

# Civil Contingencies Act Enhancement Programme (CCAEP)

## PROGRAMME INITIATION DOCUMENT

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## Document Revision History

Revision date	Version	Summary of Changes
23/05/2008	v0.1	First draft for Review Steering Group consideration
08/07/2008	v0.2	Adding sections for extra information post Steering Group
21/07/2008	v0.3	Adding new interface to PID
22/07/2008	v0.4	Amendments made following meeting with Kathy Settle including: Embedding ERR into the general project approach; Changing name of Issue Resolution Groups to Task and Finish Groups; and Other wording and grammatical changes.
29/08/2008	v0.5	Amendments following evidence gathering in the light of the recommendations of the Steering Group and discussion with CCS management on the scope, structure and governance of the work.  Proposal that 'CCA Review' project should consist of phased delivery of number of projects given weight and complexity of themes that have emerged through early evidence gathering as part of the work. Version v0.5 reflects changed strategic approach and conversion to 'CCA Enhancement Programme'.
20/09/2008	v0.6	Further amendments following discussion with CCS management.
26/09/2008	v0.7	Amendments following Programme Board held 26/09/2008
14/10/2008	v0.8	Amendments following comments from Steering Group members.
24/10/2008	v1.0	Amendments following Steering Group meeting on 23/10/08 and reflecting agreement on final draft of PID.
07/07/2009	v1.1	Amendments following end of Phase 1.
07/07/2009	v1.2	Amendments to Dave Fletcher workstreams.
08/07/2009	v1.3	Amendments to PID following team meeting.
16/09/2009	V1.4	Amendments to refine Phase 2 scoping and update Phase 1 activity.
22/09/2009	V1.5	Amendments to incorporate Programme Board comments (21/09/09)
02/11/2009	V1.6	Amendments to incorporate Steering Group comments (30/09/09)
13/10/2010	V1.7	Light touch review of PID - changes to Programme Timetable and review of project deliverables.

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# Civil Contingencies Act Enhancement Programme (CCAEP)

## Purpose of this Programme Initiation Document

1. The purpose of the Programme Initiation Document (PID) is to define the **Civil Contingencies Act Enhancement Programme (CCAEP)** in order to form the basis for the management and delivery of the work and assessment of its success. The PID will act as a source document against which the **Programme Manager, Senior Responsible Owner (SRO), CCAEP Programme Board** and **CCAEP Steering Group** can assess progress on delivery, discuss change management issues and assess ongoing viability of the work.
2. **Version 1.6 of the PID** reflects changes in the structure of the work as we close Phase 1 of the Programme and begin Phase 2. It takes into account external issues from the response to swine 'flu and further evidence gathered as a result of Phase 1. This revised PID reflects the current shortage of staff within the CCAEP team and sets out a new timetable based on anticipated future staffing levels for the team. While the original aims and objectives of the work – as previously agreed by the CCAEP Steering Group - have not altered significantly, this PID sets out in greater detail the projects that will be delivered as part of Phase 2.

## Background

4. The Civil Contingencies Act 2004 (CCA) is separated into two main components:
5. **Part 1: local arrangements for civil protection** – Part 1 establishes a statutory framework of roles and responsibilities, based on the principles of **Integrated Emergency Management (IEM)**, for those organisations involved in civil protection at the local level. Part 1 of CCA and the accompanying regulations divides local responders into two categories and establishes a different set of duties on each. **'Category 1'** responders (listed in Schedule 1 of the Act) are those organisations that collectively form the core of local emergency preparedness and response. These organisations include the emergency services, local authorities and a number of government agencies.
6. The CCA requires Category 1 responders to fulfil their civil protection duties by reference to their specific functions or where the organisation is listed as a Category 1 responder and it is considered "necessary or desirable..." for the organisation to take action in relation to the emergency. Functions are defined as "any power or duty whether conferred by virtue of an enactment or otherwise". This reference covers statutory powers and duties, in addition to common law powers. The CCA imposes a number of specific statutory duties on Category 1 responders:
  - **Risk assessment;** (which, supported by a collective process, provides the grounding for delivering the substantive elements of the CCA);
  - **Emergency planning;**
  - **Business continuity management;** and
  - Maintaining public awareness and arrangements to warn, inform and advise the public if an emergency is likely to occur or has occurred (**Communicating with the public**).
7. A fifth duty applies to local authorities alone:

- Provision of advice and assistance to the commercial sector and voluntary organisations in the event of an emergency (**business continuity promotion**).
8. Bodies in the public and private sectors who are less likely to be involved in general resilience planning and front-line response work, but who may be heavily involved in incidents that affect their sectors (for example, utilities and transport companies), are assigned '**Category 2**' responder status through the CCA. The Contingency Planning Regulations (2005) made under the CCA ("the Regulations") impose two duties on these organisations:
- **Co-operation**
  - **Information sharing**
9. The Co-operation and information sharing duties apply to Category 1 responders also, the aim being to cement local-level partnership working through the **Local Resilience Forum (LRF)** – the principal mechanism for local multi-agency co-operation under the Regulations. While the LRF does not have a legal personality, nor powers to direct its members, the LRF must meet at least every six months. The main purpose of the LRF is to ensure effective delivery of the duties under the CCA and the associated Regulations that need to be delivered in a multi-agency environment, such as the production and update of the **Community Risk Register (CRR)**, the production of multi-agency plans and arrangements to warn and inform the public during emergencies.
10. Part 1 duties came into force in November 2005, with the exception of the Local Authority duty to promote business continuity management, which came into force in May 2006.
11. Part 1 of the CCA and the Regulations are supplemented by the statutory guidance (*Emergency Preparedness*), which provides further detail on fulfilment of the duties and roles. Additional non-statutory guidance (*Emergency Response and Recovery*) was published in the autumn of 2005 to further assist local responders in making effective arrangements to respond and recover from emergencies. In addition to any agreed legislative change, the CCAEP will seek to update both guidance documents.
12. Part 1 of the Act applies fully in England, Wales and Scotland. In Scotland Part 1 CCA powers reside with Scottish Ministers. In Northern Ireland, Part 1 applies to those bodies who exercise non-devolved functions. These organisations are the Maritime and Coastguard Agency, Police Service of Northern Ireland and telecommunications operators. Civil protection arrangements for the Channel Islands and Isle of Man are not covered by the CCA. However, given that the approach to civil protection on these islands is not dissimilar to that in the UK, the CCAEP team has established contact with the relevant departments to enable sharing of information on the programme as the work proceeds.
13. **Part 2: emergency powers** – establishes a modern framework for the deployment of special temporary legislative measures that might be necessary to deal with the effects of the most serious emergencies. Part 2 of the CCA came into effect in December 2004. Certain safeguards exist to limit the application of emergency powers, chief among these is the 'triple lock' which demands that the principles of seriousness, necessity and proportionality are met. **Part 2 of the CCA will not be included within the scope of the CCAEP as (i) Part 2 is untested in practice: emergency regulations under Part 2 have never been invoked since coming into force; (ii) recommendations from recent reviews focus on refinement of Part 1 – there is no specific evidence to suggest that changes to Part 2 of the CCA are required; and (iii) a separate workstream, being led**

by CCS is addressing operational aspects relating to invoking CCA emergency powers.

### Programme Justification and Business Case

14. During the passage of the Civil Contingencies Bill in 2003-4, officials stated the intention to review the CCA two to three years after commencement, which would allow responders sufficient time to establish new structures needed to fulfil their respective duties. The *National Security Strategy*, published in March 2008, sets out the Government's intention to undertake a review of Part 1 of the CCA. This is consistent with Government policy which it is best practice to review legislation every three years to ensure that the original intentions are being met.
15. Evidence from various sources – including independent reviews and findings from the 2008 National Capabilities Survey - indicates that, on the whole, implementation of the CCA has been successful and that it has made a significant contribution to enhancing emergency preparedness in the UK. Given that the CCA has generally embedded well, CCS proposed that this should be a light-touch review to fine-tune the framework and update the supporting guidance.
16. However, during the initial stages of the work, evidence emerged - including the findings of reviews of recent emergencies - indicating that there are a broad range of CCA areas that would merit a more thorough review to ensure that the CCA continues to provide a modern, consistent and effective platform for UK civil protection. Given that a more comprehensive review demands greater resource for delivery – both in terms of CCS policy effort and stakeholder contributions - CCS proposes that a prioritised, phased-approach to tackle the range of topics would be more effective and improve the likelihood of successful delivery. The prioritisation of work also enables a better fit with the delivery of related Government resilience initiatives and response to reviews of recent emergencies (including Sir Michael Pitt's review of the response to the floods in England during the summer of 2007 and Lord Newton's reports on the Buncefield explosion in late 2005).
17. **In consequence, CCS proposes that the original 'CCA review' concept be put on a programme footing, with a phased timetable for delivery. The CCA Enhancement Programme will consist of a number of policy projects delivered through four phases to address specific programme objectives, each of which will require a fully consultative approach and will be supported by Task & Finish Groups (or their equivalents) with oversight provided by the CCAEP Programme Board, Steering Group and, ultimately the Committee on National Security, International Relations and Development.**

### Objectives of the CCA Enhancement Programme

18. The objectives of the CCAEP will be to:
  1. **Assess whether there are aspects of the CCA where original intentions are not being met and develop solutions where these are needed;**
  2. **Consider whether the CCA needs to be modified to reflect relevant experience and changes in relevant structures which have emerged since the Civil Contingencies Bill was passed in 2004;**
  3. **Consider how to reflect best practice in the CCA regime and supporting guidance to help raise the standard of UK resilience activity;**

4. Evaluate whether the scope of the CCA should be broadened beyond emergency preparedness to cover the remaining aspects of integrated emergency management not already covered in Part 1; and
5. Ensure that the CCA framework is effectively aligned and integrated with relevant legislation and policy initiatives.

