



Home Office

# **London 2012**

## Olympic and Paralympic Safety and Security Strategy

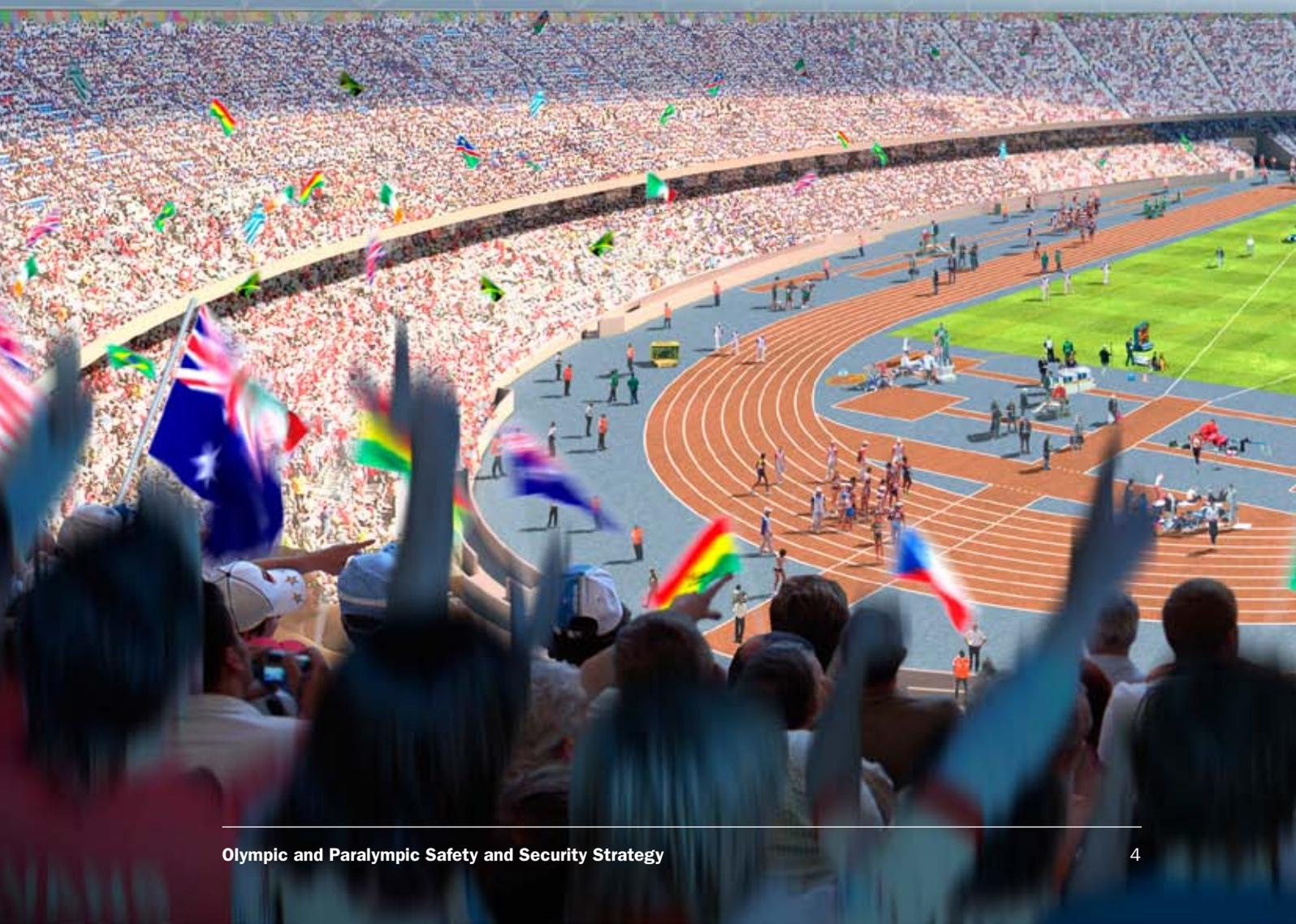
March 2011

A major factor in the decision to bring the 2012 Olympic and Paralympic Games to London was the commitment from the UK Government to ensure safety and security at every Games location and venue. The London Host City Contract includes commitments from:

- the **Prime Minister**, who signed a guarantee to ‘take all financial, planning and operational measures necessary to guarantee the safety and the peaceful celebration of the Games’;
- the **Home Secretary**, who guaranteed to ‘co-ordinate all matters of security and the emergency services for the Games’; and
- the **Chancellor of the Exchequer**, who signed a separate guarantee to provide ‘all necessary financial support to the Games, to include... bearing the costs of providing security’.

# Meeting the security challenge

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## Background

1. The Olympic and Paralympic Games will begin in London on 27 July and conclude on 9 September 2012. There will be 26 Olympic sports and 20 Paralympic sports in venues in London and across the UK. About 450,000 people in total are likely to be accredited to access Olympic and Paralympic venues, including about 20,000 members of the press. An estimated 11 million tickets are likely to be sold for both Games.

2. This document, first published in July 2009, sets out the vision, aim and objectives for a single Olympic and Paralympic Safety and Security Strategy for the Government, the London Organising Committee of the Olympic Games (LOCOG), the Olympic Delivery Authority (ODA), the police service and all other key delivery agencies. All contributing agencies, organisations and departments share the aims, objectives, planning principles and assumptions set out in this document.

3. During July and August 2010 the Government conducted an Audit and Review of Games Safety and Security led by the Minister of State for Security and Counter-Terrorism. The Audit and Review found that the principles of this multi-agency Olympic and Paralympic Safety and Security Strategy were sound and that plans should continue to be based on it.

4. In October 2010 the Government published *A Strong Britain in an Age of Uncertainty: The National Security Strategy*.<sup>1</sup> The National Security Council judges that currently, and for the next five years, the four highest priority risks are those arising from:

- international terrorism, including through the use of chemical, biological, radiological or nuclear (CBRN) materials; and of terrorism related to Northern Ireland;
- cyber attack, including by organised crime and terrorists;
- international military crises; and
- major accidents or natural hazards.

