

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

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<b>Title:</b>	<b>Emergency Management for the 2012 Olympic / Paralympic Games</b>
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<b>Author:</b>	Andrew Fyfe, Resilience Manager
<b>Contact officer:</b>	Andrew Fyfe, ext 2937

### Background

1. Buckinghamshire is a venue host authority with the Eton Dorney (ETD) Venue (Dorney Lake) lying within it. Operations within the venue will be the main drive for the Local Authority and its partners, with regards to Resilience.
2. There are a number of official training camps within Buckinghamshire. Their details were given to National Olympic / Paralympic Committees (NOC / NPC) of all participating countries during the Beijing Olympics. Bookings of these sites are a private matter between the NOC / NPC and the training camps. Already, the Guttman Stadium at Stoke Mandeville has hosted several countries.
3. There are no official “live sites” within Buckinghamshire. (A “Live site” is an official site with video screen etc that has been set up by LOCOG with the support of the Local Authority and the BBC in order to broadcast events).
4. The route of the Olympics Torch Relay is likely to pass through Buckinghamshire on 9<sup>th</sup> July (over-night 8<sup>th</sup> July in Luton and 9<sup>th</sup> July in Oxford). There is likely to be a lunchtime stop in Buckinghamshire with a number of events on the route.
5. The process for the Paralympic Torch relay has yet to be decided, but it is likely to visit Stoke Mandeville as a major stop. This relay will take place between the end of the Olympics and the start of the Paralympics.
6. Olympic key dates:
  - a. The Olympics Opening Ceremony: 27<sup>th</sup> July.
  - b. Rowing at the ETD venue: 28<sup>th</sup> July – 5<sup>th</sup> August.
  - c. Canoe sprint at the ETD venue: 6<sup>th</sup> August – 11<sup>th</sup> August.



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- d. Closing ceremony: 12<sup>th</sup> August.
- e. Paralympic Torch Relay: between 13<sup>th</sup> – 28<sup>th</sup> August.
- f. Paralympic Opening Ceremony: 29<sup>th</sup> August
- g. Adaptive rowing at ETD venue: 31<sup>st</sup> August – 2<sup>nd</sup> September.
- h. Paralympic Closing Ceremony: 9<sup>th</sup> September.

## Summary

### What responsibilities does BCC have in relation to Resilience (Emergency Management) during the Games?

7. There are a number of statutory duties on the County Council to ensure that the Games are run in a safe and secure environment. These include:
  - a. Civil Contingencies Act (2004) (CCA).
    - i. This requires the County Council (and District Councils, Emergency Services, etc – all “Category One Responders”) to have emergency plans in place to manage any incident that takes place within its area.
    - ii. The CCA also requires all Category One Responders (C1R) to have plans in place to ensure the continuation of normal business (within Regulations confirmed as critical activities) even in the event of an emergency occurring. This refers to Business Continuity Plans (BCPs). It should be noted that within this context, where a responsibility to undertake such critical activities has been outsourced, the contracted provider must also have plans in place to continue such activities.
    - iii. The CCA requires all C1Rs to work together to ensure that all plans are coordinated and integrated into a multi-agency context. This is coordinated through the Thames Valley Local Resilience Forum (TVLRF) which has a sub-group dedicated to the task of coordinating Games planning across the TVLRF area of responsibility (Bucks, Berks, Oxon and Milton Keynes). This sub-group is led by the Thames Valley Police (TVP) Olympic Planning Team.
    - iv. Within the context of the CCA, the TVLRF has been commissioned by the Civil Contingencies Secretariat (CCS) of the Home Office, to undertake an Olympic Resilience Project. Since 2009-10, there has been a TVLRF Olympics / Paralympics project under direction, guidance and assurance of the CCS, that has undertaken a risk assessment process, identified capabilities gaps (in line with the National Capabilities Programme aligned to National Olympics risk assessments) and has a programme in place to mitigate those gaps. This is an ongoing piece of work across the TVLRF C1Rs through individual organisations and the various TVLRF capabilities sub-groups.
    - v. The remit of the TVLRF 2012 sub-group is Thames Valley wide and will consider Games related events prior to (e.g. Torch Relay) and during Games time. It will also need to ensure that partners are able to respond to other incidents / emergencies in the Thames Valley area that may not be Games related.
    - vi. The basis of the Thames Valley response will be the TV Major Incident Plan (currently in consultation, but which reflects well-known standards and procedures).
    - vii. The TVLRF 2012 sub-group will also put out a specific strategic level Games plan.
    - viii. The TVLRF 2012 sub-group will also lead on the preparation of the venue specific multi-agency emergency plan (see below).

