United Kingdom

National progress report on the implementation of the Hyogo Framework for Action

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Strategic goals 1

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Strategic Goal Statement:
Climate Change is the greatest environmental challenge facing the world at present. The effects will be felt in the UK, and internationally there will be problems for people in regions that are particularly vulnerable. The UK is acting to adapt to climate change and reduce the risk by contributory causes.The UK has taken significant steps to meet this challenge. The Climate Change Programme sets out policies and priorities for action in the UK, and we continue to work through the EU, G8 and UN processes to find ways to reach global agreement on a scale needed to avert climate change and mitigate the risks already caused.The primary elements of the Climate Change Programme cover a wide range of national issues, government departments and local government, but it is also designed to encourage personal action from the UK public.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Strategic Goal Statement:
Although there is a large amount of research about the likely impact of climate change on different regions, as yet, there is no single source of information about specific risks of climate change for different regions. As a result the Climate Change Bill which is going through Parliament, commits the UK government to a Climate Change Risk Assessment. This will;
 - inform all UK Administrations, and their delivery partners, about the risks of climate change. This will help set priorities for adaptation programmes, and to make sure that other policies reflect the potential risks and opportunities
 - provide valuable information for the wider public, private and third sector about risks and opportunities
 - set a baseline against which we can chart progress.
In assessing risks and opportunities to the UK from climate change, it will be important to engage stakeholders. A stakeholder Steering Group will oversee the process of developing the Climate Change Risk Assessment.
The steering group includes representatives from UKCIP, central and local government and other expert bodies. A scoping study is currently being undertaken for the Risk Assessment.
There will also be public consultation on the Risk Assessment prior to it being presented to Parliament. The Risk Assessment must be presented to Parliament within three years of the Climate Change Bill gaining Royal Assent. Because we expect the Climate Change Bill to get Royal Assent in 2008, we expect the Risk Assessment to be presented to Parliament in 2011.
After this, a risk assessment will be carried out every five years, and will inform the statutory National Adaptation Programme.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Strategic Goal Statement:
The Civil Contingencies Act 2004 sets out the roles and responsibilities for emergency preparedness and response in the UK. Those issues considered a risk to the UK are set out in the National Risk Register and are the responsibility of the Lead Government Department. Their responsibility includes all aspects of preparedness and response. Responsibility for recovery lies with the Department for Communities and Local Government. Emergency response is led from the local level. Statutory responsibility for emergency planning lies with local authorities. Local and regional risk registers are also produced. This process is overseen by Regional Resilience Teams. A national response would only be considered when local/regional responders were likely to be overwhelmed or where a disaster covered a large area of the UK. The Civil Contingencies Secretariat directly support several departments on their issues, but also attempt to reduce the potential of a major crisis to cause mass harm (death, injury, economic loss, suffering). Training is provided at a variety of levels and places, but the main provider is the Emergency Planning College. Exercises take place regularly at National (Tier1), Regional (Tier 2) and Local (Tier 3) levels.

Priority for action 1
Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Core indicator 1
National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.

Level of Progress achieved:
5: Comprehensive achievement with sustained commitment and capacities at all levels

Description:
Integrated emergency management (IEM) comprises six related activities: anticipation, assessment, prevention, preparation, response and recovery. The Civil Contingencies Act, and accompanying non-legislative measures, will deliver a single framework for civil protection in the United Kingdom capable of meeting the challenges of the twenty-first century. The Act is separated into two substantive parts: local arrangements for civil protection (Part 1) and emergency powers (Part 2).

Part 1
Part 1 of the Act and supporting Regulations and statutory guidance Emergency Preparedness establish a clear set of roles and responsibilities for those involved in emergency preparation and response at the local level. The Act divides local responders into two categories, imposing a different set of duties on each.

Those in Category 1, are those organisations at the core of the response to most emergencies (e.g. emergency services, local authorities, NHS bodies). Category 1 responders are subject to the full set of civil protection duties. They will be required to:

Assess the risk of emergencies occurring and use this to inform contingency planning;
Put in place emergency plans;
Put in place Business Continuity Management arrangements;
Put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency;
Share information with other local responders to enhance co-ordination;

Co-operate with other local responders to enhance co-ordination and efficiency; and
Provide advice and assistance to businesses and voluntary organisations about business continuity management (Local Authorities only).

Category 2 organisations (e.g. Health and Safety Executive, transport and utility companies). These "co-operating bodies" are less likely to be involved in the heart of planning work but will be heavily involved in incidents that affect their sector. Category 2 responders have a lesser set of duties - co-operating and sharing relevant information with other Category 1 and 2 responders.

Category 1 and 2 organisations will come together to form Local Resilience Forums (based on police areas) which will help co-ordination and co-operation between responders at the local level.

The bulk of Part 1 of the Act was brought into force in November 2005 (the duty on local authorities to provide advice and assistance to business and voluntary organisations about business continuity management commences in May 2006).

Part 2
Part 2 of The Act updates the 1920 Emergency Powers Act to reflect the developments in the intervening

years and the current and future risk profile. It allows for the making of temporary special legislation (emergency regulations) to help deal with the most serious of emergencies. The use of emergency powers is a last resort option and planning arrangements at the local level should not assume that emergency powers will be made available. Their use is subject to a robust set of safeguards - they can only be deployed in exceptional circumstances. More information is set out in the Emergency Powers section of this site.

Context & Constraints:
The Civil Contingencies Act is currently under review after 4 years in operation. This is in some ways a natural progression, but is also influenced by the lessons learned over this time and as a result of several enquiries such as the Pitt Review, The Buncefield Enquiry etc. It is intended to enhance the existing provisions, raise the standards even further and to introduce new issues which have been highlighted over this period.The Review of the Economics of Climate Change by Sir Nick Stern has also involved the cost benefit analysis of preparedness and response. The lessons learned from the UK exercise programme have shown that Lead Government Departments still have some development work to do to achieve the level of proficiency required. Events over recent years have raised awareness of information and data sharing amongst a variety of stakeholders, and have prompted further thought and queries on wider issues outside the immediate emergency planning, response and recovery phases. The issues touch on a variety of types of sharing: personal data; emergency plans; commercial or sensitive data, and all for a variety of planning, response and recovery purposes.

Core indicator 2

Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
Resources may be defined in a variety of ways and as such response to this question is somewhat subjective. To implement disaster risk reduction a variety of resources are engaged. The National Risk

Register is designed to increase awareness of the kinds of risks the UK faces, and encourage individuals and organisations to think about their own preparedness. The register also includes details of what the Government and emergency services are doing to prepare for emergencies.

Effective identification and assessment of the risks which could potentially seriously obstruct an organisation in the performance of its functions should underpin all other emergency planning and business continuity management processes.

The Government advocates a six-step risk assessment process, which is widely recognised as being good practice. The steps can be split into 3 phases:

Contextualisation involves defining the nature and scope of the risk and agreeing how the risk management process will be undertaken.

Risk evaluation covers the identification of those threats and hazards that present significant risks, analysis of their likelihood and impacts, and the combination of these values to produce overall risk scores.

