

# West Midlands Conurbation Local Resilience Forum

Peer Review 2015

Report by the Greater Manchester Resilience Forum and the  
Department for Communities and Local Government

Authored by the AGMA Civil Contingencies and Resilience Unit

## Foreword

As the two largest metropolitan areas outside of London, the Greater Manchester city region and West Midlands conurbation share many of the resilience challenges faced by urban areas in the 21<sup>st</sup> century. Ambitions for economic success and growth, the increasing complexity and interdependencies of the systems supporting a city's functions, together with a changing risk landscape not least due to climate change and international terrorism, place resilience at the heart of creating safe and sustainable communities and places.

It has been a privilege to be invited to peer review the WMCLRF alongside colleagues from DCLG. Representatives from the Greater Manchester Resilience Forum (GMRF) have been welcomed by the WMCLRF and have received consistent support in exploring the inner workings of the LRF. This has offered a unique opportunity for GMRF to learn from the good practice and the experience of WMCLRF. In turn, I hope this report and its recommendations can assist the WMCLRF as this robust partnership determines its future priorities.

In case helpful, GMRF has included examples of activity and arrangements within Greater Manchester which may be relevant to WMCLRF when considering any possible future development.



Kathy Oldham

Head of the Association of Greater Manchester Authorities Civil Contingencies and Resilience Unit (AGMA CCRU)



Wordle.com 'word cloud' based on peer review information

*"This is one of the most important things we do - it's how we protect our communities"*

*"We are about protection, planning and preparedness for our communities"*

*"We are all the LRF. We work in partnership"*

*"Capabilities and plans aren't perfect but neither do we have major gaps"*

*"There is commitment to strengthen and overcome weakness"*

*"The response to incidents works well. Trust in partners could not be higher"*

*"Future activity needs to focus on improving things"*

*'The LRF needs to move from a coalition of the willing to delivering tangible outputs'*

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# 1. Introduction

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Between March and June 2015, the Greater Manchester Resilience Forum (GMRF) and the Department for Communities and Local Government (DCLG) worked with the West Midlands Conurbation Local Resilience Forum (WMCLRF) to undertake a review of the WMCLRF arrangements.

The review focussed on various aspects of civil protection in the West Midlands. These included:

- ❖ the strategic direction and operational focus of WMCLRF
- ❖ the enabling architecture including governance and structures
- ❖ strengths and areas for potential improvement in current arrangements

This report sets out the main findings and conclusions from the review, including good practice, potential opportunities for development and recommendations.

## 2. Aim and Objectives of the Peer Review

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The aim of the peer review was to reflect on current arrangements in order to identify good practice and areas for development.

The objectives set by the WMCLRF were to:

- ❖ examine governance issues and responder engagement within the West Midlands LRF between strategic, tactical and local resilience groups
- ❖ explore links between the new community risk register, resilience planning and training and exercising programmes
- ❖ undertake a SWOT analysis on the LRF and General Working Group
- ❖ identify areas for further development and improvement across the West Midlands LRF

## 3. Method

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The peer review comprised of two main stages:

- ❖ a workshop held in West Midlands on Tuesday 31<sup>st</sup> March 2015
- ❖ telephone conversations carried out between April and June 2015

Details of delegates are provided in Annex A and Annex B.

For both stages, members of the peer review team (Annex C) facilitated discussion with delegates. Discussion was based on the peer review objectives and was captured by the peer review team.

A SWOT analysis was also undertaken during the workshop.

