



HM Government

Community Resilience Development Framework

A reference tool for the delivery of strategic approaches to community resilience development, at the Local Resilience Forum level in collaboration with non-statutory partners.

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Community Resilience Development Framework

This framework is intended as a reference tool for the delivery of strategic approaches to community resilience development at the Local Resilience Forum level in collaboration with non-statutory partners.

The Community Resilience Development Framework provides an overview of:

1. the strategic and policy context;
2. the roles and responsibilities of government, statutory partners and community networks;
3. the public's contribution to resilience;
4. understanding and engaging community networks;
5. the steps for strategic approaches to developing community resilience, and
6. examples of guidance, tools and programmes.

Section 1: The strategic and policy context for community resilience development

This section sets out the aims, objectives, benefits and outcomes for community resilience from a national and local perspective. It outlines the principles for how community resilience should be supported.

1.1 The aims of community resilience: a participatory approach to emergency management

Emergencies are defined as *'an event or situation which threatens serious damage to human welfare in a place in the UK, the environment of a place in the UK, or the security of the UK or of a place in the UK.'*¹

Individual and business resilience to emergencies is about the public being aware of risks that might impact them, or the continuity of their business, and taking action to [plan and prepare](#), respond and recover from these emergencies. To support community resilience responders partner with the public by sharing knowledge, enabling independent and collective action, and utilising public knowledge and capabilities. When considering 'the public' we are talking about individuals, businesses, community networks and voluntary organisations.

Community resilience is enabled when the public are empowered to harness local resources and expertise to help themselves and their communities to:

- prepare, respond and recover from disruptive challenges, in a way that complements the activity of [Category 1 and 2 emergency responders](#);
- plan and adapt to long term social and environmental changes to ensure their future prosperity and resilience.

Community resilience requires a participatory approach to emergency management. This guidance focuses on community resilience development as a process rather than an end state. Activity to support community resilience aims to reduce the impact of emergencies by ensuring that:

- **Individuals, businesses, community networks and voluntary organisations are empowered to prepare, respond to, and recover from emergencies and disasters.**
- **[Emergency responders](#) understand, enable and integrate the capabilities of the public into emergency planning, response and recovery activity.**

¹ Cabinet Office, [Civil Protection Lexicon](#), 19 February 2013

1.2 National resilience and civil society context for community resilience

The promotion of community resilience is part of the government's national security strategy. [The National Security Strategy and Strategic Defence and Security review](#) made the following statements and commitments in relation to community resilience:

4.128 The UK's resilience depends on all of us – the emergency services, local and central government, businesses, communities and individual members of the public.

4.132 We will expand and deepen the government's partnership with the private and voluntary sectors, and with communities and individuals, as it is on these relationships that the resilience of the UK ultimately rests.

4.145 We recognise that the response to, and recovery from, an emergency is carried out first and foremost at the local level. As well as the police, fire and rescue and health services, a wide range of organisations could be involved. These include local government, voluntary service organisations, businesses, community groups and individuals.

The importance of a whole of society approach to resilience was further emphasised in the [National Security Capabilities Review 2018](#).

Community resilience is all about working with civil society to create social value and achieve a more resilient UK. This is vital for emergencies, but these principles are also relevant across the whole spectrum of public service delivery. [The Civil Society Strategy: Building a future that works for everyone, 2018](#), outlines key principles around working with civil society to create social value. The principles outlined in the strategy are the same ones that underpin community resilience. The activity and approaches to build community cohesion and tackle loneliness also build community resilience to emergencies. Emergency resilience activity should be aligned with more general resilience building activity and vice versa.

The [Industrial Strategy](#) identifies *Places: prosperous communities across the UK* as one of the five foundations of productivity. Local Industrial Strategies will be agreed, building on local strengths and led by Mayors and Local Enterprise Partnerships. Community and businesses resilience development should be aligned with this work to support prosperous communities.

1.3 Local emergency responder activity

Specific activities to achieve community resilience are agreed and managed locally through Local Resilience Forum (LRF) structures by emergency responders and their partners. LRFs should agree the strategy and approach to community resilience in their area, including how community resilience will be integrated with:

- statutory duties the Civil Contingencies Act 2004 ("the Act") places on emergency responders,
- the LRFs generic emergency response and recovery plans, and
- existing community engagement activity across issues beyond emergency management.