Risk treatment involves deciding which risks are unacceptably high, developing plans and strategies to mitigate these risks, and then testing the plans and any associated capabilities.

Risk assessment should drive a standard emergency planning process, informing emergency plans (and Business Continuity plans) which are then tested through audit and validation exercises. Regular updating of the risk assessment in turn leads to revision of plans and further testing. The risk assessment should also respond quickly to changes in the risk environment. This means that the process should be iterative and contain risk monitoring and updating mechanisms.

Risk assessment at the local level

The Civil Contingencies Act places a risk assessment duty on all Category 1 responders. Category 1 responders assess risk as often as is necessary to ensure that they are in a reasonable position to maintain and update their emergency plans and to perform the civil protection duties under the Act, including the duty to maintain business continuity plans.

As part of the Local Resilience Forum (LRF) process Category 1 responders must co-operate with each other in maintaining the Community Risk Register (CRR). The CRR provides an agreed position on the risks affecting a local area and on the planning and resourcing priorities required to prepare for those risks.

Risk assessment at the regional level

The regional tier is a crucial part of England's civil protection framework, ensuring co-ordination between representatives of Category 1 and 2 responders and central government bodies.

Regional Resilience Forums (RRFs) have a key role in developing regional risk assessments which provide a judgement of the likelihood and impact of emergencies that could occur in the region. The regional risk assessments build on the local risk assessments produced by LRFs, and equally ensure consistency and co-ordination with the central guidance provided by the Government on the risks facing the UK as a whole. Risk likelihoods are assessed for a five year period so that the risk assessment will support strategic planning for the medium term, informing decisions about capability development.

Risk assessment at the UK government level

The UK Government has a national risk assessment capability which identified risks to the UK as a whole over a five year period, and assesses their likelihood and impact. This forms the basis for decisions about emergency preparedness and about capability planning. The section on UK Government provides more detail on national risk assessment processes.

This national risk assessment process feeds into the Devolved Administrations, regional and local levels to ensure fully integrated risk assessment processes at all levels which underpin coherent emergency planning throughout the UK. The Government provides guidance to LRFs and RRFs on the likelihoods of emergencies based on national assessments, which can then be flexibly tailored to meet local and regional judgements of the risks facing their areas.

Context & Constraints:
CCS has played a crucial role in securing the right level of resourcing for civil protection work. The level of funding for national security and emergency preparedness will double between 2001 and 2008. CCS was particularly closely involved in building a new financial deal for local authority civil protection work, overseeing a 120 per cent increase in funding. However it is also necessary to bear in mind the burden imposed on local resources through all requests put out by National Government and to acknowledge that they may be unable to meet those requests in a timely fashion.

Core indicator 3

Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

Level of Progress achieved:
5: Comprehensive achievement with sustained commitment and capacities at all levels

Description:
Regional government structures provide the platform for a regional role in emergency response where one would add value by improving co-ordination between local and central response. The actual delivery of a response to a disruptive event will remain for the most part with local responders.
The Government Offices (GOs) in the English regions provide a useful link between local and central government during a non-terrorist emergency. Government departments may use GOs to cascade information and guidance to local responders. The GOs also have substantial knowledge and experience of the working of central government and so provide a valuable first port of call for advice and guidance. A Regional Resilience Team (RRT) has been established in each of the GOs to co-ordinate the response of the whole GO to emergencies. RRTs will often be the first place that government departments turn to for a situation report on non-terrorist emergencies that could generate ministerial interest or national/regional press coverage, and RRTs in turn will look to local responders for this information.

In order to ensure an effective two-way flow of information between local responders and central government in an emergency, GOs may place a Government Liaison Officer (GLO) within the Strategic Co-ordinating Group (SCG).

The mechanisms for alerting, mobilising and information sharing between local responders and the GO will be set out in Regional Response Plans, agreed for each region. The plans will outline procedures for: activating the emergency management facilities in the GO; activating the Regional Civil Contingencies Committee (RCCC); and communicating with the local level, other regions and central government.

GOs can provide particular support in relation to consequence management - where the scale and nature of an incident is such that the effects are likely to be felt outside the immediate locality or to overwhelm the local response - and in areas such as arranging Ministerial or VIP visits. They work closely with the Government News Network (GNN) in the regions and, with their links to government departments, can help local responders to ensure that a co-ordinated and coherent message is given to the public. Where a spokesperson for the region as a whole is appropriate, one option is the Regional Director of the GO.

GOs may play an important role in cross-regional co-ordination, liaising with other GOs and the Devolved Administrations (DAs) to support the response effort during cross-border emergencies.

Context & Constraints:
In involving the community and local responders 3 areas have given rise to issues over and above the response expected from them.
Vulnerable people may be less able to help themselves in an emergency than self-reliant people. Those who are vulnerable will vary depending on the nature of the emergency, those with mobility difficulties (e.g. those with physical disabilities or pregnant women); those with mental health difficulties; and others who are dependent, such as children.
Victims of an emergency - which includes not only those directly affected but also those who, as family and friends, suffer bereavement or the anxiety of not knowing what has happened.
Responder personnel should also be considered. Plans sometimes place unrealistic expectations on management and personnel. Organisations should ensure their plans give due consideration to the welfare of their own personnel. For instance, the emergency services have health and safety procedures which determine shift patterns and check for levels of stress.

Core indicator 4

A national multi sectoral platform for disaster risk reduction is functioning.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
The Civil Contingencies Secretariat in the Cabinet Office acts as the UK National Platform is The Civil Contingencies Secretariat (CCS) sits within the Cabinet Office at the heart of central government. They work in partnership with government departments, the devolved administrations and key stakeholders to enhance the UK's ability to prepare for, respond to and recover from emergencies.
They aim to tell those involved in delivering and building resilience across the UK what they are trying to do, where theyare trying to get to, how they will get there and how they will know that they have succeeded - in short, to build consistency and coherence across the UK. Some key means are already in place, especially via the Capabilities Programme and its outputs and the Civil Contingencies Act. CCS will be focusing on the development of a 'National Resilience Strategy' and reviewing their national exercise programme. CCS works with a wide range of organisations in order to build a coherent UK civil protection framework. These organisations are engaged in the policy making process, and represent a range of interests at all levels.

They work closely with a range of other government departments. Departments take lead responsibility for planning in relation to their own functions and responsibilities, with the Cabinet Office providing co-ordination. Each of those departments has additional information on its website about its civil protection activities.

Linked closely to government departments, CCS also work with key government agencies and the devolved administrations.
They have links with organisations which represent practitioners. They work with representatives from the public, private and voluntary sectors.
CCS have strong links with the Department for International Develpoment, who only have a remit for international affairs, and also sponsor and support many NGOs working in other countries.

Context & Constraints:
It is clear that the remit of the National Platform is not well known throughout the UK. Devolved Administrations, Scotland, Wales,and N. Ireland, although represented and consulted, probably have the least input into the NP. NGOs in the UK, whilst acknowledging that they have no remit in the UK, are only represented through their contact with DFID. They feel they have much more to ofer the UKNP, but have yet to qualify what that is or how best to utilise it. The UK also include terrorist related emergencies within their risk management and this also limits both the contact and content which can be included in NP discussions.