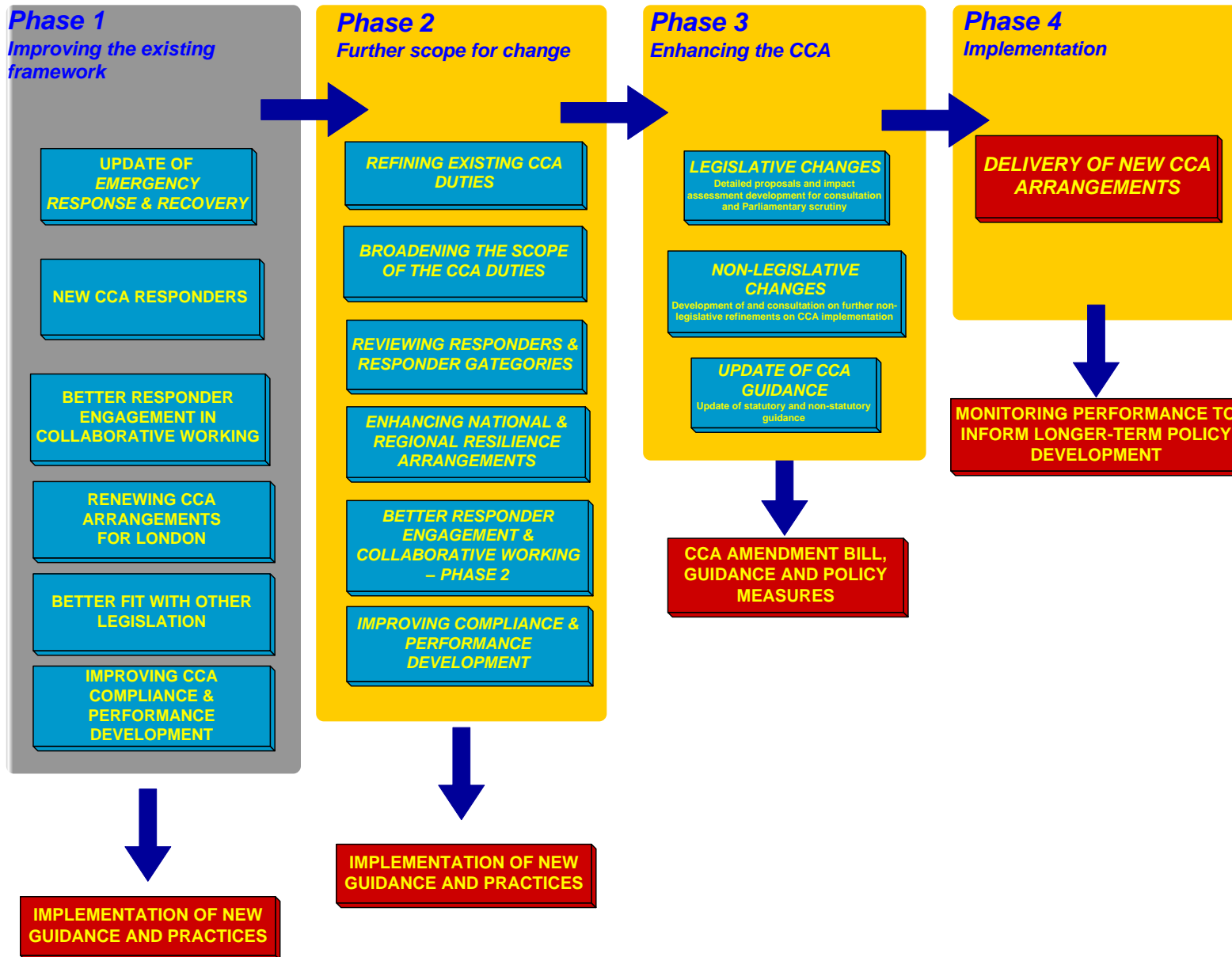
### **Scope and overview of CCAEP Projects**

19. Sixteen policy projects have been identified to meet the CCAEP objectives above, which will be delivered through four phases. Figure 1 sets out the phased-delivery structure of the programme, including project titles and outputs from each phase. Phase 1 has provided evidence for ongoing work in Phase 2 and the projects in Phase 2 have therefore been redefined as:
  - Refining the Existing CCA Duties;
  - Broadening the Scope of the CCA Duties;
  - Reviewing Responders and Responder Categories;
  - Enhancing National and Regional Resilience Arrangements;
  - Better Responder Engagement and Collaborative Working – Phase 2; and
  - Improving Compliance and Performance Development- Phase 2.

The following section of the PID sets out the rationale for each phase and project, and the outcomes from Phase 1 work in addition to providing an indication of likely outputs and outcomes from Phases 2-4. Separate and more detailed project specifications will be used to inform the work of the individual Task & Finish Groups.

20. The timeframes for delivery of work for each phase of the programme are presented in the tables describing projects and in Figure 2 (page 22).

Figure 1. Civil Contingencies Act Enhancement Programme: Schematic showing phased-project delivery and associated outputs





### Phase 1 – Improving the Existing Framework

21. The first phase of the CCAEP focussed on improving the standard and consistency of implementation of the existing CCA framework and, where needed, sought to improve local resilience structures and responder engagement in collaborative working, including the functions of the Local Resilience Forum. This was achieved, primarily without legislative change, although individual Phase 1 projects identified potential legislative changes which need further exploration in Phase 2.
23. Descriptions, rationale and outputs for each Phase 1 project are set out below alongside an assessment of how each deliverable and objective was met during Phase 1. We have also identified any work which will be taken forward into Phase 2. We determined prioritisation of these projects by:
  - (i) consideration of recommendations stemming from recent reviews – such as Sir Michael Pitt’s review of the response to the summer floods in 2007, and the findings of the Buncefield Major Incident Investigation Board;
  - (ii) CCS’ assessment of practical improvements to the CCA framework that may be delivered quickly and without the need for protracted legislative change;
  - (iii) the need to refresh outdated non-statutory guidance, *Emergency Response & Recovery*; and
  - (iv) cost-effective use of available resource (both within CCS and contributing organisations) to address the themes identified during the evidence gathering phase.
24. CCS envisaged that specific Task & Finish Groups were not required for the ‘Improving CCA Compliance and Performance Management Methods’ or the ‘New Responders’ projects. Instead, the former project was supported by the CCA Regulators’ Forum which consists of responder regulators, such as Her Majesty’s Inspectorate of Constabularies (HMIC), the Audit Commission and Healthcare Commission. Stakeholders were fully consulted, however, on any new proposals or measures, including the development of the CCA Compliance Expectations Set, Civil Protection Self-Assessment Tool and the peer review framework.
25. The ‘New Responders’ project required bilateral negotiations between relevant candidate organisations, relevant Government departments and CCS. At the same time, the Programme Team invited comments from the CCAEP Policy Forum, Board and Steering Group on the overall policy for amending Category 1 and 2 memberships.
26. The membership and terms of reference for each Task and Finish Group was confirmed following agreement from the CCAEP Steering Group. The Steering Group noted that the London Task & Finish Group had already been established to allow adequate time for Ministers to consider funding options for the beginning of the 2009/10 financial year, although Ministers agreed to maintain existing arrangements for 2009/10.

