

Audit and Governance Committee

Report subject	Emergency Planning and Business Continuity Update
Meeting date	10 October 2019
Status	Public Report
Executive Summary	<p>BCP Council has effective emergency planning and business continuity arrangements in place in accordance with the Civil Contingencies Act 2004 (CCA).</p> <p>BCP Council has used risk/planning assumptions to prepare as far as is practical for any impacts of the United Kingdom leaving the EU. These risks/planning assumptions are not a prediction of what may happen but reflect a responsible organisation preparing for reasonable worst-case scenarios.</p> <p>BCP Council has worked with Local Resilience Forum partners to collaborate and coordinate activities.</p>
Recommendation(s)	<p>It is RECOMMENDED that:</p> <p>Audit & Governance Committee are asked to note the:</p> <ul style="list-style-type: none"> • Emergency planning • EU exit planning • Work with partners across the Dorset Local Resilience Forum • Business Continuity <p>arrangements and activities undertaken by BCP Council.</p>
Reason for recommendation(s)	It is a statutory requirement for the Council to have effective emergency planning and business continuity arrangements in place in accordance with the Civil Contingencies Act 2004.
Portfolio Holder(s):	Cllr Vikki Slade, Leader of the Council
Corporate Director	Julian Osgathorpe – Corporate Director Resources
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Contributions	BCP EU Exit Coordinating Group
Wards	All
Classification	For Update and Information

Background

1. This report provides an update on the emergency planning and business continuity arrangements in place in BCP Council.
2. It is a statutory requirement for the Council to have effective emergency planning and business continuity arrangements in place in accordance with the Civil Contingencies Act 2004 (CCA).
3. The following specific activity / topics are considered in more detail in this report:
 - BCP Council's Emergency Plan and related arrangements
 - BCP Council's EU Exit planning and preparedness
 - Working with partners within the Dorset Local Resilience Forum
 - BCP Council's business continuity arrangements

BCP Council's Emergency Plan and related arrangements

4. It was a specific requirement of the Local Government Reorganisation (LGR) Structural Change Order for BCP Council to have an operationally effective 'Day1' * Emergency Plan in place (* from 1/4/19).
5. The BCP Programme Board agreed the plan on 14/3/19 and it was operationally effective from 1/4/19 complying with the Structural Change Order and the CCA.
6. The plan clearly documented the pragmatic reliance on some legacy council arrangements not least in some levels of the 'command structure', the way the Council mobilises individuals and resources. In practical terms this meant that different arrangements existed in the geographical areas of Bournemouth Christchurch and Poole.
7. The BCP 'command structure' uses three core common nationally recognised operating levels, namely strategic, tactical and operational levels. Partners such as blue light services, NHS bodies and Dorset Council all use the same core operating levels.
8. So, for example, in the event of a major incident, the Strategic Commanders from all relevant bodies may meet (either actually or virtually) in a Strategic Coordination Group (SCG).

9. It is very common for some partners to interchange terms/language. Strategic, tactical and operational levels are also known as Gold, Silver and Bronze levels.
10. The 'command structure' of BCP has evolved as officers have been appointed to Tier 3, Service Director, roles and the plan has been consequently adjusted to keep pace with these changes. From 5th September 2019 the BCP 'command structure' is now fully consolidated and legacy council arrangements have ceased. The Corporate Emergency Plan has been revised accordingly.

The table below summarises the BCP arrangements:

Command level	BCP language / name of role	Who is in the role?	Summary of arrangements
Gold / Strategic	Duty Gold or the Gold Commander	Tier 2 Corporate Directors + the Monitoring Officer + the Chief Finance Officer	7 officers in total on a 1 in 7 week on-call 24/7/365 rota
Silver / Tactical	Duty Silver or the Silver Commander	Tier 3 Service Directors <i>(not the MO or CFO, they are on the gold rota, and not the Director of Public Health)</i>	13 officers in total on a 1 in 13 week on-call 24/7/365 rota
Bronze / Operational	Duty Officer	Emergency planning officers + four volunteers from legacy councils	9 officers in total on a 1 in 9 week on-call 24/7/365 rota

The plan requires Duty Gold to contact the Chief Executive as soon as practicable who will determine whether he wishes to assume the Duty Gold role in the event of an incident depending on the nature and scale.