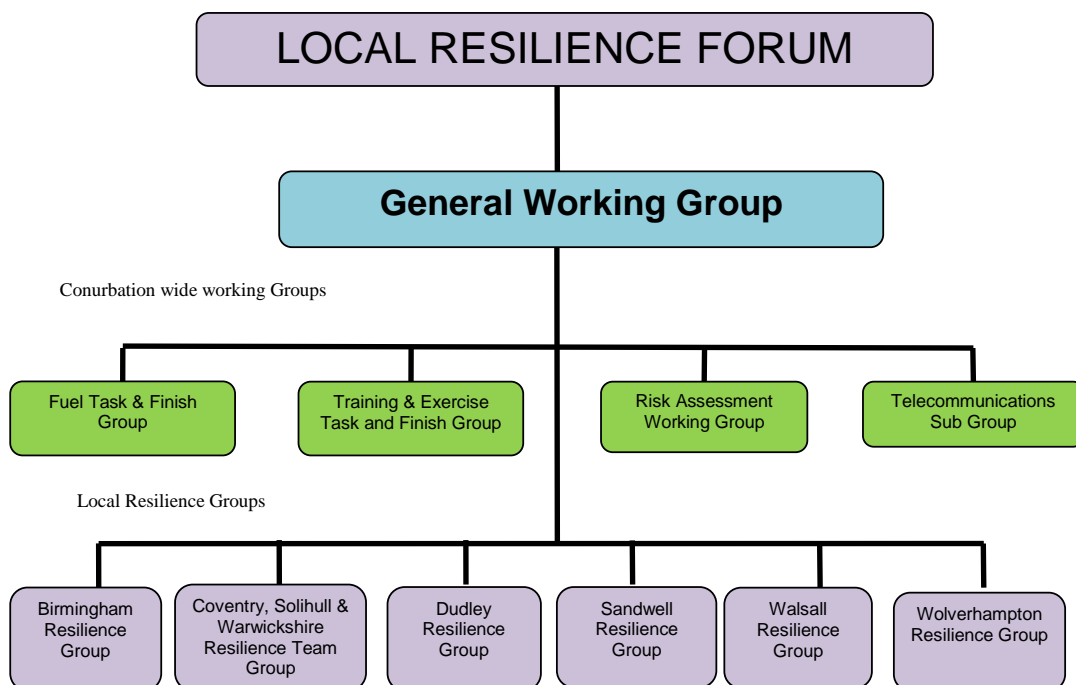
All information was subsequently used to inform the contents of this report.



## 4. West Midlands Conurbation LRF Local Context

The West Midlands conurbation is made up of seven metropolitan councils (Birmingham, Coventry, Dudley, Sandwell, Solihull, Walsall and Wolverhampton) and has a total population of over 2.4 million people almost half of whom live in Birmingham<sup>1</sup>. The conurbation borders three counties; Warwickshire, Staffordshire and Worcestershire. The West Midlands is characterised by a high density urban centre, with key rail routes including New Street Station in Birmingham City Centre, which is the busiest mainline station in the country in terms of passenger throughput and services provided. It also has a number of major roads and a complex motorway network, including stretches of some of the busiest motorway sections in the UK.

The West Midlands contains several highly industrialised areas, most notably Sandwell. The conurbation hosts many conference, sporting and entertainment venues including the National Indoor Arena, International Convention Centre, National Exhibition Centre, and several football stadia. The structure of WMCLRF arrangements is illustrated below.



<sup>1</sup> 2011 census

## 5. Common Themes Emerging from Discussions

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Conversations held across the WMCLRF revealed various views and a diversity of opinion. However, a number of themes emerged that reflected the majority of insights shared with the peer review team. These are summarised below.

### 5.1 Strategic Direction

The West Midlands civil protection system for the preparation for and response to emergencies needs to be safe, resilient and fit for purpose locally. The strategic focus and enabling architecture of the WMCLRF has recently been overhauled.

#### 5.1.1 Strategy

What works well?

- ❖ recognition of recent work to reinvigorate strategic level engagement
- ❖ awareness that some of the recent work to refresh the WMCLRF still needs to bed in
- ❖ strong leadership of the WMCLRF
- ❖ robust focus on CCA 2004 compliance and integrated emergency management
- ❖ senior level engagement from many agencies at the WMCLRF
- ❖ a focus on how to deploy the local civil resilience system to best effect, for example, through commissioning this review

## Considerations

- ❖ building on the progress already made, further leadership and focussed work will be necessary in order to enable clear roles, responsibilities, accountability and links to be realised between the WMCLRF and GWG
- ❖ WMCLRF could develop a documented resilience and civil protection strategy against which to commission an annual work programme for GWG
- ❖ at a strategic level, civil resilience could be positioned much more strongly in relation to broader conurbation-wide strategies e.g. urban resilience, sustainable urban development, climate change, investment and economic growth
- ❖ the WMCLRF is potentially punching below its weight in terms of influencing UK civil protection policy and in attracting national speakers to the LRF meetings
- ❖ senior colleagues could be further encouraged to come to WMCLRF with agendas that recognise the subjects and topics core to their business in order to facilitate wider and more consistent strategic level engagement
- ❖ similarly, recognition at the LRF level of incidents that do not have a strong blue light input but that have significant impacts for other colleagues could be encouraged
- ❖ there is a tension between strategic and expert levels, without the potential role of the strategic tier always being fully recognised

