Llywodraeth Cymru
Welsh Government

Wales Resilience Framework 2025

Working in partnership to strengthen Wales' resilience and preparedness



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Foreword by the First Minister



We live in an era of unprecedented challenge and uncertainty. As we continue to recover from one of the most devastating global pandemics in human history, nations across the world are grappling with the worsening impacts of climate change and environmental degradation. Flooding, rising sea-levels, heatwaves and wildfires are affecting many areas of the world and are becoming more prevalent. Wider geopolitical change and uncertainty is giving rise to economic challenges, a cost-of-living crisis and national security risks also.

Wales is by no means immune to these challenges. The primary responsibility of the Welsh Government is to keep the people of Wales safe. Preparing for emergencies demands a whole-society approach that draws together the capabilities of government, the public and voluntary sectors, communities and businesses.

The **Wales Resilience Framework** reaffirms the Welsh Government's commitment to reduce the risk and impact of emergencies and to work in partnership to strengthen Wales' preparedness. The Framework sets out the Welsh Government's vision, expectations and how we will continue to support responders and Local Resilience Forums.

The core principles of the Framework embody our commitment to:

- taking an evidence-led approach to understanding the risks Wales faces;
- a 'Team Wales' and a 'Once for Wales' approach to prevent risks materialising and to prepare for emergencies, that not only makes the most of partnerships across the public, private and voluntary sectors, but also empowers our communities and the public to become more resilient in themselves;
- ensuring that resilience arrangements meet Wales' needs, priorities and legislation (such as the Well-being of Future Generations Act), that they reflect the needs of our diverse communities and are in line with our long-term goals;
- recognising that a resilient Wales means a more resilient UK: our collective efforts are an integral part of the UK's overall resilience and national security arrangements; and
- continuous improvement by learning from the past, by locking in lessons learned, such as implementing recommendations from public inquiries.

The Welsh Government has already made significant strides in delivery on our commitment to drive up resilience. One of the key achievements has been the development of Wales' first bespoke civil contingencies risk register. This register is now helping to improve how we manage risks, inform government policy and help set strategic priorities for resilience work. Over the last two years, we have also strengthened Wales' resilience governance and crisis management arrangements, sharpened our approach to lessons management, and provided funding for Local Resilience Forums.

Through the Wales Resilience Framework, we are adopting a 'whole society' approach to reduce the risk and impacts of emergencies, and I encourage everyone to become familiar with our approach, and our strategic priorities.



Eluned Morgan MS
First Minister for Wales

Executive Summary

The **Wales Resilience Framework** sets out the Welsh Government's vision, shared aims and outcomes to strengthen Wales' resilience and preparedness. It provides the overarching strategy for partnership working to reduce the risk and impact of emergencies and disruptive challenges. The supporting **Delivery Plan**, published alongside this Framework, sets out the specific actions we and the emergency responder community will take to achieve our aims and outcomes.

Our vision is that resilience thinking is incorporated into all aspects of life and delivery of public services in Wales.

Our mission: Working across government and in close partnership with the responder community and the voluntary sector, implement a strategic approach to strengthen Wales' resilience and preparedness to help keep our citizens safe, and to help protect our economy, environment and infrastructure from the impacts of major emergencies and disruptive challenges.

Part One – The Context

Part One describes the legislative landscape and the role of the Welsh Government, Welsh Ministers' functions and the statutory duties of emergency responders to prepare for emergencies.

This section also presents the range of evidence used to shape the approach, objectives and core principles set out in the Framework, and to inform the strategic priorities set out in Part Three.

Part Two – Existing Resilience Arrangements

Part Two sets out an overview of existing resilience structures in Wales, and those areas we assess enhancements could be made to strengthen our systems, approach to risk management and response and recovery capabilities.
As part of the Framework, we have included improvements the Welsh Government and responder community have secured over the last few years, including lessons learnt from the past and from recommendations made through relevant public inquiries.

Part Three – Wales Resilience Framework

Part Three sets out the strategic framework including the oversight and coordination arrangements for delivering priorities and outcomes.

Underpinned by Wales' values of community, well-being, equality and social justice and partnership, the Framework confirms four key strategic objectives to enhancing resilience, each of which contain specific outcomes to strengthen Wales' preparedness and response and recovery capabilities:

1. Improved Risk Management

This objective focuses on developing and maintaining a robust evidence base to ensure we have a shared and comprehensive understanding of current and emerging civil contingencies risks. This objective emphasises the importance of using data from trusted and expert sources to help embed risk in decision-making and support better emergency planning, crisis management and response at all levels and recovery work. Actions include creation of a classified risk register for government and emergency responders, development of a public-facing risk information and adopting a dynamic approach to risk assessment.

2. Strengthened Leadership, Governance and Assurance

We recognise that effective leadership and clarity of roles and responsibilities are crucial for resilience. This objective aims to ensure strong leadership and robust oversight for all resilience work, set strategic direction and priorities, and to ensure we have in place efficient and effective systems to support Category 1 and 2 responders in discharging their statutory obligations under the Civil Contingencies Act 2004. This objective includes actions on establishing a framework for civil contingencies assurance standards, developing coherent leadership guidance, and commitments on improved transparency and reporting on the state of resilience to the Senedd.

3. Enhanced Preparedness, Enhanced Response and Recovery Capability

This objective focuses on supporting cross-government work and emergency responders, ensuring that those working in this area have the skills and training to fulfil their responsibilities and empowering communities to build their resilience. It includes actions such as reviewing the Civil Contingencies Act 2004 (Civil Contingency Planning) Regulations 2005 (2005 Regulations), development of a Community Resilience Framework, and establishing a pan-Wales preparedness and capability programme. The principal aim of this objective is to ensure the necessary plans, response and recovery capabilities are in place shaped by lessons from the past and tested through regular training and exercising.

4. Enhanced Transparency, Communication and Engagement

We recognise that effective communication is vital for every aspect of resilience: understanding risk, emergency planning, capability building, response and recovery. This objective aims to ensure all parts of society have a shared understanding and increased awareness of the risks we face and the arrangements to manage those risks. It includes actions such as refining incident response communication plans, establishing a dedicated platform for public information on civil contingencies, and introducing an annual statement to the Senedd on civil contingencies risks and resilience. Our goal is to increase public accountability on risk management and build public confidence through the actions the Welsh Government and emergency responders are taking to keep the people of Wales safe.

The Framework is accompanied by a Delivery Plan, (a high-level summary of which is provided overleaf) which sets out the phasing of priority actions and activities to help secure our strategic aims and outcomes.


TÂN
FIRE
Tân ac Achub
Fire & Rescue

High-level summary of Delivery Plan

OBJECTIVE: Improved Risk Management

Short

- Continue to produce classified six-monthly outlooks.
- Continue to produce classified monthly risk summary.
- Continue to assess risk and update the classified risk register.
- Drive prioritisation on preparedness and response and recovery capabilities from the risk evidence base.
- Continue to promote and develop consistent approaches to risk assessment at LRF level based on risk register.
- Work closely with the UK Government on current and future developments to the classified UK National Security Risk Assessment (NSRA) and its methodology.

Medium

- Continue to produce classified six monthly resilience outlooks.
- Continue to assess and update the classified risk register.
- Develop the functionality of data systems to improve vulnerable people information and assessments.
- Work closely with the UK Government on current and future developments to the UK National Security Risk Assessment (NSRA) and its methodology.

Long-term

- Continue to produce classified six monthly outlooks.
- Continue to assess and update the classified risk register.
- Work closely with the UK Government on current and future developments to the classified UK National Security Risk Assessment (NSRA) and its methodology.

OBJECTIVE: Strengthened Leadership, Governance and Assurance

Short

- Commence new pan-Wales governance arrangements including establishment of sub-groups and Task & Finish groups.
- Maintain bespoke support to each LRF through a Welsh Government Liaison (and Deputy) Liaison Officers.
- Build on our '*Once for Wales*' principle to ensure everyone is working to consistent objectives.
- Continue to promote and develop consistent approaches to business planning and annual reporting across LRFs in Wales, based on our '*Once for Wales*' principle.
- Submission of '*Annual LRF Reports*' on local resilience to the First Minister.
- Continue to work in partnership with the UK Government, Scottish Government and Northern Ireland Executive to develop and implement new approaches at a UK-level where this is appropriate.

Medium

- Promote consistent governance approaches across the four LRFs and provide clarity of roles and responsibilities of LRF chairs.
- Continue to identify opportunities to optimise efficiency and enhance assurance through applying consistent and integrated approaches to planning and preparedness, which is supported by the sharing of best practice and resources.
- Maintain bespoke support to each LRF through a Welsh Government Liaison (and Deputy) Liaison Officers.
- Continue to work in partnership with the UK Government, Scottish Government and Northern Ireland Executive to develop and implement new approaches at a UK-level where this is appropriate.
- Regularly assess progress of the delivery plan.
- Review governance structures to ensure they continually provide the necessary assurances and accountability.
- Conduct a stocktake of the delivery plan to measure implementation of the Framework priorities.

Long-term

- Maintain bespoke support to each LRF through a Welsh Government Liaison (and Deputy) Liaison Officers.
- Produce updated Delivery Plan.

OBJECTIVE: Enhanced Preparedness, Enhanced Response and Recovery Capability

Short

- Scope options to enhance and sustain funding provision to support multi-agency coordination/LRF work.
- Establish a consistent debrief framework for Wales, which is aligned to the pan-Wales lessons identified register.
- Review and develop the *Pan-Wales Response Plan*.
- Facilitate the sharing of best practice on crisis management processes between category 1 and 2 responders and LRF partners.
- All partners to review and enhance training for organisational representatives on Strategic Coordinating Groups (SCG) (Wales Gold) and on Tactical Coordinating Groups (TCG) (Wales Silver), including training for SCG chairs.
- Scope and review existing statutory and non-statutory guidance requirement.
- Work with LRF partners and the third sector to develop appropriate recovery guidance, which is subject to regular review.

Medium

- Review Civil Contingencies Act 2004 (Civil Contingency Planning) Regulations 2005 in relation to Wales and where appropriate introduce new Welsh specific Regulations.
- Develop appropriate guidance, to ensure it is fit-for-purpose and provides the necessary support and guidance required for the civil contingencies community to effectively deliver their functions.
- Through partnership working enhance approach to community resilience in Wales through the development of a Community Resilience Framework.
- Develop a new pan-Wales lessons identified register which provides clear auditable evidence across all four LRFs to show how lessons have been learned and how and where they have been applied.
- Promote suitable arrangements for regular independent auditing of the effectiveness, frequency and quality of training and exercising.
- Participate in sharing best practice, guidance and learning through key organisations such as the UK Resilience Academy.
- Work collectively to review existing crisis management structures to ensure they are and continue to work effectively.
- Work collectively to review existing recovery structures to ensure they are and continue to work effectively.

Long-term

- Develop a civil contingencies learning and development prospectus for Wales.
- Through collaborative working undertake an analysis of community resilience to assess any issues and determine short-, medium-, and long-term priorities.
- Through partnership working enhance approaches to community resilience in Wales through the development of a Community Resilience Framework.

OBJECTIVE: Enhanced Transparency, Communication and Engagement

Short

- Introduce an annual statement to the Senedd on civil contingencies risks and resilience.
- Publish public facing information on civil contingencies risks.
- Enable consistent approaches to the review and updating of Community Risk Registers.
- Continue to engage with the UK Government on the continuous improvements around the use of the Emergency Alerts protocol in Wales.

Medium

- Lay a State of Resilience Report in the Senedd every 4 years.
- Strengthen requirements around the production of Community Risk Registers to ensure they capture community demographics and tailor communication on risks to local populations.
- Work collaboratively with responder partners to develop an all-Wales incident response communications plan.
- Explore options to meet the following communications objectives: to inform people in Wales of the risks we face; to encourage people to take action and practice behaviours needed to prepare themselves and their communities; and to build public understanding of the actions the Welsh Government is taking to prepare for emergencies.

Long-term

- Explore different options for a vehicle for an annual survey of public perceptions of risk, resilience and preparedness for Wales.

Part one: The context



Purpose of the Wales Resilience Framework

1.1 The purpose of this document is to set out the vision, core principles, strategic approach, priorities and outcomes for enhancing Wales' resilience. It sets out the arrangements for effective risk management and emergency preparedness, capability building, response to and recovery from emergencies and disruptive challenge. The Framework aligns with the requirements of the Civil Contingencies Act 2004 and has been produced in consultation with emergency responders in Wales. It draws on good practice and lessons learned from recent emergencies and the findings of public inquiries.

Strategic Context

1.2 We live in a complex and interdependent society, with unprecedented and evolving challenges which have the potential to threaten our way of life and wellbeing. The pandemic, EU exit, and the effects of extreme weather and flooding in recent years have all demonstrated the need for effective risk management, emergency planning, and the value of robust emergency response arrangements. Deepening geopolitical tensions and economic uncertainty, terrorism and cyber security threats, evolving public, animal and plant health risks, coupled with the impacts of environmental degradation and climate change, reinforce that need.

1.3 Resilience is the ability to anticipate and resist disruptive events, minimise adverse impacts, respond effectively, maintain or recover functionality, and adapt in a way which allows for learning to enhance capabilities to respond to a range of potential future conditions. It is key to helping address both known and uncertain risks.

1.4 Our emergency planning and response structures have, time and again, delivered to protect the people of Wales. However, given the range of concurrent and overlapping incidents we have dealt with in recent years, we must recognise that Wales' resilience is being tested constantly. Maintaining our resilience and preparedness is becoming more challenging and complex in these uncertain times, and it is imperative that the structures we have in place to support our ability to respond are fit for purpose. The Welsh Government and responder community work together to assess the potential impacts of evolving risks, including pressures across the public sector and beyond. Our resilience arrangements must reflect this changing landscape, so we are prepared to face new challenges.

Structure of the Wales Resilience Framework

1.5 The Wales Resilience Framework is divided into three parts:

- **Part 1 – the strategic context**
- **Part 2 – the existing resilience arrangements,** and
- **Part 3 – the strategic direction and priorities.**

1.6 The Framework is supported by a Delivery Plan, which has been developed in conjunction with the emergency responder community to set out the priority actions we and partners will take to deliver these strategic priorities.

1.7 In Part 1, we outline the civil contingencies legislative landscape and the associated functions of the Welsh Ministers. This section also presents the range of evidence used to shape the approach, objectives and core principles set out in the Framework, and to inform the strategic priorities set out in Part 3. This includes recommendations made in recent public inquiries and the findings of reviews commissioned by the UK and Welsh governments.

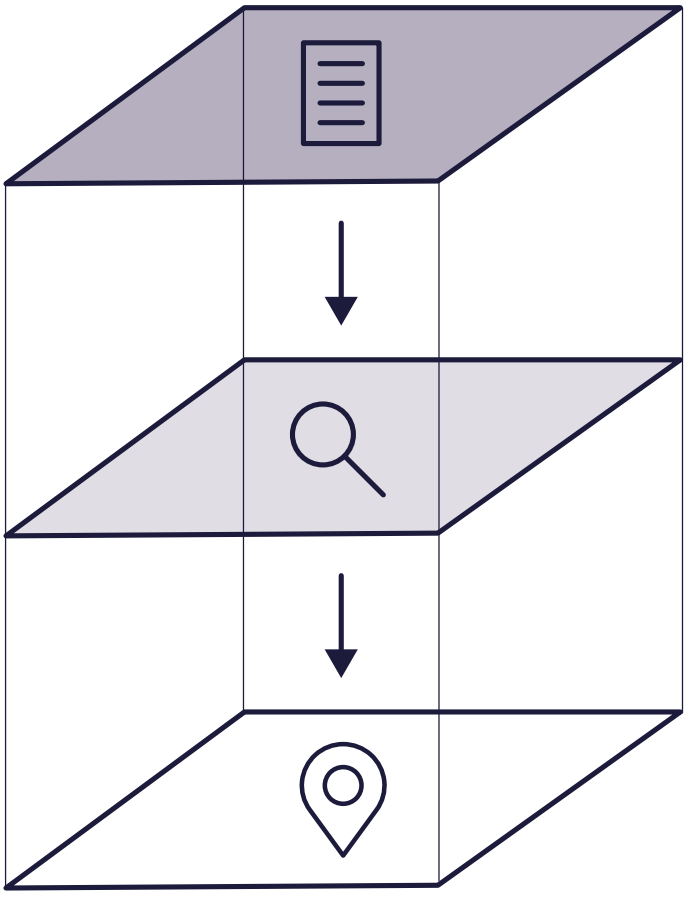
1.8 In Part 2 we provide an overview of existing resilience structures, and where we consider enhancements could be made to strengthen our systems and capabilities to respond to risks. As part of the Framework, the Welsh Government have included the improvements we and partners have introduced in recent years, such as the development of our new risk evidence base.

1.9 Part 3 sets out our strategic priorities to strengthen resilience, drawing on evidence from across Welsh Government departments, the Wales Resilience Forum, the Wales Resilience Partnership, and its Governance Task and Finish Group, and consultations with the UK and other devolved governments. This section confirms our strategic direction for risk management, preparedness, capability building and crisis management in four strategic areas:

- improved risk management,
- strengthened leadership, governance, and assurance,
- enhanced preparedness, enhanced response and recovery capabilities, and
- enhanced transparency, communication and engagement.

1.10 Part 3 of the Framework is supported by a separate Delivery Plan, which confirms timeframes for delivery and the organisations involved in driving forward these actions.