5. This Strategy supports the National Security Strategy and considers those risks that it identifies (refer to “Threats” as assessed by the Olympic Strategic Threat Assessment (OSTA)).

## Accountability

6. Responsibility for discharging the guarantees made by the Prime Minister and Home Secretary rests with:

- the **Home Secretary**, who is **lead minister for Olympic and Paralympic safety and security** and is accountable for the delivery of a Safety and Security Strategy, delivery plans and the Safety and Security Programme.<sup>2</sup> The Home Secretary is a permanent member of the Home Affairs (Olympic and Paralympic Games) Cabinet sub-committee (HA(OPG));
- the **Minister for Security and Counter-Terrorism**, who supports the Home Secretary in delivering Games safety and security and who is a permanent member of HA(OPG);
- the **Secretary of State for Culture, Olympics, Media and Sport**, who has direct responsibility for the delivery of the Government’s overall Olympic and

<sup>1</sup> [www.direct.gov.uk/prod\\_consum\\_dg/groups/dg\\_digitalassets/@dg/@en/documents/digitalasset/dg\\_191639.pdf](http://www.direct.gov.uk/prod_consum_dg/groups/dg_digitalassets/@dg/@en/documents/digitalasset/dg_191639.pdf)

<sup>2</sup> This accountability does not supplant other regulatory responsibilities for safety, eg the Health and Safety Executive’s (HSE) regulatory role in both construction and providing advice on major hazards.

Paralympic programme, is a permanent member of HA(OPG) and reports directly to the Prime Minister;

- the **Minister for Sport and the Olympics**, who supports the Secretary of State for Culture, Olympics, Media and Sport and is a permanent member of HA(OPG);
- the **Secretary of State for Transport**, who is a permanent member of HA(OPG), is responsible for the security of UK transport systems and is empowered by legislation to require the regulated transport industry to implement security measures designed to protect its infrastructure, staff and the public using it from attack;
- the **Senior Responsible Owner (SRO)** for the Strategy – the Director General of the Office for Security and Counter-Terrorism (OSCT) within the Home Office – who is responsible for its development and, through other agencies, departments and organisations, for its implementation. The SRO is a member of the London 2012 SROs Group chaired by the Director General of the Government Olympic Executive;
- the **Olympic and Paralympic Security Directorate (OSD)** within the OSCT, which manages the Strategy and its associated programmes and ensures their delivery through other agencies, departments and organisations (delivery coordination partners), under the authority of the SRO;
- the **Government Olympic Executive (GOE)**, which is responsible for overseeing the delivery of the entire Olympic and Paralympic project. The GOE drives the public sector effort and is accountable to Parliament and reports directly to the Minister for Sport and the Olympics and the Secretary of State for Culture, Olympics, Media and Sport;
- the **London Organising Committee of the Olympic and Paralympic Games (LOCOG)**, which is responsible for preparing and staging the 2012 Games and for the safety of spectators and the provision of routine safety and security measures as laid down in existing legislation;
- the **Olympic Delivery Authority (ODA)**, which is the public body responsible for developing and building new venues and infrastructure for the Games, including designing in safety and security measures in accordance with statutory requirements and risk-based judgements made in consultation with other security partners; and
- the **National Olympic Security Coordinator (NOSC)**, who is an Assistant Commissioner and who, on behalf of the Association of Chief Police Officers and the Metropolitan Police Service, is responsible for overseeing the planning, development and implementation of policing arrangements for the Games and leading and coordinating operational activity across partner agencies.

## Vision

7. The Olympic and Paralympic Safety and Security Strategy shares the Olympic Board's overarching vision for the Olympic and Paralympic Games:

**To host an inspirational, safe and inclusive Olympic and Paralympic Games and leave a sustainable legacy for London and the UK.**

## Aim

8. The overall aim of the Olympic and Paralympic Safety and Security Strategy is:

## To deliver a safe and secure Games, in keeping with the Olympic culture and spirit.

9. In the context of this Strategy, safe means the protection of people and property from hazards caused by non-malicious incidents. Secure means the protection of people and property from threats, caused by incidents and attacks of a malicious nature. The applicability of these definitions will be determined by the scope of this Strategy.

### Objectives

10. To achieve our aim we will:

- **protect** Olympic and Paralympic venues, events and supporting transport infrastructure, and those attending and using them;
- **prepare** for events that may significantly disrupt the safety and security of the Games and ensure capabilities are in place to mitigate their impact;
- **identify and disrupt** threats to the safety and security of the Games;
- **command, control, plan and resource (C2PR)** the safety and security operation; and
- **engage** with international and domestic partners and communities, to enhance our security and ensure the success of our Strategy.

11. Further details of the five programmes for delivering these objectives can be found at paragraphs 57–62.

12. Each objective is underpinned by one or more operational outcomes which set out what is needed to deliver the aims and objectives of this Strategy. These are:

### Protect

- Stop people who would cause harm to the Games from crossing our borders.
- Ensure that there is safe and secure transport for the Games.
- Ensure the protection of VIPs while they are in the UK for the Games.
- Ensure that venues are safe and secure.

### Prepare

- Plan and prepare effective responses to mitigate the impact of disruptive incidents to the Games.

### Identify and disrupt

- Ensure that intelligence is gathered to identify threats to the Games.
- Disrupt those who pose a threat to the Games.

### Command, control, plan and resource

- Ensure the availability of and deploy the appropriate resources with the right skills and support to provide Games-time safety and security.
- Maintain effective command and control – including national coordination – for the safety and security of the Games.
- Ensure parallel events are safe and secure.<sup>3</sup>

### Engage

- Reassure the public so that they feel safe and can enjoy the Games.
- Obtain effective support from our international and domestic partners for a safe and secure Games.

<sup>3</sup> These are Games-themed events held in parallel to the Games but largely outside the Games programme.

