

## ABERDEEN CITY COUNCIL – RESILIENCE FRAMEWORK STANDARDS

No	Standard	Assessment Developing/Achieving/ Optimising	Summarised rationale	Associated Action
LC 1.1	Individuals with senior executive responsibility and day to day ownership for resilience have been identified and their role is understood across the organisation	<b>DEVELOPING</b>	Individuals have been identified to assume strategic ownership for key activities and a dedicated emergency planning strategist is in post. Structures have recently been put in place to enhance delivery of resilience matters both in planning and response. These structures continue to become embedded and some work remains to be undertaken to ensure awareness of the identities of key individuals and their roles and responsibilities.	1,2
LC 1.2	Managers understand the statutory drivers and legal obligations and duties associated with emergency planning, response and recovery, and ensure compliance with these duties in their area of responsibility	<b>DEVELOPING</b>	There was a reasonable level of awareness of the relevant legislative drivers amongst some respondents and a high level of awareness as to the general responsibilities of the organisation in this area. Awareness raising at third tier management level and above would further enhance performance in this area.	1
LC 1.3	Senior managers have defined ownership, accountability and responsibilities in relation to resilience and clearly understand their roles in emergency planning, response and recovery	<b>ACHIEVING</b>	There was a high level of understanding amongst the majority of respondents as to their roles and responsibilities in relation to resilience and business continuity, alongside a recognition that it was difficult to give the matter sufficient attention alongside competing demands associated with their roles. There was less confidence in relation to being asked to lead response outwith respondents core business areas.	1,3,6
LC 1.4	The senior management team have a clear vision of what a resilient organisation would look like and promote this vision across the organisation and to external partners and stakeholders	<b>ACHIEVING</b>	There are high levels of leadership and commitment to developing increased resilience, and of communicating this commitment to key partners. This includes inclusion of resilience within the Local Improvement Plan and via the Sustainable City Group.	4,5,6
LC 1.5	Senior Managers are equipped and competent to assume a leadership role during an emergency in both	<b>ACHIEVING</b>	Solid evidence provided of senior managers' confidence in their ability to respond to major incidents or	1,3,7

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	single and multi-agency settings and understand and know how to access the resources which would support them in this function		emergencies and of the support provided by emergency planning specialists. There was an acknowledgement that appropriate training, and opportunities to practice these skills in exercises were extremely limited.	
LC 1.6	The organisation promotes a culture where staff are encouraged to report risk and potential gaps in capacity and capability within their area of responsibility	<b>ACHIEVING</b>	There was a strong view amongst respondents that the culture of the organisation promoted a culture of being able to raise and escalate issues. There was some evidence that this escalation did not always take place in relation to workload issues which impacted on delivery of emergency planning arrangements.	6
LC 1.7	Management are trained to respond rapidly, flexibly and effectively to evolving or emerging risks and empowered to take actions to address these	<b>ACHIEVING</b>	All respondents held some form of management role and all felt they would be able to respond effectively and deal with emerging issues and risks. This was despite there being little if any formalised training to assist them in such matters.	1,3,7,8
LC 1.8	Organisational Resilience is promoted as being integral to all aspects of business planning within the organisation	<b>DEVELOPING</b>	Despite there being a broad recognition of the need to consider resilience and business continuity, respondents were unable to provide any evidence to suggest it was proactively considered during business planning. There was also some evidence that whilst knowledge of the role of the emergency planning strategist function was high, a great deal of activity in this field was defaulted to him, rather than managed as core business by service areas.	4,5,9
LC 1.9	Managers understand the scope of their delegated authority and the escalation procedures to be followed in the event of an emergency or incident	<b>ACHIEVING</b>	There was clear evidence throughout the process that respondents at management levels were comfortable with their levels of delegated authority, empowerment and the process for staff escalating matters of concern to them and for them in turn to escalate to more senior levels when necessary. Numerous examples were provided where this had taken place in practice, giving	1,7