## Project 1 – Improving CCA Compliance and Performance Management Methods

27. **Outline:** Designing and delivering a new performance management framework that aims to improve CCA compliance and raise the standard of UK resilience activity.
28. **Rationale:**
- a) Calls from the responder community and stakeholders to clarify what is expected from statutory responders in relation to CCA duties.
  - b) Effective integration of CCA performance management with the new Local Government Tasking Framework (in England) and the new National Indicator set, including Indicator 37 on public awareness of responders' arrangements for managing emergencies.
  - c) The need for a self-assessment and peer review framework.
  - d) A need to clarify the process and triggers for intervention and enforcement provisions (Sections 9 and 10 of the CCA).
  - e) The need to ensure that Category 1 and 2 responders comply fully with their respective duties under the CCA/Regulations.
29. **Timeframe for delivery:** September 2008 – October 2009 (*whilst policy development work was completed in Phase 1, Civil Protection Self-Assessment Tool [CPSAT], the Performance Development Framework and Peer Review tool will be delivered by Spring 2010*).
30. **Deliverables:**
- a) Development and roll-out of CCA Compliance and Capabilities Expectations Set for Category 1 and 2 responders – ***This deliverable has been fully met within timescales;***
  - b) Pilot and national delivery of CPSAT, providing sector-specific comparators on performance, and links to good practice and relevant guidance – ***The development of this piece of work has been completed and will be piloted before the end of the year. Full roll out will be in early 2010;***
  - c) Development and delivery of Peer Review framework for CCA compliance – ***Instead of establishing a stand alone project, the programme will seek to embed a framework within existing peer review tools. This is ongoing and will be taken forward into the Phase 2 period.***
  - d) Performance development arrangements for any new responders assigned Category 1 or 2 status through 'New Responders' project – ***This will not be fully capable of delivery until new responders legislation has been passed at the close of Phase 3;***and
  - e) Evidence to inform 'Refining the CCA' and 'National and Regional Resilience Arrangements' projects in Phase 2 and an assessment of whether sections 9 and 10 of the CCA need to be modified based on evidence gathered (informing Phases 2 and 3 of the CCAEP) – ***Evidence has been gathered from this project that will inform projects within Phase 2.***

31. **Outcomes:**

- a) Addresses CCAEP objectives 1, 2 and 3 – ***This outcome has been met.***
- b) Clarification of CCA/Regulations and Capability requirements for Category 1 and 2 responders and provision of examples of good practice – ***Stakeholder feedback suggests that this outcome has been met.***
- c) Strengthened government partnership with Category 1 and 2 responders – ***Evidence about this will not be fully available until the results of the Programme have been fully embedded post implementation phase;***
- d) Improved local response capability for assessing CCA compliance and resilience capabilities levels and improved sharing and uptake of good practice through the online Civil Protection Self-Assessment Tool (CPSAT) – ***Evidence to assess this outcome will be gathered as part of the pilot process with ongoing monitoring after full roll-out;***
- e) Strengthened collaboration at the local tier and increased sharing of good practice through peer-review of CCA compliance and capabilities – ***Evidence to assess this will be available post implementation of the Performance Development Framework and Peer Review mechanism;*** and
- f) Clearer government policy and transparency on the process and triggers for invoking intervention and enforcement action under Sections 9 and 10 of the CCA, where non-compliance is evident – ***Performance Development Framework will deliver greater transparency around the process and triggers for escalation and de-escalation. The Framework will be published for formal consultation in the autumn.***

**Project 2 – Better Responder Engagement in Collaborative Working**

32. **Outline:** Seeking improved collaborative working between all Category 1 and 2 responders and other non-statutory responders (such as the voluntary sector and armed forces), including more consistent participation in LRFs and greater clarity of expectations on Category 2 responders.

33. **Rationale:**

- a) Evidence to suggest some difficulty for Category 1 responders in engaging all civil protection partners needed to achieve sound planning and response arrangements;
- b) Some conflict and confusion in interpretation of legislative requirements for information sharing;
- c) Different approaches to LRF leadership, coordination and procedure;
- d) Consideration of whether the coordination of LRF activity (eg. LRF secretariat / coordination function) should be centrally resourced.

34. **Timeframe for delivery:** September 2008 – October 2009 (*whilst policy development work was completed in Phase 1, draft guidance will be issued in autumn with final publication in early 2010*).

35. **Deliverables:**

- a) New guidance on cooperation and information sharing, including a *Local Authority Mutual Aid Guide* – ***The Local Authority Mutual Aid Guide was published in December 2008. Further draft guidance on cooperation and information sharing will be published for consultation in autumn of this year;***
- b) Code of Good Practice for LRFs – ***This work has been subsumed by the work on guidance and therefore delivery will form part of the guidance;***
- c) Possible proposals for central resourcing for LRF coordination – ***This work is underway in Phase 2 and is considering a range of options including direct funding and voluntary subscription systems;***
- d) Clear policy guidance on information sharing for civil protection – Information Sharing chapter for *Emergency Preparedness* has been drafted and ***is due to be published for consultation in late 2010/ early 2011;***
- e) Potential recommendations for Phase 2 of the CCAEP relating to the legal status of LRFs – ***Further assessment of proposals to establish LRFs as legal entities will be taken forward during Phase 2;*** and will undergo consultation with the next six months; and
- f) Findings to inform ‘Refining the CCA Duties’ and ‘National and Regional Resilience Arrangements’ projects in Phase 2 – ***Evidence has been gathered around this and work has been taken forward to other projects.***

36. **Outcomes: (to be evaluated)**

- a) Addresses CCAEP objectives 1, 2 and 3 - ***met.***
- b) Greater clarity of expectations on collaborative working, particularly for Category 2 responders – ***there will be two stages for evidence of this, feedback during consultation and ongoing monitoring during implementation;***
- c) Improved assistance and support from Government and Regional Resilience Forums for enabling effective partnership working at the local level – ***Evidence will be gathered in the same way as above;*** and
- d) Greater clarity about leadership and governance in LRFs and level of resources required – ***Some evidence to be gathered during Phase 2 otherwise evidence for this will be gathered in the same manner as the previous two outcomes.***

### Project 3 – Better Fit with Other Legislation

37. **Outline:** Ensuring consistency across planning and response arrangements established by the CCA and other legislation, including Control of Major Accidents Regulations (COMAH), Radiation (Emergency Preparedness and Public Information) Regulations (REPPPIR), Pipelines Safety Regulations (PSR), coastal pollution response frameworks

and other hazard-specific regimes. The project will seek to address a number of related recommendations arising from the Buncefield investigation and the report into the floods in 2007.

**38. Rationale:**

- a) Evidence to suggest that local planning and response arrangements for different regimes are not always effectively integrated;
- b) Different standards apply to readiness and response;
- c) Some hazard specific regimes are not integrated well into the work of LRFs;
- d) Warning and informing arrangements for some regimes differ from CCA requirements; and
- e) Inconsistency can cause confusion for the public and responders and increase the risk of poor planning and response.

**39. Timeframe for delivery:** January 2009 – October 2009, (*whilst policy development work was completed in Phase 1, draft guidance will be issued in autumn with final publication in early 2010*).

**40. Deliverables:**

- a) Recommendations for amendment of relevant sections of *Emergency Preparedness and Emergency Response & Recovery* – ***This was delivered alongside the update to ER&R which was published in August.***
- b) Detailed guidance on more joined-up implementation of CCA and other relevant legislation – ***Draft guidance has been prepared and is due to be published in the Autumn***; and
- c) Possible proposals for legislative amendment to the CCA (and possibly sector specific legislation) for consideration in ‘Refining the CCA Duties’ project in Phase 2 – ***No proposals for legislative change have been identified through this project.***

**41. Outcomes:**

- a) Addresses CCAEP objective 5 - ***Met***;
- b) Greater consistency of arrangements across different civil protection regimes including compatibility of warning and informing arrangements – ***Evidence to be gathered after implementation of guidance***;
- c) Greater consistency in standards of performance – ***Evidence to be gathered after implementation of guidance***; and
- d) Improved integration of all hazard-specific regimes within local resilience networks – ***Evidence to be gathered after implementation of guidance.***

