

# National Security Strategy: Report on Progress

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**National security is the first duty of Government and an abiding priority for the Prime Minister.**

1. The UK's first ever National Security Strategy was published in March 2008 and was followed by a comprehensive update in June 2009. In the two years since the Strategy's publication, we have faced the challenges of a global banking crisis, the continued threat of international terrorism and a global influenza pandemic. All of these have demonstrated the fact that events originating anywhere in the world can affect our interests and ultimately our security more quickly and in more fundamental ways than ever before. Our response to these challenges requires us to be adaptable, to work collectively across Government and to work in collaboration with our international partners. The National Security Strategy is the cornerstone of this response.

**The publication of the first National Security Strategy and the 2009 update have mobilised all of Government to protect the UK, our citizens and our way of life.**

2. Unlike during the Cold War, the threats we now face are from less predictable sources, both state and non-state, and this means that our response needs to be more flexible and coordinated than ever. The National Security Strategy brings together the many important strands of work which Government, its agencies, our world class armed forces and many others carry out to keep us safe and to protect our vital interests.

## A COORDINATED RESPONSE

The first National Security Strategy, and the 2009 annual update, provide for the first time in public documents, a comprehensive framework for coordination of all national security policy.

They outline where responsibility across government lies for each aspect of national security;

- providing a comprehensive basis for coordinating activity and driving delivery to ensure we have the right capability for each national security area.
- bringing together all existing national security work and identifying new areas where we can increase our capability to respond to emerging challenges.

Our comprehensive, strategic framework means that we:

- tackle national security challenges early and at source by identifying why there might be challenges to national security – the **drivers** – and what we can do to mitigate these;
- tackle who or what threatens UK interests and citizens – the **threat actors** – and take the appropriate response;
- tackle security threats no matter how or where they arise – in which ever **domain** they occur; and
- draw on a wide range of integrated **capabilities**, including armed forces, law enforcement, security and intelligence agencies, diplomatic capabilities, and international development activity.

**We are not only working together more effectively to respond to these new and diverse challenges; we are consulting and engaging with others more than ever...**

3. The comprehensive framework provided by the NSS, and the first annual update in 2009, has: mobilised government to work together to strengthen our response across a range of fast moving and interconnected security issues; to meet the higher expectations of the public about what Government should be doing to protect citizens; and to achieve greater transparency and accountability in this work. It enables our response to be coordinated and flexible and ensures that we are not only able to tackle threats as they arise, but also that we work to secure the environments in which they arise.
4. The Government's work on National Security is overseen by the Cabinet Committee on National Security, International Relations and Development (NSID) which was established in 2007. Membership includes all relevant Ministers, police Chiefs, the Heads of the Intelligence Agencies, the Chief of Defence Staff and others. It has met regularly on Afghanistan and Pakistan, with separate meetings on a wide range of other issues. It is supported by the Cabinet Secretariat including the new National Security Secretariat in the Cabinet Office, which works to coordinate national security policy across Government, including contributing to the Defence Green Paper 'Adaptability and Partnership' published in February this year, and the Development White Paper 'Building Our Common Future' published last year. We regularly engage independent experts through the National Security Forum, and are accountable to the new Joint Committee on the National Security Strategy which will take evidence from Ministers later today.

### **The National Security Forum**

5. The Prime Minister established the interim National Security Forum on 9<sup>th</sup> March 2009. A body of experts who provide independent advice to the Government on matters relating to national security, the Forum has now met on seven occasions.

6. The forum is tasked by the Cabinet, via NSID. It has provided substantive advice to Ministers on a range of subjects since its inception, including: the national security implications of the world economic downturn; the Government's Afghanistan and Pakistan strategy; the distinctive characteristics and interests of the UK; the national security implications of energy security; the UK's strategic security interests in space; the UK's approach to the Nuclear Security Summit and the Nuclear Non-Proliferation Treaty Review Conference; soft power; and the UK's approach to maritime security.
7. The Forum's advice, submitted to NSID, has contributed significantly to the development of the annual update of the National Security Strategy, and the UK's Cyber Security Strategy. The Prime Minister himself has been involved in Forum discussions on a number of occasions, emphasising the value he places on the Forum's advice. Two members of the National Security Forum, General Sir Rupert Smith and Sir David Manning, were also members of the Defence Advisory Forum, established to advise the Ministry of Defence in preparation for the recently published Defence Green Paper. The Forum will be established as a full Advisory Non-Departmental Public Body by the end of 2010, recruited in accordance with the procedures required by the Office for the Commissioner of Public Appointments.
8. Transparency and accountability are critical and, with the Government's encouragement, Parliament has established a Joint Committee on the National Security Strategy to help monitor the implementation and delivery of the 2009 update of the NSS. It will draw on the expertise of other committees with an interest in national security. Its membership includes the chairs of relevant select committees of the House of Commons as well as other senior Parliamentarians.
9. The Committee has already held a briefing session with officials and will meet today when the Home Secretary, the Defence Secretary, the Parliamentary Under Secretary of State for Security and the Parliamentary Under Secretary of State for Foreign Affairs will give evidence.