The following duties in the Act relate to the objectives of community resilience.

Category 1 responders are under a duty under [Section 2 of the Act](#) to:

- Assess the risk of emergencies occurring and use this to inform contingency planning.
- Maintain business continuity plans.
- Maintain emergency plans, so the body is able to perform its functions in regards to preventing the emergency or mitigating its effects.
- Arrange for the publication of these plans, in so far as is necessary or desirable to prevent or mitigate the effects of the emergency.
- Maintain arrangements to warn the public, and to provide information and advice to the public, if an emergency is likely to occur or has occurred.

Local authorities are under a duty under Section 4 of the Act to provide advice and assistance to the public in connection with the making of arrangements for the continuance of commercial activities by the public, or the continuance of the activities of bodies other than public or local authorities whose activities are not carried on for profit, in the event of an emergency. ([Part 1 Local Arrangements for Civil Protection, Contingency Planning, section 4. Advice and assistance to the public](#)).

Any public engagement should be conducted with reference to [The Public Sector Equality Duty: Equality Act 2010](#), which requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic² and those who do not when carrying out their activities. This includes [specific duties for engagement by public authorities](#).

The following diagram summarises the aims, objectives, actions, outcomes and benefits that local emergency responders' strategies to support community resilience should consider.

Aims	<p>A. Individuals, businesses, community networks and voluntary organisations are empowered to prepare, respond and recover from emergencies and disasters.</p> <p>B. Emergency responders & government understand, enable and integrate the voluntary capabilities of the public into emergency planning, response and recovery activity.</p>				
Objectives	<p>1. Enabling resilient behaviours</p> <p>Informing and listening to the public about risk, appropriate preparedness and response actions, motivations and blockers to action.</p> <ul style="list-style-type: none"> • Response communications and alerting • Education and awareness materials, programmes and campaigns 	<p>2. Enabling community led social action</p> <p>Supporting community networks to understand their capabilities, access resources, tools and responder partners and take collective resilience action with benefits for people and places.</p> <ul style="list-style-type: none"> • Facilitating and advising community networks • Supporting community led emergency planning • Facilitating access to training and physical emergency resources 	<p>3. Partnering with voluntary capabilities</p> <p>Working with individuals, businesses, community networks, Community Emergency Volunteer Teams, spontaneous volunteers and voluntary organisations to co-produce, design and deliver support to the public.</p> <ul style="list-style-type: none"> • Convening and consulting on plans • Agreeing roles and activation models dependent on need and appropriate to capabilities • Involving voluntary capabilities in exercises 		
Benefits	<p>Individuals behave in a resilient and prosocial way.</p>	<p>Community networks take action to support their members to be resilient.</p>	<p>Voluntary capabilities are integrated into emergency management.</p>		
Outcomes	<table border="0" style="width: 100%;"> <tr> <td style="width: 50%; vertical-align: top;"> <p>Increased:</p> <ul style="list-style-type: none"> • understanding of needs and ability to target support those in acutest need • public confidence and motivation to act • collective capability to manage emergencies • trust and legitimacy of official emergency management activity • speed of recovery </td> <td style="width: 50%; vertical-align: top;"> <p>Reduced:</p> <ul style="list-style-type: none"> • social, financial and health impacts from emergencies • demand on emergency management resources • cost of response and recovery </td> </tr> </table>			<p>Increased:</p> <ul style="list-style-type: none"> • understanding of needs and ability to target support those in acutest need • public confidence and motivation to act • collective capability to manage emergencies • trust and legitimacy of official emergency management activity • speed of recovery 	<p>Reduced:</p> <ul style="list-style-type: none"> • social, financial and health impacts from emergencies • demand on emergency management resources • cost of response and recovery
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² The relevant protected characteristics are: age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

1.4 The benefits of a participatory approach to emergency management

Individuals, businesses and communities benefit from:

- greater capacity, motivation and confidence to take positive collective action to prepare, respond and recover from emergencies
- quicker and more efficient response and recovery
- reduced exposure to social, financial and health impacts from emergencies
- stronger relationships with government and responders resulting in mutual trust and influence
- stronger sense of community, with greater inclusivity and cohesion

Government and emergency responders benefit from:

- improved understanding of communities, their needs and capacities
- quicker and more efficient response and recovery
- reduced demand on services to meet social, financial and health impacts from emergencies
- the ability to prioritise resources to those in greatest need
- stronger relationships with communities resulting in mutual trust and influence
- better partnering and co-ordination with the full spectrum of volunteers for example from spontaneous volunteers to town and Parish council members

Section 2: Roles, responsibilities and partnerships for developing community resilience

This section outlines the relative roles of HM Government, Local Resilience Forums, Local Responders and Community Networks in developing community resilience.

