

# BUSINESS CASE TEMPLATE TO ENGAGE PROFESSIONAL SERVICES INCLUDING EXTERNAL CONSULTANCY

**DRAFT @ 8 Feb 2020**

Project Title:

Prepared By:  Date:

Approved By:   
(Director)

Signed:  Date:

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## **Section 1: Need for the assignment**

### **Introduction**

1. This business case sets out the rationale for funding to the estimates value of **£120,000 from TEO funds and possibly C3 EU funding (subject to consultants start date, that is, if before end March 2020)**, to commission external specialist expertise, professional advice and/or external consultantants, to support TEO officials undertake a strategic review of civil contingency arrangements for Northern Ireland.

2. The strategic review and re-design of civil contingency arrangements for Northern Ireland is in the context of Devolved Administration to enable the NI Assembly, Executive, and Ministers and their Departments to support and protect the NI citizen and wider society in the event of a serious and unforeseen event or major incident that could result in an emergency and require a civil contingency response.

## Purpose

3.The purpose of this assignment is to capture and build upon the legacy from the UK nationwide (Command, Control and Co-ordination) C3 Project, led by the UK Government to enhance and improve civil contingency arrangements in NI.

4.This need for this assignment is [endorsed/supported] by the Executive and sponsored by TEO Ministers; NICS Board; and the Department of Finance (NI) and TEO Finance.

5.Papers and submissions have been considered regarding this proposal to commission external consultants to support Civil Contingencies Policy Branch (CCPB (NI) to take forward implementation of the C3 Project concluding 'Futures Report' which includes 85 recommendations, including a re-design and/or strategic review of civil contingencies arrangements in Northern Ireland.

6.This final and concluding phase of the bespoke Northern Ireland element of the national C3 Project has been approved by:

- (i) TEO Board; [DN: to be completed 26 February 2020 or TEO Dept Board Meeting?]
- (ii) NICS Board [DN: to be completed NICS Board ?/next meeting 28 February 2020]
- (iii) Executive Ministers or FM/dFM ? [DN: unlikely to make agenda until March 2020]

7.Civil Contingencies Policy Branch (NI) (CCPB (NI)) is long established and has built up guidance and protocols over decades. Over the recent decade and over a number of reducing budgets, CCPB (NI) was subject to year on year cuts and subsequently lost valuable resources coupled with a reduction in staff. Subsequently, the functions that CCPB (NI) was able to deliver has been diluted. In addition, many of the Departments published policies,

guidance, protocols and structures have not been reviewed or updated for some time.

For example: most recent Northern Ireland Contingencies Crisis Management Arrangements (NICCMA) guidance and protocols has not been revised for a considerable period of time. [DN: insert date of latest version]

8. Over recent years, at an international level and following major emergencies that have happened across the world, fires in Australia, coronavirus and including in the UK the most recent Grenfell Tower fire has increasingly focused political interest in civil contingency arrangements. In the UK the House of Commons as well as the House of Lords have separately commissioned specific research on civil contingency and resilience arrangements and sought to enhance and improve them across the UK including Devolved Administrations.

9. The entire civil contingencies arena has been evolving and is becoming more specialised and professionalised and concerned with risk management. The UK wide national (Co-ordinate, Control and Command) C3 Project, (which included operations Yellow Hammer 1 & 2), was led by the UK Government from October 2018 – November 2019, (when it was formally stood down) aimed to build on existing systems, processes and procedures proved to be a very relevant and informative experience.

10. The C3 Project provided to NI civil contingencies some welcome investment in infrastructure, for example; establishment of a bespoke modern a modern NI operations room, secure video conference suite and updated IT systems and technology, systems and processes.

11. However, the exercising experiences also identified gaps in civil contingencies arrangements in Northern Ireland.

These issues need to be addressed as a priority and in particular given new risks that are emerging, in addition to routine threats from flooding, adverse weather conditions, for example:

- UK leaving the EU;
- Climate Change;
- Technological;
- Cyber attacks.

12. Civil Contingencies Policy Branch has not undergone a fundamental review in over 20 years.

- **Explain the background to the proposal including its relevance to NI Government Departmental Strategic Aims**

### **Background to Civil Contingencies Policy Branch (NI) – CCPB (NI)**

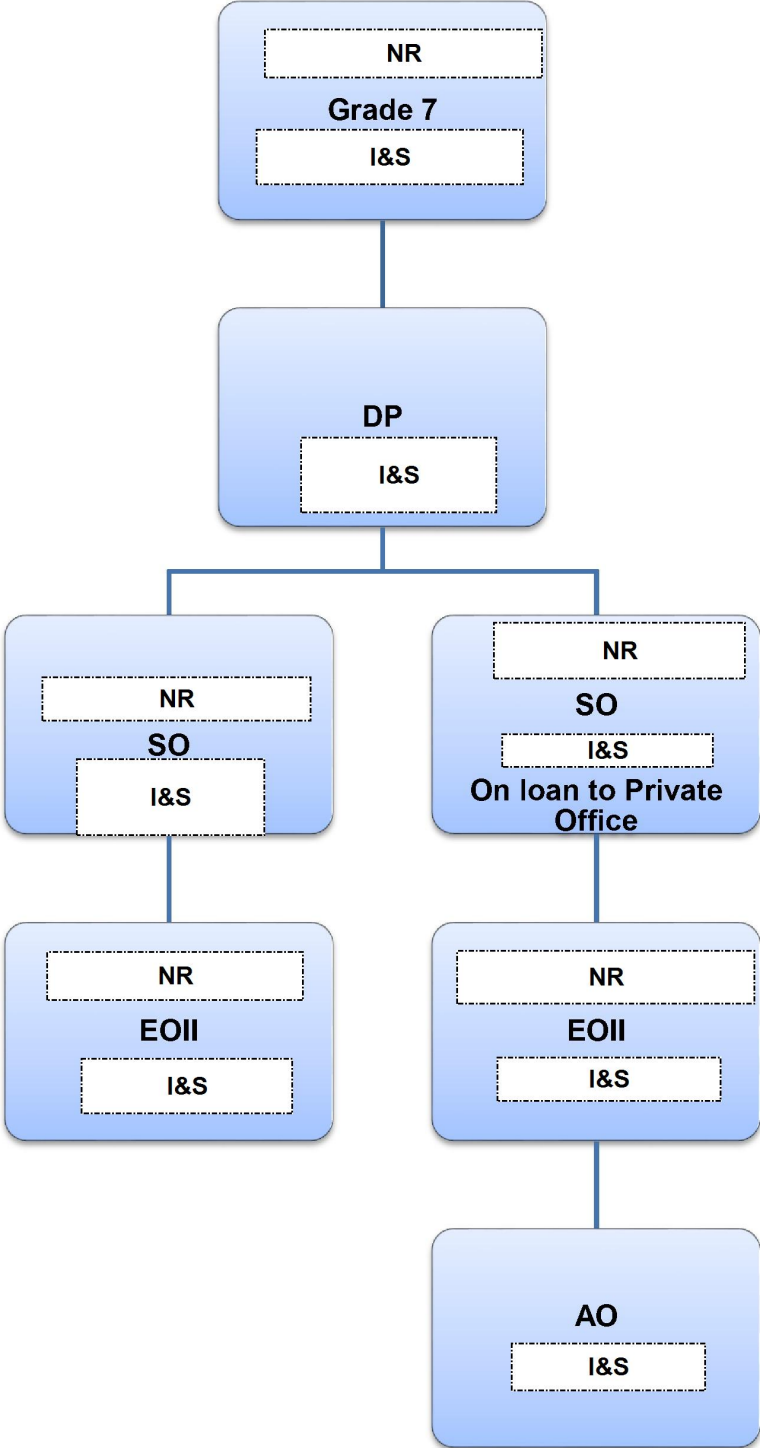
13. Civil Contingencies Policy Branch within NI is an integral Branch, located in The Executive Office (TEO) within the Executive Support Division under the direction of the Deputy Secretary of the Executive Support Group.

14. CCPB (NI), TEO is the lead Branch in Northern Ireland in relation to managing civil contingency arrangements across Northern Ireland. The Branch provides strategic leadership, formulates and develops policy options for Ministers consideration, issues guidance and advice for Northern Ireland for NICS Departments, their Agencies, local government and the wider public sector.

15. It is the lead Branch supporting civil contingency structures including linkages with key stakeholders and interdependencies, including:

- Crisis Management Group (CMG)
- Civil Contingencies Group (NI) (CCG)
- Civil Contingencies Act 2004
- NI Civil Contingencies Framework
- Publishes policies, guidance and protocols; and
- NI liaison point with Civil Contingencies GB.

**Civil Contingencies Policy Branch (CCPB (NI))**



**Note: the 2 EO2 posts equate to 1 EO2**

- **Strategic aims and policy objectives of TEO and CCPB (NI)**

### **Policy Context**

16. Civil Contingencies in NI, whilst largely a devolved function, fits within the wider UK civil contingencies framework.

TEO's role – policy, guidance, encourage and promote – support for Civil Contingencies Group CCG (NI), the leadership and decision making authority as the principal strategic emergency preparedness body for NI.

Each of the NI Departments responsible for the delivery of their own civil contingencies arrangements working within NI arrangements as set by TEO. However, TEO, through CCPB (NI) has the lead Government Department role for providing strategic leadership advice and guidance.

While bulk of emergencies are dealt with very effectively at local level, the most serious of emergencies requiring strategic intervention of government – NICCMA and TEO function.

TEO is responsible for identifying, assessing and mitigating strategic and compounded risks and liaising with counterparts in Cabinet Office or other Devolved Administrations to ensure, as appropriate, a joined up national response.

Further background about Civil Contingencies Branch is attached at **Annex C**.

- **Need for the assignment**

**Aim**

17. The aim of the strategic review and re-design and strategic review of Civil Contingencies Policy Branch (NI) is to implement, as appropriate, recommendations based on learning from the national UK wide C3 Project and consider the wider strategic role of CCPB (NI) and civil contingencies for Northern Ireland.