Figure 1. Hierarchy of legislation and the Wales Resilience Framework



Law

Civil Contingencies Act 2004
(and supporting statutory and non statutory guidance)

Strategic approach and national priorities

Wales Resilience Framework and Delivery Plan

Subsidiarity

Welsh Government Departmental, statutory emergency responder, third sector and multi-agency planning
(via Wales Local Resilience Forums)

The Legislative Framework

1.11 The ***Civil Contingencies Act 2004 (CCA)***[1] sets out the legislative framework for emergency preparedness in the United Kingdom. The Act supported by the *Civil Contingencies Act 2004 (Civil Contingency Planning) Regulations 2005* ('the Regulations'). The CCA defines what an emergency is, creates the conditions for multi-agency working at the local level and provides emergency powers to make temporary special legislation in the most serious of emergencies.

1.12 Part 1 of the CCA makes provision for local arrangements for civil protection, establishing a statutory framework of roles and responsibilities for local responders, providing structure and consistency for emergency preparedness activity. While the civil protection duties are provided on the face of the CCA, the detail of what those duties mean, and how they should be performed, is delivered through the Regulations.

1.13 The legislation outlines the key organisations responsible for ensuring the effective management of emergencies in Wales, these are referred to as Category 1 and Category 2 responders (**see Annex 3**).

1.14 Part 2 of the CCA, which is reserved to UK ministers, 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 (**see Annex 4**).

Duties on Responders

1.15 The CCA places statutory obligations on Category 1 responders. These are duties 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.**
- **Provide advice and assistance to businesses and voluntary organisations about business continuity management (local authorities only).**

1.16 The key legislative requirements for Category 2 responders are to co-operate with Category 1 responders in connection with the performance of their duties, including proper sharing of information.

1 Civil Contingencies Act 2004 (legislation.gov.uk)

Role of the Welsh Ministers

1.17 The Welsh Ministers have functions under Part 1 of the CCA[2] in relation to devolved areas (such as health, environment, animal health and welfare, transport and housing) and devolved responder bodies in relation to Wales. Welsh Category 1 and 2 responders are provided in Annex 3. Overseeing resilience in Wales, involves a mix of blended competencies, with areas such as policing falling to the UK Government.

1.18 The Welsh Ministers' powers include:

a) introducing secondary legislation[3] to support responders on how they deliver their Part 1 functions,

b) issuing guidance linked to regulations,

c) making Orders or directions in relation to civil contingency duties,

d) monitoring compliance of the duties of Category 1 and 2 responders (recognising that responsibility for policing and HM Coastguard is not devolved), and

e) enforcing duties of the devolved Welsh responders under Part 1 of the CCA.

1.19 In exercising these functions, Welsh Ministers set the direction and delivery of civil contingencies in Wales. This not only includes developing policy, which is more appropriate to Wales, but also being able to provide greater support to the devolved services and agencies delivering those functions.

1.20 The Welsh Ministers' functions under Part 1 of the CCA were brought within executive devolution in 2018 through the *Welsh Ministers (Transfer of Functions) Order 2018*, prior to this the functions in relation to Wales lay with the UK Government.

1.21 The UK Government still retains functions in Wales for reserved areas (such as telecommunications, police, crime and public order, national security and energy supply). However, as the impacts of any incident involving reserved matters, are highly likely to impact functions and services devolved to Wales, such as health, environment, communities or fire and rescue services, it is important we work in partnership with the UK Government to ensure a coordinated approach to risk management, emergency planning and response.

1.22 The Well-being of Future Generations (Wales) Act 2015 (WFGA) sets out the expectation for public bodies to consider the long term, and how we can work better with people and communities and each other to prevent problems and take a more joined-up approach. The WFGA puts in place 7 wellbeing goals, including to create a resilient Wales and a Wales of cohesive communities. The overall aim is to improve the social, economic, environmental, and cultural well-being of Wales.

1.23 Combining the functions under part 1 of the CCA with the well-being goals creates a powerful position to press forward resilience policy in Wales. The Welsh Government is committed to building and maintaining strong partnerships across our civil contingencies community. We know from experience that this is best achieved through collaborative working with our Local Resilience Forums, our Category 1 and 2 responders and our voluntary sector.

1.24 This will be the first resilience framework for Wales. It has been prepared by the National Security and Resilience Division (**see Box 1**). In preparing this document, we have drawn upon a wide-ranging evidence base to support our next steps in enhancing resilience preparedness, planning and response in Wales. This includes a review of resilience structures and processes, but also our thinking has been influenced by drawing on the lessons identified from recent incidents and public tragedies and associated inquiries, including the COVID-19 pandemic, the Manchester Arena bombing and Grenfell Tower in 2017.

2 As amended by the Welsh Ministers (Transfer of Functions) Order 2018.
3 After consulting with the Ministers of the Crown.

Box 1.

National Security and Resilience Division (NSRD)

NSRD mission: To keep the people of Wales safe from the impacts of major emergencies and disruptive challenge.

As part of the Risk, Resilience and Community Safety Directorate in Welsh Government, the National Security and Resilience Division provides expert advice and support to ministers and Welsh Government departments on risk management, emergency preparedness, crisis management, national security and cyber resilience matters as they relate to Wales and devolved functions.

The Division's focus is to reduce the risk and impact of emergencies and disruptive challenges by working in partnership across government and the public sector, and the emergency responder community to strengthen Wales' resilience and preparedness. NSRD's strategic priorities include:

- Improving our understanding of risks facing Wales.
- Enhancing Wales' resilience and preparedness at all levels through the Wales Resilience Framework programme.
- Reforming and refocusing Wales' resilience architecture and governance.
- Delivering the First Minister's priorities on cyber resilience as part of the Welsh Government's Cyber Action Plan for Wales.
- Supporting the national security agenda where it impacts Wales and ministers' functions, working with UK Government and partners.

NSRD
Yr Is-adran Diogelwch Gwladol a Gwydnwch
National Security and Resilience Division

Underpinning evidence

1.25 An evidence-based approach provides for well-informed decisions about policies, programmes, and projects by putting the best available evidence at the heart of policy development and implementation.

1.26 The Welsh Government has considered a comprehensive range of evidence to help identify areas for improvement, to develop the strategic approach set out in Part 3 and to identify the suite of actions in the Delivery Plan. The key evidence considered in the development of this framework includes:

- **Covid Module 1 Report 'The resilience and preparedness of the United Kingdom' (2024)** – Module 1 of the inquiry considered whether the UK was properly prepared for the pandemic. It listed 10 recommendations for change relating to risk assessment, evidence, exercising, transparency and oversight.
- **Grenfell Inquiry Phase 2 Report (2024)** – established to investigate the circumstances surrounding the fire at Grenfell Tower, the Phase 2 report included recommendations on local resilience and the role of the Civil Contingencies Act 20004. While the Inquiry's recommendations are formally addressed to the UK Government and English bodies like the London Fire Brigade, many of its key recommendations have equal resonance to us here in Wales.
- **Local Partnership Review (2023)** – an independent review of civil contingencies arrangements in Wales commissioned by the Welsh Government. The 15 recommendations put forward in the report have helped to shape the development of strategic priorities and direction of travel, particularly in the light of learning from an unprecedented period of resilience demands in recent years.
- **Manchester Arena Inquiry Vol 2 Report (2023)** – sets out the findings and recommendations on the emergency response to the attack at the Manchester Arena in 2017. While the Inquiry's recommendations are formally addressed to the UK Government and English bodies, there are many recommendations, which are equally valuable in a Welsh context, including collaborative working between the blue light emergency services and the role of local resilience forums.
- **Civil Contingencies Act Post Implementation Review (2022)** – UK Government has a legal obligation to review the effectiveness of the Civil Contingencies Act every five years. The most recent review took place in 2022.
- **Independent Review of the Civil Contingencies Act (2022)** – The National Preparedness Commission published its Independent Review of the 2004 Civil Contingencies Act.
- **Evaluation of the 2021-22 Funding Pilot for Local Resilience Forums** – a pilot to collect evidence on the potential efficacy, challenges and opportunities of providing a degree of central funding to Local Resilience Forums and to provide them with an opportunity to build new capacity and capability and encourage innovation within the sector, without displacing their existing partner contributions.

Who is this Framework for?

1.27 If we are to secure our vision to enhance Wales' resilience, a 'whole of society' approach is needed. Everyone has a role to play. Whilst our supporting Delivery Plan identifies specific actions and/or activities for organisations to implement (either individually or by working together), this Framework is for anyone with an interest in resilience and preparing for emergencies.

1.28 The Delivery Plan clarifies the actions to be taken forward in the short (within the next year), medium (up to 2030) and long-term (beyond 2030). This reflects our commitment to adopting a prioritised and phased approach to strengthen resilience over time by making the most of the resources available.

1.29 This Framework also includes our commitments to support a strengthening of the UK's overall resilience and how we will work with the UK Government and other devolved governments to enhance existing structures and arrangements.



Part two:
Current Arrangements



Understanding Risk

2.1 Understanding civil contingencies risk is essential to every component of resilience preparation, planning and response. It informs our approach to mitigation and helps us identify the capabilities and structures we need to limit the impacts of any risk should it materialise.

2.2 We continue to face many hazards and threats, from the impacts of adverse weather, pandemics, and energy supply issues to the ever-present danger posed by terrorism and cyber attacks. This does not mean there is cause for alarm, but we need to remain vigilant and recognise the importance of anticipating and managing the risks that might impact Wales. This includes taking appropriate preventative action where we can and putting in place robust and well-coordinated arrangements for responding to and recovering from emergencies at the national and local level when this is needed.

2.3 Most risks are, by their nature, dynamic and hard to predict. We cannot always predict how any given risk will develop or manifest. We need to understand not only the global risk picture, but how these risks may impact on the special characteristics of our communities, economy and environment. We need to have a full understanding of those, which are specific to Wales.

2.4 Preparedness work is informed by an evidence-driven, shared understanding and high-level of awareness of the existing and emerging risks Wales faces. It is also key to prevention and mitigation such as the measures the Welsh Government has taken in relation to coal tip safety and flooding (**see Box 2**).

2.5 Until recently the main risk assessment tool used in Wales was the classified UK Government's National Security Risk Assessment (NSRA), which provides a foundation for assessing the most serious risks facing the UK. The NSRA supports risk management and planning at all tiers of the UK resilience system and assesses risks by focusing on both the likelihood of a risk occurring and the impact it would have. However, not all risk scenarios which are significant for Wales are addressed in the NSRA, and the scenarios and methodology used in the NSRA require adaptation to reflect the Welsh context. The UK National Risk Register (NRR) is the publicly available version of the National Security Risk Assessment (NSRA).

2.6 Over the last two years, the Welsh Government has developed a suite of risk evidence documents to provide an improved risk evidence base for Welsh responders and the Welsh Government. Our risk register is a classified assessment of the most significant risks to Wales over the medium term (next two to five years).

2.7 The significance of this classified register is that it helps to raise awareness and collective understanding of short and medium term civil protection risks and to inform emergency preparedness and strengthening of response and recovery capabilities. Furthermore, the new risk register is enabling Welsh Government and responders to identify and assess concurrent risks and thereby inform consequence management and resource planning.

Box 2.
Coal Tip Safety

There are 2,573 disused coal tips in Wales, predominantly in the South Wales valleys, and it is estimated there are over 20,000 other disused tips (i.e. not coal) in Wales.

In February 2020, following storms Ciara and Dennis, a series of coal tip landslides occurred in Wales, including a major landslide of a disused tip in Tylorstown, and, in November 2024, Storm Bert caused a landslide on a disused coal tip in Cwmtillery. These landslides illustrate the potential risks that disused tips present to communities.

Following the events of February 2020, Welsh Government led the implementation of a national programme of inspection and tip management. The programme has categorised and published the location of disused coal tips in Wales, delivered more than 2,200 inspections and seen investments in excess of £100m made across 10 local authorities and Natural Resources Wales.

Reflecting our commitment to long-term solutions to resilience risk, a structured approach to managing disused tips is required. However, the current legislative framework no longer provides an effective management framework for disused coal tips in the twenty-first century. In December 2024, the Disused Mine and Quarry Tips (Wales) Bill was introduced to the Senedd. The Bill establishes a new public body, the Disused Tips Authority for Wales, which will have functions in relation to the assessment, registration, monitoring and management of disused tips.

The new regime is to be adaptive enough to respond to future requirements and has flexibility to benefit from new technological advances and forging strong relationships with other public bodies, building expertise and resilience to prevent disused tips from being a threat to public safety.

Before



After



2.8 The new risk register draws on the UK National Security Risk Assessment (NSRA) but also assesses those risks that are specific to Wales which are not assessed in the NSRA. By working directly with Wales' four **local resilience forums**, the risk register takes account of the impact of risks on different communities. In line with the Covid Inquiry Module 1 recommendations on independent scrutiny, our approach was assessed by the UK Emergency Planning College (now UK Resilience Academy), which concluded the risk assessment process is 'robust', and which delivers 'good and leading practice.'

2.9 The risk register will be subject to ongoing review and updates to reflect the ever-changing risk landscape to ensure it remains robust and dynamic. We outline at Part 3 how we will continue to develop our risk evidence base, and our continued work with the UK Government to help inform risk assessment processes for the UK National Security Risk Assessment.

2.10 We have also developed an online Geographical Information System (GIS) mapping tool to help enable the secure sharing of data with emergency responders to prioritise help to those who may need it the most. Further work will be undertaken with the responder community to understand how this platform can be enhanced to further to ensure it meet the needs of responders.

Community Risk Registers

2.11 As part of multi-agency working within **Local Resilience Forums**, Category 1 responders must co-operate with each other in maintaining a Community Risk Register[4] for their LRF area. In Wales, the four LRFs[5] maintain Community Risk Registers through their respective risk groups. This includes assessing the likelihood and impacts of a range of hazards and threats that have the potential to cause significant disruption to communities, infrastructure, the environment and economy.

Strengthening our approach to risk management

2.12 The Welsh Government is committed to continuous improvement and to learning lessons from experience (including incidents and exercises) and from good practice from across the UK and internationally.

2.13 We have already taken significant steps to improve our approach to preparedness and response, building upon areas for improvement in reviews and inquiry recommendations. In this Part, we identify where we can go further. In Part 3 and in the delivery plan, we include our plans to ensure continuous improvement and learning.

UK level

2.14 We have enhanced existing working relationships with the UK devolved government partners supported work to improve approaches to risk assessment and assessing impacts, for example in relation to vulnerable groups.

Pan-Wales Level

2.15 We have developed a Wales risk register for government and responders to have an accurate and shared understanding of risks, providing firm foundations for planning and resource needs that are proportionate to the risks we face.

2.16 We have built on existing systems and processes to improve evidence and the knowledge base to take account of people with vulnerabilities.

4 Civil Contingencies Act 2004 (Civil Contingencies Planning) Regulations 2005, regulation 15.

5 Dyfed Powys LRF **www.dyfed-powys.police.uk/SysSiteAssets/foi-media/dyfed-powys/lists-and-registers/risk-registers/dplrf-crr---english.pdf**
Gwent LRF **www.gwentprepared.org.uk/en/risks-we-face/community-risk-register/**
NW LRF **www.northwalesfire.gov.wales/media/lhcpby2d/north-wales-community-risk-register-january-2025.pdf**
SWLRF **www.southwaleslrf.co.uk/media/xsfftj1u/swlrf-risk-register-2022-version-14-public.pdf**

2.17 We have worked with LRF risk groups to promote the application of the new Wales risk assessment methodology, to help ensure there is a consistent approach to risk management at the local and national level, in a way that complements the approach adopted for UK risk assessment.

LRF Partners

2.18 To ensure the Welsh risk register receives consistent and comparable data from LRFs, **it is important that Wales' four LRFs adopt a consistent approach and methodology**. This will enable a clear and comparable assessment of the risks at the local level. This requires consistency in methodology and assessment as well as presentation, reviewing and updating of risk assessments.

Preparing and Planning for Emergencies

2.19 Under the Civil Contingencies Act, specific duties are placed on category 1 responders to plan and prepare for emergencies[6]. This includes maintaining plans to prevent, mitigate, reduce or control the effects of any emergency.

2.20 The Civil Contingencies Regulations[7] place a duty on category 1 responders to cooperate in relation to these duties through the mechanism of local resilience forums. This includes cooperating with category 2 responders where relevant.

2.21 In Wales, multi-agency **Local Resilience Forums (LRFs)** operate within the four Police Force areas, namely South Wales, North Wales, Dyfed-Powys and Gwent.

2.22 LRFs are not legal entities under the CCA, nor do they have powers to direct members. The forum is a mechanism for category 1 and 2 responders to work collaboratively to plan and prepare for localised incidents and catastrophic emergencies. LRFs work to identify potential risks and produce emergency plans to either prevent or mitigate the impact of any incident on their local communities. The CCA and the Regulations provide that responders working within a forum have a collective responsibility to plan, prepare and communicate in a multi-agency environment.

2.23 Each LRF is chaired by a chief senior officer on a voluntary basis, and the responder partners are supported by a coordinator or manager to support the partners deliver on their statutory duties.