2.1 HM Government

In line with the commitments made within the Strategic Defence and Security Review, it is proposed that HM Government will:

- **Establish and champion the vision for community resilience and voluntary capabilities** as an integrated part of policy and activities relating to emergency management, health and wellbeing, localism, social action, climate change adaptation, open government and participatory service delivery.
- **Support communities of practice**, facilitating networking and sharing examples of leading practice.
- **Support the strategic development of guidance, tools, campaigns and projects** for use by practitioners and communities across the country.
- **Identify and enable scaling up of successful approaches to building community resilience** by periodically monitoring the activities and outcomes.

2.2 Local Resilience Forums

Whilst there may be specific responders that take the lead on developing community resilience it is essential that local activity to support community resilience has appropriate oversight and governance at a strategic level. Ideally this oversight and support will be integrated into the structure of the LRF, which should be used to:

- agree the LRF's strategic approach to community resilience in their area
- maintain an overview of community resilience across the LRF
- prioritise support to those individuals and communities deemed to be at greater risk e.g. due to their location, geography, demographics, circumstances
- agree, where appropriate, how the community resilience approach will take account of statutory duties the Civil Contingencies Act 2004 places on emergency responders (see section 1.3 above)
- seek to coordinate and integrate community resilience promotion into member organisations' existing community engagement (including Category 1 and 2 responders, voluntary and business organisations)
- agree how community resilience will be integrated within the LRF's generic emergency response and recovery plan
- support testing and exercising of community resilience plans
- share notable practice with other LRF areas through the Communities Prepared National Group

2.3 Local Responders

Individual organisations including Category 1 and 2 responders, and voluntary organisations, will need to consider the extent to which they will support the LRF's strategic approach. In particular, it is expected they will:

- make information publicly available which helps individuals, businesses and communities to assess risk in their local area and take preparatory action
- engage in dialogue with communities to understand how their organisation's operations should be configured to enable community preparedness, response and recovery activities
- form a view on whether community resilience could be a part of the range of their organisation's current community engagement activities, including activities currently unrelated to resilience
- consider how resilience can be integrated into existing community engagement of other organisations prior to any new engagement
- ensure 'communicating with the public', 'warning and informing' and 'business continuity' advice structures support community resilience activity – informing the triggers for individual, business and community response and recovery activity
- support the development of more localised risk assessment, contributing expertise and knowledge

- provide advice, support and on some occasions leadership, to enable community resilience activities, sharing their experiences with their colleagues to improve practice nationally

2.4 Community networks including individuals and businesses

To ensure community plans and resilience activity will have a sustained effect, real community empowerment and ownership of their resilience is required. Community members, including businesses, should:

- contribute to any existing emergency planning, working with other members of their community, other community groups, and responsible organisations
- self-assess the primary risks to their way of life and business continuity, and their resilience to those risks, using information from statutory agencies where possible
- undertake resilience activity that establishes:
 - what the community can do collectively to mitigate, prepare, respond and recover from an emergency
 - the skills and assets that the community has to achieve this
 - how the community will report its situation to statutory agencies
 - how and when they can exercise their response and recovery approach
 - how their activities co-ordinate with those of the Category 1 and 2 responders and other community groups

3. The public's contribution to resilience

3.1. Resilient behaviours for the public.

The risks that individuals, businesses and communities face will be affected by their specific circumstances. The most important action the public can take is to understand the risks they face and what they can do to prepare for them. [Preparing for emergencies GOV.UK](#) and the [National Risk Register](#) provide sources of risk information and actions the public can take to prepare.

3.2. Community led social action and volunteering to contribute to resilience.

Community networks have a role in all parts of the emergency cycle to complement the activity of [Category 1 and 2 responders](#). The types of activities that communities might be involved with are outlined below.

