Cabinet
12 July 2016

RESILIENCE STRATEGY 2016-2020
Councillor Neil Blake
Leader of the Council and Cabinet Member for Major Projects

1   **Purpose**

1.1   For Cabinet to approve and adopt the Resilience Strategy enable AVDC to fulfil its Statutory Duties under the Civil Contingencies Act 2004.

2   **Recommendations/for decision**

2.1   Note the content of the report and Strategy in the Annex

2.2   Support and endorse the Resilience Strategy and work plan as published

3   **Background and Supporting information**

3.1   AVDC has legal duties required under the Civil Contingences Act 2004[1](CCA), these include:
- To promote Business Continuity (BC) in the local community of Aylesbury Vale
- To maintain plans and readiness in the event of a 'Major Incident' being declared and including in its own BC arrangements adequately trained and competent staff (examples of events requiring a business continuity response are highlighted in Appendix 1)

3.2   BC arrangements are used to bridge the gap between the initial service levels and the restoration when a temporary situation is resolved or the disaster recovery plan is implemented.

3.3   'Resilience' means an integrated approach to Emergency Planning and Business Continuity and is one of the organisations most significant risks.

3.4   The Council has separate IT Disaster Recovery plans managed through IT together with plans to make the Council more resilient against Cyber attack.

3.4   AVDC is working to the standards set by the international standard for business continuity, ISO 22301 –specifying the requirements for a management system to protect against, reduce the likelihood of, and ensure the business recovers from disruptive incidents. There are still no plans to go for external accreditation.

3.5   This is the first Council Wide Resilience Strategy. With recent criticisms of AVDC's response to flooding and the need to demonstrate appropriate preparedness following Thames Valley Local Resilience Forum (TVLRF)

commissioned reviews this strategy gives a framework for better resource planning.

3.6 AVDC is a member of the Thames Valley Local Resilience Forum[2] and is a piece of a complex jigsaw that could collectively fail in an emergency if any one or more organisation is not adequately prepared or resourced.

3.7 AVDC officers have participated in TVLRF training and exercising around 'Marauding Terrorists', 'Prevention of Violent Extremism' and 'Cyber Crime'. The LRF identifies the risk profile (in line with Central Government) and facilitates a number of workshops enabling closer working with partners in other Category 1 responders.

3.8 The Council is engaging with the community to promote Community Resilience (examples of engagement include Buckingham, Ashendon and Waddesdon).

3.9 Progress has also been made in implementing the actions identified in the last report to Finance and Services Scrutiny Committee in April 2013[3], as follows:
- The scope for BC was set at 4 weeks, allowing for full service restoration to be planned
- Service Continuity Arrangements have been updated on an annual basis until 2014-2015. Compliance was self reported on in the Annual Statement of Assurance and needs a review following the 'Lift and Shift 'process.
- Expenditure was made available to facilitate training and exercising, and the incorporation of Business Continuity into the Council's Emergency Plan.

3.10 The strategy reflects that although Resilience is coordinated through one officer, much of the work should be carried out elsewhere in the council.

3.11 There is an ongoing need to periodically train and exercise staff with regards the Emergency Plan. This has been enabled through the use of officers within other Category 1 responders.

3.12 The Council 'supports' large events such as the Santander British Grand Prix at Silverstone close to Stowe in North Buckinghamshire and is part of their Major Incident Plan .

4 Resource Implications

4.1 The Emergency Planning and Business Continuity Manager will lead the development of the action plan, along with the officers and resources set out in the work plan for 2016-17.

