

ACT for Local Authorities

Local Authorities Good Practice

Kirklees Protect and Prepare Group

*Public Access Trauma First Aid Kits and
Emergency Grab Bags*



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Good Practice: Building Community Resilience through Public Access Trauma (PAcT) First Aid Kits and Emergency Grab Bags (EGB)

Learning from the Kirklees Protect and Prepare Group

1. Introduction

Effective Protect and Prepare activity relies on local authorities, Counter Terrorism Policing and local partners bringing together their respective knowledge, networks and resources.

Kirklees Protect and Prepare Group (PaPG) has developed a partnership approach to the placement, maintenance, assurance and promotion of **Public Access Trauma (PAcT) First Aid Kits** and **Emergency Grab Bags (EGBs)** within local communities.

The work began following successful funding bids led by the regional Counter Terrorism Security Adviser (CTSA) and subsequently developed through partnership working involving Kirklees Council, Counter Terrorism Policing, neighbourhood policing, wider professional partners, and other key stakeholders.

The approach has gone beyond simply purchasing equipment. The Kirklees Protect and Prepare Group has developed arrangements covering:

- identification of suitable locations;
- local ownership and maintenance;
- public awareness;
- emergency-service awareness;
- annual auditing and assurance;
- community and business involvement and
- ongoing promotion through wider Protect and Prepare activity.

A key feature of the work has been the relationship between **the local authority and its CTSA**. Kirklees Council described CTSA support as invaluable, providing specialist knowledge, identifying opportunities and supporting the local partnership to turn national protective security advice into practical local activity.

This example is intended to demonstrate **one approach that has worked locally**. It is not a prescribed national model. Local authorities should work with their CTSA and

relevant partners to consider their own local risk profile, structures, resources and existing provision.

Kirklees Council has also asked that the work is recognised as activity of the **Kirklees Protect and Prepare Group (PaPG)**, reflecting its multi-agency nature rather than presenting it as a council-only initiative.

2. What are PAcT Kits and Emergency Grab Bags?

a. Public Access Trauma (PAcT) First Aid Kits

ProtectUK describes Public Access Trauma First Aid Kits as equipment intended for use by **any person, regardless of their level of training**, to support the treatment of immediate life-threatening injuries.

PAcT Kits are designed to strengthen existing first aid preparedness and increase public first aid resilience. ProtectUK advises that they should be located in publicly accessible areas, clearly identifiable and considered as part of an organisation's wider first aid arrangements.

ProtectUK also recommends that organisations take a **risk-based approach** to deciding where PAcT Kits are located, ensure people know where they are, and consider sharing their locations with neighbouring organisations and emergency services.

b. Emergency Grab Bags

ProtectUK refers to a **crisis response kit or 'grab bag'** as part of wider emergency response planning.

Unlike a PAcT Kit, which is focused on immediate trauma first aid, a grab bag brings together essential information and equipment that may be required when managing an emergency.

ProtectUK's Crisis Response Kit checklist includes items such as emergency plans, key contact details, building information, first aid provision, communication equipment, torches, high-visibility clothing, spare keys and other material appropriate to the organisation.

ProtectUK also identifies a crisis response kit or grab bag as something organisations should consider within their wider emergency arrangements alongside evacuation, invacuation and lockdown planning.

The exact contents of an Emergency Grab Bag should therefore reflect the organisation, location and emergency arrangements it is intended to support.

3. Why was this work developed?

The opportunity arose as a result of successful bids into a West Yorkshire Combined Authority fund, first in 2023 (for PacT Kits), and again in 2024 (for EGBs).

Both bids were successful and secured funding for **114 PacT Kits across West Yorkshire** of which the Kirklees Council Local Authority area received 25 kits. A further funding application was made the following year for EGBs, securing funding for **50 EGBs across West Yorkshire**, in which the Kirklees Council Local Authority area received 11.

