

Critical Infrastructure Resilience – Transport Links Audit Specification

Background

National Infrastructure are those facilities, systems, sites, information, people, networks and processes necessary for a jurisdiction to function and upon which daily life depends. Not everything within a national infrastructure sector is judged to be 'critical'. Jersey's critical infrastructure can be described as those physical facilities, supply chains, information technologies and communication networks which, if destroyed, degraded or rendered unavailable for an extended period, would significantly impact the social or economic wellbeing of Jersey or affect Jersey's ability to ensure national security.

There are broadly twelve sectors that could be considered to be critical infrastructure for Jersey as shown in Exhibit 1.

Exhibit 1: Jersey's critical infrastructure sectors

• Chemicals	• Energy	• Space
• Communications	• Finance	• Transport
• Defence	• Food	• Waste
• Emergency Services	• Health	• Water

Critical infrastructure systems within these sectors are particularly vulnerable to being damaged or disrupted. A disruption to any of the critical infrastructure systems can have serious implications for business, government and the community. Chronic infrastructure challenges such as ageing and/or poor maintenance increase the risks of inadequate service provisions and can worsen the impact of issues and threats when they arise.

Ensuring the security and resilience of Jersey's critical infrastructure is a responsibility shared by the States, infrastructure owners and operators. Each have different responsibilities for critical infrastructure depending on the system and/or the nature of the threats to be mitigated. Responses to a threat can involve the asset owner and operator, the technical and operational lead for Government and emergency services or law enforcement. Co-ordination among entities is therefore required to prepare, rehearse and respond to critical infrastructure threats.

Significant public funds can be spent responding to emergencies relating to critical infrastructure. It is important for Jersey to have in place an effective resilience framework supported by effective resilience plans and procedures across the States, asset owners and operators.

When I reported the first phase of my Critical Infrastructure Resilience audit in 2024, focussed on energy, Jersey was planning to introduce a new Civil Contingencies Law with a focus on resilience. This has since been paused.

The Jersey Resilience Forum (JRF) is a multi-agency organisation that brings together those who have a role to play in an emergency response from within and outside the Government. The JRF, through its Delivery Group, is seeking to work across its membership to ensure that appropriate plans are in place in each organisation in the event of an incident, and that these are shared with Government.

The resilience of transport infrastructure and connectivity is especially important in the Jersey context due to the need to use transport to ensure the supply and delivery of vital goods and services to Islanders and for enabling Islanders to access critical mainland services.

In 2024 and early 2025 the Government undertook significant tender exercises in respect of ferry links and bus services. In addition, over recent years the Government has provided support, through loans, to Blue Islands who are responsible for a number of air links to the Island.

The Functions of the Comptroller and Auditor General (C&AG)

Article 11 of the Comptroller and Auditor General (Jersey) Law 2014 requires the C&AG to:

- provide the States with independent assurance that the public finances of Jersey are being regulated, controlled, supervised and accounted for in accordance with the Public Finances (Jersey) Law 2005
- consider and report to the States on:
 - the effectiveness of internal controls of the States, States funded bodies and funds
 - the economy, efficiency and effectiveness in the way the States, States funded bodies and funds use their resources; and
 - the general corporate governance arrangements of the States, States funded bodies and funds; and

- make recommendations to bring about improvement where improvement is needed.

Objectives of this audit

This audit will evaluate whether the Government has an effective approach to ensuring the resilience of its transport infrastructure including ferry, bus and air links.

Scope

The first Phase of my audit, reported in 2024, focussed on the energy sector. This 2025 audit is focussed on transport links. It will assess the resilience of the Island's critical transport infrastructure, including air, ferry, bus and road networks. It will audit arrangements for the provision of critical transport services including how supply chains are assured. It will also follow up on overarching resilience actions that the Government committed to following Phase one.

Audit approach

This audit will use a combination of a:

- result-oriented approach (have the States met their objectives?)
- problem-oriented approach (what are the problems and to what extent can the States resolve them?); and
- system-oriented approach (are robust systems and processes in place?).

The audit will consider, for each transport sub-sector under review (air, ferry, bus and roads), whether:

- arrangements are in place to ensure there is sufficient transport connectivity to and from the Island and within the Island, including:
 - appropriate tender and contracting arrangements for ferry and bus services
 - air connectivity arrangements; and
 - highways network plans

- potential critical incidents, other problems and vulnerabilities affecting transport infrastructure are well identified, agreed and risk assessed
- governance arrangements in place to administer critical infrastructure protection policies (policies aimed at reducing the vulnerabilities of and increasing the resilience of critical infrastructure):
 - are effective in delivering the States of Jersey's objectives and intended outcomes; and
 - achieve 'best practice' performance; and
- the underpinning systems and processes - for example resilience plans, testing and compliance activities - are:
 - in place across Government, asset owners and operators and are properly monitored
 - consistent with delivering critical infrastructure protection objectives; and
 - in line with best practice.

