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5th April 2017



M6 Follow-up Hearing – Full Report

Full report of the M6 Follow-up Hearing hosted by the West Midlands Police and Crime Commissioner on Tuesday 20th December 2016.

Foreword

"On 4th February 2016 there was a 24 hour closure of the M6. As a result of serious failings in the response to this incident, I called a hearing. This hearing aimed to bring in important changes in the way we all work together to respond to incidents on the motorway. The latest follow-up hearing got everyone around the table again to see exactly what progress - however small or large - has been made since then. We need to make sure we have an efficient and effective motorway system serving the West Midlands, especially with HS2 construction coming soon. Although issues still remain, I am encouraged that changes as a result of the hearing have taken place and are making a difference. Our road network plays a vital role in the West Midlands economy, and we must do all we can to support the investment and jobs that it brings."

David Jamieson, West Midlands Police and Crime Commissioner

"The follow-up hearing was an important opportunity to re-examine progress in the West Midlands working together to respond to incidents on the M6 and wider road network. This work remains a key priority for the West Midlands Combined Authority's transport agenda."

Cllr Bob Sleight, Chair of the West Midlands Combined Authority

Host Organisations	Observer Organisations
West Midlands Police & Crime Commissioner	West Midlands Fire Service
West Midlands Strategic Policing & Crime Board	Warwickshire Police & Crime Commissioner
West Midlands Combined Authority	
Presenting Organisations	
West Midlands Police	Warwickshire County Council
Central Motorway Police Group (CMPG)	Coventry City Council
Highways England	Solihull Metropolitan Borough Council
Transport for West Midlands (TfWM)	Birmingham City Council
Media Attendees	
Birmingham Mail	Express and Star
Free Radio	ITV Central

Background: the original M6 Inquiry

On 4th February 2016, there was a collision on the M6 in which a young man tragically lost his life. The focus of this report on activity is the aftermath rather than the incident itself, as the motorway was not fully reopened for 24 hours. There were huge delays to commuters, damage to the economy, risks to people's welfare, a total lack of co-ordination between partners and overall an unacceptable response to the public.

Acting on public concerns, the West Midlands Police and Crime Commissioner held a public hearing to look into the disruption. Held on 18th March 2016, the M6 Inquiry brought together partners involved in the response on the day and revealed serious failings in traffic management caused by poor co-ordination and collaboration. As a result, eleven key recommendations were agreed to improve practice, learn lessons and drive better collaboration going forward. The Police and Crime Commissioner took these recommendations to the Government Minister with responsibility for Highways England at the time, Andrew Jones MP.

The M6 Follow-up Hearing

On 20th December 2016, the Police and Crime Commissioner hosted a public follow-up hearing to review progress on the recommendations made at March's Inquiry. Questions were led by the Police and Crime Commissioner, assisted by the Strategic Policing and Crime Board and the Chair of the West Midlands Combined Authority.

Presentations were given by the Central Motorway Police Group, Highways England, four local authorities (Warwickshire County Council, Coventry City Council, Solihull Metropolitan Council and Birmingham City Council) and Transport for West Midlands. Each organisation was asked to focus specifically on what has changed in their practices as separate entities and in collaboration since February 2016.

The follow-up hearing evidenced that co-ordination and collaboration are much improved in the West Midlands and at a wider level. Highways England reported a real step-change within their organisation, with learning from the original M6 Inquiry making a substantial difference to their practices nationally.

Submissions by partners and presentations during the hearing revealed some notable improvements since February 2016, including:

- Increased information provided on police logs for all agencies to use.
- Highways England now has earlier supervised access to crash sites to assess the carriageway and traffic management needs.
- More training for the Central Motorway Police Group and Highways England officers.
- Highways England now mobilises repair materials to incidents immediately.
- Major incident training workshops led by Highways England.
- Highways England now has a major incident hotline where its partners can reach it straight away.
- Highways England is working to improve its social media output so it can connect with drivers quicker. The police has also boosted real-time information on its social media feeds.
- Improved communication and collaboration between all agencies.
- Damaged road surfaces are now planed down, allowing traffic to get moving again quicker.
- A fact-finding visit to London's traffic control centre, which managed the Olympic Games traffic issues, has been organised to learn lessons about how they deal with major incidents and events.

Members of the public wrote in to the Police and Crime Commissioner to raise various issues, which were conveyed to partners during the hearing. It was stressed that the concerns of the public are in many cases real cries for help and that partners must bear this in mind as they work to alleviate the difficulties of travelling on the M6.

The most significant contextual pressure in coming years was identified as HS2. The construction stage of the project has the potential to put a severe strain on traffic flow and, if not managed properly, risks bringing the West Midlands to a standstill. With that in mind, three key challenges have been summarised by the Police and Crime Commissioner over the coming years, particularly around strengthening network resilience:

- 1) Ensuring the road network is running efficiently now, with effective responses to all incidents.
- 2) Mitigating the disruption caused by HS2 during its construction phase.
- 3) Ensuring the road network is fit for purpose when HS2 is functioning in 2026.

The West Midlands Combined Authority (WMCA) has since produced a paper titled *Network Resilience*, which supports and strengthens many of the recommendations made in the M6 Inquiry. This work led by TfWM will play a key role in improving joint responses to incidents, not only on the M6 but on the wider road network of the West Midlands.

The Police and Crime Commissioner has requested a meeting at the earliest opportunity with John Hayes MP, Parliamentary Under-Secretary (Department for Transport), to further discuss the issues raised at the follow-up hearing.

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STRATEGIC POLICING AND CRIME BOARD- M6 Inquiry Follow Up Hearing

**Notes of meeting held on Tuesday 20 December 2016
Lloyd House, Colmore Circus Queensway, Birmingham, B4 6NQ**

Present:

David Jamieson	-	Police and Crime Commissioner
Cllr Bob Sleigh	-	Chair of West Midlands Combined Authority
Ashley Bertie	-	Assistant Police and Crime Commissioner
Cllr Judy Foster	-	Assistant Police and Crime Commissioner
Jonathan Jardine	-	Chief Executive Officer
Brendan Connor	-	Board Member
Dr Cath Hannon	-	Board Member
Ernie Hendricks	-	Board Member
Gurinder Josan	-	Board Member
Dr Sarah Marwick	-	Board Member
Waheed Saleem	-	Board Member
Gary Cann	-	Assistant Chief Constable
Dean Hatton	-	Superintendent / Head of CPMG
Jared White	-	Chief Inspector CPMG
Gez Romano	-	Street Works Warwickshire County Council
Keith Bradshaw	-	Enforcement Warwickshire County Council
Karen Seager	-	Traffic Management Coventry City Council
Kevin Hicks	-	Traffic Manager Birmingham City Council
Nick Harris	-	Operations Executive Director Highways England
Andrew Butterfield	-	Midlands Operations Highways England
Melanie Clarke	-	Operations Customer Service Director Highways England
Cllr Ted Richards	-	Cabinet Member Solihull Metropolitan Borough Council
Alan Brown	-	Assistant Director Solihull Metropolitan Borough Council
Paul Tovey	-	Operations Lead Solihull Metropolitan Borough Council
Mike Waters	-	Head of Policy Transport for West Midlands

Observers + Note Taker- 12 individuals

Opening remarks

The Commissioner welcomed everyone to the meeting and invited all attendees to introduce themselves and to confirm their role within their organisation.

The Commissioner reminded attendees that the purpose of the meeting was to establish what has changed since the Inquiry held on 18 March 2016, to determine what would happen differently if the incident on 4 February 2016 was to occur again today. The circumstances of this incident were not discussed, however the aftermath and response were cited as the key focus for the follow-up hearing.

Prior to the meeting all attending organisations were asked to provide written responses to the following questions:

- 1) What is different from 6 February 2016 to now? (You may wish to address how your organisation is working better with other partners involved.)
- 2) How do we continue to build on this progress and improve our response to major incidents?
- 3) Do you perceive any impediments to progress on collaboration?
- 4) Do you have a view on where future responsibility for traffic management during responses should lie in the future?

During the presentation of these responses it was presumed attendees had read the submissions and therefore only the key points from the submissions were presented. An update on the 11 recommendations following the previous meeting was also provided.

Attendees were reminded that the issues discussed should be placed in the context of the planned construction of the HS2 railway line through the region, especially with the disruptions this will inevitably bring should the issues raised at this and previous meetings not be rectified before construction of the railway begin the effects will be multiplied.

The chair reminded the room of the effects of HS2 and the region's links to the surrounding regions and beyond. Looking forward many of the issues raised will be dealt with by those in attendance along with the Metro Mayor who will be elected in May 2017.

Apologies

Apologies were received from:

Bob Ainsworth - Board Member

Liam Preece - Board Member

Jim O'Sullivan - Chief Executive Highways England

Matthew Ellis - Staffordshire Police and Crime Commissioner

John Campion - West Mercia Police and Crime Commissioner

Phillip Seccombe - Warwickshire Police and Crime Commissioner

Keith Davenport - Traffic Manager Warwickshire County Council

Laura Shoaf - Transport for West Midlands West Midlands Combined Authority

Colin Knight - Assistant Director for Highways Services at Coventry City Council

Central Motorway Policing Group- presentation and questions

Superintendent Dean Hatton presented this report updating the board on the progress against the 11 recommendations and their written submission.

Discussions ensued during which the following issues were discussed:

- CMPG are potentially looking at moving to another system however currently there is a duty inspector available 24/7, who is a qualified senior investigating officer and would be the operational commander at a scene. As the matter progresses the duty inspector can then feed this back to the WMP incident manager who will be available 24/7 to take control of the incident locally, if required. This can then progress to a meeting of the Gold group if required.
- CMPG meet with partners individually at all levels on a regular basis, including the West Midlands Tactical Resilience Group which could potentially be the forum to have such discussions. They would like to extend this to all partners with a form of governance structure to discuss a strategic overview of the whole area.
- Whilst Warwickshire police are not part of CPMG there are protocols in place for informing them of incidents and escalating where needed. They can and have been contacted to provide support in major incidents.
- The priority/gradings will normally be completed by the 999/101 operator who takes the initial report of an incident and in situations such as the one being discussed this will in the majority of cases be classified as requiring an urgent

response. This will be constantly reviewed based on new information, usually from officers on the ground, to ensure the correct response is provided. Information is also shared with partners to assist with this, to ensure all parties can take appropriate action.

- JESIP (Joint Emergency Services Protocols) principles referred to in their submission are primarily for the emergency services however they are reviewing this with partners such as Highways England. This is to ensure even if partners do not formally adopt this framework they are aware of, and have training on, the key principles therein.
- The Cabinet Office's new and wider definition of a major incident means it is likely partners will move to major incident standby more frequently.
- The issues raised by Solihull Metropolitan Borough Council in their submission are an example of a significant event, ie when a large number of people attend events at the NEC, where the police and local authorities can work closely together to identify and resolve these issues. This will be discussed with them directly following the meeting.
- The force is aware of the safety and economic aspects of their response to such incidents and they are committed to continued working with partners to ensure they provide the best possible response.

Highways England- presentation and questions

Andrew Butterfield presented this report and the joint report drafted on behalf of other partners attending the meeting.

Following questions from the board the following issues were discussed:

- Since the last meeting and following the severe weather exercise they have confirmed contact details are up to date for all partners. They have installed a dedicated line for local partners to contact the control room directly for information and they are developing formal agreements with all local authorities to build on the progress already made.
- All traffic officers have been given further training on identifying and responding to potential issues such as road surface damage earlier.
- They now have more options for dealing with spillages on the carriageway such as hydro blasting and they mobilise teams and equipment earlier. They have also successfully tested 'planing' the road surface to allow vehicles to travel on the carriageway at low speeds before full repairs are completed at times of light traffic such as overnight.
- Their crisis management manual has made them assess situations differently to ensure they provide the best possible service to their customers whilst working with partners closely to ensure the response follows is a joined up approach.
- They would be happy to meet with partners on a quarterly basis if this is agreed.
- They have brought together 2 separate directorates as well as reviewing the crisis management manual to ensure there is a culture of pro-activity and consistency across the organisation. They are also looking to use this model elsewhere across their organisation to provide the best possible customer service.
- They are prepared to deal with all incidents and have local operations managers. They can escalate incidents to members of the executive team who will be available 24/7 (on-call) for responding to regional and national incidents.
- The severe weather exercise tested their processes to destruction and the feedback was it was the best exercise so far (they are held annually) and this provided an opportunity for partners to share information, for example how the army could potentially provide some assistance. They however will continue to learn from this and actual events to continue improving.
- The new Cabinet Office definition of a major incident has been incorporated in their crisis management plan and the JESIP principles continue to be part of their

training. They are satisfied that they and their partners are on the same page in this regard as they are operating to the same principles.

- They have a dedicated officer dealing with the gantry signs on sections of the smart motorways, who will update the signs as soon as possible when they are notified of an incident.
- The dedicated phone line for partners is a new resource and is fed to one of the call centre operatives who also call out to operate partners. They liaise with partners by telephone and email and response times can vary depending on the partners own procedures.
- They have a dedicated local authority liaison officer in place and are looking at making this permanent and addressing the issue if they are unavailable.