11. The Corporate Management Board (CMB) have 'tested' the plan via a table-top exercise facilitated by the Emergency Planning & Resilience Team. Some learning points were identified and the plan was adjusted where necessary.
12. The BCP Emergency Plan is available should members of this Committee wish to view it via the following internal (to BCP Council) link.
<https://bcpcouncil.sharepoint.com/sites/Hosts/BCP/BCPPoliciesandGuidance/BCP%20Council%20emergency%20plan.pdf>
13. The plan is marked 'Official' which means access must be no wider than necessary for the efficient conduct of an organisation's business and limited to those with a business need and the appropriate personnel security control.
14. The plan would be made available to the public via a Freedom of Information request, but it would be redacted in places, at the discretion of the Council and with regard to legal requirements.
15. The Council's emergency plan is a flexible and scalable plan that can be used for any emergency as it provides the principles for response. Since the creation of BCP Council on 1/4/19 there have not been any major incidents. However,

elements of the plan have been invoked to manage incidents that the Council has responded to such as:

- A gas leak in Gillam Road, Bournemouth, in May where three homes required overnight temporary accommodation
- A significant fire in Oak Avenue, Christchurch, in July where 12 homes required overnight accommodation. Emergency Planning and Housing attended the scene and provided support
- A fire in Wolverton Road, Bournemouth, in August resulting in 12 people requiring temporary accommodation for three nights

16. In preparation for the move to a new single BCP command structure the Emergency Planning Team has updated all of the documents and plans that support the three levels of command. In addition, the Emergency Planning and Resilience Team delivered a training and awareness session for the team of duty officers and have also delivered 1:1 sessions for Silvers taking on the role for the first time under BCP.

17. The Emergency Planning College will be coming to Dorset on 10th October and 13th November to deliver strategic emergency and crisis management and tactical emergency and crisis management training respectively to BCP and Dorset Council Golds and Silvers.

18. Other ongoing emergency planning work during this period in addition to EU Exit work and preparing for the new command arrangements has focussed on the following:

- Reception centre training – all staff from Christchurch Adult Social Care and staff from Poole Adult Social Care have received refresher training on how to set up and manage a reception centre in the event of an emergency
- Operation London Bridge – a revised BCP plan drawing on legacy arrangements to be used in the event of the death of a member of the royal household
- Air festival – the Emergency Planning and Resilience Team worked in conjunction with the BCP Events Team and the Dorset Civil Contingencies Unit to deliver a multi-agency tabletop exercise to validate wider multi-agency response arrangements should a major incident occur in the footprint of the air festival
- Working as part of a multi-disciplinary group with IT Security, Information Governance and Learning and Development to develop cyber security training for staff

19. Key areas of activity for the second half of the year will focus on developing a BCP flood response plan and a BCP reception centre plan.

BCP Council's European Union (EU) Exit planning and preparedness

20. BCP Council has been planning and preparing for the United Kingdom leaving the EU. Much of this planning and preparing has been coordinated by a variety

of Government Departments so most Councils and other public bodies are doing broadly similar things.

