



Buckinghamshire Council Corporate Resilience Framework & Standards Policy

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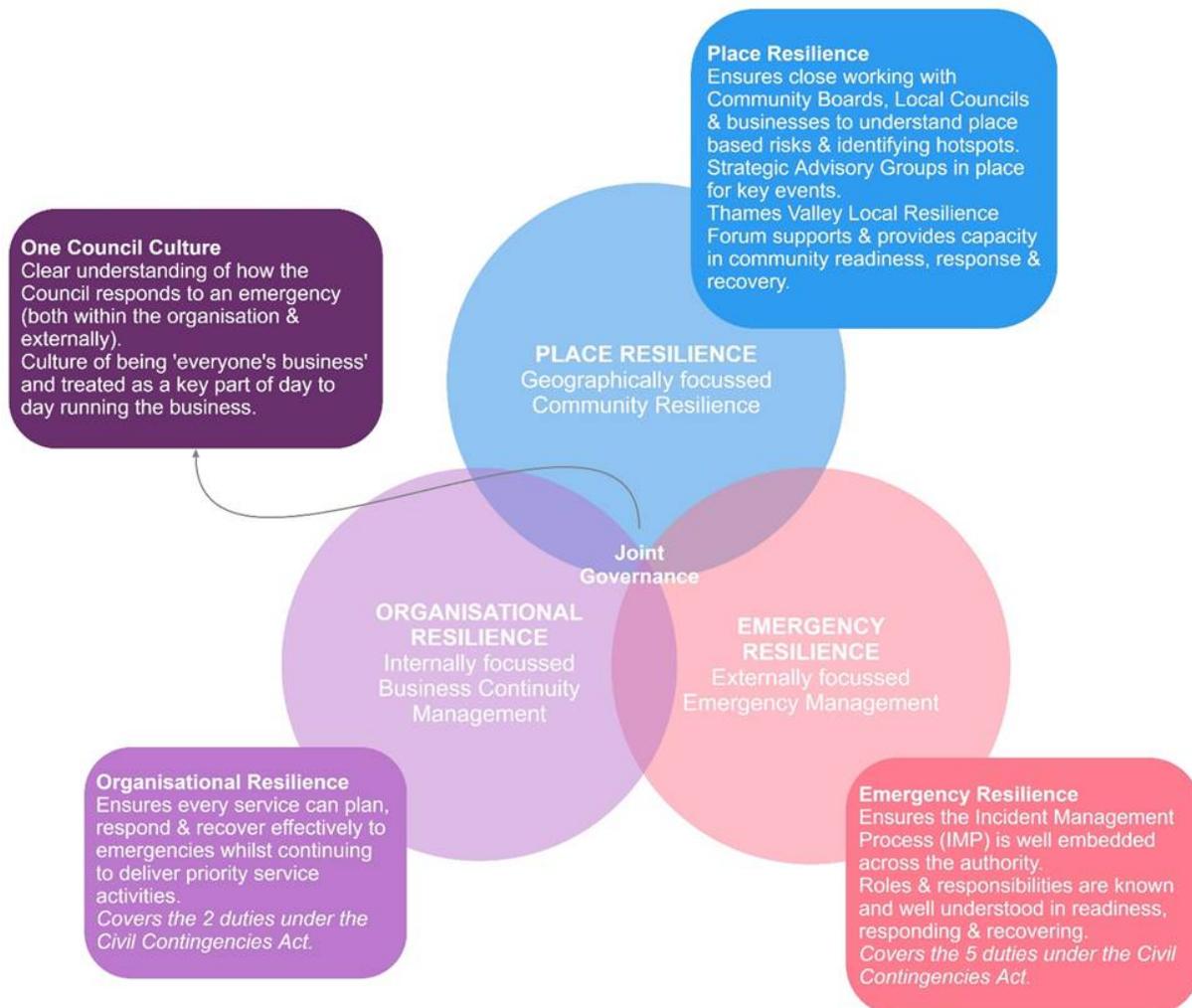
Corporate Resilience Framework & Standards

1. Introduction

As part of the Better Buckingham Service Review process to support the creation of a long term, effective Resilience Function and the building of a positive resilient culture across the Council, the Council Resilience Framework has been developed. Our vision is to create and maintain a resilient Buckinghamshire through sustainable readiness, response, and recovery processes in support of our services and communities. Our key priorities are for our residents, employees, businesses, service users and councillors, customer focus is integral to each of the priorities.

The Council Resilience Framework aims to offer a view of resilience across **THE WHOLE COUNCIL** that is easy to understand and for all Directorates to work to. The Framework plays a key part in helping the Council to deliver its priorities under the 'Strengthening Our Communities' objective.

An organisation that is resilient has the ability to anticipate, avoid, protect, withstand, mitigate, respond, and recover from the effects of change or adversity. It is the capacity of an organisation to plan for and adapt to change, or disruption. With this in mind, the core aim is to build an effective **one council culture** of resilience.

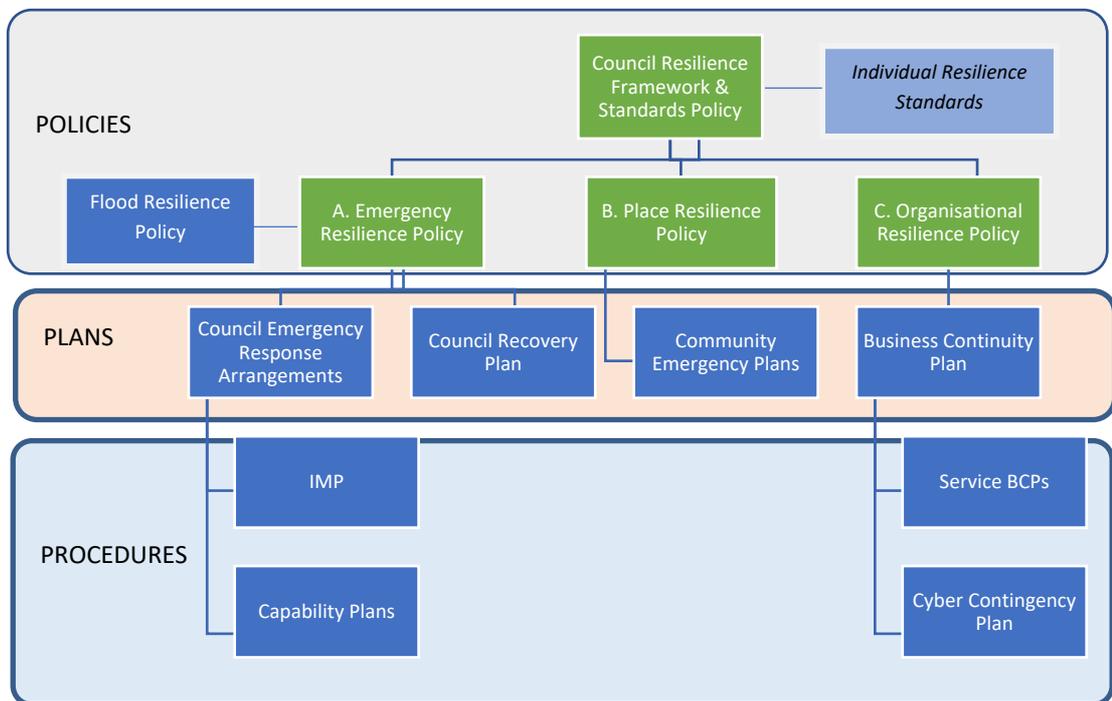


2. Hierarchy of Policies, Plans and Procedures

The new Council Resilience Framework and Standards Policy (CFR&S) is the overarching policy document and this includes 3 'sub' policies covering

- Annex A Emergency Resilience Policy,
- Annex B Organisational Resilience Policy and
- Annex C Resilience Policy.