Kirklees Council and other local partners were consulted as part of the funding process to ensure that the proposed activity reflected operational and community requirements. Once equipment had been secured, the focus shifted from simply asking:

"Where can we put these?"

to:

"Where will these provide the greatest benefit, how will people know they are there, and how do we make the approach sustainable?"

This resulted in a much broader programme of work around location, accessibility, governance, communications and ongoing assurance.

4. Partnership with the Counter Terrorism Security Adviser (CTSA)

A central feature of the Kirklees approach has been the relationship between the local Protect and Prepare partnership and its CTSA. Kirklees Council described CTSA involvement as **invaluable**.

The CTSA was not simply approached to provide advice once the initiative had already been designed. Counter Terrorism Policing was involved from the beginning and remained part of the development process.

Support included:

- Identification of potential funding opportunities and support in writing the funding bid;
- providing specialist protective security knowledge;
- sourcing information where local partners required further clarification;
- sharing examples of good practice from other areas;
- helping partners understand relevant national guidance;
- providing timely updates;
- reviewing locally developed approaches and
- acting as a trusted point of contact as the initiative developed.

Kirklees Council highlighted the value of having a CTSA who was clear about both what they knew and where further specialist information needed to be obtained. This supported informed planning and helped the partnership develop activity with greater confidence.

The relationship has also extended beyond PAcT Kits and EGBs. The CTSA has supported the Kirklees Protect and Prepare Group in developing wider protective security resources and approaches, including local tools for schools and event organisers.

The wider lesson is that productive local authority–CTSA relationships do not need to be limited to formal requests for technical advice. Working collaboratively can help identify opportunities earlier, test ideas and ensure local activity benefits from national expertise.

5. Placement and development of PAcT Kits and Emergency Grab Bags

1) How the approach was developed

Following the funding award, the Kirklees Protect and Prepare Group considered how the equipment could be distributed effectively across the community. The partnership had previously identified **five local areas of highest risk**, which provided a starting point for considering locations.

Neighbourhood policing teams were then involved to identify suitable premises within those areas. This proved particularly valuable because neighbourhood policing already had relationships with premises used as **safe spaces** for people experiencing situations such as domestic abuse. Many of these locations:

- were trusted locally;
- were already committed to public safety;
- had staff accustomed to supporting members of the public and
- offered extended or 24-hour access.

The PAcT Kits could therefore be placed within organisations that already understood the importance of safeguarding and community safety.

This local knowledge complemented the CTSA's specialist knowledge and allowed the group to move from a general funding allocation to a practical distribution model.

2) Choosing suitable locations

One of the strongest pieces of learning identified by the Kirklees PaPG was the importance of considering **accessibility as well as geography**. Authorities considering similar provision should not simply identify locations on a map and distribute equipment evenly.

The Kirklees PaPG recommends considering:

- where people are during the day;
- where people congregate at night;
- the night-time economy;
- 24-hour premises;
- locations already recognised as safe or trusted spaces,
- areas of identified risk;
- and whether there are gaps between existing locations.

The aim should be to create useful coverage across both **place and time**.

For example, an area could appear to have good geographical coverage but still have limited provision overnight if all host premises close at 17:00. The PaPG therefore recommends looking at daytime and night-time provision and ensuring there are no obvious accessibility gaps.

This aligns with ProtectUK guidance that PAcT Kit locations should be determined through a formal, risk-based process and that kits should be accessible and clearly identifiable.

3) Using the Protect and Prepare Group

The **Kirklees Protect and Prepare Group (PaPG)** has provided an important governance structure for the initiative. Funding and proposed activity were considered through the Protect and Prepare structure before delivery was progressed through the relevant subgroup.

This has enabled the partnership to:

- agree activity collectively;
- draw upon different organisations' expertise;
- identify volunteers and additional capacity;
- provide governance;
- maintain oversight of the initiative and
- report on progress and assurance.