13. These operational outcomes will only be achieved if the right capabilities are in place, are used effectively and are integrated with the other key domains upon which the overall delivery of the Games depends, notably transport, government operations, city operations and Games operations.

### Success criteria

14. Success will mean:

- disrupting any attempt by terrorists or by organised criminals to target Games-related locations and infrastructure that fall within the scope of this Strategy;
- immediate and effective management of any incident that threatens to significantly jeopardise Olympic and Paralympic safety and security;
- a safe and orderly experience for participants, spectators, workforce and officials; and
- the enhancement of the UK's international reputation for safety and security.

### Scope

15. The scope of this Strategy will be defined by factors relating to **time** and **place**.

### Time

16. The Strategy will apply to the following phases:

**Phase 1 Design, plan and build:** lasting until the construction of venues and infrastructure is completed.

**Phase 2 Overlay and testing:** including the preparation of venues for use and live test events.

**Phase 3 Games time:** including the **Olympic Torch Relay** beginning on 18 May 2012 and the **Paralympic Torch Relay** beginning on 13 August 2012, and from the opening of the Athletes' Village to its close in September.

**Phase 4 Recovery and decommissioning:** September 2012 to June 2013.

### Place

17. The Strategy will apply to the following locations:

- **competition venues:** areas with a defined perimeter within which an Olympic or Paralympic competition will take place (eg the Velodrome, Olympic Stadium, Earls Court, marathon route);
- **non-competition venues:** areas with a defined perimeter that directly and significantly affect or are affected by the Games, or are used for official LOCOG non-competition purposes (eg Games family hotels, airports facilitating significant Games-related departures or arrivals, logistics sites and Stratford City Development<sup>4</sup>). This will include Olympic and Paralympic events and Host City Live Sites which are part of the official cultural programme (refer to paragraph 19 for funding conditions);
- **Torch Relay:** it is intended that the Torch Relay will traverse the whole of the UK ensuring it is within one hour's travel for 95% of the population;
- **training venue:** defined areas where training sessions are held prior to and during the Games which are managed by LOCOG;

<sup>4</sup> Stratford City Development is a major retail development directly adjacent to the Olympic Park through which approximately 70% of Games-time foot traffic is expected to transit.

- **training camps:** facilities where national Olympic or Paralympic teams train, on the basis of an agreement with the owner (refer to paragraph 21 below);
- **transport infrastructure:** infrastructure and services where a significant proportion of usage is Games related, eg carrying spectators or Games Family Members to or away from a Games competition, or non-competition venue or training venue. This includes the Olympic Route Network and Paralympic Route Network – networks of designated roads linking competition venues and key non-competition venues (eg accommodation and gateway arrival points into the UK); and
- **Critical Olympic Supporting Infrastructure (COSI):** physical or electronic infrastructure which, if lost or disrupted, would cause disruption to the Games or harm to people associated with them.

#### Scope: related events

18. The Games will be marked by a large parallel programme of Olympic and Paralympic cultural events. A number of these will be officially sanctioned by LOCOG, notably the four Host City Live Sites.<sup>5</sup> While this Strategy relates to the Host City Live Sites, any Games-related cultural event that draws large crowds may attract similar levels of risk. Such events should, therefore, be managed in accordance with the risk-based approach which underpins this Strategy. In appropriate cases, advice and guidance will be provided to event organisers.

19. In relation to the Host City Live Sites which were specifically mentioned in the Bid Book, the costs associated with policing and the provision of other emergency services will be met from opportunity costs and central funds.<sup>6</sup> Ensuring the safety and security of all other cultural events will be the responsibility of the event organisers and funded in accordance with existing practice.<sup>7</sup>

20. Parallel events may place pressures on policing and private security, and arrangements will need to address competing demands. The Strategy will take within scope responsibility for assessing the impact of such events on the Games safety and security operation and for working with partners to ensure that appropriate processes are in place to manage this demand.

21. Security for training camps will be the responsibility of the relevant national team and the owner of the facility. Where a specific and agreed risk assessment suggests it is necessary, additional support may be provided.

22. The Strategy needs to be connected to, and closely coordinated with, wider strategies which manage safety and security risks throughout the UK, including our sea and air space, during the periods specified above, notably Phases 2 and 3.

23. Events that are not in scope of the Strategy are those which are unconnected to the Games and are regular events (eg the Notting Hill Carnival) or those which are one-off (eg HM The Queen's Diamond Jubilee).

<sup>5</sup> The Host City Live Sites referred to in the 2012 Bid have been identified as the four major sites proposed by the Mayor of London/Greater London Authority: Potters Fields for both the Olympics and Paralympics, Hyde Park and Victoria Park for the Olympics only, and Trafalgar Square for the Paralympics only.

<sup>6</sup> This does not, however, relate to the provision of such measures as fencing, search and screening or hostile vehicle mitigation, which will remain the responsibility of the event organisers.

<sup>7</sup> This assumes that the event organisers will meet the costs of the event, including the provision of levels of safety and security that are commensurate to the assessed risk, and that the emergency services are entitled to recover some or all of their costs.

## Threats

24. The Olympic Strategic Threat Assessment (OSTA) assesses the threats and hazards which may jeopardise the safety and security of the Games.

25. These will fall into the following categories:

- terrorism
- serious crime
- domestic extremism and public disorder
- natural hazards.

## Risk

26. An Olympic Safety and Security Strategic Risk Assessment (OSSSRA) underpins the delivery of this Strategy. Built on the risks identified within the National Risk Assessment, the OSSSRA follows standard Cabinet Office risk assessment methodology in considering threats and hazards that might present additional or unique risks to the Games.<sup>8</sup> In addition to assessing the potential physical and financial impact of particular risks, the OSSSRA also includes an assessment of reputational harm to the UK should a risk materialise. The OSSSRA also includes a register of those risks that have been considered and discounted.

27. The OSSSRA will be revised on a six-monthly cycle and will evolve as understanding of Games-related risks develops. From July 2011, the OSSSRA will be revised on a three-monthly cycle. While it is a key tool in informing strategic level decision-making and the prioritisation of resources, the OSSSRA should not be read in isolation; other resource drivers, such as international conventions, obligations in the Host City Contract, health and safety legislation and the need for a command architecture to direct

operational resources, will also influence the allocation of resources.