These sub policies which are embedded within the Council Resilience Framework and Standards Policy – all coloured green below - give specific guidance to those spheres of activity. The relationship of these documents is summarised below together with associated supporting plans and procedures.



3. Resilience Standards for Buckinghamshire

The eleven Resilience Standards, which support the CFR&S have been designed, with a Council focus, to lead to good outcomes and possible leading practice, if they are embedded and used across an organisation; they are not a guarantee of assurance. The content within each standard has been drawn from national government guidance and legislation, LGA guidance, specific guidance and other publications and reports.

The standards do not replicate or replace existing legislation, guidance or other standards. Each standard details the desired outcomes and bench marking descriptors.

These standards are summarised below:



The Council Resilience Framework sets out how these Resilience standards support our ambition to build an effective ***one council culture*** of resilience. The underlying operational detailed Resilience Standards provide the detailed guidance.

4. Governance and Delivery: Council Resilience Group

The Council Resilience Group (CRG) provides the governance for the Council Resilience Framework. The Group will facilitate planning, learning, engagement and development with regards to the three areas of the framework – Emergency Resilience, Organisational Resilience and Place Resilience, headed by an Executive Group.



4.1 Executive Group

The Executive Group sets the strategy and objectives for the Council Resilience Group and is accountable for the multi-service coordination of the Council Resilience Framework, as well as taking the lead in creating and embedding the One Council Approach to resilience. The Executive Group provides a central point for accountability for implementation and continuous monitoring of activities relating to the Framework. It must understand the Resilience Framework structure and how it will deliver resilience activities, and how it will utilise the Resilience Standards as performance indicators.

The CRG will be chaired by a Corporate Director with a Head of Service leading each of the functional groups

The Executive Group will have an Elected member as a Political Champion. This champion elevates awareness amongst Councillors, supports the fostering of links with Local Councils, voluntary, community and business groups in line with the Resilience Standard for Political Leadership. They also help ensure there are appropriate communication channels in place for Councillors and they would also help bring together thinking and consistent improvements across the political portfolios with responsibility for elements of resilience as follows:

- Finance, resources, property & assets portfolio – Corporate finance & performance including **Risk and Assurance**,
- Communities' portfolio – **Emergency Planning**,
- Climate change & Environment portfolio - **Strategic Flood Management**,

There are linkages with all other portfolios, in particular those areas deemed high risk of incident including highways and community safety etc. The Communities Portfolio is the political champion of the Resilience Framework, with the other portfolio holders taking lead for their respective parts.

The Group will utilise the Buckinghamshire Resilience Standards as performance measures and will link into external partners and stakeholders through the Thames Valley Local Resilience Forum (TVLRF) and other established networks.

4.2 Member Reference Group

This group will be led by the Cabinet Member for Communities. The group will champion and elevate awareness amongst Councillors, support the fostering of links with Town and Parish Councils, voluntary, community and business groups in line with the requirements of the Resilience Standard for Political Leadership. They would also help ensure there are appropriate communication channels in place for Councillors, in particular during an incident.

Councillors who are part of the Member Reference Group will be provided with an induction to provide training around their role and responsibilities. This will include the role played by Members when supporting community activity, for example awareness of community workshops and any relevant Action Plans that come from this engagement and how this can be raised at the Council Resilience Group for review and/ or action.

A range of training exercises will be offered to Members - this will allow Elected Members to identify and feedback problems and vulnerabilities in their community that may require priority attention to the relevant service or group. It is also planned that Members will receive a briefing on their role in an incident or emergency.

4.3 Emergency Resilience Delivery Group (including externally focused Emergency Management)

The core purpose of the Emergency Resilience Delivery Group is to ensure that the Council effectively delivers its statutory duties in relation to the CCA 2004 and other related legislation. Emergency Resilience requires a strategic and coordinated approach to activity to ensure the Incident Management Process (IMP) is well embedded across the Council, that roles and responsibilities are known and well understood and supports the Council in readiness, responding and recovering from emergencies. This will include:

- Developing an understanding of community assets can be used to support emergency activities in response and recovery.
- Plan, train and exercise internally and with and in local communities
- Externally focussed Emergency Management

4.4 Place Resilience Delivery Group (Geographically focussed Community Resilience)

The core purpose of the Place Resilience Delivery Group is to ensure close working between communities (including Community Boards), the Council and businesses to understand place-based risks, including identifying hotspots and to create activity that enables individuals, businesses, community networks and voluntary organisations to behave in a resilient way and act to support other members of the public. This includes:

- Working with local communities to ensure effective emergency response plans are in place
- Identify and develop an understanding of community assets to support emergency activities in response and recover
- Use BI to establish vulnerability within communities and mitigate responses
- Plan, train and exercise with and in local communities

4.5 Organisational Resilience Delivery Group (Internally focused Business Continuity Management)

The core purpose of the Organisational Resilience Delivery Group is the ability to anticipate, adapt to and bounce forward from disruption. Business continuity is a key management discipline that builds and improves organisational resilience. An effective business continuity programme is essential for any organisation that seeks to develop and enhance organisational resilience and is an ongoing cycle of activities that implements the policy. These activities are carried out by following the business continuity management lifecycle. This includes:

- Develop and build a robust business continuity management processes across the Council
- Where appropriate develop specific overarching plans for incidents such as a cyber-attack.
- Ensure the management of risk is understood.

5. Council Resilience Framework Delivery Model

Supporting the Council Resilience Group is a Council Resilience Framework Delivery Model. This 5-step approach can be used by any of the delivery groups to model their operational activity on and their performance against the relevant Resilience Standards. This provides a corporate and consistent method of approach which can be easily evaluated and monitored by the Council Resilience Group.