18. The C3 Project concluding 'Futures Report' compiled by the external consultancy report incorporating 85 recommendations that supports the need for this assignment was compiled by PwC.

19. A summary of the Futures Report 85 recommendations categorised under four key themes, namely:

- Organisational,
- People,
- Processes and
- IT & Technology

20. A copy of the Report and summary of recommendations is attached for information at **Annex B**.

- **Strategic/Policy context for re-design and review [DN: Check for accuracy]**

21. In the context of a Devolved Administration, the Executive, is accountable and responsible for providing leadership and strategic direction for civil contingency arrangements for Northern Ireland.

[DN: insert the latest position as agreed by the Executive – JC sub]

22. The role of the Executive, is to provide strategic leadership for Northern Ireland on all matters relating to civil contingencies, and, in particular, will be

responsible for taking control of deliver effective emergency management in a situation where a major emergency may occur.

23. The Executive is required to deliver a '*whole of Government approach*' and is required to provide strategic guidance and direction to Government Departments, its Agencies and wider public service across Northern Ireland as well as providing information the public regarding actions to take and the arrangements that have been put in place.

24. Civil contingencies is a complex area and is not well understood. It is often seen as the operational response to an incident however this is not the case and only one element. Over recent years the civil contingencies arena has evolved and is much more concerned about risk assessment and putting in place mitigations rather than simply responding to emergencies.

25. It is therefore imperative that the returning Executive has a clear understanding of its role, responsibilities and requirements. The

26. To summarise there are four key areas:

- (i) **Response** – to an immediate emergency, incident, crisis;
- (ii) **Preparedness** – preparing capacity and capability to enable effective response;
- (iii) **Resilience** – prepared to manage an emergency and have appropriate arrangements in place to mitigate and manage its effects;
- (iv) **Strategic Policy, advice and guidance** - for NICS Departments, local government and wider public service.

- **What is the need for the assignment?**

27. Since October 2018, through to November 2019, CCPB (NI) was involved in a national civil contingencies project, known as C3 (Co-ordinate, Command and Control).



28. This C3 Project, led by a Cabinet Committee on behalf of the Prime Minister, was the largest civil contingencies UK project in time. The project was established as part of the UK preparations for planning for EU exit in response to risk assessments of could potentially emerge and assessment of risk at national level.

29. The aim of the C3 Project was to ensure that civil contingency arrangements were in place to deal with a 'Reasonable Worst Case Scenario'. The project was wide-ranging and also involved live testing through nation -wide testing. The C3 Project took place at a time when the Executive was in suspension and was managed as a joint project between NIO/NICS supported by external global consultants PwC. The total value of the external consultancy was £650, 000 which was funded through EU preparedness funding from Cabinet Office.

30. The C3 Project was managed through a phased approach. The third phase finished in November 2019 and a 'futures Report was compiled by the external consultants. The Report contained four key themes across 18 categories involving 85 recommendations for Northern Ireland to implement to further build on strengthening and enhancing contingency arrangements for Northern Ireland.

31. This assignment is necessary to ensure maximum value for money is secured from the overall project and previous phases.

32. This assignment represents the final phase and would complete the Northern Ireland strategic review of civil contingencies. To implement the recommendations, as appropriate, ensure that civil contingencies in Northern Ireland are on a robust and sound basis for the future.

- **What is the scope of the assignment i.e. tasks anticipated to provide desired outcomes**

33. The scope of the assignment is set out in the draft Terms of Reference. It is intended to have a focused 3 month review. Project objectives and measurable targets are summarised in the table below.

### Summary of objectives

Project Objectives	Measurable Targets
1. To ensure examine existing arrangements and to clarify the strategic role of the Executive, Ministers and Departments.	Project management methodology will be adopted and a critical path with key milestones agreed.  Project will be measured against key milestones and deliverables.
2. To build on lessons learnt and implement recommendations from C3 Project.	Implementation measured against lessons learnt reports and recommendations.
3. To examine best practices elsewhere to enhance the risk management and resilience arrangements;	Desk research ongoing throughout project. Study visits to be completed within agreed timeframe
4. To build on lessons learnt and implement recommendations from the C3 Project 'Futures Report' from the local and national C3 Projects (including Yellow Hammer operations exercises 1 &2 );	Implementation of the legacy report and lessons learnt and recommendations captured throughout the C3 Project.
5. To ensure appropriate skills and career and training pathways are in place.	Identification of new skills required. Professionalisation of specialism skills. Career paths to be developed in partnership with CAL
6. To identify potential efficiencies and saving that may be made through partnership or collaborative working	There is a lack of clarity about roles and responsibilities across public sector services.

<p>between NICS Departments, local government and the wider public sector.</p>	<p>Protocols and guidance to be reviewed, harmonised, streamlined and simplified across NICS Departments, their Agencies and wider public service.</p> <p>Building collaborative networks will remove ambiguity and enable partnerships to be formed rather than duplication of effort. Processes will be examined to identify how to exploit new technology and modern equipment to enhance communications and directions.</p>
<p><b>Constraints</b></p>	<p><b>Measures to address constraints</b></p>
<p>1. Budget</p>	<p>Up to maximum of £120,000 for a 3 month project.</p>
<p>2. Staff Resources</p>	<p>The return of the Executive and Ministers is the priority business areas for staff. CCPB (NI) has no available resources to be allocated to take forward this assignment.</p>

- **What is the scope of the assignment, i.e. tasks anticipated to provide desired outcomes (ctd)?**

34. A draft Terms of Reference, setting out the aim and of the objectives of a strategic review and re-design of Civil Contingencies Policy Branch (NI) has secured been endorsed as follows: **[DN: is this necessary?]**

- (i) TEO Departmental Management Team;
- (ii) TEO Ministers FM and dFM;
- (iii) TEO Finance Division; and
- (iv) DoF Finance.

35. The business case and Terms of Reference to support this assignment by external experts has also been agreed. This business case seeks funding to support the assignment. A Draft Terms of Reference has been prepared for the assignment, **[as follows /or at Annex X]:**

**[DN: two draft options for consideration]**

## **Option 1- PROPOSED DRAFT TERMS OF REFERENCE FOR ASSIGNMENT**

**Proposal – To commission a review to re-design Civil Contingencies Policy Branch (NI) at strategic level to ensure effective delivery of civil contingency arrangements in Northern Ireland including the strategic leadership role of the Executive.**

### **Aim**

1. The aim of a strategic review will be to examine the civil contingencies arrangements for Northern Ireland involving the NICS and wider public sector and ensure that they are resilient and fit for purpose for the future.
2. The Review will:
  7. Examine and clarify the strategic role of the Executive, Ministers and Departments;
  8. Build on lessons learnt and implement recommendations from the C3 Project 'Futures Report' from the local and national C3 Projects (including Yellow Hammer operations exercises 1 & 2 );
  9. Examine best practices elsewhere to enhance the risk management and resilience arrangements; and
  10. Ensure appropriate skills and career and training pathways are in place.
  11. To identify potential efficiencies and saving that may be made through partnership or collaborative working between NICS Departments, local government and the wider public sector.

### **Objectives**

3. The key objectives for the Strategic Review are to:

- i. Examine existing civil contingency and emergency planning arrangements in Northern Ireland with a view to enhancing partnerships and improving structures;
- ii. Implement, as appropriate, the recommendations of the PwC Futures Report, and based on the Lessons Learnt from the C3 Project (including operational exercises, UK planning to leave the EU Planning and national exercises;
- iii. Look more widely at the potential role for CCPB (NI) in promoting and improving risk management across the NICS;
- iv. Examine the potential for the NICS to move from focusing on planning for, and managing, traditional 'shocks' , such as flooding, infrastructure failure and cyber-attack, to cover horizon-scanning and early identification of potential cumulative risks; and
- v. Examine the potential support required for an Executive to have the capacity to plan for, and manage a wider or more strategic range of contingencies aligned to Programme for Government.

#### **External support**

- vi. A key lesson for the NICS from the C3 Project and the Yellow Hammer operations, was that the area of contingencies, emergency response and planning have evolved significantly over the past years. An ambitious strategic review of this nature would benefit from support and challenge from external global advice and expertise.
- vii. There is an opportunity to explore building upon the current Cabinet Office EU exit planning Programme to engage external expertise to support TEO, to take forward the review.

## Estimated Resource Requirement

4. It is proposed that the Review will be supported by a temporary Project Team for [ up to 3 months (tbc)] and led at Director level. A dedicated Project resource will be required to support the Director and external consultants for the 3 months duration of this assignment. The temporary Project team will comprise of 80% of 1 X G5, 50 % of 1 X G7, 1 X DP and 1 X SO at an estimated cost of [DN: insert cost £120,000]. TEO will be fund salary costs for the temporary Project Team and external consultants.

### Summary of Proposed Project Team costs

Grade	No of Days	Estimated Costs £
1 X G5 (80%)	40	
1X G7 (50%)	30	
1 X DP (30%)	30	
AO (10%)	10	
<b>TOTAL</b>		

5. The initial estimated cost (subject to advice from Central Procurement Directorate)

Is in the region of £150k for 6 months external support. [DN: Should CCS /Cabinet Office be involved in strategic review/ if so how?]

### Role of Strategic Review Project Team

. The strategic review Project Team with the support of external consultants will:

- Examine current arrangements;
- Undertake desk research;

- Examine best practice elsewhere;
- Develop proposals;
- Test proposals;
- Build consensus and partnerships;
- Develop plans for implementation;
- Follow good practice for project Governance and Risk Management.

### **Reporting and Timescale**

38. The Review will commence on [XXXX/ March 2020] and is expected to produce a report on the outcome with recommendations by [ Xx July 2020].  
**[DN: this is dependent upon the resource position].**

The Director and Project team will provide regular progress updates to the Deputy Secretary, Executive Support Group during this period.