- b. Safety at Sports Ground Act (1975) and Fire Safety and Safety of Places of Sport Act (1987).
  - i. These Acts, with associated Guidance – namely the “Guide to Safety at Sports Grounds” (the “Green Guide”) – confirm several duties on the County Council with regards to Sports Grounds. There are essentially three principle tasks:
    - 1. If the Sports Ground is a “designated” sports ground under the SSGA and as designated by the DCMS, then the County Council will need to prepare a general safety certificate for the sports ground. Dorney Lake is **not** a designated sports ground. However, the London Organising Committee for the Olympic and Paralympic Games (LOCOG) has agreed to self-certify – i.e. they will make sure that all appropriate measures are put in place as if they were to receive an external safety certificate. To do this, they have seconded members of the Football Licensing Association (FLA) who are the acknowledged experts in safety management at sports grounds.
    - 2. If stands are to be used, then if they meet certain criteria, the stands will need to be regulated. The stands at Dorney Lake do **not** meet this criteria.
    - 3. If for any reason the County Council believes that the safety measures employed at the sports ground fail to provide appropriate safety for the spectators, staff or participants, the County Council has the capability to reduce the number of spectators entering the ground. This applies to any sports ground in the County area. It is because of this capability, that entails an implied duty to monitor the safety management of the sports ground, that the County Council has set up the Eton Dorney 2012 Safety Advisory Group (SAG) as per the Green Guide.
  - ii. The Terms of Reference of the ETD 2012 SAG are included at Appendix 1. Membership is wide and should ensure that any safety issues are raised and resolved directly by the ETD Venue Management Team and / or central LOCOG management.
  - iii. The overall purpose of the SAG is to ensure that the safety management systems put in place by LOCOG, including the Contingency Plans, are suitable for the requested capacity. It will also need to be satisfied that there is a suitable venue specific multi-agency emergency plan in place that will be able to mitigate any incident / emergency that requires a coordinated multi-agency emergency response.
  - iv. 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.

**What is the current position of BCC’s preparations in the area of resilience?**

- 8. There are a number of planning groups in which the Resilience Team are involved. All groups are purely driven by the Games and are expected to be disbanded following the Games. These are:
  - a. Eton Dorney (ETD) 2012 Safety Advisory Group (SAG).
    - i. Terms of Reference attached at Appendix 1.
    - ii. Chaired by the Resilience Manager of Buckinghamshire County Council.
    - iii. Currently meets every 2 months – to be brought forward to every month in due course.
    - iv. Formal meetings commenced in September 2009, following on a number of attempts to bring the Olympic Delivery Authority (ODA) and LOCOG to the table. Up to that point, the SBDC SAG, a generic SAG for all events in