5.1 Audit and Evaluation

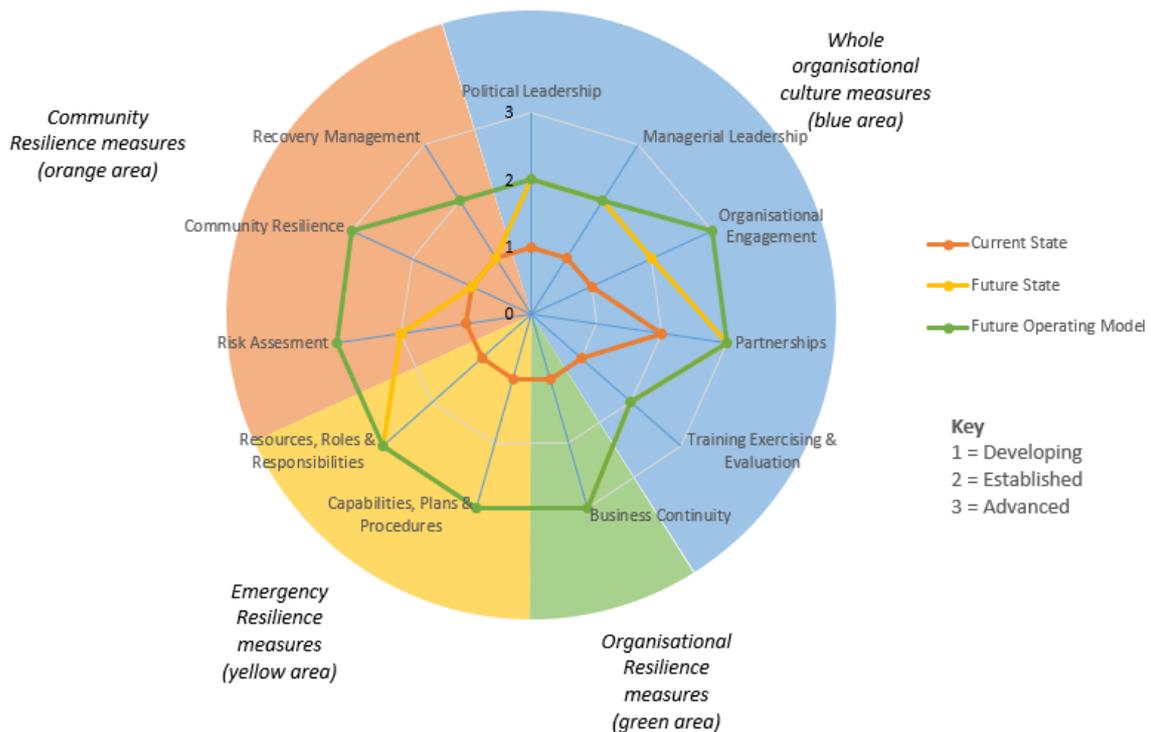
The Resilience Standards support continuous improvement and assurance within the council and are a key metric to confirm the organisation is conforming with the objectives of the Council Resilience Framework.

The Audit and Evaluation step within the Delivery Model forms a key review step for the Delivery Groups to report back to the Executive Group on progress against the Resilience Standards.

The standards have been designed, with a council focus, to lead to good outcomes and possible leading practice. The content within each standard has been drawn from national government guidance and legislation, LGA guidance, specific guidance and other publications and reports.

Each standard contains a descriptor (developing, established and advanced). The descriptor provides a framework for the council to reach a view on its current level of performance, based on the evidence. These are intended as food for thought and to promote honest consideration of how developed the Council's approach is.

The current Council activity against the Resilience Standards that we will be adopting in Buckinghamshire has been mapped out as part of the Better Buckinghamshire service review. The graph below shows the 11 Resilience Standard headings and the potential improvements in performance that could be gained from implementing the Buckinghamshire Resilience Framework. **Achieving these goals and developing opportunities will be one of the drivers behind the Council Resilience Group.**



5.2 Council Resilience Group Reporting

The Executive Group of the Council Resilience Group will periodically report to the CMT and Cabinet. Each of the Delivery Groups within the CRG will be required to report on the progress of any activity they are conducting.

Emergency Resilience Reporting

The Emergency Resilience Delivery Group will report on all training and exercising activity in relation to integrated emergency management.

Organisational Resilience Reporting

Service Directors are expected to certify on an annual basis that they can meet Business Continuity requirements; this process will be incorporated into normal corporate reporting cycles. Following each review, notice will be given to the Strategic On-Call Officers, and to the Emergency Planning Resilience and Response team that the plan is fit for purpose.

Place Resilience Reporting

The purpose of a Resilience Framework Dashboard is to provide information about the Council Resilience Framework at a glance. Data is shown in the form of graphs and quick indicators through coloured keys, up or down arrows or highlighted figures.

ANNEX A – Emergency Resilience

1. Statement of Intent

Under the Civil Contingencies Act 2004 (CCA 2004 – The Act) and other relevant legislation and Regulations, Buckinghamshire Council recognises and accepts its responsibility of its role during emergencies and incidents, and is fully committed to protecting the residents, businesses, infrastructure and environment of the county.

It will fulfil this duty by working closely and effectively with partner agencies and the community to prevent and manage major emergencies through anticipation; assessment; prevention; preparation; response; and recovery.

2. Purpose of the Sub Policy

The purpose of the Emergency Resilience sub Policy is to ensure that the Council effectively delivers its statutory duties in relation to the CCA 2004 and other related legislation. The CCA (2004) sets the main parameters or baseline for this service to operate. The Act established a clear set of roles and responsibilities for local responders to incidents, gave structure and consistency to local civil protection activity and established a sound basis for performance management at a local level.

3. Rationale / Legislative Background

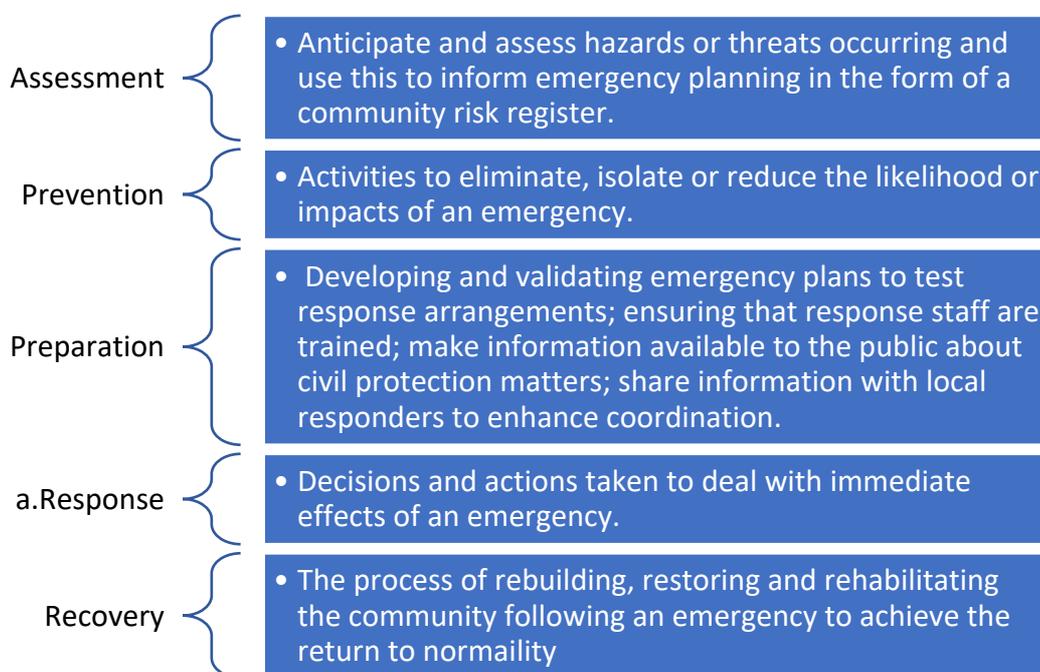
The Civil Contingencies Act 2004 establishes a clear set of roles and responsibilities for local responders; gives greater structure and consistency to local civil protection activity and establishes a sound basis for performance management at a local level. Local authorities are designated as Category 1 responders and are at the core of emergency response and recovery arrangements. Category 1 responders are subject to the full set of civil protection duties.