Warwickshire County Council presentation and questions

Gez Romano presented this report answering the questions and recommendation in turn.

Following questions from the board the following issues were discussed:

- They use the National Incident Liaison Officer Report which gives them information from officers on the ground on issues such as location and severity of incident to allow them to provide the appropriate assistance.
- They have an emergency planning and resilience team who go through scenarios on a regular basis so they know how to deal with them in practice.
- Whilst they are on the peripheries of the West Midlands they work closely with CMPG and all local forces as they understand the close links between the road networks.
- They do have formal professional relationships with partners and work closely with them, including other neighbouring counties. For example they met with Highways England to discuss diversion routes affecting local roads in their area.

Coventry City Council- presentation and questions

Karen Seager presented Coventry City Council's response.

Following questions from the board the following issues were discussed:

- They fully support the need for collaboration with partners and attend workshops with them to review policies, procedures and resources.
- They see the recent appointment of a Key Route Network Manager within the West Midlands Combined Authority as an important step to continue the progress already made.
- They use the example of a recent incident where Highways England informed them of a closure on the southbound section of the A46 which allowed their resilience team to monitor the roads closely as an example of good communication and progress.
- They fully support the idea of quarterly meetings to continue the information sharing and collaboration.
- They are attending the centre responsible for co-ordinating the London 2012 Olympics to see what lessons can be learnt from this.
- They would be willing to discuss a Transport for West Midlands regional command centre as this could provide 24/7 cover whilst regional satellite offices deal in working hours. Whilst this is in its infancy they attend several meetings where this is on the agenda and will continue to do so.
- They have a list of senior officers who are on standby across their area and will be contacted by the resilience team when an issue is identified and there will be someone with access to CCTV and other resources at all times. A tactical group can then be deployed if needed. Whilst this process can take time they do have an emergency services unit and can open standby buildings and call in extra resources if needed.

- The recent internal exercise in which they participated was facilitated by their resilience team made up of Solihull officers. The main focus was welfare and wellbeing of those involved in incidents such as this, for example sharing information to allow them to trigger support such as water provision. They do however have the same facilitator as Coventry and Warwickshire so feedback and lessons are shared in this respect.

Solihull Metropolitan Borough Council- presentation and questions

Alan Brown presented this response and following questions from the board the following issues were raised and discussed:

- They have 18 officers delivering services in this area with an on-call duty highways' officer available 24/7. This is supported by considerable resource from their strategic highways contract with Balfour Beatty. This is administered along with Coventry County Council and Warwickshire County Council, whose resilience teams work together closely.
- They are also concerned about the smaller incidents that create congestion such as long delays around Birmingham Airport whilst traffic is dispersed. Whilst they accept a lot of this is poor driver behaviour they are looking for support from local officers who have further powers to improve the flow of traffic.
- Solihull Metropolitan Borough Council are aware of the effect incidents such as this have on local large employers such as Jaguar Land Rover and Birmingham Airport and meet with them regularly to discuss their needs so they can listen and react to them.
- Incidents like this can quickly lead to a backlog if parts arrive late. This is also key for businesses that invest, or are considering investing, in the area and it is therefore key all partners get this right.

Birmingham City Council- presentation and questions

Kevin Hicks presented this response to the board. He confirmed further to the report they fully support the notes on the joint submission by Highways England and want this to be used going forward.

There were questions from the Board when the following issues were discussed:

- They work closely with their chosen provider Amey who they believe could provide further support and resources in such situations.
- They have 3 levels of personnel on duty 24/7 plus the control room which has access to cameras. They also have an incident room which can be used in major incidents.
- They see no reason why this process could not operate to cover the whole region but before this could be implemented the costs and resources would need to be established.
- They have a diversion network register but accept this needs to be reviewed in line with planned and unplanned works such as the redevelopment of Paradise Forum.
- They believe whilst there is a form of local authority traffic liaison they question if an individual, as is currently the case, is sufficient and suggest a team or chain of command could be set up to handle this role.
- They believe if information is shared earlier all partners would have a clearer idea of how long it will be until an incident is cleared and there could be a tendency to overestimate this timeframe without this information. They hope the measures allowing earliest possible access to the site will help in this regard.
- They understand Highways England currently have a key route network incident manager to be a contact point for local authorities and would look to have this as a

permanent position and potentially a team who fulfil this role.

Transport for West Midlands- presentation and questions

Mike Waters presented this report and provided a brief overview of the organisations and their responsibilities.

- They see the potential creation of a regional command centre as more than just sharing technology ie resources and intelligence too so this can be used by all partners. This can then be integrated with public transport to provide alternative public transport options for people to ease the number of vehicles on already busy roads following incidents and more generally.
- They are visiting a London centre to see how this may look and function in practice to learn from others' experiences managing the London 2012 Olympics.
- They are also keen to keep the local knowledge and functionality in each area, which they see as an invaluable resource.
- They are seeking financial and other assistance from central Government to work towards the most effective and appropriate direction to progress. Whilst this is on-going they cannot provide further details on this.
- The strategic plan for the West Midlands is called 'Movement for Growth' which discusses integration and future planning to resolve issues of how they bring all public transport issues within the region under one umbrella. This will be in conjunction with the local authorities and allows for a discussion of powers, for example in assisting the flow of traffic.

Questions and discussions between partners

The following issues were raised and discussed:

- If a member of the public calls Highways England this will go through to the control room, who can answer queries directly. Traffic England also provides information on other potential available routes. They also monitor social media updates to develop two-way feedback on issues as they arise. The press office also releases information to local media outlets.
- Transport for West Midlands also see this communicating with the public as an area they can develop such as considering putting all data in a single clear format to share and for media outlets to pick up. This recognises people may often use social media for information in the first instance.
- CMPG extensively use social media to keep the public informed and then provide live updates to which they can also receive feedback from the public. This is in addition to media releases and re-tweeting other organisations such as Highways England's updates.
- WMCA are also looking at the issue of real time updates as part of their mobility programme.
- The police and officers on the ground will identify where there is a risk to public safety and welfare as they are often on the scene first. They will then contact partners to see what support can be triggered. This due to the nature of the road network in the area will often involve several local authorities and agencies. This will then trigger local authorities' duties to provide aid under their emergency planning remit and requires a collaborative approach and early communication so practical issues can be considered such as how aid can reach an incident scene. This was in part covered by the severe weather exercise discussed earlier and in the responses.
- Transport for West Midlands are trying to move towards a situation where all traffic and CMPG officers have knowledge of the wider network but they are seeking resources both in terms of technology and people to do this. This is also in the context of ensuring the knowledge and expertise of local officers is not lost.

- The visit to the London centre is part of this process.
- A lot of the public responses concerned the use of the M6 toll to ease congestion following incidents. In this instance by the time this was considered the traffic had built up past the entrance to the toll meaning a lot of motorists were unable to use this resource. As this is not part of their network Transport for West Midlands are meeting with M6 toll representatives regularly and have agreed a protocol on how they collaborate with them.

Future planning and joint working

APCC Ashley Bertie invited all parties to discuss the impact of the construction of the HS2 railway and the plans attendees already have in place regarding this:

- Highways England regularly meets with HS2 representatives and have a large designated team dealing with this as the project moves across area boundaries.
- Warwickshire CC would ideally like more notice than the statutory 28 days but accept they will have to work with this.
- Whilst the 28 day notice is short in practice the majority of the issues have already been discussed and rectified in the pre-application discussions. There is a big role for the traffic liaison groups in this process to tease out the issues and identify solutions.
- There is a lot of work to streamline this process and all parties agreed it is crucial existing issues are improved before construction begins as road closures and diversions will inevitably have a knock-on effect on local roads and the wider road network.

Closing Remarks

Councillor Sleight concluded that he was encouraged by the work which has followed the previous meeting particularly the network resilience groups and the appointment of a key route network manager. This work needs to continue with the West Midlands Combined Authority as a forum to resolve issues. Whilst there are issues regarding resources he feels this is a genuine opportunity to make progress, particularly with the 'Devolution Deal 1' which will detail how they will deliver the network infrastructure on a long term basis.

The West Midlands PCC confirmed things have clearly progressed since the last meeting and asked all partners to continue to consider the work done, particularly before HS2 construction begins. He thanked all organisations for their refreshing and healthy openness which is necessary for all parties to work together in the future. He commented that the new Metro Mayor and West Midlands Combined Authority will also have a major role to play in bringing them together.

The PCC confirmed a brief summary of the meeting would be circulated and this will be provided to the Ministers responsible for Highways and Local Roads. This will focus on both the positive changes and the challenges they still face.

The PCC then thanked all attendees for their contributions and urged them to continue with this work before closing the meeting at 1302 hours.

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BRIEFINGS – M6 FOLLOW-UP HEARING 20.12.2016

The PCC has organised a meeting to follow up on the recommendations of the M6 hearing held in March 2016, assessing lessons learnt and determining what changes to partnership responses have occurred since the serious incident and disruption of 4th February 2016. The following request sought briefings from partners ahead of the follow-up hearing:

In order to inform proceedings, it would be hugely beneficial if each partner presenting could provide a brief outline of 300-500 words by Thursday 15th December 2016. It would be helpful if this addressed your particular experience of the following key questions:

- 1) *What is different from 4th February 2016 to now?*
 - *You may wish to address how your organisation is working better with other partners involved.*
- 2) *How do we continue to build on this progress and improve our response to major incidents?*
- 3) *Do you perceive any impediments to progress on collaboration?*
- 4) *Do you have a view as to where responsibility for traffic management during responses should lie in the future?*

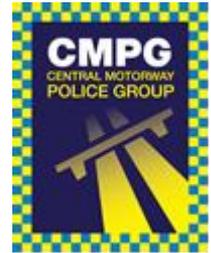
These questions have formed the basis of the following briefings.

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Central Motorway Patrol Group (CMPG) (Briefing received 14.12.2016)

M6 Follow Up Hearing – 20th December 2016
Short Briefing Note - Central Motorway Police Group (CMPG)



What is different from 4th February 2016 to now?

Changes have been made to our collaborative approach with regards to incident management on the motorway network. Information sharing and early access to scenes has resulted in operational examples of how more effective joint working since February 2016 has improved overall incident management.

In addition the Major Incident definition has recently been amended by the Cabinet Office:

“An event or situation, with a range of serious consequences, which requires special arrangements to be implemented by one or more emergency responder agencies.”

This definition has been adopted by all partners for common understanding.

West Midlands Police Emergency Planning team are in discussion with the force Learning and Development department to deliver new major incident training.

The Highways England Crisis Management Manual has been shared with CMPG / WMP. All CMPG supervisors have received a copy.

WMP are in the process of reviewing and updating contingency plans which will reflect the amendment and the review will include activation and declaration processes.

How do we continue to build on this progress and improve our response to major incidents?

Structured multi-agency debriefs must occur to capture learning after significant events. All opportunities for learning should be taken prior to a major incident occurring. Therefore I would recommend all agencies meet but on a quarterly basis to ensure new processes are working at an operational level for all incidents, not just significant events.

An agreement to work towards all agencies applying the Joint Emergency Services Principles, as Highways England and Kier were not initially included in the JESIP doctrine there may be an opportunity to bring them on board with some local training.

Do you perceive any impediments to progress on collaboration?

The biggest challenge remains that of public welfare during significant incidents on the motorway network. The nature of West Midlands motorways means they weave through more than one Local Authority area, often over relatively short distances meaning that a comprehensive and fully joined up response, outside of a major incident, across a number of Local Authority areas is likely to be a challenge.

Do you have a view as to where responsibility for traffic management during responses should lie in the future?

Dealing with incidents on our roads places a huge span of responsibility across numerous blue light and other agencies, very much dependent on the scale and nature of the incident.

Initial attendance is usually a police, fire and ambulance matter, with the emphasis on saving life and preventing incident escalation. The exception to this is vehicle breakdowns and non-injury road traffic collisions, which can often involve multiple vehicles and still cause significant disruption to major roads and motorways. These matters are generally managed by Highways England on the strategic road network.

More significant incidents involving injury or death are those likely to involve more than one agency and they will go through numerous phases requiring more or less input from each partner as the incident progresses. Traffic management therefore really depends on the scale and location of the incident.

The key to ensuring the management and handover of incidents is good communication between all partners from the outset. The processes now adopted in response to recommendations 1 and 2 have seen communication and scene access improved to enable on-going incident and traffic management to be as informed as possible, outside of Major Incident plans.

Moving forward the creation of the Combined Authority may present opportunities to consider transport more strategically and therefore provide a co-ordinated multi agency response to all incidents not just significant or major incidents.

Superintendent Dean Hatton
Head of CMPG

Highways England (Briefing received 16.12.2016)

The West Midlands Police and Crime Commissioner (PCC) held a public hearing into the response and delays that followed a fatal road traffic collision on the M6 on 4 February 2016. The purpose of the hearing was to seek to ensure that lessons were learnt so that coordination is as strong as it can be in the future between all parties involved in incident management. As a result of the public hearing, the PCC made a number of recommendations which all parties agreed to investigate and make improvements where appropriate.