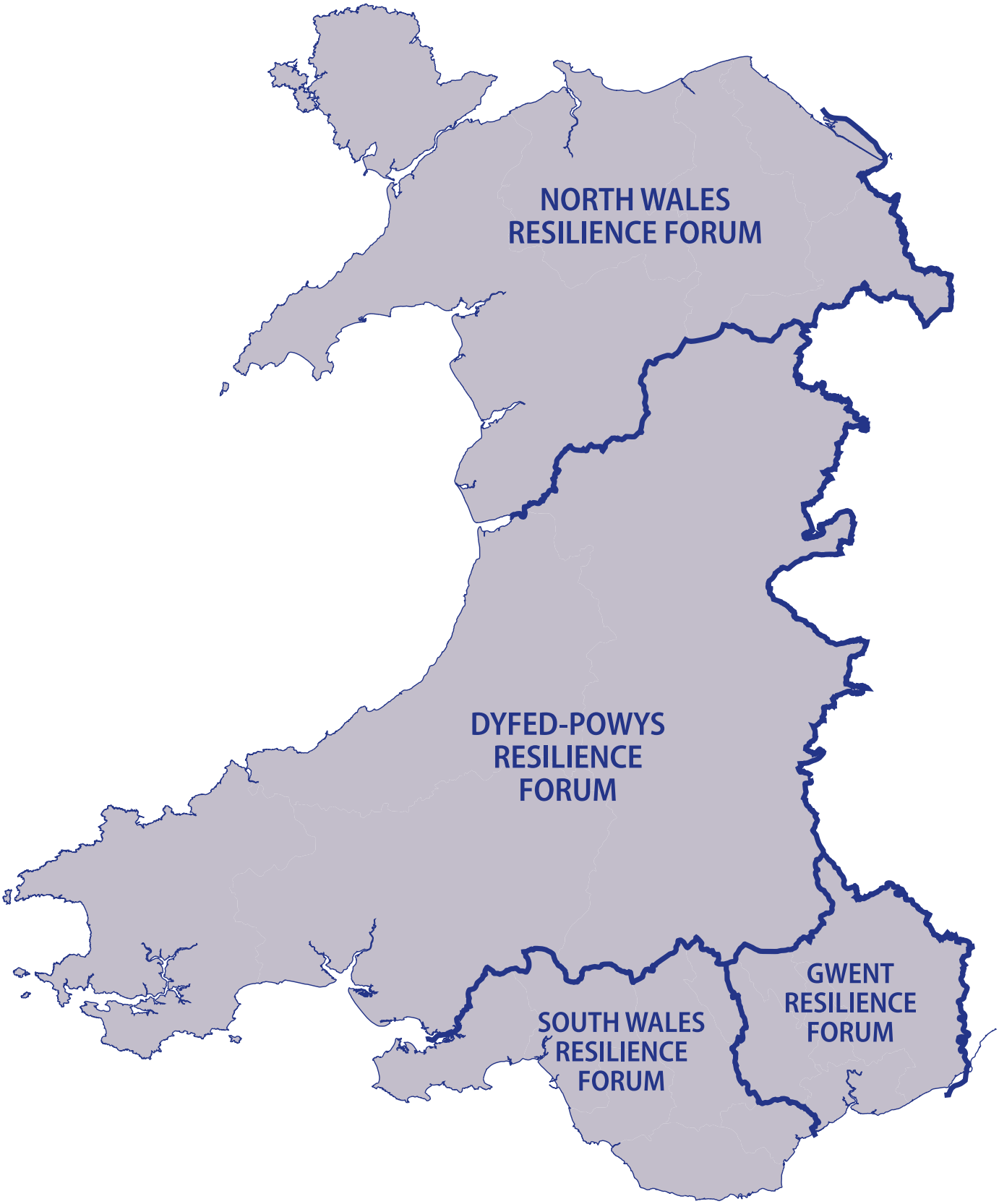
2.24 Statutory guidance on Part 1 of the CCA and the regulations is provided in '*Emergency Preparedness*', which was introduced for England and Wales at a time before Part 1 functions were transferred to the Welsh Ministers for Wales '*Emergency Preparedness*' and the accompanying document '*Emergency Response and Recovery*', sets out the generic framework for civil protection.

2.25 To provide a coordinated approach at a pan-Wales level, the **Wales Resilience Forum** (WRF), chaired by the First Minister, sets the strategic direction for resilience in Wales. Its membership comprises senior officers from responder agencies, including emergency services, armed forces, government bodies and the voluntary sector.

2.26 The **Wales Resilience Partnership Team** (WRPT) takes strategic direction from the WRF working in partnership with LRFs to deliver agreed objectives at the pan-Wales level, providing value and support to the multi-agency work being undertaken locally.

6 Civil Contingencies Act 2004, section 2(1)(d).
7 Civil Contingencies Act 2004 (Contingency Planning) Regulations 2005.

Map of Local Resilience Forums in Wales



Source: Cartographics, Welsh Government

Enhancing preparedness

2.27 The transfer of Part 1 functions from the Secretary of State to the Welsh Ministers, provides an opportunity to consider how we can strengthen the delivery of CCA functions and the supporting regulations. The transfer of functions provides an opportunity to refine governance structures, which were introduced before devolution of the CCA to Wales.

UK level

2.28 Major emergencies rarely respect administrative boundaries. By driving up resilience in Wales and by drawing on and sharing good practice with the UK and other devolved governments, we are contributing to the resilience of the UK as a whole. We have an opportunity to build on and strengthen intergovernmental coordination and share best practice and lessons learnt.

Pan-Wales level

2.29 With the transfer of functions to the Welsh Ministers, we have reviewed areas which would benefit from being redefined or restructured in light of the devolution settlement. This has included the pan-Wales governance arrangements, enhanced guidance for Welsh category 1 and 2 responders to reflect the role of the Welsh Ministers as well as setting the strategic direction for resilience in Wales.

LRF Partners

2.30 Utilising the functions of the Welsh Ministers, this framework outlines how the Welsh Government work with LRF partners will provide tailored guidance and direction to category 1 and 2 responders to reflect Wales' specific needs and priorities and a refined approach to accountability and assurance.

Capacity and Capability

Training and Exercising

2.31 To successfully plan, respond to, and recover from incidents, all responders, organisations and individuals involved must have in place specialist and generalist knowledge, skills, and networks. Excellent learning and development elevate the effectiveness of all resilience and crisis response activity. Responders also need to have a good understanding of the skills and capabilities available within other responder agencies, and within the third sector.

2.32 Training and exercise programmes are currently available at a UK, pan-Wales and local level. Welsh responders, the Welsh Government and LRFs participate in UK Government exercise programmes, which extend across the UK or England and Wales. Pan-Wales and local exercises are also held, to enable responders to stress-test plans and preparedness.

2.33 At a pan-Wales level, senior leaders can attend 'Exercise Wales Gold', which is designed to prepare them to be effective members of Strategic Coordinating Groups or Recovery Coordinating Groups through the development of relevant skills, knowledge and experience. This course is aligned with the College of Policing Multi-Agency Gold Incident Command (MAGIC) Course, enhancing interoperability across borders.

2.34 LRFs also provide 'Silver' commander training for members of Tactical Coordinating Groups.

Enhancing capacity and capabilities

2.35 The purpose of learning lessons and capturing positive practices is to drive continual improvements in the way responders, government, organisations, and multi-agency partners anticipate, assess, prevent, prepare, respond to, and recover from emergencies (**see Annex 5**).

2.36 Improving capacity and capability is something that will always be needed, especially as new risks arise, or where there are changes in personnel or when new approaches, systems and processes are developed. Learning lessons are vital to help avoid past mistakes, drive preparedness activity, and reduce the adverse impacts that can arise the event of emergencies.

2.37 To continually enhance our capabilities requires a culture of continuous, systematic learning and improvement.

2.38 Working with partners, a number of key areas have been identified, which would help to improve capabilities both at the local and pan-Wales level. These are provided in paragraphs 2.39 to 2.43.

UK level

2.39 Building upon existing relationships to strengthen sharing of best practice and lessons learnt, enabling consistent approaches to be adopted where appropriate.

Pan-Wales level

2.40 Applying a '*Once for Wales*' approach to the delivery of training and exercising to maximise efficiencies and economies of scale and enhance consistency across all regions of Wales to ensure Wales-wide preparedness. Where appropriate to centralise training and exercising needs to avoid duplication and to help ensure responders in Wales adopt a consistent approach in standards.

2.41 Utilising the Wales risk register to priority training and exercise needs at a pan-Wales level.

LRF Partners

2.42 The new Welsh risk register is helping to identify training and exercising needs. The Welsh Government will be working with LRFs to support prioritisation and ensuring consistency of approach in recording lessons identified and local training programmes.

2.43 The Manchester Arena Inquiry volume 2 report emphasises the need for members of each emergency service **to be aware of specialist capabilities provided by other responders**. Wales' LRFs have begun work to incorporate this need into their work programmes, with workshops being held to enhance awareness of specialist capabilities.

Lessons Management

2.44 Incidents, exercises and inquiries can provide valuable lessons on how we can improve our approaches to risk management, planning, response and recovery. Lessons Management refers to 'a strategic, organised approach to, and oversight of, planned processes and procedures to achieve evidenced learning from experience, in a continual, consistent manner[8].

2.45 We need to consider the challenges and opportunities for identifying and recording lessons more accurately, and for putting in place effective processes for implementing and reviewing lessons and improvements.

8 Lessons Management Best Practice Guidance: Executive Summary.

Enhancing approaches to lessons management

Pan-Wales

2.46 We have identified areas for enhancement, including building on existing lessons management approaches and processes to ensure a pan-Wales approach to lessons identification and management. Ensuring appropriate assurance processes are in place to ensure lessons are identified and assigned for action accordingly.

2.47 Enhancing systems for managing end-to-end lesson learning processes.

2.48 Integrating debriefing phases into the design of exercising and ensuring appropriately trained independent personnel capacity.

LRF Partners

2.49 Local-tier lessons management systems are compatible with pan-Wales systems to help ensure there is a consistent and robust approach at the local and national level.

Crisis Management Response and Recovery Arrangements

Response

2.50 Crisis management encompasses not only the effort to deal with the direct consequences of a major incident, but also the indirect impacts of the incident, which might include disruptive secondary effects (such as those on transport networks, infrastructure, environment and wider community, media and news interest in the incident), and transition to recovery and return to normality, or 'new' normality in the case of very disruptive events and emergencies. The rapid activation of effective command and control arrangements for gathering and sharing information, coordination of the response effort, and for making decisions are vital to minimise the impacts of emergencies.

2.51 The response to every incident needs to be tailored to the circumstances. The situation, location, scale and extent of the consequences will determine the appropriate level and nature of response.

2.52 In Wales, as elsewhere in the UK, a three-tiered approach is available – depending on the scale of the incident. These are: a) strategic, b) tactical and c) operational (often referred to as Gold, Silver and Bronze). However, to ensure an effective response, it is expected that membership of the LRFs, at whatever level, should consist of those individuals who are best placed to deliver the required outcomes and the most effective response.

2.53 Most emergencies in Wales are handled at the local level, with multi-agency coordination and decisions being undertaken through Strategic Coordinating Groups where necessary. However, because of scale or complexity, some emergencies may need a degree of government coordination or support, with the Welsh and UK governments taking the lead where appropriate, in line with the devolution settlement. The *Pan-Wales Response Plan* sets out the arrangements for management of major emergencies affecting several or all parts of Wales.

2.54 The Welsh Government adheres to the long-established and best practice emergency planning principle of subsidiarity, with the control of the response being exercised at the lowest practical level with coordination at the highest necessary level.

2.55 The principles for joint working (the Joint Emergency Services Interoperability Principles (JESIP)) should be used during all phases of an incident, whether spontaneous or pre-planned and regardless of scale. They support the development of a multi-agency response and provide structure during the response to all incidents. One of the difficulties facing responders is how to bring together the available information, reconcile potentially differing priorities and then make effective decisions together. To help address this JESIP has provided the Joint Decision Model (JDM)

to help resolve this issue (**see Annex 6**). The JESIP model is contained within the *Joint Doctrine*, which includes:

- **Principles for Joint Working** – the principles commanders are expected to follow when planning a joint incident response.
- **M/ETHANE** – a common method for passing incident information between services and their control rooms.
- **Joint Decision Model (JDM)** – A common model used nationally to enable commanders to make effective decisions together.

2.56 In the event of a major or catastrophic emergency, for example widespread and substantial flooding across Wales, major industrial accident or disruption, or terrorist attack, the Emergency Coordination Centre Wales (ECCW) is activated to keep ministers appraised of the situation, coordinate the Welsh Government's response, share information (including with the UK Government), record and disseminate decisions, and advise ministers on any decisions they may need to take to support response and recovery efforts. For example, during Storm Darragh in December 2024, the new 'emergency alert' system developed by the UK Government was deployed to inform 13 local authorities in Wales about the red warning associated with the storm and the precautions to take to ensure safety (**see Annex 7**).

2.57 The Risk and Preparedness Committee (RPCO) is an important part of the Welsh Government's governance and oversight arrangements. The Committee helps to ensure our resilience structures remain efficient, focused and fit for purpose, particularly in the light of lessons identified from incidents and exercises, and an evolving risk profile. RPCO transitions from its 'peacetime' functions, which focus on risk management and preparedness, to crisis response functions to provide oversight on the Welsh Government's strategic coordination arrangements (**see Box 3**).

2.58 Whilst RPCO provides senior oversight across the suite of risks affecting Wales, the Welsh Government also has in place policy specific oversight Boards to manage risks and develop response capabilities with cross-government interest, such as the Pandemic Preparedness Board (**see Box 4**).

2.59 In major emergencies, the *Pan-Wales Response Plan (PWRP)* can be activated. This plan sets out the arrangements for the pan-Wales level integration of the Welsh response to an emergency in or affecting Wales. It reflects the principles of response contained in the non-statutory guidance *Emergency Response and Recovery*, which supports the Civil Contingencies Act 2004. The plan sets out co-ordination arrangements rather than a pan-Wales command structure. It primarily provides a framework for the management of an emergency affecting several or all areas of Wales. It can also be implemented in response to a major incident in one Local Resilience Forum area (**see Annex 7**).

2.60 The aim of the *PWRP* is to provide direction and collate and share information if required with one or more LRFs through the operation of their Strategic Coordinating Groups (SCGs). Ultimately aiming to build a bigger 'Welsh' only picture, which could then feed into UK Government as well as other partners.

2.61 In a major emergency, in line with the *PWRP*, the Wales Civil Contingencies Committee (WCCC) will convene and will develop an overall picture, identify and direct actions to support the local response, manage emerging risks and consequences and advise and inform Welsh Ministers.

Box 3.

Welsh Government's Risk and Preparedness Committee

In the light of the evolving risk landscape, in early 2023 the Permanent Secretary's Executive Committee asked officials to strengthen oversight and strategic coordination arrangements for emergency preparedness and response. Chaired by the Director General, Education, Welsh Language and Culture Group, the Risk and Preparedness Committee (RPCO) brings together directors across Welsh Government to:

- **Provide senior leader oversight** for major risks affecting Wales drawing on the Welsh Government's risk register;
- **Coordinate and drive** at a strategic level departmental and associated sector preparedness to reduce and prevent risks from materialising where possible;
- **Consider issues escalated** from the Senior Officials' Working Group and issues requiring escalation to Executive Committee;
- **Provide assurance** on resilience and preparedness matters to ministers; and
- **Advise the Executive Committee and ministers on risk tolerance and appetite**, including consideration of executive and legislative competence in relation to management of resilience risks.

The Risk and Preparedness Committee is supported by a Senior Officials Working Group to deliver priority work and projects, and coordinate lessons management.



Box 4.

Pandemic Preparedness Board

The risk of a pandemic caused by a novel pathogen is one of the top risks identified in the UK's National Security Risk Assessment and the Wales Risk Register. The impacts of a pandemic are felt across the whole of society and the economy, so planning for the next pandemic must reflect this. The Pandemic Preparedness Board (PPB) was established in 2024 and is co-chaired by Welsh Government's Director of Health Protection and Director of Risk, Resilience and Community Safety. It has a wide membership of senior officials from across Welsh Government and Public Health Wales to ensure that cross sectoral impacts are fully considered and factored into our planning.

The PPB's main role is one of corporate oversight of a range of key activities to support Welsh Government's aim of continuing to build flexible, adaptable and scalable capabilities that can respond to any threat. Activities include a comprehensive assessment of pandemic response capabilities in Wales and development of pandemic plans and strategies, including where these are UK-wide.

The PPB considers cross-government impacts of pandemics and other significant disease outbreaks with cross-sectoral impacts, clarifying roles and responsibilities within Welsh Government, particularly around decision making during a pandemic. The PPB also considers the interdependencies between UK Government departments and Welsh Government departments.



2.62 The WCCC is an advisory body comprising senior Departmental representatives of the Welsh Government and senior experts from category 1 and 2 responders and others who can best assess and advise on a particular emergency affecting Wales. The WCCC can be called by the Welsh Government at the request of a Strategic Coordinating Group, partner agency or Cabinet Office.

2.63 Following any incident, it is common for a debriefing session to be held with all relevant responders and other agencies involved, including the Welsh Government. A robust debrief process supports the identification of potential improvements in performance, or more generally referred to as 'lessons' identified (as covered in paragraphs 2.46-2.49).

Enhancing Crisis Management

Pan-Wales level

2.64 As the *Pan-Wales Response Plan* was developed in 2005 and has had some regular updates, it was designed to address a different risk landscape, as such work is on-going to review and update the Plan.

2.65 It is general good practice to ensure all pan-Wales plans are fit-for-purpose and reviewed and updated accordingly.

2.66 To address the changing risk landscape, the Welsh Government incident response approaches are being updated to ensure they are flexible, mobile and fit for the current and future risk landscapes.

2.67 With the publication of this Framework and the new strategic direction for resilience in Wales, there is an opportunity to review existing guidance to ensure it meets the needs of the Welsh responder community and is in line with the strategic priorities of the Welsh Ministers.

LRF Partners

2.68 Having acknowledged the findings by the Manchester Arena Inquiry on the role of funding for LRFs, in 2024 we provided funding to the four Welsh LRFs. We will continue to review funding and how we can financially support the work of LRFs. This includes working with our LRFs to ensure sufficient staff and resourcing.

