the structure of Local Resilience Forums (LRFs), for example, to determine governance arrangements for the working of the Forum.

2.25.   Protocols are permitted on a cross-boundary basis between local resilience areas, as well as on a cross-border basis between Category 1 and Category 2 responders in England and Scotland.[20]

2.26.   As defined in regulations, protocols are likely to specify three aspects of the co-operation required:

- o   its timing;

- o   its form; and

- o   contact details for the individuals involved.[21]

---

[20] Protocols may of course be set up between England and Wales, but these are not addressed in regulations because the Act covers both England and Wales.
[21] regulation 7(3)

Other matters can be included as local responders wish.

An example of a standard model protocol will be made available on the National Resilience Extranet (NRE).

Also available on the NRE are examples of best practice case studies. These can be found at *https://www.resilience-extranet.gse.gov.uk/AtlasApps/Pages/Collaborate/ DocumentStore/DocumentStore.aspx?folderid=113699*. They detail the areas where protocols have been introduced and the benefits derived from them.

The lead responder principle

2.27.   The main duties fall equally on all those Category 1 responders "whose functions" (defined as their powers and duties) are likely to be seriously obstructed by an emergency or who would consider it necessary or desirable to take action to deal with the emergency through a special deployment of resources.[22] There is a risk that Category 1 responders may duplicate each other's work when, for example, carrying out their duty of risk assessment or providing warnings when an emergency occurs.

2.28.   The problem is particularly acute in relation to communicating with the public. It would not be sensible for a number of Category 1 responders each to be arranging to publish the same, similar or, indeed, conflicting messages about risks and planning arrangements to the same members of the public. It would be confusing, too, if several organisations were maintaining arrangements, simultaneously to issue uncoordinated public warnings about an emergency. Gaps in the arrangements could also arise because no one organisation had taken an overview. To address these difficulties, the regulations enable one local responder to take on the lead responsibility.[23]

---

[22] s. 2(2)
[23] regulations 32-34. These Regulations are described in more detail in *Chapter 7* of *Emergency Preparedness, Communicating with the Public.*
    That guidance also includes, at *Annex 7C*, a checklist of suggested protocols for warning, informing and advising the public.

2.29.   There is a further risk of duplication where, for example, several Category 1 responders in the same LRF area each decide they are obliged to assess the same risk or the impact of that risk (for example, severe weather). Again, more than one Category 1 responder could believe it necessary to develop an emergency mortuary plan or a coastal pollution plan. Regulations address these potential problems by permitting all those Category 1 responders whose functions are exercised in relation to a particular duty (other than the duties to communicate with the public, see *Chapter 7*) to identify one of their number as lead responder. The lead responder is the Category 1 responder with lead responsibility for performing a given duty in relation to a given emergency, or an emergency of a particular kind, in that local resilience area.[24]

2.30.   The other Category 1 responders who are party to the decision are referred to as non-lead Category 1 responders.[25]

2.31.   Many of these issues of duplication are, of course, addressed through the activities of the Local Resilience Forum.   The LRF can help the Category 1 local responders determine how the lead responder principle is applied. It ensures proper co-ordination of risk assessment and multi-agency planning and, under the separate regulations, communication with the public.

2.32.   Regulations outline the duties on a lead Category 1 responder.[26] They must:

   o   take the lead responsibility for that particular task in
        that local resilience area; [27]

   o   consult the non-lead Category 1 responders in performance
        of the duty;

---

[24] regulation 9
[25] regulation 9(4)
[26] regulation 10
[27] There are likely to be different lead responders appointed for different tasks within a particular local resilience area.

- o   keep the non-lead Category 1 responders informed about how they are fulfilling the duty; and

- o   co-operate with non-lead Category 1 responders and, in particular, as far as reasonably practicable, obtain approval from the non-lead Category 1 responders for the way they are performing the duty.

2.33.   Regulations also specify the role of the non-lead Category 1 responders.[28] They must:

- o   co-operate with the lead Category 1 responder in performance of the duty;

- o   provide information to the lead Category 1 responder which will assist in performance of the duty; and

- o   assist the lead responder in any exercises or training in connection with the duty.

The non-lead Category 1 responders do not themselves need to perform the duty to an extent that would unnecessarily duplicate what the lead Category 1 responder is doing.[29] However, if the non-lead responder is not satisfied with the way the lead responder is performing the duty, then (after exhausting other remedies) it should determine for itself how it will carry out the duty.

2.34.   The requirement on a Category 1 responder to co-operate with another Category 1 responder in the performance of its duty (for example, by taking part in a joint exercise) applies where the former is the lead responder and the latter is a non-lead responder.[30] Category 2 responders are also required to assist the lead Category 1 responder when it is carrying out duties on behalf

[28] regulation 11
[29] regulation 11(2)(d)
[30] regulation 11(2)(c)

of a number of responders to the same extent that they would be required to assist the individual Category 1 Responders.

2.35.   A decision by the relevant local Category 1 responders not to co-operate with identifying a lead responder in relation to a particular duty leaves them potentially all equally responsible for the performance of that duty.

2.36.   In practice, local responders have tended to operate in accordance with the above lead responder principle on an informal or customary basis.

Joint discharge and delegation of functions

2.37.   In some instances, Category 1 responders will wish to go beyond direct or bilateral co-operation and enter into joint arrangements with other Category 1 responders. This is permitted by the regulations and can take two forms:

> o   exercising responsibilities jointly. In this case, two or more Category 1 responders would agree that an aspect of the duties was best performed by working together. For example, a number of local authorities may decide to form a single civil preparedness unit, and staff and fund it jointly to deliver their responsibilities under the Act; [31] and
>
> o   delegating responsibility entirely. For example, a local authority might decide to delegate some or all of its responsibilities to the local fire and rescue service.[32]

[31] regulation 8(a)
[32] regulation 8(b)

Last updated:March 2012

2.38.   In both these instances, all Category 1 responders covered by the decision have to agree that joint arrangements are appropriate and make associated agreements in terms of transfer and other resources. Of course, they each retain ultimate ownership of their own functions and are ultimately responsible for the performance of their duties; they must therefore be satisfied that they are being delivered correctly.

Local Resilience Forum

2.39.   Under the regulations, Category 1 responders must form a Local Resilience Forum (LRF) as part of their obligation to co-operate with each other.[33] Category 2 responders whose functions are exercisable within a local resilience area co-operate with other responders by attending meetings of the LRF or being represented at it.[34] (In circumstances where all the Category 1 responders in a local resilience area agree, this requirement on a Category 2 may be varied).[35] Often in practice, as permitted by the Act, several responder organisations in a particular class will nominate a representative to attend on their behalf.

2.40.   The LRF is the principal mechanism for multi-agency co-operation and co-ordination under the Act, based on each police force area. It is a process by which the duty-holders co-operate with each other. The LRF helps the duty-holders decide how they will interpret and meet their responsibilities under the CCA. It has no separate legal personality and does not have powers to direct its members. As a forum for responder organisations, it is not a local responder itself and has no specific duties under the Act.

[33] regulation 4(4)(b)
[34] regulation 4(7)(c)
[35] regulation 7(5)

2.41.   Organisations not specifically captured by the Schedule to the Act, such as the military and voluntary organisations,[36] the Department for Communities and Local Government Resilience and Emergencies Division (DCLG RED) Team and Welsh Government will generally be invited to attend the LRF, contribute to its work and be involved in its working groups and sub-groups where relevant.

2.42.   The chief officer group of the LRF must make arrangements to meet at least once every six months. The aim should be to space these meetings evenly and to develop a regular cycle. Meetings can be held more frequently if LRF members agree that is necessary. The chief officer group should be supported by a general working group and sub groups. The frequency of these meetings is set by the LRF.[37]

2.43.   The LRF is not an operational body because it has no functional responsibilities to deliver during an emergency and no resources. However, generally, during an emergency, a particular set of those who make up the LRF are likely to come together as a multi-agency team to deliver their functional responsibilities.

2.44.   Table 2 compares the role of the LRF with the role of the Category 1 and 2 duty holders.   It shows how the LRF, acting through the powers of its duty-holders and on their behalf, undertakes certain key tasks – such as preparing and maintaining the Community Risk Register and preparing LRF multi-agency plans. Equally, it shows how the main responsibilities are delivered by the duty holders themselves.

