

CIVIL CONTINGENCIES AND RESILIENCE ARRANGEMENTS IN WALES

Response to Covid-19 Inquiry Module 1

**TECHNICAL BRIEFING TO SENEDD COVID-19 INQUIRY SPECIAL PURPOSE
COMMITTEE**

03 FEBRUARY 2025

DR ANDY FRASER

Deputy Director, National Security and Resilience

LORI FRATER

Head of Resilience Unit

IN THIS PRESENTATION

Context

- WG resilience functions and architecture
- Civil Contingencies Act
- Resilience structures and ministers' role in emergencies

Understanding risk

- Our approach
- Risk register, products and guidance

Current risks

- Spotlight on heightened risks being actively monitored

Catastrophic risks

- Long-term resilience risks for UK and Wales

Response to Covid-19 Inquiry Module 1

- Our approach and headlines

Preparedness

- Priorities, current strengths and provisional assessment of areas for action

CONTEXT

Primary role of government is to keep its people safe.

Strategic policy relating to Wales' resilience and civil contingencies fall to the First Minister

Subsidiarity principle: Cabinet Secretaries and their departments lead on risk management and preparedness in their respective areas



National Security and Resilience Division supports the First Minister and Cabinet in this endeavour by delivering Wales' resilience strategy, providing expert advice, coordinating crisis management arrangements, and working across responder community and with government partners.

NSRD

Yr Is-adran Cadernid a
Diogelwch Gwladol
National Security and
Resilience Division



RESILIENCE UNIT

Risk management
Preparedness
Response
Recovery



NATIONAL SECURITY & COUNTER TERRORISM TEAM



CYBER RESILIENCE UNIT



WELSH GOVERNMENT'S RESILIENCE FUNCTIONS AND DEVOLUTION



The First Minister retains specific responsibility for civil contingencies and wider resilience matters (including cyber), national security and counterterrorism as they pertain to Wales.

National Security, Defence and Foreign Affairs are reserved matters. They all intersect to varying degrees however with Welsh Ministers' functions and powers and devolved sectors.

That notwithstanding, Welsh ministers retain specific executive functions relating to national security matters in certain areas (such as the water industry and infrastructure, public health and civil contingencies).

EMERGENCY PREPAREDNESS

- The Welsh Government's main objectives are to provide leadership and support to emergency responders, and to coordinate work across the resilience ecosystem, in partnership with responders, the UK and other devolved governments, to manage and mitigate civil contingences risks, enhance Wales' resilience and our ability to respond to and recover from major disruptive challenges.
- An important component of Wales resilience governance is the Wales Resilience Forum, chaired by the First Minister, which brings together senior leaders and chief officers from the resilience community.
 - **Wales Resilience Partnership**
- **Restrengthened internal governance and oversight:** Strategic coordination of the Welsh Government's resilience work is overseen by the **Risk and Preparedness Committee (RPCO)** chaired by the DG Public Services and Welsh Language. RPCO is supported by a Senior Officials' Working Group.
 - **Pandemic Preparedness Board**

RISK MANAGEMENT AND PREPAREDNESS

CABINET

EXCO

**RISK AND PREPAREDNESS COMMITTEE
(RPCO)**

Formerly Preparedness and Risk Group

**RPCO SENIOR OFFICIALS' WORKING
GROUP
(SOWG)**

Formerly Seasonal Weather Group

*Transition from
a "peacetime"
model to a
strategic
response
structure*

CRISIS MANAGEMENT TO SUPPORT RESPONSE AND RECOVERY

(First Response or full ECCW activation)

PLATINUM

Holds ultimate responsibility for the Welsh Government's response to the most serious emergencies or national crises, and sets the strategy approach for the Welsh Government's support for response and recovery. Ministers, typically those with portfolio responsibilities for affected sectors, and functions of most relevance to the incident, convene to consider the situation and to take any decisions that may be necessary to support response and recovery. . Decisions may be deferred to Cabinet and/or the First Minister depending on the situation.

GOLD

EXCO: Responsible for the strategic oversight of strategy, policy, risk management, corporate matters and assurance. During an emergency EXCO can provide advice and support decision making on strategic matters, direct resources within WG to critical areas as needed, and support the flow of information to Ministers and decision makers.


SILVER

Brings together relevant senior WG leaders to develop an overall picture of the situation and to identify and direct actions to support the local response, managing emerging risks and consequences and to advise and inform Ministers.