## **SECURITY OF THE UK AND ITS CITIZENS**

**The national security strategy is part of the Government's approach to inform and engage the public about the threats we face and our response to them.**

The focus of our national security effort is no longer just the protection of the state, but the protection of individuals, and their freedom to go about their daily lives freely and with confidence:

- for the first time in 2008, the Government published a National Risk Register to make the public fully aware of the challenges the country faces. An updated version has been published alongside this statement;
- the national terrorism threat level is no longer classified as secret but is now made public;
- our Counter Terrorism Strategy (CONTEST), which was updated last year, is also now a fully public document;
- we have encouraged the establishment of the Joint Committee to ensure that there is transparency and accountability to Parliament;
- and we have established a National Security Forum to engage independent experts from a variety of fields in conversation about all issues pertaining to national security.

...meaning that we are better equipped to respond effectively to the immediate threats we face...

## Counter Terrorism

10. International Terrorism remains the pre-eminent threat to the United Kingdom and our interests overseas. Although there have been no actual attacks, successful or unsuccessful, by international terrorist organisations or individuals associated with them in the UK in the last twelve months, in the year to 30 September 2009 there were more than 200 terrorism arrests which led to charges against 66 people, 24 for terrorism related offences. Eleven people were convicted of terrorism offences.
11. Although under significant pressure in the border regions of Afghanistan and Pakistan, we know that Al Qaida (AQ) continues to plan and conduct terrorist operations, both in the region and against the West. The Joint Terrorism Analysis Centre judges the current threat level in the UK to be SEVERE, meaning that a terrorist attack is highly likely. In the last year we have seen some diversification of the threat, with a growth in the capability and ambition of AQ affiliates, such as AQ in the Arabian Peninsula and AQ in the Maghreb. The attempted attack on Christmas Day against NWA flight 253 over Detroit demonstrated the continuing determination and ability of AQ and its affiliates to conduct mass casualty attacks. There are two priorities for UK action on aviation security post-Detroit: to focus the Government's capacity building on the most significant risks to the UK and British nationals, and to complement this investment with lobbying to persuade other nations to share the burden. Following the urgent review of security requested by the Prime Minister, changes have been made to the search regime at British airports and we are improving our explosives detection capability. The Home Secretary has completed an urgent review of the robustness of the UK's Watchlist system. As a result we intend to extend the Watchlist and use it, new technology, and our partnerships with police and agencies in other countries, to stop those who pose the greatest risk from travelling to this country. We have set up a single Border Agency with police-level powers, and the new electronic border controls will be covering 95% of travel by the end of 2010.

12. Today, the Government publishes the first Annual Report on our Counter-terrorism strategy - CONTEST. This report provides a written account of our progress against the objectives set out in our strategy over the last year. CONTEST is underpinned by continuing investment in domestic counter-terrorism, increasing from £1bn in 2001 to over £3bn today, doubling the size of the Security Service and recruiting thousands of additional counter-terrorism police officers.
13. CONTEST continues to be based on the broad principles set down in our National Security Strategy and remains founded on four principal workstreams of *Pursue, Prevent, Protect* and *Prepare*. The broad planning assumptions that have underpinned CONTEST remain valid. Our partnerships at the local, national and international level remain crucial to achieving our CONTEST aims. Communities, local authorities, departments, agencies, Devolved Administrations, and international partners all play vital roles in successful delivery. Overseas, we are rigorous in ensuring both that our Counter Terrorism priorities and the programmes that flow from them reflect the developing threat to the UK and our interests. This means that our efforts are concentrated in Pakistan, Afghanistan, Yemen, East Africa, North Africa and the Sahel. We judge that CONTEST continues to achieve its aim of reducing the risk to UK and its interests overseas from international terrorism.
14. There remains a threat to the UK from Irish-related terrorism, and in particular small, dissident Irish republican groups opposed to the political settlement endorsed by the people of Northern Ireland. We remain committed to bearing down on those who seek to return Northern Ireland to its violent past, by directly tackling and preventing terrorist incidents. The security forces have the personnel, resources, ability and determination to meet that challenge. The nature and scale of this threat is affected by the wider political context in Northern Ireland. The recent historic cross-party agreement on the devolution of policing and justice powers to the Northern Ireland Assembly on 12 April 2010 will not only help secure lasting peace in Northern Ireland but will be an important platform for co-operation against dissident activities.

## **GLOBAL INSTABILITY AND CONFLICT, FAILED AND FRAGILE STATES**

15. Conflict and instability overseas can have an impact on the national security of the UK, its citizens and way of life in a variety of ways, both directly and indirectly. Trade can be interrupted and instability, leading to the break down of law and order, can create the conditions for

organised crime and extremism to flourish. Furthermore, we recognise our responsibility to uphold security and justice and to promote legitimate, accountable government and support for human rights.