---

[36] regulation 23
[37] regulations 4(4)(b), 4(5) - 4(7)

Table 2: The role of the LRF and the role of the duty holder

(Category 1 and 2 responders)

	ROLE OF THE LRF	ROLE OF THE DUTY HOLDER	
		Category 1 Responders	Category 2 Responders
1.	Help develop policy by agreement across the partners.	Implement agreed policy. Inform partners of relevant policy changes within their sector. [38]	Implement agreed policy in support of Category 1 responders. Inform partners of relevant policy changes within their sector or company.
2.	Facilitate co-operation.	Be ready to co-operate with partners.[39]	Be ready to co-operate with partners.
3.	Keep all Category 1 and 2 responders in its local resilience area informed of all LRF business.	Receive and take note of all materials circulated by LRF and take action as appropriate.	Receive and take note of all relevant materials circulated by LRF and take action as appropriate.
4.	Facilitate and, where necessary, promote development of protocols, including with the voluntary sector and the military.	Set up agreements and protocols with partners, including, where appropriate, locally-determined capacity and capability assessments.	Support Category 1 responders by setting up or agreeing protocols.
5.	Information and education – share latest thinking and experience.	Enable staff to keep up-to-date with relevant civil protection issues.	Enable staff to keep up-to-date with relevant civil protection issues.
6.	Prepare and maintain Community Risk Register.	Prepare and maintain Individual Risk Register.	Support development of Community Risk Register.
7.	Receive and, where appropriate, respond to government requests about risk assessments and capabilities.	Assess impact of government requests in their functional areas of responsibility and respond as necessary.	Assess impact of government requests in sectoral areas of responsibility and respond as necessary.

[38] A relevant policy change could be any matter which affects emergency response arrangements and preparations for response.
[39] Readiness involves both awareness and capability and relates to whether civil protection is embedded in the organisation or not (see *paragraph 2.9 above*.)

	ROLE OF THE LRF	ROLE OF THE DUTY HOLDER	
		Category 1 Responders	Category 2 Responders
8.	Be aware of individual members' planning arrangements.	Prepare and maintain individual plans.	Prepare plans under sectoral responsibilities.
9.	Be aware of the planning arrangements of voluntary sector organisations and other organisations not named in the schedule to the Act.	In preparing plans, have regard to the capacity and capabilities of voluntary sector organisations and other responders not named in the schedule to the Act	In preparing plans under sectoral responsibilities consider the capacity and capabilities of responders not named in the schedule to the Act
10.	Facilitate identification of lead responder where appropriate.	Act as lead responder or support lead responder.	Act as lead responder under its sectoral responsibilities or support lead responder.
11.	Be aware of multi-agency plans of members.	With relevant partners, develop and maintain its own multi-agency plans as appropriate.	Under sectoral responsibilities, develop and maintain relevant multi-agency plans.
12.	Prepare and review LRF multi-agency plans [40] as appropriate.	Contribute to LRF multi-agency plans.	Under sectoral responsibilities, contribute to LRF multi-agency plans.
13.	Receive and, as appropriate, respond to government requests for specific plans under the capabilities programme.	Develop multi-agency plans [41] in line with the government's capabilities programme.	Under sectoral responsibilities and government's capabilities programme, develop multi-agency plans.
14.	Support its members' exercises, including maintaining a list of exercises.	Exercise its individual and multi-agency plans.	Support Category 1 responder exercises under CCA and sectoral responsibilities.

[40] Increasingly, LRFs are developing multi-agency plans – though these are likely to be "owned" and managed by one of the Category 1 local responders on behalf of the LRF members.

[41] As required by the Act, Category 1 responders are likely to develop multi-agency emergency plans and these may not cover the whole LRF area. They are not necessarily treated as LRF plans.

	ROLE OF THE LRF	ROLE OF THE DUTY HOLDER	
		Category 1 Responders	Category 2 Responders
15.	Organise exercises of LRF multi-agency plans.	Take part in LRF multi-agency exercises as appropriate.	Take part in LRF multi-agency exercises as appropriate.
16.	Awareness and support for business continuity management (BCM).	Prepare and maintain business continuity plans. Support partners in preparing their business continuity plans.	Under sectoral responsibilities, prepare and maintain business continuity plans. Support Category 1 responders in developing their BC plans.
17.	Facilitate its members in agreeing lead responder role and other measures for warning and informing arrangements.	Set up and maintain warning and informing arrangements and plans.	Under sectoral responsibilities and in support of Category 1 responders, set up and maintain warning arrangements.
18.	Facilitate co-operation across partners in promotion of business continuity management.	(LA) Promote BCM. (Other Category 1 responders) Assist LAs with BC information as appropriate.	Assist LAs with BC information as appropriate.
19.	Play supportive role during an emergency	Respond to emergencies. Implement recovery plans.	Respond to emergencies. Implement recovery plans.
20.	Attend multi-LRF meetings or Wales Resilience Forum (WRF), as appropriate	Take note of multi-LRF / WRF discussions.	Attend multi-LRF meetings / WRF or take note of its discussions.

Purpose of the LRF

2.45.   The purpose of the Local Resilience Forum is as follows:

> o   to provide a local forum for local issues;
>
> o   to help co-ordinate risk assessment through production of the Community Risk Register;
>
> o   to facilitate Category 1 and 2 responders in the delivery of their CCA duties;
>
> o   to help deliver government policy by co-ordinating responses to government initiatives; and
>
> o   to help determine a procedure for the formation of a Strategic Co-ordinating Group (SCG) by the relevant local responders at the time of an emergency.

2.46.   The fundamental role and first purpose of the LRF in England and Wales is as a co-ordinating group for local responders engaged in preparedness for emergencies at the police force area level.[42] It should enable any of the members to bring issues forward for discussion and agreement on combined initiatives. All responders build up over time an understanding of the challenges and pressures faced by their partners and an experience of working together.

2.47.   A second purpose of the LRF reflects a strategic approach to preparing for emergencies. The importance of the LRF preparing the Community Risk Register (CRR) [43] is that its members develop a consistent understanding of the hazards and threats across the LRF area. The risk register also provides a sound basis for joint working. An agreed risk assessment across all the local partners helps determine the priority issues they must be ready to deal with.

[42] regulation 4(4)(b), 4(5)-(7)
[43] regulation 15

2.48.   Another strategic purpose of the LRF is to support the duty-holders so that they perform their legal responsibilities better than they would if they were acting on their own.[44] The five main duties of the Act, plus the co-operation and information sharing duties, provide a substantial agenda which changes and evolves. Many emergency situations demand multi-agency working across all the partners, including the development of multi-agency LRF plans and the exercising of those plans. Support may also be needed with protocols for information sharing and other matters and with agreements about which of the partners will act as a lead responder. The LRF is also likely to be involved with supporting the development of performance management procedures and with encouraging good practice.

2.49.   A fourth purpose reflects the position of the LRF in the resilience chain (see *paragraph 2.92* below), namely the importance to the government of a group which will:

- o   take forward at the local level initiatives which need to be developed within a national framework; and
- o   facilitate discussion between local responders as requested by government and report back.

Expectations from central government for delivery within a national framework are placed on LRFs – or, strictly, on the Category 1 responders, supported by the Category 2 responders, who make up the LRF – for example, as part of the government's national capabilities programme. These expectations require formal responses and considerable engagement under the LRF's work programme. The relationship between central government and the Category 1 and 2 responders, as mediated by the LRFs, is discussed further below (see *paragraphs 2.92-2.94*).

---

[44] s. 2 (5)(h)

2.50.   Finally, as stated, the LRF does not have an operational role. It facilitates preparedness at the local level. Nevertheless, when an emergency occurs, at least one of the local Category 1 responders will normally [45] declare a major incident and call together a Strategic Co-ordinating Group (SCG) (usually, though not always, led by the police). Some, or many, of the responder organisations which have met at the LRF are likely to be part of the SCG.[46] The SCG's task is to co-ordinate the response to the emergency and it is also likely to take a role in the initial stages of the recovery (after which, if required, it is replaced by a dedicated Recovery Co-ordinating Group (RCG)). LRFs must help plan how the formation of the SCG takes place so as to ensure that it happens smoothly and without misunderstandings. It is reported widely that organisations which have worked together in the LRF are more likely to respond coherently and with confidence to an emergency. The formation of the SCG is not simply a transition from the LRF. On occasions, the LRF will continue to meet while an SCG is operating.

LRF – structure

2.51.   The Local Resilience Forum comprises all chief officer groups, working groups, task and finish groups and sub-groups.[47] The structure of the LRF reflects its status as a forum bringing together the duty-holders.