**XX February 2020**



## **OR AN ALTERNATIVE OPTION**

### **DRAFT TERMS OF REFERENCE**

**Proposal – To commission a review to re-design Civil Contingencies Policy Branch (NI) at strategic level to ensure effective delivery of civil contingency arrangements in Northern Ireland including the strategic leadership role of the Executive.**

#### **Aim**

1. The aim of the Review will be to take a strategic and forward looking perspective and examine the civil contingencies arrangements for Northern Ireland, involving the NICS and wider public sector, to consider:
  - If they are fit for the future in a rapidly changing world; and
  - The purpose and required role of Civil Contingencies Policy Branch going forward.
2. A key lesson for the NICS from the C3 Project and the Yellow Hammer operations was that the area of contingencies, emergency response and planning has evolved quite significantly over the past years. It is timely for Northern Ireland to re-examine and re-define its position in this critical area.

#### **Objectives**

3. The key objectives for the Strategic Review are to:
  - i. Set a vision for civil contingency arrangements in Northern Ireland.
  - ii. Define and assess high level options for an operating model in support of that vision.
  - iii. Draw up a high level plan or roadmap to achieve the preferred operating model option.

#### **Scope**

4. In addressing the objectives above, the Strategic Review will draw upon the recommendations of the Futures Report and the Lessons Learnt from the C3 Project (including operational exercises, UK planning to leave the EU Planning and national exercises) and broadly cover the areas of:
  - i. Organisation and governance;
  - ii. People;
  - iii. Processes;
  - iv. Technology and infrastructure.
  
5. It is envisaged that the Review will be conducted through a series of short phases, namely: establishing a clear baseline: developing and assessing options in a collaborative manner; setting recommendations and a roadmap for their implementation. This will entail building consensus and depth of definition through a series of meetings, workshops and senior stakeholder engagement, including with appropriate Ministers and Permanent Secretaries. This will be key to defining and achieving a shared future vision for civil contingency arrangements.
  
6. In setting the vision and framing the operating model options, the Review will examine:
  - The preparedness and resilience of the NICS for dealing with strategic risks and crises for Northern Ireland;
  - The potential for the NICS to move from focusing on planning for and managing traditional 'shocks' (such as flooding, infrastructure failure and cyber-attack) to cover horizon-scanning and early identification of potential cumulative risks;
  - The potential support required for an Executive to have the capacity to plan for and manage a wider or more strategic range of contingencies aligned to the Programme for Government.
  - Existing civil contingency and emergency planning arrangements in Northern Ireland with a view to enhancing partnerships and improving structures;

- Clarify the strategic role of the Executive, Ministers and Departments and what future governance needs to be;
- More widely, the potential central role for CCPB (NI) in promoting and improving risk management and business continuity across the NICS;
- Best practices elsewhere to enhance the risk management and resilience arrangements.

7. In outlining the roadmap for the way forward, the Review will identify the gaps between the baseline and the state envisaged in the preferred operating model option. While not exhaustive, the Review will set out summary recommendations for addressing any gaps or requirements in the following areas:

- Mandate – NI Legislative position;
- Northern Ireland’s critical assets and infrastructure – definition, ownership and responsibility;
- Northern Ireland’s strategic risk register;
- The overall governance model, including the role and responsibilities of the Devolved Administration and, in particular, the Executive;
- Future capabilities and professional pathways for the necessary skills and career development;
- Process / value chain and key interactions within it;
- Minimum supporting technology and infrastructure.

- **Timing of assignment – when is the information required and is there any possibility of deferring the assignment?**

39. Timing of this assignment is **immediate** to support the reinstated Executive and Devolved Administration.

40. The improvements and enhancements are required to be delivered as a matter of priority and urgency in order to support the timely and sustainable transfer of legacy from C3 to wider civil contingencies. It is imperative that legacy is not only captured but that it is transitioned in a sustainable way to CCPB (NI).

41. A high level of investment has been made in civil contingency arrangements between October 2018 and November 2019. The C3 Project took place under the direction of a UK Government Cabinet Committee, (XO) and led across the UK including Devolved Administrations by Civil Contingencies Secretariat (CCS) and the business case is of a total public value of some £11.5m.

42. A number of options have been considered to take forward this next phase of work to enhance and improve NICS civil contingency arrangements to ensure that they are robust and fit for the future.

43. The fourth phase of the bespoke NI C3 Project, this assignment, is could not be achieved with current CCPB (NI) resources. The Branch is currently recruiting new staff due to vacancies that have arisen due to normal business need.

44. A short 3 month assignment to review and re-design and review CCPB (NI) is urgently needed to determine how the Branch and structures (NI) could be enhanced both in terms of role, functions and resources to sustain the legacy of C3.

45. This assignment immediately follows, and is considered the final, Northern Ireland bespoke, fourth phase, of national (UK wide) EU Exit preparations known as the C3 (Co-ordinate, Command and Control ) Project.

46. Whilst the C3 Project was initiated to prepare to potential threats emerging at strategic level when there was a possibility of the UK leaving the EU without a deal, the fundamental principle of reviewing and testing contingency arrangements remains a valid rationale for the purpose of the C3 Project.

This was a unique project, driven by unforeseen and unprecedented political needs, however, proved to be of significant value to England and the Devolved Administrations to examine civil contingency arrangements for all four nations.

37. The former C3 Project, including Yellow Hammer and Kingfisher operations were formally stood down in December 2019 when the UK Government reached agreement on departing the EU through negotiating a deal.

48. However, based on the significant learning throughout C3, coupled with the expenditure to date (PwC £650,000 and investment in IT infrastructure to the value of [£250,000?£XXXX]) provides a sound infrastructure and evidence base upon which to place the argument to move to a further, phase 4 to engage external support to complete the overall C3 Project bespoke to Northern Ireland.

49. This involves, not losing pace and proceeding to implement the 85 recommendations from the Lessons Learnt which are captured and incorporated into the 'Futures Report' that remain in need of addressing for Northern Ireland.

50. It is imperative that NI acts upon and acts with pace to implement, (as appropriate) these recommendations which were submitted to the Cabinet Office Civil Contingencies Secretariat reporting on the Northern Ireland position. NIO paid the entire costs of the external consultants support to the value of £650,000.

51. Northern Ireland and the NICS benefitted from the consultants global expertise in the arena of civil contingency planning and response. The Project deliverables included a number of significant enhancements to Northern Ireland. The Project deliverables included:

- A modern operations room facility with up to date equipment and technology;

- A suite of operating guidance specific to EU exit. This remains valid until the UK successfully exits the EU entirely.

[DN: NR to insert additional C3 Project deliverables p]

In addition to the deliverables detailed as above, Cabinet Office provided support to modernizing and enhancing the operating room facilities by installing:

- secure video conference facility (£XX,000),
- secure telephony, known as a ROSA secure telephony system (£XX,000)

52. It is imperative that Northern Ireland does invest in the progress to date. Failure to complete phase 4 of this important work would result in a loss of the value of the work undertaken over the past year, that is from October 2018 – November 2019. A copy of the recommendations for future investments is available at [Annex ?](#)

- **Description of previous similar consultancy assignments, including an analysis of past expenditures (corresponding evaluations must also be appended)**

53. This business case for engaging PwC to manage the Northern Ireland element of the C3 Project was approved and funded via The Cabinet Office, Major Programmes Authority. The overall value of the national C3 Project was £XXXX of which Northern Ireland expenditure represented X %. Of the overall total value of the national C3 Project.

54. There are no comparable reviews of civil contingency arrangements for Northern Ireland at this scale. The work undertaken during October 2018 and November 2019 is unprecedented.

55. CCPB (NI) Branch was subject to an organisational structural review, undertaken by Department of Finance Business Development Services in 2009. A copy is available at [Annex B](#)

56. TEO Civil Contingencies has no relevant similar consultations or evaluations or past expenditures of this nature.

57. Given that PwC has built up considerable knowledge and experience of civil contingency arrangements in Northern Ireland over the period of C3 national PProject and worked as an integral part of the joint NIO/NICS Project Team, located within Castle Buildings, Stormont it would be both efficient and reduce costs to engage the same external support for this assignment.

## **Section 2: Benefits & Their Timing**

- **What are the Project outputs from this assignment?**

58. Further engagement of external consultancy support for this assignment is to deliver Project outputs from this assignment includes:

The draft Terms of Reference set out he proposed review to consider:

Organisational

People

Processes

IT and Infrastructure matters.

59. In outlining the roadmap for the way forward, the Review will identify the gaps between the baseline and the state envisaged in the preferred operating model option. While not exhaustive, the Review will set out summary

recommendations for addressing any gaps or requirements in the following areas:

- Mandate – NI Legislative position;
- Northern Ireland’s critical assets and infrastructure – definition, ownership and responsibility;
- Northern Ireland’s strategic risk register;
- The overall governance model, including the role and responsibilities of the Devolved Administration and, in particular, the Executive;
- Future capabilities and professional pathways for the necessary skills and career development;
  
- Process / value chain and key interactions within it;

Minimum supporting technology and infrastructure.

60. In providing this the following will be taken into account:

- The unique situation in NI regarding security, the border and politics;
- Existing NI resilience and civil contingency structures and arrangements; and
- Competing demands and the requirement to respond to other non-exit contingencies from within a very small core pool.
  
- **What are the expected benefits to be delivered from the assignment and give an indication of when they are likely to accrue?**

61. The expected benefits that will be delivered from this assignment include

- Implementation, as appropriate the recommendations of the C3 Project and those summarised in the ‘Futures Report’ – Nov 2019;



- Undertaking international research and advising on best practice models of supporting civil contingencies across other regions;
- Undertaking an examination of the role and responsibilities of CCPB(NI);
- Re-designing new operating procedures;
- Examining the organisational structure and structure of CCPB to best support the Executive, NICS Departments, Agencies and wider public services.

62. The timing is expected to be immediate with the involvement of new staff engaging with the external consultants to ensure skills transfer and at the latest by July 2020 when the assignment is expected to complete.