- the SBDC area, chaired by the SBDC Environmental Health Manager (who also covers Emergency Planning), led on the coordination of issues.
- v. The purpose of the SAG is noted in the previous section.
- b. Nationwide Operations Group (NOG).
- i. Chaired by Ian Barham, this group is based on a City Operations Group set up by the Government Olympic Executive.
  - ii. The Group coordinates all local authority activity planning and is attended by all four affected Councils (BCC, SBDC, RBWM and Slough BC) as well as the Government Olympic Executive (GOE), LOCOG and the Emergency Services.
  - iii. Meetings generally follow on from the ETD 2012 SAG meetings in order to make best use of time and get the best attendance possible.
  - iv. Meetings will be brought forward to once a month.
  - v. Activities being coordinated include Transport, Parking & Enforcement, Trading Standards, Environmental Services and Local Authority Ambassadors.
  - vi. The Resilience Team is preparing a Local Authority Venue Operations Coordination plan for the NOG for the tactical and operational coordination of all LA venue activities / functions. A Local Authority Venue Operations Coordination Centre (LAVOCC) is anticipated to be set up for Games time to undertake this coordination activity which will fit in with the overall strategic information / coordination plan.
  - vii. Current location for the LAVOCC is to be confirmed, but Tinker's End in Windsor has been provisionally identified – depending on the scale of the operation.
- c. Transport for Bucks 2012 coordination group.
- i. Chaired by TfB, this group has, through the direction of the NOG, taken on responsibility for all aspects of transport management, falling into the Local Authority Traffic Management Plan (LATMP).
  - ii. The Resilience Team attends and briefs on resilience issues.
  - iii. The group will be working to ensure a smooth interface between the Olympic Route Network (ORN) and the LATMP.
  - iv. This group will also consider the impact of other events, mainly the Torch Relay.
- d. TVLRF 2012 sub-group.
- i. The Resilience Team are active participants in this group (activities outlined above) as well as all the various relevant TVLRF capabilities sub-groups.
- e. Bucks 2012 Group.
- i. The Resilience Team has attended this group (looking at legacy, venue, businesses, general activities) since it was first initiated in order to gain context for both Games time and for the activities that lead up to it.
- f. Local Government Association Olympic Resilience programme.
- i. The LGA, in association with London Fire Brigade, have funded a team of two to look at the coordination of resilience across the host authority venues, to try to provide consistency in planning. There are three specific projects:
    - 1. Coordination and information management.
    - 2. Training and exercising.
    - 3. Venue emergency planning.
  - ii. The Resilience Team has attended these meetings to ensure cross-border networking, coordination and sharing of best practice.
- g. South Central Strategic Health Authority.
- i. The Resilience Team has attended and briefed the SHA on current Games planning issues in order to support the SHAs planning.

- h. London Fire Brigade.
    - i. Not a regular meeting group, but the Resilience Team has liaised with the LFB to understand their plans for managing LA activity coordination.
    - ii. At least one further meeting is anticipated to share information.
  - i. CCS capabilities workshops.
    - i. The CCS has organised a number of workshops to look at specific capabilities from the national perspective.
    - ii. Where possible, the Resilience Team has attended to raise issues, share best practice and ensure coordination.
  - j. Miscellaneous.
    - i. The Resilience Team has attended a number of ad hoc meetings to cover various aspects, such as training and exercising, briefings, Command, Coordination and Communication (C3), etc.
    - ii. The Resilience Team have participated at a number of workshops and exercises to consider planning issues related to Resilience.
9. Training & Exercising: As part of the preparation for the Games, the Resilience Team has and will attend or provide training and exercises at both County and Regional / National levels. These include:
- a. Internal training and exercising.
    - i. The Resilience Team has arranged a series of training sessions for all BCC Services in order to ensure that Services understand the generic emergency plan, current Games planning and how the Authority may be required to respond during the Games (as far as is understood at the time of delivery).
    - ii. Internal training has taken place from the start of April and continues (as at 29 July, 16 sessions have been provided to the Services, with a further 6 planned).
    - iii. The training includes a short tabletop exercise for the participants to consider some of the impacts of the Games and how they might be managed.
    - iv. Training will culminate on 7<sup>th</sup> September with a Council-wide tabletop exercise for senior managers and key responders to pull together the various Service responses within a Games scenario from a county perspective.
    - v. The intention is that the County Council will have undergone a first round of training and exercising by mid September so that it is prepared to participate in further multi-agency, regional and national exercises.
    - vi. A continuation training programme will be introduced after the 7<sup>th</sup> September to ensure that identified gaps are covered, including further training for specific roles
  - b. External training and exercising.
    - i. Over the last year, and as part of routine emergency management, the Authority has participated in a number of local and national exercises, including Exercise Watermark (national flooding exercise, March 11) and Exercise Long Barrow 2 (Recovery exercise, June 11).
    - ii. The Resilience Team participated in a C3 workshop for Games time in June 11, with TVP, LOCOG, CCS and GOE.
    - iii. The Resilience Team participated in Exercise Blue Alpha in July 11 – a national tabletop exercise with all host authorities and key C1Rs coming together to discuss C3 with all the national domains / functions that will operate during and prior to, Games time.
    - iv. The TVLRF 2012 sub-group, in conjunction with the TVLRF Training, Exercising and Organisational Learning sub-group will be putting together a training package for resilience issues over the course of the next year.