2.52   Because of its importance, the LRF chief officer group should attract a sufficiently senior level of representation. For example, local authority representatives should be at chief executive or deputy chief executive level, and police representatives should be chief constables or their deputies. Because the discussions are strategic, the LRF chief officer group should meet relatively infrequently, though at the minimum every six months, and the meetings should be thoroughly prepared so that the time of senior officers is used well.[48]

---

[45] Plans are maintained by Category 1 responders and will normally be activated by a member of that organisation, the regulations do not limit the decisions to Category 1 responders. Please refer to Emergency Preparedness, *Chapter 5*, *paragraph 5.20* for more information.
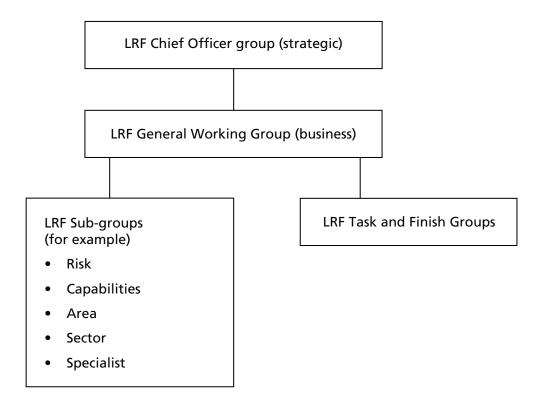[46] At the time of an emergency, those organisations whose functions are affected by the emergency come together to deliver the response and to lead the recovery.
[47] regulation 4(7)
[48] regulation 4(7)(a)

2.53.   The role of the general working group is to bring issues before the chief officer group and ensure its decisions are implemented. Preparation for the LRF chief officer meetings is likely to be the responsibility of the LRF general working group. It is likely that senior civil protection professionals will attend, who can help determine the most useful agenda for the chief officer group. Chief Officers may of course nominate appropriate senior managers to attend if they wish. These working group meetings should be held regularly and they are likely to be convened more frequently to prepare the business of the LRF before chief officer group meetings and to act on its decisions afterwards and between meetings.

2.54.   Arrangements for the LRF – including the frequency of meetings of its groups and sub-groups – should be agreed between the Category 1 responders within a local resilience area and in consultation with the Category 2 responders which exercise functions within the LRF area.[49]

2.55.   Regardless of the way in which organisations are represented in the LRF process, all papers for discussion at the chief officer group meetings should be copied to all Category 1 and 2 responders in the LRF area and any standing members which are not Category 1 or 2 responders, such as voluntary sector and military representatives. All local responders should also be invited to submit agenda items to chief officer group meetings. These procedures will allow Category 1 and 2 responders not regularly attending the meeting to know what the issues are and to submit their contribution through their representatives if they wish. They may also request to attend the meeting, or part of the meeting, because of particular concerns they have. Where appropriate, LRFs should consider publishing papers into the public domain to inform their local communities of discussions held within meetings and upcoming agenda items.

---

[49] regulation 4(5)- 4(7), 4(10)

Last updated:March 2012

The general working group, sub groups and task and finish groups

2.56.   A typical structure for a Local Resilience Forum is shown in Figure 2:

Figure 2: Structure for a Local Resilience Forum

```
        ┌─────────────────────────────────────┐
        │   LRF Chief Officer group (strategic) │
        └─────────────────────────────────────┘
                          │
        ┌─────────────────────────────────────┐
        │  LRF General Working Group (business) │
        └─────────────────────────────────────┘
              │                        │
┌──────────────────────┐   ┌──────────────────────────┐
│ LRF Sub-groups        │   │ LRF Task and Finish Groups│
│ (for example)         │   └──────────────────────────┘
│  • Risk               │
│  • Capabilities       │
│  • Area               │
│  • Sector             │
│  • Specialist         │
└──────────────────────┘
```

2.57.   The general working group is likely to be a permanent group. In the first instance, it should be made up of officers from the organisations represented on the LRF chief officer group – though these may be augmented from other responder organisations. In some areas, the chairs of sub-groups are members of the general working group. The group takes forward business such as LRF multi-agency plans and training and exercise programmes.

2.58.   Supporting the general working group will be various sub-groups. Some of these may be permanent groups, such as the risk group which co-ordinates the production of the Community Risk Register. Task and finish Groups should also be considered with a finite life to deliver a defined outcome.   One role of the sub-groups and task and finish groups is to provide an opportunity for organisations which do not attend the main LRF meetings (but which are represented there) to make their contribution. These groups also provide an opportunity for responder organisations which are not involved in the whole range of civil protection work, such as Category 2 responders and the voluntary sector, to be engaged.   However, they should not be used as an opportunity to remove Category 2 responders from core LRF business. (Category 2 responders are specifically entitled to attend the main LRF meetings.[50])   Membership of all sub-groups, and their role in the light of evolving LRF priorities, should be reviewed regularly.

2.59.   Determination of which groups should be permanent sub-groups and which task and finish groups is a matter for LRFs themselves. Possible groups are suggested as follows:

> o   Risk – delivering the Community Risk Register; identifying priorities for the work programme;
>
> o   Capabilities – matching the government's capabilities programme, including, for example, Telecommunications sub-groups (TSGs);
>
> o   Area groups – based on administrative areas smaller than the whole LRF area;
>
> o   Sector groups, including the voluntary sector – see discussion of representation at *paragraphs 2.66-2.69* below;

---

[50] regulation 4(4)(b), 4(7)

o   Specialist groups – these are cross-organisational groupings working on particular issues, such as chemical hazards, flooding, utilities emergencies, events, welfare support for people affected by emergencies, animal health, media relations, or training and exercising; and

o   Standing groups – these tend to pre-exist the CCA or to exist outside its statutory framework – such as airport committees, COMAH groups, coastal groups, event planning and sports stadium groups, town and city centre groups, local search and rescue committees, or flood defence boards. (Essentially, a "friendly" relationship should be established with them to ensure that they are familiar with the work of the LRF and reporting arrangements set up in both directions. Some may usefully be brought under the LRF umbrella as formal sub-groups. It is suggested that standing coastal groups be set up in all coastal areas.)

Sub-groups and task and finish groups should only be established with the approval of the LRF chief officer group and should tie into the priorities set out in the Community Risk Register. Increasingly, LRFs are adopting governance arrangements which define the role and relationship of the various groups within the structure and ensure that the programme is carried forward in accordance with sound business management principles.

[51] regulation 4(5)- 4(7), 4(10)

Last updated:March 2012

The impact of the pattern of local resilience areas on all Category 1 and 2 responders

2.60.   The establishment of local resilience areas and LRFs on police service boundaries [51] can pose particular problems.

2.61.   Because the administrative arrangements of local government in England and Wales vary considerably between metropolitan, shire and unitary areas, co-operation across a police boundary local resilience area is more easily applied in some areas than others. Also, the pattern of local resilience areas across England and Wales exerts particular pressures on national-level Category 1 responders such as, the Environment Agency and the Maritime and Coastguard Agency whose organisational footprints are different. Again, some of the Category 2 responders, such as, the utilities or transport companies, are organised nationally or regionally, on different boundaries. The LRF needs to take a flexible approach in recognition of these organisational differences.

2.62.   Also, one consequence of the local nature of arrangements under the CCA is that the way LRFs work is frequently different from one local resilience area to another. Differing procedures can pose particular problems for local responders (Categories 1 and 2) operating across a number of LRF areas. These responders are likely to have adopted a standard approach across all the LRF areas they cover. They should be prepared to show flexibility too.

[51] regulation 3.

2.63.   The justification for basing local resilience planning on a police boundary structure is that emergencies generally have their initial impact at the local level. Response is first organised locally – usually co-ordinated by the police. It follows that, irrespective of the partners' particular administrative arrangements and their procedures, they must have the capability to respond effectively at the local level. In this respect, it means both Category 1 and Category 2 responders must prepare at the local level with their civil protection partners. [52]

2.64.   Nevertheless, some concessions should be made to acknowledge the difficulties which some responders, not only Category 2 responders but also some Category 1 responders, have in fulfilling expectations at the planning stage at the local level.

2.65.   One useful action which LRFs should take is to publish a detailed map showing their local resilience area and the local responders operating within it. It is also useful to provide clear information, possibly in a members' handbook, about the membership of the LRF, its structures, procedures and activities.