- **What are the implications for the assignment not going ahead?**

63. The implications of the assignment not proceeding are that the Executive could be at:

- risk of not having effective support to deal with a major emergency or civil contingency situation that could potentially emerge in Northern Ireland- this could be potentially reputational risk;
- risk of Northern Ireland not having efficient structures, systems and protocols in place to participate and respond to a national crisis – potential reputational risk for Devolved Administration;
- risk of not fully realising and exploiting the full value for money of the recent investment benefitted from the C3 Project;
- risk of new risks emerging in relation to strategic issues ,such as climate change; cyber attack, economic shock and Northern Ireland not having sufficiently robust and up to date arrangements in place to deal

with the matters and being left behind other regions including England and the other Devolved Administrations.

➤ **ANY OTHERS ????**

### **Section 3: Assessment of Alternative options**

63. A full range of options for delivering the assignment has been assessed, including the following:

#### **Section 3: Assessment of Alternative Options**

A full range of options for delivering the assignment should be assessed, including the following:

- Complete assignment using in-house resources
- Partial completion of assignment using in-house resources. While it may be accepted that resource constraints/skills shortages will not allow the full assignment to be completed in-house, the option of using in-house resources to produce an interim output supplemented by consultancy input should be assessed. In addition, the option to relax the time constraint to allow more of the outputs to be achieved by in-house resources albeit over a longer timescale should be assessed.
- Use of internal Consultancy, for example, BCS, departmental economists, statisticians, etc.
- Staff substitution, for example, short-term/medium term secondment of industry expert(s).
- Use of External consultants – What is the rationale behind using external consultants as opposed to the alternatives considered?

**For assignments which could be carried out by BCS the business case must reflect discussions with BCS and the rationale for choosing to use external resources instead.**

### **Summary of options**

A number of options have been explored and are summarised below.

Option Number/ Description	Shortlisted (S) or	Reason for Rejection
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	Rejected (R)	
<b>1) Status Quo</b>	S	<p>The assignment cannot be completed in-house due to lack of knowledge and expertise on civil contingencies on a global perspective.</p> <p>TEO cannot provide staff due to restoration of the Executive and return of Ministers.</p> <p>Lack of resources in CCPB (NI)</p>
<b>2) Using In – house resource</b>	R	<p>DoF Business Consultancy Services (BDS) has been consulted in relation to undertaking this assignment. BDS advised that they have no capacity available in the required timeframe. BCS does not have professional expertise in civil contingencies or risk management.</p> <p>Peer Review ????</p> <p>CCPB (NI) – Lack of professional expertise in civil contingency and risk management.</p> <p>There is no available resources in CCPB (NI) due to a variety of factors: Staff on loan to Private Office on return of the Executive; - Delays in NICS recruitment processes.</p> <p>CCPB (NI) should not review itself.</p> <p>Any proposed review should be independent and bring an external perspective.</p>
<b>3) Partial completion of assignment using in-house resources</b>	S	<p>This assignment will be undertaken by external consultants with the support of a 20% input of staff at G5/Director and G7 level.</p> <p>This will support the assignment and enable further skills transfer from the national C3.</p>

		This has been rejected due to lack of resources in CCPB (NI).
<b>3) Use of external consultancy support DoF, Departmental economists, statisticians</b>	S	Lack of resources available due to return of Executive;  and  Lack of global expertise in the specialism of civil contingencies,
<b>4) Use of external consultants</b>		Preferred option – to use external consultants from the Cabinet Office Framework to continue the fourth and final phase of the C3 Project, that will undertake a strategic review of the Civil Contingencies Branch further enhance NI arrangements and to implement 85 outstanding recommendations from the C3 Project.
<b>5) Use of External consultants and partial use of in – house resource</b>		This assignment will be undertaken by external consultants with the support of a 20% input of staff at G5/Director and G7 level.  This will support the assignment and enable further skills transfer from the national C3 Project including its operational exercises.

### Preferred option

64. The preferred option is **Option 5** to engage external consultants, through Cabinet Office, from the national framework.

65. Cabinet Office, [Major Projects Authority? ] has been consulted to establish how best to expedite implementation of the recommendations from the C3 Project in order to improve and enhance civil contingency arrangements in Northern Ireland and to align them to England and the

other Devolved Administrations post the national C3 Project. Cabinet Office officials suggested, for expediency and given their professional knowledge and experience in civil contingencies on a global basis, that the NI Devolved Administration may wish to give consideration to engaging the same external consultants for continuity that supported the NIO/NICS joint Project. The consultants were PwC who were appointed from the Cabinet Office framework. Cabinet Office has offered their support to assist NI to expedite the work and have agreed to call PwC from their framework to complete a further and final phase of C3 Project.

66. Cabinet Office counterparts, through the Managing Projects Authority have confirmed that, subject to TEO paying for the assignment, that they are content to facilitate the necessary approvals to facilitate such an arrangement on the basis of the high quality work that PwC delivered to the NIO and NICS during the C3 Project and to expedite the work being completed.

67. It is the view of Cabinet Office, that this is a sensible and value for money approach, rather than engaging new consultants under a new procurement arrangement that will involve a lengthy procurement process. To appoint new external consultants is likely to increase the cost of the assignment as new consultants will require lead in time to learn the business and face a steep learning curve.

68. Cabinet Office has confirmed that one further phase to enable a bespoke NICS Project, is possible and counterparts are willing to assist facilitate putting this arrangement in place. NICS already has a signed MOU with the Cabinet Office to enable such an arrangement to be implemented at pace.

69. It is proposed that PwC is engaged to deliver this assignment - drawing off the extant Cabinet Office Framework for Managing Successful Projects [ **DN – check correct name** ] Cabinet Office will expedite this request to seek final approval from the Major Projects Authority [DN: Check title] and can

do so as quickly as end February to enable external consultants to start as early as mid –March 2020, prior to commissioning external consultants to undertake this assignment.

70. Having assessed all of the options, the preferred option is to engage external consultants, PwC, to work in partnership with a small team of TEO officials as outlined earlier in this business case, undertake the fourth phase of the C3 Project, (preparedness for EU Exit), that is, to undertake a strategic review to include a re-design of CCPB (NI) and to enhance and improve civil contingency arrangements for NI. TEO to fund the assignment up to a maximum of £120,000 for bespoke NI project.

71. This would complete the outstanding issues relating to the professionalisation of civil contingency arrangements for Northern Ireland, building upon the significantly high level of investment of in the region of [DN: £11.5m], funding provided from EU funding for the C3 Project consultancy support during the period October 2018 –November 2019.

72. PwC worked in partnership on the joint NIO/NICS Project and have the knowledge and expertise of the UK C3 Project and arrangements across the UK, including Devolved Administrations for civil contingencies, including preparedness for the UK leaving the EU.

### **Benefits of engaging PwC**

73. The benefits of engaging PwC for a fourth phase is that there would be no long lead in or learning curve as they have the knowledge of the NI civil contingencies arrangements and provided advice and brought global expertise to enhance the current NI civil contingency arrangements.

74. The benefit of PwC having this knowledge and experience will significantly reduce the time and cost of implementing the lessons learnt and

recommendations for enhancing civil contingency arrangements following experience of the national C3 Project.

75. Cabinet Office have been consulted and have advised that this is the most appropriate course of action. Cabinet Office officials have also confirmed that they are content to support TEO to engage PwC for this assignment from the their framework, as a final phase of the C3 Project, subject to all NICS approvals being in place. This involves TEO approval of business case and agreement to fund and DoF approval as well as Ministerial approvals to engage external consultants.

76. TEO Will be required to pay for the services of PwC and this is estimated to be up to a maximum of £120,000, for a 3 month assignment for a team of approximately 3 people.

#### **Summary of Estimated External Consultant Requirements**

77. The estimated number of days to complete the assignment is approx. 60 days of external consultancy. This can be broken down as follows:

<b>Grade</b>	<b>No of Days per month (3 months)</b>	<b>Estimated cost Per day £</b>	<b>Total cost £ ( for 3 months)</b>
<b>Senior Partners/Directors Oversight</b>	1	1,300	3,900
<b>Senior Associate consultant</b>	18	1,000	54,000
<b>Associate Management Consultant</b>	15	800	36,000
<b>Associate Consultant</b>	15	500	22,500
<b>Miscellaneous</b>			3,000

<b>Venues, hospitality, stationary etc</b>			
<b>Total</b>			<b>119,400</b>

- Estimated rates based on NIO contract – to be revised on engagement with external consultants

#### **Section 4: Expected Deliverables**

**Please provide details on the deliverables expected from consultancy. If available, a copy of the draft terms of reference for the proposed consultancy should be attached.**

78. The Review will identify the gaps between the baseline and the state envisaged in the preferred operating model option. While not exhaustive, the Review will set out summary recommendations for addressing any gaps or requirements in the following areas:

- Mandate – NI Legislative position;
- Northern Ireland’s critical assets and infrastructure – definition, ownership and responsibility;
- Northern Ireland’s strategic risk register;
- The overall governance model, including the role and responsibilities of the Devolved Administration and, in particular, the Executive;
- Future capabilities and professional pathways for the necessary skills and career development;
- Process / value chain and key interactions within it;



Minimum supporting technology and infrastructure. The Terms of Reference have been set out at [ [DN :para /Annex ?](#)]

## **Section 5 – Skills Transfer**

- [Outline the potential for skills transfer?](#)

79. The potential for skills transfer is very significant from this assignment. This assignment provides a unique opportunity to draw on expert advice in the rapidly evolving arena of area of civil contingencies and risk management. The newly appointed team of officials within CCPB (NI) will shadow and work in partnership with the external consultants to ensure skills transfer.

- [What arrangements have been put into place to facilitate the transfer of skills from the consultants to departmental staff to the extent that this is a benefit of the consultancy?](#)

80. The G5 and the G7 will provide support to the consultants in terms of desk research, providing internal advice whilst shadowing the consultants to learn from the global experiences, best practice on a UK, European and international levels. The CCPB (NI) team has already developed relationships with other Devolved Administrations and Civil Contingencies Secretariat. Work has commenced with the NICS Centre for Applied Learning (CA ) to develop career pathways for NICS and this is linked into the Civil Contingencies Secretariat Project in England. This is a unique opportunity to address issues that have not been examined or reviewed in over 20 years.