## Project 4 – New Responders

42. **Outline:** Considering suggestions for new Category 1 and 2 responders under the CCA and deciding on whether to add these to Schedule 1.
- .
43. **Rationale:** Recent crises and experience since the CCA came into force, including structural changes in some resilience sectors indicate that it would be useful to consider whether a number of organisations should be designated as either Category 1 or 2 responders. This project will consider, on a case-by-case basis, whether organisations should be added to the list of statutory responders in Parts 1 and 3 of Schedule 1 of the CCA by Order (affirmative resolution procedure).
44. **Timeframe for delivery:** September 2008 – October 2009 and then to close of Phase 2. *(We had expected that any required amendments in this area would be achievable within Phase 1. However, as the project developed it became clear that more certainty was required around the duties that responders would be asked to carry out after the completion of Phase 2. We therefore decided that new responders would be agreed in principle by the close of Phase 1 and revised and confirmed after the close of Phase 2 after proposals on changes to duties had been developed.)*
45. **Deliverables:**
- Assignment of Category 1 and 2 responder status to new organisations through Ministerial Order under the CCA regulations – ***No urgent cases for inclusion identified. Given the interdependencies on other Phase 2 projects around duties and enhancing national, regional and local resilience arrangements, assignment will take place after the close of Phase 2. Only Food Standards Agency initially to be included as Category 1 responder, following review of potential and eligible responder organisations.***
  - Possible re-assignment of existing responders from Category 2 to Category 1, or *vice versa*. (None required at this stage).
  - Guidance to new responders to ensure that they are able to meet the respective CCA requirements – ***This coincides with part of the Compliance and Performance Development and Better Collaborative Working Strands and is due to deliver alongside the designation of new responders;***
  - Recommendations for amendment of relevant sections of *Emergency Preparedness* and *Emergency Response & Recovery* so that new responder roles are taken into account in the updated guidance – ***Chapters of Emergency Preparedness have been revised and ERR was updated in August 2009 and April 2010;*** and
  - Findings to inform ‘Refining the CCA Duties’ and ‘National and Regional Resilience Arrangements’ projects in Phase 2 - ***Met.***
46. **Outcomes:**
- Addresses CCAEP objectives 1 and 2- ***Met.***

- b) Strengthened local responder collaboration by ensuring all relevant organisations are assigned statutory responder status through the CCA – ***Evidence to be gathered post implementation.***
- c) Implementation of relevant recommendations and lessons identified from reviews, emergencies and exercises – ***Evidence of success to be gathered post implementation.***

## Project 5 – Renewing CCA Arrangements for London

47. **Outline:** Review existing CCA arrangements and organisational roles in London, as set out in Chapter 9 of *Emergency Preparedness* and consider whether any changes are required.
48. **Rationale:**
- a) The CCA Regulations and statutory guidance, *Emergency Preparedness*, make specific provision for resilience arrangements in London. In particular, the London Fire & Emergency Planning Authority carry-out a number of statutory functions, which outside of London are undertaken by Local Authorities. A specific grant - administered by CCS - is provided to the Authority to deliver these responsibilities.
  - b) In addition, while six LRFs have been established in London to reflect LRF structures elsewhere and the need to ensure effective responder engagement and share good practice across 33 London Boroughs, a significant amount of emergency preparedness work is delivered at the regional (ie. London) level, indicating that consideration of the role and structure of London LRFs would be useful as part of the wider CCAEP work to refresh the CCA framework.
  - c) This project will consider whether the existing arrangements are effective and whether any practical or legislative changes are necessary. The work will consider wider roles of London organisations in resilience activity (ie. beyond the statutory requirements of the CCA/Regulations) and take full account of the planning being undertaken in preparation for the London 2012 Olympics.
49. **Timeframe for delivery:** May 2008 – Autumn 2009. A Task and Finish group was established in May 2008 to address the issues, leading to an informal consultation focusing on the effectiveness of London LRFs and the delivery of CCA/Regulations requirements. Full consultation on proposals developed in Phase 1 is planned for Autumn and we expect to deliver any regulatory changes in Spring 2011.
50. **Deliverables:**
- a) Recommendations for amendment of relevant sections of *Emergency Preparedness* and *Emergency Response & Recovery*; ***Met - ERR published in August.***
  - b) Implementation of any new arrangements to reflect modified resilience structures for London; ***These rely on regulatory changes and therefore will be taken forward in Spring 2011 following public consultation.***
  - c) Recommendations to Ministers on funding options relating to grant provision to the London Fire & Emergency Planning Authority ***Ministers agreed to maintain***

*existing arrangements for 2009/10, new arrangements in development for 2011/12; and*

- d) Possible proposals for legislative amendment for consideration in 'Refining the CCA' project in Phase 2. **Met, consultation paper with proposals for legislative amendment developed with revised regulations currently in development.**

**51. Outcomes:**

- a) Addresses CCAEP objectives 1 and 2.
- b) Improved CCA local and regional arrangements which enhance London's resilience arrangements, including any necessary requirements to support resilience planning for the London 2012 Olympics. **Ongoing, consultation on proposals to be published in autumn.**
- c) Where necessary, improved Regional Civil Contingencies Committee (RCCC) arrangements for London through updated guidance, including the revised *Central Government Concept of Operations (CONOPS), Emergency Response and Recovery* and *Emergency Preparedness*, as appropriate. **Met, ERR updated in August.**

**Project 6 – Update of *Emergency Response and Recovery* guidance**

- 52. Outline:** To update the non-statutory guidance – first published in the autumn of 2005 - to reflect recent developments and new standards in response and recovery methodology.

**53. Rationale:**

- a) A requirement to reflect new recovery methodology since *Emergency Response and Recovery* was first published, and a need to incorporate the guidelines established by the National Recovery Working Group;
- b) A need to integrate lessons identified from a range of recent emergencies, including the Buncefield explosion in 2005, the Foot and Mouth Diseases and Bluetongue outbreaks in 2007, and the 2007 summer floods;
- c) A need to reflect the Science and Technical Advice Cell concept, the evolving Resilient Telecommunications Strategy and new standards in command and control in emergency response;
- d) A requirement to reflect new practice in multi-agency working and on-shore / off-shore interaction when responding to maritime emergencies.

- 54. Timeframe for delivery:** March 2008 – Summer 2009

**55. Deliverables:**

- a) Publication of updated non-statutory guidance in a “user-friendly” format – **In consultation with stakeholders it was decided that the user-friendly format for publication would be the online version;** and



- b) Publication of online version of updated guidance on UK Resilience website – **Met – published in August..**

**56. Outcomes:**

- a) Addresses CCAEP objective 3 - **Met**;
- b) Consistent application of modern response and recovery standards and good practice – **delivered through the national framework for Response and Recovery**;
- c) Dovetailing of *Emergency Response and Recovery* and current issue-specific Government guidance - **met through hyperlinks in document to other relevant guidance**; and
- d) Implementation of relevant recommendations from recent reviews, emergencies and exercises – **This met a number of the recommendations from both the report on the Buncefield fire and the Pitt report.**

**Phase 2 – Further Scope for Change**

- 57. The second stage of the programme will consider, through six substantial projects, how the CCA might be improved through more fundamental change. Addressing CCAEP objectives 1-5, this phase will explore recommendations for improvement that, if implemented, would require amendments to either the supporting regulations or the primary CCA legislation. Phase 2 may also identify alternative non-statutory measures to address issues identified and these, alongside any legislative changes, will be taken forward in Phase 3. Phase 1 findings have shaped the scope of the Phase 2 work and the following section outlines the anticipated focus and deliverables for these projects.
- 58. Given the read-across between the issues being addressed in Phase 1 and 2 of the programme and because some measures developed in Phase 1 will be implemented over an extended period, some discrete elements from Phase 1 will be taken forward into the Phase 2 period.
- 59. All projects will need to build a strong evidence base for change and identify the risks of 'doing nothing'. There are also likely to be implications for funding flowing from any proposals for change which will need to be carefully considered given the funding constraints across the public sector. Also, some recommendations under consideration in this phase have the potential to create new burdens for business. In the context of the Government's drive for better regulation this will be at the forefront of policy development. However, where the risk of 'doing nothing' is considered too great, new burdens may arise and these need to be assessed and funded appropriately. Equally, the projects in Phase 2 may identify opportunities for increasing efficiencies and simplifying regulatory requirements and these should be pursued wherever these can be achieved without compromising civil protection in the UK.
- 60. Whilst this phase is separated into six projects they form part of an integrated whole and policy development will be considered in the round.

## Project 7 – Refining the Existing CCA Duties

61. **Outline:** The ‘Refining the CCA Duties’ project will assess whether existing CCA duties need to be enhanced and added to, such as:

- i. reviewing the alignment of the national, regional and local risk assessment process;
- ii. consider a regulatory requirement for the British Standard (BS 25999) or equivalent on Business Continuity Management for Category 1 responders, and consider whether the Business Continuity Management requirements should be extended to Category 2 responders and any other Critical National Infrastructure owners,
- iii. requiring other Category 1 responders, in addition to Local Authorities, to provide advice and assistance on Business Continuity to businesses and voluntary sector organisations;
- iv. establishing a better distinction between public awareness raising and warning roles through the Communicating with the Public requirements; and
- v. consider whether community resilience could be strengthened through enhancement to duties or guidance (e.g. a requirement to involve the public or voluntary sector in the development of the community risk register).

62. **Rationale:**

- a) Recommendations from Sir Michael Pitt’s review of the Summer 2007 floods and the Buncefield Investigation suggested that enhancement to CCA duties is required. Building on work in Phase 1 to enhance statutory and non statutory guidance, further work is required to explore the need and practicability of enhancement to statutory duties.

