

Report to Task and Finish Review on The 2012 Games – Is Buckinghamshire Ready?

Title:	Business Continuity Management for the 2012 Olympic / Paralympic Games
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Background

1. Background details of the 2012 Olympic / Paralympic Games are included in the Evidence paper for Emergency Management.
2. The County Council has a Business Continuity Management (BCM) Policy, version 3 – revised and approved by Cabinet Member in August 2010. This is included at Appendix 1. There is a BCM Programme, version 3 – revised and approved by COMT in November 2010. There is a corporate Business Continuity Plan (BCP), dated to June 2009 (currently due for revision). The latter documents support the policy and are available if required.
3. The BCM Policy sets out the strategic framework and intent; the Programme sets out the method of how BCM planning will be undertaken and the Corporate BCP is the overarching corporate framework plan within which the Services / Teams will fit their own Service BCPs.
4. Heads of Services are responsible for their Service BCM arrangements.
5. The Resilience Team maintain the corporate documentation and provide subject matter expertise to the Services / Teams.
6. The Audit and Regulatory Committee recently requested that the Chief Executive report back to the Committee in October 2011 that all Services have BCPs in place.



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Summary

What responsibilities does BCC have in relation to Business Continuity Management during the Games?

7. The primary legislation with regards to Business Continuity Management is the Civil Contingencies Act (2004) (CCA).
 - a. This requires the County Council (and District Councils, Emergency Services, etc – all “Category One Responders”) to be able to continue their critical activities – even in the event of an emergency, so far as is reasonably practicable. Regulations clarify this as being “critical” activities. This refers to Business Continuity Plans (BCPs).
 - b. In essence, the Authority must be able to, concurrently:
 - i. Continue to be able to respond to an emergency in the community.
 - ii. Continue to be able to perform critical activities in support of their routine business.
 - c. Where a responsibility to undertake such critical activities has been outsourced, the contracted provider must also have plans in place to continue such activities. Contract Managers should be aware of this and BCM requirements for critical activities (indeed all activities) should be included in contract / procurement agreements, as well as a regime of audit.
 - d. The criteria of being able to continue critical activities even in the event of an emergency could include wide area incidents such as flu pandemic, severe weather or wide area power outage. At the same time, critical activities must be continued in the event that there was an emergency during the Olympic / Paralympic Games.
 - e. It should also be noted that the CCA makes it a statutory duty to provide advice and assistance to local businesses and voluntary organisations in the preparation of Business Continuity Management (BCM) arrangements. Such advice and assistance is provided on request and there are pages on the BCC website where more information can be found. Some advice is being provided directly to businesses in the vicinity of the venue through the TFB Coordination Group.

What is the current position of BCC’s preparations in the area of Business Continuity?

8. Although in the past all Services have had BCPs of some description and of varying levels of detail, these are not in accordance with the current corporate BCM Programme. The situation reported to the Audit & Regulatory Committee on 18th May 11 was that no Services have BCPs up to date in accordance with the current Programme, although several Services / Teams have made good progress, especially since then.
9. The Audit and Regulatory Committee has required Services, through COMT, to complete BCPs to this corporate standard by October 2011.
10. A current snapshot of BCM preparation is included in the papers at Appendix 2.

What additional work does the Resilience Team anticipate during the Games (with regards to BCM)? What are the possible issues, when and where are they likely to occur?

11. The extra work to be undertaken by the Resilience Team has been identified in the emergency management update [to be considered on Day 2 of evidence gathering, 6th September].

12. Possible issues are considered below.

What risks are there to the County Council's normal operations during Games Time?

13. The importance of having effective BCM arrangements in place prior to the Games is two-fold:
- a. There may be extra pressures on normal service provision due to the Games (for example, due to leave being taken, Services may be working on Games activities etc).
 - b. There may be an emergency which will require a response and the resources required may be greater than normal – the Olympic additionality.
14. There are several obvious issues that may impact the capability of the Council during Games time:
- a. Staff absence during the Games. The Games occur during the school summer holidays when people often take leave. Staff may also want to participate in the Games through attendance, volunteering or simply watching the Games on the TV and take leave for those reasons. Sick leave will still be taken and some staff may be called away to look after family members – very much situation as normal. Services will need to ensure that they do not release too many staff on leave and then find themselves with insufficient staff to maintain critical activities in the event of an emergency.
 - b. Disruption caused by the Games and BCC Services' geographic proximity to the Games venue. There may be disruption to some services in the vicinity of the venue due to, for example, traffic disruption. Local businesses have received advice on how to manage the impact (change travel work patterns / work from home etc). Where necessary, Services may need to anticipate how the Games may impact their activities (for example, home care to Service Users in the vicinity of the venue) and adapt plans to ensure that suitable provision may be continued.
 - c. Some Services will be involved in the Games activities as part of their professional deployments. Trading Standards, Resilience, Transport etc all will deploy staff or resources. This will impact daily routine. Specifically, the Resilience Team will deploy one officer to the venue and will have staff dedicated to reporting and being stood by to respond to any emergency (for more details see emergency management evidence report).
 - d. The impact of any emergency that does take place in the vicinity of the venue or at the venue may be exacerbated by the "Olympic / Paralympic additionality". This could be simply in scale – more people may be directly impacted requiring bigger rest centres and more transport – or in other ways, such as capability to speak English, media pressure, reputational pressure, incoming calls for information etc. The generic emergency plan would be the basis of the response, enhanced by the multi-agency emergency plan. The capability for Services to undertake their emergency response procedures, possibly on a greater scale than would normally be anticipated, would be critical. Therefore, Services should plan to maintain sufficient staff and resources to ensure such a capability.
 - e. The Council will be required to be able to respond to any emergency during Games time, even if it is unrelated to the Games. This may include wide-area emergencies that could impact the entire county or a significant portion of it.