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			rise to some confidence in this assessment.	
LC 1.10	<b>There is a clear process in place to ensure senior management availability 24/7/365</b>	<b>DEVELOPING</b>	There are on call arrangements in place at senior levels and within some service areas. Other service areas have no formal on call arrangements and rely largely on good will of staff to answer their phones on a non contractual and best effort basis. There are limited arrangements to call out personnel at more operational levels to support response and no single point of reference for on call arrangements across the organisation.	10,11,12
LC 1.11	<b>Managers understand the importance of demonstrating clear visible leadership and of promoting public confidence in the capacity and capability of the organisation in relation to emergency planning, response and recovery</b>	<b>ACHIEVING</b>	There is strong evidence, supported by experience of recent responses, of capability in this area with debriefs having taken place to capture learning. There may be benefit in identifying key individuals and delivering detailed training on media presentation to support these individuals.	1,13
SG 2.1	<b>The organisation has effective mechanisms to identify and understand current and future risks on the horizon and has a defined strategy and plan to address these issues</b>	<b>DEVELOPING</b>	The organisation has a defined risk management process, albeit evidence from respondents was mixed as to how well understood and utilised this is, or that emergency planning or business continuity issues feature in these documents. There is a high level PESTLE document in place but its use appears restricted to senior levels meantime.	8,14,15,16
SG 2.2	<b>The organisation has a clearly defined risk management process which takes full account of risks relating to resilience, emergencies and business continuity and which interfaces with multi agency arrangements undertaken via the Regional and Local Resilience Partnerships (RRP/LRP)</b>	<b>ACHIEVING</b>	The organisation participates actively through the RRP/LRP risk identification and management process, albeit evidence is limited as to how the contents of these process feed through to or influence internal risk management processes or how any identified gaps capacity gaps are being addressed.	17

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SG 2.3	<b>The organisation has a clear understanding of its core functions and how these will continue to be delivered during and in the aftermath of an emergency or significant incident</b>	<b>ACHIEVING</b>	There was clear evidence throughout the process, of an understanding of the importance of business continuity and of numerous examples where BC arrangements have been put in place following an incident. Further benefit could be gained by developing greater oversight of BC plans as a programme of activity, by designating a BC lead at senior level in each service area and examining options to build capacity by applying a resource to support management of the BC programme.	18,19,20
SG 2.4	<b>Organisational resilience is clearly understood in relation to preparedness and planning for, and response and recovery from an emergency or significant incident and is articulated and mainstreamed through strategic values, aims and objectives</b>	<b>DEVELOPING</b>	There is clear evidence from respondents and from dialogue with senior managers that supports an assessment that obligations and responsibilities in relation to resilience and emergency planning are understood and acted upon both internally and also via the RRP/LRP. However, there is a view amongst some respondents that the areas of emergency preparedness, planning, response and business continuity may not have a sufficiently high profile within the organisation, and consequently may not be given a high degree of priority in some areas.	3,4,15
SG 2.5	<b>Structures are in place to allow matters relating to resilience to be raised and addressed, with a defined escalation process to senior management and elected members</b>	<b>ACHIEVING</b>	The organisation has put in place a defined pan-organisational structure to fulfil the requirements of this standard. A Resilience Group has been formed and Chaired at a senior level to drive activity. A similar group should be created for business continuity which should be aligned as a sub meeting of the Resilience Group. Both these groups would benefit from greater administrative support.	21,22
SG 2.6	<b>Ownership and accountability for resilience matters is clearly defined and forms part of the core role and responsibility of those charged with delivering</b>	<b>ACHIEVING</b>	There was a high level of understanding amongst the majority of respondents as to their roles and responsibilities in relation to resilience and business	1,3,6

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	assurance in these areas		continuity, alongside a recognition that it was difficult to give the matter sufficient attention alongside competing demands associated with their roles. There was less confidence in relation to being asked to lead response outwith respondents core business areas. (identical to LC 1.3)	
SG 2.7	<b>Organisational change programmes take account of the impact on resilience and emergency response capacity and capability</b>	<b>DEVELOPING</b>	Very limited evidence was found to support an assessment that the impact on capacity and capability in relation to emergency preparedness or business continuity arrangements took place proactively or in anticipation of organisational changes in relation to staffing, structure or facilities.	23
SG 2.8	<b>Resilience structures are sufficiently robust to be able to withstand external scrutiny</b>	<b>ACHIEVING</b>	Structures described provide considerable confidence that the governance arrangements associated with resilience matters are robust, well thought through and tied into wider governance and reporting arrangements. There is a lack of resilience or additional capacity in terms of dedicated personnel working in emergency planning and business continuity and this may benefit from review.	20,22,24
SG 2.9	<b>Processes are in place to ensure ongoing compliance with statutory duties as defined within the Civil Contingencies Act 2004 and associated Regulations</b>	<b>ACHIEVING</b>	One of the core responsibilities of the Emergency Planning Strategist is to ensure the organisation complies with its statutory duties and obligations in this area. He has a clearly defined line management structure and escalation process for matters of concern, and through participation in the resilience group has a forum to gather and communicate information.	20,22,25
SG 2.10	<b>The costs associated with achieving organisational resilience and business continuity are clearly understood and appropriate budget allocated to support delivery</b>	<b>DEVELOPING</b>	The organisation provides funding for an Emergency Planning Strategist, with provision built in for delivering training and exercising across the organisation. It appears this is the only explicit funding for these activities with no	26