Where Counter Terrorism Policing has experienced resource pressures, wider members of the Protect and Prepare partnership have been able to help with activity such as auditing.

The Kirklees Protect and Prepare Group has drawn upon neighbourhood policing, volunteer networks and other partners rather than expecting one organisation to deliver everything.

The approach demonstrates the wider practical value of an effective PaPG: it can provide the mechanism through which specialist CT advice is translated into coordinated local activity.

4) Partnership working

The initiative has benefited significantly from wider partnership involvement. Neighbourhood policing played a key role in identifying suitable host premises and engaging organisations that already demonstrated a strong commitment to keeping people safe.

Other organisations have subsequently contributed their own capabilities and resources. For example, **Kirklees College** produced window stickers free of charge to help identify premises where PAcT Kits and EGBs were available. The college originally produced 100 PAcT Kit stickers, which allowed Kirklees to support not only locations holding publicly funded kits but also businesses that identified that they already held their own PAcT provision.

Other local partners have provided:

- volunteer capacity;
- venues;
- communications support;
- printing;
- community contacts and
- practical assistance with Protect and Prepare activity.

Kirklees described deliberately giving partners ownership of elements of the work. This has helped create greater investment in the initiative and reduced the assumption that all activity must be funded or delivered directly by the local authority or policing. This is particularly valuable where public-sector resources are limited.

5) Establishing ownership and maintenance

Purchasing the equipment created an immediate sustainability question:

Who is responsible for maintaining it once the original funding has been spent?

The funding supported the purchase of PAcT Kits and EGBs but did not provide an ongoing maintenance budget. Kirklees PaPG therefore developed a **Memorandum of Understanding (MoU)** for host organisations.

When an organisation agreed to take responsibility for equipment, it also agreed to maintain it and replace contents where items:

- had been used;
- had expired or
- otherwise required replacement.

This meant the ongoing financial and practical responsibility did not automatically fall back to the local authority or any other PaPG partner / stakeholder.

The agreement also created clarity from the outset. Host organisations were not simply being given equipment; they were becoming active partners in maintaining local preparedness.

Kirklees considers this formal agreement to be an important element of the model and recommends that other authorities consider an MoU, agreement or similar arrangement if adopting comparable provision.

6) Auditing and assurance

Both PAcT Kits and Emergency Grab Bags are subject to **annual audit**. The purpose of the audit is not merely to check that the equipment is still physically present.

Kirklees checks issues including:

- whether the host organisation knows where the equipment is;
- whether the contents are complete;
- whether equipment remains in date;
- whether anything has been used;
- and whether any action or replacement is required.

A standard **Microsoft Form** is used so that the same questions are asked at every location.

The information is captured automatically, reducing the administrative burden of managing multiple locations and providing a consistent evidence base. The results are then summarised within Protect and Prepare reporting arrangements. The audit also provides an opportunity to **re-engage host organisations**.

The Kirklees PaPG has found that levels of awareness can vary significantly. Organisations with higher staff turnover may be less likely to retain knowledge of the equipment over time.

An annual visit therefore provides an opportunity to:

- remind staff what the equipment is;
- ensure they know where it is;
- refresh awareness;
- address any maintenance issue and
- reinforce the wider Protect and Prepare relationship.

Assurance is therefore as much about **people and awareness** as it is about checking equipment.

7) Making the equipment visible and accessible

Kirklees PaPG recognised that publicly accessible equipment is of limited value if members of the community do not know where it can be found. The partnership developed a **public-facing webpage** identifying locations where PAcT Kits are available.

Information also indicates whether locations provide:

- 24-hour access or;
- access during normal business hours.

Kirklees PaPG also worked with a local health and safety training company, which produced an instructional video free of charge explaining how the PAcT Kit can be used. The video is available through the public-facing webpage for people who have not attended training but want to understand the equipment.

PAcT Kit locations have been mapped through **ResilienceDirect**, enabling relevant emergency services and resilience partners to access location information. Police are also working towards a provision within internal mapping arrangements.