Priority for action 2
Identify, assess and monitor disaster risks and enhance early warning

Core indicator 1
National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.

Level of Progress achieved:
5: Comprehensive achievement with sustained commitment and capacities at all levels

Description:
The UK Government has published a National Risk Register which sets out the assessment of the likelihood and potential impact of a range of different risks that may directly affect the UK.

The National Risk Register is designed to increase awareness of the kinds of risks the UK faces, and encourage individuals and organisations to think about their own preparedness. The register also includes details of what the Government and emergency services are doing to prepare for emergencies. The risks are divided into three main areas, natural events, major accidents and malicious attacks.

Community Risk Registers currently consider the likelihood and potential impact of a range of hazards occurring in specific areas of England and Wales.
They are approved and published by Local Resilience Forums (LRFs) which have been established under the Civil Contingencies Act. They include representatives from local emergency services, and public, private and voluntary organisations. In order to produce the Community Risk Registers, LRFs use a combination of their own judgement about each risk, as well as guidance provided by central government drawn from the National Risk Assessment.

Context & Constraints:
Public response to these documents has been generally quiet, although several people have written in suggesting areas that have been missed; e.g. earthquake, landslip etc. These risks do not meet the criteria necessary to make the register.

Related links:
National Risk Register http://www.cabinetoffice.gov.uk/reports/national_risk_register.aspx

Core indicator 2
Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
Sharing information is at the heart of emergency planning, underpinning all forms of cooperation. It may involve simple liaison between public and/or private bodies - keeping each other up to date on their current arrangements and future plans. It may also involve direct contacts, formal and informal, between responders seeking knowledge of hazards, risk assessments or other planning arrangements. It can and does have a direct impact on members of the community, ensuring that they are put in touch with, and contacted by, the organisations and public bodies that can help them through traumatic events.

Events over recent years have raised awareness of information and data sharing amongst a variety of stakeholders, and have prompted further thought and queries on wider issues outside the immediate emergency planning, response and recovery phases. The issues touch on a variety of types of sharing: personal data; emergency plans; commercial or sensitive data, and all for a variety of planning, response and recovery purposes.

Within government there is a presumption in favour of disclosure of information. There are statutory requirements, such as those within the Freedom of Information Act (FOIA) and the Environmental Impact Regulations (EIR), which give any person the right to ask for and be given any information which is held by a public authority. There are also good commercial reasons why organisations may wish to release information about their business. The Civil Contingencies Act (CCA) 2004 also places a statutory duty on Category 1 and 2 responders to share information with other categorised responders. The statutory guidance on the CCA 2004, Emergency Preparedness, also encourages information sharing between the wider emergency planning and response community.

While the initial presumption is that all information should be shared, there are certain controls on doing so. Some information should clearly be controlled if its release would be counter-productive or damaging in some other way. There are various types of information which may be suitable for some audiences, but not others. The information spectrum runs from limited-access information (even within organisations) through to information intended to be absorbed and understood by the public. Access can be and is limited in a range of ways including physical access, restrictive markings, circulation lists, the 'need to know' principle and targeting particular audiences. Any information that is shared can be restricted in it's use by the giving organisation.

Context & Constraints:
Increasingly, following an emergency event, it is becoming clear that the information that local emergency planners need in advance of the event is at best inconsistent and at times completely unavailable. There is regulatory uncertainty, which is open to interpretation and variations in levels of engagement (e.g.Cat 2 responders are obliged to 'co-operate and share'). There is a tension between greater transparency and control of information.

Related links:
Communicating Risk http://www.ukresilience.gov.uk/media/ukresilience/assets/communicatingrisk.pdf

Core indicator 3

Early warning systems are in place for all major hazards, with outreach to communities.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:

Early warning systems are dependent to a large extent on the nature of the risk. The UK, for example, a risk with a long early warning lead in could be drought. As such the early warnings of a drought occurring would be seen up to 2 dry winters ahead. Early warning of 'slow burn ' risks are picked up through horizon scanning to prevent the UK being caught unawares.

However for shorter term risks of disruption caused mainly by the weather around the UK several early warning systems are in place. The UK Met Office produce early warnings for the following;

Storms, Gales, Cold, Ice,Snow, Blizzards, Heatwave.

These warnings are given with up to 60% certainty, up to 5 days before the event, and on a daily basis as the weather approaches. The Environment Agency produce flood warnings for the areas affected by heavy rain. All departments and private industry and the public have access to these warnings.

Tidal flooding is also a joint venture between the Met Office and EA. The Met Office produce a model of the weather and tidal surge showing the size of the tide which will hit the coasts. The EA will then issue warnings along the coastline should that be necessary.

Warnings are also given for potential animal health diseases whilst tests are being undertaken.

Context & Constraints:

Despite a fairly comprehensive early warning system there is an absence of clear statutory responsibilities for warning the public during many types of incidents.The lack of a national culture of awareness amongst the public of how to respond to large-scale emergencies is also a concern.

The ability to warn both a static and transient population at all times of day and night needs further development.

There is clearly a need to influence the development information and communication technology so that it can be more effectively used to warn and inform members of the public

There have been improvements in public warning and information systems in some local areas where there are identified hazardous locations, and nationally to deal with flooding. reality does not meet with public expectations.

Whilst the value of the media in informing the public should not be underestimated, not everyone is listening to either TV or radio when they need to be alerted to an emergency. Often the immediate alerting phase has been passed before the media have had an opportunity to broadcast the warning information.

Depending on the location and time of the incident there could be a large percentage of the population in transit, either on public transport, in their own vehicles or on foot at the time. The ability to alert these people to the need to take shelter or evacuate is an essential component to any successful handling of the incident.

As suggested above, not everyone located within their home is likely to be listening to TV or radio. Emergencies do not just affect the residential population. Chemical sites are often located next to other industrial or commercial premises, a number being sited near to large out of town shopping complexes. Communicating with the population during the late evening, overnight and early morning periods when most people are sleeping is a difficult problem to resolve. This may be less of a problem if the solution is to keep people indoors. However, where there is a need to evacuate or a problem with water contamination requiring people to be informed either to boil or not to drink the water, there are no easy options.

Related links:
Severe Weather Warnings http://http://www.metoffice.gov.uk/weather/uk/advice/index.html

Core indicator 4

National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
The regional tier is a crucial part of England's civil protection framework, ensuring co-ordination between representatives of Category 1 and 2 responders and central government bodies.
Regional Resilience Forums (RRFs) have a key role in developing regional risk assessments which provide a judgement of the likelihood and impact of emergencies that could occur in the region. The regional risk assessments build on the local risk assessments produced by LRFs, and equally ensure consistency and co-ordination with the central guidance provided by the Government on the risks facing the UK as a whole. Risk likelihoods are assessed for a five year period so that the risk assessment will support strategic planning for the medium term, informing decisions about capability development.