28. The OSSSRA complements and builds on existing practice, processes and capabilities for managing risk to identify those additional risks that have arisen as a consequence of the Games and which will require mitigation beyond existing measures. The threat from malicious events has been assessed separately for the Paralympic Games and, where appropriate, assessment plans will be adjusted accordingly.

## Residual risk

29. Risk can never be entirely eliminated, and we need to understand to what degree we have mitigated against the identified risks to the Games. We have therefore developed a risk reduction assessment process which will evaluate:

- the degree to which strategic risks to Games safety and security will be mitigated through planned investments and operations; and
- the levels of risk remaining after this investment (also known as residual risk).

30. Ministers will make the final decisions regarding the level of investment against identified risks to the Games. Operational commanders are responsible for ensuring that the resources at their disposal are used to effectively manage the residual risk and deal with any consequences that may arise.

## Planning principles

31. Planning for 2012 will be based on the following principles.

32. The Strategy, the overarching Safety and Security Concept of Operations, supporting plans and programmes will

<sup>8</sup> The full methodology can be found in the OSSSRA document on [www.homeoffice.gov.uk/publications/counter-terrorism/olympics/ossra-summary](http://www.homeoffice.gov.uk/publications/counter-terrorism/olympics/ossra-summary)

be delivered within existing statutory responsibilities (eg of first responder agencies as set out in the Civil Contingencies Act or of the tripartite structure that governs policing) and commercial frameworks (eg transport operating franchises). Wherever possible operational delivery will be based on standard operating procedures and processes and, in all cases, will be compliant with existing health and safety legislation and licensing requirements.<sup>9</sup>

33. This Strategy will be coordinated with:

- CONTEST (the UK's strategy for countering international terrorism);<sup>10</sup>
- the National Counter-Terrorism (CT) Policing Strategy for the 2012 Olympic and Paralympic Games, jointly developed by the Assistant Commissioner Specialist Operations (ACSO) and the NOSC; and
- associated national and regional agency and policing plans for serious and volume crime.

34. In responding to the terrorist threat the Strategy will complement and make maximum use of existing national security and intelligence structures; the ACSO will assume control of any Games-related investigations and/or CT operations in accordance with the existing national CT arrangements. Working closely with the ACSO, the NOSC will coordinate the implementation of any changes required to the levels of protective security and preparedness at venues.

35. The Strategy and its associated programmes will be proportionate to and necessary for the management of key risks. It will need to preserve the 'look and feel' of the Games, ie how the public, spectators, workforce and Games Family

Members experience the safety and security operation. However, 'look and feel' considerations will not hold primacy over risk-led operational decisions.

36. Intelligence will remain critical to the understanding of threats and the evaluation of risk. Safety and security planning and delivery will be intelligence-led and risk-based. This will inform the prioritisation of resources and the relative intensity of the security operation across the Games venues, locations and supporting infrastructure.

37. The success of this Strategy will depend on public support. This will require a strong focus on communication and community engagement, which should absorb lessons learned from counter-terrorism and policing. This will include measures to raise public awareness and ensure cooperation, to manage expectations and to instil confidence.

38. The Strategy will require close cooperation with industry and the private security sector across a range of issues. Communicating the Strategy to these sectors, and providing a clear statement of coordinated and consistent capability requirements, will be vital.

39. Technology and systems will have changed by 2012; within the timeframe allowed by the need to 'lock down' certain systems in advance of the Games, we will engage with industry in order to ensure that we use what is not only available, but proven, reliable and effective, and that decisions are based on scientific and technical advice.

40. The design and construction of the Olympic Park is based on 'Secured by Design' best practice and has sought to design out vulnerabilities. Additional security measures at Games venues

<sup>9</sup> This includes Safety Certification.

<sup>10</sup> A revised and updated CONTEST strategy will be published in 2011.

relating to infrastructure and people will be proportionate to the risk and delivered in the most cost-effective way possible.

41. Non-security planning for the Games must take the Strategy into account. Agencies will need to develop protocols to allow the sharing and secure handling of information on threats and on operational plans to make this possible. This will be managed through the Olympic and Paralympic Safety and Security Programme as appropriate, and the Government Olympic Executive through its role in coordinating information management requirements across the London 2012 programme.

42. The Strategy will inform the management of events that are linked to and timed to coincide with the Games but are not formally within the scope outlined above. It will be vital to ensure that in terms of timing, scale and content these events meet the required security standards but do not cause an unacceptable diversion of resources that would otherwise be devoted to the security and safety of the Games themselves.

43. Police forces and relevant authorities with responsibility for non-Games-related events and locations (eg crowded places) will manage these in accordance with existing arrangements. Where a police force or other organisation is responsible for a mix of events (some, but not all, funded from Games resources) they should plan for a single operation wherever appropriate. Planning must ensure effective command, control and coordination and take account of the risks outlined in the OSSRA.

44. The Strategy will seek to reinforce and build on existing tried and tested partnerships among UK security operators. It will also aim to leave a legacy of improved local and national engagement.

45. This Strategy and the core principles enshrined within it apply equally to the Paralympic Games. Planning for both should be concurrent and vary only where there are unique health and safety considerations.

46. This Strategy should be shared widely with all security stakeholders, and its core elements should form the basis of an integrated external communications Strategy so that we continue to build and maintain public confidence in our security preparations.

### **Planning assumptions**

47. The following assumptions will guide our planning and will be used to develop future strategic direction. They may change over time, and will be carefully monitored and assessed for that reason.

48. There will be a clear focus on ensuring that the Games will go ahead in almost any circumstances.

49. The greatest threat to the security of the 2012 Olympic and Paralympic Games is terrorism.

50. Planning will proceed on the basis that the national threat level from terrorism will be SEVERE and requires that the measures which would ordinarily be deployed in response to the national threat level being at SEVERE will be in place during Games time. This assumption provides the context for, but does not supersede, planning at operational level, which will be informed by specific venue and event-based risk assessments.

