



Risk control

Risk Management Health Check Leicestershire County Council

January 2019



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The author of this report would like to acknowledge and extend thanks to the significant assistance and support of a large number of personnel within Leicestershire County Council, without whom this report would not have been made possible. The list of personnel to be thanked for their direct support in commissioning and arranging the Risk Management Health Check includes Chris Tambini, Director of Corporate Resources (and sponsor of the Health Check), Neil Jones, Head of Internal Audit and Assurance, and Jay Maher, Senior Auditor.

Furthermore, sincere gratitude is expressed to the many participants of the onsite interview process and to those who took time out of busy diaries to complete the online risk management survey. A list of all who participated in the onsite interview process can be found in Appendix 1 of this report.

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Introduction

About Leicestershire County Council

The Council's Constitution sets out how it operates. It includes how it makes decisions and the procedures it follows to make sure that these are efficient, clear and accountable to local people.

The Council's political structure is based on a Leader and Cabinet model.

County Councillors

The Council is made up of 55 councillors who are elected every 4 years. Their main duty is to represent the views of their community and constituents.

All councillors meet 5 times a year at the full County Council meetings; which are normally open to the public. The role of the full Council is to:

- set the budget (including the annual revenue budget and capital programme)
- agree the major plans (Policy Framework) and any changes to them
- approve changes to the Constitution
- appoint the Leader and Cabinet Support Members, Scrutiny Commission and all main bodies
- receive reports from the Cabinet and Scrutiny bodies
- give councillors a chance to direct questions toward the Cabinet, Chairmen of boards and committees.
- deal with Notices of Motion – where members can raise any issue for debate

Leader and Cabinet

The Council appoints the Leader, who is usually the head of the largest political group. He or she then appoints the Cabinet. The Cabinet is responsible for all major decisions, working within the Budget and Policy Framework approved by the County Council, and for making recommendations to the Council on the budget and the major plans.

Overview and Scrutiny

There are a number of permanent Overview and Scrutiny committees. Their membership comprises of councillors who are not on the Cabinet. They give advice to the Cabinet and Council as a whole. They also monitor the decisions made by the Cabinet. Members of the public can attend these meetings, ask questions or present petitions.

The councillors are also involved in developing and reviewing policies through review panels. The panels are not formal committees, but their final reports are usually made public once their findings are presented.

Regulatory

In the context of Leicestershire County Council certain non-executive functions fall within the remit of a series of committees or boards within what is described as the “Regulatory” area. This includes tasks like planning, elections and the members’ code of conduct and allowances.

One of these committees is the Corporate Governance Committee whose primary purpose is to promote and maintain high standards within the Authority in relation to the operation of the Council’s Code of Corporate Governance.

The Corporate Governance Committee has delegated functions regarding risk management, including:

- the promotion and maintenance within the Authority of high standards in relation to the operation of the Council’s Local Code of Corporate Governance and in particular to ensure that an adequate risk management framework and associated control environment is in place;
- to monitor the arrangements for the identification, monitoring and management of strategic and operational risk within the Council.

The current chair of the Corporate Governance Committee is Mr Peter Bedford.

Chief Executive

The Chief Executive is Mr. John Sinnott.

The Strategic Plan

The Council’s Strategic Plan sets out its vision and priorities for the County and the organisation.

"Working together for the benefit of everyone: Leicestershire County Council's Strategic Plan 2018-22" has been developed by the Council by focusing on the things that will make life better for people in Leicestershire, including the partnerships needed to make these improvements happen.

Five strategic outcomes describe the Council's vision for people in the County:

1. **Strong Economy:** Leicestershire's economy is growing and resilient so that people and businesses can fulfil their potential.
2. **Wellbeing and Opportunity:** The people of Leicestershire have the opportunities and support they need to take control of their health and wellbeing.
3. **Keeping People Safe:** People in Leicestershire are safe and protected from harm.
4. **Great Communities:** Leicestershire communities are thriving and integrated places where people help and support each other and take pride in their local area.
5. **Affordable and Quality Homes:** Leicestershire has a choice of quality homes that people can afford.

The plan was adopted by the County Council in December 2017.

About the Risk Management Health Check

The Risk Management Health Check is not an audit, and as such, is intended to provide a more intuitive representation of stakeholder views than that usually offered within a more typical audit process.

The Health Check is a multi-level assessment of the degree of maturity and effectiveness of current risk management practices. It is designed to provide an invaluable third-party perspective on the perceived strengths and weaknesses of risk management practices within the organisation and identify opportunities for potential improvement.

The Health Check is based the HM Treasury document 'Risk Management assessment framework: a tool for departments' (July 2009) and is constructed using a series of pre-determined question sets.

Stage 1 – Review of Corporate Risk Management Strategy

A desk-top review of key documents was undertaken. This review focused upon risk management strategies, policies, procedures, and minutes of key meetings in which risk management is discussed.

Stage 2 – Stakeholder interviews

A series of 18 one-hour interviews with key internal stakeholders were undertaken between 19th and 26^h September 2018 to determine how the risk management strategy is implemented and its perceived effectiveness. Interviewees were selected from all levels of the management hierarchy from various parts of the Council. An overview of the results of the interview process is detailed within the section of this report titled 'Risk Management Health Check Findings'.

Stage 3 – Online risk management survey

An online risk management survey was sent to 106 members of the organisation's management hierarchy. Of these, 57 (54%) responded. The online survey was open from 17th to 28th September 2018.

The results of the online survey are detailed within the section of this report titled 'Risk Management Survey Results'.

Executive Summary and Recommendations

Executive Summary

The Council continues to demonstrate a fundamental commitment to embrace risk management as an essential management practice and embed it within the organisational culture.