Working with Emergency Services, Local Highway Authorities and Local Resilience Forums, we have made significant progress including the way in which we respond to major incidents on our network in the Midlands and how we work with our partners and communicate with customers in such circumstances.

- Measures that Highways England has taken since 4 February include:
- Conducted a severe weather incident exercise to test contingency plans with partners;
- Delivery of training to our traffic officers to enable an earlier assessment of damage to infrastructure on our network to allow traffic to keep moving;
- Working with our partners to adopt a new process for capturing incident updates and the creation of a dedicated telephone for West Midlands Local Highways Authorities to improve the sharing of intelligence;
- The Local Resilience Forums coming together (June) to agree a communications framework for managing incidents;
- Building on our existing collaborative relationships by underpinning them through the development of formal agreements with Local Authorities.

We also recognise the need to work closely with HS2 and we will continue to engage with them on their plans to ensure good communications between both parties around the planning and construction of the rail link are in place.

We welcome the opportunity to take part in the event on 20 December to update the West Midlands PCC on the good work and progress that has been made to date. Working with our partners, we also plan to submit a joint report to the PCC to provide a more detailed update.

West Midlands Police & Crime Commissioner Warwickshire County Councils response for the Follow up hearing on 20th December 2016

Background:

At 01:05hrs in the morning of Thursday 4th February 2016, a road traffic collision occurred on the northbound carriageway of the M6 motorway between junctions 5, Castle Bromwich and 6 spaghetti Junction. The collision was between two large goods vehicles and one car, the driver of the car, tragically, was fatally injured.

The M6 was not fully re-opened for nearly 24 hours and there was extreme congestion on surrounding local roads.

The West Midlands Police and Crime Commissioner (PCC) said “Thousands of motorists were stranded for long periods on the M6 motorway, factories came to a standstill as workers and components failed to arrive causing untold millions of pounds of damage to the local economy. The extent of the reputational damage to the West Midlands may never be fully known. The ‘Birmingham Box’ is an essential part of England’s motorway system and delay on it of this magnitude has national significance.”

Hearing – 18th March 2016

On Friday 18th March 2016, the West Midlands Police and Crime Commissioner chaired a public enquiry following a fatal road traffic collision which had occurred on the 4th February 2016. A request was made of Warwickshire County Council, by The Warwickshire Police Crime Commissioner to support this inquiry, which we did by the production of the initial report by Keith Davenport, Warwickshires Traffic Manager and was represented at the Inquiry by Gez Romano.

The PCC made 11 recommendations which were shared with Transport Minister, Andrew Jones MP, on Tuesday 22nd March 2016, as attached.

Progress against the actions as follows:

- 1. West Midlands Police / Central Motorway Policing Group (CMPG) are recommended to review protocols for informing Highways England of potential large diesel and petrol spillages.**
- 2. West Midlands Police / CMPG and Highways England are recommended to review Senior Investigating Officer protocols for Highways England to access incident sites to allow assessment of the condition of the carriageway and likely repairs, before the end of the investigative phase**

Warwickshire County Council are not directly affected by recommendations 1 & 2, however, we are aware of the importance of improving communication and co-operation with West Midlands Police / Highways England in the event of a major incident being declared. As part the agreed **Clear** (Clear, Lead, Evaluate, Act and Re-open) protocol Warwickshire and West Mercia Police have agreed to uphold these protocols when dealing with all incidents on the Motorway and Trunk Road Network.

- 3. West Midlands Police / CMPG, Highways England and local authorities are recommended to agree a programme of exercises to plan for unplanned motorway closures, with particular emphasis on understanding the consequences of four-lane running and the likely scale of road works associated with HS2 construction, and with**

the specific intention of developing a major incident response plan for the “Birmingham Box”

Coventry/Solihull/Warwickshire, (CSW) Local Resilience Forum officers attended the planning exercise held in June 2016, and will continue to provide support for future exercises. Warwickshire has also held its own internal training and exercise to look at various scenarios for planned and unplanned closures of the network.

Warwickshire County Council also attended the recent Severe Weather exercise hosted by Highways England. The event tested some of the issues raised by the above recommendations and looked to build on the current collaboration and communication protocols.

Warwickshire will continue to engage with the West Midlands Transport resilience and response partnership set up by Transport for West Midlands.. This forum provides for engagement by all partners undertaking works across the West Midlands area including Highways England, Transport for West Midlands, HS2 Ltd, Network Rail, local authorities and utility companies. We will also continue the work to engage with HS2 through the release of the HS2 Route-Wide Traffic Management Plan and the formation of the Local Traffic Management Forums to discuss the impact of all works along with the necessary mitigation of the effect of these works by cross boundary coordination, all parties will be working with HS2 and look to minimise the impact that the construction of HS2 could have on our local communities across Warwickshire and the West Midlands.

4. West Midlands Police / CMPG, Highways England and local authorities are recommended to review their protocols for declaring a “major incident”

Following the PCC’s hearing in March an internal review of the Council’s Emergency Planning process was undertaken. This concluded that our shared service with both Coventry and Warwickshire Councils is a robust service and the protocols for declaring a “major incident” are in place and are clearly defined.

The Emergency Plan, or sections thereof, can be activated in several ways to a potential or actual significant/ major incident as follows:

- In response to internal pressure within the local authority in response to a local incident
- External alert that a multi-agency Command Group is being called
- External alert that a partner agency has called a major incident “Stand By”
- External alert that a major incident has been “Declared”
- External alert via a partner agency
- In response to a National or Regional direction
- From On Call staff

The plan has been tested, including a specific highways exercise on this incident.

5. West Midlands Police / CMPG, Highways England and local authorities are recommended to consider the creation of a graded incident scale that allows for mobilisation of responses by the respective agencies that are proportionate to the scale of an incident on the motorway

WM Police have reviewed their incident grading system. Their new Priority P1 to P9 incident grading system will be shared with all staff (council and contractor) involved in the Emergency and Incident management process at Warwickshire, to ensure a consistent approach is taken when managing incidents when this affects the Warwickshire local road network.

In addition, the JESIP (Joint Emergency Services Interoperability Principles) approach to incident management is embedded within Warwickshire, included as part of our emergency arrangements. All our resilience personnel are also trained in JESIP.

6. Highways England and local authorities are recommended to review their protocols for activating local authority out-of-hours traffic management capabilities in the aftermath of significant incidents

There is a single resilience 24/7 contact list across the West Midlands (and Warwickshire). This has been in place for 8 years. The contact list includes 24/7 incident numbers, office, mobile and control room numbers for all agencies across the conurbation. This document is owned by the Local Resilience Forum and all agencies have a copy.

The introduction of a dedicated telephone “hot-line” for local authorities to contact HE control room is a significant improvement in our ability to communicate during Major Incidents.

The National Incident Liaison Officers Reports (NILO) notification system works well, and this information is being shared more widely across key officers at Warwickshire now.

A meeting is being held by the West Midlands (Shires and Unitaries) Traffic Managers with Highways England Partnership Team in January 2017 to look at a revised partnership agreement. It is expected that the revised partnership agreement will be in place in the spring of 2017

7. Highways England are recommended to develop and implement collaboration agreements with local authorities for the shared response to significant incidents on the motorway network

Highways England has held a number of multi-agency working groups, to develop this document through the Local Resilience structure. Warwickshire County Council have provided information, feedback and given support to HE in the development of partnership agreement.

8. Highways England, West Midlands Combined Authority and the Department for Transport are recommended to renegotiate the criteria for activation of “Operation Freeway” to:

- **Lower the thresholds for activation of Operation Freeway**
- **Devolve decision-making to the West Midlands Metro Mayor in consultation with Highways England, West Midlands Police and local authorities**
- **Review how the M6 (Toll) might be more effectively integrated into the response to significant incidents on the motorway network**

Warwickshire County Council is a non-constituent member of the Combined Authority at this time and therefore this is outside our remit.

9. Highways England is recommended to review its operational command arrangements for significant incidents to ensure there is clarity on roles, responsibilities and delegated authorities

Warwickshire County Council has also reviewed its operational command arrangements both during the working day and out-of normal office hours to ensure a responsible officer is available at all times to take operational command in the event of a major incident occurring in or affecting the Warwickshire County Council network.

The Council's Emergency plan, which was in place at the time of the M6 incident in February 2016, would have brought into operation had a Major Incident been declared.

The Emergency Plan contains such structures, roles & responsibilities, delegations and activation process etc.

10. All agencies should immediately examine their response to risks to the welfare of those trapped in vehicles and develop a plan to provide rapid assistance to vulnerable people

Warwickshire County Council (SMBC and CCC) have contingency plans in place to provide the required support to motorists, which has been in place (both tested and used) for a number of years.

Since February, we have reviewed our arrangements and will continue to improve them as part of our standard improvement process for all our plans.

We have also run a dedicated Highways Emergency Response training and exercise session internally. This session specifically covered the February incident, our emergency arrangements and a range of scenarios to test the plans in place.

Externally, we have engaged Highways England and other Partners, specifically following the M6 incident and are part of a group to support HE in the development of an overarching plan.

We have also participated in the recent Highways England winter exercise at the motorcycle museum.

We continue to ensure all partners are aware of our 24/7 incident number

11. West Midlands Combined Authority is recommended to convene within six months a follow up event for West Midlands Police / CMPG, Highways England and local authorities to consider progress against these recommendations

**Warwickshire County Council
Response to West Midlands Police & Crime Commissioner
20th December 2016**

1) What is different from 6th February 2016 to now? (You may wish to address how your organisation is working better with other partners involved.)

The Public Inquiry held on 18th March 2016 set out the recommendations which helped all agencies review the policies, procedures and resources associate with, and available to help

managed major incidents. Warwickshire County Council has supported the review process at both a regional and local level.

As a result, the Highways England team have lead on a review of the Emergency Planning response process in the region well; refreshed the communications plan to ensure communication systems operated and the right people are contacted in the event of a Major Incident being declared. Regular updates on incidents via the NILO protocol are now shared which helps local authorities better plan for the impact on the local road network.

At a local level, Warwickshire County Highway Services team now have a great awareness of the potential impact Major Incidents can have on the region's economy and the importance of restoring capacity of the strategic highway network as quickly as possible.

Warwickshire already worked closely with both Solihull and Coventry, and deliver Resilience and Emergency Planning services as a partnership. The joint emergency plan has now been shared with all on-call duty staff and managers to ensure greater awareness of the processes and addition support available to help manage both minor and major incident affecting the highway network.

Warwickshire County Council will to continue to engage with its West Midlands partners by attending the Transport for West Midlands Resilience Forum, ensuring that cooperation and collaboration on all aspects of strategic works management for the region.

2) How do we continue to build on this progress and improve our response to major incidents?

Warwickshire County Council remains committed to supporting Highways England in the event of a Major Incident being declared. The new West Midlands Resilience and Response Partnership's Tactical Working Group has recently been established. Although in its infancy, the added resources of the West Midlands Combined Authority will take responsibility for this service area going forward and give it an improved governance structure with a particular emphasis on the challenges associated with constructing HS2, maintaining the strategic and local road network, and delivery the region's growth agenda.

Much of the areas ability to respond to serious incidents on the highway network currently relies on good will of key officers and their personal relationships with colleagues in neighbouring authorities. Whilst these are important, it is also important to ensure robust communication systems are in place to ensure incident status is shared consistently and as early as practical to minimise response times and , maximise planning and mobilisation of resources.

The HE's CLEAR (Clear, Lead, Evaluate, Act and Re-open) protocol is a significant step forward. This places greater awareness and responsibility to re-instate the strategic highway network back to capacity as quickly as possible, thereby minimising the impact on the local highway network and the region's economy.

3) Do you perceive any impediments to progress on collaboration?

None, all agencies have shown a willingness to work collaboratively in the future.

4) Do you have a view as to where responsibility for traffic management during responses should lie in the future?

In respect of a Major Incident on the Strategic Highway Network then the responsibility for traffic management is currently shared between the respective Police Force and Highways England and managed from the Regional Control Centre at Quinton.

When such a situation starts to impact on the local highway network, then responsibility is again shared between the Police and Local Highway Authority. The response can vary significantly dependant on the location and likely duration of the incident. Good communication between all agencies is key to early intervention, support and finally restoration of the network.

Coventry City Council Response to Police & Crime Commissioner 20th February 2016

Coventry City Council would like to provide the following update for the Police and Crime Commissioner in respect of a Major Incident being declared on the Strategic Road Network:

1) What is different from 6th February 2016 to now? (You may wish to address how your organisation is working better with other partners involved.)

The February hearing raised a number of pertinent questions which helped all agencies review the policies, procedures and resources associated with, and available to help manage major incidents. Coventry City Council has supported and participated fully in this review process at both a regional and local level.