The Civil Contingencies Act places a risk assessment duty on all Category 1 responders. Category 1 responders assess risk as often as is necessary to ensure that they are in a reasonable position to maintain and update their emergency plans and to perform the civil protection duties under the Act, including the duty to maintain business continuity plans.
As part of the Local Resilience Forum (LRF) process, Category 1 responders must co-operate with each other in maintaining the Community Risk Register (CRR). The CRR provides an agreed position on the risks affecting a local area and on the planning and resourcing priorities required to prepare for those risks.
It is recognised that requiring each Category 1 responder to perform the risk assessment duty in isolation would lead to a wasteful duplication of resources. It is more efficient, and effective, for individual Category 1 responders to fulfil their risk assessment duties by participating in a collaborative exercise that results in a single, collective risk assessment.
Category 1 responders also have a statutory duty to publish their risk assessments, to the extent necessary to reduce the impact of an emergency on the community.

Context & Constraints:
At times of overwhelming emergency response mutual aid plans are in place to ensure those in need can receive assistance from neighbouring or other regions. On occasions where the event is on an almost national level, military aid is available, but only as a last resort. Consequently some aspects of response and recovery are difficult and seen as much less important i.e. counting the number of properties and businesses flooded or the numbers of people displaced. Equally the costs of using others and their resources can be inhibitive.

Related links:
Community Risk Registers http://www.preparingforemergencies.gov.uk/crr/index.shtm

Priority for action 3
Use knowledge, innovation and education to build a culture of safety and resilience at all levels

Core indicator 1

Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems etc)

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
Under the Civil Contingencies Act local responders have a duty to share information. This information will take
many forms, for instance describing capabilities, resources, processes, contact details for key personnel. In sharing information the Act states that the initial presumption should be that all information should be shared, although these are some exceptions to this. It is important that these are set out clearly as uncertainty about roles, rights and responsibilities in this regard
has been found to be corrosive of attempts to foster information sharing for co-operative
working. Organisations and government departments aim to make the public aware of the risks of emergencies and how the organisation is prepared to deal with them if they occur. Organisations have considered whether publication will assist in dealing with an emergency, particularly by creating a more-informed public. It has made sense for organisations to group together in publishing information. It may not be necessary to publish whole risk assessments or plans. There may be sensitive information which needs to be edited out. And organisations should aim to help the public be alert but not alarmed - excessive information may alarm the public unnecessarily.
The simplest and most cost-effective way of publishing information is on the web. But paper copies should also be available where people do not have access to the web (for instance, in public libraries). Particular care is taken to reach vulnerable people or those who may not understand the message (such as the elderly or children in schools). A good example of this is the UK Met Office who offer relevant information to emergency responders through a web portal, and to the public through a wide range of media outlets.

Context & Constraints:
The sharing of information is a resource intensive and sometimes hindering aspect for emergency responders who wish to ensure a full and targeted response during an emergency or at times of recovery. The UK government is developing an extranet facility for all emergency responders. This will enable the sharing of relevant information before, during and after an emergency. The extranet will also have a simple mapping system and other useful tools to enable the fast transfer of information around the responder community. It will enable calls for mutual aid to be made as well as greater opportunity to share resources.

Related links:
Working together in a crisis. http://www.ukresilience.gov.uk/media/ukresilience/assets/working.pdf

Core indicator 2

School curricula , education material and relevant trainings include disaster risk reduction and recovery concepts and practices.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
A schools pilot project, designed to teach children the importanceof being prepared for emergencies, was developed by Essex County Council's emergency planning unit. One pilot of this project involved working with a primary school and teaching the children about the dangers of flooding through a week of fun activities spread
across the whole curriculum. The second pilot was conducted in a secondary school and involved a day

of learning about the role of different agencies in emergencies and ways of preparing. These pilots were well received and crucially, when tested a year after the
events, the children had retained much of the information.
Essex County Council has also been leading a European project to produce a calendar to create discussion with children about how to cope with, and be a good citizen
in, a range of emergency situations, including flooding. The 'What If? Calendar' is a video, called GO IN, STAY IN, TUNE IN, produced for the NSCWIP Public Education Group, has been specifically designed for seven to eleven year-old children who are recognised by educational psychologists as being most impressionable for developing safety lessons for life and who can also take their learning to their homes. Copies of the DVD were sent to local authority emergency planning managers who were asked to promote its use in local schools. The Chemical Industries Association purchased a significant number of copies to assist its member companies in discussions with their local communities.
Prior to its launch, the video had been seen by more than 5000 children who had taken part in two Crucial Crewprogrammes. 'Crucial Crew' programmes is the most widely used name for LASER programmes that allow small groups of nine to eleven year-olds to Learn About Safety by Experiencing Risk. Over 200 LASER programmes led by local authority, emergency service and utility teams operate annually in the UK.

Context & Constraints:
Disaster risk reduction has limited coverage in school curricula and is currently confined mainly to primary and junior curricula. Development work is ongoing to expand this work to a wider audience.

Related links:
Interactive school games http://www.crucial-crew.org/

Core indicator 3

Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strenghtened.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
The Civil Contingencies Secretariat has developed, in partnership with stakeholders, a Business Continuity Management Toolkit to help the commercial and voluntary sector implement BCM.
Business continuity management (BCM) is a process that helps manage risks to the smooth running of an organisation or delivery of a service, ensuring continuity of critical functions in the event of a disruption, and effective recovery afterwards.The Government aims to ensure all organisations have a clear understanding of Business Continuity Management (BCM).
Good BCM helps organisations identify their key products and services and the threats to these. Planning and exercising minimises the impact of potential disruption. It also aids in the prompt resumption of service helping to protect market share, reputation and brand. In order to be successful, BCM must be regarded as an integral part of an organisation's normal ongoing management processes. To achieve this top-level buy-in is vital as it disseminates the importance of BCM throughout the organisation. Engaging senior staff is crucial to the success of any major programme because of the influence they have over resource allocation and the culture of an organisation. Before plans can be written an understanding of the organisations BCM needs is required. There are several tools used to inform this process. It is important to first identify the key products and services that the organisation delivers. A Business Impact Analysis (BIA) identifies these crtitical activities and resources supporting

the key products and services and helps identify the impact of a failure of these. Another useful tool is a risk assessment, which helps identify the potential threats to the organisation, and their likelihood. The Civil Contingencies Act requires the publication of all or part of a risk assesment for the local area (undertaken by local category 1 responders).

Good BCM requires both incident management plans and business continuity plans. Plans cannot be considered reliable until they are exercised and have proved to be workable. Exercising includes: validating plans; rehearsing key staff; and testing systems which are relied upon to deliver resilience (e.g. uninterrupted power supply).

There is a need to train those responsible for implementing BCM, those responsible for acting in the event of disruption and those who will be impacted by the plans. The Emergency Planning College which is part of the Civil Contingencies Secretariat, runs courses on risk assessment and business continuity management.

Context & Constraints:

A range of tools for multi-risk assessment exist in the UK, although there is no overall body who looks at all the resources available nor undertakes any quality control over them. Private industry such as the Insurance industry also have such tools, but all tend to work in isolation of each other.

Core indicator 4

Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:

The response to, and recovery from, most major emergencies will generally be more effective if citizens and communities act in support of the 'blue light' services

Not all Communities are ready to help each other but there are enough to make this a concept worth pursuing. The UK follows four basic principles;

- Community resilience must go with the grain of existing citizen engagement initiatives
- Community resilience should be done by people (with support from practitioners), not to people
- The 'communities' involved are small - the strength of the concept e.g. a Village or a Ward
- Activity should be targeted on the risks people perceive as being most likely to affect them, their family & their friends.