This commitment is evident as many of the essential building blocks needed to maximise the risk management potential of the organisation are now in place, including:

- **Risk architecture:** defined roles and responsibilities, and robust communication and reporting structures.
- **Risk strategy:** a corporate risk strategy and policy.
- **Risk protocols:** risk guidelines, rules and procedures, methodologies, tools and techniques.

The risk management cause is promoted as an essential management discipline by key stakeholders within the organisation. These stakeholders have demonstrated an ongoing commitment to invest valuable time and resource into the practice in order to maximise the associated value.

The previous third-party review of the organisation's risk management approach utilised the Alarm CIPFA Benchmarking criteria, which is a self-assessment tool that focuses upon seven strands of risk management activity. On a five point scale, the organisation achieved a very creditable overall grading of 'working' (3), and was on the cusp of gaining an improved rating of 'embedded and integrated' (4). 'Driving' (5) remains the highest rating available. This report considers that the work undertaken by the Council since publication of the previous third-party review has further strengthened the Council's position in respect of risk management standards and practices, thus increasing the likelihood of it attaining the higher grading of 'embedded and integrated' (4) if it were to formally benchmark itself utilising the Alarm CIPFA Benchmarking criteria.

In order to assist the organisation in making further improvements, it should consider:

- Developing a multi-tiered clarity of understanding of the organisation's risk appetite which is translatable into decision-making and behaviours by all internal stakeholders.
- Improving risk management capabilities and understanding through a dedicated programme of organisational learning (training) at all levels.

- Improving consistency and efficiencies in risk management, information sharing, and reporting through investment in a central Risk Management IT system.
- Celebrating risk management successes, and publishing lessons learned from failures.
- Ensuring risk management is fully aligned to and embedded within organisational business planning processes.

Recommendations (Short and Medium Term)

No.	Recommendation
1	The organisation should consider providing further clarity on its risk appetite through a clearly articulated statement to address the current inconsistency in understanding. This will positively influence decision-making and behaviours and provision greater consistency with expectations.
Ref	Setting the criteria and arrangements for the organisation's appetite and tolerance for taking risk (page 12).
2	The organisation should consider developing risk management training programmes to address the varying levels of risk management knowledge and competency. Risk Management training programmes should be targeted at all levels of the organisational hierarchy, and should be a constant provision from induction through to personal and managerial development.
Ref	Provisions to ensure appropriate risk management knowledge, experience and skills (page 20).
3	The organisation should consider publicising lessons learned from risk management failures in order to improve resilience, as well as risk management successes in order to win hearts and minds and achieve a greater understanding and commitment by internal stakeholders.
Ref	Delivery of successful outcomes (page 29).
4	The organisation should ensure that there are appropriate formal mechanisms in place for identifying, assessing and managing risk within its contracts and partnerships. This should include the use of joint risk registers, clear allocation of risk responsibilities and accountabilities and clear lines of reporting and effective dispute resolution.
Ref	Identifying, assessing and managing risk in partnerships (page 21).

No.	Recommendation
5	The organisation should ensure that risk management is embedded into key elements of the organisational dynamic such as recruitment strategies, performance and development procedures, and reflected in personal and professional objectives and annual appraisals.
Ref	Arrangements for allocation of responsibility (page 19).
6	The organisation should ensure that risk management practices are consistently applied across all business planning, contract management and programme management activities.
Ref	Taking key risk judgements and providing clear direction.(page 12) Identifying and addressing the implications of risk transfer (page 22)
7	The organisation should consider investment in a centralised Risk Management IT system. Such systems often offer significant advantages such as efficiencies, and enhanced management capabilities, reporting and information sharing.
Ref	Procedures ensure risk management arrangements are effective and reflect good practice (page 24).
8	The organisation should consider encouraging joint working enterprises across the specialist risk management functions in order to maximise value and outputs and reduce any perceived 'silo' orientation.
Ref	Provisions to ensure appropriate risk management knowledge, experience and skills (page 20).
9	To ensure continuing oversight of risk after control implementation, the organisation should consider creating an Issues Log for risks that are removed from risk registers due to their changing values or control status. This action ensures that oversight is not lost.
Ref	Effective anticipation and management of risks (page 26).

Recommendations (Longer Term)

The following recommendations are long term.

No.	Recommendation
10	The organisation should consider formally expanding the focus of risk management to include opportunity risks as well as threats. Currently there is a general feeling that risk management is exclusively focused on downside (negative) risk.
Ref	Supporting innovation (page 13).
11	The organisation should consider further developing Key Risk Indicators (KRI's) and Key Control Indicators (KCI's) where information sources allow, enhancing performance measurement and assurance capability for risks and controls over time.
Ref	Effective review and assurance (page 28).

Risk Management Health Check Findings

Contained below is a blend of a summary of key findings from the 18 one-hour interviews conducted with key internal stakeholders and results of the Risk Management Survey.

All figures presented within the supporting tables are subject to rounding.

Leadership and Management

1. Do senior management support and promote risk management?

This includes:

- a. Taking key risk judgements and providing clear direction.
- b. Setting the criteria and arrangements for the organisation's appetite and tolerance for taking risk.
- c. Supporting innovation.
- d. Ensuring clear accountability for managing risk.
- e. Driving implementation of improvements in risk management.
- f. Effective communication about risks and issues.

Risk Management Survey Result

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
Overall, to what extent do you agree or disagree that the Senior Management support and promote proactive risk management?		16%	9%	56%	19%

Table 1

Please see table 9 on page 32 for full 'Leadership and Management' risk management survey results.

Commentary

a. Taking key risk judgements and providing clear direction.

Risk management is considered to be well established within the culture of the higher levels of the organisation's management structure. Although not consistent across all services areas, for the majority, the practice is generally aligned to key organisational objectives, business planning processes and service delivery.

