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PS/ CHANCELLOR OF THE DUCHY OF LANCASTER

PS/ MINISTER FOR THE CABINET OFFICE

CABINET OFFICE MINISTERS' RESPONSIBILITIES FOR RESILIENCE ISSUES

1. This note provides advice on the allocation of lead responsibility for civil resilience issues between the Chancellor of the Duchy of Lancaster and the Minister for the Cabinet Office. To help explain the rationale for the approach, CCS' current areas of responsibility are brigaded into three broad categories: cross government coordination of resilience issues; departmental lead on resilience issues; and areas combining resilience with other CO policy interests.

Category 1: Cross government coordination of resilience issues

2. Our assumption is that the CDL will continue to be the lead minister for resilience and that he will have direct oversight of known areas of interest and ongoing work which are essentially about cross government coordination and not areas of direct Cabinet Office parliamentary accountability. These are (more detail is set out in annex A, including the known likely demands on ministerial time):

- Crisis readiness, response and recovery: working with departments to identify, prepare and coordinate the cross-government response to disruptive challenges and major international events.
- Exercising and doctrine
- Infrastructure resilience, including resilience review on sector resilience planning (with the exception of the resilience of the Government sector, which we expect will report to MCO)
- Assessment of UK Risks, including production of national risk documentation and circulation of the quarterly Forward Look to members of NSC(THRC)
- High impact threats and hazards planning and capability building
- Generic response capability building, including lead responsibility across Whitehall for some capability areas ('Evacuation and Shelter', 'Warning and informing', 'Humanitarian Assistance')
- NSC THRC secretariat
- Civil contingencies interests in the SDSR

3. One caveat here is that the response to public sector industrial action was a particular focus for the previous MCO given the link to public sector reform. Ministers will need to agree a division of responsibility for leading the CO interest in the risk of disruption resulting from industrial action. It would seem appropriate for MCO normally to lead on civil service industrial action, given his responsibilities for the civil service and civil service reform. The main interest in wider public and private sector industrial action lies in its potential disruptive effect (eg the recent threatened rail strike or NHS strikes), which might suggest that this should sit with CDL as part of his wider responsibilities or are considered on a case by case basis.

Category 2: Departmental lead on resilience issues

4. There are other areas of CCS' work where Cabinet Office has a departmental lead, but where the requirement for ministerial engagement is (or has been) relatively limited. These are:
- Civil Contingencies Act and associated guidance care and maintenance (currently including implications of the Wales Bill) and work with CLG to understand and improve local capability
 - Community and business resilience: a programme of work with a number of facets to promote, embed and support development of resilience in local communities.
 - International engagement on civil protection, in particular with the EU, UN and NATO, including:
 - implementation of the new EU civil protection legislation and promotion of associated opportunities, notably funding for civil protection exercises, projects and response activity;
 - negotiations on Council conclusions relating to civil protection; correspondence with the Parliamentary Scrutiny Committees on EU activity in the field of civil protection; and
 - implementation of the UN's global framework Sendai Framework for Disaster Risk Reduction, promoting disaster risk reduction, including adoption of any national targets, and engagement with UNISDR.
 - Management of the COBR facilities and its fallbacks along with associated working practices and training, and its operation in an emergency Co-ordination of the cross-government exercise programme.
 - Running the Emergency Planning College, providing training to central government and local govt and responder agencies, and developing and maintaining associated doctrine.
5. We recommend that the CDL should have the lead responsibility in these areas, on the grounds that they are subjects wholly concerned with civil resilience issues and have no or very limited other Cabinet Office interests. The formal accountability for the UK legislation and for the international engagement may require occasional ministerial attention, but this is minimal. The community and training work requires even less ministerial engagement, but where occasional

promotion activity can be helpful. CDL may wish to delegate particular aspects of departmental business to MCO.