81. A G5 will oversee, advise and direct on all aspects of the assignment. The G5 will be responsible for monitoring the assignment and performance of the Project Team, ensuring that all objectives are met and deliverables are fit for purpose. The G7, Head of Civil Contingencies Policy Branch (NI) will work in close partnership with the external consultants to design and build the operational structure, processes and protocols for the future to provide effective support. The G7 will work with the external consultants to implement

all deliverables and new arrangements and will be responsible for transitioning the deliverables into business as usual from the Project.

82. The G7 will, post assignment, will assume responsibility for ensuring that all of the PwC Futures Report (Nov 2019) recommendations (as appropriate) are implemented to enhance civil contingencies arrangements across Northern Ireland.

- If the skills transfer is not deemed appropriate detail the rationale for this decision

N/A

- When is it anticipated that knowledge and skills delivered by the consultancy will be transferred to internal staff?

83. It is anticipated that knowledge and skills transfer will transfer in parallel with the delivery of the assignment and not later than 3 months from commencement date of assignment.

- What are the implications of skills transfer for future consultancy support?

84. No further consultancy support envisaged beyond this assignment. This assignment is the final phase of the national Project, formerly known as C3 (Control, command and capability) that designed new protocols, systems and operating procedures at national level. This assignment is intended to address areas for improvement in Northern Ireland that remain in need of enhancement as a result of the preparations for the U for the Devolved Administration for Northern Ireland.

This will complete the necessary work.

## **Section 6 – Proposed Division of Work**

This section should provide details on the proposed division of work between the external consultant and in-house staff. The following issues should be addressed.

- What in –house support will be given to the consultants e.g. technical/specialist inputs, accommodation, photocopying and typing services etc?

85. It is anticipated that consultants will be provided with the following support:

- Accommodation in Castle Buildings to work in partnership with Civil Contingencies Policy Branch (CCPB (NI));
- NISRA (if required)
- Economists (if required)
- NICS Departments, Agencies and wider public service – meetings (if necessary)
- Support from G5 50 % and G7 (20% ) time Admin (5%);
- Meeting Rooms/photo copying facilities, stationary etc
- Provide indicative estimates of the expected number of consultancy days by consultancy grade?

**Summary of Estimates consultancy days by grade**

	No of Days per month (3 months)	Estimated cost Per day £	Total cost £ ( for 3 months)
<b>Senior Partners/Directors Oversight</b>	1	1,300	3,900
<b>Senior Associate consultant</b>	18	1,000	54,000
<b>Associate Management Consultant</b>	15	800	36,000
<b>Associate Consultant</b>	15	500	22,500
<b>Miscellaneous Venues, hospitality, stationary etc</b>			3,000
<b>Total</b>			<b>119,400</b>

**\*Note that these are estimates based on the NIO C3 Project rates and may require updating.**

- Provide indicative estimates of the expected number of in-house staff days by staff grade?

86. In- house support is estimated from the date of commencement of the assignment, for a period of up to 3 months. The in-house team may then need a further period of time to implement changes and move Civil Contingencies Policy Branch into business as usual without the support of external consultants.

The intent would be that Civil Contingencies Policy Branch operate on a more strategic level providing support to the Executive to provide strategic leadership in the event of a major civil contingency or emergency situation arising in Northern Ireland.

**Summary of Estimated in house costs**

<b>Grade</b>	<b>No of Days Per month</b>	<b>Total Estimated costs £</b>
<b>G5</b>	<b>20</b>	
<b>G7</b>	<b>20</b>	
<b>DP</b>	<b>20</b>	
<b>AO</b>	<b>5</b>	
<b>Total</b>		

\*Note that these are estimates based on the proposed Terms of Reference

**Section 6: Assess Risks and Uncertainties**

- Identify and describe the risks that the project may face.
- Explain how these compare under the various options using the table below.
- Identify measures to ensure that each risk is appropriately managed and mitigated.
- Explain any contingency allowances included for risks in the option costings.

- More sophisticated optimism bias adjustments should not generally be required but may be relevant in some cases e.g. ICT projects or cases with significant capital costs.
- For further guidance see [Step 6](#) of NIGEAE.

Risk Description	State how the options compare and identify relevant risk management / mitigation measures					
	Opt 1	Opt 2	Opt 3	Opt 4	Opt 5	
1. Budget not available	L	H	H	H	H	Given current pressures on public money Option 1 carries significant risk as it requires no monetary resource.  Ensuring Finance Branch are aware of the business case at an early stage and the need for it to enable them to advise on what is required to ensure budget is crucial
2. Necessary approvals not achieved						
3. Civil service staff not available/not applying						
4. Reputational Risk for Executive Ministers and NICS Departments						
<b>Overall Risk (H/M/L):</b>						

**KEY:** H = high M = medium L = low N/A = Not Applicable

### Section 7 : Summarise the Option Comparisons and Identify a Preferred Option

- Summarise the main differences between the options e.g. in terms of key assumptions, NPCs, non-monetary impacts, risks and other factors.
- Identify which option is preferred and explain why.

### Summary of possible options

88. A number of options have been explored and are summarised below.

Option Number/ Description	Shortlisted (S) or Rejected (R)	Reason for Rejection
1) Status Quo	S	<p>The assignment cannot be completed in-house due to lack of knowledge and expertise on civil contingencies on a global perspective.</p> <p>TEO cannot provide staff due to restoration of the Executive and return of Ministers.</p> <p>Lack of resources in CCPB (NI)</p>
2) Using In – house resource	R	<p>DoF Business Consultancy Services (BDS) has been consulted in relation to undertaking this assignment. BDS advised that they have no capacity available in the required timeframe. BCS does not have professional expertise in civil contingencies or risk management.</p> <p>Peer Review ????</p> <p>CCPB (NI) – Lack of professional expertise in civil contingency and risk management.</p> <p>There is no available resources in CCPB (NI) due to a variety of factors: Staff on loan to Private Office on return of the Executive;</p> <p>Delays in NICS recruitment processes.</p> <p>CCPB (NI) should not review itself.</p> <p>Any proposed review should be independent and bring an external perspective.</p>
3) Partial completion of assignment using in-house resources	S	<p>This assignment will be undertaken by external consultants with the support of a 20% input of staff at G5/Director and G7 level.</p> <p>This will support the assignment and enable further</p>

		<p>skills transfer from the national C3.</p> <p>This has been rejected due to lack of resources in CCPB (NI).</p>
<b>3) Use of external consultancy support DoF, Departmental economists, statisticians</b>	S	<p>Lack of resources available due to return of Executive;</p> <p>and</p> <p>Lack of global expertise in the specialism of civil contingencies,</p>
<b>4) Use of external consultants</b>		<p>Preferred option – to use external consultants from the Cabinet Office Framework to continue the fourth and final phase of the C3 Project, that will undertake a strategic review of the Civil Contingencies Branch further enhance NI arrangements and to implement 85 outstanding recommendations from the C3 Project.</p>
<b>6) Use of External consultants and partial use of in – house resource</b>		<p>This assignment will be undertaken by external consultants with the support of a 20% input of staff at G5/Director and G7 level.</p> <p>This will support the assignment and enable further skills transfer from the national C3 Project including its operational exercises.</p>

### Preferred option

89. The preferred option is **Option 5** to engage external consultants, through Cabinet Office, from the national framework.

90. Cabinet Office, [Major Projects Authority? ] has been consulted to establish how best to expedite implementation of the recommendations

from the C3 Project in order to improve and enhance civil contingency arrangements in Northern Ireland and to align them to England and the other Devolved Administrations post the national C3 Project. Cabinet Office officials suggested, for expediency and given their professional knowledge and experience in civil contingencies on a global basis, that the NI Devolved Administration may wish to give consideration to engaging the same external consultants for continuity that supported the NIO/NICS joint Project. The consultants were PwC who were appointed from the Cabinet Office framework. Cabinet Office has offered their support to assist NI to expedite the work and have agreed to call PwC from their framework to complete a further and final phase of C3 Project.

## **Section 7 : Expected costs of the assignment**

### **Professional Services/External Consultancy Costs**

- What is the expected cost of the external consultants' input to the assignment?

91. The estimated cost of the assignment is up to a maximum of £120,000. This is based on initial estimated that PwC consultants provided in the amount of work to be undertaken to implement the 85 recommendations in the Futures Report (NOV 2019). This report provides a summary of all of the Lessons Learnt throughout the C3 Project.

- Information derived from section 6 should be used alongside estimated consultancy rates to derive an estimate of the cost.

92. The estimated rates in this business case are based on cost of NIO/NICS C3 Project that took place between October 2018- November 2019.

- Costs should be provided on a normal basis

93. Not clear what this refers to?



- Affordability should be addressed, i.e. budget provision available?

94. The Executive Office Ministers and senior officials acknowledge the importance and specific need for this assignment to be completed and that all possible options for progressing have been considered.

95. TEO has provided agreement in principle to allocate funding of up to a maximum of £120k to engage external support to assist the Branch to implement the recommendations building on existing structures, systems and protocols subject to DoF and Ministerial approvals

Approvals have been **[sought and secured]** as follows, subject to approval by Finance of the business case:

- Deputy Secretary TEO – Executive Support Group **[DN: Note when approved]**
- HoCS **[DN: Note when approved]**
- Ministers **[DN: Note when approved]**
- TEO Finance **[DN: Note when approved]**

#### **In –house costs**

- What are the estimated in-house costs for the assignment? Information derived from Section 6 should be used alongside staff rates to derive an estimate of the cost.