LRF – "effective representation"

2.66.   There are difficulties for some responders (both Category 1 and Category 2 responders) whose administrative areas cover a number of LRF areas of getting senior staff to all LRF meetings.   There are also problems for the efficient functioning of the LRF where, for example, a number of organisations in the same class or sector – for example, shire district councils in England – all wish to attend the same LRF meeting. For these reasons, the regulations permit responders in a particular class, because they are operating in the same sector, to nominate a representative from that class who will act for them at the LRF meeting. This qualification of the obligation on all Category 1 responders and Category 2 responders to attend the LRF in their local resilience area, aims to ensure that meetings can be run efficiently and organisations are not over-stretched. The main requirement is that local responders must be "effectively represented". [53]

[52] regulation 4
[53] regulation 4(8), 4(9)

2.67.   Where Category 1 responders do not feel they are or can be effectively represented by another member of their class – for example, metropolitan districts and unitary authorities may consider they need to be fully engaged in the LRF – then the primary duty to attend the LRF applies. Similarly, where Category 2 responders – for example, in the telecoms or the energy sectors – consider that a single organisation from their sector cannot represent them all (because, for instance, the class covers a range of different types of business), they should identify a second, suitable representative organisation, or recognise that the primary duty falls on them to be involved directly.

2.68.   Concerns remain that those responder organisations not attending the LRF are not engaged in its business and can fall outside the active civil protection community at the local level. Representation in some instances has tended to be determined in an ad hoc way, without regular review and renewal. In order to achieve effective representation, a more consistent procedure will be useful. Those Category 1 and 2 responders in each class in a local resilience area [54] who wish to utilise the representation procedure should have an annual meeting to nominate an organisation (or possibly more than one) from their class to represent them for the year, unless other sound mechanisms exist.[55] Over the course of the year, the representative is expected to provide an effective two-way flow of information for those in its group or sector. The mandate of the representative organisation should also be clearly stated. One Category 2 utility attempting to represent all Category 2 utilities across several sectors is not likely to be effective representation.

---

[54] See *Civil Contingencies Act 2004*, Schedule 1, Part 1 and 3, for classes of local responder in England and Wales.
[55] In Wales, a memorandum of understanding and information handbook has been produced by the Wales Utilities Group. The document provides a framework for the companies concerned to work with Category 1 responders and other Category 2 responders to meet the requirements of the Act. It sets out how utility companies engage with responder organisations and LRFs through an engagement protocol.

2.69.   A Category 1 or 2 responder which acts as an effective representative for others:

- has the authorisation of other local members of its class to take part in the LRF on their behalf;

- is aware of the proceedings of the LRF chief officer group, its general working group, sub-groups and task and finish groups and is ready to take forward to the LRF issues raised by local members inside and outside these groups; [56]

- is able to explain current structures, policies, priorities and events in the area of civil protection affecting its sector; and

- ensures that the other local members of its class which it represents are kept fully informed of issues discussed at the LRF and are invited to submit their comments or attend particular LRF meetings as appropriate.

Role of Category 2 responders in co-operation

2.70.   Category 2 organisations are brought under the Act because local resilience can only be achieved if their emergency and business continuity plans under their own legislation reflect an understanding of, and integrate with, the plans of Category 1 responders. Category 2 planning may be regional or even national in its scope - these plans nonetheless must still acknowledge the interface with local responders in local level response arrangements and cater to their needs. Category 2 organisations also must co-operate with each other where that will help a Category 1 responder fulfil its duties.[57]

---

[56] regulation 4(10)
[57] regulation 4(3)

2.71.	Category 2 responders are expected to help Category 1 responders in all aspects of the duty[58], but not to the extent that the demands of the Category 1 responder effectively place a Category 1 responsibility on them "by the back door". Accordingly, Category 1 responders are expected to manage their requests for co-operation addressed to Category 2 responders – when, for example, requesting attendance at meetings of the LRF or seeking information for business continuity plans – in ways which are realistic and fair. At the same time, the Category 1 responders should not be expected to compromise their objectives.

2.72.	In order to address the various problems identified for Category 2 responders of meeting the demands made on them, a combination of measures should be implemented in each local resilience area:

o	to set the expectations of Category 1 responders at a level which is realistic and fair;

o	to manage Category 1 expectations and requests in the most efficient way; and

o	to address the obligations on Category 2 responders in ways which recognise the reasonable needs of Category 1 responders under the Act.

2.73.	Annex A aims to identify the reasonable expectations which Category 1 responders will have of Category 2 responders. The major areas where co-operation, including information sharing,[59] is likely to be sought are identified as follows:

o	compilation of the **community risk register** (meetings and information sharing);

---

[58] regulation 4(2), 4(3)
[59] regulation 4(4). Co-operation can take many forms. In this list, two only (meetings and information sharing) are identified because they are considered to be the most time-consuming for Category 2 responders. For a fuller description of co-operation, see *paragraph 10* above.

- o identifying hazards and risks as the basis for **specific emergency plans and exercise scenarios** (meetings);

- o identifying business risks as part of **BC planning** (information sharing);

- o discussions with partners when developing procedures **for specific plans, for multi-agency plans, and for LRF multi-agency plans** (meetings);

- o discussions with partners when developing and planning **exercises** (meetings); and

- o discussions with partners about co-ordinating and formulating **warning and informing** messages (meetings).

2.74.   Some of these areas require direct contact for the Category 1 responder with a specific Category 2 partner and are unlikely to be addressed by a representative, or by other means. Therefore, the processes of attempting to manage the burden on Category 2 responders outlined below (see "The Right Issue, At the Right Time, At the Right Level", *paragraphs 2.83 - 2.87*) will not meet all cases, and Category 2 responders should expect to continue to address some direct requests from Category 1 responders.

2.75.

Category 2 responders should expect to deal directly with the following expectations from Category 1 responders:

- o to meet with them occasionally to help them deliver their statutory tasks;

- o to take part in relevant exercises; and

- o to assist with information to help them complete their statutory tasks.

The Category 2 role is not a passive one. Category 2 responders should be engaged actively with Category 1 responders in making the relationship work.

2.76. The expectation that Category 2 responders will take part in relevant local exercises is particularly important and needs to be managed carefully. Category 2 responders are subject to requests to take part in civil protection exercise programmes organised nationally or across multi-LRF boundaries. It is reasonable, nevertheless, for Category 1 responders to expect Category 2 responder involvement in local exercises where a clear need is demonstrated.

2.77. In terms of the obligation under the Act to attend the LRF chief officer group, the requirements on Category 2 representatives are moderated in two ways:

- o They must *consider* attendance at all meetings; [60]
- o They must attend meetings where all Category 1 responders in that local resilience area have invited them.[61]

In practice, Category 2 responders or their representatives should give careful consideration to attending those meetings where items of relevance to them are on the agenda. If all Category 1 responders in the area request their attendance at a particular meeting, then the Category 2 responder or its representative must do so. However, this power to require attendance should only be used by the Category 1 responders where the item for discussion is relevant to the Category 2 responder.

[60] regulation 4(9)(b)
[61] regulation 4(9)(a)

2.78.   Whether a matter is of relevance or not will be determined by the Category 2 responder or its representative organisation in conversation with the LRF secretary. In cases of dispute – where the LRF chair can demonstrate that he or she has the agreement for this course of action of all the Category 1 responders in the local resilience area[62]– the LRF chair can require the Category 2 responder or its representative to attend.

2.79.   Category 2 responders are, of course, entitled to attend any of these meetings of the LRF, its working group, sub-groups and task and finish groups if they wish to do so.[63] Membership of these groups is determined by the LRF chief officer group and Category 2 responders should be encouraged to attend them when relevant issues are tabled.

Category 1 and 2 responders and information sharing

2.80.   A particular aspect of co-operation examined in *Annex A* is the impact on Category 2 responders of requests for information from Category 1 responders.[64] (Such requests can be directed at fellow Category 1 responders too, who may also benefit from a managed approach.) *Annex A* identifies two areas of major impact:

> o   information required for the Community Risk Register;[65] and
>
> o   information from infrastructure operators and main suppliers about business continuity risks.[66]

A number of other areas are identified where the impact is intermittent or minor, but they should be recognised and addressed.

---

[62] regulation 4(10)(b)(i)
[63] regulation 4(10)(b)(ii)
[64] regulation 47
[65] regulation 15,
[66] regulation 18, 19,

Last updated:March 2012

2.81. Requests for information – between Category 1s and Category 1s, Category 1s and Category 2s, Category 2s and Category 2s, and Category 1s and the voluntary sector – are suitable for a managed approach because:

- o the demands of a number of responder organisations are similar;
- o the volume of demands is great and can usefully be spread out or, alternatively, concentrated, or reduced; and
- o the capacity of partners to meet demand is limited.

It is essential that civil protection partners seeking information from Category 2 responders (and other Category 1 responders and the voluntary sector) respect the difficulties that may be caused for the organisation receiving the request and refrain from an "all with all" approach[67] as far as possible (see also Chapter 3 on Information Sharing). Protocols relating to information sharing have been developed in some local resilience areas to ease the difficulties. A proposal for a more comprehensive protocol governing all aspects of co-operation is made in the next section.