16. Although each conflict will be different, our approach will always involve coordinating Government to combine our development, diplomatic and military capabilities in order to achieve common goals.
17. The Conflict Pool continues to resource projects owned jointly by Foreign and Commonwealth Office, Ministry Of Defence and Department for International Development and provides the basis for the alignment of activity. In 2009-10 the Conflict Pool provided around £60m for South Asia including Afghanistan and Pakistan which received a further top up of £20m in year, £18m for the Middle East, £43m for Africa, £33m for Wider Europe including our contribution to United Nations Peacekeeping Force in Cyprus and £6.5m for strategic support to international organisations. The Foreign Secretary will shortly announce plans for conflict funding for the next financial year.

## **Afghanistan and Pakistan**

18. Stability in Afghanistan and Pakistan is essential for UK national security. Of the six major sources of threat set out in the first National Security Strategy, four of them were relevant to Afghanistan and Pakistan: terrorism, conflict, trans-national crime and weapons of mass destruction. This is why, in April 2009, the Government published a strategy for Afghanistan and Pakistan.
19. AQ in the Afghanistan/Pakistan border area remains the most significant security threat to the UK. Pakistan is by far the largest single recipient of our Counter Terrorism support and we are spending more on Pakistan's counter-terrorism efforts than we have ever done.
20. The UK and Pakistan are committed to working together to overcome threats from militancy, terrorism and extremism. We are forging a strategic partnership with the Government of Pakistan on counter terrorism through high level engagement. We are working with the Pakistani Government to build Counter Terrorism capacity, including on strategy, legislation, communications, policing and terrorist financing.
21. We are also helping Pakistan address radicalisation, addressing not just symptoms but also causes. Grievances associated with poor governance, poverty and lack of access to services make communities



vulnerable to extremist messages. The UK (DFID) is providing £665 million of assistance to Pakistan from 2008 to 2013. This includes a £250m education programme, support for better economic management and governance, and increased work in the border areas.

22. A poll of Afghan citizens by the BBC in January 2010 found that 69% of the Afghan people questioned thought the Taleban represented the greatest danger to the future of Afghanistan. A similar proportion felt that Afghanistan was heading in the right direction. To leave Afghanistan now would not only abandon the Afghan people, it would give AQ a strategic victory and remove the pressure they face. They would claim it as a victory for their cause, helping them to attract more adherents and adding significantly to the threat they can pose to the UK people and our interests abroad. While AQ is in some difficulties, we must keep up the pressure to degrade severely their capability, and to make a lasting and significant reduction in the threat they pose.

## **WHY ARE WE FIGHTING IN AFGHANISTAN?**

- We entered Afghanistan as part of a coalition to overthrow the Taleban and eliminate AQ, who were close allies with the Taleban. We remain in Afghanistan to support the Afghan people in rebuilding their country, to ensure that it can not be retaken by the Taleban and again become a secure base for AQ.
- Our strategy of Afghanization is aimed at strengthening the Afghan Security Forces so that they are able to provide security to the Afghan people and ensure that the Taleban cannot take over, and AQ cannot return. If the Taleban took over again in Afghanistan as a whole, or in a large part of it, we judge that AQ may have the opportunity to operate again in the country, either through the Taleban's active or tacit agreement.
- It is in our fundamental national interest to ensure that AQ do not return to Afghanistan, to re-establish a secure base from which to attack us. AQ cannot operate freely in Afghanistan now, and that helps make the UK safer than it would otherwise be.
- Numerous individuals from within AQ, including many senior leaders, have been killed in missile strikes in Pakistan. The missile strikes have affected AQ's morale, increased the insecurity of those fighting for them, and affected their relationship with local tribes. It is vital not to allow AQ a renewed base in Afghanistan, now that they are under pressure in Pakistan.

23. It is in the UK's national interest for Afghanistan to become strong enough to resist the Taliban for itself, and so in turn prevent AQ from returning. This will take time, and tragically it has and will continue to cost the lives of our own troops, those of our allies and those of Afghan troops and citizens. The Government continues to do everything possible to ensure our armed forces are fully equipped for that task: for example the number of helicopters has almost doubled since late 2006, and due to improvements in crews and support the number of flying hours has more than doubled; £1.7 billion has been spent on 1,800 specialist vehicles since 2006 including Mastiff and Ridgeback which offer world-leading protection against IEDs; and we are increasing surveillance and other counter-IED specialist capabilities, both in Afghanistan and in training and analysis back in the UK.
24. During 2009, the Commander of International Security Assistance Force (ISAF), General McChrystal undertook a major review of the military approach in Afghanistan, producing a revised strategy based on Afghanization and counter-insurgency principles, focusing on improving the effectiveness of the ANSF and the Afghan government, regaining the initiative and securing the population. To support his new strategy, ISAF partners have contributed 40,000 more troops to the campaign, including a uplift from the UK which brings our total contribution to 9,500 troops plus Special Forces. Our armed forces are shifting their emphasis increasingly towards both training and partnering of Afghan security forces. Joint patrolling with the Afghan forces in Operation Moshtarak is already producing clear results, including additional actionable intelligence. The British Army has introduced a new counter-insurgency doctrine.
25. Building on the renewed military commitment, in January this year, the international community came together in London to align military and civilian resources fully behind an Afghan-led political strategy. Under joint chairmanship from Afghanistan, the UN, and the UK, the international community agreed:
- a process for the phased transition of provinces and districts to an Afghan security lead with, providing the right conditions are met, a number of provinces transitioned by late 2010/early 2011;
  - new targets for the size of Afghan national security forces;
  - measures to tackle corruption;
  - better coordinated development support;