96. The NICS does not have the in –house professional knowledge and skills to complete an assignment of this nature. In –house costs were sought from Department of Finance (DoF) Business Innovation Support Team who estimated this assignment to be in the region of **[DN: £????]** However, the Department for Finance in-house consultancy team, has advised that they do

not have the capacity to take on this assignment at present. The estimated timescale is [DN: ???autumn 2020 at the earliest]

97. It is imperative that this work is taken forward at pace due to a number of factors including: restoration of the Executive and Devolved Administration in Northern Ireland since January 2020; the whole area of civil contingencies including risk management is evolving rapidly on an international basis;

98. Significant risk remains regarding the UK's Exit from the EU and the level of risk will be subject to the negotiations that take place over the course of 2020 and up until December 2020.

## **Section 8: Project Management/Performance Management Arrangements**

This section should address the following:

- **What are the Project Management Arrangements, including details of monitoring officers, draft reports, Steering Groups etc.**

99. This assignment will be managed using project management methodology, PRINCE2. The governance arrangements will be overseen by a Director, TEO – Civil Contingencies.

Sponsor for Project – Deputy Secretary TEO

Project Director – G5 Director - Civil Contingencies

Advisory Group – Comprising of representation from all NICS Emergency Planning Departments, Local Government and Emergency Services

Project Governance Team - reporting to the Director Civil Contingencies.

- **Proposed arrangements for on-going monitoring of consultancy performance and expected deliverables. The project managers should ensure that appropriate mechanisms are in place for influencing performance at interim stages;**

100. The external consultants will be asked to provide weekly reports to the Department, Director, G5 and monthly reports to the Deputy Secretary, Executive Support Group, TEO.

Performance will be measure against agreed deliverables and key milestones as set out and agreed on awarding the contract for this assignment.

- **Identify person/persons responsible for managing/delivering skills transfer.**

101. The TEO Director (G5) , supported by the Head of Civil Contingencies Branch, G7, will be the persons responsible for managing skills transfer.

102. The Head of Civil Contingencies ultimately be responsible for managing civil contingencies across Northern Ireland and operating new systems, processes and protocols to support the Executive to provide strategic leadership across Northern Ireland.

- **What are the performance review arrangements for the assignment, e.g. the quality assurance employed from Departmental specialists**

103. The quality assurance arrangements will be overseen by the NICS and wider public service Advisory Group. This Group will comprise of emergency planning and resilience experts from across NI.

The Cabinet Office Civil Contingencies Secretariat and DoF officials will conduct a Peer review on this assignment.

- **Skills transfer should be pro-actively managed and monitored like any other consultancy benefit.**

104. Skills transfer will be monitored by senior management in The Executive Office. This will be measured against integral milestones and targets as the Project progresses.

### **Section 9: Implementation and Evaluation Plan**

105. The evaluation will take place one year after completion of the assignment and will be arranged by the Head of Civil Contingencies Policy Branch. It is envisaged that the evaluation will involve, MICS Departments, HoCS and possibly Ministers.

#### **This section should provide the following details:**

- **How will the results of the consultancy be implemented?**

106. The results of this consultancy will be implemented during the assignment and integrated into business as usual. Additional arrangements will be put in place to ensure more regular reviews of this important business area are routinely planned for the future to ensure no deficit in knowledge or skills in the future.

- **Proposed arrangements for evaluating the outputs delivered by the consultancy assignment. This should include information on who is the responsible officer for ensuring the evaluation takes place and also information on when it is proposed to carry out the evaluation.**

107. The responsible officer for ensuring that the evaluation takes place will be Head of Division, G5 and Director of Executive Support.

- Whilst ideally the evaluation should be independent of the project promoters, in most instances, evaluations should be carried out by internal resources, i.e. in house staff or internal consultancy.

### **Section 10 – Any other considerations?**

It should be noted that the negotiations for the UK to leave the EU may bring new risks to civil contingencies. Many scenarios were considered and tested/exercised as part of the C3 Project.

It is therefore essential that the recommendation outlined in the 'Futures Report' (Nov 2019) are actioned in Northern Ireland to afford citizens and wider society the same levels of protection as other jurisdictions across the UK.

**END**

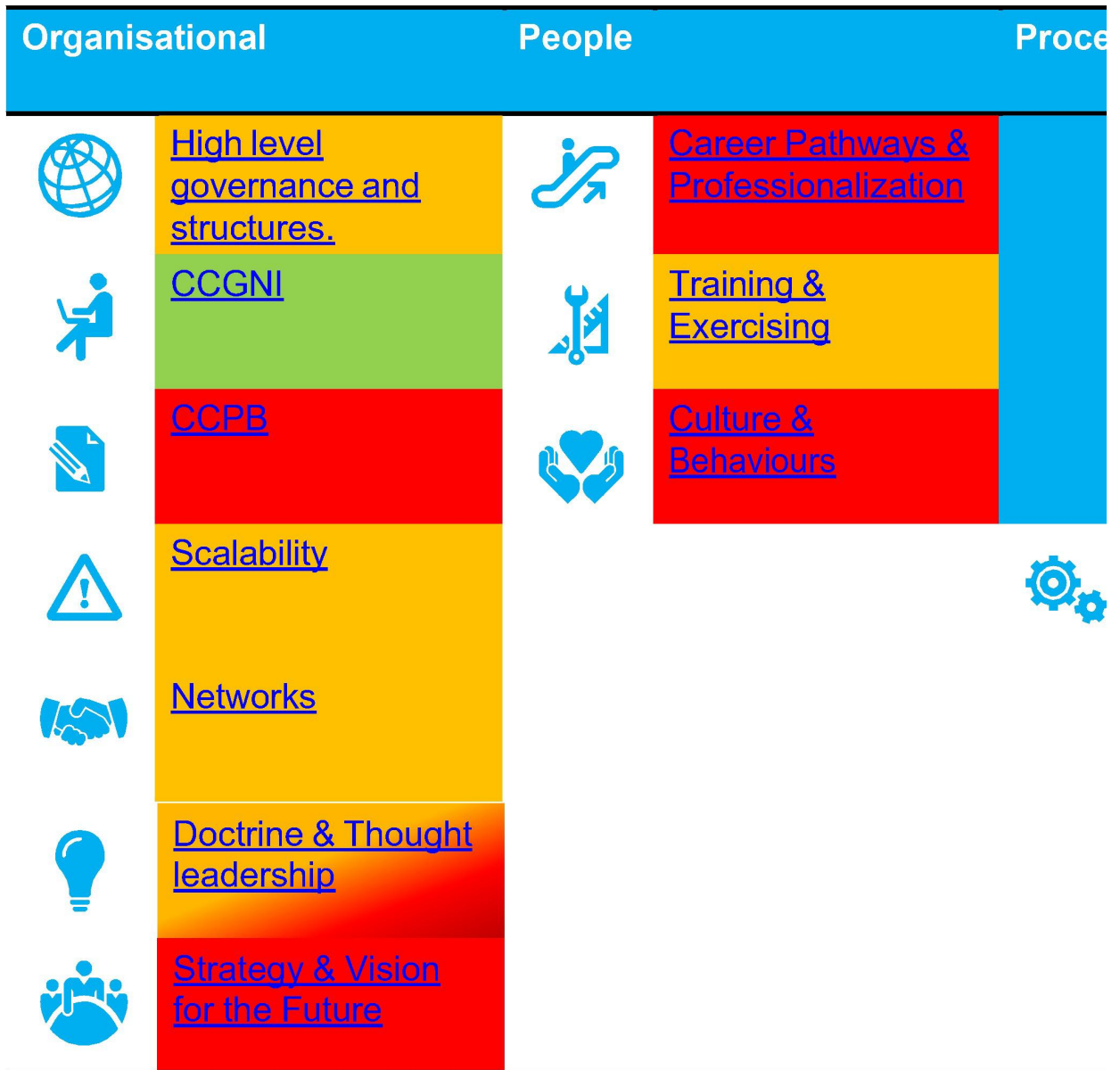
### **ANNEXES**

1. Summary of stakeholders (to be added) Annex A
2. Summary of 'Futures Report' compiled on C&E Project Annex B
3. Background to Civil Contingencies Policy Branch Annex C

## Northern Ireland C3 FUTURES REPORT – Summary of recommendations



RAG Rated  
dashboard.pdf



**ANNEX C**

**Role of Civil Contingencies Policy Branch (NI) (CCPB (NI) CIVIL CONTINGENCIES POLICY BRANCH (NI)**

This paper summarises Civil Contingencies Context within NI and supporting structures including linkages with key stakeholders and interdependencies, including:

- Crisis Management Group
- Civil Contingencies Group (NI)
- Civil Contingencies Act 2004
- NI Civil Contingencies Framework
- Innes Report 1997
- Civil Contingencies in GB

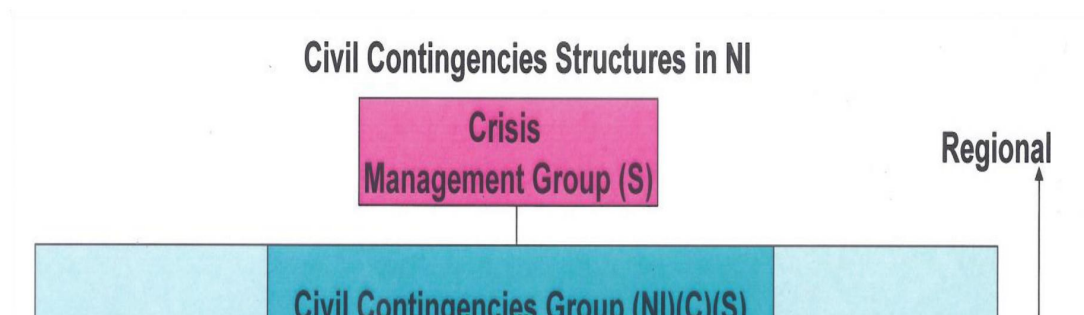
## Role

### Aim of CCPB

The aim of the CCPB is to promote the development of Civil Protection arrangements within the NI public sector to ensure that the most efficient and effective response can be made to assist the public during, and in the aftermath of a civil emergency affecting all, or a large part of Northern Ireland.