The audit will commence with an initial documentation request. The findings of the document review will be followed up by interviews with key officers and potentially with other stakeholders.

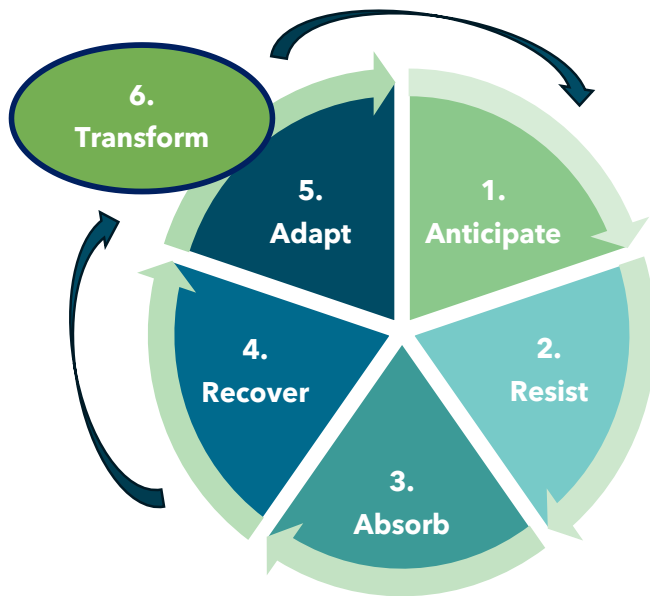
The audit will commence in March 2025.

The detailed work will be undertaken by affiliates engaged by the C&AG.

Audit criteria

To assess relative performance during our audit, we will use the following best practice criteria developed by the UK's National Infrastructure Commission (NIC)¹. The Commission's May 2020 review of the UK's economic infrastructure: *Anticipate, React, Recover* considered six elements of resilience (see Exhibit 2).

Exhibit 2: National Infrastructure Commission's six elements of resilience



1. Prepare in advance to respond to shocks and stresses
2. Actions taken in advance to help withstand and endure shocks and stresses
3. Actions that aim to lessen that impact
4. Actions that help quickly restore expected levels of service
5. Actions that modify the system to enable it to deliver services in the face of changes
6. Actions that regenerate and improve infrastructure systems

Source: *Anticipate-React-Recover-28-May-2020.pdf* (nic.org.uk)

The Commission considers that these six aspects of resilience capture the range of actions to take to deliver resilient infrastructure systems. Exhibit 3 sets out the JAO's adapted description and enablers in achieving best practice within these elements.

¹ The Commission provides the UK government with advice on major long term infrastructure challenges

Exhibit 3: Description and enablers for the six elements

Element	Description and example	Enablers
Anticipate	Actions to prepare in advance to ensure there is a sufficient transport network in place that can respond to shocks and stresses. Actions may include letting contracts for transport provision, ongoing due diligence on transport providers, putting in place contingency arrangements and collecting data on the condition of assets	Ensuring right incentives and accountability for resilience. Relevant and high quality data available, monitored and used.
Resist	Actions taken in advance to help withstand or endure shocks and stresses to prevent an impact on infrastructure services, such as building resilient ports facilities	Effective risk identification, management and mitigation. Testing for vulnerabilities.
Absorb	Actions that, accepting there will be or has been an impact on infrastructure services, aim to lessen that impact, such as putting in place standby contingency call off arrangements	
Recover	Actions that help quickly restore expected levels of service following an event, such as procedures to restart services following an event such as a loss of power	Relevant and high quality data available, monitored and used.
Adapt	Actions that modify the system to enable it to continue to deliver services in the face of changes, for example - storage in electricity system to support renewable generation	Driving adaptation and valuing resilience properly.
Transform	Actions that regenerate and improve infrastructure systems, for example transforming infrastructure to meet the net zero target	

Source: Adapted from *Anticipate-React-Recover-28-May-2020.pdf* (nic.org.uk)

For each of the six elements, the audit will consider the actions taken by Government in respect of ferry, air and road infrastructure and whether those actions ensure the key enablers for resilience are in place. Across the six elements, key questions will be:

- Are the risks and vulnerabilities in each critical infrastructure system understood and owned?
- Are the approaches to business continuity and other risk management agreed, jointly implemented and in line with best practice?
- Are high quality resilience standards agreed and set, with SMART Key Performance Indicators and aligned targets and tolerance?

- Are there effective arrangements for monitoring, reporting and scrutinising performance information by the operator/owner and by the Government of Jersey?
- Are actions taken in response to performance monitoring? Is there follow-through?
- Are assumptions underpinning risk assessments routinely challenged, tested and updated?
- Are systems tested for vulnerabilities with a clear understanding of what constitutes failure / near miss?
- What actions have been taken in response to any failures/near misses?



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