- v. There will be a national safety and security exercise in September 11 and a second one in November / December 11. There will be further exercises throughout the first part of 2012.

10. Key differences between the Olympic / Paralympic Games.

- a. There are several differences between the two at the venue, including:
  - i. Transport hub will not be Windsor Race Course in the Paralympics, but adjacent to the venue in Buckinghamshire.
  - ii. Crowd capacity will drop from 30,000 (rowing) and 20,000 (canoe sprint) to 10,000 for the Paralympic Games.
  - iii. The venue will be operational throughout the Olympics, but only use for three days (adaptive rowing) during the Paralympics.

**Resilience Specific Roles prior to and during the Olympic / Paralympic Games**

11. The Resilience Team foresees that it would be involved in the following activities up to and during the Games Period. All these duties are extra to “routine” work, though there are significant benefits in the additional training / exercising that the Games has brought, enhancing generic readiness and understanding of emergency management and BCM.

- a. Pre-Games:
  - i. Continues participation in Olympics planning groups, particularly, SAG, NOG and TVLRF groups.
  - ii. Preparation of the BCC Olympics operational plan. Train and exercise.
  - iii. Preparation of the Local Authority Venue Operations Plan. Train and exercise.
  - iv. Internal training & exercising – emergency plan training with an Olympics slant. Tests of the Emergency Operations Centre (EOC).
  - v. Ongoing briefings of key responders and BCC staff.
  - vi. External training & exercising – both creating / delivering training, exercise planning and participation in local, regional and national exercises.
  - vii. Provision of / participation in exercises for the venue.
  - viii. Overwatch the safety management training for LOCOG staff.
  - ix. Involvement in the training of Local Authority Ambassadors.
  - x. Planning and preparation for the Torch Relays – AVDC / SBDC SAG (to be confirmed when Torch Relay routes are confirmed).
- b. Games Time:
  - i. One Resilience Officer in the Forward Control Point for duration of events (2 x shifts per day).
  - ii. The EOC established and ready to activate.
  - iii. Twice daily situation reports sent to Strategic Information Cell (SIC).
  - iv. Exception reporting during the day to SIC.
  - v. Daily briefings for Strategic Director.
  - vi. Update reports sent to key responders.
  - vii. Second Olympics duty Resilience Officer established for the duration of the Games.
  - viii. All to be duplicated for the three days of Paralympic venue operation.

**Have plans been tested? Are they based on best practice?**

12. The County Council has a generic emergency plan that has been tested on several occasions to varying degrees during exercises and live incidents / emergencies. The current training regime has seen most Services receive updated emergency plan training. The plan is based on a recognised format and is considered to be in line with best practice. The Emergency plan is due to be updated in line with the output from the training sessions.

13. Olympic specific plans have not yet been completed, yet when they are complete they will make up a suite of multi-agency and single-organisation plans at all levels of C3 that will have a seamless interface. The following will be required:

- a. BCC Olympic operational plan (based on the generic emergency plan, this will provide information for “steady state” / routine activities as well as how the council’s response would be escalated in the event of an incident / emergency). The plan will interface with the TVLRF Major Incident Plan (MIP), the TVLRF Olympic strategic specific plan, the LAVO (Local Authority Venue Operations) plan and the various LOCOG contingency plans. Resilience Team to prepare.
- b. Local Authority Venue Operations plan, to ensure that Local Authorities undertake their venue based roles in a coordinated manner, ensuring a clear chain of communication between all coordination / information centres. Resilience Team to prepare.
- c. ETD multi-agency emergency plan. Based on the TVLRF MIP and the TVLRF strategic plan this will identify key roles and responsibilities in the response to emergencies at the tactical and operational level where LOCOG requires assistance. It will interface with the LOCOG Contingency plan. Resilience Team to contribute.