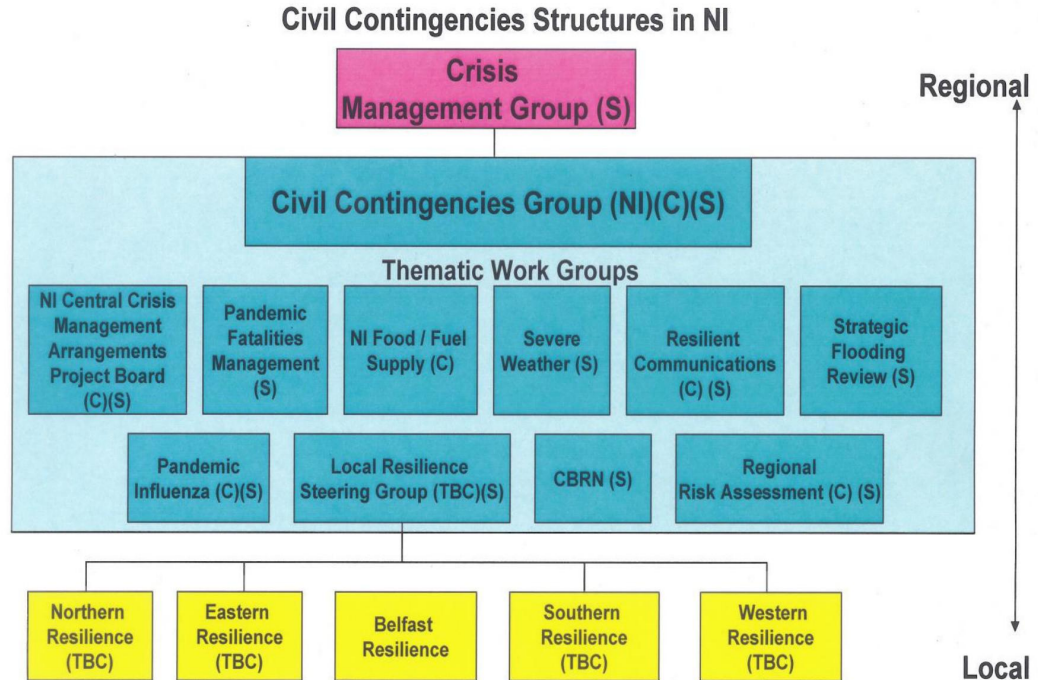
To achieve this, the CCPB:

- co-ordinates information and advice to the First Minister and deputy First Minister and the Executive on civil contingencies planning and policy;
- promotes civil contingencies preparedness across NI Departments through provision of information and guidance and maintenance of effective civil contingencies policies;
- facilitates co-ordination of contingencies preparedness across NI departments and the wider public sector when issues are cross-cutting; and
- maintains the NI Central Crisis Management Arrangements.









The following paragraphs provide a brief description of the above diagram.

**Crisis Management Group (CMG)**

Meetings of this group are initiated by the NI Executive, Ministers or the Head of the Northern Ireland Civil Service in consultation with NI Permanent Secretaries or the nominated departmental emergency planning liaison officer.

Membership is on an “ad hoc” basis depending on the nature and extent of the emergency.

CMG will only be assembled in the event of a major disaster or crisis where existing departmental arrangements are insufficient to provide and co-ordinate the resources necessary to deal with the situation.

**Civil Contingencies Group (NI)**

The Civil Contingencies Group (NI) (CCG NI) is the main means by which key stakeholders in civil contingencies are brought together at Northern Ireland level.

CCG (NI) meets at least three times per year to discuss policy issues and share information.

***Member Organisations are:***

11 Northern Ireland Civil Service (NICS) Departments

Northern Ireland Office (NIO)

Police Service of Northern Ireland (PSNI)

Northern Ireland Fire & Rescue Service (NIFRS)

Northern Ireland Ambulance Service (NIAS)

Maritime & Coastguard Agency (MCA)

Food Standard Agency (FSA)

Local Government Emergency Management Group (LGEMG)

**Role of CCG**

The role of the group includes:

- periodic review of civil protection policy in government departments and public bodies in Northern Ireland;
- maintenance of liaison between government departments, the emergency services, other key public sector bodies and district councils;
- dissemination of information to and within member organisations on civil contingencies policy, current issues and risks and the response required to particular emergency situations;
- collection and collation of information necessary to inform policy development or the response to emergencies, either generally or in particular emergency situations;
- the facility to establish standing or ad-hoc sub-groups or working groups to develop policy for, or report on, particular issues or functions; and
- discussion and co-ordination of non-emergency service responses to emergencies which require a multi-agency strategic approach, either in support of the Crisis Management Group or instead of it.

In 2009, the then Head of CCPB confirmed that consideration is being given to reviewing the whole raison d'être of the CCG (NI), including its membership.

## **Civil Contingencies Act 2004**

The Civil Contingencies Act, **2004? [DN: insert date of legislation]**(and accompanying regulations and non-legislative measures) is designed to deliver a single framework for civil protection in the United Kingdom capable of meeting the challenges of the twenty-first century. There is no specific legislation to Northern Ireland (or Scotland **or Wales???** - check]

The Act is separated into two substantive parts:

- Part 1: focuses on local arrangements for civil protection, establishing a statutory framework of roles and responsibilities for local responders; and
- Part 2: focuses on emergency powers, establishing a modern framework for the use of special legislative measures that might be necessary to deal with the effects of the most serious emergencies.

In Northern Ireland, different administrative arrangements at the local level means that Part 1 does not apply to Northern Ireland in the same way as it applies in the rest of the UK. It does apply to certain bodies in Northern Ireland who exercise non-devolved functions (e.g. Maritime and Coastguard Agency, Police Service of Northern Ireland).

In addition, the Northern Ireland Administration has developed the Northern Ireland Civil Contingencies Framework, which will ensure that responders falling within transferred competence act in line with the duties set out in the Act.

A more comprehensive definition of the Act can be accessed at : **[DN: link needs updated]**

## **Northern Ireland Civil Contingencies Framework**

The aim of the Northern Ireland Civil Contingencies Framework is to ensure that the people of Northern Ireland receive a level of protection and emergency response which is consistent with that elsewhere in the United Kingdom and which meets their needs and expectations.

The Framework defines how NI public service organisations will discharge their civil contingencies responsibilities. The Framework consolidates existing policy on civil protection in the public sector with new developments arising from, among other things the Civil Contingencies Act 2004, guidance to GB departments, the [ **DN check -UK Capabilities programme**] and the changing social and political environment in which civil contingencies activities take place. It is not a new initiative but builds on what already exists in order to ensure that Northern Ireland civil protection arrangements meet the needs of the 21st century.

The Framework consists of ten high level statements on how public service organisations shall behave in relation to their civil contingencies responsibilities. These are supported by guidance on actions organisations may take in order to comply with the Framework.

Exactly how the core statements are implemented is a matter for individual organisations and will be dependant on their functions, the extent of their civil contingencies responsibilities and the legal and administrative frameworks within which they operate. In general, the response of organisations to the Framework should be proportionate to the risks they face and the contribution they can make to the safety and welfare of people and the protection of the environment.

Organisations should allocate resources as required in response to risk assessments, the vulnerabilities of the organisation, its functions, its civil contingencies responsibilities and its agreed work programme.

The Northern Ireland Civil Contingencies Framework can be accessed at **<http://cepu.nics.gov.uk/pubs/NI%20CCF.pdf>**

**Innes Report 1997**

Ministers decided in 1996 that a fundamental review of emergency planning arrangements in Northern Ireland should be carried out.

The aim was to ensure that these arrangements could be brought on a par with those available in the rest of the United Kingdom.

The Innes Report, prepared by a consultant experienced in this field, made a number of recommendations to enhance and strengthen the ability of Northern Ireland Departments and Agencies to react to and deal with the effects of a major civil emergency. Ministers fully endorsed these recommendations.

They included the establishment of a central mechanism to coordinate the response to a major civil emergency and the recruitment of professional emergency planning officers who would assist and facilitate Northern Ireland Departments in formulating and testing their emergency plans.

They also placed great emphasis on training and the availability of guidance material.

[DN: NEEDS TO BE UPDATED]

## Civil Contingencies Structures in GB (at 2009)

### *Cabinet Office*

- 1 The Civil Contingencies Secretariat (CCS) was established in July 2001. Since then, CCS has worked to improve the UK's preparedness for and response to emergencies. CCS aims to ensure that the UK and its communities remain a safe and secure place to live and work, by effectively identifying and managing the risk of emergencies, and maintaining world-class capabilities to respond to and recover from emergencies.
- 2 CCS has five of specific objectives:
  1. **Spotting trouble, assessing its nature and providing warning;**
  2. **Being ready to respond;**
  3. **Building greater resilience for the future;**
  4. **Providing leadership and guidance to the resilience community;**  
**and**
  5. **Effective management.**
- 3 It is worth noting the breadth of responsibility that CCS was responsible for, and its direct linkages to the Cabinet Office and ultimately Ministers.

### *Scottish Resilience*

#### **Background and Purpose**

- 4 Scottish Resilience is part of Scottish Government. It works with frontline organisations, especially the eight Fire and Rescue Services, to prepare for, and where necessary respond to, all types of emergencies.

### **Staffing and Organisation Structure**

- 6 Scottish Resilience had undergone a restructuring in 2009 and [DN : insert what the position is since then XX]

Scottish Resilience consists of about [50] people, which is a mixture of Civil Servants and secondees from the Fire and Rescue Services, Police, local authorities and the Health Service.