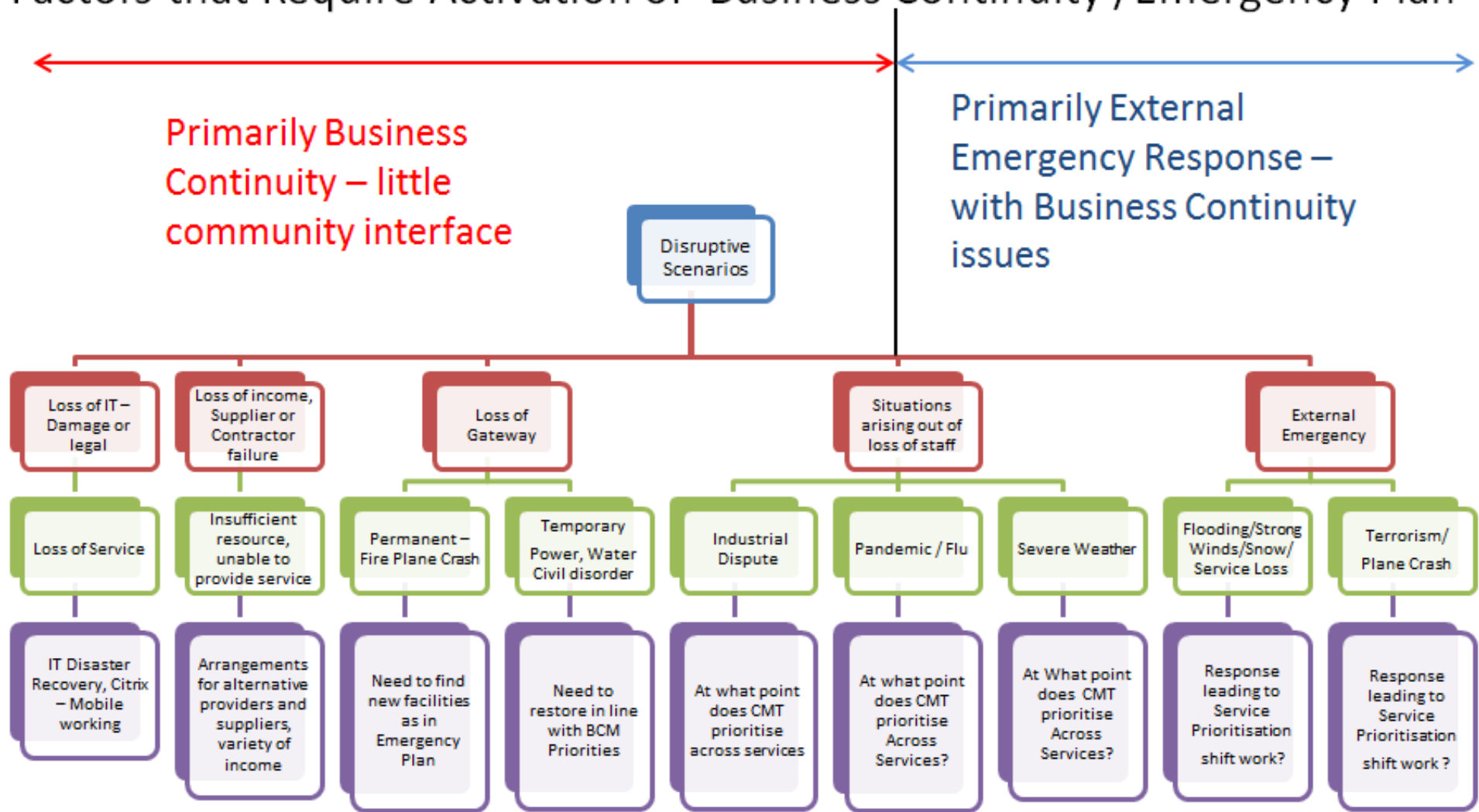[2] http://thamesvalleylrf.org.uk/useful-links/information.ashx

[3]
http://democracy.aylesburyvaledc.gov.uk/Data/Finance%20and%20Services%20Scrutiny%20Committee/20130408/Agenda/App%20E%20-%20business%20continuity%20report%20(April%202013).pdf

4.2   The majority of this work can be delivered within existing resources, however there may be a need for some project funding (estimated in the region of £5000) to be made available to deliver certain elements of the programme.

4.3   Where project funding is required, this will be sourced through the normal council mechanisms with support from the Sector Lead for Business Strategy & Governance

4.4   Progress will be monitored through the Resilience Steering Group.

Contact Officer   David Thomas 01296 585158
Background Documents   Resilience Strategy

Appendix 1-

Factors that Require Activation of Business Continuity /Emergency Plan

Primarily Business Continuity – little community interface

Primarily External Emergency Response – with Business Continuity issues

Disruptive Scenarios

Loss of IT – Damage or legal	Loss of income, Supplier or Contractor failure	Loss of Gateway	Situations arising out of loss of staff	External Emergency

Loss of Service	Insufficient resource, unable to provide service	Permanent – Fire Plane Crash	Temporary Power, Water Civil disorder	Industrial Dispute	Pandemic / Flu	Severe Weather	Flooding/Strong Winds/Snow/ Service Loss	Terrorism/ Plane Crash

IT Disaster Recovery, Citrix – Mobile working	Arrangements for alternative providers and suppliers, variety of income	Need to find new facilities as in Emergency Plan	Need to restore in line with BCM Priorities	At what point does CMT prioritise across services	At what point does CMT prioritise Across Services?	At What point does CMT prioritise Across Services?	Response leading to Service Prioritisation shift work?	Response leading to Service Prioritisation shift work ?

