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Covering RESTRICTED

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28 February 1989

Dear Sir,

BUDGET SECURITY

... This is just to confirm that you and Paul Gray have been added to the Budget list. I enclose a copy of the Budget Security Instructions. As you know, Budget papers should be seen only by the Prime Minister, Paul and yourself.

Yours ever,
S D H Sargent

S D H SARGENT
Private Secretary

HM TREASURY

BUDGET SECURITY

THESE INSTRUCTIONS SHOULD BE READ IN CONJUNCTION
WITH THE GENERAL SECURITY NOTES.

BUDGET SECURITY INSTRUCTIONS

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BUDGET SECURITY

References to the pre-Budget period should be taken to mean the period between the beginning of January to Budget Day itself.

Relations with the Press and other Outside Contacts

1. This first subsection applies to all Treasury staff in the pre-Budget period, including officials who are not involved in work connected with the Budget.
2. Formal contacts with journalists in the pre-Budget period may be undertaken only with the prior authority of the Permanent Secretary or, in his absence, either the Grade 3 (FP) or one of the Second Permanent Secretaries. If permission for such contact is granted, a report should be submitted immediately after it takes place to the head of IDT, copied to the Permanent Secretary and the Budget Security Officer, whatever the subject matter of the discussion.
3. Telephone calls from journalists are to be referred in the first instance to IDT, and no return or other calls to journalists may be made without prior IDT approval. If any conversation takes place directly with a journalist in the pre-Budget period a report is to be sent to IDT copied to the Budget Security Officer, whatever the subject matter of the conversation.
4. If any other contacts take place with journalists in the pre-Budget period, no matter how informal, a report of the fact is to be made to IDT copied to the Budget Security Officer, together with a very brief account of any discussion of official matters.
5. Contacts with banks, brokers and others who provide commentaries on economic and Financial affairs, contributors to specialist and academic publications, brokers' circulars, newsletters and other similar publications which are to take place

outside the office, may only be undertaken with prior authority of the Deputy or Permanent Secretary responsible for the relevant work area.

General

6. Special security arrangements apply to certain information connected with the Budget, as described in paragraph 8. The arrangements apply in addition to the normal departmental security procedures and are intended to provide additional protection for information about Budget decisions. It is the responsibility of every person involved in Budget work to be familiar with, and operate, these instructions. EOG will ensure that those most heavily involved understand the procedures.

7. The recipient of a Budget classified document is, at all times, personally responsible for its security. This applies even if custody of the document is entrusted to another member of his or her staff (where this is permitted).

Use of Budget prefix

8. The Budget prefix should be used in the period between the beginning of January and the Budget Day itself, but only for documents which contain information concerning Ministerial decisions on:

- (a) the Budget judgment and in particular the PSBR;
- (b) all taxation matters connected with the Budget; and
- (c) any social security or other public expenditure changes to be announced in the Budget.

The Budget classification should be applied also to documents in which no decisions are recorded, where the papers are particularly sensitive - for example, where the very fact that a matter is being discussed is sensitive, where there is a serious danger of forestalling or where a document might reveal the approach to the

Budget likely to be adopted by Ministers. The Budget prefix should not be used on other papers which do not reveal Ministerial decisions.

9. A Budget classification is not, in general, required for papers containing:

- (a) Ministerial decisions relating to economic forecasts, monetary policy, exchange rate policy and other items not directly related to tax or public expenditure decisions, even where these are in the context of a Budget;
- (b) arguments for and against a particular course of action, recommendations from officials to Ministers or other Ministers to the Chancellor unless the papers are particularly sensitive (see above); or
- (c) list of options in which no decision is recorded.

It should be borne in mind that a submission to a Minister on a Budget matter, suggesting a range of options, may properly not have a Budget classification, but a note from a Ministerial Office recording a decision on it should be given a Budget classification.

10. Care and common-sense are needed in using the Budget prefix. In any cases of doubt the Treasury Budget Security Officer is to be consulted.