- a civilian surge to match the military surge, including new civilian leadership of the international community's programmes;
- enhanced sub-national government to improve delivery of services to all Afghans;
- support for the Afghan government's national Peace and Reintegration Programme, including financial support for a reintegration Trust Fund; and
- support for increased regional co-operation.

26. The international community is now looking towards the follow up conference in Kabul as an opportunity to assess progress and implementation.

## Yemen

27. Over the past year we have seen a growth in the capability and ambition of Al Qaeda in the Arabian Peninsula (AQAP). Whilst the threat from terrorism prompted media interest in Yemen, terrorism is not the greatest or only threat facing Yemen today. AQ look to exploit instability where they can – the root causes of which are often wider social, economic and political. In Yemen there is intermittent fighting in the north of the country, a violent secessionist movement in the south, declining oil and water resources, and a rapidly increasing population. Central to the UK's approach to Yemen is the recognition that Counter Terrorism cannot be looked at in isolation. It is linked to Yemen's other security and economic challenges.

28. That is why we called an International Meeting on Yemen in January, to highlight its problems, and to build international consensus to support the Government of Yemen in tackling the issues facing the country. The UK has been working with the Yemeni government for a number of years, including on support to help them disrupt Al Qaeda, . In addition, by 2011, the UK will have provided over £100m in development assistance to Yemen.

29. We must deal with the diversification of the threat we face; notably from extremism in Somalia and those who use Somalia as a base for their activities. The Government is spending over £35m on measures to counter both the immediate threat and the longer term causes of instability in Somalia.

## **Trans-national Organised Crime**

30. The National Security Strategy recognised trans-national organised crime as one of the key threats to the UK. Building on the successful work of the Serious Organised Crime Agency in 2006, we published an updated strategy for tackling organised crime in July 2009, the Government published a new strategy for tackling organised crime: 'Extending Our Reach: a Comprehensive Approach to Tackling Serious Organised Crime'. This strengthened the shared assessment of harm and risk across SOCA, the police and other agencies, and set up a new Strategic Centre for Organised Crime in the Home Office to drive activity across Government. A new Ministerial committee devoted specifically to organised crime has also been created and will hold its first meeting shortly. The Committee will be chaired by the Home Secretary and will meet regularly to consider issues such as our understanding of the threat to national security posed by organised crime, and the potential overlap between organised crime and international terrorism.
31. These improvements to the governance of the collective response to organised crime have enabled us to work together more effectively to make the UK a more hostile environment for organised criminals, as well as to take a more targeted approach to international strategy and operations to tackle organised crime at its roots. We are systematically looking for opportunities for collaboration with EU and international partners, including through the UK-led development of an EU organised crime strategy.

## **Civil Emergencies**

32. Over the past year we have focused on responding to the challenges posed by the H1N1 (swine flu) pandemic. The World Health Organisation has described the UK as "in the vanguard of countries worldwide in preparing for a pandemic" and the preparations put in place by the Government, National Health Service and local responders allowed the UK to respond quickly and minimise the disruption caused by the pandemic. The public information campaign helped the public to protect themselves and businesses to continue to provide services and keep the economy working. The establishment of the National Pandemic Flu Service enabled 1.1 million people to receive antiviral treatment whilst freeing up General Practitioners to

see the most serious cases; and the vaccination programme has protected over 4.5 million of the most vulnerable in society from the virus to date. We have continued to work closely with international partners, and in June 2009 we hosted an international conference to examine and clarify ways to improve coordination of pandemic planning and response at global and regional levels. We are now in the process of identifying lessons from the response which will improve our preparedness programme and further enhance our capability to respond to an influenza pandemic.

33. The Government's response to Sir Michael Pitt's review of the summer 2007 floods included the commitment to establish a cross sector programme to improve the resilience of the UK's critical infrastructure to natural hazards. The Critical Infrastructure Resilience Programme is based upon collaboration between Government, regulators and owners and operators of critical infrastructure in the nine national infrastructure sectors. The first products, published today, are:

- *Strategic Framework and Policy Statement* to communicate the policy intent, timescales and expectations for this programme;
- *Sector Resilience Plan for Critical Infrastructure 2010*, which for the first time provides an overview of the assessment of the vulnerability of the UK's critical infrastructure to flooding and plans to improve resilience; and
- *Interim Guidance for the Regulated Sectors* highlighting best practice on resilience and identifying eight considerations to strengthen cooperation and resilience within these sectors.