BRONZE

Coordination of information and intelligence, and analysis and management of operational policy matters to support compilation of Situation Reports and associated strategic assessments made by SILVER, GOLD and PLATINUM groups.

CIVIL CONTINGENCIES ACT 2004



Civil Contingencies Act 2004

CHAPTER 36

CONTENTS

PART 1

LOCAL ARRANGEMENTS FOR CIVIL PROTECTION

Introductory

1 Meaning of “emergency”

Contingency planning

2 Duty to assess, plan and advise

3 Section 2: supplemental

4 Advice and assistance to the public

Civil protection

5 General measures

6 Disclosure of information

General

7 Urgency

8 Urgency: Scotland

9 Monitoring by Government

10 Enforcement

11 Enforcement: Scotland

12 Provision of information

13 Amendment of lists of responders

14 Scotland: consultation

15 Scotland: cross-border collaboration

16 National Assembly for Wales

17 Regulations and orders

18 Interpretation, &c.

- Legislative framework for emergency preparedness in the UK.
- Provides definition of an “emergency”
- Creates the conditions for effective multi-agency working at the local level (Part 1)
 - Local Resilience Forums
 - Defines and places statutory duties on emergency responders (Categories 1 and 2)
- Enables UK Ministers to introduce emergency powers (Part 2 of the Act) for the most serious emergencies
- The Act places no statutory obligations on the Welsh Government, but the Transfer of Functions Order 2018 transferred Part 1 functions to Welsh ministers, providing powers to issue regulations, directions and guidance.
 - Legislative competence
- Sits alongside other specific emergency preparedness legislation (eg public and animal health, flood risk management, water industry)

WALES RESILIENCE FRAMEWORK

UNDERSTAND THE RISK

- Preparedness work is informed by an evidence-driven, shared understanding and high-level of awareness of the existing and emerging risks Wales faces.

COLLABORATION AND TRANSPARENCY

- Government and emergency responders adopt a transparent, systematic, and holistic approach to prevention, preparedness, response, and recovery making best use of the powers available to Welsh Ministers, with a focus on partnership working and collaboration

A TAILORED APPROACH TO MEET WALES' NEEDS

- We establish and maintain resilience arrangements that meet Wales' needs, priorities, and legislation (including the Well-being of Future Generations (Wales) Act), while recognising that Wales forms an integral part of the UK's resilience arrangements; a more resilient Wales means a more resilient UK

ONCE FOR WALES

- Where appropriate, we adopt a "Once for Wales" approach to improve efficiency and consistency that optimises the contribution of government, the wider public, private and voluntary sectors and communities.

COMMUNITY RESILIENCE

- We empower our communities to improve their awareness of risks, resilience and self-reliance during emergencies.

LEARNING LESSONS

- We commit to continuous improvement at all levels by learning lessons from the past, including implementing recommendations from relevant public inquiries, and through testing and exercising of plans

INNOVATING AND COMMUNICATING

- We make the best use of information and evidence, expertise and governance, with a focus on effective communication and engagement, innovation (including best use of technology), joined-up delivery and streamlined working which draws on and shapes good practice

EFFICIENCY

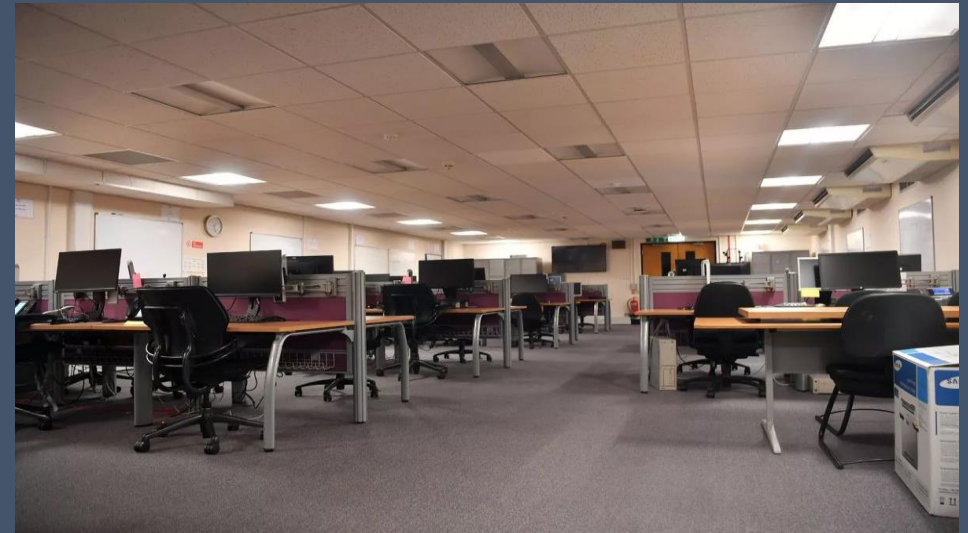
- We strive for optimal efficiency, and tailor, prioritise and phase our approach to delivery. We recognise and assess resourcing needs, and explore options for securing the necessary funding where required.