Through various committees and forums, such as the Corporate Governance Committee, the Chief Officer Group etc. risk management is formally and routinely considered, ensuring that key risks to the organisation are regularly reviewed and where necessary, controls assurance sought.

The organisation's Corporate Risk Register is regarded to be a reliable centre point to aid focus and scrutiny and is updated as the risk landscape evolves. Formal mechanisms are in place to escalate risks from the service areas for consideration for inclusion at the strategic level.

Departmental Management Teams formally consider risk management at regular frequencies, however, some doubt was expressed over the depth that these considerations may take on occasion as the team's predisposition to risk or the perceived static nature of the department's risk register may adversely affect localised approaches.

There is generally less certainty expressed by some over the influence risk management has within the more operational levels of the organisation, with a small number of suggestions being made that the concept is not widely acknowledged or formally practiced in parts, remaining the exclusive domain of management.

b. Setting the criteria and arrangements for the organisation's appetite and tolerance for taking risk.

One area which requires further consideration and development relates to the organisation defining its risk appetite and tolerance, and communicating it effectively throughout the organisation.

Whilst not a universally held belief throughout the organisation, a significant number of personnel within the organisation consider it to be 'cautious' in nature, while a smaller number expressed a view that there was a general unwillingness to take risks, preferring risk avoidance strategies where possible. These viewpoints tend to contradict the organisation's stated position of being 'open'.

Clearly more work is required in this area in order to develop a more consistent understanding of the concept and the organisation's true position.

Due to the interchangeable nature of the accepted vocabulary, it is worthwhile providing some definition to the terms risk appetite and risk tolerance.

‘Strengthening Enterprise Risk Management for Strategic Advantage’, COSO, 2009, provides the following definitions:

Risk Appetite:

“A broad-based description of the desired level of risk that an entity will take in pursuit of its mission.”

Risk Tolerance:

“Reflects the acceptable variation in outcomes related to specific performance measures linked to objectives the entity seeks to achieve.”

The definitions provided may be considered deceptively simple, as in practice, attempting to define organisational risk appetite and tolerance can be difficult to achieve in any tangible sense while seeking to avoid ambiguity, contradiction, vagueness and a misrepresentation of reality. This is particularly true for public sector organisations in comparison to other, such as financial services organisations.

Despite the difficulties, providing clearly articulated statements on risk appetite and tolerance can be a very powerful tool, and allow an organisation to better align and influence decision-making and risk management. It can influence how the organisation is perceived by key stakeholders such as service users, employees, and regulators, provide a clear foundation for a risk management framework, and influence organisational behaviours and increase capacity for risk-taking.

A clearly articulated risk appetite statement should:

- Acknowledge the organisation’s propensity and capacity for taking well-managed risks.
- Consider all key aspects of the organisation, inclusive of strategies, objectives, and business plans.
- Consider stakeholder expectations.
- Consider organisational risk management maturity and capability (skills, resources, and systems required to manage risk-taking effectively).
- Consider and address a tolerance for loss that can be quantified.

Such statements should be periodically reviewed, approved as the organisation’s authoritative risk appetite statements, and communicated effectively throughout the organisation.

c. Supporting innovation.

Fundamentally, effective risk management should support the organisation by minimising disruption, maximising efficiencies, innovation, opportunity exploitation and, ultimately, the achievement of objectives.

The practice should support organisations as they seek to evolve to meet the changing needs and expectations of their stakeholders and respond to the changing risk landscape.

Effective risk-taking should support innovation and creativity in finding solutions to challenges and allow organisations to exploit opportunities. In this context, successful risk-taking should be acknowledged and support provided despite occasional failure if risks were managed well.

Successful, innovative, and creative risk-taking does take place within the organisation, however, positive well-managed risk-taking is not yet seen as an accepted cultural dynamic if considered across the entirety of the organisation.

Within some elements of the organisation, risk management is considered to be purely concerned with mitigating the adverse consequences of risk rather than an enabler to taking well-managed risks and exploiting opportunities.

d. Ensuring clear accountability for managing risk.

Clear responsibilities for assessing, reporting and managing identified risk are well established within the organisation's management hierarchy.

Risk information is actively reported through established communication lines to the relevant committee's and forums.

What is less certain is whether the more operational and front-line staffing groups understand the roles that they play in the risk management process, particularly within the context of risk identification and the implementation of appropriate controls to mitigate the effects of risk.

e. Driving implementation of improvements in risk management.

There is clear and proactive support for effective risk management within the management hierarchy of the organisation. This is demonstrated in a multitude of ways, including the investment of considerable time and resource into the practice, the inclusion of risk management as standing items on various committee agendas, including the Corporate Governance Committee, the Chief Officer Group, and Departmental Management Team meetings and the commitment to the cause which is so clearly demonstrated by a number of officers and members.

Equally, the organisation clearly supports the need for effective risk management to be integrated within its core activities. Whether risk management has been fully and comprehensively integrated into all core activities such as business planning and service delivery across all components of the organisation remains doubtful, with a small number of participants suggesting that there is more work to be done.

f. Effective communication about risks and issues.

The organisation maintains a number of committees and forums which are all reliant on the effective and efficient provision of reliable information on risk.

It seems evident that the standards for communicating risks internally within the management hierarchy and to the relevant committees are effective. The risk information is provided on a regular basis, and receives scrutiny and challenge by entities as it moves up through the organisation.

Where communication of risk information may be considered to be less effective would be within the realms of the operational and front-line elements of the organisation. The lack of an inclusive organisational risk management culture has potentially resulted in a lack of consistent engagement with front line staff and those not considered to be within the management hierarchy. As such, communication of risk information appropriate to the needs of these employee groups is considered to be an area worthy of further consideration.