51. Security planning at both a national and a local level will build in sufficient flexibility and resilience to accommodate an increase in the threat level from terrorism to CRITICAL.

52. All delivery partners will make reasonable adjustments to 'business as

usual' to accommodate the requirements of this Strategy.

53. Provision of security for the Games will be based on existing roles, functions and (where applicable) processes. Emergency services will maintain core service provision as defined in 2012, and the ability to respond to non-Games threats and hazards.

54. In the event of any non-Games major incident during Games time, ie an incident that is unlikely to have any direct impact on the Games or the infrastructure surrounding it, local resources will be expected to deal with it at that level utilising standard and current contingency plans.

55. The operational delivery of this Strategy will be dependent on there being sufficient capacity and capability in place to achieve the operational outcomes. This will be provided by the additional funding which has been made available or drawn from existing front-line policing and other agency resources. We will need to monitor carefully any reductions in services, particularly specialist resources which may occur following the Spending Review settlement. We will be working with the Police Service and other agencies to ensure that due weight is given to Games requirements.

### **Olympic and Paralympic Safety and Security Programme structure**

56. The Safety and Security Programme is structured using principles that have been developed for CONTEST: each strategic objective will be delivered through a programme led by a programme manager.

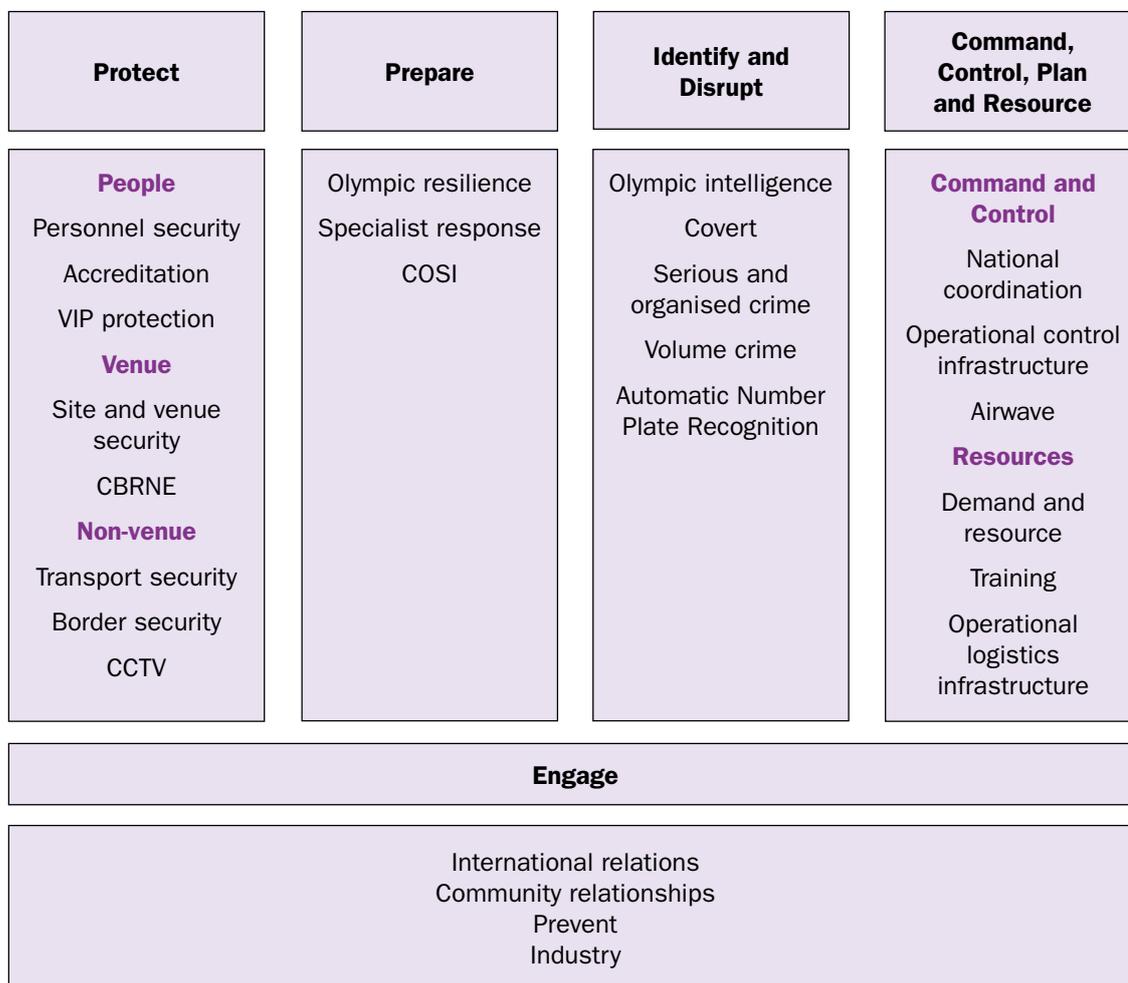
57. The Programme comprises the projects listed below. The responsibility placed on Programme Boards is broader than the constituent projects and they will ensure that the totality of the requirements to deliver safety and security for the Games, which is captured in 12

operational outcomes (refer to paragraph 12 and 'Assurance' below), is in place in time for the Games.

58. Through the **Protect** programme, necessary capabilities are being planned and delivered to protect the people, venues and infrastructure involved in the Games. This includes ensuring that Games-related sites and venues are safe and secure and that appropriate mitigations are in place to protect the large numbers of people travelling to the Games, as well as VIPs, Games teams and other individuals judged to be at risk. Much of this activity will be delivered through the ODA and LOCOG's venue security programmes (refer to 'Roles and responsibilities: the ODA and LOCOG' below for more detail). The Protect programme is also addressing personnel security measures and accreditation background checks; the additional burdens on the UK's border security during the Games period; and protection against Chemical, Biological, Radiological, Nuclear and Explosive (CBRNE) attack. These capabilities are being delivered in conjunction with our partners, and will be tested through the assurance process.