RESPONDING TO EMERGENCIES

WELSH GOVERNMENT ROLE IN EMERGENCIES

- Most emergencies managed at the local level by the emergency responders with multi-agency coordination and through **Strategic Coordination Groups** where necessary.
- Some emergencies require government coordination or support. The **Pan Wales Response Plan** sets out arrangements for management of major emergencies affecting Wales.
- In the event of a major emergency, the Welsh Government's crisis management arrangements are triggered to:
 - **keep Ministers apprised of the situation**
 - **coordinate the Welsh Government's response and support the local tier**
 - **share information (including with the UK Government, via COBR Unit)**
 - **to record and disseminate decisions**
 - **advise ministers on any decisions they may need to take to support response and recovery efforts.**



RESPONSE DEMAND 2024

Storm HENK	Wales Prison Capacity Tensions	Fire at the Synthite Factory in Mold
Fire at Waterston Industrial Estate (Milford Haven)	Microsoft CrowdStrike Outage	Parc Prison Riot (Bridgend)
Storm ISHA	Civil Disorder, Protests and Unrest	TfW Rail Collision near Talerddig in Powys
Storm JOCELYN	Mpox	Commercial Fire at Frogmore Street (Abergavenny)
Amber Snow and Ice Weather Warning in North Wales	Suspicious Package Identified at Swansea Police Station	Large WW2 Ammunition Found in Bynea (Llanelli)
Burst Water Main in Llanrumney (Cardiff)	Severe Space Weather (Solar Flare and CME)	
Public Protests at the Senedd (Cardiff)	Sulphur Dioxide Supply Chain Risk	
Storm PIERRICK	Flood Risk and Yellow Weather Warning	
Explosion at BAE System Site in Glascoed (Monmouthshire)	Marburg Virus Disease	
Stabbing at Amman Valley School in Ammanford (Ysgol Dyffryn Aman)	Storm BERT	
H5N1 Virus in US Dairy Cattle	Landslide in Cwmtillery (Abertillery)	
Unexploded Ordnance in Rover Way (Cardiff)	Storm DARRAGH	

UNDERSTANDING AND MANAGING RISK

Short to long-term risks and evolving
risk landscape

EVOLVING RISK PROFILE

- In the coming years, the range of risks and resilience challenges facing our communities and economy will inevitably evolve and will likely increase overall.

Public health

**Economic
uncertainty and cost
of living pressures**

**Climate and nature
emergencies**

**Growing geopolitical
tensions and
competition
(including state
threats)**

**Military conflict
overseas**

**Advances in
technology** including
digital, AI and
quantum computing

**Public trust in
authority**


Redacted

Redacted

FCLD
SWLF

Fforwm Cydnert
South Wales Local

Community
2021



**Gwent
Prepared**

[Home](#)
[What We Do](#)
[Be Prepared](#)

Community Risk
Register

What are the Risks?

Current Risk Overview

Community Risk Register

The National Risk Register (NRR) is the external version of the Nation which is the government's assessment of the most serious risks facing government's updated assessment of the likelihood and potential impact may directly affect the UK and its interests.

The NSRA is aimed at risk and resilience practitioners, including business sector organisations. Information for individuals, households and communities can be found on [Prepare - Prepare](#)

The NSRA now operates as a dynamic assessment process, with risk reflecting the changing risk landscape. This version of the National Risk Register dynamic process, drawing from the latest risk information available. Further information can be found via - [National Risk Register 2021](#)

As well as using the National Risk Register, the public can also find information in their area through their Community Risk Register.

What is a Community Risk Register?