63. **Timeframe for delivery:** October 2009 – May 2010

64. **Deliverables: all met**

Policy paper(s) which:

- a) considers evidence of the need to refine the CCA duties and stakeholders’ appetite for change;
- b) provides an assessment of a range of options to address identified needs;
- c) includes practicable recommendations for changes to the CCA, Regulations, Statutory and non Statutory Guidance as well as other policy measures which may be implemented in Phase 3; and
- d) consultation on *Emergency Preparedness* chapters from November 2010.

## Project 8 – Broadening the Scope of the CCA Duties

65. **Outline:** This project will consider whether the scope of the CCA duties should be broadened beyond emergency preparedness to include response and recovery elements. The project may identify opportunities for strengthening the focus on response and recovery as part of the existing emergency planning duties, but will also consider whether some or all of the existing duties should be applied at response and recovery phases or indeed whether additional duties are needed in these phases. Further, this project will link with the *Reviewing Responders and Responder Categories* project to determine whether different responders should have different duties at each stage.
66. This project will also consider whether the CCA needs to include 'PROTECT' elements. Specifically it will look at whether additional duties are needed to protect the resilience of key infrastructure. This aspect of the project will link closely with the *Reviewing Responders and Responder Categories* project which will consider whether there is a need to add critical national infrastructure owners who are not currently Category 1 or 2 responders to the existing schedule to the CCA .
67. Clearly there is the potential for CCA duties to overlap with organisation or sector specific legislation. Particular care will be needed to ensure that any proposed changes to CCA duties do not conflict with those outlined in other legislation.
68. **Rationale:**
- a) Given that some emergencies require an extended response phase, such as the response to pandemic flu, it may be appropriate for some duties that currently apply to emergency preparedness could apply to the response and recovery phases. For example, different protocols for sharing information may need to be developed during an extended response phase.
  - b) Whilst enhancing the business continuity duty may address any concerns about the resilience of our critical national infrastructure, further consideration is needed on whether specific duties for critical national infrastructure owners are needed.
69. **Timeframe for delivery:** October 2009 – May 2010
70. **Deliverables: Met**
- Policy paper(s) which:
- a) considers evidence of the need to widen the scope of the CCA duties, as well as stakeholders' appetite for change;
  - b) provides an assessment of a range of options to address identified needs;
  - c) includes practicable recommendations for changes to the CCA, Regulations, Statutory and non Statutory Guidance as well as other policy measures which may be implemented in Phase 3; and
  - d) consultation on *Emergency Preparedness* chapters from November 2010.

## Project 9 – Reviewing Responders and Responder Categories

71. **Outline:** Building on the work in Phase 1, this project will review schedules 1 and 2 of the CCA and where necessary, develop detailed proposals on any changes to the responders and responder categories. The project will consider, alongside Project 7, what statutory duties should fall on each. Where potential new responders are identified we will need to review the legislation which governs those organisations to ensure that there is no duplication in or conflict with existing duties.
72. **Rationale:**
- a) Whilst the New Responders project in Phase 1 did not identify any urgent need to include new responders it did suggest that emergency preparedness could be enhanced through some additions. The project also identified the need for further exploratory work to see whether all Critical National Infrastructure organisations are covered by the Act and if there is a need to incorporate those who were not included (this would need to be explored with sector sponsor departments and CPNI through CCS's Natural Hazards programme).
  - b) Whilst the CCA provides a schedule of responders, this is not always clear for local responders (e.g. Category 2 responders include those 'holding a licence'). The UK Resilience Website therefore needs updating to ensure that all responders are clearly identified.
  - c) Since the CCA was passed not all administrative changes to responder organisations have been captured in amendments to the schedule and supporting guidance (e.g. changes to Department of Health structures and changes to accommodate the devolution process in Northern Ireland).
  - d) Any changes to the CCA duties, national, regional and local resilience arrangements and compliance arrangements proposed in the other Phase 2 projects may well suggest that changes to the responders and responder categories are needed to accommodate a wider scope for the CCA.
73. **Timeframe for delivery:** October 2009 – May 2010
74. **Deliverables: all met**  
Policy paper(s) which:
- a) considers evidence of the need for additions and amendments to the responders, responder categories and the statutory duties falling on each, as well as stakeholders' appetite for change;
  - b) provides an assessment of a range of options to address identified needs;
  - c) includes practicable recommendations for changes to the CCA, Regulations, Statutory and non Statutory Guidance as well as other policy measures which may be implemented in Phase 3; and
  - d) Currently only Food Standards Agency recommended as new Category 1 responder. Further potential responders are to be considered over the next 18 months.

## Project 10 – National and Regional Resilience Arrangements

75. **Outline:** This project will consider whether the UK resilience ‘chain’ would be improved by establishing in the CCA statutory responsibilities and roles for regional tier, Devolved and UK Government. This will require careful consideration of the evidence relating to the response and management of emergencies, the management of resilience capability building and a thorough debate and consultation with the affected departments and organisations and through the Steering Group, as well as Ministerial consideration via the Committee on National Security, International Relations and Development. This project will also consider whether there are other non-statutory means of improving the resilience chain.
76. **Rationale:**
- a) These aspects were considered in the course of developing the Civil Contingencies Bill in 2003-4. At the time, the decision was taken that it was necessary to assign statutory responsibilities to local responders only. Now, in the light of recent experience, subsequent structural changes and as part of the wider review of the CCA, it is appropriate to reassess the position.
  - b) In December 2008, the Government accepted Recommendation 88 of Sir Michael Pitt’s Review of the Summer 2008 Floods to establish a National Resilience Forum (NRF) to facilitate national level multi-agency planning for flooding and other emergencies as well as regional and local engagement at the national level. As CCS take this proposal forward we will consider whether regional and national level duties are needed to underpin this activity.
77. **Timeframe for delivery:** October 2009 – May 2010
78. **Deliverables: all met**  
Policy paper which:
- a) considers evidence of the need for changes to statutory national and regional resilience arrangements as well as stakeholders’ appetite for change;
  - b) provides an assessment of a range of options to address identified needs;
  - c) includes practicable recommendations for changes to the CCA, Regulations, Statutory and non Statutory Guidance as well as other policy measures which may be implemented in Phase 3; and
  - d) consultation on *Emergency Preparedness* chapters from November 2010.

## Project 11 – Better Responder Engagement and Collaborative Working – Phase 2

79. **Outline:** Building on the Phase 1 work, this project will:
- a) complete analysis of how LRF secretariat work can be funded;
  - b) identify ways to strengthen representation procedures for LRFs, including the development of model protocols;

- c) investigate the use of protocols to strengthen and formalise the relationships between Category 1 and Category 2 responders;
  - d) complete the assessment of the viability of LRFs to be established as legal entities; and
  - e) consider whether potential minor adjustments to the Regulations identified in Phase 1 are necessary.
80. **Rationale:** In Phase 1 we identified that some LRFs had developed ways of funding the secretariat work through voluntary subscriptions. Whilst this may not be appropriate for all LRFs and therefore was not included in the revised Chapter 2 of *Emergency Preparedness*, this solution warrants further assessment, alongside the proposal for central resourcing, and should be shared more widely through non statutory guidance. In addition, during Phase 1 some voices expressed a desire for LRFs to be established as legal entities. The viability of this proposal, within the existing framework of the CCA, needs to be properly assessed.
81. **Timeframe for delivery:** October 2009 – May 2010
82. **Deliverables:**
- a) Policy paper and non statutory guidance on funding LRF secretariat work is in development;
  - b) Non statutory guidance on strengthening representation procedures for LRFs is in development;
  - c) Policy paper which assesses the viability of establishing LRFs as legal entities has been delivered with no case being made for the establishment of LRFs in this guise; and
  - d) Policy paper which assesses the need for minor adjustments to the Regulations, as identified in Phase 1 has seen Phase 2 chapters of *Emergency Preparedness* together with revised Regulations being published for consultation between Spring/Summer 2011.

## Project 12 – Improving Compliance and Performance Development – Phase 2

83. **Outline:** Building on Phase 1, this project will consider whether statutory and non statutory enhancements to compliance and performance development arrangements are required. Specifically it will consider sections 9 'Monitoring by Government' and 10 'Enforcement' as well as further developments to the non statutory tools delivered in Phase 1. Where the project identifies evidence that responders are falling short in fulfilling their duties under the CCA, it may be appropriate to consider the CCA fit with the legislation that underpins the actions of those responders to ensure there is adequate leverage to secure appropriate resources for emergency preparedness work.
84. This project will also further explore the role of regulators in supporting delivery of the CCA, making use of existing regulatory arrangements and taking care not to undermine their role. In this work we will link with CCS's Natural Hazards programme which will work with regulators to enhance the resilience of critical infrastructure.