21. The Council has been required to nominate an EU Exit Lead Officer as the focal point for all Government two-way cascade of information and requests. The Chief Executive made the decision to be the nominated Lead Officer.
22. Whilst not an emergency per se, Local Resilience Forums (LRFs) across the country are being used to coordinate planning and preparedness across sector and organisational boundaries. Locally the Dorset LRF is fulfilling this role, much of BCP Council's planning and preparedness has consequently taken place with partners such as Police, Fire, Dorset Council and Poole Harbour Commissioners (PHC).
23. Most of the planning and preparation (but not all) has been concentrated on a 'No-Deal' scenario.
24. The BCP Emergency Planning & Resilience Team has drawn up a list of possible risks/planning assumptions that may potentially arise as a result of leaving the EU without 'a deal'. This list has been drawn from a number of sources including:
 - Government documents such as Operation Yellowhammer
 - Other Councils' and other public bodies' planning assumptions
25. BCP Council's list of risks/planning assumptions is **not a prediction of what is going to happen**, but reflects a responsible organisation preparing for reasonable worst-case scenarios. Assumptions are deliberately stretching and challenging in order to facilitate effective contingency planning. The list is shown at Appendix EU Exit 1.
26. The list has been circulated to all services across BCP Council. Services have been asked to consider, for each risk/planning assumption, what they perceive the impact would be on the service in question. It follows some (risk/planning assumptions) are more impactful on some services than others, indeed for some there may be no identified impact on any BCP service. Where proportionate, possible and appropriate, Services are taking action to mitigate any consequences.
27. A BCP EU Exit Coordination Group has been set up which meets weekly to coordinate the Council's response and actions. This Group provides the Corporate Management Board (CMB) with regular EU Exit updates. CMB make decisions where necessary including, for example, where to commit resources to EU Exit planning and preparedness.
28. Some of the more material actions across BCP Council include:
 - Traffic management plan around the Port of Poole to avoid, as far as is practicable, queuing of vehicles on the road network. A contingency site has been identified at Creekmoor Park & Ride site to temporarily 'hold' vehicles if the capacity at the Port of Poole is exhausted.

- Participation by Port Health/Trading Standards/Regulatory Services in Government Ports & Borders Delivery Group.
- Liaison with Poole Port /Traders for export certification requirements.
- Communication of the EU settlement scheme to business and individuals.
- Liaison with Chamber of Commerce to facilitate giving advice to prepare businesses for EU exit and moving to a new normality.
- Residual waste disposal arrangements – if waste movement is delayed – adequacy of holding capacity (of main contractor) reviewed.
- Data handling and personal data flow (where data is held in the EU).
- Fuel disruption planning, bunkered stocks able to provide 10 days' business continuity (in-house services only).
- Communication with social care providers on business continuity arrangements – e.g. staffing and fuel shortages.

29. The Government has made available EU Exit Grant to all local authorities. BCP has received £703,000 to date. Some of this has been spent or committed delivering some of the actions above as detailed in Appendix EU Exit 2. A balance of £385,000 remains available to fund actions and activity pre and post the EU Exit leave date of 31/10/19.

Working with partners within the Dorset Local Resilience Forum (the LRF)

30. The LRF is the principal mechanism for multi-agency cooperation under the Civil Contingencies Act 2004 (CCA). The LRF is based on the Dorset Police boundary which is the same as the geographical county boundary. The LRF is not a statutory body but it is a statutory process. It does not, however, have powers to direct its members.
31. The LRF currently delivers its collective duties against the CCA through the Dorset Civil Contingencies Unit (the CCU) which is an innovative local public sector partnership. The CCU is funded by Police, Fire, Local Authority and Health partners of the Dorset LRF. The CCU coordinates the governance of the Dorset LRF and oversees the management and delivery of the Dorset LRF programme of work.
32. The organisations that comprise the Dorset LRF, have in-house emergency planning teams who deliver against the individual agencies' duties under the CCA.
33. The following summarises recent activity associated with the Dorset LRF programme of work.
- A significant percentage of multi-agency time has been dedicated to EU Exit planning and preparedness.
 - Development of a cyber response plan outlining how multi-agency partners would respond to a significant cyber attack affecting agencies' ability to respond or causing significant impacts to the community

- Mass casualties planning - development of an LRF plan to supplement health planning focussing on how a mass casualties response would be managed. From a local authority perspective, this includes aspects such as large-scale accelerated discharge from hospitals and transport.
- Mass fatalities planning – following changes to national support to a mass fatalities incident regarding equipment that would be made available and a national review, the Holly Tree Lodge plan for use as an emergency mortuary is being overhauled.
- Major Accident Hazards Pipeline plan review – under the Pipeline Safety Regulations local authorities have a duty to ensure emergency plans are in place for any high-pressure pipelines that sit within their authority boundary. BCP Council is working in conjunction with Dorset Council to update the current multi-agency emergency plan due for review this year as both have stretches of pipelines present.