Within the CCA (2004) the Council is defined as a Category One Responder¹. The CCA (2004) describes duties on local authorities, which are summarised as:

- i. To cooperate with other Category One and Two responders;
- ii. To share information with other Category One and Two responders;
- iii. To undertake risk assessment as part of the Local Resilience Forum and share the information about risks to the public;
- iv. To develop an effective emergency response capability through emergency planning;
- v. To communicate with the public in the event of an emergency
- vi. To develop effective Business Continuity arrangements.

The Act focuses on emergency preparedness, but its requirements should be seen in the context of Integrated Emergency Management (IEM) of which the following five activities are fundamental to an integrated approach:

¹ Examples of Category One Responders are Local Authorities, Acute Trusts and the Emergency Services. Examples of Category Two responders are the Clinical Commissioning Groups, Train Operating Companies and Highways England. Category Two responders only have the duties to cooperate and share information.



Applying the principles of IEM means the Council can respond effectively to an incident or emergency affecting the Buckinghamshire community both unilaterally and as part of a multi-agency response.

Buckinghamshire Council’s IEM arrangements will be consistent with a hierarchy of legislation, plans and guidance:

- i. Statutory and non-statutory guidance provided by the Cabinet Office in the documents ‘Emergency Planning & Preparedness’ and ‘Emergency Response & Recovery’ or their successors.
- ii. National Capabilities Guidance as shared by the Civil Contingencies Secretariat or other National department.
- iii. Thames Valley Local Resilience Forum (TVLRF) plans, guidance and Response Arrangements.
- iv. The Joint Emergency Services Interoperability Principles (JESIP).
- v. Best practice and identified learning from incidents or emergencies.

4. Emergencies and Major Incidents

An ‘Emergency’ in the context of the CCA 2004) is defined by Guidance² as:

“An event or situation which threatens serious damage to human welfare in a place in the UK, the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK”

² Emergency Preparedness (2005). HM Government.

“The threat to human welfare is an emergency only if it involves, causes or may cause³:

- *Loss of human life,*
- *Human illness or injury,*
- *Homelessness,*
- *Damage to property,*
- *Disruption of a supply of money, food, water, energy or fuel,*
- *Disruption of a system of communication,*
- *Disruption of facilities for transport, or*
- *Disruption of services relating to health”*

Major Incident

The Joint Emergency Services Inter-Operability Principles (JESIP) use the expression, ‘Major Incident’, which is defined as:

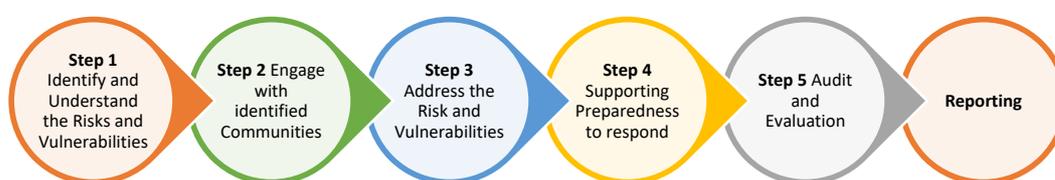
“An event or situation, with a range of serious consequences, which requires special arrangements to be implemented by one or more emergency responder agencies”.

Resilience Service Role in Emergencies and Major Incidents

The Resilience Service are subject matter experts in generic emergency management and business continuity management. Resilience Service Officers can be deployed to any emergency incident in their capacity as **Tactical Advisor** at a strategic, tactical or operational level as a resource to assist and support Incident Managers with their decision making.

5. Emergency Resilience Delivery Model

Embracing the One Council, approach, the Council Resilience Group will use the Emergency Resilience Delivery Model. The model identifies risks, vulnerabilities, mitigation activities and preparedness by identified communities.



³ CCA Part 1, s1(2)

6. Council Resilience Standards applicable to Emergency Resilience



6.1 Risk Assessment (Resilience Standard #4)

The Civil Contingencies Act (CCA) and accompanying regulations place a statutory obligation on all Category 1 responders to “from time to time assess the risk of an emergency occurring”. [CCA 2004 Part 1, Section 2 \(1\)\(a\) duty](#). See also [CCA 2004 \(Regulations 2005\), Part 3](#).

The Council has a robust and collectively understood assessment of the most significant risks to the local area, based on how likely they are to happen and what their impacts might be. This information is used to inform a range of risk management decisions, including the development of proportionate emergency plans and preparations. This information should be used to create a Community Risk Register that highlights risks that have the highest likelihood and potential to have significant impact, causing disruption to specific regions across Buckinghamshire and its communities.

6.2 Capabilities, Plans and Procedures (Resilience Standard #5)

The [Civil Contingencies Act \(CCA\)](#) requires Category 1 responders to maintain effective plans for the delivery of their functions to prevent emergencies. They are also required to publish all, or parts, of their emergency plans where that can assist local communities. The CCA requires an inclusive approach to contingency planning, including Category 2 responders and voluntary organisations, and the recommendation to have regard to local communities.

The Council has risk-based emergency plans which are easy to use, underpin an agreed, clearly understood, and exercised set of arrangements to reduce, control or mitigate the effect of emergencies in both the response and recovery phases. The Council Emergency Response

Arrangements (CERA) sets out the procedures for the council's response to emergencies within or affecting Buckinghamshire. The Incident Management Process (IMP) supports the Council Emergency Response Arrangement (CERA) in that it provides the structure for an effective and coordinated response to a disruptive incident or emergency either externally or internally to the Council. To support the CERA, there will be incident response (capability) plans that deal with a specific scenario such as Flooding, Adverse Weather and Cyber-Attack.