Level of Budget classification

11. "BUDGET SECRET - BUDGET LIST ONLY" is a special security classification to be used for certain Budget documents, i.e. for those papers which reveal the contents or probable contents of the whole, or a very substantial or particularly sensitive part, of

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the Budget. The Chancellor may also decide that papers dealing with particular subjects be given this classification. Examples of papers which are to be given this classification include:

- papers, including records of meetings, which give an overall picture of Budget strategy;
- complete drafts of the Budget speech (and the most sensitive extracts such as complete drafts of the tax sections);
- full drafts of the Budget Brief, or particularly sensitive parts of it;
- full draft of the FSBR (and early drafts of the sections dealing with Budget proposals); and
- the Budget Resolutions, as a whole.

Papers dealing with an individual tax would not normally require BUDGET SECRET - BUDGET LIST ONLY classification, unless this is required by the Chancellor.

12. BUDGET TOP SECRET should be used only where the material would fall clearly within the definition of TOP SECRET even if it were not to be included in the Budget (see paragraph 18 for further guidance on this). BUDGET SECRET is the correct classification for all other papers on the main Budgetary items (i.e. the main tax rates and social security benefits and other major changes in tax legislation or public expenditure). Strict rules are laid down for access to, and handling of, documents with this classification. BUDGET CONFIDENTIAL should be used for papers recording decisions on other Budget matters, including all other decisions on tax items. The classification of a document is not necessarily the appropriate classification for a minute commenting on or replying to it, even if the original document is classified BUDGET SECRET: BUDGET LIST ONLY. For example, a minute

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containing comments on a document should bear the classification appropriate to its contents and should only bear the same classification as the original document where it is appropriate.

Communications of Budget classified information

13. Documents for which the "BUDGET LIST ONLY" classification is appropriate may be shown only to persons who are on the circulation list approved by the Permanent Secretary. Under no circumstances are they to be circulated or shown, or the contents communicated in any other way, to a person not on those lists. A copy of the Budget list will be made available, as appropriate, to each person who is on the list. If it is considered essential to show a BUDGET LIST ONLY document to a person not on the Budget list, the prior approval of the Permanent Secretary must be obtained in writing. Any requests for names to be added to the Budget list should be addressed in the first instance to the Budget Security Officer. This applies right up to the Budget Day.

14. The circulation of all Budget classified documents is to be restricted to the absolute minimum consistent with operational requirements. Before writing Budget classified material all originators must ask themselves:

- (a) Is the document necessary at all? (A private face-to-face conversation is more secure than a written note).
- (b) If the document is necessary, need it be circulated? (Only copy a document to those people who need to be aware of its contents).
- (c) Need the document quote precise details of decisions e.g. proposed tax rate?
- (d) Does the document require a Budget classification?

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- (e) Do all recipients need a copy of the whole document? If a part of the document would suffice, send only that part. It is essential that persons do not see parts of documents containing classified material which they have no operational need to see.

15. BUDGET LIST ONLY documents may not be shown to anybody who is not on the Budget list (except for the normal arrangements whereby the Queen, Prime Minister, certain staff at Number 10 and the Governor of the Bank of England are told the contents of the Budget). Other BUDGET classified information may be communicated to staff in the Chancellor's Departments (and the Office of the Parliamentary Counsel), only if they need to know about it for the efficient performance of their duties.

16. Budget classified information must not be communicated to anyone outside the Chancellor's Departments and the office of the Parliamentary Counsel without prior authority having been obtained from the Budget Security Officer. There are three general exceptions to this rule. First, FP group have authority to communicate to specified Department of Transport officials, Budget decisions on VED and the duties on hydrocarbon oils. Second, the head of FP has authority to communicate to specified officials in the Department of Social Security certain information about Budget changes in personal taxation. Third, as is appropriate for public expenditure matters, ST group will discuss any social security changes to be announced in the Budget with DSS officials. In all these instances the Divisions concerned must ensure that these Departments are aware of the need for particular care in handling the information. Similarly, if a Treasury Minister writes to a Minister in another Department on a Budget classified matter, his Private Secretary should ensure that the other Private Office are aware of the significance of the Budget classification, and in particular of the need to ensure that the letter is shown or copied only to those who need to see it.