The infographic is divided into three horizontal blue sections. The top section is titled 'Prepare' and lists 10 bullet points. The middle section is titled 'Respond' and lists 8 bullet points. The bottom section is titled 'Recover' and lists 8 bullet points. A white circle on the right side of the 'Respond' section contains the text 'Support from the government, category 1 & 2 responders, voluntary and private organisations' followed by a list of 6 bullet points: Advice, Resources, Facilitation, Training, Service integration, and Funding/in kind.

Phase	Activities
Prepare	<ul style="list-style-type: none">• Identify their communities' vulnerabilities, capabilities and assets• Identify vulnerable people and the support they might need• Identify mitigation action they can take in collaboration with emergency responders• Alter the physical environment to mitigate risks• Raise awareness and encourage personal and business resilience preparedness• Promote greater cohesion and building relationships across social groups• Procure and manage resources and tools in readiness for response• Take part in response and recovery training and exercising• Monitor local risk indicators and early warning signs
Respond	<ul style="list-style-type: none">• Trigger actions identified in community emergency plan• Warn and inform community members• Support vulnerable people or victims with response and evacuation• Deploy community managed assets• Provide intelligence to emergency services• Integrate as part of physical emergency response (if trained, mobilised and coordinated by statutory responders)• Run or volunteer in reception centres providing information, physical and emotional support and coordination for the community and volunteers
Recover	<ul style="list-style-type: none">• Identify community recovery needs and capacity, and match these to the available voluntary and statutory support• Identify engagement and communication channels and help communicate information about recovery implementation• Raise awareness of the available support and schemes• Provide ongoing intelligence about recovery implementation• Provide health and wellbeing services in the community• Evaluate activities and learn lessons as part of emergency responders' debrief• Participate in long term recovery planning and implementation

Support from the government, category 1 & 2 responders, voluntary and private organisations

- Advice
- Resources
- Facilitation
- Training
- Service integration
- Funding/in kind

3.3 Voluntary capabilities that voluntary organisations and businesses can provide.

The partners willing to contribute their capabilities on a voluntary basis are wide ranging and could include businesses, community networks, Community Emergency Volunteer Teams, spontaneous volunteers and voluntary organisations.

The capabilities that these partners are willing to provide on a voluntary basis are also varied, ranging from physical resources and assets, to expertise and influence. These partners can be a conduit for communication and engagement with affected communities and can support service delivery. They will often take a role in supporting those affected under the direction of the emergency responders, but may take independent direct action – as part of their ongoing services or as additional spontaneous action. Some examples of the types of support they can provide include 4x4 vehicles, rest and evacuation centres, volunteer coordination and training, food and water, first aid, search and rescue, manual labour, advice services and centres, backup premises, communications tools and expertise, fundraising, wellbeing and mental health support.

Consideration should be given in all emergency planning to the approach for advising or managing spontaneous volunteers and donations. Spontaneous volunteering and donations come from people or organisations previously unaffiliated with the statutory emergency response. They represent a resource that can be tapped into to support those affected by emergencies. If the good intentions of the public are not directed towards appropriate actions they can be ineffective or exacerbate the impact of an incident.

In some emergencies it will be necessary to facilitate large-scale multi-location volunteer coordination capability, whilst in others it may be necessary to discourage or completely decline the spontaneous volunteers' offers of help. In all circumstances, having an agreed policy or spontaneous volunteers guide will help a Strategic Coordinating Group (SCG), Tactical Coordinating Group (TCG) or subsequently a Recovery Coordinating Group (RCG), together with any operational and supporting staff, take the appropriate decisions based on the circumstances. Voluntary partners may be better placed than emergency responders to manage the communications, relationships and contributions of other voluntary partners.

Some of the types of organisations that can contribute to emergency management are listed below. This list provides an example overview but is not exhaustive.