All Local Resilience Forums across the UK have a legal duty to produce a Register. The Gwent LRF Community Risk Register is the result of a partnership of agency partners within the Gwent LRF - Risk Assessment Working Group. These hazards can take the form of a range of hazards that have the potential to cause significant impacts on communities, and environment of Gwent. These hazards can take the form of the coronavirus pandemic, can originate internationally, nationally or locally.

How is the Gwent Community Risk Register Created?

In addition to assessing hazards, the Gwent LRF also assess the consequences of the identified hazards and threats and assist the community in reducing the risks where possible. However, the sensitivity of the information that specific details will not be made available in the public domain.

The results of these risk assessments are used to inform our level of consequences of the identified hazards and threats and assist the community in reducing the risks where possible. This can include the production of procedures and joint agency training and exercising. This Community Risk Register is the result of the partnership's work in preparing for emergencies and sharing information of the Gwent area.

The current [Gwent Local Resilience Forum Community Risk Register](#)

If you have any queries regarding the Gwent LRF Community Risk Register contact the Coordinator: nataliephillips@monmouthshire.gov.uk

Privacy

English Cymraeg




Dyfed Powys Community Risk Register




PREPARING FOR EMERGENCIES
WHAT YOU NEED TO KNOW






North Wales

PREPARING FOR EMERGENCIES







National Risk Register

2025 edition



HM Government

Redacted

Redacted

CATASTROPHIC RISKS

Long-term risks facing the UK and Wales

CATASTROPHIC RISKS

- **54 Pandemic**
- 26a National power outage
- 7 Large scale CBRN attack
- 29 Radiation release from overseas nuclear site
- 28 Civil nuclear accident
- Main drivers:
 - Public health
 - Cyber security
 - Terrorism
 - Major accidents
 - including industrial
 - Military conflict

Impact	Catastrophic	5	28, 29		7, 26a		54	
	Significant	4	21	24, 38, 56a	10, 27, 49, 51a, 51b, 51c, 61		47, 50, 55, 63	
	Moderate	3	17, 32, 33, 34, 35, 36, 56c	23, 52	12, 25, 26b, 31a, 45, 53, 56b, 56d		4, 9, 11, 40, 43, 48, 60	3, 31b, 46, 62
	Limited	2	18, 19, 30, 37	5, 16, 41, 42	14, 20, 58, 59		8, 13, 57b	2, 6
	Minor	1	44	39			15	1, 57a
			1	2	3	4	5	
		<0.2%	0.2-1%	1-5%	5-25%	>25%		
		Likelihood						

IMPACT

	Impact				
	1	2	3	4	5
Fatalities	1-8	9-40	41-200	201-1,000	>1,000
Casualties	1-18	17-80	81-400	400-2,000	>2,000
Economic cost	Millions of £	Tens of millions £	Hundreds of millions £	Billions of £	Tens of Billions £

LIKELIHOOD

Score	Percentage chance	PHIA yardstick designation
5	>25%	Almost certain (95-11%) Highly likely (80-90%) Likely or probable (55-75%) Realistic probability (40-50%) Unlikely (25-35%)
4	5-25%	Highly unlikely (5-25%)
3	1-5%	Remote chance (0-5%)
2	0.2-1%	
1	<0.2%	

RESPONSE TO COVID-19 INQUIRY MODULE 1

Overview



10 KEY RECOMMENDATIONS

1. A simplified structure for whole-system civil emergency preparedness and resilience - a single Cabinet-level or equivalent ministerial committee and • a single cross-departmental group of senior officials in each government to oversee and implement policy on civil emergency preparedness and resilience. **UKG and DGs**
2. Cabinet Office leadership for whole-system civil emergencies in the UK – abolish the lead govt dept model and require the Cabinet Office to lead on preparing for and building resilience to whole-system civil emergencies across UK government departments. **UKG**
3. A better approach to risk assessment - UKG and devolved administrations should work together on developing a new approach to risk assessment moving away from a reliance on single reasonable worst-case scenarios. Consider prevention and mitigation, vulnerable people, takes into account capacity and capabilities **UKG and DGs**
4. A UK-wide whole-system civil emergency strategy **UKG and DGs**
5. Data and research for future pandemics - UKG, working with the devolved administrations, should establish mechanisms for the timely collection, analysis, secure sharing and use of reliable data for informing emergency responses, in advance of future pandemics. **UKG working with DGs**
6. A regular UK-wide pandemic response exercise **UKG and DGs**
7. Publication of findings and lessons from civil emergency exercises - summarising the findings, lessons and recommendations, within three months of the conclusion of the exercise, produce action plan **UKG and DGs**
8. Published reports on whole-system civil emergency preparedness and resilience. **UKG and DGs.**
9. Introduce the use of red teams in the Civil Service to scrutinise and challenge the principles, evidence, policies and advice relating to preparedness for and resilience to whole-system civil emergencies. **UKG and DGs**
10. A UK-wide independent statutory body for whole-system civil emergency preparedness and resilience. UKG consulting with DGs. **UKG consulting DGs**