2.82. Even so, occasions remain when direct contact between local responders, one-on-one, to seek and provide information remains appropriate, as the Act requires.

Category 1s, Category 2s and the voluntary sector, LRFs and multi-LRFs: "The Right Issue, at the Right Time, at the Right Level"

2.83. Attendance at LRF meetings and sub-groups can create difficulties for Category 2 responders (and some Category 1 responders and the voluntary sector), particularly those which operate regionally or nationally. Category 2 responders must be invited to all LRF meetings, but the circumstances where Category 1 responders require a Category 2 to attend a meeting:

[67] See *paragraphs 2.9 - 2.10* above.

     o   should be limited to those where matters of relevance will be discussed (see *paragraphs 2.77- 2.78* above); and

     o   may be modified by putting in place arrangements at the multi-LRF level which, in defined circumstances, will satisfy the requirement to meet with Category 1 local responder partners.

2.84.   A principle of Category 2 engagement should be that it takes place on "the right issue, at the right time, at the right level". The key considerations are pragmatic and need to ensure that representatives of Category 2 responders attend those meetings of the LRF chief officer group, the working group, the sub-groups and task and finish groups where they need to be present and not those where they don't.

2.85.   However, a further consideration is that co-operation, including information sharing, between Category 2 responders and Category 1 responders may be mediated effectively through structures at a multi-LRF level or above.   Thus procedures should be agreed (and may be cemented in protocols) which identify a role for the DCLG RED team or a group of multiple LRFs – or Welsh Resilience Forum in Wales (WRF) – to facilitate co-operation between the Category 2 responders and the Category 1 responders.[68] Examples are already in place where the formal arrangements between Category 2 responders and Category 1 responders have been agreed across multi-LRF areas. Protocols have been designed where the duty holders themselves are the main parties to the agreement, together with the LRF(s) and organisations representing Category 2 responders from, for example, a particular utility sector.

---

[68] regulation 7.

2.86.   The effect of the two moderating principles in paragraph 2.83 above is that the LRF, representing the Category 1 and 2 responders in its area, will need to determine which areas of work with particular Category 2 responders should continue to be dealt with through its structures and which can safely be delegated and formally assigned to a multi-LRF level committee on which Category 1 representatives will sit. (This task may be assisted by reference, for example, to Table 2 above which examines the tasks of the LRF, and also *Annex A*).

2.87.   Consideration should be given to how to allocate the different types of information request across the various forms of managed co-operation proposed:

- o   through LRFs;
- o   through groups of LRFs (and the Welsh Resilience Forum);
- o   through LGD websites;
- o   through Category 1 and 2 responder websites;
- o   through secure national communications media; and
- o   through the use of protocols between all the parties to agree the appropriate use of all the above.

Support from lead government departments

2.88.   Working with the organisations they sponsor, lead government departments (LGDs) can act as a clearing house for answering certain generic types of request from Category 1 responders. This can be done through a variety of means including through the use of a web site with, for example, a Frequently Asked Questions page (as, for example, the CCS website on Category 2 responders[69]).

---

[69] *www.cabinetoffice.gov.uk/resource-library/civil-contingencies-act-category-2-responders-overview-sectors-and-emergency-planni*

2.89.   LGDs can also assist LRFs by ensuring that requests for action in a local resilience area are made to the duty-holders, rather than added to the expectations placed on the LRF.

Other forms of co-operation to improve information sharing

2.90.   Category 2 responders themselves and their national associations can assist Category 1 responders by providing generic information on their websites tailored to the specific needs of local responders.

2.91.   Other means of making information available to local responders are through secure national communications media, such as the National Resilience Extranet.

HOW THE REQUIREMENTS OF THE ACT AND THE REGULATIONS MAY BE CARRIED OUT

A Category 1 or 2 responder "shall have regard to guidance" issued by a Minister of the Crown about "the matters specified" in regulations (s2(3) and (5) and s3(3)(b)).

The Local Resilience Forum

2.92.   The LRF has essentially two roles as illustrated in Figure 1 below: [70]

o   To link up organisations at the local level; and

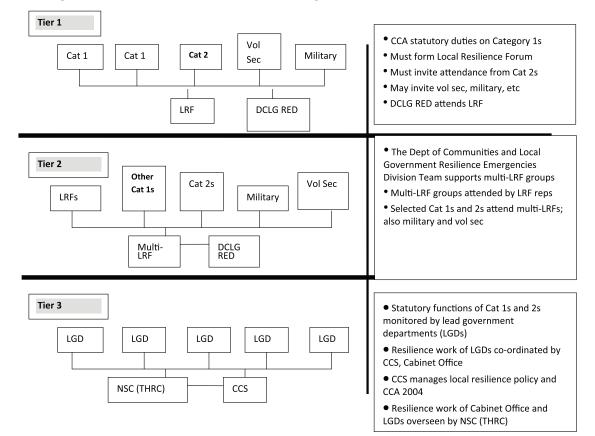o   To serve as one tier in a chain of resilience organisations at the local, multi-LRF and national levels.

Figure 1: Resilience across the tiers of government

Tier 1

Cat 1 — Cat 1 — Cat 2 — Vol Sec — Military

LRF — DCLG RED

- CCA statutory duties on Category 1s
- Must form Local Resilience Forum
- Must invite attendance from Cat 2s
- May invite vol sec, military, etc
- DCLG RED attends LRF

Tier 2

LRFs — Other Cat 1s — Cat 2s — Military — Vol Sec

Multi-LRF — DCLG RED

- The Dept of Communities and Local Government Resilience Emergencies Division Team supports multi-LRF groups
- Multi-LRF groups attended by LRF reps
- Selected Cat 1s and 2s attend multi-LRFs; also military and vol sec

Tier 3

LGD — LGD — LGD — LGD — LGD

NSC (THRC) — CCS

- Statutory functions of Cat 1s and 2s monitored by lead government departments (LGDs)
- Resilience work of LGDs co-ordinated by CCS, Cabinet Office
- CCS manages local resilience policy and CCA 2004
- Resilience work of Cabinet Office and LGDs overseen by NSC (THRC)

[70] Please note that Diagram 1 should not be taken as demonstrating a hierarchical relationship. It is also generic and schematic. It does not, for example, describe the particular arrangements in Wales - including the Wales Resilience Forum and the links to the Welsh Government as lead government department in some areas.

Last updated:March 2012

2.93.   Supporting the LRF and facilitating its work in the resilience chain is the Department of Communities and Local Government Resilience and Emergencies Division Team in England, and in Wales, the emergencies branch of the Welsh Government (WG). In addition, there are Lead Government Departments (LGDs) which relate to each of the Category 1 and 2 responders and represent them at a UK level as well as issuing guidance in relation to their functions. WG has devolved responsibility in a number of areas, such as environment and animal health, and acts as an LGD for those areas in Wales. Finally, there is the Civil Contingencies Secretariat (CCS) within the Cabinet Office which relates directly to the Category 1 and 2 responders and to the LRFs and is responsible for the Civil Contingencies Act 2004 and local resilience policy. It also co-ordinates the resilience work of LGDs. The CCS and LGDs report to a Cabinet sub-committee on Threats, Hazards and Resilience and Contingencies (NSC (THRC)), which itself reports to a Cabinet committee, the National Security Council (NSC).

2.94.   The LRF should not be expected to act in the same way as an arm of government, funded and resourced to deliver policy objectives. It is a forum required under the CCA regulations, but it may not have paid staff and its essential role is to help the duty-holders determine what to do in accordance with local circumstances. Government's formal relationship is with the duty-holders, the Category 1 and 2 responders, who have the principal responsibility for delivery.

2.95.   The LRF is also not an entity which represents its local responder members in a legal sense. In this respect, the LRF cannot "deliver" its members. However, the duty-holders can agree to bind the LRF to a certain course of action if they wish.

2.96.   As suggested above[71] the aim of delivering a more robust LRF which can act more decisively can be achieved through agreement on governance arrangements which can be supported by a protocol between all the Category 1 and 2 partners. It can also be assisted by agreements for joint discharge of functions between key responders.

Leadership and management

2.97.   There are several aspects of leading the LRF and ensuring that it works well, such as chairing the forum, the role of the secretary, the development of governance arrangements and sound business management practice and the possible appointment of an LRF manager.

2.98.   Traditionally in many areas, the role of chair has fallen to the police.   The matching of the LRF boundary to the police boundaries reflects the police's key co-ordinating role in many types of emergency. Generally, it makes them well placed to co-ordinate the multi-agency partnership of responder organisations, many of which are likely to operate within only part of – or, alternatively, over a wider geographical area than – the local resilience area. Even so, the choice of chair remains a matter for local determination.