6.3 Resources, Roles and Responsibilities (Resilience Standard #6)

The Council has sufficient resources in place to support emergency planning and organisational resilience arrangements and has the ability to scale up staff resources, not only to support the response and recovery, but also to maintain the delivery of business critical services.

The Council is able to deploy core departmental services in response to an emergency for at least the first 48 hours of an incident. These services may include, Communication, Highways, Building Control, Environmental Health, Social Care. The Council Incident Management structure is contained within the Council Emergency Response Arrangements and Incident Management Process.

To support the delivery of specifically identified risks that fall within the following areas :-

- Radiation Emergency Preparedness and Public Information Regulations (REPPIR)
- Control of Major Accident Hazards (COMAH)
- Radiation Monitoring Units (RMU)

The Council will follow national guidance as set out within the Health and Safety Executive, supported by TVLRF plans.

Buckinghamshire does not have any level or tier 1 sites within its county borders and as such there are no dedicated Council plans for these subject areas.

6.4 Partnerships (Resilience Standard #7)

The council demonstrates a high level of partnership working and interoperability between itself and all emergency responder and supporting organisations, as a means to ensure an inclusive, collaborative approach to Integrated Emergency Management. This will be delivered as follows:

Thames Valley Local Resilience Forum

The Civil Contingencies Act 2004 (The Act) and associated guidance introduced the concept of Local Resilience Forums (LRF's). This is the principal mechanism for multi-agency cooperation under the Act and is based on each Police Force area. Therefore, Buckinghamshire Council, and other local responders, are members of the Thames Valley Local Resilience Forum (TVLRF). The TVLRF covers Buckinghamshire, Berkshire, Oxfordshire and Milton Keynes. Participation on the TVLRF will be as follows:

- TVLRF Executive – Corporate Director for Resources
- TVLRF Planning and Development Group (PDG) – Head of Resilience Service
- TVLRF Training, Exercising and Organisational Learning (TEOL) - Resilience Officer
- TVLRF Capability Groups – Resilience Officers as necessary

Buckinghamshire Resilience Group (BRG)

This is a more localised version of the TVLRF, with its membership consisting primarily of Buckinghamshire category 1 and 2 responders. The purpose of this Group is to continuously develop and enhance the multi-agency response and recovery arrangements for Buckinghamshire through joined up risk assessment, planning and prevention activities, including training and exercising.

Buckinghamshire Council will provide the Chair for this group undertaken by the Head of Resilience Service.

6.5 Training, Exercise and Evaluation (Resilience Standard #8)

The CCA requires Category 1 responders to include provision or the training and exercise of those within an organisation who are involved in planning for, responding to and recovering from an emergency should be appropriately prepared. This requires a clear understanding of plans, their roles and responsibilities and how they fit into the wider picture. Category 1 responders should also ensure that the capabilities and requirements of Category 2 agencies, voluntary and other organisations are reflected in training arrangements. Relevant planning documents must contain a statement about the nature of the training and exercising to be provided and its frequency.

Training

- The Resilience Service will provide training throughout the year on Integrated Emergency Management.
- A Training Programme will be developed and maintained.
- Service Directors must ensure that they have sufficient staff trained to implement their Service's emergency response roles.
- Where Services have allowed staff to volunteer to support the emergency response in specific roles, they should ensure that the staff member can attend sufficient and regular training.

Exercising

- The Council Emergency Plan and / or Business Continuity arrangements should be exercised annually, and this will be led by the Resilience Service take place annually unless there has been a significant real event. The exercise should include voluntary agencies and community groups who support the Councils emergency response arrangements.
- Where Buckinghamshire Council are invited to participate a multi-agency or community resilience exercise then the Council should take the opportunity to do so.

Organisational Learning

The CCA 2004 places requirements, through statutory and non-statutory guidance that Local Resilience Forums and Category 1 responders must collectively:

- Learn and implement lessons from exercises
- Share lessons learned from emergencies and exercises in other parts of the UK

- Make sure that those lessons are acted on to improve local arrangements

The debriefing of staff following the response to an incident is likely to be one of the most effective methods of capturing information to identify lessons following an emergency. The following methodology will apply:

1. There will be an organisational debrief following any incident that is notified to the Council that results in the invocation of the Incident Management Process (IMP);
2. The Resilience & Response Service will facilitate all organisational debriefs;
3. Debriefing methodology can be delivered through the following processes:
 - a. Where there is a plan/process – an After Action Review (AAR);
 - b. Where there is no plan/process – a structured debrief (what went well, what needs improvement, what can we do better next time).
4. The Resilience & Response Service will produce a debrief/post incident report which will identify organisational learning and will be submitted to CMT who will confirm who should own each action.

6.6 Community Resilience (Resilience Standard #9)

The council has a strategic and coordinated approach to activity that enables individuals, businesses, community networks and voluntary organisations to behave in a resilient way and act to support other members of the public. Community resilience considerations and the voluntary capabilities of all these partners are integrated into existing emergency management plans.

Buckinghamshire Council will follow the UK Government guidance, toolkit and templates for Community Emergency Plans, which can be found on gov.uk., and has produced Community Emergency Planning guidance, together with a plan template to assist communities with the development of their Community Emergency Plan. The Resilience Service are the principle point of contact regarding this and will work with Parish & Town Councils and other elements of the community on this.

6.7 Interaction with other Resilience Standards

- Resilience Standard 1: Governance Arrangements – Political Leadership
- Resilience Standard 2: Governance Arrangements – Managerial Leadership
- Resilience Standard 3: Culture – Organisational Engagement
- Resilience Standard 11: Business Continuity

ANNEX B – Place Resilience

1. Statement of Intent

Community Resilience is an emerging priority for the Council. The Council requires a strategic and coordinated approach to this activity that enables individuals, businesses, community networks and voluntary organisations to behave in a resilient way and act to support other members of the public. Community resilience considerations and the voluntary capabilities of all these partners should be integrated into existing emergency management plans.

2. Community Resilience

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.

The proposed vision for the National Resilience Strategy is to make the UK the most resilient nation. This vision will be guided by a series of core principles:

- Understand the risks faced, including the impacts they could have, and exposure to them.
- Investment in preparation to better prevent, mitigate and recover from risks.
- Energise and empower everyone who can make a contribution.

The vision for 2030 is that the UK will have a strengthened ability to assess and understand the risks it faces. The aim being that a suite of systems, infrastructure and capabilities (including international systems) for managing those risks should become more proactive, adaptable and responsive; and there should be fewer regional inequalities in overall UK resilience.

As a result, local communities, businesses, and the UK as a whole, will be more cohesive, resistant to shocks and stresses, and ultimately more adaptable to future threats and challenges. As Category One Responders under the Act, we need to be aware of future changes to our obligations and mandatory duties, but also try to predict, structure and position the council as to best adapt to these changes and new requirements.