59. Work under **Prepare** will ensure that necessary capabilities and contingencies are in place to manage events which could significantly disrupt or compromise the safety and security of the Games. This will include specialist planning for a terrorist incident and the capabilities required for managing or mitigating the threat, as well as the wider consequences.

60. Work under **Identify and Disrupt** is providing necessary capability and capacity to identify and disrupt malicious threats to the Games. It is being delivered through appropriate, proportionate and lawful use of overt and covert law enforcement, security and intelligence agency resources.



61. Work under **Command, Control, Plan and Resource** (C2PR) will ensure that appropriate resources are available and can be deployed to provide Games-time safety and security. C2PR-related work will also ensure that there is effective command and control (including national coordination) for the safety and security of the Games. It will also ensure that parallel events are safe and secure. This will be delivered through planning, procuring and testing the logistical requirements to marshal and deploy resources and capabilities, and defining how they will be managed.

62. The work undertaken within **Engage** will ensure that Games Family Members and the wider national and international community understand and have

confidence in the Strategy; specific security requirements of participants have been addressed; key stakeholders in the UK (including the private sector) understand and support the Strategy; and communities, especially those living near to Games venues, are informed and involved. This work is also applying the Prevent strand of CONTEST to the specific context of the Games, the objective of which is to deter communities from supporting or participating in terrorism.

### Strategic governance

63. The **Olympic Board** is alternately chaired by the Mayor of London and the Secretary of State for Culture, Olympics, Media and Sport. It provides oversight, strategic coordination and monitoring of the entire 2012 Games project, ensuring



the delivery of the commitments made to the International Olympic Committee when the Games were awarded to London, and a sustainable legacy from the staging of the Games.

64. The Olympic Board oversees the delivery of the London 2012 Olympic and Paralympic Games programme. Delivery of government commitments is overseen by the **HA(OPG)** Cabinet Sub-Committee, which ensures the delivery of:

- the public sector funding package to support the Games;
- operations necessary to ensure that the Games can go ahead in 2012, including security, visas and accreditation, health services, and management of foreign dignitaries; and
- a UK-wide legacy from the Games.

65. Delivery of the key cross-stakeholder operational programmes necessary for Games is overseen by the **London 2012 Senior Responsible Owners Group**, which reports to HA(OPG) and the Olympic Board.

66. The **Olympic Security Board (OSB)**, chaired by the SRO, provides collective senior official ownership and oversight of the Strategy and its associated plans and of the residual risks. It reports to HA(OPG) and also keeps the Olympic Board, which oversees the Games and their legacy as a whole, informed on progress.

67. The OSB ensures that the agreed level of protection provided for the Games continues to be maintained as threats develop or change. In response to any change to the threat assessment to the Games, OSB provides HA(OPG) and the National Security Council with a range of options in response.

68. Final decisions on the level of residual risk that will be accepted will be a matter for Ministers (refer to paragraph 30)

via HA(OPG) and the National Security Council, based on collective senior official advice provided through the OSB.

69. The OSB includes those responsible for:

- delivery of major components of the Programme;
- funding for major components of the Programme, including changes to funding as the Programme proceeds;
- delivering other components of the Games which have a major dependency on its security and safety; and
- assessing or recommending the impact of changes (eg a change in threat assessment).

## Roles and responsibilities

### For the Strategy and Programme

70. This section sets out the roles and responsibilities of key security partners in so far as they relate to the Strategy and Programme through to the operational delivery of the Olympic and Paralympic Games.

71. The **Home Office**, on behalf of the Home Secretary, will lead the development and delivery of the Olympic and Paralympic Safety and Security Strategy and associated plans and programmes.

### Senior Responsible Owner

72. Within the Home Office the SRO will be responsible for developing, coordinating and (through other agencies, departments and organisations) delivering the Strategy. The SRO will provide assurance to the Home Secretary that the operational plans developed for the Games are fit for purpose. The SRO will not assume command of the Games-time safety and security operation. He/she will:

- be responsible for managing the Programme finances within the agreed funding envelope. However, where other departments are funding activity, the departments' respective accounting officers retain their individual responsibilities; and
- ensure that the Strategy is externally reviewed at key decision points and that any recommendations are acted on.

### **Olympic and Paralympic Security Directorate**

73. The SRO will lead the OSD, part of the **OSCT** in the Home Office.

74. The OSD will:

- be the agent for the Government's guarantee of a safe and secure Games;
- maintain the Strategy and the overarching Safety and Security Concept of Operations;
- oversee the budget and the programme of capability enhancement;
- manage the coalition of delivery partners needed to fulfil the Guarantee;
- monitor progress and communicate it to Ministers and beyond;
- ensure that the capabilities, plans and operational measures are fully tested and evaluated;
- resolve problems that may impede the delivery of the guarantee; and
- ensure that the legacy and wider benefits of Games security are realised.

### **For delivery**

#### **The Olympic Delivery Authority**

75. The **ODA** is the public body established by the London Olympic

Games and Paralympic Games Act 2006 to develop and build the new venues and infrastructure for the Olympic and Paralympic Games and for converting them for use post-2012. As a public body, the ODA is accountable to Government for its work.

76. In this Strategy the ODA is responsible for:

- applying appropriate security measures (including Secured by Design principles and venue resilience requirements) to the design and build of venues and infrastructure;
- securing ODA workplace and construction sites;
- delivering specific security infrastructure for the London 2012 Olympic and Paralympic Games;
- contributing to the delivery of a robust, safe and secure transport system; and
- ensuring that the security and integrity of newly built venues, whether temporary or permanent is maintained until handover to LOCOG.

#### **The London Organising Committee of the Olympic and Paralympic Games**

77. **LOCOG** is a private company established by the Department for Culture, Media and Sport to prepare for and stage the 2012 Games. Its primary responsibility is to deliver the Games. Its broad responsibilities include:

- providing a single point of contact to the International Olympic Committee, the International Paralympic Committee, National Olympic Committees and international sports federations;
- staging a series of test events in the year before the Games; and

- developing and managing operational plans for the Games, including media aspects, ticketing, sponsorship activities and accreditation.