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			provision within individual service area budgets to support emergency and business continuity planning arrangements, or in terms of testing and exercising plans.	
PR 3.1	<b>The organisation co-operates with others to fulfil its duties under the Civil Contingencies Act 2004</b>	<b>OPTIMISING</b>	For many years, the organisation has been an active participant in multi agency emergency planning and response arrangement, through the (former) Grampian Strategic Co-ordinating Group and the North of Scotland Regional Resilience Partnership (NoSRRP) and associated Grampian Local Resilience Partnership. Throughout this time in planning phases, and in response to major incidents and emergencies, the organisation has consistently demonstrated the ability to participate and where appropriate take a leading role in such situations.	None
PR 3.2	<b>The organisation participates effectively in multi agency collaboration through participation in Regional and Local Resilience Planning arrangements (LRP/RRP) during planning, preparation response and recovery</b>	<b>OPTIMISING</b>	The Chief Executive Officer is an active member of the North of Scotland Regional Resilience Partnership (RRP) and Chairs the Grampian Local Resilience Partnership (LRP). The Council lead for Resilience has recently assumed the role of Chair of the LRP Working Group, further demonstrating the commitment of the organisation to driving forward partnership working in this arena. The Council has for several years collaborated with local authority partners in Aberdeenshire and Moray in supporting a joint emergency planning capability, which may be seen as good practice.	27
PR 3.3	<b>The organisation shares information with partner agencies and communities to support the effective development and delivery of emergency planning, preparation, response and recovery</b>	<b>ACHIEVING</b>	There was a clear understanding and willingness on the part of all respondents of the need to share information freely with partner agencies when this would support the objectives of responding effectively to an emergency. It was noted that the ability to supply this information during an out of hours response may be limited.	28,29

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PR 3.4	<b>The organisation engages effectively with other statutory bodies as well as third sector bodies and the business community to support their planning, preparation, response and recovery to incidents or emergencies and in relation to business continuity planning</b>	<b>DEVELOPING</b>	There is evidence that through existing multi agency arrangements, the organisation proactively engages with a range of voluntary agencies and Category 2 responders (such as the utility providers) to develop emergency plans and response arrangements. There was less evidence of the council actively promoting business continuity to communities and business groups, which appears to relate to a lack of capacity to deliver this function.	20
PR 3.5	<b>The organisation has mechanisms, structures and processes in place to empower communities to support themselves during incidents or emergencies</b>	<b>DEVELOPING</b>	This is an area of developing competence across Scotland, and at present the only community within Aberdeen with such a plan is Culter. This is a work currently in progress, being taken forward by the Emergency Planning Strategist and it is suggested that progress on this area continues to be monitored via the Resilience Group and taken forward in a partnership forum via the LRP. This work features in the Local Improvement Plan	30
PR 3.6	<b>The organisation has a defined budget for civil contingencies and emergency planning and applies a sufficient level of resource to enable it to discharge its obligations and responsibilities in relation to the Civil Contingencies Act 2004</b>	<b>ACHIEVING</b>	The organisation has defined central budget for civil contingencies and emergency planning and employs an Emergency Planning Strategist at a relatively senior level, utilising part of this financial commitment to do so. He in turn has a specific budget to be applied to delivery of functions associated with emergency planning and business continuity including training and exercising. This situation should be reviewed to ensure it remains fit for purpose.	31
PR 3.7	<b>The organisation has a mechanism in place to quantify costs incurred during emergency response and incidents</b>	<b>ACHIEVING</b>	Costs associated with emergency response are captured and collated centrally to allow an accurate assessment of the financial impact on the organisation.	None
PR 3.8	<b>The organisation collaborates effectively with other</b>		The organisation operates an innovative shared	32