Equally, it seems apparent that the organisation does not consistently communicate lessons learned throughout the organisation. While the importance of communicating successes has been acknowledged through demonstration, it is also important to communicate failures and the lessons learned through such experiences to ensure opportunities for organisational learning are maximised.

Strategy and Policy

2. Is there a clear strategy for risk management?

This includes:

- a. Risk Management Strategy.

Risk Management Survey Result

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
Overall, to what extent do you agree or disagree that, the Council's Risk Management Policy and Strategy is clearly defined, understood and communicated?	4%	11%	26%	47%	12%

Table 2

Please see table 12 on page 33 for full 'Strategy and Policy' risk management survey results.

Commentary

a. Risk Management Strategy.

The organisation maintains a Risk Management Policy Statement and Strategy which is owned by Head of Internal Audit and Assurance Service, reviewed annually, and ratified by the Corporate Management Team annually.

The objectives of the Council's Risk Management Strategy are to:

- Integrate risk management fully into the culture of the Council and into its corporate and service planning processes;
- Improve the framework for identifying, assessing, controlling, reviewing and reporting and communicating risks across the Council;
- Improve the communication of the Council's approach to risk management;
- Improve the coordination of risk management activity across the Council;
- Ensure that the Corporate Management Team (CMT), Corporate Governance Committee and external stakeholders can obtain necessary assurance that the Council is mitigating the risks of not achieving key priorities and thus complying with corporate governance practice;
- Manage risk in accordance with best practice and ensure compliance with statutory requirements;
- Maintain clear roles, responsibility and reporting lines for risk management within the Council;
- Measure and partake in regular comparison and benchmarking activity.

The strategy does ensure common understanding of terminology used, and defines the purpose and benefits of risk management, as well as structures for monitoring, review and assurance of risk management.

The strategy clearly supports innovation and well-managed risk-taking for improved delivery of objectives.

The strategy does encourage the integration of risk management into established procedures and arrangements for departmental business, i.e. policy making, planning (e.g. business plans, project management, business resilience etc.).

The strategy also includes arrangements for the effective communication of risk information to internal stakeholders, and where appropriate, external stakeholders.

The strategy does directly address the issue of risk appetite and tolerance, recognising that only by taking risks can the organisation achieve its aims and deliver beneficial outcomes to its stakeholders.

Indeed, Annex 1 of the strategy goes some way to expressly define the organisation's risk appetite as 'open - prepared to consider all delivery options and select those with the highest probability of productive outcomes, even when there are elevated levels of associated risk'.

Overall, the organisation's Risk Management Policy Statement and Strategy was considered to be an exemplar of best practice in its intention and crafting, carefully setting out the organisation's position and approach and providing useful insight into terminology, structures and mechanisms.

However, despite this, anecdotal evidence suggested that its stated intention of 'integrating risk management fully into the culture of the Council and into its corporate and service planning processes' may still have some way to go as: 1) knowledge of the strategy was not uniformly acknowledged across all participants of the Risk Management Health Check process; 2) risk management is not consistently integrated into business planning processes across the entirety of the organisation; 3) uncertainty remained within some parties as to how the organisation's approach to risk management fully translates into day-to-day activities and behaviours.

These uncertainties suggest that opportunities remain for improvement within the Council's implementation of its Risk Management Strategy and Policy. These opportunities may include the need to offer effective supervision and training to staff in areas such as successful implementation of the strategy at a local level, and the direct relationship and alignment of risk management with business planning.

People

3. Are people equipped and supported to manage risk well?

This includes:

- a. The culture of the organisation.
- b. Arrangements for allocation of responsibility.
- c. Arrangements to ensure staff awareness.
- d. Provisions to ensure appropriate risk management knowledge, experience and skills.

Risk Management Survey Result

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
Overall, to what extent do you agree or disagree that, the Council equips and supports its staff to manage risk well?	2%	25%	30%	44%	

Table 3

Please see table 15 on page 34 for full 'Strategy and Policy' risk management survey results.

Commentary

a. The culture of the organisation.

It may be correct to suggest that a positive risk management culture does exist within large components of the organisation, particularly at the higher end of the management hierarchy. However, it is not necessarily an all-encompassing cultural dynamic that is evident throughout the organisation, and this inconsistency is perhaps most evident at the operational level and front line.

An effective risk culture can assist organisations in influencing behaviours of internal stakeholders at a personal level (influencing personal predispositions to risk) and at a personal ethical level (influencing moral values and decisions making). It is worthwhile pointing out that, despite the media's tendency to apportion blame to individuals, the root cause of many of the organisational scandals and failures of recent times has been determined to be poor organisational culture and its influence on behaviours.

Managers and staff have clear reporting lines and mechanisms to raise risk issues, however, it is felt that there is some inconsistency in direct engagement with all staffing levels. This may be influenced by the level of importance placed on risk management by the respective individual departmental management hierarchies.

Some anxiety associated with failures was reported to be potentially evident within a small number of areas of the organisation. As a cultural dynamic, a consequence of an anxiety associated with failure may result in a decreased propensity to take risk for reward, inadvertently adversely affecting an organisation's risk appetite in real terms.

Anxiety associated with failure can also adversely affect risk reporting as people may not wish to report 'bad news' and potentially be held personally accountable.

An effective risk culture encourages and empowers managers and staff to take well-managed risks, provides confidence that concerns and ideas will be heard and acted on, and provides acknowledgement and reward for well-managed risk-taking.

In order for the organisation to successfully adopt a more innovative and creative approach, it must be prepared to fail from time to time. Risk-takers should be supported where it can be demonstrated that, irrespective of the result, the risks were well-managed. An absence of anxiety will also allow for the more effective challenge of existing practices and the identification of new, innovative ways of doing things.