In 2019 the Cabinet Office released the updated Community Resilience Development Framework. This document was a reference tool for the delivery of strategic approaches to community resilience at the LRF level in collaboration with non-statutory partners. The guidance document provided an overview of the following:

- 1) The strategic and policy context
- 2) The roles and responsibilities of government, statutory partners and community networks
- 3) The public's contribution to resilience
- 4) Understanding and engaging community networks
- 5) The steps for strategic approaches to developing community resilience
- 6) Examples of guidance, tools and programmes

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

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

Under the Community Resilience Development Framework 2019, Buckinghamshire Council are expected to:

- Make information publicly available which helps individuals, businesses and communities to assess risk in their local area and take preparatory action
- Engage in dialogue with communities to understand how their organisation’s operations should be configured to enable community preparedness, response and recovery activities

- Form a view on whether community resilience could be a part of the range of their organisation’s current community engagement activities, including activities currently unrelated to resilience
- Consider how resilience can be integrated into existing community engagement of other organisations prior to any new engagement
- Ensure ‘communicating with the public’, ‘warning and informing’ and ‘business continuity’ advice structures support community resilience activity – informing the triggers for individual, business and community response and recovery activity
- Support the development of more localised risk assessment, contributing expertise and knowledge
- Provide advice, support and on some occasion’s leadership, to enable community resilience activities, sharing their experiences with their colleagues to improve practice nationally

3. Place Resilience Delivery Model

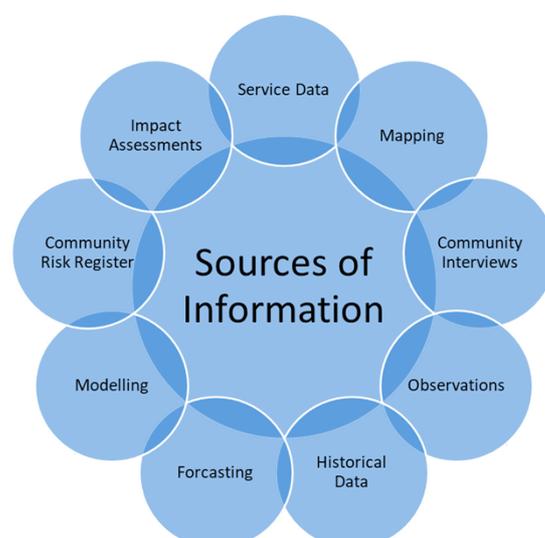
Embracing the One Council, approach, the Council Resilience Group will use the Place Resilience Delivery Model. The model uses a ‘scorecard’ to capture risks, vulnerabilities, mitigation activities and preparedness by identified communities.



Step 1 – Understand the Risk and Vulnerabilities

Using a variety of sources of information such as Business Intelligence (BI) on our communities we can understand the issues that are present in our communities. This information will be analysed and recorded on a ‘scorecard’. By assessing these scorecards, we can identify the top areas of the county where community resilience may need to be enhanced.

Using BI on our communities and developing Bucks risk register (and Asset Registers) we understand the issues that are present in our communities. Geographical



communities may have recognised geographical boundaries such as parishes, wards or towns, or could be a result of proximity, for example a street, tower block or village. The community is likely to be affected by the same type of natural hazard (such as flooding) and to have a shared government/authority such as a parish council or ward councillor(s).

Step 2 – Engage with the Affected Community

Community resilience is something many people and communities already do. It is not about creating or identifying a new community network, or a one-off response to an incident, but rather an ongoing process of using and enhancing existing relationships. The Council have a pretty good idea of what already exists, who we already talk to, and how we could work together before, during and after an incident, such as:

- Administrative and political structures e.g. town and parish councils.
- Businesses and business groups e.g. business communities on industrial estates, high streets or large local businesses, business networks, Chambers of Commerce, Business Improvement Districts, Local Enterprise Partnerships, Growth Hubs.
- Voluntary community organisations e.g. Faith groups, Rotary and Lions clubs, Community Foundations, Age UK, local trusts and social enterprises.
- Community hubs e.g. schools, libraries, community owned pubs, sports clubs and places of worship.
- Residents' interest groups e.g. tenant and resident associations, council residents associations, neighbourhood planning groups, Neighbourhood Watch.
- Community resilience groups e.g. Flood Action Groups, Community Emergency Responder Teams.

Step 3- Address the risk and Vulnerabilities

By analysing each hazard in turn, it is possible to consider the likely impact of a specific hazard on the community and therefore any actions required to minimise that impact such as having flood defences to protect properties.

Likely outcomes could be Local Action Plans to address the issues and creating solutions.

Action Plan

A community action plan is a road map for implementing community change by identifying and specifying what will be done, who will do it and how it will be done. In other words,

The action plan is a document that is made out of collaborative efforts and describes what the community needs to accomplish to become a resilient community, what activities are required and what resources (money, people and materials) are needed to be successful. It is important that the potential solutions to the issues, concerns, and problems of the community must come from the community members themselves.

Step 4 – Supporting Preparedness to Respond

All individuals and organisations that might play a part in the response and recovery effort should be appropriately prepared. This requires a clear understanding of their roles and responsibilities and how they fit into the wider, multi-agency picture.

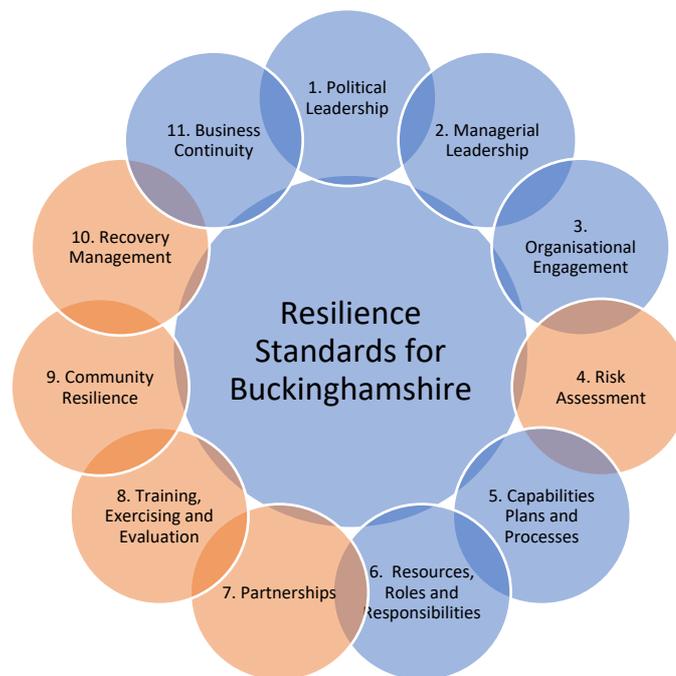
Preparation is a duty under the terms of the Act and a key aspect of responders' efforts to

protect the public. It encompasses planning, training and exercising activities.

Step 5 – Monitoring and Evaluation

The Community Action Plan will be monitored by the Place Resilience Delivery Group. The actions will be evaluated at every meeting until there are no outstanding actions, which in turn influences the Resilience Score for that community.