There have been improvements with respect to how major incidents are dealt with. The Highways England team have lead on a review of the Emergency Planning response process in the region; refreshed the communications plan to ensure communication systems operate and the right people are contacted in the event of a Major Incident being declared. Regular updates on incidents are now shared which helps local authorities better plan for the impact on the local road network. However, in respect of these and other incidents that will have a severe operational impact on the network, the recent appointment by the West Midlands Combined Authority (WMCA) of a Key Route Network Manager and the proposed Regional Integrated Command Centre will help to address this.

At a local level, Coventry City Council's Highway Services and Network Management teams now have a greater awareness of the potential impact major incidents can have on the region's economy and the importance of restoring capacity of the strategic highway network as quickly as possible.

Coventry works in partnership with both Warwickshire and Solihull to deliver a shared Resilience and Emergency Planning services. Officers from Coventry's highways, network management and Emergency Service Unit recently participated in an Emergency Planning Exercise. This has ensured greater awareness of the processes and additional support available to help manage both minor and major incidents affecting the highway network.

2) How do we continue to build on this progress and improve our response to major incidents?

Coventry City Council is committed to supporting Highways England in the event of a Major Incident being declared on the Strategic Highway network. The new West Midlands Resilience and Response Partnership's Tactical Working Group has recently been established and has further dates to meet during 2017. Although in its infancy, the added resources of the West Midlands Combined Authority and the development of a Regional Integrated Command Centre (RICC) will no doubt help to monitor progress and provide additional support and resource if a large scale incident should occur in the future. This group will also lead on co-ordination on planned improvements such as HS2 and major maintenance schemes to minimise impact both on the Strategic and WM Key Route Network.

We consider the HE's CLEAR (Clear, Lead, Evaluate, Act and Re-open) protocol is a step forward. This places greater awareness and responsibility to re-instate the strategic highway

network back to capacity as quickly as possible, thereby minimising the impact on the local highway network and the region's economy.

3) Do you perceive any impediments to progress on collaboration?

Collaborative working will require all agencies to work together to ensure that future incidents are managed more effectively. The agencies involved have shown a willingness to work in this way with the set-up of the West Midlands Network Resilience - Tactical Working Group. It is imperative that the joined up working continues between HE, Local Authorities, Central Motorway Patrol Group (CMPG) and the WMCA to ensure that a cohesive and resilient network management strategy is in place to manage the pressures the network will face in the coming years.

At a local level, Coventry City Council recognises the need to work closely with the local police force to help with restoring the capacity on the local road network in the event of an incident that causes major delay on the local road network.

4) Do you have a view as to where responsibility for traffic management during responses should lie in the future?

In the future the responsibility should sit with the WMCA, HE and the police, supported by Local Highway Authorities. Coventry is strongly supportive of the creation of a Regional Integrated Command Centre (RICC) to manage incidents on the regions road networks. This RICC should involve representatives from Local Authorities, the CA, HE, Police and the Central Motorway Patrol Group.

Solihull Metropolitan Borough Council Response to Police & Crime Commissioner 20th February 2016

Councillor Ted Richards, OBE, Transport & Highways Cabinet Member for Solihull Council asked his officers to consider the Police & Crime Commissioner's recommendations in respect of a Major Incident being declared on the Strategic Road Network and provide the following update:

1) What is different from 6th February 2016 to now? (You may wish to address how your organisation is working better with other partners involved.)

The February hearing raised a number of pertinent questions which helped all agencies review the policies, procedures and resources associate with, and available to help managed major incidents. Solihull Council has supported this review process at both a regional and local level.

The Highways England team have lead on a review of the Emergency Planning response process in the region; refreshed the communications plan to ensure communication systems operated and the right people are contacted in the event of a Major Incident being declared. Regular updates on incidents are now shared which helps local authorities better plan for the impact on the local road network.

At a local level, Solihull Highway Services team now have a greater awareness of the potential impact Major Incidents can have on the region's economy and the importance of restoring capacity of the strategic highway network as quickly as possible.

As we have done for nearly 10 years, Solihull continues to work closely with both Warwickshire and Coventry, and deliver Resilience and Emergency Planning services as a partnership. Our joint Emergency Plan was earlier this year, as part of a specific Emergency Planning training session, been shared with all 'on-call' duty staff and managers. This has ensured greater awareness of the processes and additional support available to help manage both minor and major incidents affecting the highway network.

2) How do we continue to build on this progress and improve our response to major incidents?

Solihull Council remains committed to supporting Highways England in the event of a Major Incident being declared on the Strategic Highway network. The new West Midlands Resilience and Response Partnership's Tactical Working Group has recently been established. Although in its infancy, the added resources of the West Midlands Combined Authority will no doubt help to monitor progress and provide additional support and resource if a large scale incident should occur in the future. This group will also lead on co-ordination on planned improvements such as HS2 and major maintenance schemes to minimise impact both on the Strategic and WM Key Route Network.

We consider the HE's CLEAR (Clear, Lead, Evaluate, Act and Re-open) protocol is a step forward. This places greater awareness and responsibility to re-instate the strategic highway network back to capacity as quickly as possible, thereby minimising the impact on the local highway network and the region's economy.

3) Do you perceive any impediments to progress on collaboration?

No, all agencies have shown a willingness to work collaboratively in the future.

At a local level, it would be helpful to get an update on the Local Policing Traffic Management responsibilities and capacities, in respect of managing major delay on the local road network. Following recent re-organisations, the local force appears to be finding it increasingly more difficult to provide support to help restore capacity to the local road network.

4) Do you have a view as to where responsibility for traffic management during responses should lie in the future?

In respect of a Major Incident on the Strategic Highway Network then the responsibility for traffic management is currently shared between the respective Police Force and Highways England and co-ordinated through the Regional Control Centre at Quinton.

When such a situation starts or is likely to impact on the local highway network, then responsibility is again shared between the Police and Local Highway Authority. The response can vary significantly dependant on the location and likely duration of the incident. Good communication between all agencies is key to early intervention, support and finally restoration of the network.

M6 Closure - 4th February 2016**Follow-up hearing – Request for Information by Police and Crimes Commissioner
Submission by Birmingham City Council (BCC)****1. Introduction**

- 1.1. This briefing note informs the Inquiry of the outcomes of the review of Birmingham City Council processes and protocols since the 4th February incident and responds to the recommendations of the Inquiry Hearing held on 18th March 2016.
- 1.2. BCC has worked with Highways England and other partners in the intervening period to develop a joint response to the Inquiry Recommendations. Whilst that joint response has yet to be approved by BCC, we are encouraged by the collaborative efforts being made by all parties to improve communication and joint-working. BCC support this approach and will continue to work with those key partners to ensure this work is progressed.

2. Requested Information

- 2.1. In an email of 5th December the PCC's office requested information in advance of the 20th December follow up hearing aligned to the following 4 key questions

2.2. *What is different from 4th February 2016 to now?*

- 2.3. With regard to the relevant Inquiry recommendations for issues that have been moved forward since the incident are as follows.
 - Recommendation 3 - Agree a programme of exercises to develop "Major Incident Plan for the Motorway Box" - In October both BCC and Amey Highways officers took part in a multi-agency desk top exercise organised by Highways England. In addition in August 2016 Amey established a co-ordination meeting with Highways England to increase the familiarity of people, processes and programmes between our Highways PFI Service Provider and the HE. This forum will meet regularly and include Incident Response Planning as a substantive item for discussion.
 - Recommendation 4 - Review Protocols for declaring Major Incident - All of BCC/Amey's relevant process, protocols and plans have been reviewed and found to be adequate. However as part of the co-ordination forum referred to above and those protocols will remain under constant review.
 - Recommendation 5 – Creation of graded incident scale for Motorway incidents - The proposed grading of incidents relating to the Motorway network outlined the HE report is supported by BCC. This framework should be integrated into other suggested HE framework and Protocols referred to in the report including JESIP and HE's Crisis Management Manual in order that there is a clear understanding of how the terms and levels of intervention and escalation correlate.
 - Recommendation 6 – Review activation of Traffic Management protocols – As with recommendation 4 BCC's Traffic Management response protocols have been reviewed and found to be appropriate, contact details have been updated and the protocol will continue to be reviewed periodically through Co-ordination forum referred to above. We have also ensured that M6 Strategic Diversion Routes are included in the Birmingham Street Works Register in order to enable a rapid check of diversion road-space in the event of an emergency.
 - Recommendation 7 – Develop and implement collaboration agreements – This work has been the subject of recent discussion through the West Midlands Traffic Managers Group. Key to taking forward a comprehensive partnership agreement is the expansion of the current scope of the intended partnership agreements to include the aspects of

incident management beyond message protocols for Variable Message Signs and also other important aspects of HE interfaces including reciprocal maintenance arrangements and development control issues. Amey and Kier as the two key service providers have met and exchanged emergency plans, contact details and resource availability information.

2.4. How do we continue to build on this progress and improve our response to major incidents?

2.5. Regular liaison is required through structured forums if we are to build on the progress that has been made. BCC believes the focus for this liaison should be led by the HE and that a dedicated Local Authority Liaison Officer (or team if required) should be established for the West Midlands area to ensure a continued collaborative approach between the HE and Local Authorities on all aspects of Highway Network Management, not just incident management. A test exercise for the Birmingham Highway Emergency Plan has been set for 14th February 2017 to include scenarios impacting both HE and local road networks.

2.6. Do you perceive any impediments to progress on collaboration?

2.7. The recognition that those impacted by this type of event goes far beyond those drivers on the Motorway Network will be key to progressing and maintaining a collaborative approach. It is the public as whole, not just those in vehicles on the HE's roads, that are inconvenienced when such problems occur.

2.8. Traffic impact and congestion does not respect administrative boundaries and collaborative working has to recognise that when such problems occur (either with incidents or planned works) mitigating the impact and resultant congestion is an issue that the HE also has to address, in conjunction with Local Highway Authority, on the local road network.

2.9. Mechanisms for predicting the duration of an incident for the purpose of triggering escalations remains a concern.

2.10. Do you have a view as to where responsibility for traffic management during responses should lie in the future?

2.11. As referred to 2.8 above, BCC believe that there is a joint responsibility between both the HE and the Local Highway Authorities for ensuring traffic is managed in the most effective way when these types of incidents occur. Some commitment around issue (such as cost) has to be taken by both parties early in an incident response to enable empowered managers to take contingency actions and put resources in place that might not be utilised ultimately.

2.12. The HE should that diverting traffic from the motorway network (either positively or as a consequence of drivers seeking alternative routes due to the motorway network becoming congested) has a detrimental impact on the local road network. Whilst for short term incidents (i.e. a few hours) the Local Authority will manage the impact on the local road network through such tools as Urban Traffic Control systems (traffic signals), in prolonged incidents such as the event on 4th February further Traffic Management support (e.g. additional static temporary signage on the local road network) may be required and should be offered and provided by HE.

Kevin Hicks
Assistant Director - Highways and Infrastructure
Birmingham City Council

14th December 2016

Transport for West Midlands (TfWM) (Briefing received 16.12.2016)

**West Midlands Motorway Network: M6 follow-Up Hearing Incident
20 December 2016
Transport for West Midlands Response to the Police & Crime Commissioner**

The West Midlands Combined Authority (WMCA - established July 2016) is beginning to deliver an ambitious investment programme for growth and job creation, as outlined in our Devolution Deal and Strategic Economic Plan.

The WMCA has a clear purpose with regard to transport: to plan for, and deliver, a transport system across the West Midlands that will boost our regional economy and improve the daily lives of our residents and workers. The West Midlands Strategic Transport Plan "Movement for Growth" has now been adopted and sets out our long term ambitions for transport in the area. This ambition is now being developed and delivered by Transport for West Midlands (TfWM), the transport arm of the Combined Authority.

The value of the March 2016 Inquiry into the M6 Incident in February 2016 is recognised by TfWM, we welcome the constructive recommendations, and are pleased to be involved in the on-going enhanced level of multi-agency dialogue which is now being established. We have set out below our response to the follow-up hearing questions.

1. What is different from 4th February 2016 to now?

Following the February 2016 incident there has been growing awareness of the scale and timing of a series of national level major infrastructure works which particularly impact the West Midlands Strategic Road Network (SRN) and West Midlands Key Route Network (WM-KRN). Improving the understanding of this has been key focus for TfWM and a summary of the works we have been able to identify in liaison with HS2 Ltd and Highways England is provided in Appendix 1.

The infrastructure investment will bring many significant direct benefits and unlock further regeneration and growth opportunities. Nevertheless, during the delivery period it will remain critical to sustain a high-level of inter-agency coordination in order to manage potential short-term adverse construction disruption impacts.

In response to this a West Midlands Transport Resilience & Response Partnership has been proposed to coordinate the delivery of future programmes of investment and maintenance, as well as manage incident recovery. Membership will be invited and drawn from the Constituent and Non-Constituent Authorities, TfWM, Network Rail, Highways England, HS2, Midland Expressway Limited, Midland Expressway Ltd, West Midlands Police and other emergency services. Central to the success of this will be:

- a clear effective communications plan (inter-agency and with travellers and major employers);
- a robust live and consolidated data and intelligence source (bringing together multiple operational and strategic data sources with which to form sound strategic responses);
- and

- an effective leadership and governance (with the highest level of organisational mandate and a clear chain of command through the strategic, tactical and operational levels of the agencies involved).