34. These measures represent significant progress towards implementing the recommendations of the Pitt review on reducing the vulnerability of critical infrastructure and essential services to disruption from natural hazards. Copies of these publications have today been laid in the Libraries of the House.

**...and we tackle longer term challenges early by paying attention to the drivers of insecurity**

## **Competition for Energy**

35. Energy is essential in almost every aspect of our lives. Securing our energy supplies is therefore fundamental to our national security – for individuals, for business and for communities. We need to ensure that security as we make radical changes to our energy use in order to tackle climate change, and as we face increased energy import dependence due to the decline in UK energy production from the North Sea. At the same time global energy demand is increasing, while resources are finite.
36. We currently enjoy some of the most reliable and competitive energy supplies in the world. However we are not complacent. In response to the increasing urgency of tackling climate change, and the importance of energy within that, we created in 2008 a new Department of Energy and Climate Change to lead our efforts to reduce emissions at home and abroad while ensuring secure, affordable energy supplies.
37. Last summer we published our Low Carbon Transition Plan, setting out the measures we will take to do so. The Prime Minister appointed Malcolm Wicks MP as his Special Representative on International Energy issues, to review likely future international energy security and the implications for the UK. Mr Wicks completed his review in the summer, and we will publish our response – which welcomes Mr Wick’s recommendations – shortly.
38. We will publish an Energy Markets Assessment, which has been established to ensure that the Government not only delivers its Low Carbon Transition Plan objectives to 2020, but remains well placed to deliver our objectives through to 2050; and a Gas Policy Statement which provides the Government’s assessment of the security of UK gas supply to 2020, against the background of declining domestic gas reserves, global energy challenges and the decarbonisation of the energy system.
39. Our energy security strategy involves a strategic role for Government in setting the overall framework and ensuring it is adhered to; and a

dynamic role for business in delivering competitive supplies within that framework. We also work internationally to promote the conditions for energy security. This is particularly important as we face growing import dependence.

40. The Defence Green Paper highlighted the fact that the UK's security and prosperity is delivered primarily through the maintenance of a stable, rules-based international order. Energy reserves are increasingly found in remote areas and it is therefore essential that the UK is able to contribute to a system that allows UK companies to participate safely in the extraction of these fuels and that provides for secure delivery routes for fuels to the UK.
41. We continue to believe that our current framework will deliver against our three key objectives – low carbon, security and fairness – to the early 2020s.

### **Climate Change**

42. Climate change is one of the greatest challenges the world faces, including for our security. Globally, climate change will be a wide-ranging driver of insecurity acting as a 'threat multiplier', exacerbating existing weakness and tensions around the world.
43. Domestically, we are already seeing direct environmental impacts such as more frequent extreme weather events which have implications for our national security. As the recent UK Climate Projections show, these are likely to increase in frequency and severity in the future. Internationally, the impacts of climate change will act as an additional driver of instability in already fragile and weakened states with knock-on consequences for our cross-government security policy.
44. The UK is taking the lead domestically with legally binding emissions targets and the world's first carbon budgets. We have led the way within the EU and secured EU agreement on a 20 per cent reduction in emissions by 2020 from 1990 levels, with a 30 per cent reduction in the event of a global deal on climate change.

### **Poverty, inequality and poor governance**

45. In an interdependent world, the UK's security can be affected by the instability and absence of law and order in the world's most fragile and impoverished states. Of the thirty-four countries furthest from reaching



the Millennium Development Goals, twenty-two are in the midst of or emerging from conflict. A third of the world's poor live in these countries. Development efforts play a key role in tackling the underlying problems that contribute to conflict, insecurity and instability.

46. The government has made significant strides in ensuring that these complex challenges are tackled jointly, through the considerable skills and expertise of our different departments offer. We have developed a comprehensive approach which has improved the UK's effectiveness to respond to and address conflicts and have robust architecture in decision-making mechanisms and funding, to ensure that our Defence, Diplomatic and Development efforts are fully joined up. We are also working with others, in particular the United Nations, to ensure that they also strengthen their capacities to respond to and help countries recover from conflict.
47. In Afghanistan we were the first country to set up a joint civilian-military headquarters, which is now leading the stabilisation efforts following on from Operation Moshtarak in Helmand.
48. The Government's Development White Paper 'Building our Common Future', published in 2009, identified the need to focus even more of our efforts in conflict-affected and fragile states, and on state-building and peace-building objectives in these countries. On the ground, DFID is increasing its spending to help build peaceful states and societies and address the underlying causes of conflict and fragility. In Pakistan, for example, where 22% of the population lives below the poverty line, DFID is the second largest bilateral donor with a budget of £665 million over the period 2009-2013. UK development assistance is targeted to those areas most in need, including the areas that border Afghanistan. This will help the Government of Pakistan to tackle the grievances and insecurity that can fuel violent extremism and blight the lives of poor people.
49. On 9 February 2010, the Prime Minister formally announced the establishment of the Civilian Stabilisation Group. Made up of 1,150 experts up to 200 of who can be deployed at any one time this group is a world leading capability and a practical demonstration of how the cross-Government collaborative approach of the National Security Strategy is being put into practice on the ground. Currently over 100 civilians are working in Afghanistan, Sudan, Kosovo, the Democratic Republic of Congo and elsewhere. After the recent tragedy in Haiti, a team from the Stabilisation Group was in the air just twelve hours after receiving a request from the UN to help.