**85. Rationale:**

- a) As we develop proposals which may include changes to the CCA, the Regulations or statutory guidance we will need to consider in parallel how any changes may be implemented to ensure compliance and continued performance development.
- b) Work with regulators began in Phase 1 and this needs to continue to ensure that there are shared expectations of their role in supporting delivery of the CCA and joint working.

**86. Timeframe for Delivery:** October 2009 – May 2010

**87. Deliverables:** Feed into other Phase 2 projects any performance development and compliance issues that may arise in any policy proposals (ongoing)

### Phase 3 – Enhancing the CCA

88. The third phase will focus on preparation of policy proposals in the light of findings from Phases 1 and 2, development of a full Impact Assessment and drafting of new statutory guidance. The Impact Assessment and updated statutory guidance will need to take full account of the Government's New Burdens and Better Regulation principles and consider, where appropriate, adequate resourcing for responders to enable them to meet any additional duties that are not offset by efficiency savings arising from more cost-effective means of delivering existing CCA responsibilities. It will therefore be important for the Programme Team to work closely with officials from the Better Regulation Executive, HM Treasury, Communities and Local Government and, where appropriate, sponsor departments. (Ongoing).
89. It is current Government policy to legislate as a last resort. Consequently, the development of CCA enhancement measures, for all phases, will follow the above principles. The Programme Board and Steering Group will note that non-legislative policy measures will be considered before development of proposals to amend the primary or secondary CCA legislation.

### Project 13 – Legislative Changes

90. **Outline:** Following a full public consultation on the proposals, the 'Legislative Changes' project will focus on preparation of an amendment Bill for Parliamentary scrutiny and debate in the House. Any proposed legislative change emerging from the programme will need to be cleared through the appropriate processes and the Programme Team will need to secure a slot to ensure that there is enough Parliamentary time to allow passage of this legislation. In developing proposed legislative changes the Programme Team will need to ensure that an implementation plan is in place. This includes preparation of draft supporting guidance. Legislation relating to civil protection is likely to be debated strongly in Parliament. The Programme Team will engage with members of the Cabinet Office Legislation Secretariat and the offices of Parliamentary Business Managers to ensure that colleagues are kept aware of progress.
91. **Deliverables:**
- a) Public consultation on proposals to amend the CCA;
  - b) Supporting Impact Assessment to accompany consultation document;
  - c) Draft guidance and implementation plan to support proposed legislative changes; and
  - d) CCA Amendment Bill for Parliamentary scrutiny in light of public consultation findings, however, programme has identified that an Amendment Bill is not necessary.

### Project 14 – Non-Legislative Changes

92. **Outline:** The 'Non-Legislative Changes' project will consider whether policy measures are required to address those aspects of the legislative change proposals, which do not receive full support through the public consultation.



**93. Deliverables:**

- a) Policy measures and guidance for non-legislative enhancements to the CCA;
- b) Work will be undertaken to ensure continued resilience, amongst local resilience partners, during the current economic situation. This will include facilitating the sharing of good practice amongst emergency planners, issuing non-statutory guidance on joint services and highlighting the importance of resilience amongst Category 1 responder organisations.

**Project 15 – Update of CCA Guidance**

**94. Outline:** This project will deliver final revisions to the statutory and non-statutory guidance in the light of Projects in Phase 3.

**95. Deliverables:**

- a) Publication of revised and updated statutory guidance and non-statutory guidance;
- b) Publication of online version of updated guidance on UK Resilience website; and
- c) Publication of revised “Short Guide to the Civil Contingencies Act”. (under review).

**Phase 4 – Implementation**

**Project 16 – Delivery of New CCA Arrangements**

**96. Outline:** The conclusion to the Parliamentary debate on the CCA amendments Bill and approval for the amendments will mark the transition to Phase 4 of the programme (Project 12 – Delivery of New CCA Arrangements). During the final stages of Phase 3, the Programme Team, Board and Steering Group will need to finalise the implementation strategy for the new CCA arrangements. In particular, this strategy will need to ensure that all organisations are fully aware of their CCA responsibilities, and that they are supported through relevant guidance material and the sharing of good practice. In addition, any new training and doctrine requirements will need to be developed by the Emergency Planning College and individual responder training programmes.

**97. Deliverables:**

- a) Implementation strategy for new CCA arrangements;
- b) revised concordats on CCA implementation between UK Government and Welsh, Scottish and Northern Ireland administrations; and
- c) monitoring of implementation process to inform longer-term policy development.

**98.** As reflected in Figure 1, a comprehensive monitoring programme will be required to assess the effectiveness of implementation to inform longer-term policy making in this area. (under review).

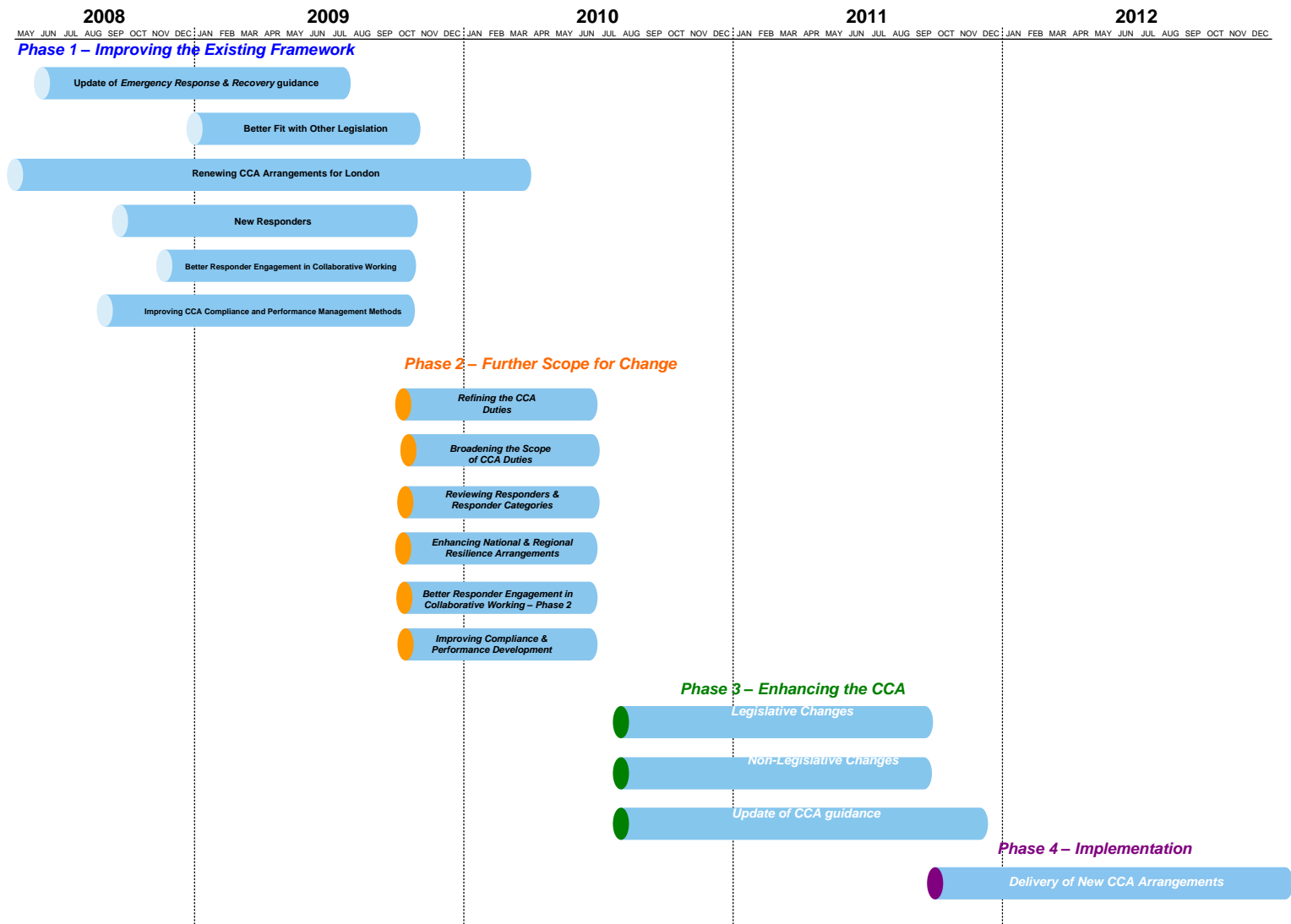
**Programme Timetable**

**99.** A revised provisional programme plan is presented in Figure 2 overleaf. Individual project specifications will incorporate more detailed timetables and milestones. This detail will be reflected in progress reports to the Programme Board and Steering Group.