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	<b>organisations to identify opportunities for joint working, pooling resources and mutual aid arrangements</b>	<b>ACHIEVING</b>	emergency planning resource with Moray and Aberdeenshire Councils, providing resilience in key roles and promoting the sharing of good practice and collaborative working across local authority boundaries. The Grampian LRP arrangements include the use of multi agency plans, which promote clarity of understanding and expectation across organisational boundaries and which have been used to good effect in a variety of major incidents and emergencies.	
PR 3.9	<b>The organisation has structures and processes in place to measure capacity and capability in relation to resilience with a defined escalation procedure for issues identified to be progressed</b>	<b>DEVELOPING</b>	The structures in place provide considerable confidence that the governance arrangements associated with resilience matters are robust, well thought through and tied into wider governance and reporting arrangements. These structures are comparatively new and will require to be subject to ongoing review to ensure they deliver the desired focus on this area and that improvement continues to be driven across the organisation.	33
PDI 4.1	<b>Staff at all organisational levels understand their roles and responsibilities in relation to planning, preparing responding and recovering from emergencies</b>	<b>ACHIEVING</b>	There was a high level of understanding amongst the majority of respondents as to their roles and responsibilities in relation to resilience and business continuity, alongside a recognition that it was difficult to give the matter sufficient attention alongside competing demands associated with their roles. There was less confidence in relation to being asked to lead response outwith respondents core business areas. (replication of text from LC 1.3)	3
PDI 4.2	<b>Staff at all organisational levels are aware of emergency plans and understand their roles and responsibilities during and emergency or incident</b>	<b>DEVELOPING</b>	Although the respondents and those participating in the workshops understood their roles and responsibilities in relation to what may be expected of them during an emergency response or incident very few knew where to access emergency or business continuity plans.	34,35



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			This was partially mitigated by the high level of knowledge of and reliance on the role of the Emergency Planning Strategist who managers understood would assist them in accessing plans should they be required.	
PDI 4.3	<b>Staff at all organisational levels are aware of wider implications of emergencies or incidents and understand the process for escalating and triggering wider organisational response</b>	<b>ACHIEVING</b>	Evidence was adduced throughout the process from respondents and participants that they felt fully empowered to escalate issues of concern and that this formed part of the organisational culture. In that context they felt that their own staff and those at operational level would quickly escalate an issue of immediate concern. There was less clarity around how this would work out of hours and the role of the Emergency Planning Strategist was viewed as pivotal in making this work.	1,10,11
PDI 4.4	<b>The organisation clearly articulates levels of delegated authority and encourages and empowers staff at all levels to make decisions commensurate with their role and to be flexible in their responses to problems</b>	<b>ACHIEVING</b>	All respondents and participants stated a view that they felt able to make decisions aligned to their level of seniority and that they understood and appreciated the parameters and limitations associated with this process. They felt able to solve problems and to act quickly and that they would be supported by the organisation on the proviso that decisions were made in good faith and on the basis of available information. There may be benefits in providing training on record keeping and the use of decision models.	36,37
PDI 4.5	<b>The organisation has a system in place for reviewing training needs of dedicated and non specialist staff engaged in emergency planning and response and provides training opportunities to develop them in their respective roles</b>	<b>DEVELOPING</b>	There is limited evidence of a structured or prioritised approach to training and development of staff in relation to emergency planning or business continuity. A number of respondents have participated in training over a period of time, either delivered locally or via the Scottish Government Resilience Development Service (SCORDS). Some training has been provided at senior level re the role of the DERC.	3,38,39,40