The best tasks for community action are the obvious ones:
Immediate action
Resources - shelter; generators; chainsaws; 4 x 4s
Helping others, especially the vulnerable
Central Government should enable & no more, providing:
- Information and Resources

Context & Constraints:

The UK has developed a range of early warning systems to inform the public of imminent danger. These can only be effective if the public change their behaviour as a result of that information. The Met Office undertakes regular research to monitor how its early warnings are received. 87% of the public were aware of it, 90% thought they were a good thing, but only 8% of the public changed their behaviour as a result of this information. CCS has commissioned research to look at how people respond in such situations, and especially in their own communities.

Priority for action 4
Reduce the underlying risk factors

Core indicator 1

Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
The UK has introduced the Climate Change Act through Parliament and this enhances the UK's ability to adapt to the impact of climate change. The overarching challenge is to enable everyone to live within our environmental means. This is most clearly exemplified by the need to tackle climate change internationally and through domestic action to reduce greenhouse gas emissions, and to secure a healthy, resilient, productive and diverse natural environment.
This will inevitably bring a new variety of issues but the following actions have been undertaken;
-Setting out a long-term vision for water policy and management; by 2030 we will have embedded continuous adaptation to climate change throughout the water sector. water companies will be required to prepare and maintain drought plans
- £5 million will be spent on the development of Surface Water Management Plans in the highest priority areas
- Farming Futures, which gives practical advice to farmers on how and why they need to adapt to climate change, and reduce their greenhouse gas emissions
The Rural Climate Change Forum has been set up, which brings together the key organisations with an interest in the rural sector and works to raise awareness of climate change, to coordinate work on climate change, and to advise on rural climate change policies and research priorities.
The UK's Marine Climate Change Impacts Partnership has been developed, facilitating the uptake of tools and strategies to assist developing and assessing adaptation strategies around the coastline.
Conserving biodiversity in a changing climate
is included as an overarching theme of Environmental Stewardship. The agri-environment scheme in England has commitments to support the adaptation of the natural environment to climate change
An independent Foresight study on land-use futures is to be developed, including an analysis of how climate change will present challenges and opportunities for the way in which we use land over the next 50 years and beyond.

Context & Constraints:
Much of the perceived advantage of these plans will be achieved over a period of time, and are not seen as an immediate quick fix. Such measures do not currently take account of what already exists, for example, towns built below sea level or on flood plains, and much work has to be done on adaptation for such properties. There also remains a resources implication and a need to determine how much responsibility lies with the owner and that which lies elsewhere.

Related links:
UK Climate Change Bill http://www.defra.gov.uk/environment/climatechange/index.htm

Core indicator 2

Social development policies and plans are being implemented to reduce the vulnerability of populations

most at risk.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
DWP's role is to promote opportunity and independence for all. Its priorities include working to end poverty in all its forms, helping individuals to achieve their potential through employment, and building a fair and inclusive society.

DWP provides services for children, people of working age, current and future pensioners, disabled people and their carers, and disadvantaged and vulnerable members of society.

Climate change will have an impact on how DWP delivers its objectives as it aims to ensure that such groups are not disproportionately affected by the changing climate.

Hotter drier summers, milder wetter winters, and more frequent extreme weather events such as flooding and heatwaves could mean:

increased likelihood and frequency of damage to homes, buildings and places of work

changes in working behaviour and to employment patterns and opportunities (eg increased seasonal trade)

in the longer term, reduced demand for cold weather payments and winter fuel allowance, and possible need for additional support to help people cope with hotter conditions and water issues.

To mitigate these risks DWP have;

commissioned the Meteorological Office to review the impacts of climate change on our policies and operations. The research considered the effect on the most vulnerable in our society, including pensioners and those on low incomes as well as the potential impact on the way we do business and the need for future policy changes.

As a result DWP will assess existing customers' immediate needs and how climate change will affect them. For example, DWP will examine how previous extreme weather events have influenced the need for crisis loans.

work with the Department of Health and others to assess the needs of the most vulnerable groups in our society, starting with the needs of future pensioners and what services they are likely to require

ensure that all DWP Contingency and Resilience Plans build in an assessment of short and long term risks associated with climate change to minimise the impacts on DWP operations that may be caused directly or indirectly by climate change, for example ensuring services such as Jobcentre Plus can continue to reach their customers.

Context & Constraints:
As with the other examples given this work is just commencing and is a work in progress rather than the finished article. Research is still being carried out to form the evidence base and then the necessary adaptations can be made.

Core indicator 3

Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
HM Treasury (HMT) is responsible for formulating and implementing the Government's financial and

economic policy. Its aim is to raise the rate of sustainable growth, and achieve rising prosperity and a better quality of life with economic and employment opportunities for all.

Hotter drier summers, milder wetter winters, and more frequent extreme weather events such as flooding and heat waves,, could mean:

- disruption to the economy generally, and to critical infrastructure, hampering the delivery of public services and the productivity of the economy

- financial and economic impacts if investment decisions (in both the public and private sector) fail to take account of changes in climate

To mitigate this the Treasury sponsored jointly with Defra a cross-Government working group examining whether additional guidance is required to enable climate change adaptation to be properly built in to future spending proposals.

There are working with Departments to plan cost-effective, value for money policies and investment proposals relating to adaptation and ensure that the public sector manages financial and economic risks associated with climate change;

- recognise the challenges posed by likely increases in flooding incidents, whilst ensuring that investment in flood defences is affordable, based on sound cost/benefit analysis and consistent with other spending plans;

- work in partnership with the insurance industry to ensure commercial insurance from flood risk is widely available and to lower the costs of damage to houses at an increased risk of flooding;

- avoid unnecessary additional regulatory burden on public and private sectors in meeting the challenge of adapting the economy to the impacts of climate change through the promotion of better regulation approaches;

- work with the Office of Government Commerce to ensure that public sector procurement guidance helps organisations to understand how climate change may affect them and what actions they can take to reduce risks and maximise value for money.

Context & Constraints:
At this particular time of economic turmoil, and in any future events, it is inevitable that there will be vulnerability of economic activities. Nevertheless, following the Stern report, it is clear that the cost of not adapting to climate change will be far greater than allowing financial based decisions which take it into account.

Core indicator 4

Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
The UK introduced a set of measures to reduce carbon emissions from new homes in December 2006. A new timetable and strategy to make all new homes zero carbon by 2016 was set out - which means that there will be no net carbon emissions from all energy use in the new home over the year.
The measures in the strategy include:

- gradually tightening up building regulations up to 2016 to increase the energy efficiency of new homes and eventually make them zero carbon

- a Code for Sustainable Homes to give homeowners more information about how green their property is

- a draft Planning Policy Statement on climate change.

A new Local Government White Paper gives councils new opportunities to drive local action on offsetting the impact of climate change and adapting.