Category 3: Areas combining resilience with other CO policy interests

6. A third category of CCS activity covers issues where resilience is an important dimension, but is not the only area of Cabinet Office policy interest, making the question of ministerial lead less clear cut.
7. CCS supports several cross-Government programmes, which have a common theme of improved working between the emergency services, but which also have important dimensions that variously relate to digital delivery, major project delivery, and public sector reform (through greater efficiencies as well as effectiveness). These are as follows:
 - Joint Emergency Services Interoperability Principles (JESIP), a programme *jointly owned* by the emergency services (not government) to improve the way emergency services work together in responding to major incidents. The JESIP Ministerial Board (which MCO has previously chaired) agreed Government should continue to support JESIP for a further year from Apr 2015. Ministerial oversight is essential to ensure that embedding JESIP remains a priority for emergency services. A ministerial board is currently scheduled for July.
 - Ministerial oversight of the wider issue of Emergency Services Collaboration (ESC) has to date been through a board co-chaired by Home Office and DCLG Ministers. The Home Office now favours an CO chair with EDS secretariat, but this is to be finally resolved: we understand the Police Minister is due to call a meeting of counterparts in coming weeks, which a CO ministers may wish to request to attend if not invited.
 - All departments concerned support the proposal to merge JESIP and ESC boards. JESIP is subsidiary to ESC, but key to its credibility. There is still work to be done to fully achieve and maintain emergency services interoperability and a lack of continued progress in JESIP would undermine the success of ESC. Meetings would focus on the significant ESC police/fire integration proposals, with a distinct JESIP agenda item to review / provide assurance of continual progress in implementation. The board could either be chaired by a CO minister, reflecting the significance of ESC in transforming public services and providing Cabinet Office leadership on this agenda, or so-chaired by Home Office and DCLG Ministers, reflecting their lead department roles for police and fire services.
 - MCO has previously chaired the ministerial board overseeing the Emergency Services Mobile Communications Programme. It is a service ripe for transformation in line with GDS principles, through offering services with much greater utility at much lower cost and is part of Government's Major Projects portfolio. As with JESIP, ESMCP can be viewed at least as an enabler of greater ES interoperability – and possibly a trailblazer for further reform. HO officials support the formal lead staying with MCO up to contract

award, but are considering that this should change to the HO on contract award (as the HO is putting up the lion's share of the funds).

8. The major projects, digital and public sector reform dimensions of these areas of work suggest that these should be areas for MCO lead, rather than CDL. But we would expect CDL, given his focus on telecommunications resilience in the context of the resilience review, would also have a strong interest in this programme and his involvement would help ensure our resilience interest areas were clearly considered. It should be possible to achieve this without taking the formal lead.
9. CCS leads on work drawing on CO programme funds to provide capability to promote effective communication with and between emergency responders in planning for and responding to emergencies. These are
 - High Integrity Telecommunications System which provides fall back communications system in case of telecoms failure.
 - ResilienceDirect which provides the only secure UK wide web service that enables multi agency communications, where the key issue is the further development of the service and implementation in a COBR environment; and
 - Public Emergency Alerts, for which there is currently no funding but where there is an identified capability gap to be filled.
10. These strands deploy different types of communications technology, making a connection with the digital agenda. They are relatively modest in terms of scale with a common issue across all three about the source of funding to support delivery of the future requirement, to be taken forward in the context of SDSR. They also have in common that they are fundamentally about providing resilience capabilities to the government and the responder community. This suggests that they should be part of the general resilience portfolio of CDL.

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Annex: Risks Infrastructure and High Impacts – Further detail

Infrastructure team

Coordinate UK security and resilience of CNI, including coordination of the resilience review and Sector Resilience Plans (SRPs).

Key role of Minister in this area

- Close (~weekly) ministerial involvement in conducting the resilience review.
- Clearance of: resilience review, government-sector SRP and SRP summaries, climate change Adaptation Sub-Committee (ASC) statutory reporting.
- Attendance at ASC parliamentary report launch event.
- Lead write-rounds of SRP to NSC as appropriate.
- Potential speech at Infrastructure Security and Resilience Industry Forum (in Sept 2016)

Risks team

Coordinate assessment and prioritisation of UK risks to inform preparedness and response. Production of national risk documentation and local risk management guidance. Programme of improvement on process and utility of documentation.

Key role of Minister in this area

- Oversees and clears risk documentation: National Risk Assessment (NRA), National Resilience Planning Assumptions (NRPAs), National Risk Register (NRR), National Security Risk Assessment (NSRA).
- Approval of NRA and NRPA improvements
- Lead write-rounds to THRC as appropriate.

High Impact Threats and Hazards team

Ensure specific plans and capabilities are in place to deal with the consequences of high impact terrorist attacks, and action to prepare the UK to respond to low likelihood, high impact hazards. Cross-government lead on 'evacuation and shelter' and 'warning and informing the public' work streams.

Key role of Minister in this area

- Clearance of plans and associated products.
- Funding decisions for capability improvements: wide-area EMP, bio-detection, Improvised Nuclear Device (IND), etc.
- Public-messaging decisions regarding education of public to prepare for high impact risks.
- Periodic exercise participation.

SDSR team

A new SDSR team has been set up to coordinate CCS involvement in the SDSR, provide options to NSC with key issues and strategic choices, and support ongoing Resilience 2020 and CNI 2020 work.

Key role of Minister in this area

- Oversee SDSR proposals for Resilience and CNI.