### **Department Responsibilities**

- 7 There are seven main functioning units within Scottish Resilience, these are:

- **The Scottish Fire Services College** – Responsible for central training and development centre for Fire and Rescue Services and manages the central training fund.
- **Strategy Unit** – Responsible for strategy, legislation and policy, also includes risk capability analysis and measuring preparedness.
- **Communication Unit** – Responsible for multi agency communications, resilience communications and CBRN planning.
- **Capabilities Unit** – Responsible for running the Scottish Government Resilience Room (SGoRR) and supporting the Emergency action team. Providing support to Strategic Coordinating groups (SCG) as well as promoting business continuity.
- **Scottish Resilience Development Service (ScoRDS)** – Responsible for delivery of continued professional development, multi agency training, delivery of emergency awareness raising programmes and knowledge sharing.



- **Resources and Planning Unit** – Responsible for coordination of all Scottish resilience funding, business planning and learning and development.
- **The Scottish Fire and Rescue Advisory Unit** – Responsible for providing professional support and assistance to the Fire and Rescue Services on operational readiness. Provides technical guidance, also advises Ministers and other stakeholders on professional and technical matters.

### Groups and Forums

8

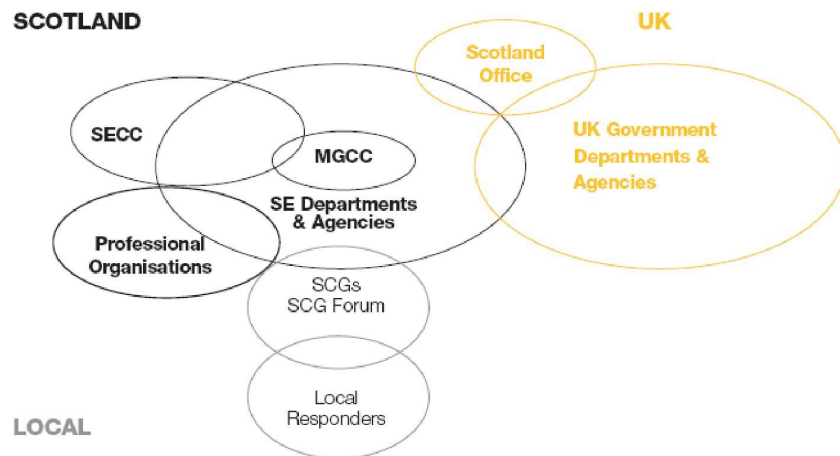


Figure 1 Outline Structures for Co-ordination in Preparing for Response in Scotland

9

- **Scottish Emergency Co-ordinating Committee (SECC)** - has a role in both preparing for emergencies and in providing advice and support for SEER at a time of emergency. SECC comprises of a core group of the most senior officers in each of the main responding agencies and professional bodies and representatives of SE and the Cabinet Office. Normally SECC meets three times a year to keep abreast of Scotland's ability to cope with emergencies and, when necessary, to endorse activity identified to enhance, improve and develop its capabilities and capacity to respond.
- **Strategic Co-ordinating Group (SCG)** - Scotland's eight Strategic Co-ordinating Groups (SCGs) bring the organisations involved in dealing with

emergencies together in formal partnerships to prepare for and respond to emergencies. These multi-agency groups are based in police force areas and are chaired by Chief Constables and local authority Chief Executives. They have robust plans in place to respond to all kinds of events. These plans are regularly tested in joint exercises and during real emergencies.

- **Ministerial Group on Civil Contingencies (MGCC)** - will meet when the nature or seriousness of the emergency is such that it cannot be handled by a lead SE department alone. MGCC will act on behalf of, and report to, the Scottish Cabinet. It will set the strategic direction for Scotland's response and oversee Parliamentary and media handling in Scotland. MGCC meets in preparation for emergency response. In response membership of MGCC is determined by the nature of emergency.
- **SEER Scottish Executive Emergency Room (SEER)** – During an emergency the SEER may be opened, the precise nature will vary based on the emergency. SEER is a mechanism to coordinate and inform local responders and ministers with information required. It will consist of an Emergency Action Team, Media & Communications, Cabinet Office Briefing Room, and the Ministerial Group on Civil Contingencies (MGCC)

### ***Wales Resilience [DN: 2009 position requires updating ]***

#### **Background and Purpose**

- 10 As a result of the Civil Contingencies Act 2004, the Welsh Executive restructured joint agency planning resulting in the creation of Local Resilience Forums (LRFS), and at the all-Wales level, the Wales Resilience Forum (WRF). A Wales Resilience Partnership Team (WRPT) was formed to support the Wales Resilience Forum. The WRPT has set up a number of sub-groups to develop resilience on a pan-Wales level in such areas as risk assessment and mass fatalities.
- 11 The Welsh Assembly Government's Emergencies Branch acts as secretariat to the WRF, WRPT and all the pan-Wales sub-groups. The Branch has

representatives on all LRFS and Coordinating Groups. For Wales, the Branch fulfils similar functions to those of the Regional Resilience Teams in the Government Offices of the Regions in England. Although civil contingencies is not devolved in Wales the Assembly Government, with its devolved powers, has an important role to play in terms of the political, social and economic aspects of the critical national infrastructure in Wales.

### **Staffing and Organisation Structure**

- 12 Welsh Assembly Government's Emergencies is much smaller in comparison with Scottish Resilience and is more in line with CCPB. The 'Resilience Unit' consists of eight people (G6, G7, 2xDP, SO, 2xEO, & admin), it is headed by an equivalent Grade 6 level, but this person also has responsibility for Security, IT Security and Business Continuity. The Emergencies Branch is headed by an equivalent Grade 7 level and is split into two teams; Operations and Projects Team and Civil Contingencies Act Team.
- 13 The Operations and Projects Team is led by the equivalent to DP level and has 2 staff equivalent to a Staff Officer and EO. The Civil Contingencies Act Team is led by the equivalent to DP level and comprises of one EO equivalent. There is also an administrative Team Support covering both teams.
- 14 As a result of the Swine Flu pandemic the team was expanded through secondments temporarily by three DP equivalents and 1 Staff Officer equivalent and as well as Admin Team Support.

### **Department Responsibilities**

- 15 The Operations and Projects Team are primarily responsible for the Emergency Co-ordination Centre (Wales) Management including the Volunteer Staff Recruitment and Training. They coordinate External Training and Exercising, maintain the *Wales Resilience* Website and WRF Newsletter and conduct Project work as directed. In addition to this they provide support for some of the WRPT Sub-Groups.

- 16 The Civil Contingencies Act Team are primarily responsible for Issues relating to the Civil Contingencies Act 2004 as well as Ministerial Briefings and Submissions relating to the CCA, responses to National Assembly, Conference Organisation and Expenditure Issues. They provide support including administration and secretariat for WRF, WRPT and some of the WRPT Sub-Groups.

**Groups and Forums**

- 17
- **Wales Resilience Forum (WRF)** – The aim of this group is to promote good communication and the enhancement of resilience across agencies and services in Wales by providing a forum for Chief Officers to discuss with Welsh Ministers strategic issues of emergency preparedness. It also provides direction and strategic leadership to the Wales Resilience Partnership Team and its sub-groups. WRF meet on a quarterly basis and it is chaired by the First Minister and secretariat is provided by the Head of the Emergencies Branch, Administrative support is provided by the Civil Contingencies Act Team.
  - **Wales Resilience Partnership Team (WRPT)** – The aim of this team is to take strategic direction from the Wales Resilience Forum in delivering specific aims, objectives and targets in resilience work on an all-Wales basis. Also to work in partnership with Local Resilience Forums and category 1 and 2 responders - as defined by the Civil Contingencies Act 2004 - in delivering these actions effectively. WRPT meet on a monthly basis and it is chaired by the head of the Resilience Unit and secretariat and administrative Support is provided by the Civil Contingencies Act Team.
  - **Emergency Co-ordination Centre Wales (ECC (W))** - During an emergency the Welsh Assembly Government may activate the Emergency Co ordination Centre (Wales). The ECC (W) can be linked with all Strategic coordinating Groups, and the central government crisis management machinery facilitated by Cabinet Office.
  - **Wales Resilience Partnership Team Sub-Groups**

Sub-Group	Owner
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Wales Resilience Partnership Team Wales Utilities Group Wales Risk Assessment Group	HR Director, Welsh Assembly Government
Wales CBRN Working Group	Chief Fire Officer
Wales Evacuation Group Wales Training and Exercising Group Wales Logistical Preparedness Group	Chief Constable
Wales Resilience Website Group Wales Media Emergency Forum	Director of Communications, Welsh Assembly Government
Wales Warning and Informing Group	Commander 160 (Wales) Brigade
Wales Humanitarian Assistance Group	Society of Local Authority Chief Executives and Senior Managers (SOLACE)
Wales Flood Group	Director, Environment Agency Wales
Wales Animal Disease Group	Chief Veterinary Officer
Wales Recovery Group Wales Mass Fatalities Working Group	Director, Welsh Local Government Association
Wales Maritime Issues Advisory Group	Regional Director, Maritime and Coastguard Agency

### **Role of Civil Contingencies Policy Branch CCPB(NI)**

The Civil Contingencies Policy Branch has a long history in the Northern Ireland Civil Service, having evolved from a World War II civil defence function of the then Ministry of Public Security. After the War, the Home Defence Branch of the Ministry of Home Affairs was created and in 1972 this became the Home Defence / Elections Branch of the Northern Ireland Office. In the early 70's Civil contingency planning did not exist, and most of the Branch's work was devoted to civil defence planning, together with elections.

During the late 70's and early 80's, however, there occurred a number of natural, industrial and transport disasters in Great Britain. The work of what had become Emergency Planning Branch (with the transfer of responsibilities for elections) broadened in response. In addition, in the 90s, following the fall of the Berlin Wall and the break-up of the Warsaw Pact, the planning assumptions for Civil Defence were completely revised, and Civil Defence Planning was put on a "care and maintenance" basis. During this time of change in Civil Defence, civil contingencies planning continued to expand; it now forms the bulk of the work of the Branch.

Since the restructuring of Departments in [20XX], the Branch is currently part of The Executive Office under the direction of the Head of the Northern Ireland Civil Service and The Executive Office Ministers.

## **Origins of Civil Contingencies Policy Branch - Historical Background**

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