BCP Council's Business Continuity arrangements

34. Business Continuity Management (BCM) is a statutory duty placed on BCP Council by the Civil Contingencies Act 2004 (CCA). The Act requires the Council to:
 1. Maintain business continuity plans to ensure that it can continue to exercise its civil protection functions; and
 2. Continue to perform its critical functions during a business disruption.
35. The BCP Corporate Business Continuity Plan provides generic guidance and a framework that is flexible enough to deal with a variety of disruptive challenges as no one plan or set of arrangements can be devised to meet all contingencies.
36. The BCP Corporate Business Continuity is available should members of this Committee wish to view it via the following internal (to BCP Council) link.
<https://bcpcouncil.sharepoint.com/sites/Hosts/BCP/BCPPoliciesandGuidance/BCP%20Council%20emergency%20plan.pdf>
37. The plan is marked 'Official' which means access must be no wider than necessary for the efficient conduct of an organisation's business and limited to those with a business need and the appropriate personnel security control.
38. The plan would be made available to the public via a Freedom of Information request, but it would be redacted in places, at the discretion of the Council and with regard to legal requirements.
39. Business continuity activity during the period of this report has been:
 - Two team members recently sat and passed the Certificate of the Business Continuity Institute and are now accredited to the Business Continuity Institute, the global professional body for business continuity.
 - In April the Dorset Business Continuity Forum met. This is a pan Dorset group of business continuity practitioners from across the public and private sector including J P Morgan, LV, HMRC and the Dorset Growth

Hub and is facilitated by BCP Council. The group discusses a range of business continuity issues and on this occasion the group had a presentation by the Business Continuity Manager for the South West Ambulance Service Trust on its business continuity response to the Salisbury novichok incident during which it lost several ambulance stations and ambulances due to contamination.

- Development of a set of materials and tools to promote business continuity to businesses. This has been done in conjunction with Dorset Council and the Dorset CCU as local authorities have a duty to promote business continuity under the Civil Contingencies Act. The next step is to develop a training package to be used in house to raise awareness of business continuity.
- Working with Economic Development to provide business continuity advice to businesses, particularly with a no-deal EU Exit focus.
- Work is underway on a business continuity risk assessment that assesses the risks that BCP faces that could give rise to a business disruption, for instance events that could cause a loss of staff, a loss of premises or a loss of resources such as IT.

40. Key business continuity activity for the next 6-12 month period will be developing a BCP business continuity policy outlining the Council's approach and consolidating the legacy Council arrangements..

Summary of Financial Implications

41. The budget for the Emergency Planning and Resilience Team is £358,500. This figure is inclusive of a BCP contribution of £84,300 to the Dorset wide Civil Contingencies Unit (CCU) hosted by Dorset & Wiltshire Fire & Rescue Service. (See paragraph 31 for an explanation of the CCU's role.)

42. At this stage of the financial year there is a projected underspend of approximately £16,000 against the budget.

43. EU Exit financial implications are previously identified in early sections of this report and at Appendix EU Exit 2.

Summary of Legal Implications

44. Failure to have in place effective emergency planning or business continuity arrangements may result in the Council not meeting its statutory requirements under the Civil Contingencies Act.

Summary of Human Resource Implications

45. Staffing savings of 20% (cost and headcount) were achieved through the legacy councils, Bournemouth and Poole, operating a shared Emergency Planning and Business Continuity Team in the 2018/19 financial year in the lead up to Local Government Reorganisation and the creation of BCP Council.

46. In total five members of staff TUPE transferred to BCP Council from legacy Bournemouth and Poole Councils. There was no TUPE transfer of staff from the

legacy Christchurch Borough Council or Dorset County Council into the BCP Emergency Planning and Resilience Team.