These issues have been discussed with partners and a number strategic 'asks' raised with the Department for Transport and HMT during the area's Devolution Deal 2 negotiations. The objective has been to secure Government support for the required strategic response; recognising that the scale and importance of the issue has impacts which are beyond the West Midlands. Therefore a case has been presented to Government:

- To establish and agree a transparent dialogue and set of working protocols for the operational management of the SRN across the WMCA area, including the use of Operation Freeway on the M6 Toll;
- Support for the development of a business case and detailed feasibility for a new network resilience focused data and intelligence capability; and
- To devolve the ability to enforce moving traffic offences (Part 6 of the 2004 Traffic Management Act - England) in order to tackle local congestion and improve the resilience of the local network, especially at times of severe stress on the strategic network.

2. How do we continue to build on this progress and improve our response to major incidents?

West Midlands Key Route Network (WM KRN)

A WM-KRN has been developed and adopted by WMCA. It serves the main strategic demand flows of people and freight across the metropolitan area and provides connections to the national strategic road network. The identified 592km network represents approximately just 7% of the non-trunk road network in the WMCA constituent authority area, but carries approximately 50% of all car, public transport and freight movements, so a priority management focus on this will have overall strategic benefit for the whole network. TfWM has appointed a dedicated KRN Manager, who is coordinating activity, strategy and evidence across the KRN.

Close cooperation is also being discussed with Highways England and neighbouring non-constituent highway authorities to ensure that roads on the network which cross administrative boundaries will have "joined-up" planning (as recommended by the March Inquiry).

Public Transport Emergency Plan

Since February 2016 TfWM have been developing a public transport emergency response plan, working with each of its constituent Local Authority Emergency Planning teams, as well as the DfT, Cabinet Office, public transport operators and emergency responders. TfWM are also discussing this with the office of the PCC and are seeking to test the plans in February 2017 with all partners and stakeholders, including Highways England.

Once this is completed TfWM will work to embed the processes with other emergency planning teams, and ensure that key transport stakeholders and public transport providers are aware of and bought into the Emergency Plan for the public transport network. This is intended to provide a building block for a broader transport emergency response plan.

Collaboration

TfWM is committed to supporting Highways England and our local Highway's Authorities in the event of a Major Incident being declared on the Strategic Highway network. Highways England's CLEAR (Clear, Lead, Evaluate, Act and Re-open) protocol is a positive step forward. This places greater awareness and responsibility on re-instating the strategic highway network back to capacity as quickly as possible, thereby minimising the impact on the local highway network and the area's economy.

Establishing a Strategy for planned network disruption

The substantial and welcome level of national investment in the area's strategic transport infrastructure is making up for a long period of under investment in the West Midlands and will support jobs growth. It will however bring challenges during the construction phase of this infrastructure that will amplify the impact of unplanned network incidents. There is no single solution to managing the disruption of the planned works, however they can be managed to best effect through measures in an emerging network resilience strategy which TfWM is developing and will:

- **Manage demand** - ensuring unnecessary vehicle trips are appropriately managed encouraged to occur at less sensitive times to create capacity for more efficient travel options, and to ensure that where possible identified strategic routes are kept freer for strategic traffic.
- **Increase capacity** – expansion of the Midland Metro network is on-going, increasing the availability of the bus and train networks (and supporting park and ride sites) to ensure trips which are displaced from the highway network can be accommodated. Significant rail capacity improvements will be delivered through the Midlands Rail Hub and new West Midlands Rail Franchise. This will provide greater seating capacity in the near future and more train paths in the medium term. Other measures include new and expanded park and ride provision, bus corridor improvements and cycle and walking improvements to support behaviour change in the high proportion of sub 2km trips currently undertaken in single occupancy cars.
- **Improve efficiency** - maximising the carrying capacity of the network as a whole. Measures to be considered include technology based solutions to improve traffic signals, traveller information, payment systems and incentives for car sharing.

3. Do you perceive any impediments to progress on collaboration?

There are clear practical solutions to achieving improved inter-agency collaboration, especially around known and planned disruption. TfWM have been investigating best practice and the lessons learnt, not just from incident management situations as examined by the March Inquiry, but also from the London Olympics construction programme. A fact finding visit open to all partner organisations has been arranged for early January to the Palestra Control Centre in London – a powerful beneficial legacy arising from the 2012 Olympics.

The success of any coordinating infrastructure and initiatives will be dependent on all organisations embracing a culture of collaboration throughout their managerial and operational structure. There has been strong progress on this, as evidenced by the increased level of

dialogue and initiatives detailed above, and in the evidence presented by other agencies. This will need to continue and will need to be increased.

Resources associated with the major investment works programmes will also need to be allocated by the relevant agencies to facilitate the enhanced level of collaboration required as this is currently an unfunded budget pressure on the WMCA and its Local Authority Partners.

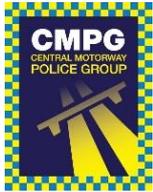
4. Do you have a view as to where responsibility for traffic management during responses should lie in the future?

Traffic management duties should be carried out in the spirit of collaboration between stakeholders, dealing with any incident in the quickest and safest manner so as to protect the public and commuters. There are statutory duties which fall to different agencies depending on the location of the incident or disruption. However, these cannot be effectively discharged without the cooperation of multiple agencies.

As highlighted by the emerging work summarised above, there is a need to further develop and implement a new approach to the coordination of network resilience, command and control in the West Midlands. The creation of single source of intelligence and response formation to inform a coordinated approach to strategic, tactical and operational activity could be supported by all agencies and should be funded by the programmes generating the network disruption. Such a resource would significantly strengthen existing incident response capability.

Mike Waters
Head of Policy and Strategy, Transport for West Midlands

SEE BELOW: Appendix 1.



4th February 2016 – M6 Incident

Response to West Midlands Police and Crime Commissioner Public Enquiry Held on 18th March 2016



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Name	Signature	Title	Date of Issue	Version

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Executive Summary

The West Midlands PCC held a public hearing into the response and delays that followed a fatal crash on the M6 on 4 Feb 2016. The purpose of the hearing was to seek to ensure that lessons were learnt so that co-ordination is as strong as it can be in the future. As a result of the public hearing, the PCC made a number of recommendations which all parties agreed to investigate and make improvements where appropriate.

Collaboration between all parties has been and continues to be strong. Working with Emergency Services, Local Highway Authorities, Local Resilience Forums our Traffic Officers and our Service Provider for Area 9 (Kier), we have made significant progress on the recommendations of the PCC, including the way in which we respond to major incidents on our network in the Midlands and how we work with our partners and communicate with customers in such circumstances.

The organisations involved include, Central Motorway Police Group (CMPG), Emergency Services, Highways England Traffic Officers, and Highways England's service provider for Area 9 (Kier), Local Highway Authorities, Local Resilience Forums and M6 Toll.

All parties continue to work in a coordinated way, and are working on ways to improve how we respond to incidents across the West Midlands road network. Building on insight and learning from incidents, we are taking already well established processes, communications and collaborative working to a level beyond those recommendations made.

Examples of these are:-

- On the 26th July 2016, following a severe vehicle fire on the M6 northbound at junction 7 where three out of four lanes were compromised and required resurfacing, the decision was taken to remove the top surface, and then allow it to be trafficked safely under a lower speed limit. Supply chain resources were organised, and held at a Highways England depot close to the location, and resurfacing commenced as soon as the evening peak had ceased. Although this practice is not unusual on non motorway roads, this may be the first time it was used effectively on the Midlands motorway network. By being innovative this reduced congestion and delays.
- On Tuesday 6th September 2016, a major fuel spillage was found on the M50 at junction 4, which then continued on to the A40, and then onto the local Herefordshire network resulting in the closure of one lane of a dual carriageway road. To ensure minimal disruption to the travelling public Highways England applied sand to both their network and the local authority network. Herefordshire county council then used their sweeper to clear the surface of both roads. By joint working, this reduced the impact on the travelling public, reduced delays and congestion, and ensured that the network was restored to normal in a timely manner.
- Kier have provided awareness courses to traffic officers within the West Midlands to enable them to make assessments of damage to road surface following minor spillages, and barriers following collisions, rather than waiting for a Highways England contractor to attend. This will potentially enable the road to be reopened quicker.

Introduction

Following an incident on 4 February 2016 on the northbound carriageway of the M6 motorway between junctions 5 and 6, the West Midlands Police and Crime Commissioner convened and chaired a public hearing. Highways England, CMPG and local authorities were invited to provide evidence to determine why the management of the incident delayed the reopening of the road.

As a result of the hearing, the Police and Crime Commissioner and the elected committee suggested a number of recommendations to ensure improved future collective working. All parties agreed to report back to the PCC on the progress against these recommendations approximately 6 months from the date of the PCC hearing.

The Police and Crime Commissioner has convened a further meeting to review progress on 20 December 2016

Details of the recommendations are shown below, together with progress achieved so far.

Recommendations:

- 1. West Midlands Police/CMPG are recommended to review protocols for informing Highways England of potential large diesel and petrol spillages.**
- 2. West Midlands Police/ CMPG and Highways England are recommended to review Senior Investigating Officer Protocols for Highways England to access incident sites to allow assessment of the condition of the carriageway and likely repairs, before the end of the investigative phase.**

CMPG has undertaken a review of their operational procedures in regards to the identification and notification of fuel spillages, to other parties. This includes allowing Highways England Traffic Officers and service provider's early access to inspect damage to infrastructure. This access would be in line with the CLEAR protocol (see appendix 1).

Although Warwickshire West Mercia Police Alliance were not part of the public enquiry, they have also agreed to uphold the CLEAR protocol. During a meeting on 17 November 2016 with Warwickshire Police Senior Investigating Officers, it was agreed that Kier would be given early access to collision sites to make assessments of infrastructure damage, unless significant reason not to.

While the focus of the public enquiry was around fuel spillages, the protocols agreed with both CMPG and the Warwickshire and West Mercia Police Alliance, now extend to all incident types. This initiative has already been put in place to improve clearance times at a number of significant incidents since 18 March 2016

Kier have provided awareness courses to traffic officers within the West Midlands to enable them to make assessments of damage to road surface following minor spillages, and barriers, rather than waiting for a Highways England contractor to attend. To date the majority of 107 West Midlands traffic officers have attended the course, which is also being rolled out regionally to share best practice.

3. West Midlands Police/CMPG, Highways England and Local Authorities are recommended to agree a programme of exercises to plan for unplanned motorway closures, with particular emphasis on understanding the consequences of four – lane running and the likely scale of roadworks associated with the HS2 construction, and with the specific intention of developing a “Major Incident Plan for the Birmingham Box”

With regards to the dealing with unplanned incidents on all lane running sections of the motorway network, within the West Midlands there is an agreed ‘rearward relief’ protocol. This gives the emergency responders, Highways England traffic officers, and other responders the opportunity to approach incident scenes from the ‘upstream’ junction should conventional access be compromised. This approach was successfully used during an incident on the M5 motorway, and has been used successfully in other regions where all lane running is in operation. Appendix 2 shows the ‘Reverse Access’ protocol.

On 13 October 2016, Highways England held their annual West Midlands Severe Weather Exercise at the National Conference Centre, Solihull. The aim of this event is to show how Highways England intends to deal with all aspects of severe weather and incident management scenarios during the next 12 months of the plan (as defined in the current Highways England Severe Weather Plan). The exercise was designed to test some of the issues raised at the public hearing, and consider how all agencies communicate to achieve improved collaboration. In all approximately 100 people attended the role play exercise, on winter incident resilience, bringing together attendees from the emergency services, local authorities, supply chain partners, local resilience forums, emergency planners, and the military. The event was very successful with excellent feedback from attendees. There will be a programme of similar exercises delivered on an annual basis.

In June 2016, 38 Local Resilience Forum (LRF) professionals were invited to attend an inaugural workshop to discuss the format of a major incident plan for the ‘Birmingham Box’. It was generally felt by all the LRF attendees that each forum already has robust response plans in place, but that an overarching communications framework for dealing with such events was required. Good progress has been made in this area, and you will find a draft of this framework in Appendix 3

We also recognise the huge volume of construction work associated with HS2 and the impact it will have on the Midlands. To build on the progress detailed above, all parties continue to engage, along with HS2 on plans to ensure good communications between all parties during the construction of the High Speed 2 Rail Link to ensure coordination of work and mitigation of impact on our customers and neighbours.

We are keen to include HS2 Ltd in the local highway community to ensure communication and understanding of the powers the Parliamentary Bill gives to HS2. To ensure properly coordinated work across the road networks, sufficient advanced notice is required, but the Bill states only 28 days. Therefore some of the usual processes adopted by Local Highway Authorities and Highways England will have to be amended to accommodate this.