Recovery

2.69 Recovery from an emergency can be a complex and long running process, which may involve many more agencies and participants than the response phase. Whilst on one level it can involve rebuilding, restoring and rehabilitating the community following an emergency, it can also include addressing the trauma an emergency has had on a community.

2.70 Recovery begins the moment an incident occurs and continues until the disruption has been resolved, services have returned to normal levels, and the needs of those affected have been met. The process will generally involve the difficult and complex management of multiple agencies and government under a common strategy to support affected individuals and communities in rebuilding lives, services and infrastructure.

2.71 A key objective for any recovery will be for all agencies and government to work together to construct new infrastructure and develop new services to help regenerate and revitalise the affected communities whilst catering for the social, emotional and physical well-being of everyone involved[9].

2.72 As with response, recovery operations are best managed at the local level with the principle of subsidiarity being applied to decision-making. It will require the expertise from a variety of agencies to be brought together to work alongside those affected in restoring the communities as quickly and as efficiently as possible.

9 See Home Office guidance – **Recovery – An Emergency Management Guide**.

2.73 Local authorities will generally lead the multi-agency work both in developing the Local Resilience Forum recovery plans and in co-ordinating the recovery operation from any incident.

2.74 Where the scale of the recovery work exceeds local capacity and finances, there may be a requirement on the Welsh Government to support this process in any way possible, particularly in relation to devolved services. The Welsh Government may also be required to act as a link with the UK Government in providing wider support where this is needed.

Enhancing recovery capabilities

Pan-Wales level

2.75 Whilst non-statutory guidance is in place for England, and can be used in Wales, at present no such guidance is available from a Welsh perspective, we are currently developing guidance to address this gap.



Part three:
Wales Resilience Framework



Our Vision for the Future

Our vision

3.1 We want Wales to be a nation where resilience thinking is integrated into all aspects of life. Resilience is everybody's business, and we are adopting a whole of society approach to ensure that, at an individual, community, business, regional and national level, we understand and take responsibility for reducing risk and strengthening resilience. Resilience belongs to everyone, and we have a role to empower everyone to contribute to their own resilience and the resilience of the communities in which they live. Realising this vision will ensure that as a nation, we will have a strengthened ability to assess and understand the risks we face, underpinned by proactive, adaptable, and robust systems and structures in place to support response and recovery where that is necessary.

3.2 This vision can only be realised if we have participation and commitment at all levels, from government, responder partners, LRFs, volunteer organisations and communities themselves.

Our mission

3.3 Working across government and in close partnership with the responder community and the voluntary sector, implement a strategic approach to strengthen Wales' resilience and preparedness to help keep our citizens safe, and to help protect our economy, environment and infrastructure from the impacts of major emergencies and disruptive challenges.

3.4 As a government, we have already taken preventative and mitigation measures to address risks, which can have significant impacts on our communities and environment. An example of this is our '*National Strategy for Flood and Coast Erosion Risk Management in Wales*[10]' which outlines the actions being taken to prevent and mitigate the risks from flooding and coastal erosion (**see Box 5**).

3.5 Incorporating the distinctively Welsh values of community, equality, and social justice and partnership, and placing the needs of the citizens at the heart of our preparedness, this Framework draws on best practice to provide assurance that Wales is ready to respond and adapt to an evolving risk landscape. This enables Wales to enhance its role in building community resilience as well as protecting citizens, infrastructure, and the environment across Wales and the United Kingdom.

3.6 Welsh Government and public services across Wales are working within an extremely challenging budgetary position. Our core principles reflect the need for optimal efficiency and the need to assess resourcing needs and explore all feasible options for funding and a '*Once for Wales*' approach to take forward this work.

3.7 The Wales Resilience Framework reaffirms Welsh Government's long-term ambition for Wales to remain an integral part of the United Kingdom's resilience arrangements. It will clarify strategic relationships between Welsh Ministers, UK Government, Devolved Governments, and wider resilience partners emphasising that a resilient Wales means a more resilient UK.

10 www.gov.wales/national-strategy-flood-and-coastal-erosion-risk-management-wales

Box 5.

Hirael Bay Coastal Risk Management Programme

Gwynedd Council completed a £6 million Hirael Bay Coastal defence scheme project in Bangor. This scheme was funded by the Welsh Government as part of their Coastal Risk Management Programme (CRMP) initiative.

This project took account of the West of Wales Shoreline Management Plan (SMP2) and Western Wales Flood Risk Management Plan (WW FRMP).

The WW FRMP identified that in the Hirael area "there would be significant increase in flood risk with sea level rise" and recommended that long term planning should look at "realignment and redevelopment of the low-lying basin to provide a more secure future for development of this waterfront area."

The primary benefit from the project was the reduction of the risk (probability and consequences) of tidal and pluvial flooding to people and property in Hirael.

Construction works included a reinforced concrete floodwall, sheet piling, rock armour, flood gates and flood embankment to create a linear line of defence.

As well as reducing coastal flooding to 186 homes and 8 businesses, the project will also assist in the future regeneration strategy of the community. In construction, Gwynedd Council have improved the promenade for pedestrians and cyclists. It is hoped it will to be enjoyed for generations to come and encourage active travel within the local community. This promenade connects the cycle route and coastal path from Bangor Pier to the whole of Eryri and beyond.



Our aims

3.8 Our approach is centred around the following four key strategic objectives:

- Improved risk management,
- Strengthened leadership, governance, and assurance,
- Enhanced preparedness, enhanced response and recovery capabilities, and
- Enhanced transparency and engagement.

3.9 Within each objective, this Framework describes our strategic thinking and sets out how we intend to deliver tangible changes and benefits for our key resilience partners and our communities. Each objective includes actions, which have already been delivered as well as future actions required.

3.10 Against each objective, we have identified key outcomes against which we can assess the delivery of the actions included in the Wales Resilience Framework Delivery Plan. These outcomes are:

Improved Risk Management:

- A robust risk evidence base, drawn from widest possible range of relevant data, which ensures a shared and comprehensive understanding of current and emerging risks.
- Risk owners using data from trusted sources to embed risk in decision making and support better planning, crisis management and recovery.

Strengthened Leadership, Governance, and Assurance:

- Trusted partnership working, strong coordination and clear and effective governance arrangements, which enables strong leadership across the resilience cycle and supports joined-up decision making.
- Emergency responders are fulfilling their statutory obligations and are supported by clear lines of accountability and assurance and understanding of roles and responsibilities.
- Welsh Government making a full contribution to strengthening resilience across the UK, through effective partnership working with the UK Government, Scottish Government and Northern Ireland Executive.

Enhanced Preparedness, Enhanced Response and Recovery Capabilities:

- All partners have a clear understanding of their roles and responsibilities in relation to managing risk, and have ensured appropriate preparedness arrangements are in place based on the risk landscape.
- All partners have the necessary response and recovery capabilities in place, which are shaped by lessons identified, and which are tested and exercised.
- Effective and well-rehearsed crisis management and recovery arrangements are in place, including where appropriate suitable facilities, IT and resilient communications, which are led and supported by competent, motivated and trained staff.

Enhanced transparency, communication and engagement:

- The public has an improved awareness of civil contingencies risks and how they can take positive steps to improve their resilience and that of their communities and businesses, with the third sector playing a full role in the resilience agenda.
- Increased public accountability on risk to build and maintain public confidence in the actions Welsh Government is taking to keep citizens safe.

3.11 The key actions we, and our partners, will take, along with timeframes for delivery, will be set out in the **Wales Resilience Framework Delivery Plan**. As some of our aims will take time to deliver, the Delivery Plan will set out our short-, medium- and long-term deliverables. To ensure our actions are appropriate, there are areas where further evidence is required before specific actions can be identified. The Delivery Plan will identify any such evidence gaps and our approach to ensuring we have a robust evidence base.



Wales Resilience Framework: Strategic Outcomes

OUR VISION is that resilience thinking is incorporated into all aspects of life and delivery of public services in Wales.

OUR MISSION: Working across government and in close partnership with the responder community and the voluntary sector, implement a strategic approach to strengthen Wales' resilience and preparedness to help keep our citizens safe, and to help protect our economy, environment and infrastructure from the impacts of major emergences and disruptive challenges.



Improved risk management

Outcome 1

A robust risk evidence base, drawn from widest possible range of relevant data, which ensures a shared and comprehensive understanding of current and emerging risks.

Outcome 2

Risk owners use data from trusted sources to embed risk in decision making and support better planning, crisis management and recovery.



Strengthened leadership, governance, and assurance

Outcome 3

Trusted partnership working, strong coordination and clear and effective governance arrangements, which enables strong leadership across the resilience cycle and supports joined-up decision making.

Outcome 4

Emergency responders are fulfilling their statutory obligations and are supported by clear lines of accountability and assurance and understanding of roles and responsibilities.

Outcome 5

Welsh Government making a full contribution to strengthening resilience across the UK, through effective partnership working with the UK Government, Scottish Government and Northern Ireland Executive.



Enhanced Preparedness, Enhanced Response and Recovery Capability

Outcome 6

All partners have a clear understanding of their roles and responsibilities in relation to managing risk and have ensured appropriate preparedness arrangements are in place based on the risk landscape.

Outcome 7

All partners have the necessary response and recovery capabilities in place, which are shaped by lessons identified, and which are tested and exercised.

Outcome 8

Effective and well-rehearsed crisis management and recovery arrangements are in place, including where appropriate suitable facilities, IT and resilient communications which are led and supported by competent, motivated and trained resources.



Enhanced transparent communication and engagement

Outcome 9

The public has an improved awareness of civil contingencies risks and how they can take positive steps to improve their resilience and that of their communities and businesses, with the third sector playing a full role in the resilience agenda.

Outcome 10

Increased public accountability on risk to build and maintain public confidence in the actions Welsh Government is taking to keep citizens safe.

Resilience Framework core principles

3.12 This Framework is underpinned by the following core principles. These principles are interdependent and have equal value in supporting our strategic approach:

Framework principle	Description
An improved and shared understanding of risk	It is essential we, and our partners, have a shared and **evidence-driven awareness** of the existing and emerging risks Wales faces. This approach will be underpinned by **effective communication** and **engagement** with partners to support **continuous improvement** at all levels, drawing on, and helping to shape, best practice.
A focus on prevention and preparedness	We will take a **transparent, systematic**, and **holistic** approach to prevention and preparedness to support effective response and recovery, making best use of the powers available to Welsh Ministers.
A joined-up and streamlined approach to delivery	We make the best use of information and evidence, expertise and governance, with a focus on **effective communication** and **engagement, innovation** (including best use of technology), **joined-up delivery** and **streamlined** working which draws on and helps to shape good practice. With our partners, we have in place resilience arrangements that meet Wales' **needs, priorities**, and **legislation** (including the Well-being of Future Generations (Wales) Act), while recognising that Wales forms an integral part of the **UK's resilience arrangements**; a resilient Wales means a more resilient UK.
A whole of society approach to resilience	Underpinned by a focus on **partnership working** and collaboration and, where appropriate, a '*Once for Wales*' approach to address risks, consequences, and impacts.
A '*Once for Wales*' approach	We adopt a '*Once for Wales*' approach that recognises the role of government, the wider public, private and voluntary sectors, and we empower our communities to improve their awareness of risks, resilience and self-reliance during emergencies.
Optimising efficiency	Strive for **optimal efficiency**, and tailor, prioritise and phase our approach to delivery, recognising and assessing resourcing needs, and exploring all feasible options for securing the necessary resources to deliver where needed.

3.13 Integrating these principles into our strategic approach will support us, and our partners, to continue to do the very best for the people of Wales and ensure the systems we have in place are as effective as possible, and are supported by appropriately skilled and experienced professionals, to address our changing circumstances.

Improved Risk Management

Strategic direction

3.14 In this objective, our focus is on developing and maintaining a robust evidence base to ensure we have a shared and comprehensive understanding of current and emerging civil contingencies risks.

3.15 Our new risk evidence base will ensure the Welsh Government, and our partners are cognisant of the risks we face and will enable accurate and timely shared understanding of those risks. Our new classified risk evidence base is intended as a fundamental basis for a strategic risk management process for agencies and forums across Wales and will significantly support us and our partners in meeting the ongoing requirements of the Civil Contingencies Act 2004 (the CCA).

3.16 We will continue to work with our partners within Wales and across the UK to ensure our methodology is appropriate and to continually improve our approach to risk assessment, including participating in risk methodology reviews with the UK Government on its classified NSRA.

3.17 Our classified risk register will be updated on a regular basis and supported by our 6-monthly risk outlook, and monthly updates focussing on any existing or rising tide issues.

3.18 We recognise the importance of considering prevention and mitigation of an emergency as part of a risk assessment, and work will be undertaken with lead policy teams as part of our work to improve our approach to risk assessments, to ensure mitigation and prevention of an emergency are captured, where appropriate.

3.19 We also recognise that multiple risks can compound and/or cascade, amplifying their individual and collective impacts. To ensure join-up and consistency we will continue to work with the UK and other devolved governments to ensure we have an improved understanding of how risks interact.

3.20 A key principle of the Framework is to improve the resilience of the whole of society, which includes assessing the impact of risks on vulnerable groups is critical. During Storm Darragh, we saw how vital it is to have accurate, up-to-date data, which is easily shared across responder agencies. We will work with our partners to better understand the data landscape and to improve consideration of the disproportionate impacts risks may have on different groups across a full spectrum of vulnerability. We will also work closely with the UK Government on the work it is already undertaking to improve the quality of assessment in this area, to ensure consistency and a joined-up approach.

3.21 We will continue to build on our preparedness approach to risk, working with the four LRFs to address capability gaps.

3.22 We outline the actions, which have already been taken to date, in particular the development of a new Welsh risk evidence base, including our new classified risk register but also the areas where we will focus in the next few years to continue to improve upon our development and ensure there are consistent risk assessment and management approaches across Wales.

Actions completed:

- **Creation of a classified risk register** – this helps ensure category 1 and 2 responders either individually or in their respective LRF areas are cognisant of the unique risks to Wales, particularly related to its geography and topography alongside the wider evolving risk landscape. It will support partners in Wales to have the necessary capabilities to take actions, mitigate, respond, and recover from major incidents or emergencies.
- **Assessment of the state of preparedness across the four LRFs** – providing supporting information to the risk register to identify priority capability needs.
- **Creation of a short to medium term risk outlook** – this six-month outlook helps all partners improve horizon scanning to detect and manage emerging risks across the world and to have in place arrangements to trigger our response, even on a precautionary basis, much sooner so that we are better prepared should the threat be realised.

A dynamic approach to risk assessment

3.23 Our risk evidence base is a continuous and dynamic process, which will require ongoing review and updates to reflect the ever-changing risk landscape. This process will strengthen resilience to major disruptive challenges to help provide safety for people that live and work in Wales.

3.24 In line with our response to the Covid Module 1 report, we agree there is a need to continually improve approaches to risk assessment as the basis for the entire system of preparedness and resilience. We will continue to work closely with the UK Government and other devolved to collectively strengthen approaches to risk assessment across the UK administrations as well as support developments in risk methodologies.

Prioritisation and consistency

3.25 Our new approach to risk management will provide a rational basis for the prioritisation of work programmes and allocation of resources. It will enable responders to assess the adequacy of plans and capabilities, highlight existing measures that are appropriate and allow gaps to be identified.

3.26 The requirement to produce public facing Community Risk Registers remains the responsibility of category 1 responders.

Commitments to 2030 and beyond

UK level

3.27 We will continue to work closely with the UK Government on its future developments of the classified UK NSRA, and **in improving approaches to understanding risks that may cause or increase the likelihood of another, or risks that would have significantly greater impacts if they manifested concurrently**.

3.28 We will work with the UK Government to ensure that there are **consistent approaches in how we assess the impact of risks on vulnerable groups**.

3.29 We will continue to work closely with the UK Government and other devolved governments **to collectively strengthen approaches to risk assessment across the UK administrations as well as support developments in risk methodologies**.

Pan-Wales level

3.30 **We will continue to review and update the Wales risk register on a regular basis**.

3.31 **We will continue to produce six-monthly risk outlooks**.

3.32 **We will build upon our approach to assess vulnerable people data and develop the functionality of our online GIS system to improve vulnerable people data**.

3.33 We will work with partners, using the Wales risk register to **support prioritising planning and preparedness to respond to emergencies and major incidents at all levels**. The risk register will enable accurate and shared understanding of risks and necessary prioritisation. We will utilise our reformed governance structures (WRF, WRP and sub-groups) to help drive forward a capability programme.

3.34 To support our commitment to transparency we **will publish a public facing information on how to prepare for risks**.

3.35 To ensure all risk continues to be fully owned and managed, the Welsh Government will **clarify roles and responsibilities for risks outlined in the Wales risk register** to ensure responsibilities are placed with those best placed to discharge them. This will provide clarity in accountability and responsibility for any risks where ownership is less clear, and this approach will continue to be underpinned by the principles of subsidiarity and local leadership.

LRF Partners

3.36 LRF risk groups to utilise the technical guidance, which supports the Wales risk register for local risk assessments and planning to ensure consistent approaches are applied across all four LRFs.

3.37 LRF partners to include within risk assessments consideration of the local context and the **impacts on people who are likely to be more vulnerable**.

3.38 We will work with LRF partners to develop clear standards to ensure all **Community Risk Registers** are reviewed and updated regularly, including:

- Consistent timeframes for reviewing community risk registers.
- The frequency of updates.
- Consistent approaches to assessing risks at the local level.

3.39 LRF partners will prioritise capability requirements in line with preparedness assessments.

Strengthened Leadership, Accountability, Governance and Assurance

Strategic direction

3.40 This Framework reaffirms our commitment to providing strong, effective leadership across the resilience cycle, setting the direction of travel, overall ambition, and expectations for emergency preparedness in Wales. We recognise that expectations and pressures on local resilience structures have grown significantly over recent years, and that this is unlikely to change in the future. We will **strengthen our strategic relationships with LRF partners** to provide direction and support **improved information sharing and, strategic coordination,** to drive improved resilience at the local level.