CMT = Emergency Management Team

4

Aylesbury Vale District Council

Resilience Strategy 2016-2020

A framework for developing plans to minimise disruption when unplanned events significantly interrupt normal business.

Version 2.2

Contents

Aylesbury Vale District Council Resilience Model

Vision Statement -Through effective emergency management and robust business continuity processes we will enable the economic, social and environmental wellbeing of the people and businesses in the area.

The above model explains how AVDC has an integrated approach to Emergency Planning and Business Continuity [1]. (known as 'Resilience') to ensure it provides services and develops as a commercially minded organisation. It is based upon sound risk management, through both the overall management of the Council and the Thames Valley Local Resilience Forum (TVLRF)of which it is a member as a Category 1 responder.[2]

---

[1] Note - Business Resilience builds on the principles of Business Continuity but extends these much further to help provide a much more effective and integrated approach to responding to and adapting to changes that might otherwise threaten business.

[2]As defined under the Civil Contingencies Act 2004-

AVDC's Emergency Plan therefore includes Business Continuity and details the mechanisms and people involved in order for us to respond to an incident affecting its community that due to scale and/or timing cannot be addressed through normal operations. This incudes ensuring that customers experience as seamless services should there be an unforeseen event.

The wide concept of Integrated Emergency Management within and across Category 1 responders is geared to the idea of building greater overall resilience in the face of a broad range of disruptive challenges. If the response is to be truly effective in meeting the needs of everyone affected by an emergency, then all leaders of the community, industry and commerce should be aware of the contributions of local responders and other organisations

Resilience Strategy 2016-2020

1.   Introduction and Purpose

Aylesbury Vale District Council has the duty to provide various services to the communities of the Vale. Many have a direct impact on the health and quality of life of the citizens of Aylesbury Vale. Any failure, actual or perceived, to deliver the full range of services will have a negative impact on both the community and the authority. As such, all reasonable measures should be adopted to minimise the likelihood of business or service interruption. The Civil Contingencies Act 2004 places a duty on Aylesbury Vale District Council to ensure adequate resilience is in place to be able to deal with disruptive events. The purpose of this strategy is to ensure that Aylesbury Vale District Council:

- o Has a corporate process in place that encompasses anticipation, assessment, prevention and preparation so we are ready to deal with rapidly increased demands for services caused by emergencies and business changes and linked to the corporate risk management procedures
- o Responds to increased demands for service caused by emergencies efficiently and effectively
- o Has evaluated each of its services to determine and prioritise its business critical activities
- o Has business continuity processes in place to enable its critical activities to be maintained in the face of a disruptive incident, including disruption to services during an emergency
- o Has in place business recovery plans and community recovery plans to ensure a rapid return to normal or a "new normal".

The strategy recognises that with the loss of central government grant, its critical activities include the need to secure future funding.

This Strategy is underpinned by the following general principles:

- Aylesbury Vale District Council applies effective corporate governance and is committed to fulfilling its statutory responsibilities that includes a continuous improvement of policy, practices and service delivery to improve community safety.
- A comprehensive, all hazards, all agencies approach by achieving the right balance of prevention, preparedness, response and recovery, regardless of the nature of the hazard, working through established partnerships
- Organisational resilience underpins achievement of the Council's vision
- Prepared communities who understand both the Council's corporate capacity/limitations and also their own roles in an emergency
- Shared decision making with other TVLRF partners in a command structure during an "emergency"[3]
- A transparent, systematic and consistent approach to emergency risk assessment and management, which safeguards the needs of the most vulnerable people in our community
- A commitment for the Council to work closely with other 'responders' including the ability to request/provide ensuring mutual support when required

The Council also has access to external funding via the Bellwin Scheme allowing the claw back of costs arising out of an 'emergency' from central government. This ensures that there are no financial barriers when responding to an emergency, enabling any response to be proportionate to any external emergency.