4. Council Resilience Standards applicable to Place Resilience



4.1 Risk Assessment (Resilience Standard #4)

The Civil Contingencies Act (CCA) and accompanying regulations place a statutory obligation on all Category 1 responders to “from time to time assess the risk of an emergency occurring”. [CCA 2004 Part 1, Section 2 \(1\)\(a\) duty](#). See also [CCA 2004 \(Regulations 2005\), Part 3](#).

The Council has a robust and collectively understood assessment of the most significant risks to the local area, based on how likely they are to happen and what their impacts might be. This information is used to inform a range of risk management decisions, including the development of proportionate emergency plans and preparations. This information should be used to create a Community Risk Register that highlights risks that have the highest likelihood and potential to have significant impact, causing disruption to specific regions across Buckinghamshire and its communities.

4.2 Partnerships (Resilience Standard #7)

The council demonstrates a high level of partnership working and interoperability between itself and all emergency responder and supporting organisations, as a means to ensure an inclusive, collaborative approach to Integrated Emergency Management.

The council will develop an understand the critical interdependencies, networks and jointly consider the future planning and resilience with partner agencies to develop a common understanding of local risks, partner agencies' capabilities, limitations, priorities and working practices.

4.3 Training, Exercise and Evaluation (Resilience Standard #8)

Under the CCA 2004, Buckinghamshire Council should also ensure that the capabilities and requirements of communities, voluntary and other organisations are reflected in training and exercising arrangements. Relevant planning documents must contain a statement about the nature of the training and exercising to be provided and its frequency.

The Resilience Service will:

- provide training throughout the year on Integrated Emergency Management to community groups and voluntary groups as necessary.
- ensure that any emergency management exercise should include voluntary agencies and community groups who support the Councils emergency response arrangements.
- ensure that Buckinghamshire Council are invited to participate a multi-agency or community resilience exercise then the Council should take the opportunity to do so.

4.4 Community Resilience (Resilience Standard #9)

The Council has a strategic and coordinated approach to activity that enables individuals, businesses, community networks and voluntary organisations to behave in a resilient way and act to support other members of the public. Community resilience considerations and the voluntary capabilities of all these partners are integrated into existing emergency management plans.

Utilising the One Council Approach the following activities will take place:

- Identify and engage with community and voluntary networks which might offer support to their communities and to responders before, during or after an emergency.
- A process for providing advice and support to community groups that want to have a role in emergency management.
- A communications and engagement plan to promote resilient behaviours and encourage community groups and networks to promote resilience and take a role in emergency management.
- Clearly defined roles for community and voluntary partners for preparing, responding and recovering from emergencies, which are agreed and communicated prior to an incident. This may range from informal expectations for neighbours to support one another to formal partnership arrangements utilising memorandums of understanding and codes of conduct.
- Locally agreed arrangements to manage spontaneous offers of support to affected people and to emergency responders in emergencies, including financial and physical donations, unaffiliated 'spontaneous' volunteers, resource and expertise.
- training for community networks and volunteers.

4.5 Recovery Management (Resilience Standard #10)

The council has robust, embedded and flexible recovery management arrangements in place to support the rebuilding, restoring and rehabilitation of the community following an emergency. Arrangements clearly link and complement emergency response arrangements, enable the smooth transition from response to recovery and support collective decision making to initiate, inform, resource, monitor and ultimately closedown the recovery phase of emergencies.

Recovery is an integral part of the emergency management process. It can be characterised as the process of rebuilding, restoring and rehabilitating the community following an emergency (Emergency Response & Recovery Guidance, HM Government). The Council will work with partners to:

- Meet the longer-term welfare needs of survivors (e.g., social services support and financial assistance from appeal funds) and the community (e.g., anniversaries and memorials, help lines and drop-in centres).
- Facilitate the remediation and reoccupation of sites or areas affected by the emergency.

The Council has a Recovery Plan which should describe:

- How to identify and engage with community and voluntary networks which might offer support to their communities and to responders after an emergency.
- A process for providing advice and support to community groups that want to have a role in the recovery process.
- Clearly defined roles for community and voluntary partners for recovering from emergencies, which are agreed and communicated prior to an incident. This may range from informal expectations for neighbours to support one another to formal partnership arrangements utilising memorandums of understanding and codes of conduct.
- Locally agreed arrangements to manage spontaneous offers of support to affected people and to emergency responders in emergencies, including financial and physical donations, unaffiliated 'spontaneous' volunteers, resource and expertise.
- training for community networks and volunteers on likely recovery activities

4.6 Interaction with other Resilience Standards

Resilience Standard 1: Governance Arrangements – Political Leadership

Resilience Standard 2: Governance Arrangements – Managerial Leadership

Resilience Standard 3: Culture – Organisational Engagement

Resilience Standard 11: Business Continuity

ANNEX C – Organisational Resilience

1. Statement of Intent

Organisational resilience is the ability to anticipate, adapt to and bounce forward from disruption. Business continuity is a key management discipline that builds and improves organisational resilience. An effective business continuity programme is essential for any organisation that seeks to develop and enhance organisational resilience. The business continuity policy is the key document that sets out the purpose, context, scope, and governance of the business continuity programme. The business continuity programme is an ongoing cycle of activities that implements the policy. These activities are carried out by following the business continuity management lifecycle.

2. Business Continuity Management for the Council

Business Continuity Management (BCM) is a holistic management process that identifies potential threats to an organisation and the impacts to business operations those threats, if realised, might cause, and which provides a framework for building organisational resilience with the capability of an effective response that safeguards the interests of its key stakeholders, reputation, brand and value-creating activities.

- **Business Continuity Programme**

The ongoing management and governance process supported by top management and appropriately resourced to implement and maintain business continuity management.

- **Business Impact Analysis**

The process of analysing activities and the effect that a business disruption might have upon them. As part of the Business Impact Analysis (BIA), the organisation needs to determine what resources would be needed to support those key functions.

- **Disaster Recovery Planning** A Disaster Recovery Plan (DRP) is related to, but distinct from, a BCP. Rather than focused on the ongoing survival of the Council, the DRP deals with the specific steps that must be taken to immediately get the Council up-and-running, particularly after a loss of data, or a catastrophic IT infrastructure failure. This should sit with Business Continuity Management as a function.

3. Business Continuity and Risk Management

Going forward it is important to position BCM in the correct place within the Council so it can raise awareness of its existence, increase its corporate reach, and raise its importance to a wider audience.

Business Assurance is the service area for BCM due to its general audit, oversight, risk, and crisis focus. While business continuity management and risk management are separate processes, they are interrelated: one task with the organisation cannot be carried out without the other. There are many mutually beneficial areas of interest, cross cutting themes and general specialisation within that service area that lend themselves to a good fit. This will be helpful towards building the desired culture and embedding into business as usual and enable it to grow and will increase the visibility and reach of business continuity across the organisation.