**...as well as working to secure our advantage in those environments where threats may arise ...**

## **Maritime Security**

50. The UK is reliant on the sea for its security and prosperity. Globalisation and mass movement of goods and energy by sea means that criminality on the high seas can affect UK national interests. There are also vast ungoverned spaces of the world's oceans where unlawful activity continues to destabilise states and regions. The continued rise of piracy incidents off the Horn of Africa, and the terrorist attacks in Mumbai in autumn 2008, both show that groups have the capacity and intent to exploit the sea to further terror and unlawful activity.
51. The UK continues to take a leading role in tackling piracy emanating from Somalia. The EU operation Atalanta is commanded from the Permanent Joint Headquarters in Northwood. The Royal Navy contributes ships to NATO and other coalition counter-piracy operations in the area and the Ministry of Defence has recently funded an updated Royal Marine boarding capability. The UK plays a leading role in wider efforts to tackle piracy, including on capacity building in the region, introducing best practice for ships transiting the area and developing longer term plans to tackle piracy ashore in Somalia, to which the UK contributed some £40 million in 2009/10. Whilst significant challenges remain, progress has been made: there were only two successful attacks in the Gulf of Aden in the last six months of 2009; over 100 Somali pirates are now in custody in Kenya; and the Government of the Seychelles is considering the establishment of a pirate prosecution centre to help tackle piracy in the Indian Ocean. The UK Government will continue to do everything possible to secure the early and safe release of Paul and Rachel Chandler, kidnapped by pirates in October 2009.
52. Other challenges in the maritime domain include multilateral action against narcotics, the prevention of illegal fishing, maintaining the security of UK critical national infrastructure and offshore energy installations, and the protection of UK ports and inland waterways.
53. That is why, in the 2009 update of the National Security Strategy, we outlined our intention to address national security challenges in the maritime domain. Since last June, the Cabinet Office has led a cross-Government project looking at maritime security. The Government has identified a further area where we can strengthen our response to a

wide range of potential maritime incidents is through the integration and central coordination of maritime surveillance systems. To this end, we will establish a new **National Maritime Information Centre** (NMIC). This will be a multi-agency centre based at the Ministry of Defence's joint headquarters in Northwood.

54. The NMIC will bring together key agencies responsible for maritime safety, security and environmental protection. Based together in one, they will develop and monitor a coherent picture and shared understanding of maritime activity around the UK and its overseas territories. This will be further developed to provide a global picture which will:

- allow the Government to exploit information about activity at sea in order to protect UK interests both at home and overseas;
- enable better and faster decisions to be made based on greater cross-Government awareness;
- help us to identify and counter potential threats to the UK at an earlier stage; from terrorism and other criminality but also in coordinating a more rapid response to disasters at sea, whether collisions or environmental; and
- provide a multi-agency centre to prepare and strengthen our resilience for the Olympics.

## **NATIONAL MARITIME INFORMATION CENTRE**

- Will be operational by autumn 2010.
- Will use existing Government resources and infrastructure and be based at Northwood and will be funded by reprioritising existing departmental resources.
- Will ensure coherent maritime situational awareness and enhanced maritime information support to Government Departments, Resilience GOLD Commanders and COBR (in times of national or global crisis).
- Will bring together operators from maritime departments and agencies to work more effectively, share knowledge and understanding and contribute more comprehensively in support of national security objectives.
- Will ensure that we have a comprehensive picture of vessels in UK waters and areas of UK interest (Overseas Territories) and that we are able to detect anomalies.
- Will be a Cross-Government coordination centre with representatives likely to include:
  - Maritime and Coastguard Agency
  - Department for Transport (TRANSEC)
  - Ministry of Defence (Navy)
  - DEFRA (Marine Fisheries Agency)
  - UK Border Agency
  - Law Enforcement & Security Agencies (Serious Organised Crime Agency, Association of Chief Police Officers, Metropolitan Police)
  - Foreign and Commonwealth Office

## Cyber Security

55. Cyberspace is woven in to the fabric of our society. It is critically important to our economy, our national infrastructure and even the way we interact with family and friends. A safe and secure cyberspace supports many of the other strategic aims set out in this document.

This is why it is essential to enhance the UK's overall security in the face of rapidly evolving risks, so that citizens, businesses and government can reap the full benefits of a safe, secure and resilient cyberspace.