### 5.1.2 Governance

#### What works well?

- ❖ committed leadership of the GWG
- ❖ recognition of the work that has gone into the development of the WM CRR and the value that this has added to the shared understanding of risk by responders in the conurbation
- ❖ with both GWG and borough planning groups there is an appreciation that there is a need to consider different spatial levels in WMCLRF arrangements, with planning for both local and wide-area emergencies
- ❖ structures have been flexed to reflect changing ways of working

- ❖ reinvigation of WMCLRF is beginning to strengthen collective decision making processes and work to foster a 'culture of inclusion' is welcomed

## Considerations

- ❖ a review of the conurbation-wide and Borough structures could be helpful. Currently agencies tend to be more invested in one or the other, albeit agencies have mechanisms for representation at both levels. The arrangements could be reviewed to give clarity of purpose, better alignment and integration, avoiding fragmentation in LRF planning or duplication of effort
- ❖ establish clear responsibilities and accountabilities for the work programme, commissioned through WMCLRF and managed through GWG
- ❖ develop and agree clear delegated authority. E.g. for the LRF Chair to have delegated authority for funding decisions up to a value of £30k.

As part of its 2015-17 work programme, in order to support city region devolution, the Greater Manchester Resilience Forum aims to develop a Greater Manchester Resilience Strategy to further strengthen the city region as a safe and resilient place in which to invest, work, live and visit. This strategy will seek to build on the current GMRF strategy to set out a wider vision of resilience which recognises the relationship between a range of related agendas.

To inform the strategy, GMRF will utilise learning from various areas of work including GMRF's membership of the UN Making Cities Resilient Campaign, completion of a Disaster Resilience Scorecard, learning available from the 100 Resilient Cities programme, a pilot of the UN Urban Sustainable Development Goals, and the Royal Institute of British Architects (RIBA) designing resilient cities challenge.

Much of this work has highlighted or introduced useful concepts which have encouraged activity and development beyond the core requirements of UK civil contingencies legislation. For example, the 100 Resilient Cities agenda promotes greater consideration of chronic stresses such as unemployment and health inequalities which influence the ability of a conurbation to bounce back from shorter term acute shocks.

These areas of work have benefited GMRF in a number ways, including by providing opportunities to contribute to development of international policy, international city to city learning, and by enabling GM to showcase the region as a resilience place with resilient communities.

## 5.2. Enabling Architecture

WMCLRF has a significant history a strong inter-agency cooperation and joined up working across the conurbation. This is reflected in both the relationships within the civil protection arrangements and in the structures that enable emergency preparedness across different geographical footprints.

### 5.2.1 Responder Engagement and Contribution

What works well?

- ❖ across the LRF structures, strong relationships and good engagement are in place
- ❖ partners consistently express a willingness to work together to enhance arrangements
- ❖ engagement across the WMCLRF supports alignment of multi-agency efforts
- ❖ the structures and processes within WMCLRF enable effective discharge of the CCA duty to cooperate<sup>2</sup>
- ❖ the focus of the WMCLRF supports member organisations in collectively meeting all CCA requirements
- ❖ the current structures within WMCLRF support planning, training and exercising at different spatial and organisational levels

Considerations

- ❖ within the WMCLRF there is a potential dependency on particular individuals and/or agencies to coordinate and complete work, perhaps especially at the conurbation-wide level
- ❖ although there are strong partnerships in place there is an uneven contribution from different agencies to the shared work programme and a more balanced level of engagement and contribution is potentially required across all partners. This is reflected in a disparity in how much WMCLRF collective priorities influence corporate priorities of specific agencies and may

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<sup>2</sup> CCA 2004 - co-operate with other local responders to enhance co-ordination and delivery

depend upon how individual partners view, understand and value the contribution of the LRF to organisational priorities

- ❖ although the statutory LRF functions at a conurbation level, planning relevant to local communities is also required at a Borough level with structures in place to do this. However, especially in the context of limited resources, there can be conflicts between conurbation-wide and borough level working
- ❖ the breadth of the partnership arrangements enables a wide distribution of shared knowledge across the civil protection system, however recent and ongoing turnover of staff has highlighted the risk of a loss of corporate knowledge especially within individual organisations

### **5.2.2 Co-ordination and Delivery: GWG / Sub-Groups / Borough Resilience Groups**

What works well?