The UK's commitment to protecting and enhancing the environment is demonstrated in other areas. For example:
- identifying measures to conserve water, especially in areas where there is high demand for housing. There are consultations on new minimum standards to make new buildings more water-efficient
- looking at ways of improving the energy and water efficiency of existing homes
- making sure that developments include important green spaces which are vital to people's health and wellbeing

Knowing that buildings contribute almost half of the UK's carbon emissions, the long-term goal is to reduce carbon emissions by 60 per cent by 2050, and to achieve this it is intended to make new housing much more sustainable.
The UK Building Code attempts to minimise the environmental damage from the construction process and offers an opportunity to revolutionise the design of new homes so that the housing market encourages
people to live more sustainable lifestyles.

Context & Constraints:
New building codes on new houses and on repairs to old ones will gradually come into effect over a number of years. This will not affect those houses already in existence on flood plains or in high risk areas. Some insurance companies are working with their customers to initiate somre resilience and adaptation to older properties, but there is some way to go in this respect.

Related links:
Planning and buildings
http://http://www.communities.gov.uk/documents/planningandbuilding/pdf/803784.pdf

Core indicator 5

Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
Recovery is a complex and long running process that will involve many more agencies and participants than the response phase. It will certainly be more costly in terms of resources and it will undoubtedly be subject to close scrutiny from the community, the media and politicians alike.
Responders in the UK have indicated that having access to a generic Recovery Plan template would be of assistance as they take forward their recovery planning. In light of that, a Recovery Plan Guidance Template has been drawn up using examples from many existing local authority recovery plans and the experience of those affected by events such as severe flooding and other major emergencies both in the UK and abroad.

The Recovery Plan Guidance Template provides generic guidance to assist in the recovery phase of emergencies. Depending on the scale or nature of the emergency, some parts may not be relevant and a flexible approach both to the emergency and recovery is needed. It is also important to bear in mind

that, if the event is regional or sub-regional in scope, this plan must, by necessity, be a part of the wider recovery process. Reference is made to the contents of the Community Risk Register when producing the plan to ensure it reflects the hazards and threats in the local area.

The Template has been developed to enable it to be adapted for use at different levels, eg. on a regional, Local Resilience Forum (LRF) or local authority geographic footprint. Users can extract whatever content they feel is appropriate to their particular needs. For example, users may wish to develop a Local Authority-based Generic Recovery Plan, and/or an LRF-based Generic Recovery Plan, or incorporate a Recovery chapter in an LRF-based Generic Major Incident Plan.

Context & Constraints:
These plans are a result of lessons learned from several disasters and exercises. They are part of a work in progress. Such measures are tested regularly and revised in the light of issues which arise.

Related links:
Recovery Plan Guidance Template
http://www.ukresilience.gov.uk/media/ukresilience/assets/recovery_documents/recovery_plan_guidance_template.doc

Core indicator 6

Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
Hotter drier summers, milder wetter winters, and more frequent extreme weather events such as flooding and heatwaves, could lead to:
1. pressures on local government from extreme events - flooding, drought, heatwaves and storm damage - and their need to plan for service continuity and an effective emergency response;
2. pressures on individuals and communities - the financial and personal pressures that flooding brings, the long term challenges of communities facing erosion from the sea;
3. pressures on the buildings people live and work in - where there are risks of overheating in summer, of flooding, of subsidence or storm damage, and the need for more efficient use of water.
To begin to address this the UK has published Planning and Climate Change, which sets out clear expectations on how adaptation should be integrated into planning. The UK has also published Development and Flood Risk , which sets out policy on development and flood risk. The UK has also proposed a number of eco-towns, which will need to be resilient to the climate of the future and the economic and social circumstances that future climate conditions will bring.
The UK has also invested over £200m in improving Fire and Rescue Services resilience through the New Dimension programme, which covers a high volume pumping (HVP) capability, mass decontamination, and urban search and rescue (USAR).
Cross government work has been started to support local authorities as they mainstream climate risk into their strategies and services and help their communities adapt to climate change.
As the reviews of the building regulations take place, the UK will be considering the standards that need to be applied to meet current and future climate challenges including those of flooding, temperature, wind, rain and ground conditions.

Context & Constraints:
Following the flooding of 2007 it became clear that much infrastructure and a good deal of critical infrastucture in the UK was at great risk. A review of that infrastructure is under way to identfy it and then to protect it. As shown above future building and infrastructure is to be more strictly controlled, but again this is over a longer time frame.

Priority for action 5
Strengthen disaster preparedness for effective response at all levels

Core indicator 1

Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.

Level of Progress achieved:
5: Comprehensive achievement with sustained commitment and capacities at all levels

Description:
An emergency (or disruptive challenge) as defined in the Civil Contingencies Act is a situation or series of events that threatens or causes serious damage to human welfare, the environment or security in the United Kingdom. Local responders will almost always be first on the scene and carry the main burden. The amount and level of regional or national support to the area affected may vary. Most incidents can be managed by local responders, in some cases supported by a lead department in Whitehall or a devolved administration. But for the most severe emergencies a co-ordinated combined government response will be essential.The three broad levels of emergency requiring significant central government engagement are:
 - a catastrophic emergency (Level 3) is one which has a high and potentially widespread impact and requires immediate central government direction and support such as a 9/11 scale terrorist attack in the UK, or a Chernobyl scale industrial accident. The response would be led from COBR, often with the Prime Minister in the chair and harnessing all possible resources.
 - a serious emergency (Level 2) is one which has, or threatens, a wide and prolonged impact requiring sustained central government co-ordination and support from many departments and agencies, including the regional tier in England and ,where appropriate, the devolved administrations. Such challenges would include a major terrorist attack or serious outbreak of animal disease.
 - a significant emergency (Level 1) has a narrower focus requiring central government support primarily from a lead government department or devolved administration in addition to the work of the emergency services, local authorities and other organisations as part of their normal day-to-day activities. Examples of emergencies on this scale could include prison riots, severe weather, or a terrorist incident with limited consequences.
In addition there are local emergencies (or major incidents) which are routinely handled by the emergency services with local government (such as road crashes, localised flooding, or industrial accidents). The police will normally take the lead in co-ordinating the local response to an emergency where a crime has been committed or there is a threat to public safety.

Context & Constraints:
Despite a fairly comprehensive response system those emergencies that do occur always test the system and the UK is moving from a system which attempts to identify all risks to one which is a bit more generic.