56. To achieve this, the Government published the UK's first Cyber Security Strategy in June 2009, followed by the establishment of the Office of Cyber Security (OCS) and the Cyber Security Operations Centre (CSOC) at the beginning of September. They have established themselves rapidly and are now leading on the delivery of the Cyber Security Strategy by:

- providing a clear, strategic vision developed in concert with stakeholders across Government. In doing this, the OCS has established itself as a hub for cyber security policymaking within Whitehall;
- establishing a growing network of academic, government and industry experts to consider future technical and social developments and how the UK can secure a leading position in tomorrow's cyberspace;
- helping UK businesses to take full advantage of the opportunities presented by cyberspace while reducing the risks posed to the UK from criminal, negligent or reckless activity;
- improving the awareness and understanding of cyber security matters for decision-makers, industry and citizens, be they at home or in the workplace;
- ensuring that public sector systems are protected so that the Government can continue to provide the services that are essential to the UK's daily life;
- monitoring developments in cyberspace, analysing trends and improving response co-ordination to cyber incidents;
- and developing a new national partnership to deliver Cyber Security Challenge to inspire talented young people to take up careers in information security to fill the growing need for highly skilled cyber security specialists.

57. The House of Lords European Union Home Affairs sub committee published a report on cyber security on 18 March 2010, noting that the UK is leading the way in the EU 'with developed practices that set benchmarks for others to adopt.' International engagement is a key aspect of our strategy and we are engaging with international partners to emphasise the clear, powerful message about the need for a safe and secure internet. Cyber security is also a priority for the US Administration and the Government is building on the long and productive relationship with the US by working closely with the new Cyber Security Coordinator in the White House as well as establishing a new cyber contact group between the Ministry Of Defence and the Department of Defense.

### **Nuclear Security**

58. In the Road to 2010 White Paper, published in July 2009, the Government set out a coherent response to the full range of nuclear challenges the UK faces, in preparation for President Obama's Nuclear Security Summit in April, and the Nuclear Non Proliferation Treaty (NPT) Review Conference in May.

59. The International Community will gather in Washington next month to discuss nuclear security, and in New York the month after to discuss non-proliferation. Direct military threats to the UK, both conventional and nuclear, have sharply declined since the end of the Cold War. We cannot yet be confident that such threats will not re-emerge - so it is right that whilst our objective remains multilateral disarmament, the UK should retain a minimum, independent, credible and continuous nuclear deterrent until satisfactory progress on multilateral disarmament can be achieved.

60. But the UK does face nuclear threats now: the possibility that nuclear weapons or nuclear material fall into the hands of rogue states or terrorist groups. President Obama's Summit in April will be an important step as the world comes together in an effort to secure all fissile material across the globe over the next four years.

61. We will be pressing for the April Summit to:

- increase international awareness of the threat posed by nuclear terrorism;

- agree a robust set of guiding principles for Nuclear Security that will set the tone for developing international norms over the coming decades;
- secure commitment by participating nations to undertake a wide range of actions, domestically and in collaboration with other states, to improve the security of fissile material and sensitive information, and to prevent them from falling into the hands of malicious actors.

62. In support of these aims, and consistent with the goals set out in “The Road to 2010”, the Government is putting in place a package of enhanced nuclear security measures to demonstrate the UK’s commitment to tackling the threat of nuclear terrorism, and to encourage other nations to follow suit. These include:

- confirming the UK’s commitment to renew the G8 Global Partnership beyond 2012, with a renewed focus on nuclear and biological security;
- inviting an IAEA International Physical Protection Advisory Service (IPPAS) mission to Sellafield;
- providing further funding to the IAEA Nuclear Security Fund, to address the most urgent nuclear security needs overseas;
- ratifying the two key international instruments for nuclear security (the International Convention on the Suppression of Acts of Nuclear Terrorism; the Amendment to the Convention on the Physical Protection of Nuclear Material).

63. As part of the Road to 2010, the Government has also launched the UK’s **National Nuclear Centre of Excellence (NNCE)**. The Centre will strengthen the UK’s role in making nuclear energy more accessible as a peaceful, low carbon, sustainable energy option; spearhead UK efforts to prevent nuclear proliferation and restrict access to nuclear weapons technology; and help UK businesses make the most of market opportunities associated with the expansion of nuclear energy. Established as a partnership between Government, industry, academia and national laboratories, the NNCE will also provide a focus for international engagement on nuclear research.

**We will continue to monitor risks, anticipate future threats and remain responsive to challenges**

## **Horizon Scanning**

64. Making strategy for our national security in the years to come demands that we seek to understand the futures we may face. As the first NSS explained, the global security context is dynamic, interconnected, and unpredictable, and we are committed to strengthening our capacity to monitor risks, anticipate future threats, and respond accordingly. We cannot guarantee an accurate picture of the future, but our strategic analysts work hard to test our plans and policies against the circumstances we realistically expect to encounter. Since its inception in July 2008, the Strategic Horizons Unit in the Cabinet Office has contributed to the National Security Strategy with work co-ordinated across the strategic planning units of government departments and agencies. This work helps us to anticipate and prepare for future threats and opportunities which the UK and its allies may face.