Early recognition between all parties has provided the opportunity to look at minimising impact on both programmes of work and communities across the West Midlands. Local Traffic Management Forums, together with Local Traffic Liaison Groups, and more recently the West Midlands Combined Authority under the auspices of Transport for West Midlands (TfWM) have been formed to discuss the impact and necessary mitigation, and the HS2 Route-Wide Traffic Management Plan has been shared to ensure cross-boundary coordination. All parties have expressed a desire to expand the current level of collaboration achieved so far by ensuring that HS2 Ltd and its contractor group are invited to be a part of this community.

4. West Midlands Police/CMPG Highways England and Local Authorities are recommended to review their protocols for declaring a Major Incident.

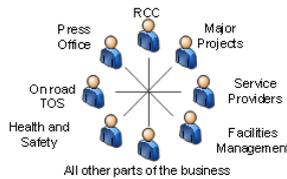
Following this incident, Highways England reviewed its Crisis Management Manual (CMM), which is used as an escalation process for managing incidents. A revised version was published on 1 July. At the same time Cabinet Office published an updated version of the definition of a major incident as defined under the Civil Contingencies Act 2004 (see Appendix 4). This definition is encompassed in our CMM and all parties have adopted this definition and now share a common and definitive understanding, along with all emergency services and Local Resilience Forums.

Where an incident is expected to cause disruption to the network the traffic officer service will instigate through the duty Operations Manager at “regional response”. Highways England senior employees are notified promptly via this escalation and regular teleconferences are held at agreed times and intervals to discuss the ongoing issues with the incident. They will put into place actions with the aim of reopening the road as soon as safely practicable for the travelling public.

A Commonly Recognised Information Picture (CRIP), which includes updates and actions, is recorded on every call, and circulated to the conference group. Any decisions that will have an effect on adjoining local authorities are disseminated out to a designated contact number. Included in the CMM is a decision log, where all decisions made by the duty Operations Manager are recorded. The CMM has been briefed out to Highways England and Kier personnel.

CMPG have reviewed their Grading Framework and are working to enable traffic officers earlier access to incidents to assess damage.

Local authorities have updated contact details and lines to notify of an incident.

	Who leads?	Typical trigger levels	Key activity and functions	NATIONAL COORDINATION
NATIONAL RESPONSE	 <p>Exec Director leads crisis management, providing strategic leadership to regional silver(s)</p>	<ul style="list-style-type: none"> Death or serious injury at work. Incident with exceptional impact on customers Significant reputational risk Significant business continuity incident. 	 <p>Exec Director chairs Highways England Gold Group</p>  <p>Highways England Board notified & kept informed by Exec director</p> <p>One or more regions hold Silver Groups chaired by Duty OM or other senior manager</p>	<ul style="list-style-type: none"> Exec Director or SOoC decides to activate. Chairs of Silver groups attend Gold group. NRST produces National CRIP and provides support to Gold group <p>The duty Exec director has overall ownership of crisis management at all times.</p> <p>They are supported by the National Resilience and Security Team who will coordinate crisis management activity across the whole company</p> <p>If required a national teleconference may be held, where coordination would be beneficial, but a full Gold group is not required.</p>
REGIONAL RESPONSE	 <p>Duty OM coordinates response to significant unplanned incident or planned event in consultation with EPTs.</p>	<ul style="list-style-type: none"> NILO critical incident at high end of scale Severe weather event begins Business continuity incident Physical or cyber security incident 	 <p>Duty OM (or other senior manager) chairs Regional Silver Group</p> <p>Press Office coordinates all media liaison</p> <p>NRST coordinates liaison with Exec, DfT and central Government</p> <p>EPT attends Regional Silver Group & coordinates involvement with SCG/TCG</p>  <p>Highways England Board notified & kept informed by Exec director</p>	<ul style="list-style-type: none"> Region produces regional CRIP NRST produces National CRIP Regional Director liaises with SOoC and Duty Exec if required. <p>NRST will discuss the need for this with the Duty Exec and agree who should chair.</p>
REGIONAL ALERT	 <p>Emergency Planning Manager or other regional manager coordinates planning in advance of incident or event</p>	<ul style="list-style-type: none"> Met Office Severe Weather Warning Flood risk Warning of business continuity issue Physical or cyber security threat 	 <p>Emergency Planning Manager (or other regional manager) chairs Regional Silver Group</p> <p>Press Office coordinates all media liaison</p> <p>NRST coordinates liaison with Exec, DfT and central Government</p> <p>EPT coordinates involvement with LRF and SCG/TCG</p>	<ul style="list-style-type: none"> Region produces regional CRIP Chair of Silver Group liaises with SOoC and Duty Exec if required.
ROUTINE OPERATIONS	 <p>Individual business areas routinely operate together but without formal strategic coordination</p>	<p>Each region will be at routine operations at all times when the other stages are not required</p>	 <p>RCC Press Office Major Projects Service Providers Facilities Management On road TOS Health and Safety All other parts of the business</p>	<ul style="list-style-type: none"> NILO produces NNNO. Horizon scanning for incidents/ events that will require escalation. Early escalation is encouraged.

ACRONYMS

NRST: National Resilience & Security Team

EPT: Emergency Planning Team

EPO: Emergency Planning Officer

NILO: National Incident Liaison Officer

NNNO: NILO National Network Overview

Duty OM: Duty Operations Manager

RCC: Regional Control Centre

LRF: Local Resilience Forum

SCG: Strategic Coordination Group

TCG: Tactical Coordination Group

CRIP: Commonly Recognised Information Picture

DfT: Department for Transport

SOoC: Senior Officer on Call

5. West Midlands Police/CMPG, Highways England and Local Authorities are recommended to consider the creation of a graded incident scale that allows for mobilisation of responses by the respective agencies that are proportionate to the scale of an incident on the motorway.

Highways England, together with CMPG and local authorities has reviewed the protocols used to establish a Tactical Co-ordination Group (TCG). Encompassed in the review of the CMM, there is a standard agenda for all escalation stages. In this agenda, we will include a section to call on TCG/partnership working.

West Midlands Police and CMPG have recently reviewed the 'New Grading Framework' (see Appendix 5). This sets out West Midlands Police / CMPG response to incident times, dependent on the nature of the incident.

The emergency services, Highways England traffic officers and Kier work to principles the Joint Emergency Services Interoperability Programme (JESIP) wherever possible. JESIP was established in 2012 to address the recommendations and findings from a number of major incident reports. Further information on JESIP can be found at: www.jesip.org.uk (see Appendix 6 for details).

6. Highways England and Local Authorities are recommended to review their protocols for activating Local Authority out-of-hours traffic management in the aftermath of significant incidents.

A full review of out-of-hours contacts contact numbers was undertaken immediately by the Highways England Partnership Team, and a new process for capturing updates has been adopted by all parties. To further this collaborative working a dedicated telephone line/number has been created for West Midlands Local Highways Authorities to contact the Regional Control Centre to notify them of incidents and has been circulated by the Partnership Team. Highways England Regional Control Centre will ensure through a 24/7 process that local authorities are informed of incidents, which includes contact via the telephone in the first instance, and confirmation by email.

Partnership agreements are now in place with Worcestershire CC, Warwickshire CC Shropshire CC and Telford and Wrekin LHA. The content of these agreements will need to be reviewed in the coming months in light of ongoing discussions. Agreements with other parties are in development.

7. Highways England are recommended to develop and implement collaboration agreements with Local Authorities for the shared response to significant incidents in the motorway network

Highways England has been working collaboratively with LHA's on the recommendations set out by the PCC and are working together to develop a mutually beneficial collaboration agreement. This is in the planning stage and a meeting has been arranged for January 2017 to agree content. These agreements are scheduled to be in place during 2017.

Partnership agreements are now in place with Worcestershire CC, Warwickshire CC, Shropshire CC, and Telford and Wrekin LHA. The content of these agreements will need to be reviewed in the coming months, in light of ongoing discussions.

8. Highways England, West Midlands Combined Authority and the Department for Transport are recommended to renegotiate the criteria for activations of Operation Freeway

Following the public hearing there have been several meetings between Highways England, Midlands Expressway Limited and the West Midlands' PCC Office, where the benefits of implementing Operation Freeway were discussed.

A review of the Operation Freeway Agreement has been undertaken, and as part of this review:-

- the time period from when the toll suspension notice is issued to invoke Operation Freeway to when free passage commences has been reduced from three hours to one; and
- there have been additions to the Agreement to help understanding of whether the event is exceptional and triggers Operation Freeway, namely whether a "Major Incident" has been declared (under the Civil Contingencies Act 2004), along with considering the severity of the incident and what the overall benefit of implementing Operation Freeway might be.

For legal reasons, the decision whether or not to implement Operation Freeway remains with the Secretary of State.

As part of the process, Highways England will make a recommendation to the Secretary of State to inform his decision.

Before deciding whether or not to recommend that the Secretary of State implements Operation Freeway we will seek input from the appropriate stakeholders. Workshops will be held to develop a detailed plan on how to implement Operation Freeway in practice.

9. All agencies should immediately examine their response to risks to the welfare of those trapped in vehicles and develop a plan to provide rapid assistance to vulnerable people.

Local Authorities were presented with this action and have provided reassurance that as far as reasonably practical there are arrangements to provide welfare. However it was agreed that the challenge lay not in having provisions for welfare but accessing those on the network to provide welfare. Whilst plans are in place, the dynamic nature of the incident will determine the best possible solution for access (or egress). There is an acknowledgement from Highways England that the favoured solution is not to allow people to become trapped / stranded in the first instance. To that end, there are a variety of plans that can be invoked, such as:-

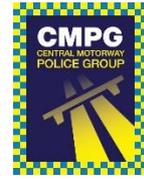
Operation Traction – To keep LGV's moving along the motorway network. This would be managed by utilising a Traffic Officer patrol, a salt spreader, and a recovery vehicle, working as a single team. These would be deployed to the more vulnerable locations around the network.

Operation Sideline - Where owing to a protracted incident, a number of vehicles suffer from breakdowns on the motorway network, a recovery vehicle, with a Traffic Officer vehicle where available will move all those vehicles onto the hard shoulder, to benefit the vast majority of motorists.

Next steps

1. Continue to convene multi agency debriefs to share best practice, continue to build on relationships, ensure communication channels continue to improve.
2. On 16 November 2016, Andrew Jones, MP, The Transport Minister, announced a review of data and systems within the street works industry, to look at how we can improve the use of data in our highways activities. Following this, the Department for Transport (DFT) invited a steering group to meet (21 November 2016) to begin work on the first stage of this project. A full copy of this announcement is shown in Appendix 7. All parties will benefit from the outputs of this work.
3. On 23 November 2016, Transport for West Midlands convened a forum, called, The West Midlands Transport Resilience and Response Partnership. The purpose of the group is to engage with all partners undertaking work across the West Midlands area, to maintain performance and operation of the networks, review programmes of work, and plan response to disruption. Partners include Highways England, Transport for West Midlands, HS2 Ltd, Network Rail, Local Authorities and Utility companies. Full details of the Transport for West Midlands Forum are shown in Appendix 8.
4. All partners have agreed to continue to work collaboratively to improve the way we communicate and work together in our joint response to incidents on the West Midlands Highway Network. We will ensure the service we provide to all of our customers is both safe and expedient at all times.

Appendices for Partners Report



1. Recommendations M6 Closure

Following the M6 Public hearing earlier this year two recommendations that were pertinent to the collision in question were raised as follows:

1. CMPG to review their protocols for informing Highways England of any kind of spillage on the carriageway at collision sites.
2. CMPG to review their procedures for allowing early access to collisions sites by Highways England or other agencies in order to assess the extent of a spillage or damage that would require attention before the road could reopen.

In effect, the purpose of no.2 above is to provide an opportunity for our partner agencies to assess damage sustained to the carriageway surface and allow for an assessment to be carried out prior to the end of the scene investigation, therefore improving efficiency of the carriageway re-opening.

With **immediate affect** the following is to be adopted across the CMPG group for spillages in the above circumstances to include all roads not just the motorway network.

When in attendance at the scene of a road traffic collision, once officers have identify any contaminant or foreign body (E.g. Diesel, Petrol, Haz Chem) present on the carriageway, the senior investigating officer or senior officer present must immediately report via personal radio to MA control. This update must include the location, suspected substance, size of leakage and potential damage caused to the road surface.

Once in receipt of this information the control staff must ensure that this is recorded on the command and control log detailing the reported information and including the reporting officer's details.

It is then the responsibility of the control room supervisor to report this information direct to Highways England without delay. All recorded information must be passed and the receiving Highways representative details recorded. Once complete an entry must be recorded on the command and control log confirming the transfer of information.

Following a road traffic collision which has resulted in a full/part closure of the carriageway, if it is determined that the road surface or street furniture has sustained damage as a result of the collision, this includes spillages; consideration must be given by the Senior Investigating Officer (SIO) to allow supervised access to Highways England or their representatives to assess the scene and potential damage sustained to the carriageway prior to the end phase of the investigation.