Preparation and handling of BUDGET SECRET: BUDGET LIST ONLY documents

17. In addition to the normal security instructions regarding handling of SECRET documents, the following special instructions apply to the handling of BUDGET SECRET: BUDGET LIST ONLY documents:

- (a) The document must be typed on plain paper. The security classification is not to be typed. Documents may be typed by a Personal Secretary only if she is on the BUDGET LIST. The typist's initials should appear on each page of the document. The originator is responsible for the security of the typed master, which must be given a number in the sequential series used for copies.
- (b) Copies of the typed master must be made onto the special paper bearing printed 'BUDGET SECRET: BUDGET LIST ONLY' markings on one side of the paper only. Each copy of the document must be sequentially numbered, e.g. copy No 3 of 5 copies. A full record of copy numbers and recipients must be kept in the sender's security register.
- (c) The documents must always be enclosed in the special distinguishing folder marked "BUDGET SECRET: BUDGET LIST ONLY" for transmission. They must always be transmitted in double envelopes even if sent within the building. The inner envelope must bear the special "BUDGET SECRET: BUDGET LIST ONLY" label completed with the relevant details mentioned in paragraph (d) below. If more than one document is sent in one envelope, the reference number (see (d) below) of each document must be shown on the label. A receipt must always be obtained for all copies of "BUDGET SECRET: BUDGET LIST ONLY" documents. It is the responsibility of the originator to ensure

that a receipt is returned for each copy which has been sent out. These receipts must be retained until after Budget day.

- (d) Titles of BUDGET SECRET: BUDGET LIST ONLY documents are not to be shown on receipt forms (which are unclassified) or on BUDGET SECRET: BUDGET LIST ONLY labels. Instead the 'reference no' or 'title' section of the receipt form or label should show: the sender's initials; the serial number of the entry in the sender's security register and the copy no. e.g. MCS/28/3.
- (e) If they are being sent to other departments, the documents must be sent by messenger or by the special van service which operates between the Treasury, the Revenue Departments and Parliamentary Counsel's Office. If these are not available, the documents should be sent by special signature service of the IDS. In every case receipts must be obtained for the documents. In no circumstances may the documents be sent by post or transmitted on facsimile equipment except for the secure facsimile link between the Treasury, (Room 14/2), HM Customs and Excise, Inland Revenue, Department of Transport, DVLC and the Bank of England (see paragraph 22 for transfers via Officepower).
- (f) Each recipient is responsible for ensuring that every BUDGET SECRET: BUDGET LIST ONLY document is entered in the appropriate security register. He must do this himself if no-one else is available or authorised to do it - this applies particularly at Grade 7 level. A document may be entered in the security register by the Personal Secretary or allocated Clerk from the information shown on the label, without opening the inner envelope. If this is done, the number of the security register entry is to be written on the label. The recipient of the document is to ensure that the security register number is shown and should copy it

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onto the document itself. In some areas, Personal Secretaries or Clerks may themselves be included on the Budget list authorised to handle BUDGET SECRET: BUDGET LIST ONLY material. In such cases only may they open the inner envelopes, in which case the security register number may be written on the document itself. BUDGET SECRET: BUDGET LIST ONLY documents may not be filed until after Budget Day except where the Clerk concerned is on the Budget List.

- (g) Each copy of a BUDGET SECRET: BUDGET LIST ONLY document is personal to its recipient. It may not be shown to any person not on the Budget list in any circumstances. It may be shown (but not copied) to a person who is on the Budget list only if there is a real operational need for him to see it. The fact that a person is on the Budget list does not mean that he must see all BUDGET LIST ONLY documents. It is the recipient's responsibility to ensure that the document is not seen by any person who is not authorised to have access to it. It can be kept in the recipient's own security cupboard only if all persons who are entitled to know the combination number have been specifically authorised to handle BUDGET SECRET: BUDGET LIST ONLY documents. Otherwise it will be necessary to store such documents in a separate document box or security cupboard whose combination number is known only to the recipient (and any authorised handler of such material). Officials who require additional security furniture for this purpose should requisition it as soon as possible from the Assistant Budget Security Officer in EOG2 (Ext 4859).
- (h) It is essential that BUDGET SECRET: BUDGET LIST ONLY documents are not left unattended by the person who is responsible for their custody - he must lock them away whenever he leaves his room.