- ❖ the civil protection system within the UK is complex, requiring a breadth of engagement across many responding organisations, together with a depth of connectivity from national to local tiers. The enabling architecture of the LRF needs to integrate the different parts of the system to ensure that in addition to planning it can be mobilised in response
- ❖ structures have been streamlined in recent years to be more efficient and enable effective co-ordination and delivery of work areas
- ❖ General Working Group, sub groups and Borough Resilience Groups are all perceived to add value
- ❖ across different sub-groups there is a continuity of representation. This consistency can enable the development of expertise and assist in effective delivery of specialist work
- ❖ the LRF risk assessment process and information sharing arrangements add value at the borough level, informing civil protection activity within the Borough

Considerations

- ❖ there is a significant opportunity to review and to more closely align arrangements between the GWG, sub-groups and Borough Resilience Groups. The roles and responsibilities of the GWG and borough groups could be clearer with efficiencies and greater consistency deliverable by, for

example, adopting WMCLRF plans that are rolled out across boroughs at a tactical level. Agencies are, in general, represented at both conurbation and Borough levels, however there is sometimes a disconnect within an organisation between the staff working at the two levels

- ❖ equally, some partners view the WMCLRF/GWG structures as a ‘nice to do’ add-on to organisational or Borough planning, perhaps without recognition that the WMCLRF planning is a statutory requirement which is complimentary to, and should inform, borough plans. There is an opportunity to achieve a greater collective understanding of the purpose and processes of all LRF arrangements. In addition, the WMCLRF can be positioned as having both the breadth and depth to achieve reach into local communities as well as discharging functions around wide-area incidents
- ❖ within the WMCLRF structures there remain opportunities for tactical planners to strengthen their understanding of how their role adds value to the strategic agenda and how they can influence strategic thinking. Similarly the strategic structures could perhaps be more explicit about how they drive and implement change on the ground
- ❖ as mentioned earlier, a review of the governance arrangements and the processes for commissioning and allocating work could assist in delivering greater accountability across structures with clear responsibilities and timelines for the tasks allocated
- ❖ although consistent attendance by a discrete number of staff develops expertise in civil protection, wider engagement of staff from all agencies with greater involvement in subgroup activity could help promote a sense of ownership and increase the development of knowledge and skills. This may in turn assist in addressing the risk of loss of corporate knowledge highlighted due to the turnover of staff

The Greater Manchester Resilience Forum has historically produced an annual work programme which sets out agreed priorities and areas of work for the year. The work programme is informed by various drivers, including the community risk register, learning from incidents and exercises, national priorities and outcomes from the National Capabilities Survey. This documented programme of work ensures that LRF members, at all tiers, can effectively schedule and align their efforts to address clear, pre-agreed multi-agency priorities.

## 5.3 Transactional / Operational Delivery

There are a number of specific topics and areas within the work of the WMCLRF which attracted comment and suggestions from colleagues. This section picks out the key issues raised with the peer review team around these specifics.

### 5.3.1 Communication

The role of the LRF Secretariat was considered to be fundamental in enabling effective pan-WMCLRF communication, with the LRF contact list described as an excellent product. The need for continued long-term funding to sustain this post and for continuity of personnel within this position was highlighted as a key requirement going forwards.

Given continuing fiscal challenges and resource reductions, partners emphasised the need for strong on-going communication that:

- ❖ encompasses all responders
- ❖ remains proactive
- ❖ delivers consistent messages
- ❖ is structured to reach all audiences in a timely manner
- ❖ avoids jargon and acronyms where possible, especially recognising the breadth of the partnership and the turnover of staff

Use of newer technology such as teleconferencing and Resilience Direct could perhaps be exploited to greater effect.

### 5.3.2 Risk Assessment

Most participants highlighted the importance of the Community Risk Register and the processes which underpin it. Recent development in this area was welcomed and acknowledged, as was the role of the RAWG Chair in driving this agenda forwards.

However, the relationship between risk assessment and wider work programmes of the WMCLRF could be more clearly understood and articulated. Partners acknowledged the role of the risk assessment in developing core WMCLRF priorities but most were unable to describe the processes for commissioning work based on the new WM CRR.

There were also a range of practical suggestions in relation to the risk assessment process including ensuring:



- ❖ assessments are allocated more evenly and appropriately
- ❖ a more consistent level of detail / input into individual risk assessments
- ❖ completed assessments are quality assured

### 5.3.3 Training and Exercising

It was generally agreed that the training and exercising group functions well with good commitment from those involved. Many participants highlighted the recent development of links with the Risk Assessment Working Group (RAWG) and it was widely acknowledged that arrangements are currently being strengthened. To support this, participants offered a range of suggestions for further enhancement.