2.99.   Various factors should determine the choice. The chair should be able to:

   o   take on the job on a long term basis;

   o   speak with authority about the forum area;

   o   speak with authority about strategic civil protection issues; and

   o   commit sufficient time to prepare for forum meetings.

[71] See *paragraph 2.24*

2.100. The chair may also represent the LRF at meetings with other tiers, including devolved and central government, or nominate another member of the LRF or its sub-groups to do so, at the appropriate senior level. Usually those nominated to attend on behalf of the LRF will be familiar with, and actively engaged in, the functional subject areas under discussion and may be the chair of the relevant subgroup

2.101. The secretariat support role is crucial in ensuring the LRF performs effectively. This clearly involves the appointment of an efficient secretary but it may also require a co-ordinator or manager to assist the chief officer and general working groups and ensure that the business of the forum across all its sub-groups and task and finish groups is dealt with satisfactorily. The two roles can fall to any of the member organisations and there are several instances where, for convenience, the role is performed by the chair's organisation, or the roles are co-located. However, it should generally be a different organisation from that providing the chair, possibly a local authority, so as to get the widest knowledge at the centre of the LRF of the range of functions engaged in preparations for emergency.

2.102. In relation to the LRF chief officer group, the working group, various sub-groups and task and finish groups, and other activities, the support role to the chair has a number of key tasks, as follows:

- o   fix the date of chief-officer level LRF meetings;
- o   agree the agenda and attendance with the LRF members;
- o   organise the production of papers and presentations;
- o   circulate papers to all Category 1 and 2 responders in the LRF area;
- o   brief the chair;
- o   take the minutes and follow up the matters arising and action points;
- o   disseminate the minutes to all Category 1 and 2 responders in the LRF area and other LRF members;

- o   ensure that meetings of the working group, sub-groups and task and finish groups are effectively organised and recorded; and

- o   ensure that relevant issues from these groups are brought to the attention of the chief officer group.

Where a co-ordinator or manager has been appointed, the following additional tasks may be undertaken (though without a manager, these are undertaken by the LRF chief officer group and the working group):

- o   track progress in carrying out the forum's decisions, including competent delivery of its programme, which may include the Community Risk Register, developing multi-agency plans and running multi-agency exercises;

- o   prepare and deliver from time to time a strategic assessment on the capability and readiness of local responders, acting together, to respond; and

- o   act when necessary as a focal point for the dissemination of documents containing policy initiatives and requests from other levels of government.

2.103.   All of these tasks, but particularly the last three, illustrate the burden of work falling to LRFs, which has encouraged them to find ways of appointing managers where they can. The LRF is not a fully-staffed, corporate body, supported by a secure funding stream. As a result, the expectations placed on it can sometimes strain its limited infrastructure. The LRF relies on voluntary contributions in kind or through subscription from its members. Accordingly, central government will endeavour to reduce the demands placed directly on LRFs by circulating communications and expectations for action in the first instance to the specific Category 1 and 2 duty-holders whose contributions are required. LRF chairs and secretariats will be fully informed of all these communications and be invited to co-ordinate initiatives.

2.104.   The LRF is likely to rely on its member organisations – in addition to those providing the chair and the secretariat – taking initiative and progressing work through the general working group, the sub-groups, the task and finish groups and other projects.

2.105.   Various factors should determine the choice of who provides the secretariat. Those taking up the task should:

- o   take on the job on a long term basis;
- o   be competent to support the chair at strategic level meetings;
- o   have the back up of an administration team within their own organisation; and
- o   be competent to organise, or to support officers from their own or other organisations, in administering the work of the working group, sub-groups, task and finish groups and other projects.

LRF funding

2.106.   Dedicated funding can achieve greater consistency of performance in LRFs. In most cases, providing a secretariat - or a co-ordinator or manager-relies on a subscription scheme. Subscription from LRF members has achieved good results in a number of areas and should be considered as a practical way of standing the forum on a firmer footing.

2.107.   Establishing LRFs on a firmer basis with greater resources to support the chair and secretariat will require full consent from the members, who will wish to ensure that sound governance arrangements and an effective work programme are in place. Some support for the work of sub-groups, as well as the main LRF, may be appropriate in some instances.

Participation in the LRF

2.108. This section looks at how participation in the LRF process is likely to be organised in practice for different classes of organisation. The descriptions below are guides rather than definitive structures, and will need to be tailored to reflect local circumstances. But they do represent what Category 1 and 2 responders have indicated as reasonable expectations at the local level.

Category 1 responders

2.109. **Local authorities** play a critical role in civil protection. They have a wide range of functions likely to be called upon in support of the emergency services during an emergency, including key statutory responsibilities such as environmental health, housing, social services and highways. As the response phase comes to an end, the impact on the community becomes a key issue. At this stage, the recovery phase, the local authority is likely to take the lead co-ordination role as part of its wider community leadership responsibility.

2.110. Each local authority retains the right to attend the LRF. But it may not be practical for every local authority in any given LRF area to be a member of the full LRF. Despite their legal autonomy and individual approaches to civil protection, in many instances, it will make sense for local authorities to nominate one or more of their number to act as effective representatives on the LRF.

2.111. **Police forces** co-ordinate the response to most emergencies on land. Their key role in co-ordinating the response is based not only on the need to protect the scene for emergency workers and vehicles and preserve evidence of a potential crime; the police are also often expected to co-ordinate information to the public about the emergency, including dealing with the media. This strong presence in co-ordinating the response has meant that the police are often called upon to co-ordinate multi-agency policy work at the strategic level as well.

2.112.   As the LRFs have been based by definition on police areas, there will be a single local police force member for each LRF. Each police force will have a single representative, though it may have a second if it has taken on the role as chair.

2.113.   The **British Transport Police** (BTP) plays a role akin to local police forces, albeit in a more specialist and limited environment. It takes responsibility for the management of incidents on the rail network and at train stations.

2.114.   In most LRFs, the local police force will represent the BTP. The exceptions to this are likely to be those meetings where particular consideration is given to rail transport issues, including risk assessments and plans.

2.115.   The **Fire and Rescue Service** is a key Category 1 responder. It has a pivotal role to play in the risk assessment and response to a wide range of emergencies, both fire and non-fire related. Its co-ordination role of the fire and rescue service in a multi-agency incident is normally focused on operations inside the inner cordon. Fire and Rescue Services' expertise and equipment for dealing with chemical emergencies, including decontamination on behalf of the health service, and their search and rescue capabilities, give them a key role in multi-agency planning.

2.116.   In many cases, outside Wales, the boundaries of the local fire and rescue authority will be coterminous with or very similar to the LRF area. It will generally be appropriate for the fire and rescue authorities to have a single representative. Any other fire and rescue authorities which also fall within the same LRF area will be most efficiently represented by the lead authority, with that authority taking responsibility for keeping its colleagues informed of LRF deliberations.

2.117.   Although a part of the NHS, the **Ambulance Service** has a distinct place within the multi-agency civil protection effort. As one of the emergency services, they are at the vanguard of emergency response.

2.118.   If a number of ambulance trusts operate within the same LRF area, it will probably be appropriate to agree a lead trust (reflecting both the geographical coverage within the LRF area and commitments with other LRFs). In Wales, there is a single ambulance trust covering all four police areas.

2.119.   The **National Health Service**[72] (NHS) is a patient-led service across primary, secondary and tertiary care. Health sector organisations covered by the Act include Strategic Health Authorities, Primary Care Trusts, Local Health Boards, the Public Health Wales NHS Trust, Trusts (Foundation and Non-Foundation) that provide hospital accommodation and services in relation to accidents and emergencies, and also Ambulance Trusts. The above NHS organisations are all subject to duties under the Act as Category 1 responders, with the exception of Strategic Health Authorities, which are Category 2 responders (and are described below at *paragraphs 2.151-2.152*).

2.120.   Particular care needs to be taken in establishing co-operation with the various parts of the health structure at LRF level. In addressing the responsibilities of a large organisation, it is challenging for single NHS representation to portray accurately the position of the entire local health economy on the LRF. Some LRFs have a health sub-group on which all the various health organisations are represented.   In England, the local NHS is normally represented at the LRF by the lead Primary Care Trust (apart from the ambulance service which is separately represented in its own right) or, in exceptional circumstances, the Strategic Health Authority.   In Wales, Health Boards, the Public Health Wales NHS Trust and the Welsh Ambulance Services Trust will normally each be represented.

---

[72] References to NHS structures will be amended as appropriate following restructuring

2.121.   Notwithstanding its close links with the NHS, the **Health Protection Agency** (HPA) should be represented separately.