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- (i) BUDGET SECRET: BUDGET LIST ONLY documents may on no account be photocopied except by the originator (or his Personal Secretary, on his authority, if she is on the Budget list). If a person not on the original list of copy addressees is subsequently to be given a copy of such a document, it must be provided by the originator and the name of the recipient properly recorded. He may retain a small stock of additional numbered copies of the document for this purpose (which are to be treated as accountable documents). If he needs to take an additional copy of the document, it must be numbered in the original series. The above rules as to handling and control of the document apply to additional copies.
- (j) BUDGET SECRET: BUDGET LIST ONLY documents may be taken out of the office to meetings only if this is absolutely unavoidable. They may be taken home only if the Permanent Secretary has given his prior approval, either for a particular occasion or generally for a particular individual. Permission will normally be given only if the person concerned has a security container at his home. Any documents taken out of the office must be carried in a locked briefcase, box or pouch and kept securely at all times. A record of these documents must be kept in the office security register and checked on return.
- (k) Where a person only needs to see a part of a BUDGET SECRET: BUDGET LIST ONLY document, he should be sent a copy only of the relevant extract. The copy extract should be given a number in the same series as the full copies. It should be given the security classification, appropriate to the sensitivity of the matter contained in it - the security classification at the top of the front page should be amended in manuscript if necessary. The recipient of the extract should treat it in accordance with the security classification shown on the document.

- (1) If a BUDGET SECRET: BUDGET LIST ONLY document is to be destroyed before the Budget, it is to be sent to the Budget Security Officer in double envelopes, the inner envelope bearing the appropriate label, and marked for destruction. The Budget Security Officer will carry out the destruction in accordance with the standing instructions.

18. If a Budget sensitive document meets the criteria for classification as TOP SECRET (as defined in annex 1 of the Treasury Security Instructions) it should be classified "BUDGET TOP SECRET: BUDGET LIST ONLY". The distinguishing folder and address labels for "BUDGET SECRET: BUDGET LIST ONLY" documents are to be used amended accordingly in manuscript. The instructions of paragraph 17 are to be followed, except where the normal security instructions for TOP SECRET documents impose more stringent requirements, in which case those should be obeyed.

Preparation and handling of BUDGET SECRET documents

19. The normal rules for the control and transmission of SECRET documents must be applied, except as modified below:

- (a) Titles of BUDGET SECRET documents are not to be shown on receipt forms (which are unclassified) or on BUDGET SECRET labels. Instead the 'reference no' or 'title' section of the receipt or label should show: the sender's initials; the serial number of the entry in the sender's security register and the copy number e.g MCS/28/3.
- (b) BUDGET SECRET documents must always be transmitted in double envelopes, even if sent only within the building and the inner envelope must bear a BUDGET SECRET label completed in accordance with paragraph (a) above. Any person not entitled to see BUDGET SECRET papers and

above, and who is likely to have access to envelopes bearing this classification, must be instructed not to open them.

- (c) BUDGET SECRET documents sent outside the building must be accompanied by receipts.
- (d) If they are being sent to other Departments, the documents must be sent by messenger or by the special van service which operates between the Treasury, the Revenue Departments and Parliamentary Counsel's Office. If these are not available, the documents may be sent by special signature service of the IDS. In every case receipts must be obtained for the documents. In no circumstances may the documents be sent by post or transmitted on facsimile equipment except for the secure facsimile link between the Treasury (Room 14/2), HM Customs and Excise, Inland Revenue, Department of Transport, DVLC and the Bank of England (see paragraph 22 for transfers via Officepower).
- (e) Each recipient is responsible for ensuring that every document classified BUDGET SECRET and above is entered in the appropriate security register. He must do this himself if no-one else is available or authorised to do it - this applies particularly at Grade 7 level. Staff who are not authorised to handle BUDGET SECRET documents may record them in the security register, provided that they have been received in double envelopes, using the information shown on the label which should be in accordance with paragraph (a) above. If this is done, the inner envelope must be passed to the recipient unopened, the number of the security register entry being shown on the label. If this procedure is followed it does not detract from the recipient's responsibility that receipt of the document has been recorded, so he should ensure that the security register number is shown on the label and copy it to the document itself.