In particular, many felt that there are opportunities to increase efficiency when designing and delivering training. These include delivering joint responder training and ensuring good communication between health sector and wider planners to reduce the potential for duplication. Others felt that training packages could be shared more effectively across the LRF to provide 'off the shelf' products. There was also some suggestion that invitations for training and exercising could sometimes be wider to include more responders. Furthermore, some felt that the lessons emerging from exercises need to be captured and used more effectively to improve future plans and performance. As with most other areas of work, many agreed that it would be beneficial for the training and exercising group to develop a more tightly defined work programme.

GMRP commissions its multi-agency Training and Exercising Co-ordination Group (TECG) to maintain a rolling programme of joint training and exercising for all responders. This includes commissioning external training providers to deliver courses locally as opposed to their usual locations throughout the country. This approach has enabled GM organisations to collectively save a substantial amount of money and has provided the opportunity for GM responders to regularly attend the courses together, facilitating the development of partner knowledge and relationships.

The TECG programme also includes an annual strategic exercise and a tactical exercise which is rolled out across all boroughs in the conurbation. The exercises are used to validate recently reviewed GM level plans and provide the opportunity to develop awareness and relationships.

Through TECG, all GMRP members are notified of relevant training and exercising opportunities. A well maintained LRF training log also ensures that those equipped with the necessary knowledge can be targeted for appropriate exercises.

### 5.3.4 Response

There was a strong consensus that the LRF's ability to respond effectively to incidents and emergencies is one of its greatest strengths, particularly at a tactical and operational level. This was largely attributed to excellent relationships across the conurbation as well as high levels of experience in responding to emergencies.

However, partners reflected on the opportunities that a greater level of multi-agency debriefing could bring. This would enable collective identification of what worked well and lessons that could then be built into planning, thereby strengthening a virtuous circle of integrated emergency management.

When responding to incidents, risks, or issues on the horizon, GM organisations have experienced significant benefits in bringing together a wide range of partners to plan, even where some agencies are facing no clear risks or issues. As a recent example, GMRF held a multi-agency TCG to explore potential issues of proposed rail sector industrial action. Whilst of particular interest to agencies managing the transport infrastructure, this also had significance for other organisations when considering business continuity arrangements. Similarly, a pre-emptive SCG was held in relation to the risk of Ebola. The chair of GMRF is updated on such planning which helps to promote a culture of inclusion and ownership of planning across all agencies.

### 5.3.5 Health Sector Engagement

NHS representatives felt that their resilience planning and LRF involvement has been strengthened following the formation of the Local Health Resilience Partnership (LHRP) in 2013. It was noted that there is now consistent NHS and local authority Public Health (lead Director of Public Health) attendance at the LRF and that the LRF helps to inform health resilience activity. In addition, there is a standing LRF agenda item for the lead DPH for Civil Contingencies.

The health emergency planners group which reports to the LHRP was also seen as being effective for health sector emergency preparedness. Non health participants also acknowledged the value added by health planners.

In order to improve arrangements further, some felt that greater understanding of the LHRP and health sector arrangements could be developed across non health partners.

In addition to co-chairing the LHRP, the GM lead Director of Public Health for civil contingencies is also a member of GMRF and the GM local authority Civil Contingencies Chief Officers Group (COG). COG brings together the strategic level portfolio holders within the 10 GM local authorities to collaborate and co-ordinate local authority efforts. In this way, COG operates to join up local authority civil protection activity in a similar manner to the LHRP for the health economy. The lead DPH membership of these groups ensures that matters of public health resilience are fully integrated into wider local authority and multi-agency civil resilience activity.

### 5.3.6 Collaboration and Efficiencies

Many felt that key future risks relate to a reduction in resources and that to address this, a priority of the LRF should be to consider opportunities for greater collaboration and efficiency.

Participants felt that the LRF should explore ways in which to use resources differently across and between organisations. In particular, suggestions included maximising joint working through co-location where possible and joining up local authority engagement in LRF activity.

Although a limited topic of conversation, one participant considered ‘the biggest thing on the horizon’ to be the potential for a joint authority in West Midlands.

In GM, AGMA CCRU is funded by all 10 GM councils. Its governance structure includes a board with chief officer representation from each authority (COG). This board commissions work and scrutinises the performance of the Unit. The Unit’s structure includes Business Partners who work with individual authorities to ensure their business needs are reflected in the work of the Unit and that the authorities benefit from the services on offer.

With GM recognising the strength in partnership working, the CCRU is co-located with GM Police. The facility is configured so the GM Fire and Rescue Service, NHS, North West Ambulance Service, DCLG and other partners can also work from this location.