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PDI 4.6	The organisation has a programme of exercising in place to test plans and to train staff in the roles they may be expected to fulfil in an emergency or incident	<b>DEVELOPING</b>	Some evidence was provided of irregular exercise activity, primarily in relation to table top exercises for business continuity plans and in relation to activities relating to statutory obligations (COMAH plans etc). Some scenario based discussions have taken place at senior level. There was a consensus amongst respondents that this was an area where increased focus would be beneficial.	41,42
PDI 4.7	The organisation collaborates with other agencies to develop a training and exercising programme which reflects the greatest threats and risks to the organisation and which build relationships across organisational boundaries in equivalent roles	<b>DEVELOPING</b>	The organisation is an active participant in the Regional and Local Resilience Partnership and contributes to the development of a multi-agency programme of training and exercising activity. When exercises take place, staff from the organisation actively participate. In common with all other responders, budgetary pressures and those associated with day to day demands on staff continue to create real pressure on this area, with it being perceived that there is significantly less activity than may have been present 5-10 years ago.	43
PDI 4.8	Staff are allocated roles on exercises in accordance with their individual needs and organisational requirements and training is prioritised to ensure the most appropriate people are afforded opportunities to participate	<b>DEVELOPING</b>	Given the absence of articulation of roles and responsibilities in relation to business continuity and emergency planning within job descriptions, there is a relatively unstructured approach to participation in development activity associated with emergency planning and business continuity. This is common to most similar organisations where training is infrequent and generally being attended by those with a pre existing interest in the subject matter. Most respondents and participants reported having had extremely limited, if any direct training in this area.	3,38,39,40
PDI 4.9	Elected members are aware of the emergency planning, preparation, response and recovery arrangements within the organisation and of their	<b>ACHIEVING</b>	A guidance document has been produced which is accessible via The Zone which clearly articulates the roles and responsibilities of all staff and elected members	45,46

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	<b>own role in an emergency or incident</b>		during an emergency incident. Previously briefing sessions have taken place to promote this guidance and this may be worthy of being repeated in early course following the forthcoming local authority elections. A more specific and summarised briefing note specifically for elected members should be prepared and form part of this briefing.	
PDI 4.10	<b>Responses to emergencies or incidents, and outcomes of exercises are debriefed and evaluated and a process is in place to progress learning points and share good practice within the organisation and externally to partner agencies and other relevant bodies</b>	<b>ACHIEVING</b>	Evidence has been provided of debrief taking place following significant incidents and of the lessons being translated into an action plan for progression through the resilience group. The process of individual debriefs are very structured but would be enhanced by accompanying guidance about the circumstances about when one should take place or how specifically it could be structured. This is a work in progress via the Resilience Group.	8
PPS 5.1	<b>The organisation carries out a robust risk assessment, internally and with key partners to understand the most likely threats and challenges it may face and the likely 'worst case' consequences associated with each</b>	<b>ACHIEVING</b>	The organisation participates actively through the RRP/LRP risk identification and management process, and as such worst case scenarios are clearly understood and factored into relevant plans. Work should continue to further consolidate this process.	16,17
PPS 5.2	<b>The organisation has developed emergency plans, either generic or issue specific, to enable it to respond individually or with partners to statutory requirements (COMAH etc) or anticipated emergencies or incidents</b>	<b>ACHIEVING</b>	The organisation is an active participant in the RRP/LRP, who have developed a suite of multi agency plans and generic response arrangements to address a wide range of scenarios and situations. This may be regarded as good practice as it provides clarity in response and ensures all agencies are working to a common agenda and objectives. The organisation also produces a range of plans to deal with matters where primacy sits with them as well as a suite of business continuity plans.	None
PPS 5.3	<b>All plans are flexible, scalable and adaptable and have clearly defined owners. They are current, with defined</b>	<b>ACHIEVING</b>	All emergency and business continuity plans have defined owners and include the information identified in this	47