The strategy adopted for development of Resilience is summarised as follows:

i. The Council undertakes a review of its operational and strategic risks on a regular basis; this review includes organisational resilience and includes members

ii. Business Impact Analyses (B.I.A.s) are undertaken to be able to develop the plans. B.I.A.s assess the key risks and key services at both corporate and service level and help to identify preventative measures that can be undertaken as well as agreeing critical activities.

iii. The Councils' Emergency Plan forms the basis of the Council's response. This is an operational document designed to assist the authority in the event of a disruption occurring. The plan sets priorities and communications, identifies roles & responsibilities, and training & exercising to ensure an appropriate response to any disruption

iv. The Councils' Emergency Plan is the overall tool for the Council and Incident Managers - this is supported by service specific business continuity plans which ensure that each service is able to respond appropriately to an incident whether it is a corporate or service specific interruption

---

[3] As defined by the Civil Contingencies Act 2004

AVDC does have its own Disaster Recovery Strategy and plans.

2 Scope, Aims and Objectives of the Strategy

2.1 Scope

This strategy applies to all activities for which the Council has direct responsibility, how it works with other 'responders' when having to deal with an external emergency and ensuring compliance with the Civil Contingencies Act 2004.

2.2 The aim is:

To support the Council in anticipating risks for the purpose of mitigating them, and having flexible plans in place, which are already tested, to minimise disruption when unplanned events significantly interrupt normal business.

2.3 The objectives are to:

- identify preventative measures that can be carried out to minimise the likelihood of an incident occurring
- integrate the Business Continuity requirements with the Emergency Planning responsibilities of the Authority to ensure that in the event of a major disruption the Authority can respond appropriately both internally and externally. To ensure the Council can both support the community and to continue to exercise its functions in the event of an emergency
- identify its critical activities in order to determine overall priorities for recovery of functions if disruption takes place
- ensure all Council service areas are involved in the preparation of the plan, so that there is an effective and consistent response to service continuity
- develop a process to review and update the overall Plan and develop service area, functional or specific plans where necessary, in order to protect the services and reputation of the Council
- undertake training and awareness programmes for staff, elected members, suppliers and partners
- carry out regular tests of the plan to validate the arrangements

3 The Council's Resilience Commitment

The Council wherever possible will

- comply with the Civil Contingencies Act 2004, regulations and statutory guidance and work with Category 1 and 2 responders
- engage with partners on the Thames Valley Local Resilience Forum (LRF)
- accept its responsibilities for the provision of services to the citizens of Aylesbury Vale and acknowledge that many of these services are critical to health and quality of life

within Aylesbury Vale

- look to providing business critical activities at an appropriate level with the resources available, particularly those delivered to identified vulnerable groups
- aim to meet any increased demand for services due to emergencies and to ensure that (together with other Category 1 Responders) safeguards are in place to protect children, young people and vulnerable adults
- adopt and promote best practice for preparedness, response and resilience, including minimising the impact of emergencies on the Council and the communities of Aylesbury Vale (working towards standards and terminology as outlined in British Standard BS22301 for 'Societal Security Business Continuity Management Systems Requirements')
- provide information, instruction and training for employees to help them understand their role in the resilience processes of the Council and to allow them to contribute positively towards the preparedness and resilience of the organisation.
- engage with the community to develop community resilience together with other Category 1 responders
- actively promote business continuity with businesses and not for profit organisations based in the Vale.
- take a risk based approach when managing its contracts and contractor performance to ensure effective preparedness and resilience in their business arrangements with and on behalf of the Council
- work closely with staff to develop and implement preparedness and resilience measures to ensure the Council is able to deal with disruptive events.

4   Key Responsibilities (From Resilience Policy)

4.1   Elected Members & Cabinet

As part of the community all members have a role to play in warning and informing officers of any incidents in the Vale. They are not expected to put themselves at risk or take an operational role in dealing with any emergency situation.

Cabinet have collective responsibility for the effectiveness of the Council's resilience policy and plans(s).The Leader of the council has particular responsibility for the Policy and for ensuring the preparedness and resilience of the Council and compliance with relevant legislation, and will ensure that decisions taken when developing Council policies and services reflect the Council's commitment to preparedness and resilience. There is a Cabinet Member whose portfolio covers Resilience.

The Leader and Cabinet Member for resilience will, in consultation with the Cabinet:

- Receive an annual report (via Finance and Resources Scrutiny Committee) on resilience.
- Ensure that adequate resources are available to discharge the Council's preparedness and

resilience commitments.

- Consider any need to revise the strategy in the light of preparedness and resilience trends and issues likely to affect the Council.
- Promote a positive preparedness and resilience culture within the Council.

4.2 Chief Executive

The Chief Executive has overall responsibility for putting into effect the Resilience Strategy and is accountable to the Council for ensuring that the operations of the Council comply with all legal obligations relating to Civil Contingencies.