This programme plan has been revised to take account of a number of issues affecting timing of delivery:

- a. 2010 General Election. Timescales necessarily slipped during the purdah period and in the post-election period, during which the programme was reviewed to ensure that it fitted with current government priorities.
- b. Resourcing issues. The CCAEP team has had a high turnover of staff in the past year.
- c. Stakeholder involvement. Although stakeholder engagement has been consistently high, however, there is the possibility that, as resilience budgets are cut, stakeholders are less able to contribute (please see paragraph 93 for more information).

Figure 2. Revised timeline for delivery of CCAEP projects



### Success Criteria

100. In addition to the intended outcomes for each project (described above), the key success criteria which will be used to measure the success of the programme are as follows:
- a) Delivery of an up-to-date and fit for purpose statutory framework, supporting guidance and policy measures which together provide enhanced and more consistent standards for resilience activity in the UK;
  - b) improved collaborative working between responders at all levels which can be measured through key performance indicators in the National Capability Survey, regulator audits and inspections, and the Local Government Tasking Framework indicator on civil protection; and
  - c) successful implementation of those recommendations from earlier reviews, incidents and exercises that the Government has accepted as requiring implementation.

### Constraints

101. **Part 2 of the CCA:** For reasons outlined in paragraph 13, the programme will focus on Part 1 of the CCA only and will not be reviewing the separate framework for invoking emergency powers (Part 2 of the CCA).
102. **Devolution:** The programme will focus on statutory arrangements in place in England and Wales as covered by the England and Wales legislation. The review recognises that there are different policy and legal structures that impact on civil contingencies even between England and Wales, in particular that some responder organisations have been devolved and this will be taken into account during the review. In line with existing concordats between UK and Scottish Ministers, and between UK and Northern Ireland officials, officials from Scotland and Northern Ireland will be represented on the CCAEP Steering Group and will be invited to contribute to the work, particularly where it affects local and regional cross-border working. In addition, findings from the CCAEP may be considered for implementation in Scotland and Northern Ireland by their respective devolved administrations. Equally, while the provisions of the CCA do not extend to the Channel Islands or the Isle of Man, the Programme Team will maintain links with equivalent responder organisations on these islands so that findings of the programme can be considered for application if required.
103. **2010 Spending Review:** in developing proposals to enhance the CCA, each project will need to assess whether new resources are required for the implementation of new policy measures where these cannot be delivered through efficiency savings. Given the current tight fiscal climate, it is unlikely that additional resources will be secured unless a robust business case is provided. As part of this process, consideration will be given on how best to prioritise policy changes emerging from the Programme. The effects of the spending review are being addressed through non-statutory means. (Please see paragraph 93 for more information).
104. **New Burdens:** new guidance and changes to the legislation will need to take account of the Government's New Burdens principles and deliver, where required, adequate resources for local authorities (including Police and Fire authorities) to enable them to comply with new guidance and statutory responsibilities, where additional burdens are not offset by efficiency savings arising from more cost-effective means of delivering existing requirements. Consequently, the Programme Team will need to work closely with officials

from Communities and Local Government, HM Treasury and sponsor departments in developing proposals.

- 105. Better Regulation Agenda:** All major government departments and agencies are required to produce simplification plans as part of the Government's drive for better regulation. Simplification includes deregulation, consolidation and rationalisation of regulation, and the reduction of administrative burdens. The Cabinet Office is not a significant regulator but civil contingencies is one area of regulatory activity and will need to contribute to the simplification plan. This will therefore need to be at the forefront of policy development work.
- 106. Management of response to emergencies:** CCS staff may be diverted from CCAEP work to respond to emergencies, as has been the case for the swine flu outbreak.

#### **Interfaces and parallel projects**

- 107.** There are a number of external work areas that either influence the direction and scope of the CCAEP or will be affected by outcomes of the programme. These are set out below under "Drivers for Change" and "Workstreams Affected by CCAEP". Interfaces between the CCAEP and these external work areas will be managed by the relevant project areas with oversight provided by the Programme Board and Steering Group. Individual project specifications will provide the detail on how specific recommendations and work areas will be addressed. Owing to national security sensitivities, there are a number of parallel work areas which have not been included in this PID.

#### **Original Drivers for Change**

- 108. Learning Lessons from the 2007 Floods:** Sir Michael Pitt was asked by Ministers in August 2007 to identify lessons from the 2007 flooding emergencies and to make recommendations that would help the country adapt and deal more effectively with this type of emergency in the future. An interim report was published in December 2007 and the Secretary of State for the Environment accepted the urgent recommendations on behalf of the Government. A number of these urgent recommendations and interim conclusions have a read across to the CCAEP. The programme will also consider relevant recommendations relating to the CCA and local response capabilities set out in Sir Michael Pitt's final report published in June 2008.
- 109. Buncefield Major Incident Investigation Board:** The initial report issued by the Major Incident Investigation Board (chaired by Lord Newton) into the explosion at the Buncefield oil storage depot in Hemel Hempstead in December 2005 identified a number of work streams for developing recommendations. '*Emergency preparedness for response to and recovery from incidents*' was the second of these. This report sets out recommendations for improving planning for, response to and recovery from emergencies occurring at high-hazard industrial facilities that fall under COMAH Regulations. The CCAEP will seek to address relevant recommendations through the 'Update of Emergency Response & Recovery' and 'Better Fit with Other Legislation' projects in Phase 1 of the programme.
- 110. Review of the Fire & Rescue Service Operation Response to the Summer Floods 2007:** Sir Ken Knight, the Government's Chief Fire and Rescue Adviser, was asked by the

Secretary of State for Communities and Local Government to undertake a review of the Fire and Rescue Service's operational response to the widespread flooding events of summer 2007. His review set out to consider, among other issues, the need for interoperability between Fire and Rescue Services' training and equipment and that of other local responders. There are a number of recommendations emerging from Sir Ken Knight's review that have implications for the operation of the CCA. Accordingly, the CCAEP will address a number of specific recommendations relating to the Fire and Rescue Service's role in multi-agency and collaborative working with other Category 1 and 2 responders.

111. **Foot and Mouth Disease (FMD): A Review and Lessons Learned:** Following the outbreak of FMD in Surrey in August 2007, the Prime Minister asked Dr Iain Anderson (who chaired the previous Inquiry into the 2001 outbreak) to undertake a review of the Government's handling of the outbreak. The review, published in March 2008, found that there had been a lack of engagement between LRFs and Animal Health Divisional Officers in risk and planning work before the FMD outbreak and called for improved engagement at a local and regional level. These findings will be considered as part of the CCAEP, specifically the case for designating the Animal Health Agency as a Category 1 responder to embed the agency's operations more closely with multi-agency planning work at the local level. The CCAEP will also consider relevant findings from the review of the response in Scotland to the 2007 FMD outbreak (Foot and Mouth Disease Review (Scotland) 2007).
112. **Business Continuity Standard (BS 25999):** Part 1 of the standard is a code of practice that takes the form of guidance and recommendations, establishing the process, principles and terminology of business continuity management (BCM). Part 2 of the standard establishes the process for achieving certification, and enables a full assessment of whether BCM capability is appropriate to the specific needs of an organisation. Building further on this standard, consideration is being given to developing a Publicly Available Specification (PAS) for the health sector with the potential for developing this into a full BS Standard at a later date. There is also potential for BS25999 to be developed into an International Standard (ISO) or European Standard (EN). These developments will influence standards in business continuity management and the CCAEP will consider whether links between the CCA business continuity management requirements and BS25999 should be strengthened and/or formalised
113. **National Recovery Guidance:** *National Recovery Guidance* was published in October 2007 by the National Recovery Working Group. The Guidance provides a single point of reference for local responders dealing with the recovery phase of an emergency. The Phase 1 project 'Update of *Emergency Response and Recovery*' will capture and embed the principles and strategic information from this guidance. At the same time, this work will inform the consideration of whether Part 1 of the CCA should be broadened to address recovery aspects, or whether recovery planning should be mandated through the emergency planning requirements of the CCA.
114. **UK Capabilities Programme:** the Capabilities Programme - coordinated by CCS with Government departments leading specific workstreams - aims to ensure that a robust infrastructure of response is in place to deal rapidly, effectively and flexibly with the consequences of civil devastation and widespread disaster inflicted as a result of conventional or non-conventional disruptive activity. The interface between the CCA and

the Capabilities Programme has strengthened, in particular for work relating to the development of resilience capabilities regarding flu pandemic planning, flood preparedness, response, recovery and warning and informing the public. The CCAEP will seek to ensure that the CCA continues to provide a sound platform on which responders can build specific resilience capabilities in the future

- 115. International comparators and experience:** the CCS drew on international experience of comparative civil protection legislation as part of the initial scoping work to develop the Civil Contingencies Bill in 2003. In the same manner, the Programme Team will draw on international legislative standards and practice and consider relevant experience, where appropriate, in enhancing the CCA regime.
- 116. National Capability Survey:** The programme will also consider relevant findings from the National Capability Survey's of Category 1 and 2 responders' compliance with CCA/Regs requirements and capability building activity.