ProtectUK similarly identifies sharing PAcT Kit locations with neighbouring organisations and emergency services as an example of leading practice.

8) Creating a recognisable local presence

One practical issue was that PAcT Kits stored inside premises are not necessarily visible from outside.

This differs from public-access defibrillators, where people may be familiar with the signage and external cabinets.

Kirklees College therefore produced prominent window stickers identifying locations that hold PAcT Kits and Emergency Grab Bags. This helped make provision more visible without requiring equipment itself to be located externally.

The initiative also created an opportunity to identify **additional existing PAcT Kits**.

Businesses receiving Kirklees Protect and Prepare communications were asked to inform the partnership if they already held a PAcT Kit.

These additional locations could then be added to the local picture and offered window signage, increasing awareness of available community provision beyond the original publicly funded equipment.

9) Communication and re-promotion

The Kirklees PAPG emphasised that communication cannot stop once equipment has been installed. Host organisations were incorporated into wider Protect and Prepare communications and encouraged to remain engaged with partnership activity. The partnership also uses existing opportunities to periodically re-promote the PAcT Kits. Examples include:

- resilience awareness campaigns;
- local media activity;
- Protect and Prepare communications and
- periods when relevant incidents make preparedness particularly salient.

Public communications can remind people:

- that the equipment exists;
- where it can be found;
- and where they can learn more about how it is used.

The Kirklees PaPG highlighted that awareness will naturally reduce over time. Staff move roles, businesses change and members of the public forget. Re-promotion should therefore be treated as part of the lifecycle of the initiative rather than as a one-off launch activity.

10) *Measuring benefit*

Measuring the success of PAcT Kits presents a particular challenge. High usage is not necessarily the desired outcome, as use will generally be associated with a serious incident. The Kirklees PaPG therefore considers a broader range of indicators.

These include:

- visits to the public webpage;
- downloads of location information;
- views of the instructional video;
- audit results;
- awareness amongst host premises;
- maintenance and replacement activity;
- and whether kits have been accessed or used.

The Kirklees PaPG is aware of occasions where PAcT Kits have been used by staff following incidents immediately outside host premises. Where this occurs, the audit process enables the partnership to identify use and confirm that equipment has subsequently been replenished. The objective is not to demonstrate frequent deployment, but to provide assurance that equipment is **available, accessible, understood and ready if it is ever needed**.



6. Benefits

Kirklees PaPG identified a number of wider benefits from the approach.

- **Improved community resilience:** Life-saving trauma equipment is available within accessible community settings rather than relying solely on emergency responders carrying equipment to an incident.
- **Stronger partnership working:** The initiative has created practical activity around which local authorities, Counter Terrorism Policing, neighbourhood policing, businesses, education and community organisations can work together.
- **Greater local ownership:** Host organisations take responsibility for maintaining provision rather than being passive recipients of equipment.
- **Better awareness:** Public webpages, signage, communications and instructional material increase awareness of local provision.
- **Improved assurance:** Annual auditing provides evidence that equipment remains available and fit for purpose.
- **More effective use of resources:** The partnership approach allows organisations to contribute what they can — whether that is funding, professional expertise, volunteer time, printing, premises or communications channels.
- **Stronger local authority–CTSA relationships:** Working collaboratively has enabled the PaPG members to access specialist advice earlier and develop wider Protect and Prepare activity with greater confidence.

7. Lessons learned

Kirklees PaPG identified several lessons that may be useful to other local authorities considering similar activity.