The decision for supervised access will be a formal agreement unless the attending SIO identifies concerns surrounding the safety or graphic nature of the scene. In this circumstance the attending Highways representative will be informed of the concern and will be asked to confirm they accept the circumstances. If agreed then supervised access will be granted, a record of this conversation must be recorded on the command and control log.

If this is not agreed or the SIO feels that the granting of access will be harmful to the individual then the justification must be recorded on the command and control log. The facts of the scene and potential damage sustained to the carriageway must then verbally be relayed to the Highway representative, this must include an assessment of when the danger or hazards will be removed from the scene and access will be allowed in the future.

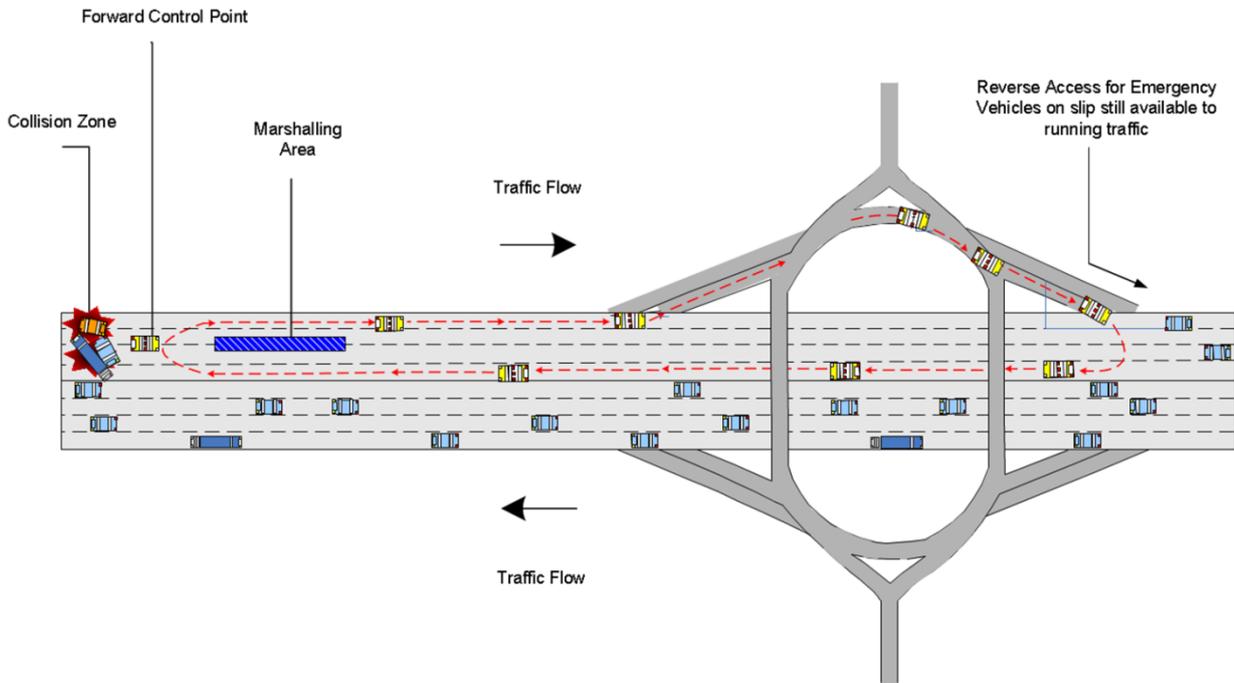
The Highways representative must report to the cordon, these officers will inform control of their attendance at the scene and await direction from the SIO at the scene. Access will then be allowed passed the cordon, subject to above agreement, into the collision site where they will be met by an officer and provided with supervised access.

During any scene visit the Highways representatives details must be recorded on the incident log prior to access to the scene. Access will be granted under supervision to remove the risk of contamination of evidence. During this visit no photographs may be taken and no social media updates must take place as a result of information gained from this access. This is to control media exposure to prevent distress being caused to the victims' families and contamination of witnesses from media exposure. Once complete the Highways representative must report to the scene logging officer and ensure that they are recorded on the scene log as leaving the scene.

No responsibility for the health and safety of the Highways representative is accepted by Central Motorway Police Group during their attendance within the cordon; all representatives must be in possession of fluorescent jacket and make their own risk assessment during attendance.

The above recommendations have been highlighted as a result of concern raised during the closure of the M6 motorway following a fatal collision, it is expected that we will continue to update our partner agencies with scene updates via control rooms.

2. Reverse Access



3. LRF Framework for dealing with significant incidents on the Strategic Road Network

Aim of this plan

The aim of this plan is to document the procedures in place within all Local Resilience Forum organisations for dealing with a major incident causing regionally disruption on the Strategic Road Network within the West Midlands Conurbation

Objectives of this plan

- To provide situational awareness of partners
- To work to the CLEAR initiative principles
- To highlight the JESIP principles
- To capture the plans and protocols in place throughout partner agencies

Activation of this framework

WMC LRF Contact List

Definitions

Major Incident (under the Civil Contingencies Act 2004)

An event or situation, with a range of serious consequences, which requires special arrangements to be implemented by one or more emergency responder agencies.

Notes:

- a) 'emergency responder agencies' describes all Category one and two responders as defined in the Civil Contingencies Act (2004) and associated guidance;
- b) a major incident is beyond the scope of business-as-usual operations, and is likely to involve serious harm, damage, disruption or risk to human life or welfare, essential services, the environment or national security;
- c) a major incident may involve a single-agency response, although it is more likely to require a multi-agency response, which may be in the form of multi-agency support to a lead responder;
- d) the severity of consequences associated with a major incident are likely to constrain or complicate the ability of responders to resource and manage the incident, although a major incident is unlikely to affect all responders equally;
- e) The decision to declare a major incident will always be a judgement made in a specific local and operational context, and there are no precise and universal thresholds or triggers. Where LRFs and responders have explored these criteria in the local context and ahead of time, decision makers will be better informed and more confident in making that judgement.

JESIP

Roles & Responsibilities: Fire, Ambulance and Police have a responsibility to resolve incidents with other responders in a collaborative way in line with the JESIP principles:

- Co-locate

- Communicate
- Co-ordinate
- Jointly understand risk
- Shared Situational Awareness

Whilst the initial focus was on improving the response to major incidents, JESIP is scalable. The [five joint working principles](#) and [models](#) can be applied to any type of multi-agency incident and in fact could be utilised in a multitude of environments where organisations need to work together more effectively.

If the principles are followed then the result should be a jointly agreed working strategy where all parties understand what is going to happen when and by who, this strategy should include:

- What are the aims and objectives to be achieved?
- Who by – police, fire, ambulance and partner organisations?
- When – timescales, deadlines and milestones
- Where – what locations?
- Why – what is the rationale? Is this consistent with the overall strategic aims and objectives?
- How - are these tasks going to be achieved?

(JESIP: The joint doctrine sets out what front line staff should do and how they should do it in a multi-agency working environment, in order to achieve the degree of interoperability that is essential to joint response. It provides Responders, at the scene and elsewhere, with generic guidance on what actions they should undertake when responding to major and complex incidents, and the principles are equally relevant to day-to-day joint operations.)

CLEAR



All organisations are required to make a commitment to reducing the duration times of motorway incident closures. Working closely with DfT, the joint initiative **CLEAR** - Collision, Lead, Evaluate, Act, and Reopen should be at the forefront of all incident discussions. Organisation's committed to **CLEAR** are Association of Chief Police Officers, Highways England, Chief Fire Officers Association, Association of Ambulance Chief Executives and Home Office.

The **CLEAR** initiative looks to identify issues that need to be addressed by all organisations involved in incident management. It is based on a committed approach to partnership, collaboration and innovation.

Operational Procedures

- Local Authority Boundaries
- Turnaround points map
- Communication between RCC and LHA's – dedicated line
- CMPG and HE collaboration – procedures and protocols
- Welfare Plan (CSW) – currently under review
- Establishing TCG/SCG plan
- Single agency emergency plans

4. Cabinet Office definition of 'Major Incident'



Cabinet Office

Major Incident: revised definition

1. Issue

A revised definition for the term MAJOR INCIDENT (MI) was put out for consultation through May and June 2016. A large number of responses were received, which informed a further revision of the definition and associated notes. It also raised a number of issues to be addressed in the up-coming revision of *Emergency Response and Recovery* (ER&R). To all those who responded, thank you.

2. Revised definition and associated notes

This now reads as follows:

An event or situation, with a range of serious consequences, which requires special arrangements to be implemented by one or more emergency responder agencies.

Notes:

- f) 'emergency responder agencies' describes all Category one and two responders as defined in the Civil Contingencies Act (2004) and associated guidance;
- g) a major incident is beyond the scope of business-as-usual operations, and is likely to involve serious harm, damage, disruption or risk to human life or welfare, essential services, the environment or national security;
- h) a major incident may involve a single-agency response, although it is more likely to require a multi-agency response, which may be in the form of multi-agency support to a lead responder;
- i) the severity of consequences associated with a major incident are likely to constrain or complicate the ability of responders to resource and manage the incident, although a major incident is unlikely to affect all responders equally;
- j) the decision to declare a major incident will always be a judgement made in a specific local and operational context, and there are no precise and universal thresholds or triggers. Where LRFs and responders have explored these criteria in the local context and ahead of time, decision makers will be better informed and more confident in making that judgement.

3. Observations on the responses

While a consultation such as this inevitably raises points that conflict with each other, a large proportion of the responses were in strong agreement on the following:

- a) a simpler definition associated with a few notes was strongly supported
- b) a wish to more clearly relate the MI definition to an emergency under the CCA

- c) clarify 'emergency responder' i.e. who does this relate to?
- d) a request that criteria, thresholds and triggers be addressed more clearly.

On point (3d) lessons repeatedly identify the importance of an early declaration of an MI. Enabling this requires a balance between relatively general criteria that support judgement - on the day and on the ground - and a long set of precise thresholds that need to be met to trigger the declaration of an MI. While this is really a point for the guidance (i.e. ER&R) rather than the definition itself, note (2e) emphasises that there is no precise and 'always right' answer to this, and that local partners should explore the issues and decision-making under training and exercise conditions.

The consultation also identified uncertainty and unease about **related issues**, beyond the scope of the definition itself, but to be considered in the revision of ER&R. The most significant of these was concern over the diversity and inconsistency of terms used by different responders to describe different incident types and triggers, with the confusion that results from this.

4. Next steps

The second edition of the JESIP Joint Doctrine will be published soon, and this MI definition will be included in that.

CCS is working on an update to the UK Resilience Lexicon and this MI definition will be included in that.

Wider issues emerging from this consultation for the revision of ER&R will be considered when that work begins later in 2016.

The definition, as set out above, will be included in the JESIP Joint Doctrine on **Friday 15th July**, and if you wish to discuss please contact me on robert.macfarlane@cabinet-office.x.gsi.gov.uk or 07770 265626 before then.

Thank you.

Robert MacFarlane
Civil Contingencies Secretariat
8th July 2016

5. West Midlands Police / CMPG Graded Framework

New Grading Framework

Grade	Definition	Service delivered
P1 Immediate	<p>Definition – an incident which shows one of the following (not an exhaustive list):</p> <ul style="list-style-type: none"> • A danger to life/use or immediate threat of use of violence/ serious injury to a person • The crime is in progress or the incident is on going and continues to present a risk to others • An offender has been disturbed at the scene/ offender has been detained and poses or is likely to pose a risk to others • The police staff/officer has reason for believing the incident should be graded as an Immediate 	<p>We should arrive on scene as soon as possible and within 15 minutes of receiving the call</p>
P2 Priority Response	<p>Definition – an incident which shows one of the following (not an exhaustive list):</p> <ul style="list-style-type: none"> • There is a concern for someone's safety • A key witness or other key evidence is likely to be lost if we do not attend • An offender has been detained at the scene by a member of the public but poses no risk • The police staff/officer has reason for believing the incident should be graded as a Priority Response 	<p>We should arrive on scene as soon as possible and within 60 minutes of receiving the call</p>
P3 Priority Investigation	<p>Definition – an incident which shows one of the following (not an exhaustive list) but where the risk can be managed:</p> <ul style="list-style-type: none"> • There is a concern for an individuals welfare but the risk can be safely managed • There is a need for an investigation and it is time critical to prevent key witness or other key evidence being lost • The police staff/officer has reason for believing the incident should be graded as a Priority Investigation 	<p>We should arrive on scene as soon as possible and within 8 hours of receiving the call</p>
P4 Scheduled Investigation	<p>Definition – an incident which:</p> <ul style="list-style-type: none"> • There are proportionate lines of enquiry and these enquires cannot be completed other than by physical attendance by an officer • There is a need for an investigation but it is not time critical (i.e. no perishable evidence or particular safeguarding needs) • And any THRIVE + concerns can be managed until a suitable appointment is available 	<p>An appointment should be made for Investigation officers to attend within 3 days</p>