Related links:
Emergency response and recovery http://www.ukresilience.gov.uk/response.aspx

Core indicator 2

Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

Level of Progress achieved:
5: Comprehensive achievement with sustained commitment and capacities at all levels

Description:
The Government aims to ensure all organisations have effective, well-practiced emergency plans in place.
Emergency planning should aim where possible to prevent emergencies occurring, and when they do occur, good planning should reduce, control or mitigate the effects of the emergency. It is a systematic and ongoing process which should evolve as lessons are learnt and circumstances change.
Emergency planning is part of a cycle of activities beginning with establishing a risk profile to help determine what should be the priorities for developing plans and ending with review and revision, which then re-starts the whole cycle.
Plans focus on at least three key groupings of people - the vulnerable, victims (including survivors, family and friends) and responder personnel.
The main bulk of planning in the UK considers how to minimise the effects of an emergency, starting with the impact of the event (e.g. alerting procedures) and looking at remedial actions that can be taken to reduce effects.
The maintenance of plans involves more than just their preparation. Once a plan has been prepared, it must be maintained systematically to ensure it remains up-to-date and fit for purpose at any time if an emergency occurs.
It may be that multiple organisations can develop a joint emergency plan where the partners agree that, for a successful combined response, they need a formal set of procedures governing them all. For example, in the event that evacuation is required, the police would need carefully pre-planned co-operation from various other organisations such as fire and ambulance services and the local authority, as well as involvement of others such as transport organisations.
It may be important for an organisation to have more than one emergency plan. It is often the case that organisations have generic plans and specific plans.
Generic plans are the core plan which enables the organisation to respond to, and recover from a wide range of possible emergencies. They should hence include procedures which would be used in all instances for e.g. ensuring the welfare of staff and the provision of sufficient resources for responding to the emergency.

Context & Constraints:
A wide range of different exercises can take place in any year from important tier 1 Government Department exercises, down to local tabletop exercises. All involve considerable input from the players and time and resources to follow up lessons learnt.There is an inevitable drain on resources for those engaged and engendering the necessary reality of such events is always difficult.

Related links:
Pandemic Flu plans http://www.ukresilience.gov.uk/pandemicflu/plans.aspx
Exercises http://www.ukresilience.gov.uk/preparedness/exercises.aspx

Core indicator 3

Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

Level of Progress achieved:
5: Comprehensive achievement with sustained commitment and capacities at all levels

Description:
The Government operates a scheme of emergency financial assistance (Bellwin) to assist local authorities in covering costs they incur as a result of work in coping with emergencies such as floods. A 'Bellwin' scheme may be activated in any case where an emergency involving destruction of, or danger to, life or property occurs and, as a result, one or more local authorities incur expenditure on, or in connection with, the taking of immediate action to safeguard life or property, or to prevent suffering or severe inconvenience, in their area or among its inhabitants.

Bellwin is not, however, applicable for the recovery phase of an incident, since the grant is limited to contributing to immediate costs incurred on, or in connection with, safeguarding life or property or preventing inconvenience following an incident.
During the recovery phase of an emergency, local authorities will often incur expenditure. This may be costs arising from clean-up, provision of security to damaged properties, repairs to infrastructure, provision of humanitarian assistance, or from many other sources.
Some of these costs will be covered by insurance policies or local funding streams, however some will not. In these instances, local authorities will often look to Central Government Departments for support in meeting the additional costs incurred.

Context & Constraints:
The UK has also used funding reserves available through the EU for such disasters, and this has necessitated a lot of useful data gathering. Issues remain around private insurance which the public can purchase and those who cannot afford to take this up.

Core indicator 4

Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews

Level of Progress achieved:
5: Comprehensive achievement with sustained commitment and capacities at all levels

Description:
Good public communication is vital to the successful handling of any emergency and is incorporated in all contingency planning. The key communications objectives in emergency response - to deliver accurate, clear and timely information and advice to the public so they feel confident, safe and well informed.
The Civil Contingencies Act includes two specific duties for Category 1 responders in relation to communicating with the public. Firstly, there is a duty to inform the public about civil protection matters so that the public are better prepared to deal with emergencies if they occur. Secondly, there is a duty to maintain arrangements to warn the public and provide appropriate advice if an emergency occurs.
The Cabinet Office Communications Group may activate the News Co-ordination Centre (NCC). The NCC supports the Lead Government Department (LGD) in their communications management of the overall incident. The UK Resilience website forms part of the NCC operation and carries information for local responders, while the Preparing for Emergencies website has information for the general public.

The accurate identification of lessons from any exercise or real operation is critical to maintaining the

overall resilience of the UK at local, regional and national level. However, the collection of lessons is only useful if there is a clear process for acting upon the lessons and resolving any issues in a reasonable timeframe. Central to this is having a dedicated individual with overall responsibility for addressing the issue and ensuring measures are taken that alleviate the problem for any future operational requirements.

It is also pertinent to draw a distinction between lessons learned and lessons identified. While a somewhat semantic point it is a useful distinction to be made in understanding the framework that is outlined below. CCS has defined 'lessons identified' as being those initial lessons drawn out of any exercise or operation. Only once action has been taken to alleviate the problem, for example, updating plans and procedures, can a lesson be considered 'learnt'.

Context & Constraints:

As a result of the need for better communication amongst responders and emergency services and central government, one of the solutions which the government hopes to put in place is an extranet for emergency responders. This will enable all responders to exchange documents, maps, meeting information on a secure network

Drivers of Progress

a) Multi-hazard integrated approach to disaster risk reduction and development

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?:

Yes

If yes, are these being applied to development planning/ informing policy?:

Yes

Description (Please provide evidence of where, how and who):

The Government aims to ensure all organisations have clear and effective risk assessment processes in place. Work takes place at all levels to assess and mitigate the risk from emergencies facing the country as a whole.

The Government has published a National Risk Register which sets out our assessment of the likelihood and potential impact of a range of different risks that may directly affect the UK.

The National Risk Register is designed to increase awareness of the kinds of risks the UK faces, and encourage individuals and organisations to think about their own preparedness. The register also includes details of what the Government and emergency services are doing to prepare for emergencies. Effective identification and assessment of the risks which could potentially seriously obstruct an organisation in the performance of its functions should underpin all other emergency planning and business continuity management processes.

Related links:
National Risk Register
http://www.cabinetoffice.gov.uk/~/media/assets/www.cabinetoffice.gov.uk/publications/reports/national_risk_register/national_risk_register%20pdf.ashx

b) Gender perspectives on risk reduction and recovery adopted and institutionalized

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

Not a major issue in the UK as equality law in the UK is designed to ensure that discrimination does not exist for age, gender, disability etc.

Internationally, DFID believes that education is a right, not a privilege. Investing in basic education for girls and women has a positive impact on the wider society by boosting family incomes, reducing fertility rates and contributing to better health and nutrition. Having more girls in school leads to greater economic growth and less poverty.

Countries like Bangladesh are pointing the way forward, with the Bangladeshi Government now openly recognising the importance of achieving equality for women for the country's overall development. DFID's country plan makes gender equality a priority in all of their work in Bangladesh.

Related links:
Women and girls first http://http://www.dfid.gov.uk/pubs/files/bangladeshcap03.pdf

c) Capacities for risk reduction and recovery identified and strengthened

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

Response encompasses the actions taken to deal with the immediate effects of an emergency. In many scenarios, it is likely to be relatively short and to last for a matter of hours or days - rapid implementation of arrangements for collaboration, co-ordination and communication are, therefore, vital. Response encompasses the effort to deal not only with the direct effects of the emergency itself (eg. fighting fires, rescuing individuals) but also the indirect effects (eg. disruption, media interest). (Emergency Response and Recovery)

Recovery is the process of rebuilding, restoring and rehabilitating the community following an emergency. The UK National Recovery Guidance has been produced by the National Recovery Working Group over a period of nine months. The guidance aims to provide a single point of reference to local responders dealing with the recovery phase of an emergency. During the period in which the National Recovery Guidance has been produced, there have been a number of emergencies that have involved extensive recovery operations and deepened the understanding of the topic. In particular, there will be lessons identified from the summer 2007 flooding.