2.122.   **Port health authorities** are concerned with the prospect of human, animal and crop diseases being imported into the UK at seaports and airports.

2.123.   Port health authorities are unlikely to be directly represented on the LRF. Generally, they will be represented by the local authority or (in some circumstances) the HPA. Like the BTP, they will be expected to attend the LRF meetings when issues relating to their functions are discussed.

2.124.   The **Environment Agency** aims to protect and improve the environment, and to promote sustainable development. It plays an important supporting role in planning for and responding to emergencies: in particular, it has key roles in relation to flood risk management and environmental regulation.

2.125.   The Environment Agency has seven regions and 19 operational areas across England and Wales and will be directly represented by the Environment Agency area in which the LRF area is located. Where the LRF falls across an Environment Agency area boundary, the Environment Agency has agreed to nominate a lead area and thus a single representative.

2.126.   The Environment Agency will be represented by the area manager or nominated deputy from the lead area and will provide advice and information on all aspects of the environment for which it has a statutory responsibility.

2.127.   The **Maritime and Coastguard Agency** (MCA) is responsible for the initiation and co-ordination of civil maritime search and rescue within the UK Search and Rescue Region, and as such is an emergency service. It carries out this function through HM Coastguard. This role is described in the *Search and Rescue Framework for the United Kingdom of Great Britain and Northern Ireland*.

2.128.   The MCA also leads the response to maritime pollution incidents in the UK Pollution Control Zone. It manages a multi-level plan, the *National Contingency Plan for Marine Pollution from Shipping and Offshore Installations*, for co-ordinating responder organisations dealing with pollution at sea or on the coast.

2.129.   The MCA is structured around three "regions" (Eastern; Wales and West England; and Scotland and Northern Ireland). Within each region, there are three HM Coastguard operational areas. These regional and area boundaries do not coincide with coastal police force areas.

2.130.   The MCA will be required to take part in the LRF process only in coastal LRF areas. It will be represented at the LRF by an HM Coastguard manager from the Coastguard "region" where the LRF is situated. In most cases, this will be the manager from the relevant area. These managers will be able to provide advice and information on all maritime emergency response matters. In addition, the MCA has a central resilience unit and each "region" has a senior MCA/ HM Coastguard officer dedicated to resilience matters.

Category 2 responders

2.131.   **Electricity distributors and transmitters** are covered by the Act. During an emergency affecting electricity supplies, the companies retain control of their operations and have to meet their obligations as prescribed by the regulator. It is crucial that their planning arrangements be understood by the Category 1 responders, and vice versa, and that there be a free flow of information between them.

2.132.   Electricity companies operating within a given LRF area may be expected to attend the LRF meetings when relevant agenda items are tabled. They are likely to be represented by one or more of their number, who will report back to them.

2.133.   **Gas distributors and transmitters** are covered by the Act. During an emergency affecting gas supplies, the companies retain control of the operation and have to meet their obligations as prescribed by the regulator. It is crucial that their planning arrangements be understood by the Category 1 responders, and vice versa, and that there be a free flow of information between them.

2.134.   Planning in relation to oil and gas pipelines is covered by the Pipelines Safety Regulations. These arrangements, including exercises, are likely to be reported to the LRF.

2.135.   The main gas distribution company in an area may attend the main LRF group on the basis of 'right to attend, right to invite'. It may act as a representative for other gas distributors, and report back to them.

2.136.   **Water and sewerage undertakers**. During an emergency affecting water or sewerage, the companies retain control of their operations and have to meet their legal obligations. It is crucial that their planning arrangements be understood by the Category 1 responders, and vice versa, and that there be a free flow of information between them.

2.137.   In many cases, there will be one water company operating within an LRF area. It will attend the main LRF group on the basis of 'right to attend, right to invite'. Where there is more than one company, they may be represented by one of their number, which could report back to them.

2.138.   **Telephone service providers, fixed and mobile.** There are many providers of landline services. There are five mobile telephone operators, each organised on a national basis. During an emergency affecting fixed or mobile telephone supplies, the companies retain control of their operations and have to meet their obligations as prescribed by the regulator. It is crucial that their planning arrangements be understood by the Category 1 responders, and vice versa, and that there be a free flow of information between them.

2.139.   Fixed-line and mobile companies operating within a given LRF area may be expected to attend the LRF meetings when relevant agenda items are tabled. They are likely to be represented by one of their number, which will report back to them.

2.140.   **Railway operators.** Responsibility for operation and maintenance of the railway track rests currently principally with Network Rail. There are a number of train operating companies, organised on a national and regional basis and dealing with passengers and freight. During an emergency affecting the railways, the companies retain control of their operations and have to meet their obligations as prescribed by the regulator. Network Rail and some train operating companies are also responsible for operating mainline stations. It is crucial that these planning arrangements be understood by the Category 1 responders, and vice versa, and that there be a free flow of information between them.

2.141.   Freight train operators will in most cases be represented by Network Rail. In some instances it may be appropriate for passenger train operating companies to be represented by Network Rail also.

2.142.   **Airport operators.** Not every LRF area will have an airport within it. And not every airport will be subject to the obligations. Only "relevant airport operators" are covered by the Act. "Relevant airport operators" are defined as those with an annual throughput of at least 50,000 passengers or 10,000 tonnes of freight.

2.143.   During an emergency affecting an airport, the airport retains control of its operations and has to meet its obligations as prescribed by the regulator. It is crucial that its planning arrangements be understood by the Category 1 responders, and vice versa, and that there be a free flow of information between them.

2.144.   Each airport is likely to represent itself directly in the LRF process, either at the main group or at a relevant sub-group.

2.145.   **Ports.** Not every LRF area will have a port within it. And not every port will be subject to the obligations. "Relevant harbour authorities" are defined as those with an annual throughput of at least 200,000 passengers or 1.5 million tonnes of freight. During an emergency affecting a port, the harbour authority retains control of its operations and has to meet its obligations as prescribed by the Secretary of State. It is crucial that its planning arrangements be understood by the Category 1 responders, and vice versa, and that there be a free flow of information between them.

2.146.   If more than one relevant harbour authority operates within an LRF area, they are likely to nominate a lead operator to attend either the main LRF group or a relevant subgroup. This role may be taken on by a representative of the British Ports Association.

2.147.   The **Highways Agency** is an executive agency of the Department for Transport (DfT), responsible for managing the English Strategic Road Network, comprising motorways and A-roads (primary routes). The Highways Agency does not operate in Wales, where WG has responsibility for trunk roads. Divided into a number of operational regions and areas, the work of the Highways Agency includes maintenance and development of roads, structures and equipment on the Network. Since 2004, with the introduction of the Traffic Officer Service, operational management of traffic on those roads has also become an important part of the Agency's remit, with the National Traffic Control Centre providing traffic and travel information through a variety of media across the Network. The Agency also has a keen interest in multi-agency working and partnerships with all key stakeholders, in particular the Police, helping to respond effectively to incidents.

2.148.   It is crucial that these planning arrangements be understood by the Category 1 responders, and vice versa, and that there be a free flow of information between them. Highways Agency emergency planning teams exist within each region and will attend LRF meetings and sub-groups on the basis of "right to attend, right to invite".

2.149.   The **Health and Safety Executive** (HSE) has a crucial role to play in certain aspects of the LRF process. In particular, the HSE has a significant input to make in the assessment of risk, and the development of the Community Risk Register. The HSE also has a role in relation to offshore oil and gas installations.

2.150.   The HSE may be expected to attend LRF meetings and sub-groups when relevant items are tabled.

2.151.   **Strategic Health Authorities**[73](SHAs) in England act as the regional headquarters for the NHS. They do not deliver services but provide leadership, co-ordination and support across a defined geographical area, managing the performance of PCTs and NHS Trusts.

---

[73] References to NHS structures will be amended as appropriate following restructuring.

2.152. Arrangements vary, but SHAs are likely to represent the NHS at multi-LRF Forums. Co-ordination between the SHA and the lead PCTs in each LRF area ensures sound representation.

Other co-operating bodies

2.153. **The DCLG Resilience and Emergencies Division** (DCLG RED) and the **Welsh Government (WG)** are responsible for ensuring that there is good two-way communication between Category 1 and Category 2 responders and central government, that planning is co-ordinated where necessary, and that Category 1 responders have the support they need. DCLG and WG need a full understanding of the work of LRFs, not least because of the requirement to develop plans for emergencies beyond the local level.

2.154. DCLG and WG can be expected to be standing members of the LRFs in their area. They will generally attend only as observers, though they will be able to add value in a number of ways, including offering advice on the wider picture, and encouraging cross-boundary working and the sharing of good practice.