Type of organisations	Examples of organisations
<p>1. UK Search and Rescue and other specialised response capabilities</p> <p>Specialised emergency response services.</p>	<ul style="list-style-type: none"> • British Cave Rescue Council • Lifeguarding and Surf Life Saving • Lowland Rescue (ALSAR) • Mountain Rescue England and Wales • Radio Amateurs Network (RAYNET) • Royal National Lifeboat Institution • SARAID • Search and Rescue Helicopter Service • Team Rubicon • 4x4 Response UK
<p>2. Human Aspects and support to those affected</p> <p>Can provide information, advice, practical and emotional support to those affected by emergencies throughout the emergency management cycle.</p>	<ul style="list-style-type: none"> • Barnardo's • British Red Cross • Business in the Community, Business Emergency Resilience Group (BERG) • Citizens Advice • Crisis • Cruse Bereavement • Khalsa Aid • Mind • Muslim Aid • Royal Voluntary Service • Samaritans

	<ul style="list-style-type: none"> • St John's Ambulance • Salvation Army • Victim Support
<p>3. Voluntary sector associations and networks</p> <p>Representing community based groups who can take on a variety of activity throughout the emergency management cycle.</p>	<ul style="list-style-type: none"> • Association of Charitable Foundations (ACF) • Interfaith Network (IFN) • National Association of Local Councils (NALC)* • National Association for Voluntary and Community Action (NAVCA) • National Council for Voluntary Organisations (NCVO)
<p>4. Federated community based volunteer membership organisations</p> <p>Members can take on a variety of roles in the emergency management cycle, but action is likely to be community led.</p>	<ul style="list-style-type: none"> • Age UK • British Chambers of Commerce • Groundwork UK • Lions Clubs International • National Citizen Service • Neighbourhood Watch Network • Rotary International • Youth United Foundation
<p>5. Fund raising and distribution</p> <p>Can support community groups to access funds for preparedness and recovery.</p>	<ul style="list-style-type: none"> • UK Community Foundations • Big Lottery Fund • JustGiving • GoFundMe

*NALC represents Town and Parish Councillors who are both the lowest tier of local government and volunteers.

Section 4: Understanding and engaging community networks

This section explains the categories and characteristics of community networks. It also explains the principles for engaging community networks. Further guidance specifically on [Identifying people who are vulnerable in a crisis](#) is published here.

4.1 Categories

There are four main categories of community networks:

- **Geographical communities** may have recognised geographical boundaries such as parishes, wards or towns, or could be a result of proximity, for example a street, tower block or village. The community is likely to be affected by the same type of natural hazard (such as flooding) and to have a shared government/authority such as a parish council or ward councillor(s).
- **Communities of interest** consist of people who have affiliations as a result of their interaction with each other through a shared interest or work, such as sports clubs, parent groups, faith groups, online communities and business groups. Members of these communities are generally people voluntarily doing something together to achieve a common purpose.
- **Communities of identity** consist of people who have affiliations as a result of their shared culture such as religion, language, customs, sexuality, gender, disability etc.
- **Communities of circumstance** are created when groups of people are affected by the same incident, such as a train crash, and may form a community in the aftermath of an event. Although this sense of community may be temporary, some communities of circumstance grow and are sustained in the long-term following an emergency.

Any single community network will have aspects of all of these categories. Efforts to enable and partner with communities within these different categories will vary from area to area dependent on the existing community and institutional structures, level of engagement, and relative risk and capabilities of those communities. For example, in areas that are more rural there may often be a greater focus on geographical communities than in urban areas where the focus may be on communities of interest.

4.2 Evaluating characteristics of community networks

Identifying and evaluating community characteristics can help reach an informed understanding of the likely risk and resilience of communities. Characteristics that could affect the communities' risk and resilience include:

- **Social and demographic context** - age, sex, occupation, education, [relative level of deprivation](#), culture, migration, literacy, population density, integration of business and residential population.
- **Business context** - number of SMEs, large businesses and employers, diversity of businesses, specialism, interdependencies.
- **Economic context** - the levels of financial security, personal (savings), capital (houses), income, equality, job security.
- **Physical assets, infrastructure and natural capital** - access to resilient homes, other essential buildings, roads, transport, communications, technology, energy, water, species, land, soils, the air, natural ecosystem processes and functions.
- **Community social capital** - cohesiveness of the communities, barriers to inclusion, access to shared resource, behaviours and social norms.