Examples would include wide-area power outages, flu pandemic or heat-wave. The Council needs to maintain a capability to undertake its duties.

- f. It should be noted that the exercise regime both at the local and national level may (and probably will) raise further issues that will require mitigation and inclusion into the plans. This is a normal part of the plan validation and preparation cycle.
15. It is important to try to identify what extra resources may be required on top of what might be considered a usual response. To help with this, there are a number of Olympic Resilience Planning Assumptions being used to help identify what emergencies might occur and to what scale at the Thames Valley Local Resilience Forum (TVLRF) level. This has resulted in a list of capabilities that need to be maintained at a TVLRF and individual authority level to be ready in the event of an emergency. These documents are restricted (protective marking).
 16. With regards to generic risk assessment for the BCM process, the BCM Programme does include this as follows:
 - a. A generic risk assessment is included in the Programme that outlines the main operational risks and likely consequences of each hazard / threat.
 - b. The list of consequences has been compiled and compared with a central government BC planning assumption list. There are currently 11 BCM planning assumptions for the authority.
 - c. Within the BCM process, each "Mission Critical Activity" is analysed against the consequence and options for mitigating those consequences can be identified. These options are then included into the BCP.

Have BCPs been tested? Are they based on best practice?

17. It should be worth noting that several Services had their BCPs tested during the severe weather of 2009 and 2010 (January and November / December). Likewise during the flu pandemic.
18. The last full formal BCM exercise was Exercise Rebound which took place in June 2009 and which, among other things, reinforced the need to upgrade the IT disaster recovery plan through the creation of a second off-site data centre.
19. It should be noted that the Olympics / Paralympics County council exercise to take place on the 7th September should also raise business continuity issues amongst the emergency response issues.
20. Once Service BCPs are completed, the Resilience Team will set up test exercises for them, - the intention is for these to be completed by end of March 2012.
21. The corporate BCM Policy and Programme is based on the BS:25999 standard which is recognised best practice in the UK and is being considered as the standard on which to align all BCM processes in the draft enhanced Guidance for the CCA.

Working with Partners

22. BCM is predominantly an internal issue.
23. All Category 1 Responders are expected to have BCPs to a similar level.
24. All external service providers are expected to have BCM arrangements to the same standard as the Council.

25. When working in response to an emergency in the community, then Category 1 and 2 responder partners respond using standard procedures and plans based on Integrated Emergency Management principles (see Emergency Management evidence paper).

Value for Money

26. BCM is not required simply because of the Olympics – it is a statutory duty that must be applied regardless. The Olympics may add some pressures and complications, but the basis is unchanged – the Council must have BCM arrangements by law. It is also our duty of care to the community to be able to continue “mission critical activities”.

Unresolved Resource Issues

27. In a report to a meeting of cross-portfolio senior managers in October 2010, several recommendations were made, including:
- a. “Line managers need to ensure that their leave approvals for the Olympic period (including the build-up and the period between Olympics and Paralympics) do not compromise service provision and emergency response capability.
 - b. “Heads of Service need to ensure that they have business continuity strategies to ensure that critical service provision can be maintained in an emergency affecting our own authority. Strategies may include looking for mutual aid from neighbouring authorities who have no Olympic venue.
 - c. “Heads of Service need to be assured that their commissioned service providers of critical services have adequate BCM arrangements (a statutory duty anyhow) but also that this will not be compromised by the Olympics.
 - d. “Service providers will need to show they have arrangements to limit leave / volunteering and ensure the continuation of critical services.
 - e. “Through the Olympic resilience gap analysis and contingency planning process, the Resilience Team will need to identify capabilities gaps and ensure that these are resolved. Training needs will need to be identified and training provided. Probably to include liaison officers, rest centre procedures etc. Resilience Team will be required to set up and run exercises for those identified in the contingency plan.
 - f. “Heads of Services / managers to identify where service requirements may be increased due to the Olympics (for example, parallel events) and make appropriate provision to counter this.
 - g. “HR to consider requirement for a specific policy for the Olympics and volunteering.
 - h. “Consideration needs to be made to the impact of cuts to the provision of the Olympics in Buckinghamshire”.
28. An HR policy may also be enhanced by a call-back agreement for leave approvals in the event of an emergency, and where possible.
29. Current concerns for resources are:
- a. Completion of effective BCPs by all Services, with testing.
 - b. Confirmation of a leave policy for the Council.
 - c. Enhance and train greater numbers of staff, and leaders, for the Crisis Support Team of Adults and Family Wellbeing.
 - d. Capacity within the Contact Centre to respond to significant numbers of incoming calls.
30. Undoubtedly, more issues will arise as we move through the planning and preparation process.