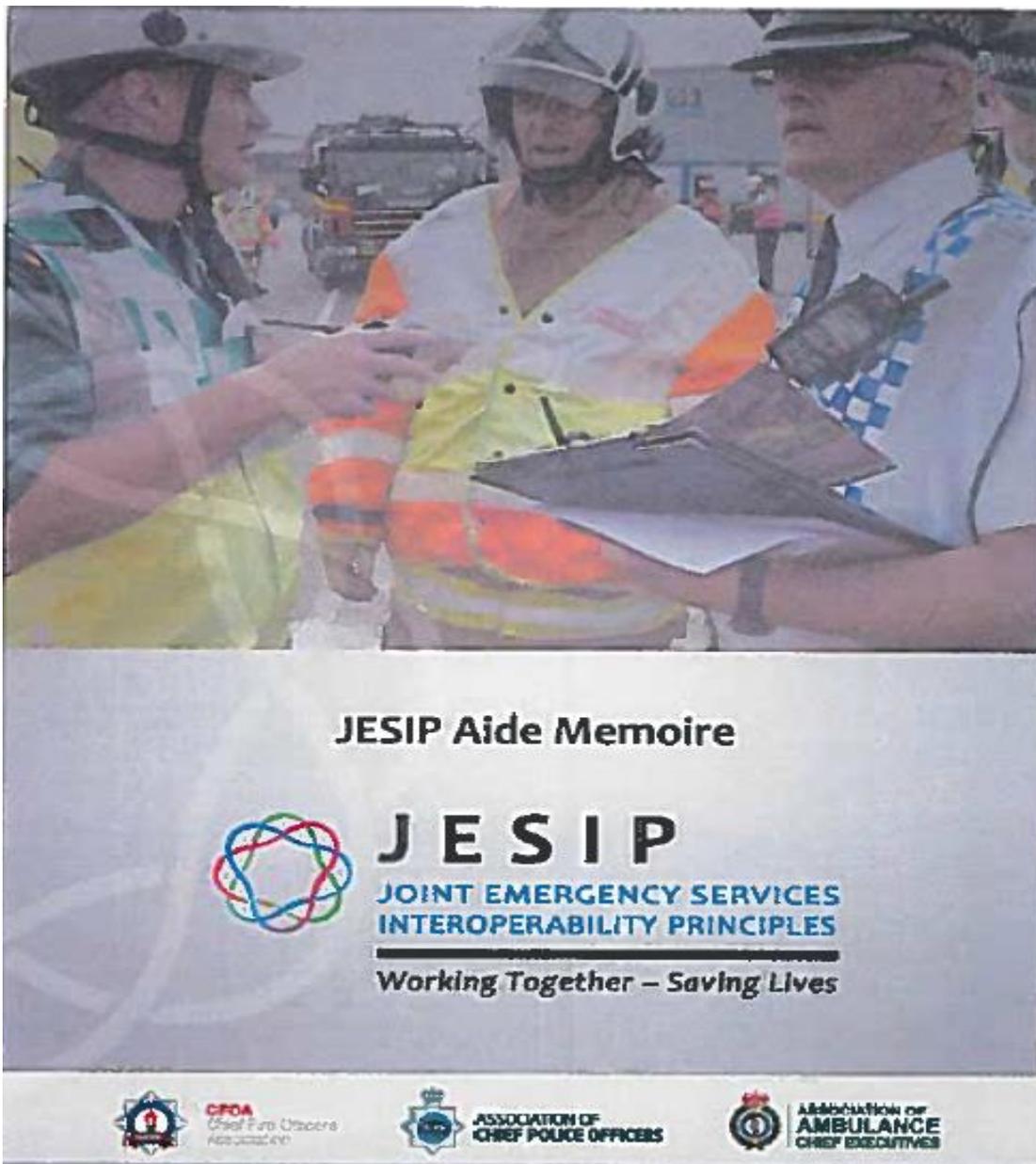
Grade	Definition	Service delivered
P5 Initial Investigation	<p>Definition – an incident which:</p> <ul style="list-style-type: none"> • Can be investigated via phone or other means by engaging with the caller • The incident demonstrates a low THRIVE + requirement 	<p>An appointment should be made for Investigation officers to complete an initial investigation within 3 days</p>
P6 Neighbourhood Resolution	<p>Definition – an incident which has:</p> <ul style="list-style-type: none"> • Manageable THRIVE + concerns, which require preventative problem solving to prevent crime, antisocial behaviour or repeat demand 	<p>An appointment should be made for Neighbourhood officers to attend/make contact within 5 days</p>
P7 Support Incident	<p>Definition – an incident which shows one of the following:</p> <ul style="list-style-type: none"> • A police resource is required to complete a task which requires completing in a reasonable time frame • An incident which is being developed prior to a resourcing decision • Or the police staff/officer has reason for believing the incident should be graded as a Support Incident 	<p>Attendance time will be dependant on individual circumstances</p>
P8 Internally Generated Task	<p>Definition – an incident which:</p> <ul style="list-style-type: none"> • Is internally generated • Is resourced by the department/officer creating the incident • The incident demonstrates a THRIVE + requirement 	<p>Creating officer addresses the needs of the incident</p>
P9 Contact Resolution	<p>Definition – an incident where:</p> <ul style="list-style-type: none"> • There is no requirement for the police to attend • It can be resolved via phone or other means • It doesn't demonstrate any THRIVE + requirements • It has been resolved by Contact Staff 	<p>Resolve the matter via phone or other means</p>

Think **THRIVE +** !



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6. JESIP Principles





JESIP
Working Together – Saving Lives

JESIP Principles for Joint Working

Co-locate

Co-locate with commanders as soon as practicably possible at a single, safe and easily identified location near to the scene.

Communicate

Communicate clearly using plain English.

Co-ordinate

Co-ordinate by agreeing the lead service. Identify priorities, resources and capabilities for an effective response, including the timing of further meetings.

Jointly understand risk

Jointly understand risk by sharing information about the likelihood and potential impact of threats and hazards to agree potential control measures.

Shared situational awareness

Shared Situational Awareness established by using METHANE and the Joint Decision Model.

If the principles are followed then the result should be a jointly agreed working strategy where all parties understand what is going to happen, when and by whom. The principles will often, but not always, be followed in the order in which they are presented

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JESIP

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Shared Situational Awareness – M/ETHANE

In the initial stages, pass information between emergency responders and control rooms using the M/ETHANE mnemonic.

M	MAJOR INCIDENT	Has a major incident or standby been declared? (Yes / No - if no, then complete ETHANE message)	<i>Include the date and time of any declaration.</i>
E	EXACT LOCATION	What is the exact location or geographical area of the incident?	<i>Be as precise as possible, using a system that will be understood by all responders.</i>
T	TYPE OF INCIDENT	What kind of incident is it?	<i>For example, flooding, fire, utility failure or disease outbreak.</i>
H	HAZARDS	What hazards or potential hazards can be identified?	<i>Consider the likelihood of a hazard and the potential severity of any impact.</i>
A	ACCESS	What are the best routes for access and egress?	<i>Include information on inaccessible routes and rendezvous points (RVPs). Remember that services need to be able to leave the scene as well as access it.</i>
N	NUMBER OF CASUALTIES	How many casualties are there, and what condition are they in?	<i>Use an agreed classification system such as 'P1', 'P2', 'P3' and 'dead'.</i>
E	EMERGENCY SERVICES	Which, and how many, emergency responder assets and personnel are required or are already on-scene?	<i>Consider whether the assets of wider emergency responders, such as local authorities or the voluntary sector, may be required.</i>

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Joint Decision Model

The **Joint Decision Model (JDM)** will help commanders bring together available information, reconcile objectives and then make effective decisions together.



It is organised around three primary considerations:

Situation
 What is happening?
 What are the impacts?
 What are the risks?
 What might happen and what is being done about it?

Direction
 What end state is desired?
 What are the aims and objectives of the emergency response?
 What overarching values and priorities will inform and guide this?

Action
 What needs to be decided and needs to be done to resolve the situation and achieve the desired end state?

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7. Street Manager Project



Department for Transport



NJUG
National Joint Utilities Group



Street Manager Project

On the 16th November 2016, Andrew Jones MP, the Transport Minister, announced a review of data and systems within the street works industry. Following this, the Department for Transport (DfT) invited a steering group to meet (21st November 2016) to begin work on the first stage of this project.

The Minister spoke about how the Secretary of State has recently made it a priority to improve the way digital data is used. The Street Manager project is going to look at how we might improve the way that data is collected and shared, and how we can use this data to co-ordinate activities on the highway more effectively. This will involve working with sector experts and others to assess current working practices and user needs, and to look at how we might make the most of the latest available technology.

The street works industry has already modernised in many ways. However, sharing data and better coordination of systems are key to continually improving and future proofing systems. Given advances in technology, there is also an expectation from the travelling public for up-to-date and reliable information to be available to help them to plan their journeys.

The steering group, whose members are listed below, have begun work to scope out the project. The first stage will be the “discovery” phase. Discovery is crucial to the development of any scheme and more information on this phase can be found at <https://www.gov.uk/service-manual/agile-delivery/how-the-discovery-phase-works>.

We hope that the Discovery team will be in place by the end of January/early February. The team will then be contacting stakeholders to ask about their needs and their vision of what this new process could look like and how it may operate. Stakeholder input will be crucial to this work and to making it a success. We want the Discovery team to report their findings in April 2017.

Decisions about any future work will depend on these findings and any recommendations.

The Steering Group will provide a further update when the Discovery team is in place and keep you up to date with progress.

The Street Manager Steering Group is comprised of;

- Sally Kendall from the Department for Transport (Project Manager)
- Simon Bailey from GeoPlace
- Samantha Brothwell from Western Power Distribution & NJUG

- Dave Capon from the Joint Authorities Group
- Paul Gerrard from National Grid & NJUG
- Ann Morley from Department for Transport
- Gerard O'Toole from Transport for London

8.

West Midlands Transport Resilience and Response Partnership Tactical Working Group Draft ver 1.0 | 21.11.16

**West Midlands Transport Resilience and Response Partnership
Terms of Reference for Tactical Working Group**

1. Role

- 1.1 To provide a forum for engagement by all partners undertaking works across the West Midlands area including Highways England, Transport for West Midlands, HS2 Ltd., Network Rail, local authorities and utility companies.

2 Objective

- 2.1 To ensure that business activity, logistics and access to strategic centres can continue to operate effectively and economic growth is not adversely affected during the periods of construction.

2.2 Responsibilities

- Review the effectiveness of network management plans, programmes, stakeholder management plans, for all works on or likely to affect roads across the West Midlands and neighbouring highway authorities; for all schemes planned from 1 to 12 months ahead; recommending changes where necessary;
- To coordinate and plan response to likely network disruption and support the development of behaviour change initiatives and promotion of alternative travel options;
- Where necessary provide clear instructions to stakeholder management teams and operational units for actions to be taken regarding planned works by all partners;
- Facilitate the delivery of all partner schemes in an efficient manner and provide linkages back into membership organisations;
- Instruct actions to any implementation units for the purposes of improving network operation.

3. Authority

The Tactical Working Group exercise collectively the combined individual authority vested in the Traffic Managers, Key Route Network Manager, Lead Network Management partners, for each of the Local Authorities and partner organisations.

4. Accountability

The Group is accountable to the West Midlands Transport Resilience Strategic Board chaired by the Managing Director of Transport for West Midlands and individuals are accountable to their Strategic Board member for decisions taken.

5. Frequency of meetings

Meetings will be held once a month on the fourth Wednesday of the month and will last the full day.

6. Partners Organisations

- Transport for West Midlands
- Local highway authorities Traffic Managers
- Highways England
- HS2 Ltd
- Network Rail
- Bus and rail Operators
- Midlands Expressway Limited (M6 Toll)
- West Midlands Police
- West Midlands Emergency Services – Ambulance and Fire Service

7. Geographic scope

7.1 The Group is principally concerned with both the area bounded by the M5, M6 & M42 of the Strategic Road Network around Birmingham (Birmingham Box*), West Midlands Key Route Network and the wider hinterland. In recognition of the wide interrelation between transport networks, a map has been produced to provide a visual representation. This is attached below in Appendix 1.

8. Stakeholders

A comprehensive range key stakeholders will be identified and engaged through a broad governance structure and communications plan. Stakeholders will include but not be limited to:

- Birmingham Airport & NEC
- Agents of HS2 Ltd
- Agents of Highways England
- Agents of TfWM
- Freight & Logistics organisations
- Major breakdown organisations (e.g. AA, RAC)
- Local Highway Authorities sharing boundaries with the West Midlands
- Large employers and traffic creators within the partnership area
- Communities most affected by congestion and or Agreed Diversion Routes
- Media Outlets (Radio, Television and Online)

9. Structure and Governance

- A chair and deputy chair will be nominated by the Group
- Membership and guests will be agreed in advance
- The group will be administered by TfWM
- The meeting host/venue will rotate among partners
- Agendas will be agreed and circulated one week in advance
- Notes of meetings will be circulated within two weeks
- The Tactical/Operational Working Group reports directly to the West Midlands