Summary of Environmental Impact

47. There are no direct environmental implications from this report

Summary of Public Health Implications

48. There are no direct public health implications from this report.

Summary of Equality Implications

49. There are no direct equality implications from this report.

Summary of Risk Assessment

50. The risk implications are set out in the content of this report.

Background Papers

None

Appendices

EU Exit 1 – Possible Risk/Planning assumptions

EU Exit 2 - EU Exit Planning and Preparedness – Expenditure (spent/committed)

Appendix - EU Exit 1

Possible Risk/Planning assumption

- 1 BREXIT prompted referendum / snap general election
- 2 Disruption to the distribution of medicines
- 3 Disruption to Food Supply Chain (and other supply chains)
- 4 Large scale public disorder in site(s) in a single city or in multiple cities, occurring concurrently over several days.
- 5 Impact of BREXIT related disruption coinciding with other events or emergencies (e.g. severe weather, organised events)
- 6 Increased demand on Social Work for statutory assessment and reviews due to possible Provider Failure resulting in delaying time for completion of assessment and increasing in time for those awaiting commencement of assessment
- 7 Increase in safeguarding referrals due to vulnerable members of communities being exploited should there be problems with supply-side resulting in shortages of food and fuel
- 8 Increased referrals as carers and/or good neighbours become stressed as people look to their own needs, rather than those of others, at times of shortage.
- 9 Shortages of fuel means domiciliary care staff unable to travel, leaving people at risk
- 10 Potential return of Ex pats who may be older with care needs. This will increase pressure on services
- 11 Inability to recruit and retain EU citizens within Services (perhaps more acutely in Adult Social Care)
- 12 Uncertainty of BREXIT outcomes impacts on sustainability and deliverability of Adult Social Care statutory duties
- 13 Uncertainty of BREXIT outcomes results in service provider failure
- 14 Uncertainty of BREXIT outcomes results in a failure to deliver strategic/transformation initiatives
- 15 Potential increase in hate crime incidents following a no deal BREXIT
- 16 Risk of increases in modern slavery cases
- 17 Potential increases in extremist activity (far right / far left)
- 18 Potential for public disorder issues in the event of No Deal BREXIT
- 19 Potential for short term increases in other specific crimes, e.g. domestic abuse in the event of a No Deal BREXIT

- 20 Fuel shortages result in service invoking contingency measures and reducing overall effectiveness of Services
- 21 Changes in regulations and border controls results in a significant slowdown in the existing flow of goods and people (Poole Port / Bournemouth Airport)
- 22 Impact of a No Deal BREXIT upon workforce and sectors dependent upon EU27 citizens, especially social care and health, land based and tourism.
- 23 Uncertainty among the business community, in relation to for instance, food standards, trading standards, export health certificates, etc.
- 24 Impacts of a No Deal BREXIT on delivery of EU structural funds and Common Agricultural Policy payments
- 25 Disruption to supply of construction minerals impacting on the Councils ability to support the construction industry
- 26 Tariff on export of waste affecting contractual arrangements
- 27 Uncertainties of BREXIT impact on the local plan policy framework
- 28 Impacts of BREXIT on legislative basis for environmental policies
- 29 Local intermediate storage capacity for waste and recycling is limited within the BCP infrastructure network. Wider transport disruption could disrupt front frontline collections where local storage becomes exhausted
- 30 The waste service is reliant upon a range of specialised imported products to run and maintain its collection operations. Disruption in these supply chains could restrict the ability to conduct frontline collection services
- 31 Uncertainty in the market place at the time of tendering could adversely impact competition and increase costs to provide services.
- 32 A large proportion of the waste industries work force are from the EU.
- 33 Loss of pet passport allowing movement of pets may lead to increase pet smuggling / disease
- 34 Overspill from port of detained live animal exports – animals waiting too long. Husbandry issues
- 35 Quality of goods imported from outside EU not meeting current safety standards
- 36 Many areas of legislation are EU based. Withdrawal of CE marking showing goods meet minimum safety standards, food labelling requirements will change
- 37 Access to EU information systems may be lost.

Appendix – EU Exit 2

EU Exit Planning and Preparedness – Expenditure (spent/committed)

Government Grant £703,000 (rounded)

Description	£ 000's	Status
In-house staffing costs (to end August19)	74	Spent
Additional staffing – Executive support *	55	Committed
Additional staffing – Economic Development Account Manager *	50	Committed
Dorset Chamber of Commerce post – advisor to business	26	Committed
IT and Equipment	27	Spent
Traffic Management Plan – Creekmoor Park & Ride site preparation	90	Partially spent and partially committed
Total spend and /or committed	322	
Balance of grant uncommitted	381	

*£ figures are for 12 month fixed term appointments