## 6. Less Common / Specific Areas Raised for Development

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Throughout conversations, participants raised a range of specific areas of work in which they felt there may be opportunities for additional planning and development. These included:

- ❖ arrangements for responding to a terrorist attack causing loss of critical national infrastructure
- ❖ cyber attack
- ❖ water distribution planning
- ❖ mass casualties and mass fatalities
- ❖ prolonged site clearance
- ❖ loss of responder communications (e.g. Airwave)
- ❖ planning and awareness for the recovery phase
- ❖ awareness in relation to Scientific and Technical Advice Cell (STAC)
- ❖ knowledge and understanding in relation to rail network planning and response

## 7. Recommendations

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Throughout the peer review, participants and peer review team members offered a range of suggestions to support the development of the WMCLRF arrangements. A comprehensive list of these is provided in Annex C. The recommendations set out below aim address high level strategic issues.

### 7.1. Embed the refreshed WMCLRF arrangements

- ❖ Extend the strategic vision of the LRF to encompass wider resilience and sustainable urban development agendas beyond statutory compliance with the CCA 2004. The CCA 2004 has been in place for a decade and limiting the LRF agenda to discharging a familiar set of statutory functions is unlikely to engage strategic players given the aspirations of the West Midlands conurbation as a whole
- ❖ Utilise the opportunities presented by changing governance structures in the West Midlands to ensure the LRF contributes to the debate about civil resilience during economic prosperity and how service reconfiguration might influence response models
- ❖ Strengthen governance arrangements to enable clear commissioning of work, develop robust accountability, ensure clarity of purpose and role between different tiers of the LRF structure and enable all agencies to be engaged in the delivery of LRF tasks
- ❖ Recognising the accountability to the public in emergency preparedness and response, WMCLRF could consider reviewing the political accountability of, and political engagement in its work, for example, through establishing scrutiny arrangements with Members, e. g. via the Police and Crime Panel
- ❖ Clarify the functions, relationships and lines of accountability between the WMCLRF/GWG and the Borough resilience structures
- ❖ Develop and review a 3-5 year Resilience Strategy for the WMCLRF

### 7.2. Maintain strategic engagement

- ❖ Using its weight as a major UK multi-administration geography, WMCLRF should aim to shape and influence national policy and thinking in civil protection, determining new approaches to metropolitan resilience and attracting national engagement befitting of its contribution to the UK economy

- ❖ Elevate the agendas of the LRF to contribute to wider resilience debates, national thinking, organisational resilience and to encourage the sharing of strategic level learning from incidents across the UK in order to reality check West Midlands capabilities and capacity to respond if faced with similar events
- ❖ The leadership of the WMCLRF is, in common with many LRFs around the UK, delivered by blue light responders. To ensure all agencies wish to come to the LRF table to commission work that is of value to their organisation and to the overall resilience of the conurbation, the WMCLRF should recognise topics, priorities and incidents of importance to all sectors
- ❖ Ensure all category 1 and 2 responders are complying with their statutory duties effectively to cooperate and share information with partners
- ❖ Health economy resilience is coordinated through the WMLHRP. Local authority senior civil contingencies portfolio holders could consider establishing similar arrangements through a Chief Officers Group to support strategic level local authority collaboration and articulation of the distinct contribution local authorities bring to the resilience agenda

### **7.3. Ensure tactical focus**

- ❖ Position the GWG as the business powerhouse of the WMCLRF driving and performance managing work programmes
- ❖ The GWG could strengthen its role in proposing an annual work programme to be commissioned by the WMCLRF and then ensuring its delivery
- ❖ The GWG could use the Cabinet Office Expectation Sets and outcomes of the National Capability Survey to determine overall WMCLRF CCA compliance and to recommend a work programme to address any gaps
- ❖ The GWG could bring forward a series of recommendations to the WMCLRF to clarify how the new WM CRR will drive future planning, training and exercising, recognising the influence of other drivers such as new national guidance and debriefs from incidents