3.41 We will support our partners across the civil contingencies community to work together effectively with renewed clarity and confidence in their roles and responsibilities. This means ensuring efficient systems are in place to support category 1 and 2 responders in discharging their statutory obligations under the Civil Contingencies Act 2004, including appropriate assessment and review mechanisms to drive continued improvement.

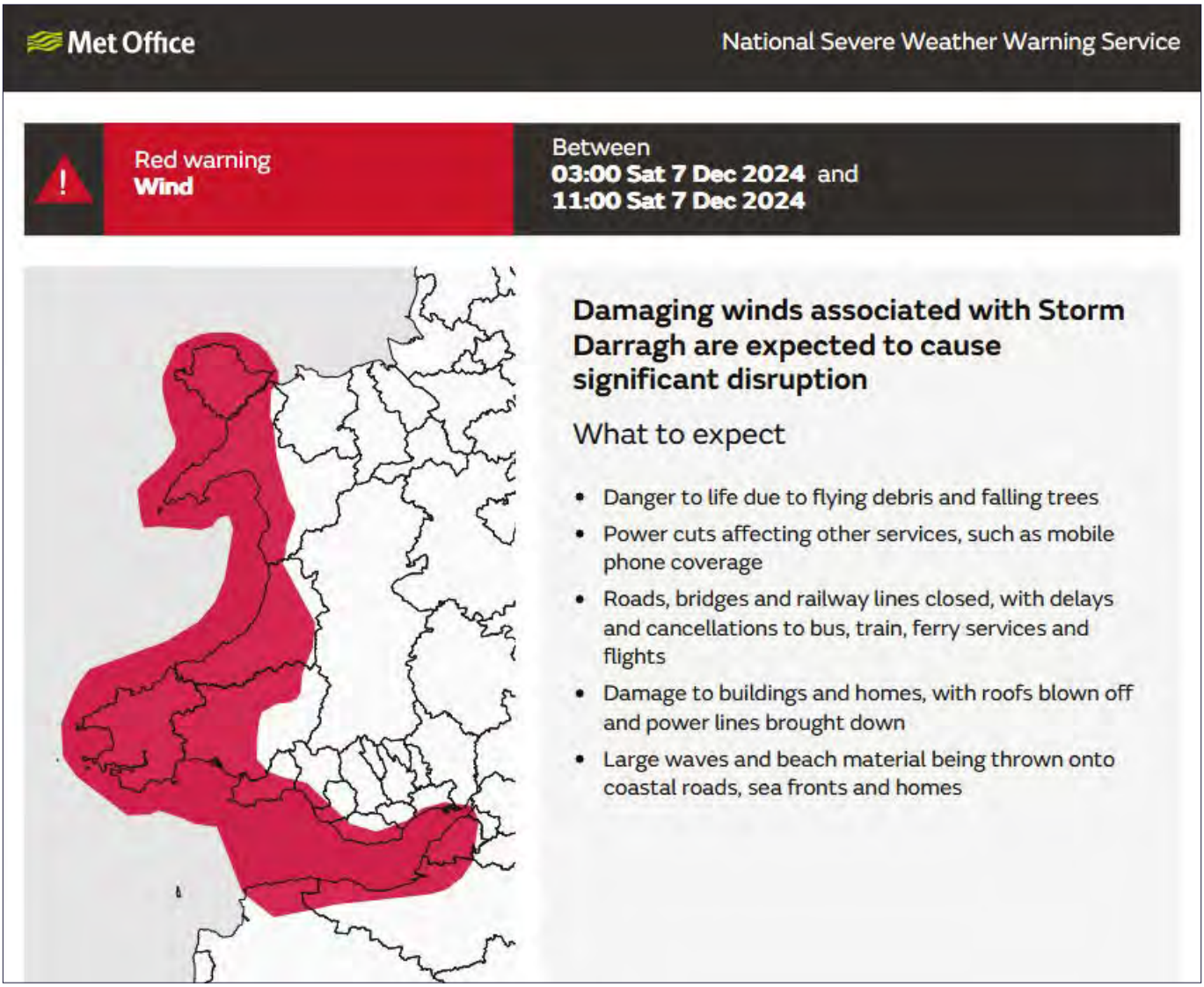
3.42 We will improve governance arrangements to enable joined-up decision-making with clear lines of responsibility and accountability, thereby removing any uncertainties, overlaps or gaps in our resilience arrangements.

Box 6.
Storm Darragh (December 2024)

Storm Darragh brought with it heavy rain and very strong winds, which affected large parts of Wales on the early hours of Saturday morning (07 December 2024).

The high winds resulted in tens of thousands of households being left without power, water supplies and telecommunications services over several days and for some, nearly a week. The storm was one of the most challenging for the power sector due to continued high winds making reconnections very difficult. Once the storm ended, fallen trees created not only significant damage to energy infrastructures, but also blocked roads, which caused access problems. A key concern during the incident was the number of vulnerable customers without power and the length of time customers remained without power.

One highlighted problem, which arose during, as well as after the storm, was access to data coverage of those most in need, particularly as the number of vulnerable customers steady increased as the days passed. Accurate and timely data being an important asset to ensure responders could deliver the appropriate services in a timely manner to those most in need.



Source: Met Office

3.43 We will provide a clear strategic direction to responders in Wales through utilising the Welsh Ministers' powers under Part 1 of the CCA to develop Welsh specific civil contingencies **regulations and statutory guidance**. This will ensure statutory expectations on Category 1 and 2 responders are clear and proportionate, that they meet Wales' needs and priorities and that they are fit for purpose in the light of learning from the past and recommendations from relevant inquiries.

3.44 In considering the findings of the Grenfell Inquiry Phase 2 report on guidance being unduly long and complicated, we will work with partners to ensure guidance is fit for purpose and consolidated to provide the necessary support and advice, which is proportionate and valid for responders to support better planning, risk management, and preparedness.

Governance

3.45 Welsh Government recognises that primary responsibility and accountability for responding to emergencies lies with category 1 and 2 responders. However, the rapidly changing risk context requires more formalised governance arrangements to enable us to better address current and future risks.

3.46 Good governance arrangements are key and can help to:

- ensure assurance across multi-agency delivery and provide a holistic understanding of delivery and compliance;
- ensure the effective oversight and delivery of this Framework and its supporting Delivery Plan; and
- encourage more robust decision making, greater scrutiny of decisions and enable better planning for the future.

Actions completed:

Pan-Wales
With partners from the Wales Resilience Partnership, we have undertaken a comprehensive review of pan-Wales governance structures. Details of the new structure is provided at **Annex 8**.

Introduced new resilience governance arrangements within the Welsh Government, which provides senior level oversight.

LRF Partners
South Wales LRF have undertaken an independent review of its governance structures, to enhance its governance arrangements including new processes for appointing chairs and deputy chairs.

Commitments to 2030 and beyond

UK level

3.47 A resilient Wales means a more resilient United Kingdom. **This Framework reaffirms our commitment to ensuring Wales remains an integral part of the UK's resilience arrangements**. We will do this through building and maintaining strong and mutually supportive working relationships with the UK Government, Scottish Government and Northern Ireland Executive to achieve our shared resilience goals.

3.48 Transparency is key to our ongoing approach to preparedness and capability. We also need to remain **mindful that risk does not recognise borders**. Welsh Government has a role to play in co-ordinating engagement with UK Government to identify emerging risks through horizon scanning and will **continue to gather, collate, analyse, and share relevant information as required**.

Pan-Wales level

3.49 Commence **new pan-Wales governance arrangements from May 2025**.

3.50 **Clear and straightforward duties will help us to make sure we have the right people at the right meetings**. We will work with partners to ensure appropriate representation at all layers of governance, aligned to our '*Once for Wales*' approach. We will use this opportunity to reaffirm responsibilities for members of each governance layer to cascade meeting information to relevant colleagues in Local Resilience Forums, organisations, and networks.

3.51 We will establish appropriate sub-groups and task and finish groups as agreed by the Wales Resilience Partnership and which are **linked to the priority needs as identified in the Wales risk register**.

3.52 We recognise the valued contribution of voluntary sector and faith groups to society in Wales, including building social capital, developing skills, improving health and wellbeing, enhancing employment opportunities, and creating community cohesion.

3.53 We will provide guidance and support to the voluntary sector and work with with voluntary sector organisations to help them play a full role in emergency preparedness, response and recovery activity where appropriate. We will ensure that voluntary, third sector and faith groups have appropriate representation in resilience governance arrangements going forward aligned with our '*Once for Wales*' approach.

3.54 We will continue to **maintain, and develop where appropriate, the Welsh Government internal resilience governance arrangements** – to support strategic leadership across the Welsh Government and provide advice to the First Minister and Cabinet.

3.55 Collaborative work plans already exist within local resilience forums. We will build on our '*Once for Wales*' principle to reaffirm links between the strategic direction set by the Wales Resilience Forum and national and local delivery ensuring everyone is working to consistent objectives.

3.56 Welsh Government will continue to maintain bespoke support to each LRF through a Welsh Government Liaison (and Deputy) Liaison Officer.

LRF Partners

3.57 To promote consistent approaches across the four LRFs enabling improved linkages into pan-Wales governance structures.

Leadership, Accountability and Assurance

3.58 The effectiveness of our approach to resilience in Wales is dependent on all bodies at a national, regional, and local level, and all our partners in the civil contingencies' community understanding their roles and specific responsibilities. Effective leadership in resilience is vital in the planning, response, and recovery phases of emergencies and remains a priority of the Welsh Government.

3.59 Within the broader resilience landscape, the duties of individual responder organisations are, for the most part, fulfilled through the coordinated activity of LRFs. While some, but not all, individual responder organisations are subject to regulation and inspection regimes, there is currently no formal assurance mechanism of the activities undertaken by an LRF as a collective body. Whilst there are excellent examples of partners across resilience effectively working together during an emergency, we recognise there is a need to not be solely reliant on voluntary, self-assessment scrutiny processes, to ensure we can secure the necessary assurances that:

a) that all relevant plans in place,

b) necessary vital links between local and national partners to work effectively together during a response are in place, and

c) our responder agencies are performing their duties under the CCA to the highest standards.

3.60 We will work with our LRF partners to make LRFs more accountable and will require an annual report from each LRF on how it is meeting the priorities identified in the new risk register and the new responsibilities required under this Framework and its Delivery Plan.

3.61 We want to ensure that our partners across the civil contingencies community in Wales understand their roles, responsibilities, and accountabilities to strengthen social partnership arrangements in Wales and enable greater economic, social, environmental and community resilience. This will in part be delivered through a capabilities programme (for example Wales Gold training which provides training for responders to participate in Strategic Coordinating Groups) and also the new governance arrangements outlined at paragraphs 3.49-3.51.

3.62 To ensure the continued success of LRFs, senior leaders from the statutory responders must continue to take a key leadership role in the work of LRFs. It will be necessary for LRF partners in senior roles within the LRF structure to have the relevant capacity and capability to ensure the delivery of the new responsibilities, being introduced in this Framework. We will work with our LRF partners and LRF chairs on how we can support these aims and will consider any best practice arising from UK Government's 'stronger LRF' programme.

3.63 We will work with our partners to build on current best practice and the *National Resilience Standards for Local Resilience Forums* to develop a **national assurance framework for Wales**. This will be underpinned by an **agreed set of standards** to support continuous improvement in risk management and preparedness and drive organisational learning and development. Where possible, the new assurance framework will sit alongside, and enhance, existing inspection regimes and will be overseen through our new robust structure of governance and accountability.

Commitments to 2030 and beyond

UK level

3.64 We will continue to build on our **strong working relationships with the UK Government to ensure integration of respective approaches**, where appropriate, and share best practice and learning, and ensure strong **cross-border collaboration to achieve our shared goals**.

Pan-Wales level

3.65 We will work with our partners in the responder community to establish coherent civil contingencies leadership guidance in Wales for category 1 and category 2 responders. These will clearly reflect the duties and expectations placed on them in legislation.

3.66 We will also set out clearly our expectations in relation to the role of LRF chairs to ensure consistency in leadership across Wales.

3.67 We will **establish a framework of civil contingency assurance standards in Wales**. We will work with partners to make use of existing frameworks (such as the *Emergency Preparedness, Resilience and Response (EPRR) Framework*), processes and best practice (such as the *National Resilience Standards for Local Resilience Forums*) to establish mechanisms to support independent assessment, self-assessment, peer review and benchmarking where appropriate.

3.68 Working with partners at the pan-Wales level we will look for opportunities to optimise efficiency and enhance assurance through applying consistent approaches across Wales, where this is appropriate and delivers more effective planning, preparedness and response.

3.69 The Welsh Government will also issue a **State of Resilience Report** to the Senedd (every four years) on levels of preparedness across Wales. This will consider assessments from organisational (responders and Government), regional (Local Resilience Forums) and national (Wales Resilience Partnership) levels.

LRF Partners

3.70 To provide clarity of actions across the four LRFs, **each LRF will produce an annual report to the First Minister**. These reports will include information on the following:

- Key priority risks within each area.
- Any identified issues within the area.
- Training and exercising.
- Assurance on and priorities for preparedness and interoperability.

Enhanced Preparedness, Enhanced Response and Recovery Capabilities

Strategic direction

3.71 In this objective we focus on effective preparedness and response through identifying and strengthening the people, processes, and organisations that work in and for civil contingencies. The principal aim of this objective is to ensure the necessary plans, response and recovery capabilities are in place, shaped by lessons from the past and tested through regular training and exercising. It is vital we build on the solid foundations, which currently exist, to continue to strengthen our preparedness and response for the challenges ahead.

3.72 Risks, emergencies, and disruptive events can damage local economies, impact on well-being and significantly impact our well-being goal of resilient communities. Not all areas are affected identically and areas with the most vulnerable in our communities can often be the most severely affected.

3.73 Through improved understanding of lessons identified and the wider evolving risk landscape, we can identify any gaps and thereby enhance effectiveness. We will support our partners, across the responder community, ensure they are appropriately skilled, discharge their statutory duties and have access to the necessary training and development to address any identified skills gaps.

3.74 With our partners, we will continue to build on the legal requirement under the Civil Contingencies Act 2004 to ensure individuals are trained for the roles they are expected to undertake. Our aim is to ensure a multi-agency, integrated and community-focused approach and to enhance the ability of responders to prepare for, and manage civil contingency incidents.

3.75 Empowering our communities to build their resilience is vital and we will be working with our partners and the third sector to enable our communities to be better prepared and able to respond to and recover from incidents. A key aim is to help empower our LRFS and local partners to consider, drive and improve resilience across the places for which they are responsible. Working with our LRFs, we will aim to support them through providing better guidance but also to seek opportunities to maximise efficiencies through delivery at a pan-Wales level, applying our '*Once for Wales*' principle. A key objective is to ensure support is given to those with the greatest need by identifying those communities most vulnerable to key risks and addressing these vulnerabilities to build resilience.

3.76 Prior to 2018, Welsh Ministers had a limited ability to direct and influence civil contingencies structures and the associated category 1 and 2 responders in Wales. This is no longer the case, following a transfer of functions in 2018. Under the Civil Contingencies Act 2004, the legislation now provides Ministers with direct powers over preparedness for, and response to, civil contingency incidents.

Preparedness

3.77 All risks and emergencies and their impacts are essentially local with only some applying at an all-Wales level. The work of responders through LRFs will continue to be the building block for resilience in Wales. While there have been numerous examples of partners working together in response to an incident, there are areas for improvement to ensure effective co-operative and collaborative working between partners. This is at the local level pan-Wales, and, as incidents do not respect borders, for incidents which reach across the border into England.

3.78 It is essential that the local tier is able to access the information it needs in order to make informed local decisions. Our new strengthened and simplified response structures help to support this.

3.79 The recent *Post Implementation of the CCA*[11] made clear that the core principles of subsidiarity and local leadership remain critical. However, we acknowledge that there are increasing demands on our four local resilience forums. The Manchester Arena Inquiry Vol 2 said that there needed to be consideration of how local resilience forums are to be funded consistently and sufficiently to enable them to do their important work. In 2024-2025, we provided funding to our four Welsh LRFs for the first time, and we will continue to endeavour to provide further funding to support the vital work undertaken by our LRFs to support multi-agency planning, preparedness and ensure any capability gaps are addressed (**see Box 7**).

Community resilience and preparedness

3.80 We also recognise the role that communities can play in building skills, knowledge, and resources to support local and national resilience. Community resilience is based on a culture of preparedness, in which individuals, communities and organisations take responsibility to prepare for, respond to and recover from emergencies. This is an important aspect of our 'whole-of-society' approach to resilience.

3.81 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.

3.82 The Welsh Government will work with local authorities, local resilience forums and voluntary sector and third sector organisations to enhance our approach to community resilience in Wales, including making use of existing funding programmes to support and co-ordinate training activity.

3.83 We will build preparedness and capability from the bottom up. We will learn from pilot activities across the United Kingdom and international best practice to inform a Welsh approach to co-ordinating local resources before, during and after an emergency.

11 www.gov.uk/government/publications/civil-contingencies-act-2004-post-implementation-review-report-2022

Box 7.

Funding the Local Resilience Forums in Wales (LRF)

There are four LRFs in Wales and each provides a crucial role in facilitating a multi-agency, joined up approach to local planning to ensure category 1 and category 2 responders can discharge their statutory duties under the Civil Contingencies Act 2004.

LRF partners provide funding to enable the coordination of the LRF and the production of key documents (emergency plans), training as well as exercising.