4. Organisational Resilience Delivery Model

- A Business Continuity Management Programme will be developed to govern how Business Continuity Management will be delivered throughout the Council.
- The Business Continuity Management Programme will ensure compliance with the Civil Contingencies Act (2004). It will be aligned to the International Standard, ISO22301:2019 and reflect best practice as defined by the Business Continuity Institute. The System will take into account risks raised on the Corporate Risk Register.
- All areas of the Council shall be required to align with the Business Continuity Management Programme or exceptions noted and agreed by the Chair of the Council Resilience Group.
- Business Continuity Plans will be prepared by Services to ensure the continuation / recovery of priority activities. It is a matter for a particular Service if it wishes to have a Team level Business Continuity Plan.
- The Business Continuity Management Programme will cover all Council Services in line with Service Director responsibility. Where a priority activity is contracted out to a Service Provider, the Council, and the Service, retains the responsibility and accountability for the delivery of that priority activity.
- The Council's Business Continuity invocation arrangements will be fully consistent and compatible with the Council Emergency Response Arrangements and Incident Management Process.
- The Business Continuity Management Programme will be based on the Business Continuity Management software application (Clearview).

5. Resilience Standards applicable to Organisational Resilience



5.1 Business Continuity (Resilience Standard #11)

The Civil Contingencies Act (2004) requires the council to maintain plans to ensure that they can continue to deliver their functions in the event of an emergency as far as is reasonably practicable, and this duty relates to all priority functions, not just their emergency response functions. There must be arrangements for reviewing and exercising to ensure the business continuity plans are current and effective with arrangements for the provision of training to those involved in implementing the plan. They are also required to publish aspects of their business continuity plans making this information available for the purposes of dealing with emergencies. Local authorities are required to provide advice and assistance to businesses and voluntary organisations about business continuity management.

- Business Assurance is the service area for BCM due to its general audit, oversight, risk, and assurance focus.
- Business continuity plans and arrangements are in place that are current and aligned to the ISO 22301 standard. The programme will also take into account risks raised on the strategic and directorate risk registers.
- Compliance with the Business Continuity Management Programme will be reported to the Corporate Management Team and Audit and Governance Committee on a regular basis.

- Business continuity is appropriately embedded within the organisation in order that critical functions, emergency response and recovery capabilities are highly resilient. Account is taken of links and interdependencies between Services across the organisation.
- Business Continuity Plans will be prepared and owned by Services to ensure the continuation / recovery of priority activities.
- Key business continuity management personnel are competent and experienced and the council invests in their training and continuous professional development.
- Information is shared with other responder organisations where appropriate, in order to understand their respective business continuity plans and arrangements, and also vulnerabilities and dependencies that may become relevant in the event of disruption.
- Robust arrangements are in place for the review and validation of business continuity plans and contingency arrangements including emergency response and recovery capabilities.
- Contractors and providers, including their supply chains, understand the civil resilience risks for the council's area and have robust business continuity arrangements, especially for services for which the council has a statutory duty.
- Provider's emergency plans and procedures, including business continuity arrangements for specific services are fit for purpose and up to date. They consider specific risks and scenarios, for example, disruption due to severe weather or industrial action.
- The provider has the capacity and adequate resourcing to put plans in place particularly to cover short or no notice incidents, with recovery timescales that are acceptable to both the provider and commissioner.
- Service users know how they can contact the provider or the council in an emergency, both during a normal working day and out of hours.

5.2 Organisational Engagement (Resilience Standard #3)

The Council has a positive culture towards the Resilience Framework and business continuity which is embedded and seen as 'everyone's business'. Capacity and resilience are developed across the organisation ensuring the responsibility of plans and decision making is at the appropriate level, building experience and knowledge across the organisation.

5.3 Training, Exercise and Evaluation (Resilience Standard #8)

The CCA requires Category 1 responders to include provision or the training and exercise of those within an organisation who are involved in planning for, responding to and recovering from an emergency should be appropriately prepared. This requires a clear understanding of plans, their roles and responsibilities and how they fit into the wider picture.

Training

- Business Assurance (BCM) will provide training throughout the year on Business Continuity Planning.
- A Training Programme will be developed and maintained by Business Assurance (BCM).
- Service Directors must ensure that they have sufficient staff trained to implement their Service's business continuity roles.

Exercising

- The Council Emergency Plan and / or Business Continuity arrangements should be exercised annually, and this will be led by the Resilience Service take place annually unless there has been a significant real event.
- Service Business Continuity Plans should be exercised at least annually. Responsibility for arranging this lies with the Service Director. The format of such exercises may vary, and advice can be sought from the Business Assurance or the Resilience Service.
- Where Buckinghamshire Council are invited to participate a multi-agency or business continuity exercise then the Council should take the opportunity to do so.

Organisational Learning

The CCA 2004 places requirements, through statutory and non-statutory guidance that Local Resilience Forums and Category 1 responders must collectively:

- Learn and implement lessons from exercises
- Share lessons learned from emergencies and exercises in other parts of the UK
- Make sure that those lessons are acted on to improve local arrangements

The debriefing of staff following the response to an incident is likely to be one of the most effective methods of capturing information to identify lessons following an emergency. The following methodology will apply:

1. There will be an organisational debrief following any incident that is notified to the Council that results in the invocation of the Incident Management Process (IMP);
2. Business Assurance will facilitate all organisational debriefs for business continuity incidents;
3. Debriefing methodology can be delivered through the following processes:
 - a. Where there is a plan/process – an After Action Review (AAR);
 - b. Where there is no plan/process – a structured debrief (what went well, what needs improvement, what can we do better next time).
4. Business Assurance will produce a debrief/post incident report which will identify organisational learning and will be submitted to CMT who will confirm who should own each action.

5.4 Community Resilience (Resilience Standard #9)

The council has a strategic and coordinated approach to activity that enables individuals, businesses, community networks and voluntary organisations to behave in a resilient way and act to support other members of the public. Community resilience considerations and the voluntary capabilities of all these partners are integrated into existing emergency management plans.

There is a requirement under CCA 2004 for the Council to give advice and support to businesses and voluntary organisations in Business Continuity Management. Buckinghamshire Council will follow the UK Government guidance, toolkit and templates for Business Continuity Plans and guidance, which can be found on gov.uk. Business Assistance (BCM) will lead on this.

5.5 Interaction with other Resilience Standards

Resilience Standard 1: Governance Arrangements – Political Leadership
Resilience Standard 2: Governance Arrangements – Managerial Leadership
Resilience Standard 4: Risk Assessment
Resilience Standard 5: Capabilities Plans and Procedures
Resilience Standard 6: Resources Roles and Responsibilities
Resilience Standard 7: Partnerships
Resilience Standard 9: Community Resilience
Resilience Standard 1:0 Recovery Management