Ultimately, an effective risk culture will result in risk management being seen as a natural part of the established way an organisation going about its business, inclusive of planning and achieving objectives.

b. Arrangements for allocation of responsibility.

In general terms, responsibility for managing risks has been clearly and effectively delegated throughout the organisation. There are some minor exceptions where personnel report some confusion over precise roles and responsibilities or lack of awareness of the role of risk management in more general terms.

Although risk management is a widely known concept among large parts of the organisation, it was reported that it was not successfully embedded into key elements of the organisational dynamic such as recruitment strategies, performance and development procedures, or reflected in personal and professional objectives and annual appraisals.

c. Arrangements to ensure staff awareness.

Through departmental meetings, employees are generally made aware of the importance of effective risk management and the key objectives, priorities and main risks facing the relevant department and organisation. Again, it was reported that there may be some inconsistency across the different service areas, dependant on the value attached to risk management by the relevant management teams.

The organisation's Risk Management Policy Statement and Strategy is freely available through the organisation's intranet. There is a small but prevailing issue of uncertainty as to the level of familiarisation with the organisation's approach to risk management across its entirety, with particular doubts expressed over the lower levels of the management hierarchy and the general employee population.

In addition, some concern was expressed as to the levels of direct supervision and guidance which is offered in terms of translation and application of the strategy and policy in real terms within business planning and day-to-day activities.

There seems to be greater confidence in the application of risk management principles and practices within the domain of project management, although this confidence is not absolute.

- d. Provisions to ensure appropriate risk management knowledge, experience and skills.

Access to appropriate risk management advice, guidance and expertise is provided via the organisation's Internal Audit Service. Whilst there is no dedicated Risk Manager, many of the typical functions undertaken by such a role have been allocated effectively within the Internal Audit Service.

There are various other personnel throughout the organisation who maintain expertise in risk management's more specialised subject areas such as health and safety, insurance and resilience.

In general terms, the level of risk management knowledge, experience and expertise varies across the organisation. For those maintaining significant levels of knowledge and experience, this has often been acquired in post or with previous employers.

Although some action is now being undertaken to address identified risk management knowledge gaps and inconsistencies through the provision of targeted risk management training, it is felt that more needs to be done to develop a consistent understanding and approach to risk management across the organisation, throughout the management hierarchy and wider employee population.

Training programmes ranging from employee induction through to management development are often the most appropriate vehicles for delivering risk management awareness improvement programmes and increased risk management capabilities.

The organisation is currently developing its training provision to include eLearning capabilities, however, eLearning is generally considered to be an effective complimentary provision within effective learning strategies rather than an alternative to more traditional and proven methods.

Partnerships, Shared Risks and Resources

4. Are there effective arrangements for managing risks with partners?

This includes:

- a. Identifying, assessing and managing risk in partnerships.
- b. Monitoring and reviewing performance.
- c. Provision and testing of contingency arrangements.
- d. Identifying and addressing the implications of risk transfer.

Risk Management Survey Result

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
Overall, to what extent do you agree or disagree that, there are effective arrangements in place for managing risks with partners?	4%	20%	45%	29%	4%

Table 4

Please see table 18 on page 35 for full 'Strategy and Policy' risk management survey results.

Commentary

A limited number of opinions were offered on the risk management standards that are applied to partnerships. Of those opinions that were expressed, some doubt was evident over the consistency of approach across all partnerships in which the organisation is engaged.

Therefore, mindful of the law of small numbers and the extreme results that can be seen in such circumstances, it is perhaps more beneficial if the key risk management attributes of effective partnership risk management are put forward within this component of the report.

It's important to note that the level of risk management application should be proportionate to the nature, value and size of the partnership.

a. Identifying, assessing and managing risk in partnerships.

As a general rule, there should be appropriate formal mechanisms for identifying, assessing and managing risk within partnerships. This should include:

- Agreed risk management and assessment methodologies are identified, agreed and implemented to ensure compatibility to promote efficiency and effectiveness of the approach.
- Shared partnership risk registers should be developed to ensure that a common understanding of risks and risk management is maintained amongst all partner organisations.
- Clarity of risk ownership between partners (including cross-cutting risks), roles and responsibilities, authorities, and reporting requirements should be established, along with mechanisms for the dynamic allocation of new risk which presents itself during the life of the partnership.

- Performance incentives should be considered, where appropriate, to enhance partner motivations to manage risks effectively.
- The organisation maintains an ownership approach to partnership risk even where the risk has been transferred to partners.

b. Monitoring and reviewing performance.

Effective lines of communication, including reporting protocols and rights of access, should be developed to ensure that reliable risk information (including key risks, performance etc.) is regularly and effectively reported throughout the partnership.

Joint risk review arrangements should be specified, which include dispute resolution protocols.

c. Provision and testing of contingency arrangements.

Contingency arrangements should be put in place to safeguard the organisation in the eventuality of partner or service delivery failure.

These contingency arrangements should be tested at regular frequencies throughout the life of the partnership in order to ensure their effectiveness if required.

d. Identifying and addressing the implications of risk transfer.

The organisation should consider the extent to which risks can be transferred, retaining the position that not all risks (e.g. reputation risk, non-delegable duties etc.) can be successfully transferred from one party to another, resulting in a residual level of risk being retained by the organisation.

Where risks are transferred from one party to another, clear accountabilities for the management of those risks should be defined.

The persons or entities best positioned to assume responsibility for managing partnership risk should take ownership. This may well be assigned on a risk-by-risk basis after formal consideration at a joint partnership risk committee.

Through effective risk management performance monitoring processes, an organisational commitment to early intervention should be maintained in the event of difficulty being experienced by a partner.