4.3 Routes for engagement

Community and institutional structures, which provide routes for engagement, could include:

- **Administrative and political structures** e.g. town and parish councils.
- **Businesses and business groups** e.g. business communities on industrial estates, high streets or large local businesses, business networks, Chambers of Commerce, Business Improvement Districts, Local Enterprise Partnerships, Growth Hubs.
- **Voluntary community organisations** e.g. Faith groups, Rotary and Lions clubs, Community Foundations, Age UK, local trusts and social enterprises.

- **Community hubs** e.g. schools, libraries, community owned pubs, sports clubs and places of worship.
- **Residents' interest groups** e.g. tenant and resident associations, council residents associations, neighbourhood planning groups, Neighbourhood Watch.
- **Community resilience groups** e.g. Flood Action Groups, Community Emergency Responder Teams.

4.4 Principles for engagement

Whilst there are standard methods and outputs to developing community resilience (for example production of individual and collective emergency plans) it is the ongoing process of informing, encouraging, enabling and partnering with communities, and how this is conducted, which is of greatest importance.

As well as considering responsibilities outlined in [the Public Sector Equality Duty: Equality Act 2010](#), the following principles should guide practitioners' activities, to ensure their engagement with the public is appropriate for the specific community context:

- take a participatory approach, be open-minded and use local perspectives to co-design supportive, positive engagement – don't assume you know what is needed or wanted
- be ethical, inclusive and avoid bias, aim to engage with and consider the perspectives of a representative cross-section including minority groups, those with disabilities or other diverse needs
- be transparent and accountable, manage information appropriately, monitoring, evaluating and sharing information about activities and outcomes
- work through existing channels, groups and networks with aligned active agencies, it is far more likely to get traction and avoid the risk of duplication and fatigue
- acknowledge that different groups will need different levels and types of support and will realise their resilience in different ways
- develop trust and overcome barriers to engagement through a consistent but responsive approach

Section 5: Steps for strategic approaches to developing community resilience

This section outlines 6 steps for Local Resilience Forums and emergency responders to develop community resilience:

1. Identify community networks, characteristics, risks and prioritise support
2. Align responder and community networks' understanding of risk and capabilities
3. Enable resilient behaviours
4. Enable community led social action
5. Partner with voluntary capabilities
6. Review community preparedness and impact of activities

5.1 Identify community networks, characteristics, risks and prioritise support

- Undertake a high level strategic assessment of the community networks in the area considering their category of network, characteristics, structures, existing engagement with government and non-government institutions and organisations.
- Map the risk for identified community networks relative to the overarching Community Risk Register and prioritise support to those communities deemed to be at greater risk e.g. due to their location, geography, demographics, socio-economic and cultural circumstances, using the [guidance on Identifying People who are Vulnerable in a Crisis](#).
- Identify their needs, motivations, propensity for social action, the level of engagement with resilience issues and existing routes for engagement.
- Determine the priority and blend of support that would be the most effective use of resources for each community network (enabling resilient behaviours, enabling community led social action, partnering with voluntary capabilities).
- Identify organisations with existing expertise and relationships with these communities and partner with them for any planned engagement.

5.2 Align responder and community networks' understanding of risk and capabilities

- Work with community networks and local leaders to establish:
 - motivation and drivers for community action
 - perception of risk, and experience of different types of emergencies
 - assessment of their vulnerabilities and capabilities
 - knowledge and approach for mitigation, preparedness, response and recovery
 - knowledge of agency roles, responsibilities, and available support
 - perception of their own roles, responsibilities and expectations of agencies
- Review the difference between external assessment of risk, preparation and mitigation compared to the community's view.
- Use both external and community views to inform one another, developing a common understanding of community, processes, values, challenges, risks, capabilities, needs and priorities.
- Identify opportunities for integration of resilience activity with the community's, and other local agencies', priorities and activities.
- Agree roles for the community in emergency management and the support the community requires in building its own resilience.
- Define the goals of engagement, success indicators and time frame.

5.3 Enable resilient behaviours

- Develop and publicise Community Risk Registers, including a core set of resilient behaviours for the public to take, relevant to the risk context.
- Ensure information relevant to the variety of community contexts, interests and risks is made publicly available by default and in accessible formats.