78. Because of the nature and detail within the Guarantees, the Government and LOCOG have a shared responsibility for many aspects of wider Games security. Specifically, LOCOG's responsibilities in relation to the Olympic and Paralympic Safety and Security Strategy include:

- the safety of spectators at venues, specifically the provision of routine safety and security measures in accordance with UK legislation and existing guidance, most notably the Green Guide (*Guide to Safety at Sports Grounds*) and the Purple Guide (*The Event Safety Guide: A Guide to Health, Safety and Welfare at Music and Similar Events*);
- providing staff and appropriate equipment to manage the search and screening function on entry to all defined Games venues – where appropriate this will be supplemented by the provision of specialist resources and capability;
- providing the necessary additional measures to secure the perimeter of defined Games venues (refer to paragraph 18);
- securing the field of play;
- taking appropriate steps to build levels of resilience and protection, and on-site incident management plans, into new venues, including by informing ODA planning;
- ensuring that the security and integrity of newly built venues, whether temporary or permanent, are maintained following handover from the ODA;
- the accreditation of vehicles using the Olympic Route Network/Paralympic

Route Network and the security within these vehicles;

- responsibility for the transport plan for the internal routes within the Olympic Park; and
- working in partnership with the law enforcement agencies to ensure an integrated approach to wider elements of security, such as accreditation, personnel security and ticketing matters.

79. LOCOG's security responsibilities will be funded through a combination of an HM Government grant and LOCOG's own funding.

#### **Department for Transport**

80. DfT is responsible for the security of UK transport systems and is the security regulator for transport operators, which play an important role in delivering security for their own operations. DfT also provides strategic oversight of the Olympic Transport Security Project, which is focused on the additional risk to the UK transport systems posed by the Games. DfT will also work with other agencies, such as LOCOG and the ODA, to ensure that any new arrangements for the Games meet the required transport security standards.

81. DfT also has a key role in ensuring the delivery of effective transport for the Games, and in working to achieve maximum alignment and synergy between security and transport objectives.

#### **The Mayor of London**

82. The Mayor of London is co-chair of the Olympic Board, which coordinates the overall delivery of the 2012 Games and their legacy. Together with LOCOG and the British Olympic Association, the Mayor is signatory to the Host City Contract with the International Olympic Committee. The Mayor contributes to the public sector funding package for the Games and is invited to attend HA(OPG) as required.

83. The Mayor also coordinates the City Operations programme on behalf of London 2012. This programme is responsible for the delivery of the Greater London Authority's Games-time services, coordination of London's local authority services and their integration with other public services.

#### The emergency services

84. The responsibility of the emergency services during the Olympic and Paralympic Games will be consistent with existing statutory and common law obligations.

85. The majority of projects within the Olympic and Paralympic Safety and Security Programme are commissioned by the Olympic and Paralympic Security Directorate in the Office for Security and Counter-terrorism to the **Police Service** as Delivery Coordination Partner (DCP). The DCP functions are overseen by the **National Olympic Security Coordinator (NOSC)** on behalf of the Service in England and Wales, supported by a joint Metropolitan Police Service/Association of Chief Police Officers Olympic and Paralympic Police Coordination Team.

86. The NOSC is the principal coordinating police officer for the delivery of the national safety and security operation, as set out in this Strategy and the overarching Safety and Security Concept of Operations. The NOSC is responsible for bringing all operational plans developed by partner agencies together to form a single National Olympic Safety and Security Plan. With assistance from the Police National Information and Coordination Centre, the NOSC will coordinate and prioritise Games-time requests for additional police resources.

87. **All police forces**, including those with a national remit, eg the Ministry of Defence Police, British Transport Police and those forces covering Games venues, are responsible for the protection of life

and property, the prevention and detection of crime and maintaining the peace.

They will:

- work with LOCOG and other agencies to minimise criminality associated with the Games and to bring offenders to justice quickly and effectively;
- provide advice and guidance to the organisers, including relevant security advice commensurate with the threat level;
- police and facilitate the right to peaceful assembly and protest;
- provide an effective police response to incidents arising from Games events, ensuring that they complement and support LOCOG's operational delivery plan and contingency plans as well as wider multi-agency resilience plans;
- provide pre-positioned 'in-venue' specialist resources, including firearms officers, CBRN and explosives officers and equipment (or military equivalent outside London) to support the search and screening regime and to respond to incidents;
- provide advice and protection to designated persons;
- provide advice and guidance to the organisers of cultural events, including relevant security advice that is commensurate with the threat level and consistent with national guidance on such;
- provide specialist advice, as a statutory consultee, to local authorities in order to enable them to make informed decisions in relation to the granting of licences and safety certificates for public events relating to the Games;
- adopt the agreed risk assessment methodology;

- set their own local strategies reflecting their responsibilities, which are consistent with this overarching Strategy; and
- be supported and coordinated by the NOSC.

88. The **London Fire Brigade** will ensure that all matters involving the Fire and Rescue Service relating to the Games both locally and nationally have been managed, coordinated and implemented to effectively balance the response to identified or perceived risks, within agreed timescales and budgets. This will involve:

- delivering effective operational contingency plans and resources for all Games venues and events, based on the identified risks and the measures required to manage those risks, ensuring a safe Games for all;
- coordinating a community safety programme by further developing relationships with local communities and targeting visitors to the UK over the Games period; and
- proposing that regulatory fire safety and fire engineering measures are applied in the design and construction of all Games venues, whether temporary or permanent, to ensure a safe Games and a lasting legacy.

89. The **Ambulance Service** will:

- deliver normal service levels to all local communities and, where not covered by LOCOG Medical Services provision, Games-related patient populations, including athletes, Games Family Members, spectators, media and venue workforce prior to and during the London 2012 Games; and
- support LOCOG Medical Services through the provision of staff and ambulance vehicles in accordance

with the Department of Health/LOCOG Memorandum of Understanding and the agreed Ambulance Service/LOCOG Service Level Agreements.