Until recently the Welsh Government had not provided financial support to support LRFs. However, to enable LRFs to deliver resilience in Welsh communities, in 2024 we provided funding via a one-year pilot scheme payment of £30,000 to each LRF.

Working with LRF coordinators, we have been able to identify the needs that the funding will support and organise suitable monitoring and evaluation arrangements to evidence the impact of the investment and secure value for money.

Dyfed Powys Local Resilience Forum
Fforwm Cydnerth Lleol Dyfed Powys

Gwent Local Resilience Forum
Fforwn Cydnerth Lleol Gwent

Fforwm Cydnerth Gogledd Cymru
North Wales Resilience Forum

FCLDC SWLRF
Fforwm Cydnerth Lleol De Cymru
South Wales Local Resilience Forum

3.84 We are committed to building our knowledge and understanding of the underlying vulnerabilities within our communities, including ensuring we, and our partners, are better able to identify vulnerable and at-risk groups to ensure more specific and tailored support can be prioritised in any incident. The Welsh Government recognises that working with local and national partners and the people in communities will be crucial to this. We will continue to iterate the multi-agency JIGSO system (**see Box 8**) to ensure that partners can identify our most vulnerable citizens in times of an emergency. We will continue to engage with equality and community groups to develop the data available, in line with data protection legislation.

Actions completed:

Charter for Bereaved Families – the Welsh Government and a large number of Welsh responder organisations have signed the Charter to reaffirm their commitments to support bereaved families and the community during and in the aftermath of a major incident.

Funding for LRFs – the Welsh Government has made available funding to all four LRFs in 2024-25 to support the delivery of training and capability building and multi-agency work.

Commitments to 2030 and beyond

Pan-Wales level

3.85 We will work with our responder community to review the 2005 Regulations and assess their appropriateness to provide responders with the necessary direction to deliver their duties under the CCA. We will consider the needs and priorities in Wales and develop policy accordingly and where appropriate, Welsh regulations.

3.86 We will work with partners and stakeholders to develop appropriate guidance, to ensure it is fit-for-purpose and provides the necessary support and guidance required for the civil contingencies' community to effectively deliver their statutory duties.

3.87 Where appropriate we will aim to enhance and sustain funding provision to support multi-agency coordination/LRF work.

3.88 Working with our partners, we will support community networks to understand their capabilities and access resources and tools to support collective actions.

3.89 We will work with local authorities, LRFs and our third sector partners to enhance our approach to community resilience in Wales. Collectively, we will help to empower local communities to build their resilience to enable them to be better prepared for and able to respond to and recover from emergencies, as well as ensure community-level arrangements are connected into wider coordinated responses, when and where necessary.

3.90 Our third sector partners play a vital role in supporting resilience at a local and national level. We want to strengthen our relationships with the third sector to ensure we can draw on their knowledge and capabilities to integrate them into resilience and emergency management activities and policy development at a local and national level. We will work with the Wales Community Resilience Group to help support their programme of work.

LRF partners

3.91 LRFs to utilise the Wales risk register to help prioritise planning and preparedness.

3.92 LRFs agree the strategic approach to community resilience in their area.

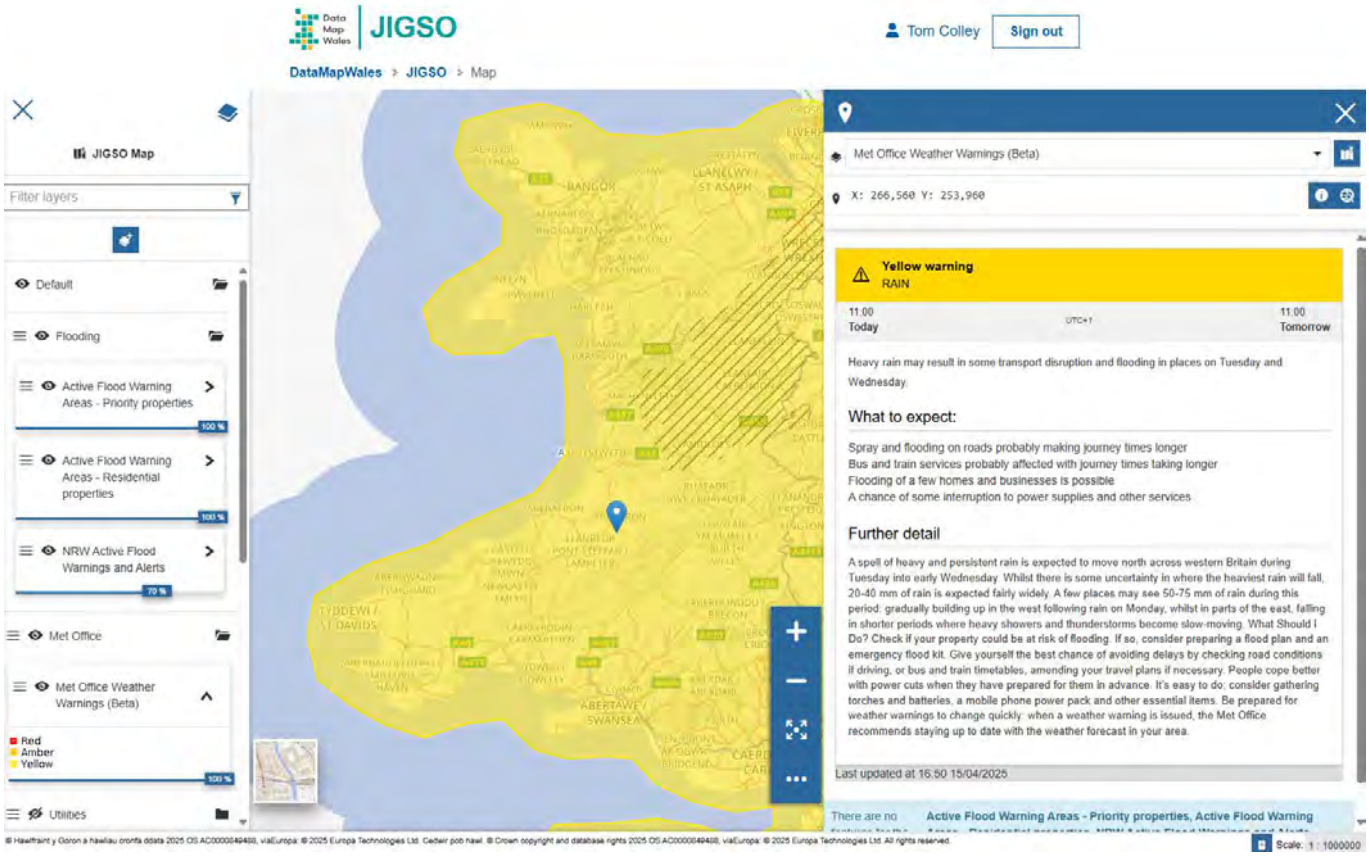
3.93 LRFs maintain an overview of community resilience across the LRF.

Box 8.
JIGSO

JIGSO provides real time mapping of an area in question, pinpointing vulnerable properties or streets and therefore enabling responders to take action where it matters most.
JIGSO enables Wales's core non-personalised datasets to be made available to the resilience community, as a free to use service.

JIGSO has been successfully used across Wales to identify households and locations at risk of flooding, such as hospitals and care homes so that priority responses can be co-ordinated. This quick access to information continues to make a difference.

The integration of location data at this level supports the resilience community to plan and respond to any major incident in a far more objective way, resulting in greatly improved outcomes for citizens. In turn, this helps communities to prepare for major incidents resulting in less damage to property and safeguarding the most vulnerable in our society.



Source: JIGSO

3.94 Prioritise support to those individuals and communities deemed to be at greater risk e.g. due to their location, geography, demographics, circumstances.

Capabilities

3.95 A central component of resilience is our capability to respond to and recover from civil emergencies.

3.96 The establishment of our classified risk register presents us with an opportunity to align our approach to enhancing our preparedness and capability with the existing and emerging risks, which face Wales. We must also work with our partners to apply the learning from lessons identified from major incidents, emergencies, training and exercising and the recommendations contained within public inquiries, to support continuous improvement in our capabilities at a pan-Wales level.

3.97 We will develop a **pan-Wales lessons identified register**, which will support us in providing clear and auditable evidence to show how lessons have been learned and how and where that learning has been applied at all levels.

3.98 We will also work with partners to develop a **debrief framework for Wales**, which will enable incidents and exercises to be reviewed in a consistent way, embedding an integrated approach to identifying lessons, which are aligned to the pan-Wales lessons identified register.

3.99 Central to our delivery plan, we will formalise our multi-agency, multi-partner approach to capabilities, including managing and monitoring lessons identified and training and exercising across Wales.

Actions taken:

- Within Welsh Government, we have already developed a new '*Lesson Management System*' to draw together lessons identified from incidents, exercises, and inquiries from an organisational perspective. This is helping us to prioritise our capabilities programme and identify key areas for improvement.
- Welsh Government has provided Welsh LRFs with funding during 2024-25, which has supported various training opportunities and exercises.

Commitments to 2030 and beyond

UK level

3.100 Work with partners across the UK in contributing to effective planning and delivery of national multi-agency level exercises.

3.101 Input and sharing best practice, guidance and learning from one another through key organisations such as the UK Resilience Academy.

Pan-Wales level

3.102 We will produce an evidence-based **review of current pan-Wales emergency planning and preparedness activities** to support the continuous improvement of our resilience and response capabilities. The review will explore the potential benefits of coordinating and commissioning emergency preparedness training and exercising, including the identification, analysis and implementation of lessons and recommendations, on a national basis.

3.103 Working with partners, we will explore the benefits of investing in pan-Wales multi-agency resource to enable a joined-up approach to ongoing learning in terms of planning, training, exercising and management of lessons identified.

3.104 Building on the Manchester Arena Inquiry recommendations, we will develop a pan-Wales lessons identified log that will provide clear auditable evidence to show how lessons have been learned and how and where they have been applied. This will enable strategic links to be made between the lessons identified log, the Wales risk register, the Civil Contingencies Learning and Development prospectus alongside response plans at organisational, regional, and national level. We will also work with partners to establish a consistent debrief framework for Wales. This will enable incidents and exercises to be consistently reviewed, embedding an integrated approach to identified lessons that is aligned to the pan-Wales lessons identified log. Supporting access to learning and development and the delivery of exercising and training will remain a key priority for the Welsh Government.

3.105 We will establish a **pan-Wales preparedness and capability programme** to support all partners in the civil contingencies community in participating in regular training and exercising opportunities at a UK, national and local level. We will do this through building our evidence base to help identify prioritisation. To support the development of this programme, we will work with the UK Government to explore options for including Wales-specific elements within the UK Government Capability Survey. Over the longer term, we will explore the feasibility of developing our own capability survey for Wales. This will be supported by an ongoing cycle of 'capability days' within each LRF to provide all partners with an opportunity to showcase and share specialist capabilities to raise awareness and drive learning across the responder community.

3.106 We will also begin work with academia to explore options to develop **recognised qualifications for civil protection and emergency preparedness in Wales**, through the production of a clear development pathway for the profession.

3.107 We will also drive forward delivery of a **civil contingencies learning and development prospectus for Wales** to provide clear and consistent objectives for learning and development for all partners across the responder community to support them in ensuring they have the appropriate skills and expertise required to discharge their statutory duties. This will ensure Category 1 and Category 2 responders have the capability, capacity, and resources to continue to provide effective leadership across the civil contingencies landscape in Wales. It will also support category 1 and category 2 responders in Wales to continue to undertake their duties under the CCA to the best of their ability and provide assurance to Welsh Ministers and citizens that Wales is ready to respond and adapt to the wider evolving risk landscape.

LRF Partners

3.108 LRFs to draw upon the preparedness assessments of their LRF to prioritise capability training and exercising.

3.109 Where appropriate, a '*Once for Wales*' approach to be taken to addressing capability gaps.

3.110 LRFS and organisations should all have their own **Lessons Management Systems** ensuring oversight and accountability to achieve evidenced learning from experience, in a continual, consistent manner closing the loop between identifying a problem and achieving lasting, practical improvements in response.

Response

3.111 As outlined in Part 1, there are a number of different types of risks, which we have experienced in Wales, some are short-term (Storm Darragh), whilst others can last for extended periods of time (for example the Covid pandemic). Some risks can be described as acute (flooding) and others as chronic (an enduring health emergency).

3.112 We need to have robust response procedures in place, which are sufficiently flexible and appropriate to address these different types of risks as the process may not be identical.

3.113 As risks and emergencies and their impacts are primarily local; LRFs have the key role in the planning for identified risks. The multi-agency work across planning, preparation, response and recovery at the local level will continue to be the building block of Wales' resilience. However, there are some occasions where a pan-Wales approach is required, and the Welsh Government provides the strategic direction.

3.114 The Welsh Government adheres to the long-established and best practice emergency planning principle of subsidiarity, as do all UK administrations, whereby decisions are taken at the lowest appropriate level, while coordination occurs at the highest necessary level. To meet this principle, the Welsh Government adopts the lead department model to cover all phases of risk assessment, emergency preparedness, response and recovery. This means that lead policy teams are in general responsible for leading the strategic response to an emergency, which falls within their policy area. However, in the event of a prolonged, whole system emergency, we recognise that the lead government department model has limitations, and a different model might be required.

3.115 Our new governance arrangements through our Risk and Preparedness Committee and our crisis management structures help to address some of these issues. This ensures a cross-government approach to preparedness and also response, particularly where an incident impacts several different policy areas. Our central coordinating structures enables more effective coordination and information and data sharing.

3.116 Within the Welsh Government, we recognise there is also a need to ensure our own processes are appropriate, so we are prepared for any future challenges. We will undertake a review of the preparedness of lead departments and provide training to ensure policy teams have appropriate skilled resources to provide the necessary support during any response. To provide clarity on our processes, we will be producing a Concept of Operations (CONOPs) on our crisis management response within the Welsh Government.

3.117 Our central resilience unit's crisis management structures will remain the key mechanism through which the Welsh Government responds quickly to emergencies, which require cross-government coordination and require decisions urgently. To support our crisis management structures, we will be enhancing our data capacity with the creation of a new, small resilience data team.

3.118 We will work with our partners to undertake a full review of the ***Pan-Wales Response Plan*** *(PWRP)* to ensure it remains fit for purpose and reflects recent learning. We want to ensure that the PWRP provides appropriate guidance where and when it is needed.

3.119 As part of this work, we will also review the effectiveness of existing facilities to provide co-location, when it is required and of our processes and systems to ensure we are able to provide the appropriate levels of coordination, gathering and dissemination of information across Wales.

3.120 We will also undertake a comprehensive review of other pan-Wales plans to explore whether they should be consolidated into more flexible frameworks, which can be amended readily in light of learning identified through testing and exercising.

3.121 Working with partners, we will continue to build on the legal requirements under the Civil Contingencies Act 2004 to ensure individuals are trained for the role they are expected to undertake. We will iterate and enhance our training offer for strategic commanders in Wales, considering key learning and notable practice from public inquiries, exercising and major incidents/emergencies.

Actions taken:

We have developed and implemented new crisis management processes within the Welsh Government supported by new resilience governance structures.

To support the review of the PWRP, a consultation with partners on appropriateness of the plan has been undertaken.

Commitments to 2030 and beyond

UK level

3.122 We will continue to work with the UK and other devolved governments on matters relating to a 'whole-system' response, which have implications at a UK-wide level.

3.123 We will continue to work with the UK government on crisis management approaches to ensure effective working arrangements are in place for incidents with cross-border implications or apply at a UK-wide level.

Pan-Wales level

3.124 We will undertake a review of our existing Welsh Government crisis management facilities (Emergency Coordination Centre Wales (ECCW)) to ensure they fully meet the requirements of a modern multi-agency incident response.

3.125 We will continue to learn from best practice from across the United Kingdom to ensure Welsh Government has the necessary skills and experience to support and co-ordinate the Welsh response to major incidents and emergencies.

3.126 We will work with our partners to review the *Pan-Wales Response Plan* to ensure it meets the needs of the Welsh Government and our partners and provides effective guidance on our crisis management arrangements for the modern risk landscape.

3.127 To support the *Pan-Wales Response Plan*, we will work with our responder partners to ensure appropriate, and where relevant, statutory and non-statutory guidance is available. We will ensure all guidance is subject to regular review.

3.128 Utilising our new pan-Wales governance structures, we will support training and exercising programmes to ensure individuals are able to fulfil the role they are expected to undertake to deliver their statutory duties.

3.129 We will also work with partners to establish a consistent debrief framework for Wales. This will enable incidents and exercises to be consistently reviewed, embedding an integrated approach to identified lessons that is aligned to the pan-Wales lessons management system.

LRF Partners

3.130 Category 1 and 2 responders to build upon existing collaborative practices and to seek further opportunities to share best practice on ensuring effective and joined up multi-agency response to incidents.

3.131 Reviewing and enhancing training for organisational representatives on Strategic Coordinating Groups (SCG) (Wales Gold) and on Tactical Coordinating Groups (TCG) (Wales Silver), including training for SCG chairs.

Recovery

3.132 Recovery is a key stage in the resilience cycle and can be crucial in minimising the impacts of crises, while also supporting future risk management. Recovery can be the most complex phase also, requiring inclusive and participatory approaches, reflection and empathy for those affected, and careful planning.

Whilst recovery is woven across all areas of our resilience processes, we recognise there is a need to take more specific action to support strengthening of recovery capabilities over the longer term.

3.133 LRFs play a central role in the planning for and delivery of recovery activity. Working with the voluntary, third sector and communities statutory responders will put in place recovery plans and protocols, helping to ensure that the views and needs of those affected and, communities and businesses are taken into account and addressed.