Processes

5. Does the organisation have effective risk management processes to support the business?

This includes:

- a. Risk management is fully embedded in the organisation's business processes.
- b. Processes support innovation and the identification and seizing of opportunities.
- c. Procedures ensure risk management arrangements are effective and reflect good practice.
- d. Processes ensure appropriate resilience.

Risk Management Survey Result

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
Overall, to what extent do you agree or disagree that, risk management is fully embedded into the Council's business?		7%	12%	72%	9%

Table 5

Please see table 21 on page 36 for full 'Strategy and Policy' risk management survey results.

Commentary

- a. Risk management is fully embedded in the organisation's business processes.

There are well documented and established procedures in place to enable the organisation to implement the accepted principles of risk management, including risk identification, assessment and control. Furthermore, significant and established reporting protocols are in place to facilitate the effective communication of risk information throughout the organisation.

Although, it was generally reported that risk management has been largely integrated into normative business practices, some inconsistency still remained within areas such as business planning, project and programme management, and operational management.

Reasons put forward as to the perceived lack of consistency included: 1) risk management can sometimes be applied as an after-thought; and 2) it is viewed somewhat as a compliance process rather than an active real-time management tool, and so is applied superficially rather than in any meaningful way.

In addition, doubt remained as to whether the relationship between business planning and risk management has been fully understood and acknowledged throughout the organisation, potentially resulting in something of a disconnect between the two related processes.

b. Processes support innovation and the identification and seizing of opportunities.

Fundamentally, risk management supports innovation and creativity by encouraging organisation's to challenge preconceptions about how things are done, and to promote change management where it is needed to improve efficiencies, service delivery, outcomes, and ultimately achieve objectives.

The focus of risk management should be on maximising opportunities (positive risk) as well as management risks that could adversely affect an organisation (negative risks).

If fully embedded and mature, enhanced risk management capabilities promote an increased appetite for risk-taking due to improved competencies, capabilities, and confidence. Investment in risk management allows organisations to take more risk with confidence over time.

While it is generally considered that the organisation's approach to risk is well established, its fundamental focus is predominantly towards negative risk with little consideration currently made of opportunities.

c. Procedures ensure risk management arrangements are effective and reflect good practice.

The organisation regularly seeks advice from internal and external sources on good practice in the development, implementation and maintenance of robust risk management processes and systems, and uses these sources to improve risk management processes and procedures where necessary.

One area which presents significant scope for improvement relates to the IT software systems which are utilised to support risk management activities within the organisation. Currently, each service area operates its own unique approach to managing risk registers and associated information. Approaches typically include the utilisation of Microsoft Excel to capture and management risk information. One exception being a service area which utilises a dedicated software package called Pentana. The endearing popularity of Microsoft Excel in the business environment demonstrates the value that it can offer, however, it cannot, at least in its current form, replicate the distinct advantages in the real-time management of risk information that are provided by dedicated software packages such as Pentana.

It was also noted that, despite the interconnected nature of the different risk specialisms evident within the organisation, the individual expertise and outputs of these specialisms is not routinely brought together to maximise their value and address the interconnected nature of risk.

d. Processes ensure appropriate resilience.

It was reported that the organisation maintains well-developed business resilience plans, and that these plans are reviewed at regular intervals to ensure that they remain operationally relevant and effective.

Risk Handling and Assurance

6. Are risks handled well and does the organisation have assurance that risk management is delivering successful outcomes and supporting creative risk-taking?

This includes:

- a. Effective anticipation and management of risks.
- b. Effective decision-making.
- c. Effective handling of cross-cutting issues.
- d. Effective review and assurance.

Risk Management Survey Result

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
Overall, to what extent do you agree or disagree that, risks are handled well?	2%	11%	16%	55%	16%

Table 6

Please see table 24 on page 37 for full 'Strategy and Policy' risk management survey results.

Commentary

- a. Effective anticipation and management of risks.

Risk registers can never fully capture or illustrate the multi-dimensional risk landscape to which organisations are exposed. However, despite this, analysis of the organisation's Corporate Risk Register provides an invaluable insight into the effectiveness of the organisation's approach to risk management and its ability to successfully anticipate risk events and manage them effectively.

The Corporate Risk Register clearly demonstrates a broad and comprehensive selection of risks, in type, nature and value, ranging in subject from the Medium Term Financial Strategy, through health and social care integration, ICT information security, commissioning and procurement, safeguarding, Brexit, people, business continuity, health and safety, highways networks winter maintenance, and environment.

Evidence suggests that the Corporate Risk Register is an active management tool and is reviewed and updated at regular frequencies. Risk is scrutinised prior to inclusion, deep dives into specific risks and controls undertaken when required, and risks removed once they have been realised or the uncertainty removed.

What is important in circumstances when risk is removed from a risk register is the action that precedes this event. It is recognised that risks evolve over time and control measures degrade or become obsolete. In these circumstances, it is essential that organisations retain some oversight of controlled risks that no longer feature on risk registers.

Continuing oversight is also important in times of continuing austerity as vital resource may be removed or repositioned, thus inadvertently creating increased risk exposure but with much reduced ability to manage and respond.

To address issues such as these, organisations will often create Issues Logs for risks that are removed from risk registers due to their changing values or control status. This action ensures that oversight is not lost.

The utility of Issues Logs may be of benefit to the organisation, specifically in conjunction with the use of Departmental Risk Registers.

b. Effective decision-making.

The organisation's current approach to risk management creates opportunity for a risk-based approach to decision-making. It was reported that there is still some inconsistency amongst the different components of the organisation in the application of risk management as an active management and decision support tool, particularly in the realms of business planning, however, in general terms, it is felt that risk management methodologies are employed within the majority decision-making processes.