- (f) BUDGET SECRET documents are not to be filed or otherwise handled by Divisional Clerks until after the Budget. They may be placed on divisional folders, but only by clerks entitled to see these papers. Such folders must bear the appropriate classification on the outside and must be kept so that unauthorised persons cannot have access to them. Officials who require a combination lock document box or security cupboard for BUDGET SECRET material should requisition it as soon as possible from the Assistant Budget Security Officer in EOG2 (Ext 4859).
- (g) All copies of documents of BUDGET SECRET classification or higher must be sequentially numbered, e.g. copy no 10 of 25 copies. A full record of copy numbers and recipients must be kept in the sender's security register.
- (h) The recipient of a BUDGET SECRET document may authorise its copying to a person who is entitled to see it, provided that the person authorising the copying is of Grade 7 level or above. Care must be taken to ensure that this does not enable persons to see papers dealing with proposals other than those with which they are directly concerned.
- (i) BUDGET SECRET documents may be taken out of the office to meetings only if this is absolutely unavoidable. They may be taken home only if a Grade 5 or above has given his prior approval. Permission should be given only if the authorising officer is content that there is no alternative and that the document(s) will be secure, i.e. transported in a locked briefcase, box or pouch and kept at home in a security container. A record of those documents must be kept in the office security register and checked on return.

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- (j) BUDGET SECRET waste must be destroyed by shredding; arrangements for this may be made with EOG (extension 4859). Recipients must keep a proper record of any such documents they destroy. Production of such a record is necessary to meet the requirements of the spot checks described in paragraph 24.

Preparation and handling of BUDGET CONFIDENTIAL documents

20. The normal rules for the control and transmission of confidential documents must be applied, except as modified below:

- (a) BUDGET CONFIDENTIAL documents may be sent within the building in a single sealed envelope. Documents being sent outside the building should always be transmitted in double envelopes with the inner envelope marked 'BUDGET CONFIDENTIAL'.
- (b) BUDGET CONFIDENTIAL documents should be sent by messenger, the IDS or the special van service which operates between the Treasury, the Revenue Departments and Parliamentary Counsel's Office. In no circumstances may the documents be sent by post or transmitted on facsimile equipment except for the secure facsimile link between the Treasury (Room 14/2), HM Customs and Excise, Inland Revenue, Department of Transport, DVLC and the Bank of England (see paragraph 22 for transfers via Officepower).
- (c) Copies of BUDGET CONFIDENTIAL documents need not be sequentially numbered, nor need they be recorded in security registers.
- (d) The recipient of a BUDGET CONFIDENTIAL document may authorise its copying to a person who has a strict operational need to see it, provided that the person authorising the copying is at Grade 7 level or above

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Care must be taken to ensure that this does not enable persons to see papers dealing with proposals other than those which they are directly concerned.

- (e) BUDGET CONFIDENTIAL documents may be taken out of the office to meetings only if this is absolutely unavoidable. They may be taken home only if a Grade 7 or above had given prior approval. Papers taken from the office should be carried in a locked briefcase, box or pouch and kept securely at all times.
- (f) BUDGET CONFIDENTIAL documents are not to be filed or otherwise handled by Divisional Clerks until after the Budget. They may be placed on divisional folders, but only by Clerks entitled to see these papers. Such folders must bear the appropriate classification on the outside and must be kept so that unauthorised persons cannot have access to them. Officials who require a combination lock document box or security cupboard for BUDGET CONFIDENTIAL material should requisition it as soon as possible from the Assistant Budget Security Officer in EOG2 (Ext 4859).
- (g) BUDGET CONFIDENTIAL waste must be destroyed by shredding; arrangements for this may be made with EOG (Extension 4859).