### **Workstreams Affected by CCAEP**

- 117. National Resilience Extranet (NRE):** The need for resilient communications in an emergency was reinforced by the findings of a review into the provision of contingency communications. In response to the review and the introduction of the Civil Contingencies Act 2004 the CCS undertook work to enhance the resilience of communications in responding to an emergency. The ability to securely share information between all local, regional and national responders supports the requirement for a National Resilience Extranet to serve Category 1 and 2 responders across the UK.
- 118.** A number of responders have already implemented multi-agency private networks at a local level. However, the coverage of such systems is far from comprehensive and there are no agreed standards in place covering their functionality.
- 119.** To overcome these challenges CCS, in partnership with CLG, developed a resilient browser-based tool that has been rolled out nationwide – the National Resilience Extranet (NRE) - to enable efficient and secure (accredited to RESTRICTED level) exchange of information during routine planning activity, response to, and recovery from, emergencies, spanning events characterised as sudden impact to rising tide.
- 120.** Outcomes from the CCAEP may impact upon the numbers of responders wishing to take up access to the NRE, and therefore the volume of traffic that the NRE will need to be capable of managing. Consequently, the Programme Team will maintain strong links to the NRE delivery team to ensure that any emerging requirements, particularly for new responders, can be taken into account in the development of the NRE.
- 121. National Capability Survey:** New standards and requirements emerging from the CCAEP will need to be fully integrated with the next National Capability Survey and will provide useful feedback on implementation work.
- 122. Community resilience:** highlighted in the National Security Strategy and building on the foundations of the CCA and lessons of emergencies in recent years, CCS is also leading new work to enable communities and individuals to harness local resources and expertise

to help themselves, in a way that complements the response of the Category 1 and 2 responders. This work will take account of emerging findings from the CCAEP. At the same time, given that the CCAEP will consider broadening the scope of the CCA, the programme will need to consider the evolving community resilience strategy going forward.



**Programme structure and governance**

123. To ensure the programme is managed effectively, a number of formal structures are required. These are:

- **CCAEP Team**
- **CCAEP Senior Responsible Owner (SRO)**
- **CCAEP Board**
- **CCAEP Steering Group**
- **CCAEP Policy Forum**
- **Specific Task & Finish Groups**, established to deliver individual projects.

124. The Programme governance structure is presented in Figure 3.

**Figure 3. CCAEP governance structure (Phase 2)**



**CCAEP Team**

125. The CCAEP Team will be responsible for:

- a) day-to-day management and delivery of the programme and coordination of the CCAEP project delivery;
- b) creating and updating programme and project plans and timelines, and providing progress reports;
- c) producing highlight reports for the programme Board and Steering Group and for drafting papers for submission to the official and Ministerial Committees on National Security, International Relations and Development (Protective Security and Resilience);
- d) leading and managing Task & Finish Groups and the CCAEP Policy Forum;
- e) providing the secretariat for the programme Board, Steering Group and Task & Finish Groups;
- f) development and delivery of the consultation documents and, where required, Impact Assessments;
- g) providing recommendations to and briefing Ministers;
- h) delivery of a communications package to support CCAEP delivery, including organising and attending regional workshops and a national conference; and
- i) coordination of implementation and assessment of CCAEP benefits realisation.

The CCAEP Team, as of 13/10/2010, comprises:

Name	Job Title & Role
<b>Eleri Pengelly</b>	Assistant Director and Programme Leader Civil Contingencies Act Enhancement Programme
<b>Katie Wotherspoon</b>	CCAEP Project Leader and Policy Manager (CCAEP Team)
<b>Rachel Mumba</b>	CCAEP Programme Manager and Project Leader (CCAEP Team)
<b>Martin Klaassen</b>	Policy Adviser (CCAEP Team)
<b>Dave Fletcher</b>	Assistant Director and CCA Implementation Programme Leader (CCA Implementation Team)
<b>Bob Overy</b>	Consultant
<b>Marie Donald</b>	CCAEP Project Leader and Policy Manager (

**CCAEP Senior Responsible Owner (SRO)**

126. Kathy Settle, CCS Deputy Director - Local Response Capability will be Senior Responsible Owner (SRO) with responsibility for oversight of the programme. The CCAEP Team and SRO report to Christina Scott, Director of Civil Contingencies.

**CCAEP Board**

127. The programme Board will be responsible for overall management and strategic direction of the programme including assessment of progress, management of risks and consideration of any resourcing aspects.
128. The Programme Board comprises senior representatives from the relevant work areas of CCS, the head of Cabinet Office's Security, Intelligence and Resilience Communications as necessary and representatives from Cabinet Office Legal.
129. CCAEP Project Leaders will be invited to contribute to Programme Board meetings as required to discuss specific workstreams.
130. The CCAEP Board will aim to meet every 6 weeks from September 2008 to receive progress reports from the Programme Team, and to discuss the status of individual projects, upcoming milestones and any relevant risks and issues.

**CCAEP Steering Group**

131. The Steering Group will be responsible for:
- a) advising on overall direction of the programme and, where relevant proposal development;
  - b) publicising and disseminating information relating to the programme; and
  - c) advising on programme deliverables.
132. Current membership of the Steering Group is as follows:

Organisation
Ambulance Services Network
Association of Chief Police Officers
British Red Cross
Cabinet Office - Office for Civil Society
Chief Fire Officers Association
Civil Contingencies Secretariat
Communities and Local Government
Department for Business, Innovation and Skills
Department for Energy and Climate Change
Department for Environment, Food and Rural Affairs

Department for Transport
Department of Culture, Media and Sport
Department of Health
Emergency Planning College
Emergency Planning Society
Health and Safety Executive
HM Treasury
Home Office
Local Government Association
Ministry of Defence
Office of the First Minister and Deputy First Minister, Northern Ireland
Scottish Executive
Cabinet Office Legal
Welsh Assembly Government

133. The first meeting of the Steering Group took place on 04/06/2008. CCAEP Steering Group meetings are held at key stages (generally every three to four months) during the programme.

## **Programme controls**

### **Risk and Issues management**

134. Risks and issues that are identified as potential or current threats to the success of the programme will need to be effectively managed. The Programme Manager will assign owners and manage the range of risks and issues through a Risk Register and an Issues Log. These will be used to proactively manage risks including:
- a) identifying the risks and issues;
  - b) assessing their probability and likely impact;
  - c) allocating owners to the risks and issues; and
  - d) ensuring that outcomes to reduce the risk or mitigate its consequences or prevent the risk or issue from arising have been identified and followed up.
135. A Risk Matrix will be developed to help monitor the status of risks on a Red/Amber-Green/Amber-Red/Green scale, and show the effects of reduction/mitigation/prevention action. The Risk Matrix and Register will be reviewed by the Programme Board and circulated to the Steering Group for information.

## **Progress reports**

136. The Programme Team will issue progress reports to the Programme Board and Steering Group on a 6-weekly basis from September 2008. These reports will:
- a) contain updates of the programme schedule (whether it is still running on time);
  - b) highlight key achievements of current stage;
  - c) outline plans for the next; and
  - d) escalate any risks identified and issues that have arisen.

## **Communications and consultation package**

137. Effective communication and consultation with statutory responders, other organisations and CCS' partners will form a crucial part of the work to enhance the CCA regime. In addition to full representation of local practitioners on the Task and Finish Groups and consultation on proposals developed by each project, the Programme Team will also ensure that responders receive accurate and timely updates on delivery of the work. Coordinated by the CCS Communications Policy Manager and in consultation with Cabinet Office's Security, Intelligence and Resilience Communications Team, these updates will include:
- a) regular bulletins via the Local Response Gateway, including an Information Pack for responders and a Briefing Pack for CCS and its partners (including Government departments, Regional Resilience Teams and the Devolved Administrations);
  - b) updates on the UK Resilience website, including a summary CCAEP Fact Sheet;
  - c) a PowerPoint slide pack covering the main objectives, scope, approach and timetable for the programme;
  - d) progress reports at Regional Resilience Directors' meetings, Regional Resilience Forums and LRF Chairs' meetings;
  - e) presentations at relevant internal and external meetings and conferences;
  - f) national and regional workshops to take views on CCAEP proposals;
  - g) commissioning of articles in civil protection journals; and
  - h) flagging the programme on the CabWeb intranet website and commissioning an article for Cabinet Office's *Inside* magazine to highlight the work to colleagues across the Cabinet Office.

**Civil Contingencies Secretariat**