**What risks are there to the County Council’s normal operations during Games Time and what business continuity plans does the council have in place for 2012?**

14. Business Continuity Plans will be the subject of another evidence report [to be considered on Day One of evidence gathering, 5<sup>th</sup> September].
15. The risks facing the County Council’s normal operations are varied. They include:
  - a. Transport issues. Despite the best efforts of the TfB team, there are likely to be traffic problems in the vicinity of the venue during Games time. This reflects that fact that the area has notorious issues with traffic even without Games traffic. The impact on BCC Services would include access to service users in the area. TfB / NOG / ODA have set up a package of advice for local businesses on how to continue their business during Games time (essentially BCM).
  - b. Terrorism. The increased likelihood and impact of a terrorist attack raises the risk level. This has been considered at the highest level and appropriate planning is underway. This has been the basis of some of the risk assessments undertaken by TVP. It is likely that during Games time the national security threat level would be at “Severe” – the second highest threat level, meaning that an attack is “highly likely”.
  - c. A restricted (protective marking) Olympic Resilience Planning Assumption paper has been completed by TVP. This will provide some of the framework for the risk and mitigation planning.
  - d. Industrial disputes are likely to be an ongoing threat in the period up to the Games.
16. Key concerns for Council capabilities include:
  - a. Size and staffing of the Crisis Support Team, to meet the possible deployments during a Games related event.
  - b. Capacity of the Contact Centre to handle large numbers of simultaneous calls, in the event of an incident.
  - c. Leave arrangements during Games time.
  - d. Business Continuity Plans for Services to continue to provide critical activities in the event of an emergency

**Working with Partners**

17. Partners and their roles have been identified in the above paragraphs.

**Value for Money**

18. Currently Resilience Team costs have been in staff hours, travel and mileage. Exact details have not been recorded throughout, however a record of timings, mileage and costs have been kept since 14th June 11. These do not include the training times, as

this is considered to be a benefit to the authority outside of the Games planning. Costs from 14<sup>th</sup> June – 15<sup>th</sup> August are:

- a. Hours: 118 staff hours (approximately £1600 at £13.5 per hour)
- b. Mileage: 357 miles (approximately £160 at £0.45ppm)
- c. Costs (train tickets): £79.70

19. No funds have been provided by Central Government or the Council for undertaking any Games preparedness activities. Costs are being met from the Resilience Team budget.
20. Similarly, Value for Money has not been raised as an issue – work has been undertaken because it is a high priority for the County, the LRF and the UK. Normal attempts at cost-efficiency have been undertaken. We aim to ensure that there are safe and secure Games keeping as far as possible within the budget we are given.
21. There are a number of longer term benefits.
  - a. There will be a significant increase in the understanding of the council's emergency planning arrangements, with much live operational experience gained by a number of Service staff.
  - b. The process has been an opportunity to consider the emergency management requirements for a major event and knowledge and experience of the Resilience Team has been enhanced.
22. The disadvantage has been a move away from “routine” emergency management and business continuity management and some of the strategies and duties (such as promotion of BCM, community resilience) that the Team may have focussed on were it not for the Olympics.

### **Overall Assessment**

23. Overall, Olympic and Paralympic preparations have taken a significant toll on Resilience Team hours (118 in two months) bearing in mind formal planning and meetings started in 2009. This will increase as we get closer to the Games.
24. This will be replicated throughout the Authority within other Services.
25. There have been benefits from some of this activity in increased opportunities to train and exercise the Authority Services in emergency response.
26. Current planning is on track, though there is a requirement for LOCOG planners to complete their activities which will inform the Resilience Team and other multi-agency emergency managers to prepare their fuller plans.