Checklist for distribution of BUDGET documents

21. The following table acts as a guide for those distributing Budget classified documents:

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	BUDGET SECRET: BUDGET LIST ONLY		BUDGET SECRET		BUDGET CONFIDENTIAL	
	Internal	External	Internal	External	Internal	External
BLO Folder	✓	✓				
Double envelopes	✓	✓	✓	✓		✓
Single envelopes					✓	
BLO label on inner envelope	✓	✓				
BS label on inner envelope			✓	✓		
Receipts	✓	✓		✓		
Sequentially numbered	✓	✓	✓	✓		

Office Automation

22. Users of Officepower must exercise great care to ensure that unauthorised persons do not obtain access to files containing Budget classified material. In particular, the following rules must be observed:

- (a) All persons on the Budget list who use the Officepower system must ensure that their user ID is protected by the password and key decoder system, and not by password alone. Queries on the adequacy of individual systems should be addressed to EOG5 (Mr Cobb x5347).
- (b) Passwords should be changed regularly (at least monthly) and should not be written down or told to colleagues. Avoid obvious words such as "Password", "HMT", or "BUDGET" etc which might be easily guessed.

- (c) Terminals should not be left unattended whilst they are logged into the system. Log-out if you leave the room.
- (d) Computer key tokens for the decoder system should be treated with the same respect as the combination number of a security cabinet; they must not be left lying around or placed in a desk drawer. When not in use, key tokens should be kept in a combination lock document box or security cupboard; these can be requisitioned from the Assistant Budget Security Officer in EOG2 (Ext 4859). If a key token protecting Budget information is lost or mislaid this should be reported immediately to EOG5 (Mr Cobb Ext 5437) and to the Budget Security Officer (Ext 4922).
- (e) Exercise care when printing Budget classified material. Printers should be either in the same room as the user, in the room of another user who is cleared to see the material, or in a locked room. If the existing positioning of printers causes difficulties EOG5 (Ext 5437) should be consulted.
- (f) Great care must be exercised before any Budget classified material is sent electronically via the Officepower system (see paragraphs 17(e), 19(d) and 20(b) for transfers by facsimile). Electronic transfers should be used only where there is a real operational need; and the following guidelines must always be observed:
 - (i) ring the potential recipient to tell them the information is to be sent shortly. If they are not available, do not leave a message on the Officepower system but call back later. Do not commence sending procedures until personal contact has been made;

- (ii) both 'delivery' and 'view' acknowledgements must be used, and the acknowledgements received by the sender must be printed and retained. The Assistant Budget Security Officer may ask to inspect these prints as part of his examination of the security of classified papers;
- (iii) any instances where the system appears to have 'broken-down' e.g. if information has been sent but has not been received, are to be report to the Budget Security Officer (Ext 4922) and EOG5 (Ext 5347) immediately.

23. Systems support staff must not allow an Officepower user access to the files of an individual on the Budget list without consulting the Budget Security Officer first (Ext 4922). If he is not available, the Assistant Budget Security Officer (Ext 4859) should be consulted. If neither the Budget Security Officer nor his assistant are available, the Deputy or Permanent Secretary responsible for the relevant work area should be consulted, and a written report made to the Budget Security Officer. In all instances, access to the files of an individual on the Budget list may only be given if there is a clear operational need, and a record of the authorisation must be kept by both the systems support staff and Budget Security Officer.

General Points

24. To ensure that the required procedures are being adhered to, Budget classified documents will be subject to a series of spot checks. There will be random checks of individual copies of classified documents sent to named individuals. There will also be more systematic searches of complete circulation lists of particularly sensitive Budget classified papers. These checks will be carried out by FP and EOG.

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25. Budget classified papers must not be typed in typing pools. Particular care should be taken about the custody of carbons, photocopies, dictating machine tapes, word-processing discs, shorthand notes etc containing classified information.

26. Care should be taken not to include Budget classified papers (or related papers) in divisional 'floats'.

27. The disposal of any document classified BUDGET SECRET or above is to be recorded in the security register. When arranging for the disposal of classified documents, officials are to take care that they do not enable any unauthorised person to see its contents.

28. If BUDGET classified papers do not state the post-Budget classification, recipients should alter the classification as appropriate after Budget day. The 'BUDGET' prefix should always be deleted after Budget day, as it no longer has any significance. Papers which refer only to decisions which were announced in the Budget may be declassified. Papers containing advice or background to such decisions should generally be classified CONFIDENTIAL. Papers containing references to courses of action which were not pursued, which were classified BUDGET SECRET should remain SECRET.

Queries

29. Any questions about the Budget Security instructions should be addressed to the Budget Security Officer, who is the Grade 7 in FP Division (Indirect taxation branch) (extension 4922).