The guidance consists of:

a series of Topic Sheets grouped under the following headings:

Generic Issues (including Recovery Plan Guidance Template)

Humanitarian Aspects

Economic Issues

Infrastructure Issues

Environmental Issues

At the end of any emergency, or any emergency exercise, a lessons learned exercise is always carried out to review how capacities for risk reduction or response could be improved and these furnish changes to any exisring guidance.

Related links:
National Rcevery Guidance http://www.ukresilience.gov.uk/response/recovery_guidance.aspx

d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

The Civil Contingencies Secretariat was established in July 2001. Since then, CCS has worked to improve the UK's preparedness for and response to emergencies.

CCS aims to ensure that the UK and its communities remain a safe and secure place to live and work, by effectively identifying and managing the risk of emergencies, and maintaining world-class capabilities to respond to and recover from emergencies.

As well as ensuring that we ourselves are ready, it is also about tracking the preparedness of organisations at national, regional and local levels, in the public sector and outside, using the Civil Contingencies Act to develop and embed performance audit and management regimes across all responders, rooted in formal preparedness assessments. We also aim to ensure mechanisms are in place so that the UK is as well placed as it can be to respond to threats which horizon-scanning shows may be at higher risk of occurring.

e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

Within the UK the government ensures links with organisations which represent practitioners. They work with representatives from the public, private and voluntary sectors.

That will mean not just partner organisations, but contractors, and voluntary organisations who may be involved in the response. Organisations should consider their need to co-operate with a wide range of public (eg. Local Authorities, Emergency Services), commercial (eg. other businesses) and voluntary organisations (eg. charities and voluntary response organisations); for example

Private sector practitioner representatives
Business Continuity Institute
Association of British Insurers
Chartered Institute of Loss Adjusters
Confederation of British Industry
British Retail Consortium
Voluntary and community sector representatives
British Red Cross
Salvation Army
St John Ambulance
WRVS

DFID agrees Partnership Programme Agreements (PPAs) with UK civil society organisations with which it has significant working relationships and shared objectives. PPAs are strategic level agreements, which set out the overall framework for DFID's work with the organisation linked to strategic funding.

Individual DFID departments and country programmes can negotiate separate arrangements for collaboration, including financial support for specific activities within the overall PPA framework. PPAs are intended to stimulate more effective collaboration in agreed areas, while recognising the independence of each partner to pursue their own policies, priorities and approaches and to concentrate on their core competencies.

f) Contextual Drivers of Progress

Levels of Reliance:
Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):
By the turn of the century, the legislative framework for civil protection was widely regarded as out of date and unfit for purpose. CCS developed a Civil Contingencies Bill and took it through Parliament, working closely with a wide range of stakeholders inside and outside government. The Civil Contingencies Act 2004 and its associated non-legislative measures provide robust, modern framework for civil protection right across the UK.
The Civil Contingencies Act, and accompanying non-legislative measures, will deliver a single framework for civil protection in the United Kingdom capable of meeting the challenges of the twenty-first century.
The Act is separated into two substantive parts: local arrangements for civil protection (Part 1) and emergency powers (Part 2).
Part 1 of the Act and supporting Regulations and statutory guidance Emergency Preparedness establish a clear set of roles and responsibilities for those involved in emergency preparation and response at the local level. The Act divides local responders into two categories, imposing a different set of duties on each. Category 1 and 2 organisations will come together to form Local Resilience Forums (based on police areas) which will help co-ordination and co-operation between responders at the local level.

The bulk of Part 1 of the Act was brought into force in November 2005 (the duty on local authorities to provide advice and assistance to business and voluntary organisations about business continuity management commenced in May 2006).
Part 2 of The Act updated the 1920 Emergency Powers Act to reflect the developments in the intervening
years and the current and future risk profile. It allows for the making of temporary special legislation (emergency regulations) to help deal with the most serious of emergencies. The use of emergency powers is a last resort option and planning arrangements at the local level should not assume that emergency powers will be made available. Their use is subject to a robust set of safeguards - they can only be deployed in exceptional circumstances.

Related links:
Civil Contingencies Act - A short guide
http://www.ukresilience.gov.uk/media/ukresilience/assets/15mayshortguide.pdf

Additional context specific drivers of Progress # 1

Levels of Reliance:
Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Drivers of Progress:
Evaluation and testing

Description (Please provide evidence of where, how and who):

Against the master question 'Are we ready' to respond to the risks in the NRA. Evidence is drawn from lessons learned from operations and exercises, and a National Capability Survey undertaken every two years. Results in the form of Readiness Assessments identify the gaps and means of closing them.

Future outlook

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Overall Challenges:
The National Risk Register and the National Security Strategy provides the UK public with information about the kind of risks the UK could face from natural events, accidents and malicious attacks in the medium term, thereby encouraging debate on security matters.
The documents include details of what the Government and emergency services are doing to prepare for emergencies.
They provide advice on how organisations, individuals, families and communities might better prepare for major emergencies thereby helping to improve the UK's resilience

Future Outlook Statement:
Overseeing emergency planning for the Olympics 2012.
Completing plans at all levels across the UK to deal with pandemic flu, and then re-testing and exercising them thoroughly

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Overall Challenges:
The majority of the Civil Contingencies Act (CCA) duties came into force in November 2005
Since the Bill was passed in 2004 Resilience activity, standards and experience have moved on significantly It was thus decided to undertake an ongoing enhancement programme of the CCA to ensure it provides the effective and consistent framework for modern civil protection work as intended.
The review will assess whether there are aspects of the CCA where original intentions are not being met and develop solutions where these are needed;
It will consider whether the CCA needs to be modified to reflect relevant experience and changes in relevant structures which have emerged since the Civil Contingencies Bill was passed in 2004;
The review will consider how to reflect best practice in the CCA and supporting guidance to help raise the standard of UK resilience activity;
It will evaluate whether the scope of the CCA should be broadened beyond emergency preparedness to cover all aspects of integrated emergency management;
Finally it will ensure that the CCA framework is effectively aligned and integrated with relevant legislation and policy initiatives.

Future Outlook Statement:
Seven years on from its implementation, reviewing and enhancing the provisions of the Civil Contingencies Act, to put in place the lessons of the past three years and to raise the standards even

higher.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Overall Challenges:
As well as providing the public with access to the National Risk Register and the regional and local risk register, it has become clear from most of the lessons learnt following an emergency that more responsibility needed to be given too ,and taken by, the public. The response to and recovery from most major emergencies will generally be more effective if citizens and communities act in support of the 'blue light' services. Community resilience should be done by people (with support from practitioners), not to people.
Communities are ready to help each other enough to make this a concept worth pursuing. Indeed, it's already happening, but it needs to be organised and of the highest standard. It is hoped that any new developments will be integrated with current citizen engagement initiatives.

Future Outlook Statement:
Flu planning
Quality checking & testing of plans during 2008
CCA Review
Better flood management
Publish National Risk Register
Community resilience