As the organisation is a members-led organisation, this is reflected within the organisational structure and lines of reporting. Stakeholder's, such as elected members, are afforded oversight of the Corporate Risk Register and opportunity to hold Chief Officers to account by selecting specific risks for further scrutiny and more detailed analysis.

c. Effective handling of cross-cutting issues.

There are certain established forums within the organisation whereby cross-cutting risk information is shared and discussed. However, the absence of a centralised Risk Management IT system tends to render the management of cross-cutting risks, including the exchange of information, less consistent and robust than it could otherwise be.

Some doubt was expressed over the consistency of coordination, understanding and management of risks with key delivery partners.

Whilst certain areas, such as health and social care integration, were considered to be exhibiting characteristics of best practice in the sharing of information, ownership of risk, and the maintenance of a project risk register, it was suggested that this standard was not wholly representative of a consistent approach to partnerships.

d. Effective review and assurance.

Systems and structures are in place to provide assurance of the quality and effectiveness of risk management.

Internal risk reporting requirements are placed upon service areas, with nominated Risk Champions tasked with leading on compliance with these requirements. Risk Champions are of appropriate seniority within their specific areas to positively influence risk management processes and approaches and ensure targets are generally met.

External specialist sources of expertise are engaged at regular frequencies to provide third-party oversight of the implementation and effectiveness of the organisation's Risk Management Strategy and Policy.

The Internal Audit Service provides advice and guidance to internal stakeholders on issues of risk management, and generally undertake a leading role in implementation within the organisation. They also provide assurance to the organisation through the provision of detailed reports to key internal stakeholders.

The use of Key Risk Indicators (KRI's) and Key Control Indicators (KCI's) are regarded as effective elements of a robust assurance regime as they can provide early warning of changes in the risk and control landscape. Equally, they can provide assurance that risk is being managed effectively.

The use of KRI's and KCI's is recommended when the maturity of an organisation's approach to risk management has reached an appropriate level of maturity due to the perceived complex nature. Their use has yet to be formally established within the organisation.

Outcomes and Delivery

7. Does risk management contribute to achieving successful outcomes?

This includes:

- a. Delivery of successful outcomes.
- b. Maintenance of high reputation for the organisation.

Risk Management Survey Result

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
Overall, to what extent do you agree or disagree that, risk management is contributing to the effective delivery of outcomes?	2%	7%	23%	61%	7%

Table 7

Please see table 27 on page 38 for full 'Strategy and Policy' risk management survey results.

Commentary

a. Delivery of successful outcomes.

In general terms, it was reported that there was confidence that the organisation's approach to risk management was assisting in the delivery of successful outcomes.

These successful outcomes include the delivery of organisational objectives, and the continued prudent financial management of the organisation in continuing times of austerity and uncertainty.

Despite this, it was suggested that risk management successes and failures are not publicised within the organisation at regular frequencies. Celebrating successes are invaluable in winning over hearts and minds to an approach which can suffer from a misrepresentation as a compliance process or as an additional layer of bureaucracy. Equally, publicising failures can serve to remind internal stakeholders of the value which risk management can deliver. Of course, risk management provides no certainty that failures cannot occur, however, organisational learning from experience can be invaluable in ensuring that mistakes are not repeated.

b. Maintenance of high reputation for the organisation.

The continuing age of austerity within the public sector has created unprecedented pressures on Local Authorities to deliver services to an increasing population whilst central government funding is significantly reduced.

These pressures ultimately led the government to intervene at Northamptonshire County Council due to an inability to realise the required financial savings leading to projected budget overspends.

By comparison, Leicestershire County Council is considered to be in a much more stable financial position, primarily due to prudent financial management strategies.

It was reported that the Council attributes the appropriate value to maintaining its reputation, which manifests itself in real terms through its strategies and behaviours.

Risk Management Survey Results

The following responses have been extracted from the online risk management survey which was run in conjunction with the on-site interview process.

A total of 106 invitations to participate in the online survey were issued to various members of the management hierarchies throughout Adults and Communities, Chief Executive's Department, Children and Family Services, Corporate Resources Department, Environment and Transport, and Public Health.

A total of 57 responses were received, equalling a 54% response rate.

Survey Results

Overview

The table below provide an overview response from each theme presented within the online risk management survey.

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
Overall, to what extent do you agree or disagree that the Senior Management support and promote proactive risk management?		16%	9%	56%	19%
Overall, to what extent do you agree or disagree that, the Council's Risk Management Policy and Strategy is clearly defined, understood and communicated?	4%	11%	26%	47%	12%
Overall, to what extent do you agree or disagree that, the Council equips and supports its staff to manage risk well?	2%	25%	30%	44%	
Overall, to what extent do you agree or disagree that, there are effective arrangements in place for managing risks with partners?	4%	20%	45%	29%	4%
Overall, to what extent do you agree or disagree that, risk management is fully embedded into the Council's business?		7%	12%	72%	9%
Overall, to what extent do you agree or disagree that, risks are handled well?	2%	11%	16%	55%	16%
Overall, to what extent do you agree or disagree that, risk management is contributing to the effective delivery of outcomes?	2%	7%	23%	61%	7%

Table 8

Theme 1

Leadership and Management

To what extent do you agree or disagree with the following statements about Senior Management (Departmental management, Chief Officers and, if appropriate, Members)?