- Make information about organisations and governance transparent and publicly available, signposting the public to services, resources and points of contact.
- Remove barriers and bureaucracy by ensuring public and volunteer facing schemes and services are as simple, accessible and user friendly as possible.
- Develop a strategy for providing information and advice to the public if an emergency is likely to occur or has occurred – as outlined in the [Communicating with the public: 10 Step Cycle guidance](#) – including consideration of spontaneous volunteers and donations.
- Coordinate and integrate individual, business and community resilience promotion into member organisations' existing generic community engagement (including Category 1 and 2 responders, voluntary and business organisations) and/or establish and coordinate pro-active communications and engagement campaigns.
- Work with local schools to integrate emergency preparedness into education.
- Collect feedback from the public about blockers to resilient behaviours and identify ways these can be addressed.
- Ensure responders are encouraging and receptive to community input regarding their resilience planning and approach.
- Include representatives of community and voluntary organisations in LRF structures and decision making where appropriate.

5.4 Enable community led social action

- Support the development of community emergency plans by providing advice and guidance.
- Highlight the services of emergency responders and voluntary organisations and how community networks can support the delivery of this activity.
- Provide and signpost to training, physical resources and assets, ensuring they are accessible and available for use and management by communities.
- Identify how the community plans and capabilities can support, inform and influence existing plans and approaches of responder organisations.
- Hold outreach sessions, workshops and conferences for individuals, businesses and community networks.
- Facilitate knowledge sharing, networking and integration between existing community networks.
- Support the community to identify how plans should be tested and exercised – integrated with emergency responder exercises where possible.
- Facilitate community networks to generate information about risks and communicate these to the wider public.

5.5 Partner with voluntary capabilities

- Engage statutory and non-statutory community service providers regarding the impact of emergencies on service demand and the needs of those affected.
- Identify voluntary capabilities that would provide valuable contributions to emergency management, considering opportunities for partnering with individuals, businesses, community networks, Community Emergency Volunteer Teams, spontaneous volunteers and voluntary organisations.
- Identify which aspects of volunteer management responders should be directly responsible for and which aspects can be delivered by third parties such as existing community networks and voluntary organisations.
- Determine how and when to draw on trained community emergency responders or similar pre-registered volunteer networks.
- Identify the roles that unaffiliated volunteers are expected to want to undertake, agree the variety of roles that they can usefully be directed to, and establish an approach to manage the difference and align these two factors.
- Agree policy and methods to advise, manage and coordinate the public offers of support, both to the affected public, and the emergency responders i.e. financial and physical donations, spontaneous volunteers, community volunteers, in-kind resource and expertise from business and voluntary organisations.
- Recognise the legitimate role of independent community-led emergency management and ensure the approach to coordinating voluntary organisations and spontaneous volunteers complements this.

- Determine how key messages will be communicated in preparedness, response and recovery to emergencies to influence and direct potential volunteers - engaging with communities that might be self-organising on social media.
- Identify which scenarios will require a physical volunteer reception centre, considering the risk and community specific contexts that might influence the location, need and purpose for the centre.
- Plan and exercise the setting up of physical volunteer reception centres, training staff, identifying locations and resources required to manage the centre. Considerations in plans for a Volunteer Reception Centre (adaptable for different scenarios) include:
 - Voluntary and community organisations and schemes that could manage these centres or contribute services.
 - Roles and responsibilities of staff, considering their welfare and using appropriate shift patterns.
 - Insurance, liability and legal responsibility of community volunteers, Health and Safety/risk assessments.
 - Framework for registering spontaneous volunteers on arrival.
 - Communications plan – considering information required by the media, public, volunteers, other organisations such as voluntary sector and emergency responders.
 - Physical requirements (such as facilities, seating, refreshments, IT etc.).
 - Logistical arrangements, such as safeguarding considerations, arrangement of expenses or transport.
 - Alternative strategies for direction: direct tasking or providing advice/resources.
 - Procedures for briefing and debriefing volunteers to highlight ongoing risks and to receive feedback from them, with all plans considering the mental health of volunteers and relevant support services.
 - Long-term recovery strategy and plans to retain the engagement of volunteers if needed beyond the immediate response phase.
- Develop materials/resources for spontaneous volunteer involvement that can be adapted in an incident, including:
 - pre-prepared unpublished pages for websites – e.g. one for volunteers required, one for volunteers not required
 - risk self-assessment tools - allowing volunteers to gauge their capacity to manage the risks of specific tasks
 - online and hard copy registration forms
- Include community and voluntary capabilities in exercises and training to increase skills, raise awareness and test assumptions.