3.134 The Welsh Government will continue to prioritise the allocation funding to those areas which deliver the greatest positive impact and in line with collective outcomes. This includes investing more in prevention and emergency preparedness. Where communities are impacted by emergencies, the default remains for this to be managed locally. In exceptional instances, however, the Welsh Government may intervene to provide additional support. For example, the Welsh Government provided dedicated funding to local authorities in 2020-21 to support a maintenance programme for disused coal tips.

3.135 We will work with our partners in the responder community and the third sector to review and update the **Welsh Government Recovery Support Arrangements**, which brings together arrangements to coordinate recovery at a national, local, and community level. This will support a clearer understanding of where ownership lies during each part of the recovery journey, clarifying roles and responsibilities to make sure that the right people are picking up recovery strategies going forward.

3.136 Elements of response and recovery are intrinsically linked, and we should not focus on one more than the other. We will work in partnership with voluntary and third sector organisations to agree their roles and functions as part of our collaborative approach to recovery.

3.137 We will use non-statutory guidance to define national and local ownership of each part of the recovery journey, clarifying roles and responsibilities to make sure that the right people are picking up recovery strategies going forward.

3.138 We will ensure all guidance is subject to regular review, in line with the UK Government position on the Civil Contingencies Act 2004.

Actions taken:

- Our Wales Gold training for senior leaders includes training to be a representative on Recovery Coordinating Groups.

Commitments to 2030 and beyond

Pan-Wales level

3.139 **Work with LRF partners and the third sector to develop appropriate recovery guidance** – Elements of response and recovery are intrinsically linked, and we should not focus on one more than the other. We will work in partnership with voluntary and third sector organisations to help clarify their roles and contributions as part of our collaborative approach. We will set out in non-statutory guidance national and local responsibilities for each part of the recovery journey to help ensure relevant organisations are taking action to improve recovery capabilities and planning.

3.140 We will ensure all guidance is subject to regular review, working with the UK Government in relation to the Civil Contingencies Act 2004.

Enhanced Transparency, Communication and Engagement

3.141 Effective communication is vital in establishing resilience and responding to and recovering from emergencies. This relates not only to sharing of information within government and responder organisations, but also between responders and with the public.

3.142 Communication is vital to ensure that partner agencies are sharing the relevant information and providing advice pertinent to their role.

3.143 Accurate and timely information is always at a premium during emergencies. The nature of emergencies and the demands of emergency response place significant pressures on responders. Clarity brevity and empathy are key qualities of effective communication and responders should strive toward this in preparation and response.

3.144 The Welsh Government will help ensure people in Wales have a good understanding of the risks we face, and take the actions needed to prepare for emergencies.

3.145 Our most vulnerable communities and individuals are often those who will be disproportionately impacted by incidents and emergencies. We recognise there is a need for us to work with local partners, and with communities themselves to understand their needs and to ensure appropriate communications are developed to support better understanding of risk and better preparedness.

3.146 At a local level, Community Risk Registers (CRR) focus on the risks that are the highest priority in each local area. We will work with our partners to **strengthen the requirements around the production of CRR's** so they consider community demographics, particularly vulnerable groups, and inform how communications can be tailored to meet communities needs (**see Annex 9**).

3.147 We will work with our responder partners to develop an **all-Wales incident response communications plan**, which will build on existing warning and informing arrangements to support an increased awareness of what should happen during major incidents and emergencies, using the most appropriate communication channels. Understanding how aware the public is of the risks we face, and how prepared they are for emergencies will be central to this work. We will work with the UK Government therefore to explore options for including Wales in the planned annual survey of public perceptions of risk, resilience and preparedness. Over the longer term, we will explore the feasibility of developing our own survey for Wales if that is appropriate and cost effective.

3.148 We fully recognise the essential role that individuals, communities, businesses and the voluntary sector can play in responding to emergencies. **We will explore options to meet the following communications objectives: to inform people in Wales of the risks we face; to encourage people to take action and practice behaviours needed to prepare themselves and their communities; and to build public understanding of the actions the Welsh Government is taking to prepare for emergencies**. This work will consider audience needs, online and offline information sources, the statutory responsibilities of partners, and the case for behaviour-change campaign work.

3.149 Increasing public accountability on risk is also a key priority and we want to be more transparent in our approach. As a first step, we will introduce an **annual statement to the Senedd** on civil contingencies risks and resilience. This will include information on the current risk picture, our resilience performance, and our current state of preparedness.

Commitments to 2030 and beyond

3.150 We will work with our responder partners to develop an **all-Wales incident response communications plan**, which will build on existing warning and informing arrangements to support an increased awareness of what should happen during major incidents and emergencies, using the most appropriate communication channels.

3.151 **We will explore options to meet the following communications objectives: to inform people in Wales of the risks we face; to encourage people to take action and practice behaviours needed to prepare themselves and their communities; and to build public understanding of the actions the Welsh Government is taking to prepare for emergencies.**

3.152 **Publish public facing information on the short to medium term risks facing Wales. Products will be reviewed regularly to reflect any significant changes to the Wales risk register.**



Annex 1: Acronyms

CCA	Civil Contingencies Act 2004
CONOP	Concept of Operations
CRR	Community Risk Register
EPPR	Emergency Preparedness, Resilience and Response
EU	European Union
GIS	Geographic Information System
JESIP	Joint Emergency Services Interoperability Principles
LRF	Local Resilience Forum
MAGIC	College of Policing Multi-Agency Gold Incident Command Course
NRR	National Risk Register
NSRA	National Security Risk Assessment
NSRD	National Security & Resilience Division
PWRP	Pan-Wales Response Plan
SCG	Strategic Coordinating Group
SWLRF	South Wales Local Resilience Forum
UK	United Kingdom
WCCC	Wales Civil Contingencies Committee
WFGA	Well-being of Future Generations Act 2015
WRF	Wales Resilience Forum
WRPT	Wales Resilience Partnership Team

Annex 2: Glossary

Term	Definition
Acute risk	Time-bound, discrete events, for example a major fire or a terrorist attack. Contrast with Chronic risks.
Business Continuity	Strategic and tactical capability of an organisation to plan for and respond to incidents and business disruptions in order to continue business operations at an acceptable predefined level.
Capabilities	In this context, capabilities means the organisations, tools, data, legislation or resources required to respond to risks. There are both specific capabilities, which are needed to manage specific risks, as well as generic ones which can be used to respond flexibly to multiple risks. Specific capabilities could include specialist equipment used to pump water or measure water speed during flood events. Generic capabilities include evacuation and shelter capability, and the emergency services.
Capability	A demonstrable ability to respond to and recover from a particular threat or hazard.
Capability Gap	The gap between the current ability to provide a response and the actual response assessed to be required for a given threat or hazard – plans should be made to reduce or eliminate this gap, if the risk justifies it.
Cascading risk	This term refers to the knock-on impacts of a risk that cause further physical, social or economic disruption. For example, severe weather could cause flooding, which then causes damage to electricity infrastructure, resulting in a power outage which then disrupts communications service providers (and so on).
Category 1 responder	Person or body listed in part 1 of schedule 1 to the civil contingencies act, normally at the core of the response to an emergency. See also responder.
Category 2 responder	Person or body listed in part 3 of schedule 1 to the civil contingencies act, less likely to be at the core of the response to an emergency but co-operating with category 1 responders. See also responder.
Chronic risk	Continuous challenges which gradually erode our economy, community, way of life and/or national security (e.g. money laundering; antimicrobial resistance). Contrast with acute risks.

Term	Definition
Civil contingencies	Planning and preparation for events or incidents with the potential to impact ordinary citizens and their interests.
Civil Protection	Organisation and measures, under government or other authority, aimed at preventing, abating or otherwise countering the effects of emergencies for the protection of the civilian population and property.
Community Resilience	Community resilience is the ability of a community to prepare for anticipated hazards, adapt to changing conditions, and withstand and recover rapidly from disruptions. It is the sustained ability of a community to use available resources to respond to, withstand, and recover from adverse situations. This allows for the adaptation and growth of a community after disaster strikes.
Community Risk Register (CRR)	A Community Risk Register (CRR) is a multi-agency publication that highlights risks that have the highest likelihood and potential to have significant impact, causing disruption to specific regions across Wales and its communities.
Compound risk	When two or more events coincide (either in the same place, or at the same time) causing impacts greater than the sum of the individual risks. An example could be flooding impacting an area that is already experiencing a power outage.
CONOPs	Concept of Operations – the high-level description of how systems will operate to achieve defined objectives.
Contingency	Possible future emergency or risk which must be prepared for. See also civil contingencies.
County Council and County Borough Council	Wales' 22 unitary authorities (county and county borough councils – also known as 'principal councils') deliver a wide range of services. Some, for example education, they are required by law to make available; others are provided at the discretion of individual authorities. See category 1 responder.
COVID-19 Inquiry	This is the independent public inquiry set up to examine the UK's response to and impact of the COVID-19 pandemic and learn lessons for the future.
Crisis	An event or series of events that represents a critical threat to the health, safety, security, or well-being of a community or other large group of people usually over a wider area.

Term	Definition
Cyber	The word 'cyber' denotes a relationship with information technology (IT), i.e., computers. It can relate to all aspects of computing, including storing data, protecting data, accessing data, processing data, transmitting data, and linking data.
Devolved Governments	Devolved governments refer to separate legislatures and executives in Scotland, Wales, and Northern Ireland. These institutions have been created to transfer administrative, executive, or legislative authority to specific regions within the United Kingdom.
Emergency	An emergency is defined as: An event or situation which threatens serious damage to human welfare, or to the environment; or War, or terrorism, which threatens serious damage to security.
Emergency Coordination Centre (ECC(W))	The Emergency Co-ordination Centre (Wales) (ECC (W)) is a facility established by the Welsh Government to gather and disseminate information in Wales on developing emergencies, with strong links with the other UK nations.
Emergency Preparedness	Emergency Preparedness and the accompanying document Emergency Response and Recovery, sets out the generic framework for civil protection.
Emergency Preparedness, Resilience and Response (EPRR) Framework	The strategic national framework containing principles for health emergency preparedness, resilience and response for NHS-funded organisations.
Emergency Services	Generic term of police, fire and rescue, health agencies; may also include HM coastguard and other responders. See category 1 responder.
Exercise	A simulation designed to validate organisations' capability to manage incidents and emergencies – specifically exercises will seek to validate training undertaken and the procedures and systems within emergency or business continuity plans.
Fire and Rescue Service	Fire and rescue services in Wales are provided by three fire and rescue authorities. These authorities are the North Wales Fire Authority, the Mid and West Wales Fire Authority, and the South Wales Fire Authority. Their core functions include promoting fire safety, fire-fighting, and responding to road traffic accidents and other emergencies. See category 1 responder and Emergency Services.
Grenfell Inquiry	The Grenfell Tower Inquiry is a public inquiry into the Grenfell Tower fire to examine the circumstances leading up to and surrounding the fire at Grenfell Tower on the night of 14 June 2017.

Term	Definition
Hazard	Hazards are non-malicious risks such as extreme weather events, accidents or the natural outbreak of disease. Contrast with Threat.
Health Boards and Health Trusts	NHS Wales delivers services through 7 local health boards and 3 NHS trusts. Local health boards are responsible for planning and delivering NHS services in their areas. These health services include dental, optical, pharmacy and mental health. They are also responsible for: • improving physical and mental health outcomes • promoting wellbeing • reducing health inequalities across their population • commissioning services from other organisations to meet the needs of their residents. NHS trusts look after public health, ambulance services as well as cancer and blood services. There are also several related organisations that support NHS Wales.
Horizon Scanning	In contingency planning, horizon scanning helps to manage risk by planning ahead for unlikely, but potentially high impact events.
Impact	The scale of the consequences of a hazard, threat or emergency expressed in terms of a reduction in human welfare, damage to the environment and loss of security.
JESIP	Joint Emergency Services Interoperability Principles.
Local Resilience Forum (LRF)	LRFs are multi-agency partnerships made up of representatives from local public services, including the emergency services, local authorities, the NHS, the Environment Agency and other organisations involved in emergency preparedness. These agencies are known as Category 1 and 2 Responders (except in Northern Ireland), as defined by the Civil Contingencies Act. The CCA and the Regulations provide that responders, through the Local Resilience Forum, have a collective responsibility to plan, prepare and communicate in a multi-agency environment. In Wales, local resilience forums align to Police Force areas: • Dyfed Powys LRF • Gwent LRF • North Wales LRF • South Wales LRF

Term	Definition
Local Responder, Local authorities and responder agencies	Local responders and local responder agencies include both category 1 and category 2 responders as defined in the Civil Contingencies Act 2004.
Major Incident	A declared event or situation that requires a response from the emergency services or other responders.
Manchester Arena Inquiry (MAI)	The Manchester Arena Inquiry, a statutory public inquiry, was established by the then Home Secretary in 2019 to investigate the deaths of the victims of the attack on the Arena on 22 May 2017.
Maritime and Coastguard Agency	Executive agency of the department for transport, comprising Her Majesty's Coastguard and the former Marine Safety Agency.
Multi-agency	Involving the participation of several agencies.
National Resilience Standards for Local Resilience Forums (LRFs)	A set of individual standards for LRFs to consistently identify good and leading practice, and help self-assure their capabilities and overall level of readiness.
National Risk Register (NRR)	A publicly available statement of the assessment of the likelihood and potential impact of a range of different risks that might directly affect the UK.
Natural Resources Wales	Natural Resources Wales is a Welsh Government sponsored body responsible for tackling climate, nature, and pollution emergencies. See category 1 responder.
Northern Ireland Executive	The Northern Ireland Executive exercises executive authority on behalf of the Northern Ireland Assembly and takes decisions on significant issues and matters which cut across the responsibility of two or more Ministers.
NSRA	National Security Risk Assessment – the full and classified assessment of the likelihood and potential impact of a range of different risks that might directly affect the UK.
Operational (Bronze)	The tier of command and control within a single agency (below gold and silver level) at which the management of 'hands on' work is taken at the incident site – sometimes referred to as the operational level.
Pan Wales Response Plan (PWRP)	The Pan-Wales Response Plan sets out the arrangements for the pan-Wales level integration of the Welsh response to an emergency in or affecting Wales.

Term	Definition
Police	Wales currently has four territorial police forces, which deal with the vast majority of police matters from neighbourhood policing teams, right up to criminal investigations. See category 1 responder and emergency services.
Port authority	A port authority refers to a governmental or quasi-governmental agency entrusted with the essential tasks of operating, maintaining, and developing ports or groups of ports.
Preparedness	Process of preparing to deal with known risks and unforeseen events or situations that have the potential to result in an emergency.
Recovery	The process of rebuilding, restoring and rehabilitating the community following an emergency.
Recovery Coordinating Group (RCG)	Recovery Coordinating Group established to take over from the response phase to oversee recovery implementation.
Regulations	Regulations are supplementary to acts. They link to existing acts and they are designed to aid a person to apply the principles of the primary act. Essentially, they are formal guidelines, and breaching them is not necessarily enforceable in courts.
Resilience	Ability of the community, services, area or infrastructure to detect, prevent, and, if necessary to withstand, handle and recover from disruptive challenges.
Responder	Organisation required to plan and prepares a response to an emergency. See category 1 and 2 responder.
Response	Decisions and actions taken in accordance with the strategic, tactical and operational objectives defined by emergency responders – at a high level these will be to protect life, contain and mitigate the impacts of the emergency and create the conditions for a return to normality.
Risk	An event, person or object which could cause loss of life or injury, damage to infrastructure, social and economic disruption or environment degradation. The severity of a risk is assessed as a combination of its potential impact and its likelihood.
Risk assessment	A structured and auditable process of identifying potentially significant events, assessing their likelihood and impacts, and then combining these to provide an overall assessment of risk, as a basis for further decisions and action.

Term	Definition
Scottish Government	The Scottish Government is the devolved government for Scotland and has a range of responsibilities that include: the economy, education, health, justice, rural affairs, housing, environment, equal opportunities, consumer advocacy and advice, transport and taxation.
Senedd	The Welsh Parliament is the democratically elected body that represents the interests of Wales and its people. Commonly known as the Senedd, it makes laws for Wales, agrees Welsh taxes and holds the Welsh Government to account.
Storm Darragh	Storm Darragh was a powerful extra tropical cyclone which severely impacted Wales and other parts of the United Kingdom in December 2024.
Strategic (Gold)	The strategic level of command and control (above Silver level and Bronze level) at which policy, strategy and the overall response framework are established and managed for individual responder agencies.
Strategic Coordinating Groups (SCGs)	Some disruptive events or emergencies require strategic multi-agency coordination at the local level (e.g. a major flood event). This is carried out by a Strategic Coordinating Group (SCG), which can be activated by any responder organisation represented on the LRF. The SCG takes overall responsibility for the multi-agency management of the incident and establishes a strategic framework within which lower levels of command and coordinating groups will work. SCGs are usually chaired by the Police.
Subsidiarity	The principle whereby decisions are taken at the lowest appropriate level, with coordination at the highest necessary level. In practice this means that most incidents are handled within the capabilities of local agencies and responders, without central involvement.
Tactical (Silver)	The tactical tier of command and control within a single agency (below Gold level and above Bronze level) at which the response to an emergency is managed.
Tactical Coordinating Groups (TCGs)	Tactical Coordinating Group – a multi-agency group of tactical commanders that meets to determine, coordinate and deliver the tactical response to an emergency.
The Charter for Families Bereaved through Public Tragedy	The Charter for Families Bereaved through Public Tragedy was written by the former Bishop of Liverpool, the Right Reverend James Jones, to ensure the pain and suffering of families affected by the Hillsborough tragedy is not repeated in future tragedies.