The Chief Executive promotes a positive preparedness and resilience culture through partnerships and in all areas affecting the community, ensures that that all statutory requirements are adhered to and for reviewing the effectiveness of this policy. This includes ensuring that

- members of Transition Board are accountable for effective emergency management and business continuity in the activities they have responsibility for
- appropriate priority is given to emergency management and business continuity in all Council strategic planning
- resilience performance is reviewed annually and at other times when necessary.

The Chief Executive will:

- provide an Annual Resilience report to the Cabinet Member (delegated to the Health Safety and Emergency Resilience Manager)
- be responsible for the activation of the Corporate Emergency Plan and / or the Council Corporate Business Continuity Plan
- coordinate the corporate response to emergencies and threats to business continuity
- represent the Council on the Local Resilience Forum and other inter-agency, regional and national activities (can be delegated to the Health Safety and Emergency Resilience Manager).

4.3 Resilience Steering Group

The Chief Executive is supported by the Resilience Steering Group (RSG), chaired by a Senior Officer. It has been established to inform the implementation of this strategy and to carry out the Management Review of the Business Continuity Management System (BCMS) as identified in BS25999, as a sub group of Transition Board.

The RSGs main role is to inform the Council's work plan and to identify resources to enable AVDC to fulfil its duties under the Civil Contingencies act. This includes:

- resolving and prioritizing competing resources between service areas into an agreed

corporate plan
- agreeing any issues to be taken to Transition Board and Directors for decision
- planning, discussion and the review of training and exercising
- contribution to the work plan of the Health Safety and Emergency Resilience Manager

It shall meet at least twice a year and additionally as a result of any situations requiring activation of our Emergency Plan (that includes Service Continuity).

5 Resilience Strategy 2016-2020

The overall resilience strategy has been developed to comply with its key commitments identified in Section 3 (above). The strategy builds on and depends on:
- The Councils Strategic Risk Assessment Process
- The Corporate Emergency Plan, which will detail external emergency response arrangements and Business Continuity Programme
- Relevant documents and publications made (available) by the Thames Valley LRF.

The Strategy will be developed into an annual work plan for 4 years from 2016-17 to 2019-20. Appendix 1 will detail the progress of each item.

No	Aim	Lead Officer
1	Engage with partners on the TVLRF Executive Committee, contribute to the work of its sub groups and feed into appropriate debriefs	Chief Executive
2	AVDC Staff to participate in LRF Training and Exercises	Health Safety and Emergency Resilience Manager
3	Maintain its Emergency Plans (including Business Continuity)	Health Safety and Emergency Resilience Manager
4	Ensure that it reviews its Business Impact Assessment and Service Continuity Plans on an annual basis	Health Safety and Emergency Resilience Manager & Service Managers
5	Ensures that it has robust Business Risk Management Processes (for Resilience Issues) and develop associated mitigation strategies for threats and future threats (horizon scanning)	Business Assurance Manager
6	Provision of information, instruction and training for employees to help them understand their role in AVDC's resilience processes	Health Safety and Emergency Resilience Manager
7	Together with other Category 1 Responders	Health Safety and Emergency

		develop and support Community Resilience Initiatives within the Vale	Resilience Manager
8		Ensure that Business Continuity Management is assessed and reviewed as part of the procurement, selection and management of contractors, suppliers and contracted services	Business Assurance Manager
9		Promote Business Continuity within the business and not for profit organisations in the Vale	Business Relationship Manager
10		Ensure that 'Commercial AVDC' carries out appropriate Business Impact Assessments and embraces Business Continuity as 'business as usual'.	Chief Executive

6   Work plan for 2016 – 2017 is as follows:

No	Aim (from Strategy)	Work activity	Lead Officer(s)
1		Get Strategy approved by Resilience Steering Group and Cabinet	Chair Resilience Steering Group /Health Safety and Emergency Resilience Manager
2	6	Review develop and roll out the Training Matrix identified in the Emergency Plan into a more structured approach to ensure engagement with all staff	Health Safety and Emergency Resilience Manager / Organisational Development Manager
3	4	Review its Cyber Resilience Strategy and Arrangements to ensure that it meets best practice	Strategy and Governance Officer / Computer Services Manager
4	6	Repeat Exercise 'Peppercorn' for staff not involved in the exercise carried out during November 2015	Health Safety and Emergency Resilience Manager
5	8	Identify an audit plan for our key suppliers /contractors –in preparation for an audit of their business continuity arrangements in 2017-18	Strategy and Governance Officer
6	3	Develop and carry out mitigation and staff awareness for marauding terrorist attacks following security review of premises	Health Safety and Emergency Resilience Manager / Property and Facilities Manager