5.6 Review community preparedness and impact of activities

- Review outcomes from community plans and exercises to identify lessons learnt and subsequent changes to the assessment of the community networks' resilience.
- Revisit the external assessment of risk for the community considering the impact of activities as part of the steps in this cycle.
- Identify and highlight the value that the community resilience and voluntary sector capabilities have added to emergency management plans and assess how they have address capability and knowledge gaps.
- Monitor changes in the difference between the practitioner's external assessment and the community's assessment of their risks, capabilities, needs and priorities.
- Share lessons and experiences with partners locally and nationally.
- Run through steps 1 to 6, in a light-touch approach, reviewing and building on previous work to determine the type and priority of further action required.

Section 6: Guidance, programmes, tools and examples

This section signposts to more detailed guidance, programmes, tools and examples for the development of community resilience.

6.1. Enabling resilient behaviours

Guidance, programmes and tools

- Environment Agency [flood warnings](#)
- Met Office [weather warnings](#)
- [The 10 Step Cycle](#) – guidance for communicating with the public
- [Preparation and planning for emergencies](#) - warning and informing section
- [Preparing for emergencies](#) – collation of key public facing information
- [WeatherReady](#) campaign (formerly 'Get Ready for Winter') – Met Office led public information campaign regarding severe weather preparedness

Examples

- Norfolk Prepared [website](#) and mobile application and Leicester, Leicestershire and Rutland Prepared [website](#)
- [Community Risk Registers](#) such as [Warwickshire's](#)
- [Eye on Calderdale](#) community resilience website
- West Sussex's [What If?](#) programme
- Essex's [What if...?](#) digital guidance and games for young children
- [Flood Narratives engagement toolkit](#)
- [Susie the childminder](#) educational resources for children from Hampshire and Isle of Wight
- The Environment Agency's [Children and young people engagement material](#) for flooding
- [CUIDAR – Cultures of disaster resilience amongst children and young people](#), EU research project tools and resources
- Save the Children's [Take Care Toolkit](#)
- [Duke of Cornwall Community Safety Award](#)
- [Safe Centre Alliance](#) experiential life skills centres

6.2. Enabling community led social action

Guidance, programmes and tools

- [Enabling social action](#) – resources for public sector commissioners to help deliver public services from DCMS, Office for Civil Society
- [Preparing for emergencies](#) – Community emergency plans
- Environment Agency Flood Wardens scheme
- National Flood Forum [Community engagement hub](#) 'how to' guides

Examples

- [Community Resilience North Somerset](#), [Cumbria ACT community engagement](#), [Communities Prepared Cornwall](#) – resources and information
- [Interests.me digital tools](#)
- [Communities Prepared](#) – Groundwork and Cornwall Resilience Forum project developing training for community volunteers
- Northamptonshire [flood resilient community 'how to' guides](#)
- [Lives](#) first aid volunteers & training
- [Community Heartbeat Trust](#) defibrillator access support

6.3. Partnering with voluntary capabilities

Guidance, programmes and tools

- [NCVO Volunteer management](#)
- [Guidance for Planning the Coordination of Spontaneous Volunteers in Emergencies](#)
- [ISO 22319:2017 Guidelines for planning the involvement of spontaneous volunteers](#)

Examples

- Voluntary responder groups: [UK Search and Rescue](#), [St. John's Ambulance](#), [British Red Cross reserve volunteers](#), [Rapid Relief Team](#), [Team Rubicon](#), [SARAIID](#), [Serve On UK](#).
- Local Community Emergency Responder Teams (CERT): [Bradford on Avon](#), [CERT](#) (Cumbria), [AVERT](#) (Lincolnshire)
- [Lincolnshire County Council spontaneous volunteers policy](#)
- [GoodSAM app](#) and London Ambulance Service's [volunteer responders](#)
- Business in the Community, Business Emergency Resilience Group (BERG) [Local Resilience Support Initiative](#) and [Lancashire case study](#)

6.4. Other useful resources

- [Identifying People Who are Vulnerable in a Crisis](#) (2008)
- [Case study library](#) (2011)
- [Guidance on developing a Multi-Agency Flood Plan](#) includes transferable approaches relevant to community resilience for other risks