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	<b>review dates and include roles and responsibilities for activation and response</b>		standard. The contents are assessed as being relevant and fit for purpose although many would benefit from being considered for testing as part of a structured programme. It is assessed that a number of these plans would benefit from review, albeit there are current some challenges in relation to capacity to undertake this exercise. It is suggested that a structured review of plans, on a risk assessed basis forms part of the agenda of the Resilience Group to ensure ongoing governance and assurance in this area.	
PPS 5.4	<b>Plans are readily accessible and familiar to those who may be required to operate them</b>	<b>DEVELOPING</b>	Although the respondents and those participating in the workshops understood their roles and responsibilities in relation to what may be expected of them during an emergency response or incident very few knew where to access emergency or business continuity plans. This was partially mitigated by the high level of knowledge of and reliance on the role of the Emergency Planning Strategist who managers understood would assist them in accessing plans should they be required. (identical text to PDI 4.2)	34,35
PPS 5.5	<b>Plans take into account all relevant environmental factors with a particular focus on those who may be most vulnerable in the event of an emergency</b>	<b>ACHIEVING</b>	There is evidence that emergency and response plans take into account prior events and predicted areas most likely to be affected by an emergency. There is a good understanding of where vulnerable populations may be located and how to develop this information in quick time utilising information sharing with key partners. A wide range of contingency arrangements are in place to in relation to rest centres and working with other agencies to minimise the harmful effects of an incident. This work is being taken forward via the rejuvenated Care for People group.	None

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PPS 5.6	The organisation supports local communities in developing local resilience response arrangements which are accessible, easy to use and current	<b>DEVELOPING</b>	This is an area of developing competence across Scotland, and at present the only community within Aberdeen with such a plan is Culter (arguably the community which most closely fits the profile described above). This is a work currently in progress, being taken forward by the Emergency Planning Strategist and it is simply suggested that progress on this area continues to be monitored and forms a standing agenda item at the meeting of the internal Resilience Group and taken forward in a partnership forum via the LRP. (Duplicate text PR 3.5)	30
PPS 5.7	The organisation has clearly defined arrangements to manage the transition from response to recovery and that recovery arrangements interface closely with business continuity plans	<b>ACHIEVING</b>	Evidence was provided as to the structures that are in place for responding to emergencies and how the Incident Management Team would migrate from response mode to recovery, including the likely scenario that they would at some point during the transition they would assume of the role of the lead agency. This would be supported through RRP/LRP structures. As a result of the current cross boundary collaborative arrangements, the Aberdeenshire Council Recovery Plan has been shared and is being considered for applicability in the context of the City.	48
PPS 5.8	A structured exercise programme has been developed to test plans and exercise staff and that the frequency of these exercises is defined by a combination of statutory requirement and risk assessment	<b>DEVELOPING</b>	Some evidence was provided of irregular exercise activity, primarily in relation to table top exercises for business continuity plans and in relation to activities relating to statutory obligations (COMAH plans etc). Some scenario based discussions have taken place at senior level. There was a consensus amongst respondents that this was an area where increased focus would be beneficial. (IDENTICAL TEXT 4.6)	41,42,43
PPS 5.9	The organisation has undertaken a process to identify its critical functions and has developed business continuity plans to ensure these functions continue	<b>ACHIEVING</b>	There was clear evidence throughout the process, of an understanding of the importance of business continuity and of numerous examples where BC arrangements have	18,19,20

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	throughout an emergency and into the recovery phase		been put in place following an incident. Further benefit could be gained by developing greater oversight of BC plans as a programme of activity, by designating a BC lead at senior level in each service area and examining options to build capacity by applying a resource to support management of the BC programme. (IDENTICAL TEXT SG 2.3)	
PPS 5.10	<b>Business continuity plans form part an integral part of the organisational testing and exercising programme and are tested regularly</b>	<b>DEVELOPING</b>	Some evidence was provided of irregular exercise activity, in relation to table top exercises for business continuity plans. There was no evidence of a structured approach to delivery of an exercise programme for BC or for learning to be cascaded across the organisation thereafter.	44
PPS 5.11	<b>The organisation takes steps to ensure that all information relevant to the public pertaining to emergency planning and preparedness is published and accessible</b>	<b>DEVELOPING</b>	At present there is a reliance on the use of the Ready Scotland website to publish relevant information to the public. Whilst this has a number of advantages, including providing a single point of information for multi agency information, it is thought awareness of the site is limited and would benefit from promotion. There are also opportunities to tie improvements in this area with the related work on promoting community resilience.	49
PPS 5.12	<b>The organisation has in place defined arrangements for warning and informing the public of an impending or current emergency and that this process interfaces effectively with arrangements of partner organisations</b>	<b>ACHIEVING</b>	This process is largely managed through the Corporate Communications Department who have considerable experience in such matters gained through exposure to a variety of incidents over an extended period of time. Plans are in place to support response and the organisation participates actively and regularly in multi agency warning and informing forums and exercises.	50

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