2.155. The **armed forces** have a small permanent role in local civil protection through the provision of unique and guaranteed military "niche" capabilities, such as explosive ordnance disposal or search and rescue. As part of the wider government response, Defence can also make a significant contribution in support of Category 1 responders at times of serious emergencies through Military Aid to the Civil Authorities (MACA). The armed forces remain prepared to respond to a range of emergencies in the UK, especially where Defence can make a strategic impact. There are no standing forces allocated to UK resilience, however, and assets are drawn from across Defence to meet specific demands. Since the Armed Forces are a centralised organisation under direct control of central government, requests for assistance are considered at national level.

2.156. It is important that Category 1 responders establish close links with the armed forces in their area. Through the medium of LRFs (and multi-LRF groups/ Wales Resilience Forum), Category 1 responders will develop a greater understanding of how the armed forces might support a response to an emergency. It is therefore important that the Regional Brigade, via the Joint Regional Liaison Officer (JRLO), is represented at the appropriate level on LRFs since he or she is best placed to provide appropriate guidance on seeking military assistance. Clear guidance on Defence's role is contained in MoD's, *The Defence Contribution to UK Resilience – A Guide for Civil Responders, 2009* .[74]

2.157. The **Met Office** provides services that can help Category 1 and 2 responders prepare for and respond to emergencies that are caused or influenced by the weather. These can include severe weather warnings, plume predictions and storm tide alerts. Linked to these services is advice on the interpretation and impact of the weather during an emergency.

2.158. The **voluntary sector** is organised nationally and locally and can provide a wide range of skills and services. It has a key support role to offer to the emergency services and other responding organisations in emergency planning and response and, in certain circumstances, such as rescue at sea, an operational role. At the national level, the Voluntary Sector Civil Protection Forum ensures communication and co-operation between organisations in the voluntary sector themselves. Further detail on the voluntary sector's work is set out in Chapter 14.

---

[74] http://www.mod.uk/NR/rdonlyres/84992BEC-0918-41E6-8CB4-11FD23D5B119/0/JDP022EdAddendumWeb.pdf

Annex A

CO-OPERATION AND INFORMATION-SHARING: EXPECTATIONS AND IMPACT AND THE ROLE OF THE LRF

[This table repeats Table 1 and highlights the impact of the CCA duties on the Category 2s and the LRF. It does not deal with expectations regarding attendance at LRFs.]

Five Main Category 1 DUTIES		A. DUTY TO CO-OPERATE			B. DUTY TO SHARE INFORMATION		
		Is co-operation required?	Impact on Category 2 responders and other Category 1 responders	IS LRF involved?	Is information sharing required?	Impact on Category 2 responders and other Category 1 responders	Is LRF involved?
1. Risk Assessment	a)	Direct discussions with partners to support compilation of individual risk assessment for each Category 1 organisation.	Intermittent – impact varies	No	Information required directly from partners to support each Category 1 responder's individual risk assessment.	Intermittent – impact varies	No – but Category 1s use CRR to develop their own risk assessments
	b)	Discussion with partners within LRF to compile Community Risk Register.	**Major and ongoing**	Yes	Information required for Community Risk Register.	**Major and ongoing**	Yes
	c)	Discussion with partners within the LRF re publication of the CRR – which can be done as part of warning and informing.	Intermittent – impact varies	Yes	Consistent approach to providing risk and warning information required across partners.	Intermittent – impact varies	Yes

Five Main Category 1 DUTIES		A. DUTY TO CO-OPERATE			B. DUTY TO SHARE INFORMATION		
		Is co-operation required?	*Impact on Category 2 responders and other Category 1 responders*	*IS LRF involved?*	*Is information sharing required?*	*Impact on Category 2 responders and other Category 1 responders*	*Is LRF involved?*
1. Risk Assessment	d)	Discussion with partners about • Central government assessment of risk under capabilities programme • Reports back to central government about multi-LRF and national risk registers	Intermittent – impact varies	Yes	Information required to help assist with interpreting the local impact of central government risk assessment.	Intermittent – impact varies	Yes
	e)	Discussion with partners to support development of: • specific emergency plans • exercise scenarios.	**Intermittent - major**	No	Information required to help define the nature and possible quantification of consequences addressed • by Category 1 plans • in exercise scenarios.	Intermittent – impact varies	No
	f)	Risk meetings or discussions with infrastructure operators about Business Continuity plans.	Intermittent – impact varies	Probably not	Information from infrastructure operators and main suppliers re business continuity risks.	**Intermittent - major**	Probably not

Five Main Category 1 DUTIES		A. DUTY TO CO-OPERATE			B. DUTY TO SHARE INFORMATION		
		Is co-operation required?	Impact on Category 2 responders and other Category 1 responders	IS LRF involved?	Is information sharing required?	Impact on Category 2 responders and other Category 1 responders	Is LRF involved?
2. Emergency Planning	a)	Direct discussion for Category 1 responders with partners to prepare • specific emergency plans; • multi-agency plans; and • LRF multi-agency plans.	**Intermittent - major**	• Probably not • Sometimes • Yes	Details of partner contacts, roles, responsibilities, procedures, capabilities and resources.	**Intermittent - major**	• Probably not • No • Yes
	b)	Discussion for Category 1 responders with partners about • Plans required by central government • Information required under national capabilities survey.	**Intermittent - major**	Yes	Details of partner contacts, roles, responsibilities, procedures, capabilities and resources.	Yes	Yes
	c)	Discussion for Category 1 responders with partners about design and delivery of training and of exercises for: • specific emergency plans.	**Intermittent - major**	• Probably not • Sometimes • Yes	For scenario development.	Intermittent – impact varies	• Probably not • Sometimes • Yes

Five Main Category 1 DUTIES		A. DUTY TO CO-OPERATE			B. DUTY TO SHARE INFORMATION		
		Is co-operation required?	Impact on Categery 2 responders and other Category 1 responders	IS LRF involved?	Is information sharing required?	Impact on Category 2 responders and other Category 1 responders	Is LRF involved?
2. Emergency Planning		• multi-agency plans; and • LRF multi-agency plans.					
	d)	Discussion with partners about design and delivery of training and exercises for plan required by central government.	**Intermittent – major**	Yes	For scenario development.	Intermittent – impact varies	Yes
	e)	Updating plans	Regular - minor	Sometimes	Details of partner contacts, roles, responsibilities, procedures, capabilities and resources.	Regular – minor	Sometimes
3. Business Continuity Plans	a)	Discussions with key infrastructure operators and main suppliers re procedures.	Intermittent – impact varies	No	Information from key infrastructure operators and suppliers re procedures.	Intermittent – impact varies	No
	b)	-	-	No	Updated business continuity plans.	Regular – minor	No

Five Main Category 1 DUTIES		A. DUTY TO CO-OPERATE			B. DUTY TO SHARE INFORMATION		
		Is co-operation required?	Impact on Category 2 responders and other Category 1 responders	IS LRF involved?	Is information sharing required?	Impact on Category 2 responders and other Category 1 responders	Is LRF involved?
4. Warning and Informing	a)	Meetings for Category 1 responders with partners about the nature of hazard and risk and type of messages to make public.	**Intermittent - major**	Yes	Category 2 responders are likely to have responsibilities to provide information to the public under their own legislation. Updated messages and procedures.	**Intermittent – impact varies**	Yes
	b)	Meetings for Category 1 responders with partners and other co-operating organisations such as the media and voluntary sector about multi-agency media plans and arrangements for warning dissemination.	**Intermittent - major**	Yes	Category 2 responders likely to have responsibilities to provide information to the public under their own legislation. Updated messages and procedures. *[Operationally - at the response phase - partners should inform each other when warnings and other messages are issued.]*	**Intermittent – impact varies**	Yes

Five Main Category 1 DUTIES		A. DUTY TO CO-OPERATE			B. DUTY TO SHARE INFORMATION		
		Is co-operation required?	Impact on Category 2 responders and other Category 1 responders	IS LRF involved?	Is information sharing required?	Impact on Category 2 responders and other Category 1 responders	Is LRF involved?
	c)	Joint publicity and events by Category 1s and their partners to raise public awareness of plans and procedures.	Intermittent – impact varies	Sometimes	Each organisation to contribute relevant messages.	Intermittent - minor	Yes
5. Promotion of BCM	a)	LA clarifies with partners who is doing what to promote business continuity management.	Intermittent - minor	No	Information about promotion efforts undertaken and promotional opportunities.	Intermittent – minor	Sometimes
	b)	-	-	-	Requests from business community for information about potential business continuity risks.	Intermittent - minor	No