#### UK Border Agency (UKBA)

90. UKBA is responsible for ensuring border security and compliance with immigration legislation. They will:

- contribute to OSD's and LOCOG's development and implementation of the identity assurance project, by ensuring that a system for checking and accrediting all applicants, including Games Family Members and workforce, and securely admitting all Games Family Members to the UK is in place by 2012;
- facilitate passengers and goods across the border up to and during Games time; and
- work with LOCOG, the ODA and local employers to properly check workers for identity abuse and 'right to work', so that only those with lawful status access jobs.

#### Local authorities, Local Resilience Fora and police authorities

91. **Local authorities** will be responsible for:

- managing demands that the Games put on local authorities and other responders, eg issuing safety certificates and equivalent for public events relating to the Games;
- managing local areas and local needs to an appropriate standard to ensure that the core Games objectives are met in accordance with policing needs; and
- securing free flow of traffic on the local road network through the responsibility vested in local highway authorities. (NB: strategic responsibility for trunk roads rests with DfT.)

92. **Local Resilience Fora (LRFs)** are the principal mechanism for multi-agency cooperation in preparing to respond to and manage the consequences of emergencies. They are based on police force areas,<sup>11</sup> and membership is drawn from representatives of the Category 1 and Category 2 responders as defined by the Civil Contingencies Act. The range of functions performed by LRFs includes support for the preparation of multi-agency plans and other protocols and doctrine, and coordination of multi-agency testing and exercising. As such, the LRFs have a key role to play in ensuring that validated local plans and associated capabilities are in place for the Games. During Games time, many LRF members will be represented on the multi-agency Gold Groups/Strategic Coordination Groups which will coordinate the response to challenges as they arise at a local level.

93. **Police authorities**, including the Metropolitan Police Authority, have a statutory obligation (under section 6(1) of the Police Act 1996) to 'secure the maintenance of an efficient and effective police force for its area'. In the context of the Games, this includes legacy, community engagement and ensuring that the delivery of core policing is not compromised. When and where appropriate, police authorities will approve business case sign-off.

### **Operational command, coordination and communication**

94. During the Games, the safety and security operation will comprise a series of locally commanded but nationally coordinated operations. The national coordination of the Games-time safety and security operation will take place under the leadership of the NOSC. The NOSC will work with a number of partner agencies, including the ACSO in the Metropolitan Police Service on terrorist-related issues and the LOCOG Main Operations Centre.

The NOSC will be supported by a National Olympic Coordination Centre through which links will be maintained with Gold Commanders, ACSO, the National Coordination Centre for CT and, where appropriate, Strategic Coordination Centres.

95. The Cabinet Office Briefing Room (COBR) for the Olympic and Paralympic Games will provide a forum to share information and consider risks requiring high-level cross-departmental coordination, and will enable an accelerated decision-making process to drive down risk. Responsibility for the delivery of government services which relate to 2012 will rest with those departments and agencies delivering the services. During Games time the coordination of the responses to non-Games-related incidents and events of national significance will also be dealt with through this model.

96. In the event of an emergency which threatens or causes serious damage to human welfare, the environment or security in the UK, the appropriate COBR variant, including a Situation Cell, will be stood up to coordinate the response. For example, in the event of flooding, a COBR meeting would be convened in the form of the Civil Contingencies Committee.

### **Assurance**

97. Assurance is the process to ensure that the Government's Guarantees to host a safe and secure Games will be met. An assurance approach for Olympic and Paralympic safety and security was approved by the Olympic Security Board in October 2010.

98. Assurance is required across the entire Games safety and security operation, not only for additional capabilities for 2012 funded by the Home Office but for the Games as a whole.

<sup>11</sup> Work is under way to amend the London LRF boundaries to bring them into line with practice outside the capital.

99. Assurance will address three areas:

- **Assurance of capability:** will new and existing capabilities be adequate to mitigate the strategic risks to the safety and security of the Games?
- **Assurance of operational plans:** will our operational plans deliver the required operational outcomes (refer to paragraph 12 for the operational outcomes)?
- **Assurance of Games-wide readiness:** is the delivery of Games safety and security compatible with the broader Games operation?

100. Testing and exercising are a key part of assurance and will have their own strategy and board (the Olympic Safety and Security Testing and Exercising Board). The Testing and Exercising Strategy will align with assurance overall and the board will report to the OSB.

## Costs

101. In accordance with principles established by HM Treasury, each department is responsible for agreeing, funding and monitoring the additional costs of those agencies and bodies for which it is the sponsor. Additional costs mean costs which give rise to additional expenditure by the taxpayer.

102. Some agencies may also be required to divert part of their existing activity and budgets to Games security. Since doing so does not give rise to additional taxpayer expenditure, these are classed as opportunity costs and are not counted within the funding envelope.

## Financial controls

103. Additional funding will only be released on production of a detailed business case which sets out what the proposed expenditure is designed to achieve and how it will mitigate identified risks. Business

cases will also need to demonstrate that any procurement involved is being undertaken as efficiently and economically as possible. Affordability will also need to be considered.

104. The OSB will ensure that there is collective responsibility for delivering the Programme within the agreed funding envelope and will agree which organisations will lead specified areas of work, indicative budgets and timescales, and common standards. Each funding department is putting in place investment appraisal mechanisms to ensure that individual projects are in a fit state to proceed, and represent value for money, before funding is released.

105. In December 2010, Ministers announced that the funding envelope of £600 million for the additional costs of Olympic and Paralympic safety and security remained available if necessary, although the Government believed that it would be possible to deliver the programme in full for £475 million. As part of the shared LOCOG and government responsibility for venue security, the Government also announced that £280 million would be made available to LOCOG to meet venue security costs.

## Review

106. The Strategy will be reviewed and updated, as necessary, following the Command Post Exercises in September and December 2011.





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