## **National Risk Register: 2010 Edition**

65. We are today publishing the 2010 edition of the National Risk Register of Civil Emergencies, updating to reflect our latest assessment of the risks of terrorism, natural hazards, and man-made accidents which may significantly affect human welfare in the United Kingdom. First issued in 2008 in response to the first National Security Strategy, the National Risk Register publishes information previously held privately within Government. It enables individuals, communities and businesses throughout the country understand the risks and think about their own preparedness.

## **Community Resilience**

66. At the same time, we are beginning a public consultation on the best ways in which the Government can contribute to community resilience, to enable communities to harness local resources and expertise during an emergency in a way that complements the work of



the emergency services. The National Security Strategy has a clear citizen focus, characterised by this sort of public engagement and we acknowledge that the model of community resilience is most likely to work when self-selecting communities work together to help themselves.

## **PARTNERSHIPS WITH INDUSTRY AND ACADEMIA**

The National Security Strategy is founded on the principle of partnerships and working with others to achieve solutions to threats that do not respect boundaries. This is why we are joining up within government; why we will continue to engage with the public and to consult experts; why we pursue global solutions to global problems; and why we are increasingly collaborating with the private sector. Over the past two years, we have developed strong links with both industry and academia, particularly in the fields of science and technology. The Office for Security and Counter-Terrorism published the UK's Science and Technology Strategy for Countering International Terrorism in August 2009 and runs the Innovative Science in Counter Terrorism programme to collaborate with industry on key challenges. The Government also works with the security industry through the UK Security and Resilience Industry Suppliers' Community (RISC). In March this year, the Home Office Scientific Development Branch hosted an international showcase for the UK security sector, displaying cutting edge equipment and services in the fields of security and counter terrorism, crime and policing and border security.

## **Central Government Arrangements for Responding to an Emergency**

67. We have also reviewed and updated the 'Central Government Arrangements for Responding to an Emergency' to reflect the lessons we have learned from recent emergencies and we today publish the text on the Cabinet Office website. The document describes how the UK central government response will be organised, and the relationship between the central, regional and local tiers in England, as well as the relationship between the UK central government and the devolved administrations in Scotland, Wales and Northern Ireland. It focuses on central government's arrangements for responding to and recovering from no-notice or short notice emergencies, irrespective of cause or location, and where co-ordinated central government action is required. It provides guidance on the circumstances in which COBR might be activated, its role, how business is conducted, and its relationship with local responders who form the basis of the response and recovery to any major emergency in the United Kingdom.

## **Space Security**

68. The 2009 update of the National Security Strategy identified the key and growing role that space plays in modern society, given the dependence of many of our networks on satellites. Because of this, the Cabinet Office have been conducting a review of the strategic security of the UK's interests in space, in consultation with the rest of Government and industry. The analysis phase of this review has been completed and demonstrates that there are significant risks for key parts of our critical national infrastructure and defence capabilities. We will now embark on the second phase to develop a co-ordinated cross-Government space security policy to address these risks.

## **DEFENCE GREEN PAPER**

The Defence Green Paper *Adaptability and Partnership* recognises that the use of the armed forces must be fully integrated into the National Security Framework. Published in February 2010, the Green Paper outlines the Ministry of Defence's emerging thinking on the future security environment and on other key issues it faces ahead of the Strategic Defence Review in the next Parliament. There is a wide range of emerging threats for which we must be prepared and we face challenging financial pressures.

The Green Paper reached two key conclusions. First, Defence must accelerate the process of reform and be able to change swiftly to address new and unforeseen challenges as they emerge. It needs to be more adaptable in how it structures, equip, train and generates our Armed Forces. It needs a more agile organisation and more responsive strategic planning. One specific proposal is it to legislate for regular Defence Reviews. Second, Defence must improve its ability to work in partnership. Our international alliances and other security relationships will become increasingly important. Defence also needs to develop further its partnerships across Whitehall and with more widely to ensure that the contribution of Defence is better joined with other activities. When the UK operates overseas, local people must be at the centre of our policy. We must determine the global role we wish to play, the relative role of the Armed Forces and the resources we are willing to dedicate to them. The forthcoming Review will address six further questions:

- Where should we set the balance between focusing on our territory and region and engaging threats at distance?
- What approach should we take if we address threats at distance?
- What contribution should we make to security and resilience within the UK?
- How could we support wider efforts to prevent conflict and strengthen international stability?
- Do our current international defence and security relationships require rebalancing in the longer term?
- Should we further integrate our forces with key allies and partners?

**We have made important progress thanks to hard and often dangerous work of armed forces and others; we will continue in our endeavours to secure the UK, its values, interests and its people.**

## **Conclusion**

69. In the two years since the publication of the first NSS, we have made important progress, working together across Government and thanks to the hard work and dedication of the armed forces, security services, police and others. The nature of the threats we face, from piracy and cyber crime to terrorism and nuclear proliferation, is varied and ever-changing, but as a result of the continuing investment, reform, and thorough work that the many departments and agencies involved in National Security carry out, our ability to secure the UK, our values, interests and our people is stronger than ever.