7	1	Continue to engage with Risk and training sub groups of the TVLRF& Local Bucks groups with BCC	Health Safety and Emergency Resilience Manager
8	9	Continue to work with Silverstone Circuits as Part of the 'Inter-Agency' and 'Contingencies' groups	Health Safety and Emergency Resilience Manager & Environmental Health Manager
9	8 & 10	Carry out a review of Business Impact Assessments of services and 'Commercial Initiatives'	Service Managers / Health Safety and Emergency Resilience Manager
10	2	Appropriate AVDC staff to participate in LRF[4] Exercises	Service Managers / Health Safety and Emergency Resilience Manager
11	8	Create Aylesbury Town Centre Emergency Plan with other LRF Partners	Health Safety and Emergency Resilience Manager/ Town Centre Manager

7   Review of the Strategy

This Policy will be reviewed annually. It will be amended, if necessary, to take into account LRF initiatives, new legal requirements, non-statutory guidance from central government and revisions and implementation of relevant British Standards.

8   Contact

For any questions arising out of this policy please contact David Thomas, Health Safety and Emergency Resilience Manager, at The Gateway, 01296 585158

9   Glossary of Terms

- Business Continuity   "the actions required to ensure that sufficient resources are allocated, in an appropriate length of time so that the customer experience is that of a seamless transfer between normality and post incident (up to 4 weeks)"
- MAO- Maximum Available Outage
- Resilience   A single term covering Emergency Planning and Business Continuity
- RTO   Recovery Time Objective
- TVLRF   Thames Valley Local Resilience Forum

---

[4] And other events such as those arising out of the 'Inter Agency Group' for events at Silverstone

Appendix 1   Review Of Action Plans 2016-2020

A1   2016/2017

No	Aim	Work activity	Lead Officer(s)	Progress/Comments	RAG
1		Get Strategy approved by Resilience Steering Group and Cabinet	Chair Resilience Steering Group /Health Safety and Emergency Resilience Manager		
2	6	Review develop and roll out the Training Matrix identified in the Emergency Plan into a more structured approach to ensure engagement with all staff	Health Safety and Emergency Resilience Manager / Organisational Development Manager		
3	4	Review its Cyber Resilience Strategy and Arrangements to ensure that it meets best practice	Strategy and Governance Officer / Computer Services Manager		
4	6	Repeat Exercise 'Peppercorn' for staff not involved in the exercise carried out during November 2015	Health Safety and Emergency Resilience Manager		
5	8	Identify an audit plan for our key suppliers /contractors –in preparation for an audit of their business continuity arrangements in 2017-18	Strategy and Governance Officer		
6	3	Develop and carry out mitigation and staff awareness for marauding terrorist attacks following security review of premises	Health Safety and Emergency Resilience Manager / Property and Facilities Manager		
7	1	Continue to engage with Risk and training sub groups of the TVLRF & Local Bucks groups with BCC	Health Safety and Emergency Resilience Manager		
8	9	Continue to work with Silverstone Circuits as Part of the 'Inter-Agency' and 'Contingencies' groups	Health Safety and Emergency Resilience Manager & Environmental Health Manager		
9	8 & 10	Carry out a review of Business Impact Assessments of services and 'Commercial Initiatives'	Service Managers / Health Safety and Emergency Resilience Manager		
10	2	Appropriate AVDC staff to participate in LRF Exercises	Service Managers / Health Safety and Emergency Resilience Manager		
11	8	Create Aylesbury Town Centre Emergency Plan with other LRF Partners	Health Safety and Emergency Resilience Manager/ Town Centre Manager		

A2   2017/2018

A3   2018/2019

A4   2019/2020

Appendix 2 - Relationship Model : Business Continuity Management

Income:

Consider

- Customers
- Rent
- Council tax
- Grants

Staff
- Single point of failures
- Illness
- Agency Staff
- Training
- Competence/Ability
- Retention

Successful AVDC

- Political issues (Locally/Nationally)
- Members
- Risk appetite
- Failure of critical infrastructures
- Regulation

Infrastructure
- IT (Disaster Recovery & Cyber)
- Property /Offices
- Vehicles
- Equipment

Things we need

- Fuel
- Services
- Consumables
- Contractors
- Suppliers
- Transport