## 8. Annex

### 8.1 Annex A - List of workshop attendees

#### Workshop attendees

Alistair Campbell	Head of Resilience & Local Engineering	Birmingham City Council
Melanie Dinnis	Emergency Planning Officer	Birmingham City Council
Robert Massey-Ellis	Senior Service Manager	British Red Cross
Tom Knibbs	Senior CSW Resilience Officer	Solihull Metropolitan Borough Council
Linda Walton	Senior CSW Resilience Officer	Coventry City Council
Helen Lowe	Contingency & Disaster Management Officer	Dudley Metropolitan Borough Council
David Hudson	Environment Manager	Environment Agency
Gregg Arrand	Local Resilience Forum Coordinator	Local Resilience Forum
Alexis Stylianides	RAF Regional Liaison Officer	Military - RAF
Dawn Roberts	Head of EPRR	NHS England
Peter Jefferson	Operations and Delivery Manager	NHS England
Alan Boyd	Resilience Manager	Sandwell Metropolitan Borough Council
Robert Sunley	Resilience Officer	Sandwell Metropolitan Borough Council
Clare Hinkley	Resilience Officer	Walsall Metropolitan Borough Council
Rachael Wilson	Resilience Officer	Walsall Metropolitan Borough Council
Keith Nevitt	Emergency Preparedness Manager	West Midlands Ambulance Service
Simon Shilton	Head of Emergency Response	West Midlands Fire Service
Will Doolan	Resilience Officer	West Midlands Fire Service
Jon Thursfield	Inspector, Integrated Emergency Management	West Midlands Police
Carl Henshaw	Emergency Planning Officer	Western Power Distribution

## 8.2. Annex B – List of telephone interviewees

### Telephone conversations

Steve Wheaton	Resilience & Specialist Operations Director	West Midlands Ambulance Service
Phil Hales	Deputy Chief Fire Officer	West Midlands Fire Service
Gary Cann	Assistant Chief Constable	West Midlands Police
Alistair Campbell	Head of Resilience & Local Engineering	Birmingham City Council
Neil Rogerson	Resilience Manager, People	Wolverhampton City Council
David Williams	Locality Director	NHS England
Michael Enderby	Head of CSW Resilience	Solihull Metropolitan Borough Council
Claire Wise	Security & Emergency Planning Specialist	Network Rail
Nick Smith	Resilience Specialist	Severn Trent Water Ltd.
Kate Wilkes	Resilience Manager	South Staffordshire Water PLC
Guy Chambers	Joint Resilience Liaison Officer	MoD
Frank Bird	Emergency Planning Officer	Highways Agency
David Newman	Head of Emergency Planning	London Midland
Julie Sadler	Regional Events and Logistics Manager	St John Ambulance



### 8.3. Annex C – Peer review team

#### Peer Review Team

Kathy Oldham	Head of AGMA Civil Contingencies & Resilience Unit	AGMA Civil Contingencies & Resilience Unit
Tom Walley	Senior Business Partner	AGMA Civil Contingencies & Resilience Unit
Julie Walker	Senior Business Partner	AGMA Civil Contingencies & Resilience Unit
Kate Green	Business Partner	AGMA Civil Contingencies & Resilience Unit
Jon Percival	Inspector	Greater Manchester Police
Rick Battersby	LRF Administrator	Greater Manchester Resilience Forum
Nik Whyte	Resilience Adviser	DCLG Resilience and Emergencies Division
John Houlihan	Resilience Adviser	DCLG Resilience and Emergencies Division
Sajid Younis	Resilience Adviser	DCLG Resilience and Emergencies Division

## 8.4. Annex D – Additional recommendations (comprehensive list of recommendations from participants and peer review team)

- ❖ Partners could reflect on whether they aspire to have an LRF that meets the minimum statutory requirements of the CCA or one that has a more ambitious/audacious agenda to contribute to the wider resilience of the conurbation.
- ❖ If not completed recently, partners could consider using the LRF Expectation Sets developed by Cabinet Office as a self-assessment tool.
- ❖ Stronger performance management / governance needs implementing to ensure the work plan is followed and resources are correctly allocated.
- ❖ Need to allocate leads to specific pieces of work throughout their lifecycle. At the moment, it can be hit and miss, relying on the same people to progress actions, etc.
- ❖ Would like to see more proactivity / structure / consistency in keeping representatives up to date. Even more important now that some representatives are covering wider geographical areas and cannot always physically attend meetings, etc.
- ❖ Need dial-in facilities for Exec, Tactical and sub-group meetings.
- ❖ Perhaps some form of ‘refresh’ event to allow partners to get a better understanding of each others’ roles & responsibilities as many organisations have changed structure and remit over the past 5 years.
- ❖ Consider tasking the General Working Group to present audit reports to the LRF Executive Group.
- ❖ While the LRF does respond well, resource management and planning could be improved.
- ❖ The LRF needs commitment from key partners to field dedicated staff to achieve consistency and continuity. This isn’t always the case and impacts on the LRF’s ability to deliver.
- ❖ Chairs of Local Resilience Groups should attend the strategic LRF meeting to bring context and understanding of local planning.
- ❖ Need better governance links between LRF – GWG – Local Resilience Groups.
- ❖ It was expressed that the decision making process is not clear with decisions made outside of the meetings when they should not be. The LAs thought this

was due to the blue light services being comfortable with a command and control style of leadership.