OUR APPROACH



Collaborative approach across the Covid 19 Inquiry team, NSRD, Health and KAS.



Identify what had already been accomplished in resilience governance, planning and response.



Align with wider resilience review work undertaken via the Wales Resilience Framework and Delivery Plan and recommendations from Manchester Arena Inquiry and Grenfell Inquiry



Work with the UKG and other devolved governments on the recommendations but ensure response reflects Wales' needs and priorities.

RESPONSE TO MODULE 1

1. **Simplified structures:** the Welsh Government agrees on the need for improved governance structures and has already undertaken significant work to streamline and strengthen internal governance arrangements and one dedicated Cabinet meeting each year on resilience. Also reference the governance review of external structures – WRF and WRP.
2. **Lead govt dept:** a recommendation for the UKG only but WG response highlights we follow the principle of subsidiarity. In the event of a prolonged, whole system emergency, it is recognised that the lead government department model has limitations, and a different model might be required.
3. **Risk assessment:** Agree the significance of a robust evidence base - the Welsh Government has developed a bespoke civil contingencies risk register and an improved risk evidence base to inform resilience planning and priorities. Public facing summary
4. **UK-wide Strategy:** All 4 nations agreed that a UK-wide strategy would be unwieldy. We agree that risk planning should be done jointly or in concert, and we will cooperate closely going forward.
5. **Data and research:** the Welsh Government supports the establishment of mechanisms for timely data collection and analysis and has already implemented measures to strengthen Wales' preparedness.
6. **Pandemic exercises:** the Welsh Government agrees on the need for regular pandemic exercises and has tested its preparedness through recent exercises.
7. **Publication of findings:** the Welsh Government commits to continuous improvement by learning lessons from past and implementing recommendations from relevant public inquiries. Agreement was to publish findings on Tier 1 exercises.
8. **Preparedness reports:** Yes to statements to Senedd; details to be determined
9. **Red Teams:** the Welsh Government agrees with continued need for objective and impartial scrutiny and challenge.
10. **Independent Body:** the Welsh Government agrees that external scrutiny, challenge and assurance would be beneficial to help strengthen Wales' resilience and to secure preparedness and response outcomes. How this to be accomplished requires further collaborative working with the UKG and the other devolved governments.

A close-up photograph of a person's hand holding a wooden block. The hand is positioned over a series of wooden blocks arranged in a line on a dark surface. The blocks are light-colored wood and are stacked in a way that creates a sense of depth and perspective. The background is softly blurred, showing more blocks and a hint of a laptop screen. The overall lighting is warm and natural, suggesting an indoor setting with sunlight.

PREPAREDNESS

Current strengths and priorities

STRENGTHS

- Improved understanding and awareness of risk
- Strong coordination with the local tier and ability to connect directly with local leaders and chief officers
- We can rely on an effective well-coordinated local response to rising tide emergencies where these have limited impact
- Improved planning in relation to no notice incidents
- Best in class command and control training (Exercise WALES GOLD) for emergency responder leaders
- Better prepared for a pandemic and associated impacts compared to 2019
- Improved cyber defences for Wales' public services

FIRST MINISTER'S PRIORITIES

- **Setting long-term direction, support and expectations: Wales Resilience Framework and Delivery Plan**
- **Learning lessons:**
 - Lessons management system
 - Recent disruptive challenges
 - Covid-19 Inquiry Module 1
 - Manchester Arena Inquiry
 - Grenfell Tower Inquiry Phase 2
- **Working with UK Government and other UK nations**
- **Building response and recovery capabilities (including through exercising)**
- **Welsh Government structures and oversight (including crisis management)**
- **Community resilience and third sector**
- **UK Spending Review and UK Resilience Review**