Term	Definition
Threat	Malicious risks such as acts of terrorism, hostile state activity and cyber crime. Contrast with Hazard.
Voluntary Sector	All voluntary organisations, regarded as a group, involved in any aspects of the response to an emergency. Also known as third sector.
Vulnerable Person	A person who is less able to help them self in the circumstances of an emergency.
Wales Civil Contingencies Committee (WCCC)	The Wales Civil Contingencies Committee (WCCC) is an advisory body comprising senior Departmental representatives of the Welsh Government and senior experts from Category 1 and 2 responders and others who can best assess and advise on a particular emergency affecting Wales.
Wales Resilience Forum (WRF)	The Wales Resilience Forum sets the strategic direction for resilience in Wales. Its membership comprises senior officers from key agencies operating across Wales, including emergency services, armed forces, government bodies and the voluntary sector.
Wales Resilience Partnership (WRP)	The Wales Resilience Partnership (WRP) takes strategic direction from the WRF and works in partnership with LRFs in delivering agreed objectives at the all-Wales level, providing value and support to the multi-agency work being undertaken locally.
Warning and informing	Arrangements to make the public aware of risks and for responders to warn, inform and advise the public when an emergency is likely to occur or has occurred, and to subsequently provide them with information and advice.
Welsh Ambulance Service	The Welsh Ambulance Service provides urgent and emergency care for 999 callers, non-emergency patient transport to hospitals and support 111 Wales. See category 1 responder and emergency services.
Welsh Government	The Welsh Government is the devolved government for Wales. Led by the First Minister, it works across devolved areas that include key areas of public life such as health, education and the environment.
Welsh Ministers	The expression ‘Welsh Ministers’ is used to refer to the Welsh Government in similar contexts to those where "the Secretary of State" would be used to refer to the British government; it is defined to include only the First Minister and ministers, not the deputy ministers or the Counsel General.

Annex 3: Category 1 and Category 2 responders in Wales

Category 1 responders

Category 1 responders are primary responders whose core functions determine that they play a leading role in emergencies. In Wales, these include:

Type	Responder
Emergency services	• Police* (including British Transport Police and Civil Nuclear Constabulary)*. • Fire and Rescue Authorities. • Welsh Ambulances Services University NHS Trust.
Local government	• All 22 Local Authorities. (LAs have an additional statutory CCA duty – to promote Business Continuity Management). • Port Health Authorities.
Government agencies	• Natural Resources Wales (and equivalents in England, Scotland and Northern Ireland such as Environment Agency and Scottish Environment Protection Agency). • Maritime and Coastguard Agency*.
NHS Bodies	• All health boards including Public Health Wales.

Category 2 responders

Category 2 responders are supporting responders with duties to share information and co-operate. In Wales, these include:

Type	Responder
Utilities	• Electricity distributors and transmitters*. • Gas distributors*. • Water and sewerage undertakers. • Telephone service providers (fixed and mobile)*.
Transport	• Network Rail*. • Train Operating Companies (Passenger and Freight) including Transport for Wales*. • Airports*. • Harbours and Ports.
Government agencies	• Animal and Plant Health Agency (APHA)*. • Health and Safety Executive (HSE)*. • Met Office*. • The Mining Remediation Authority (formerly The Coal Authority)*.

Note: * Reserved function

Annex 4: Emergency Powers, CCA

Emergency powers, which are reserved, allow the UK Government to make special temporary legislation (emergency regulations) as a last resort in the most serious of emergencies where existing legislation is insufficient to ensure a properly effective response.

In the context of the Civil Contingencies Act 2004, emergency regulations may make provision of any kind that could be made by an Act of Parliament or by exercise of the Royal Prerogative, so long as such action is needed urgently and is both necessary and proportionate in the circumstances. The regulations may extend to the whole of the UK or to any one or more of the English regions and/or Wales, Scotland and Northern Ireland.

Where emergency regulations have effect in Wales, a Wales Emergency Co-ordinator will be appointed by a UK Government Minister to co-ordinate the handling of the emergency. Emergency Co-ordinators may also be appointed for Scotland, Northern Ireland and any one or more of the English regions.

Emergency powers ensure the Government can respond quickly in emergency situations where new powers are needed and there is not sufficient time to legislate in the usual way. They ensure the Government can act legally and accountably in situations where temporary new legal provision is required without the time for Parliament to provide it beforehand.

Emergency powers are not a substitute for effective planning and investment; they are a last resort safety net for when existing powers prove insufficient. Their use cannot be guaranteed in any given situation and there are clear limits on what they may do.

When emergency powers may be used

The Civil Contingencies Act 2004 states that emergency powers can only be used if an event or situation threatens:

- serious damage to human welfare in the United Kingdom, in England, Northern Ireland, Scotland or Wales or an English region;
- serious damage to the environment of the United Kingdom, in England, Northern Ireland, Scotland or Wales or an English region;
- war or terrorism, which seriously threatens the security of the United Kingdom.

They can be used if such a situation is occurring, has occurred or is about to occur. They can therefore be used pre-emptively to attempt to prevent or limit an expected emergency, to address an emergency while it is taking place and/or to deal with its aftermath and facilitate the return to normality.

If the situation or event is so serious as to warrant consideration of use of the powers then the decisive factor will be whether existing powers that could be used to deal with it are insufficient or ineffective. If these powers are sufficient, emergency powers cannot be used, no matter how serious the emergency.

The decision to use, or not use, emergency powers, is a matter for the UK Government. However, devolution arrangements for Wales ensure that the UK Government and the First Minister for Wales work closely together through co-operation and consultation to ensure the views of Welsh Ministers are considered in all phases of the decision-making process.

How emergency powers are invoked

Emergency regulations are made by His Majesty by Order in Council on the advice of his ministers. If, for whatever reason, this is not possible without serious delay, a senior minister of the Crown may make the regulations by order. The regulations must then be laid before the UK Parliament as soon as is reasonably practicable. If approved by Parliament, the regulations may stay in force for up to 30 days beginning on the day on which they are made but can be extended at any point during or after this period if emergency powers remain necessary.

What they will do

What emergency regulations will contain will depend on the circumstances of the emergency. The types of provision which may be made are set out at section 22 of the Civil Contingencies Act. The person making the regulations must consider their provisions to be appropriate for the purpose of preventing, controlling or mitigating an aspect of the emergency at which they are aimed; so not all of the powers in section 22 will be apposite in every case.

Any decision to make regulations and the content of the regulations, will be entirely dependent upon the unique circumstances of a particular emergency.

Requesting the use of emergency powers

The decision to use emergency powers and the content of emergency regulations, are matters for the UK Government. It will assess any requests made for their use. Any such requests will have to clarify:

- what powers are requested and who should exercise them;
- why existing powers and alternative approaches (such as a voluntary approach) will be insufficiently effective;
- how the powers will be used and why this is necessary;
- the implications of not having such powers on response efforts;
- who will be affected by the powers, how they will be affected and any human rights issues raised;
- what safeguards should be included to ensure the powers are proportionate to the emergency.

The UK Government will assess requests based upon its overall response strategy and the safeguards laid out in the Civil Contingencies Act 2004. It should be borne in mind that emergency powers are a last-resort option for dealing with only the most serious of emergencies with wide scale effects. The presumption is against their use.

Emergency Co-ordinators

If emergency powers are used, emergency regulations must require a senior Minister of the Crown to appoint a Welsh Emergency Co-ordinator. In the Welsh context, the appointment will be made in consultation with the First Minister for Wales or an appropriate deputy.
The post-holder will facilitate co-ordination of activities under the emergency regulations. Similar posts may be appointed elsewhere as described above.

The role and functions of the Co-ordinator will depend on the nature of the emergency and the response strategy adopted. The role may be very hands-off – overall strategic co-ordination and a public face for the media – or more hands-on, with the emergency regulations granting the Co-ordinator specific powers.

The Co-ordinator will act under the direction of the senior UK minister of the Crown who will be responsible to the UK Parliament for their actions. The Co-ordinator will act within the parameters set by the emergency regulations, by their terms of appointment and by the senior minister of the Crown. Once appointed the Welsh Emergency Co-ordinator will be supported by Welsh Government officials.

Annex 5: Systems and processes to capture lessons

In the civil contingencies and resilience context, the purpose of learning lessons and capturing positive practices is to drive continual improvements in the way that individuals, teams, departments, organisations, and multi-agency partners anticipate, assess, prevent, prepare, respond to, and recover from emergencies.

Learning is therefore integral to managing risks.

Lessons identified from a range of sources can play a vital role in directing work to prevent the repetition of past mistakes, driving preparedness activity, and reducing losses in the event of disruption. Lessons can also be harnessed to help develop individual competencies, organisational/departmental capabilities, and enhance multi-agency collaboration.

It is important to capture lessons while events are fresh in the minds of those involved. Lessons identified require an action plan to turn them into lessons learned and this should be a dynamic part of all phases of civil contingencies operations.

Debriefing is key to capturing lessons at single and multi-agency levels and is a core function of:

- **Training and exercising events** – playing an important role in the assurance of multi-agency plans.
- **Operational response and recovery** – emergency services are used to 'hot debriefs' at the operational level to capture lessons and notable practice. Lessons should continue to be captured until Recovery Coordinating Groups (RCGs) are stood down.
- **Risk management** – improving the shared understanding of the civil contingencies risks we face.

All lessons identified should have an auditable trail to support how they have been developed into policy and/or planning arrangements. Ensuring lessons are learned is part of an iterative and dynamic process in Wales, leading to assurance that multi-agency plans remain current and valid.

Annex 6: Joint Emergency Services Interoperability Programme (JESIP)

Initially JESIP (Joint Emergency Services Interoperability Programme) was a two-year programme which ran from 2012-2014. It was primarily about improving the way the Police, Fire & Rescue and Ambulance services work together when responding to major multi-agency incidents.

What JESIP produced was much needed practical guidance to help improve multi-agency response. *The Joint Doctrine: the interoperability framework* sets out a standard approach to multi-agency working, along with training and awareness products for organisations to train their staff.

The key components of the Joint Doctrine are:

- **Five Principles of Joint Working** – the principles commanders and officers are expected to follow when planning a joint incident response.
- **METHANE** – a common method for passing incident information between agencies and their control rooms.
- **Joint Decision Model (JDM)** – a common model used nationally to enable Responders to make effective decisions together.

The joint doctrine sets out what front line staff should do and how they should do it in a multi-agency working environment, in order to achieve the degree of interoperability that is essential to joint response.

It provides Responders, at the scene and elsewhere, with generic guidance on what actions they should undertake when responding to major and complex incidents, and the principles are equally relevant to day-to-day joint operations.

Further information regarding the Joint Emergency Services Interoperability Programme can be found at: **www.jesip.org.uk/home**

Annex 7: Emergency Alert Broadcast System

Emergency Alerts (EA) are to warn the public of a significant threat to life that is posed by an actual or impending emergency within a defined area. It is a UK Government led programme, managed by the UK Cabinet Office.

The EA system is a mass communication method that uses the mobile phone networks to broadcast for a set time period a message to all handsets within a geographically defined area. The defined area currently can be as small as an electoral ward or as large as the entire UK.

Alerts might be about:

- severe flooding
- extreme weather

However, the EA system will only be used only for the most serious of incidents that meet the following thresholds for use:

- Lives are at risk in an emergency, not just property.
- The risk covers a defined geographical area.
- Those receiving the message need to take action to save their lives. 'Do not panic' for example is not an action.
- There is some urgency to taking action.

Further detail on the EA system and how it operates can be found at the following web page **www.gov.uk/alerts**.

Within Wales, emergency responders through the Welsh Government and Strategic Coordinating Groups (SCG) can request the sending of an emergency alert if the situation warrants it and the thresholds have been met. Welsh Government will then work with Cabinet Office to release the alert.

In December 2024, an alert was sent to 13 local authorities in Wales that were covered by a red warning for wind associated with Storm Darragh.

Emergency alerts will be sent in English. In Wales, they may also be sent in Welsh, where appropriate.

Annex 8: Pan-Wales Governance arrangements

Overview

These arrangements have been developed in collaboration with partners from across the responder community in Wales. The intention of these arrangements is to promote transparency, accountability, and information sharing, and facilitate effective decision-making and collaboration at the follow tiers of governance:

- **Strategic tier** – Wales Resilience Forum (WRF).
- **Coordination tier** – Wales Resilience Partnership (WRP).
- **Operational tier** – Operational subgroups (core groups and task and finish groups).

Wales Resilience Forum

Purpose and role

The primary purpose of the WRF is to provide a **forum for strategic leadership, assurance and challenge to the WRP (and its supporting subgroups) in respect of resilience activity across Wales**. It also has a key role in promoting communication and collaboration between and across all partners within the responder community for the enhancement of risk management and preparedness in Wales.

Responsibilities

The WRF has the following key responsibilities:

- The development of a **pan-Wales work programme**, which is aligned to the core principles and outcomes contained in the Wales Resilience Framework, to be overseen by the WRP.
- Ensuring key **priorities are clearly defined and communicated** to the WRP.
- **Seeking assurance** in respect of multi-agency resilience planning and preparedness across Wales.
- **Providing coordinated agreement** on key pan-Wales products[12].
- **Considering risks, issues and barriers to delivery** which have been escalated to the forum and, which require a strategic decision.

Wales Resilience Partnership

Purpose and role

Taking strategic direction from the WRF, the primary purpose of the Wales Resilience Partnership is to ensure **effective, efficient and coordinated delivery of resilience priorities at the pan-Wales level** through the delegation of key tasks to operational subgroups. In fulfilling this purpose, the WRP has a key role in considering matters relating to resilience and preparedness at the pan-Wales level and determining appropriate responses to them.

Responsibilities

The WRP has the following responsibilities:

- **Planning and coordinating** how and when tasks will be undertaken at the pan-Wales level through the development of a detailed work programme (to be approved by the WRF).
- **Establishing multi-agency operational subgroups** and task and finish groups with clearly defined and delegated responsibilities.
- **Maintaining oversight** of the operational outputs of multi-agency subgroups providing challenge and scrutiny where necessary.

12 **Note:** where products belong to Welsh Government, this responsibility lies with Welsh Ministers.

- **Providing reports** to the WRF on the following matters:
    - Progress and achievements against the delivery of key priorities.
    - Assessment of any risks to delivery.
    - Assurance on resilience and preparedness matters.
- **Considering recommendations**, lessons identified, risks, issues and barriers to delivery escalated from the operational subgroups and individual members, which may require a pan-Wales approach to determine whether escalation to the WRF is required.
- **Ensuring members support a shared awareness** of WRP activities with their respective organisations and/or stakeholder networks where relevant and appropriate.

Operational Subgroups

Purpose of operational subgroups

The core purpose of operational subgroups is to **support effective operational delivery against the key priorities outlined in the WRP work programme**. Some operational subgroups are required to consider ongoing priorities (core groups), while some focus on specific issues which require a time-limited response (task and finish groups).

Factors which determine the need for a subgroup, generally, include one or more of the following:

- Emerging or identified risks that are high in impact or 'catastrophic'.
- Preparedness or capability gaps for risks or the common consequences of risk.
- Themes emanating from lessons identified exercises, multi-agency debriefs and/or public inquiry recommendations.
- Identified areas of low capability and high vulnerability.

All subgroups operate at a pan-Wales level and undertake a multi-agency approach to coordinating action to support improved risk management, preparedness and wider resilience work, and ensure the delivery of key objectives.

Accountability and reporting

To ensure a clear flow of information between all tiers of governance and support effective accountability and decision-making, the reporting structure between governance groups can be summarised as follows:

- **Wales Resilience Forum**
    - **Role:** Sets the strategic direction for the WRP. Reviews reports from the WRP.
    - **Actions:** Provides challenge and direction, assigns tasks, and makes strategic decisions on escalated issues.
    - **Delegation:** Assigns actions to the WRP as necessary.
- **Wales Resilience Partnership**
    - **Role:** Coordinate delivery of key priorities.
    - **Reports to:** WRF.
    - **Frequency of reporting:** Twice per year.
    - **Content of reports:** Delivery against priorities, risks to delivery, and issues requiring strategic input/decisions from WRF.
    - **Delegation:** Assigns tasks to operational subgroups/task and finish groups.
    - **Actions:** Reviews and reports from operational subgroups, provides challenge and advice to subgroups where necessary.
- **Operational subgroup/task and finish group**
    - **Role:** Operational delivery of key priorities.
    - **Reports to:** WRP.
    - **Frequency of reporting:** Four times per year.
    - **Content of reports:** Summary of activities, progress in delivery against agreed objectives, risks to delivery, and other issues for consideration.

Annex 9: Community Risk Registers

What is a Community Risk Register?

In Wales, the production of a Community Risk Register forms part of local resilience forum partners' under the Civil Contingencies Act 2004.

As a multi-agency publication, Community Risk Register's highlight risks that have the highest likelihood and potential to have significant impact, causing disruption to specific regions across Wales and its communities.

A Community Risk Register is the result of risk assessments carried out by the multi-agency Local Resilience Forum to identify the likely risks in an area and rate them in terms of their potential impact and likelihood of occurring. They are informed by professional judgement from a range of contributors, historical evidence, scientific input and expert analysis in evaluating the key risks facing each Local Resilience Forum.

The results of these assessments are used to inform and produce agreed and effective multi-agency plans and procedures. At the very basic level, a Community Risk Register aims to:

- inform communities about the highest risks and their consequences in a region;
- provide communities with links to organisations and websites to find out more;
- encourage steps that can be taken to become better prepared and more resilient in homes, businesses and communities.

While certain risks may be mentioned in a Community Risk Register, it does not mean that they will occur in the region. However, it does mean there is a possibility of them happening.