- **Build the CTSA relationship from the outset:** Engaging the CTSA early can provide access to specialist knowledge, wider good practice and potential opportunities that local partners may not otherwise identify.
- **Use neighbourhood policing's local knowledge:** Neighbourhood teams often know which organisations are trusted, accessible and already committed to community safety.
- **Do not distribute equipment without considering sustainability:** Agree responsibility for replacement and maintenance before equipment is handed over.
- **Audit provision regularly:** The annual audit provides assurance but also acts as a valuable re-engagement opportunity.
- **Consider both daytime and night-time accessibility:** Map when locations are open as well as where they are located.
- **Tell people where equipment is:** Where equipment is intended to be publicly accessible, consider how the public and emergency services will identify and locate it.
- **Use existing partnerships:** Local businesses, colleges, use Business Improvement District (BIDs), voluntary organisations and venues may have resources and capability that can support delivery.
- **Keep communicating:** Installation is only the beginning. Build continued awareness into existing communications and campaigns.
- **Do not measure success solely by use:** Preparedness, awareness, accessibility and assurance are meaningful indicators even where equipment has never had to be deployed.

8. Practical tips from Kirklees PaPG

For authorities considering similar work, The Kirklees PaPG Co-Ordinator suggests:

1. **Speak to your CTSA first.** Understand what advice, products, funding routes or existing regional activity may already be available.
2. **Map local need.** Consider higher-risk areas, daytime and night-time economies and 24-hour access.

3. **Speak to neighbourhood policing.** They may already know appropriate trusted premises.
4. **Choose hosts carefully.** Organisations already invested in public safety may be more likely to maintain equipment effectively.
5. **Agree maintenance in writing.** Use an MoU or similar agreement to establish responsibility from the outset.
6. **Create an annual assurance process.** Use a standard digital form where possible to reduce administration and improve consistency.
7. **Map your provision.** Consider both partner-facing and public-facing information.
8. **Make locations identifiable.** Clear signage is important where equipment is stored inside premises.
9. **Use your communications team.** Promote the initiative at launch and revisit it periodically.
10. **Look beyond public-sector resource.** Partners may be able to contribute printing, venues, volunteer time, communications or other support.

9. Considerations for other local authorities

Kirklees PaPGs approach reflects its own local structures, partnerships, funding arrangements and risk profile. It should therefore be viewed as a **transferable example rather than a blueprint**.

Before adopting a similar approach, local authorities may wish to consider:

- What existing PAcT Kit or emergency provision already exists locally?
- What does the local risk picture suggest about where equipment may be most useful?
- Where are the daytime and night-time gaps?
- Which organisations offer reliable access?
- Who will maintain and replenish equipment?
- How will the arrangement be assured?
- How will emergency services know what provision exists?
- How will members of the public identify and locate equipment?
- What existing local partnerships could support delivery?
- What funding routes may be available?
- Could a Protect and Prepare Group provide governance?
- Have you discussed the proposal with your CTSA?

Any decision to implement PAcT Kits or Emergency Grab Bags should be informed by appropriate local assessment and relevant authoritative guidance rather than simply replicating the number or location of kits used elsewhere.

10. Key takeaway

The Kirklees Protect and Prepare Group experience demonstrates that the good practice is **not simply the purchase of PAcT Kits and Emergency Grab Bags.**

The value comes from the system built around them.

The Kirklees PaPG combined:

- **CTSA expertise;**
- **Local authority knowledge;**
- **Protect and Prepare governance;**
- **Neighbourhood policing;**
- **Community partnerships;**
- **Clear ownership;**
- **Public communication;**
- **Ongoing assurance.**

The CTSA helped identify the original opportunity and provided specialist expertise throughout development. The local authority and its partners then brought the local knowledge, relationships and delivery mechanisms needed to turn that opportunity into practical community resilience.

Through the Protect and Prepare Group, the equipment has become part of a wider partnership approach rather than a standalone intervention.

PAcT Kits and Emergency Grab Bags are therefore not simply purchased, placed and forgotten. They are **strategically located, mapped, maintained, audited, promoted and supported through ongoing partnership activity.**

For further information and authoritative guidance on Public Access Trauma First Aid Kits and emergency response planning, local authorities should refer to ProtectUK.