- ❖ Currently the LRF and GWG are chaired by blue lights on rotation. It was acknowledged that a LA could chair the GWG, however, they thought they were committing resources to the subgroups.
- ❖ LRF end of year report.
- ❖ Co-location of Emergency Planning Staff across all agencies.
- ❖ Clear strategic direction from LRF for 12-18 months.
- ❖ Ensure up to date ToR are completed and all agencies have sight – Resilience Direct.
- ❖ Decide what LRF wants to achieve and fund it accordingly.
- ❖ Communication flow between Local Resilience Groups and WMRF. Decisions to be made in meetings and minuted accurately.
- ❖ That the LRF stops acting without engaging with partnership members.
- ❖ Don't have meetings for the sake of it.
- ❖ LRF to become more operationally relevant.
- ❖ Better engagement / involvement of voluntary sector in planning / response phases.
- ❖ Proposals for all LRF 'themed' sub groups work programme.
- ❖ Strengthen the distinction between each level so that they work appropriately at each level.
- ❖ Everyone to make financial contribution to LRF.
- ❖ More focus on outcomes rather than how things are done or what process we are going to use.
- ❖ That the LRF operates as a partnership rather than a hierarchy.
- ❖ Move the management of the LRF Secretariat to the DCLG away from the Police.
- ❖ Ensure workloads are spread fairly when allocated during groups / meetings.
- ❖ Documents need to be de-acronym'd. Plain English wherever possible too as the majority of the LRF partners are not from the uniformed services.

- ❖ There is no central list or repository for plans. They are not yet on Resilience Direct.
- ❖ Need to coordinate and track all partners' plans. Resilience Direct would help with this.
- ❖ It is difficult to get a multi-agency input to plans if they are only developed and held locally.
- ❖ Severe weather planning is well established and the process is well embedded. This could inform other planning work.
- ❖ As resources shrink, there may be a need to develop more light touch 'framework' type documents rather than detailed plans. These could then be used to mitigate risk and be validated through exercise.
- ❖ Running a local MAGIC course would be a good way to develop the Strategic Executive level partners together.
- ❖ Lessons learned should be the bread and butter of the General Working Group (GWG) and accountability needs to be pushed up to the strategic group.
- ❖ Perhaps more 'off the shelf' training packages are the answer to addressing the reducing opportunities to train and exercise.
- ❖ Need a consistent debrief process. Local debriefs take place in some agencies but it is rare the findings come back into the LRF wider group for learning / sharing.
- ❖ Perhaps we should have an LRF wide incident register? We could incorporate a checklist within that to pick up debriefing and make sure lessons learned are checked off.
- ❖ Add a 15 minute strategic table top exercise to the agenda of each LRF meeting.
- ❖ T & E Group to look at what we do individually that could be part of a joint training package.
- ❖ To routinely conduct multi-agency debriefs and to collectively explore lessons learnt from responses at an LRF level.
- ❖ Consider building a greater role for Category II responders in future exercises.
- ❖ Consider building an opportunity to discuss Category II issues into LRF agendas at least once a year.
- ❖ Category 2 engagement was identified as an area to improve, e.g. Birmingham International Airport.

- ❖ It was suggested that the work of the risk group could be improved by developing a structure for minutes, actions, etc.
- ❖ Training and exercising needs a programme management approach linked to risk assessments and training pathway.
- ❖ Currently risks are assessed annually, but should this move to a two year cycle in line with the Cabinet Office?
- ❖ The group was keen on using gap analysis, matching the training and exercising plan to the risk register.
- ❖ Risk analysis should drive the training and exercising programme and the group felt that there had been a real improvement and that it is maybe 2/3 of the way there.
- ❖ Risk assessments need to have strategic buy-in and be influenced by the senior group.
- ❖ Risk needs to influence the prioritisation of the work plan and the training and exercise calendar.
- ❖ Need to start including the “so what?” test to risk assessments. The impacts aren’t always clear and we don’t always have a consistent feedback loop back into the business plan to determine how effective our risk controls are.