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
Matters are actively reported through to senior leadership when required.		2%	5%	61%	32%
Senior leadership has a good understanding of key risks and implications (to service objectives / priorities) facing the Council.		5%	2%	42%	51%
Senior leadership take key risk judgements and provide clear direction.	2%	5%	11%	54%	28%
Senior leadership ensure clear accountability for managing risk.		16%	5%	61%	18%
The criteria for escalating risk is clearly defined and communicated.	2%	11%	12%	46%	30%
Senior leadership set out clearly the Council's appetite/tolerance for taking risk.		14%	21%	42%	23%
Senior leadership encourage well managed risk taking where it supports innovation and opportunities.	4%	18%	21%	47%	11%

Table 9

Overall, to what extent do you agree or disagree that the Senior Management support and promote proactive risk management?		16%	9%	56%	19%
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Table 10

Respondent's Comments
"Management of risk is a well-defined process. The issue is the appetite for risk taking is very constrained and ownership/accountability not devolved, despite new initiatives in trading services and property management. There is still a fear of blame that dominates innovation."
"Processes are in place to manage risk."
"With high attrition rates it is sometimes difficult to continually embed consistency in our approach and should become part of the induction process."
"Use of Pentana provides clear guidance."

Table 11

Theme 2

Risk Management Strategy and Policy

To what extent do you agree or disagree with the following statements about the Council's Risk Management Policy and Strategy?

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
It clearly defines roles and responsibilities.			28%	54%	18%
It is visibly endorsed by Senior Leadership.	2%	11%	9%	51%	28%
It remains appropriate and current.		5%	23%	54%	18%
It specifies the way in which risk is managed (i.e. business planning, corporate and operational process).		4%	30%	49%	18%
It is subject to regular review.		4%	36%	39%	21%
It is developed in consultation with relevant internal stakeholders.		5%	45%	41%	9%
It is clearly communicated to all.	7%	18%	23%	46%	5%

Table 12

Overall, to what extent do you agree or disagree that, the Council's Risk Management Policy and Strategy is clearly defined, understood and communicated?	4%	11%	26%	47%	12%
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Table 13

Respondent's Comments
"I don't think it's communicated in a very direct way i.e. you can read the policy but it's not translated into a form that people can relate to in their own areas."
"Awareness at middle management level is good but could be improved."
"Not aware that it exists or that any work is undertaken in this area."
"I don't recall any conversation or information on risk management. All too often it feels like we have knee jerk responses to particular issues which are often escalated before a thorough understanding..."
"I'm not sure I knew there was a policy and strategy."

Table 14

Theme 3

People and Culture

To what extent do you agree or disagree with the following statements about people and culture?

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
Everyone is encouraged to raise risk issues.	2%	7%	16%	54%	21%
Appropriate responsibility for managing risks is clearly delegated.	2%	14%	18%	51%	16%
Risk management is seen by staff as a positive tool which assists the Council in achieving its objectives/priorities.	4%	23%	30%	30%	14%
Officers are provided with guidance and training.	2%	30%	21%	39%	7%
Access is provided to advice and expertise from relevant Risk Champions and other specialist areas of risk.	5%	21%	35%	33%	5%
New staff are provided with training on risk management.	7%	37%	32%	16%	9%

Table 15

Overall, to what extent do you agree or disagree that, the Council equips and supports its staff to manage risk well?	2%	25%	30%	44%	
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Table 16

Respondent's Comments
"Often risks that are raised are not thought through, very unlikely, not relevant and naïve."
"Haven't heard or seen anything of this nature."
"There could be more done with new starters to explain and train in risk management for the council."
"An update may be helpful at the senior managers conference?"
"I think the approach is better in some areas of the Council than in others."
"Training is not consistent."

Table 17

Theme 4

Partnerships, Shared Risks and Resource

To what extent do you agree or disagree with the following statements about managing risks in partnerships?

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
There are appropriate mechanisms in place for identifying, assessing and managing risk in partnerships.	2%	11%	41%	38%	9%
There is clear responsibility and accountability for risks where delivery is through partners.	4%	14%	50%	27%	5%
There is reliable and regular risk information and reporting of key risks shared amongst partners.	4%	16%	54%	21%	5%
The extent to which risks can be transferred is considered and acted upon.	2%	25%	48%	21%	4%

Table 18

Overall, to what extent do you agree or disagree that, there are effective arrangements in place for managing risks with partners?	4%	20%	45%	29%	4%
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Table 19

Respondent's Comments
"Overall my experience with partners is positive and risks are shared and there are solid working relationships that have been built up over time. My responses reflect that. However, I have also seen instances where this is not always the case leaving one or more partners exposed to higher risk and other partners take a backwards step. Being more transparent at the start of projects about the levels of risk would either get more commitment from all partners, or, if the commitment was vague, then the project needs to be shelved early."
"Clear governance mechanisms for key projects/ procurements."
"It is not clear to me how partnership risk is managed."

Table 20

Theme 5

Processes

To what extent do you agree or disagree with the following statements about processes?

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
Departmental / Service Risk Registers are used to score risks using the risk scoring criteria.			7%	49%	44%
High ranking risks are escalated to the next level of management.		2%	9%	47%	42%
Departmental/ Service Risk Registers are regularly reviewed and updated to ensure that they remain current and up to date.		4%	11%	47%	39%
The Departmental Risk Register is regularly reported to the Departmental Management Team for discussion and approval.		4%	12%	37%	47%
Risk management is embedded in key processes e.g. Policy, Project and Programmes, Service planning.	2%	5%	7%	61%	25%
Controls in place in relation to each risk are identified and regularly reviewed to ensure that they continue to be effective.		7%	14%	51%	28%
Contingency plans and business continuity plans etc. are regularly reviewed and tested as appropriate to ensure that they remain appropriate	2%	9%	25%	47%	18%
Horizon scanning is used to spot emerging threats and opportunities.	4%	5%	39%	40%	12%
There is early and effective communication of risks and issues with internal and external stakeholders.	2%	14%	25%	48%	11%

Table 21

Overall, to what extent do you agree or disagree that, risk management is fully embedded into the Council's business?		7%	12%	72%	9%
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Table 22

Respondent's Comments
"Sometimes there are lapses in the review timetable due to competing priorities."
"Identification of risks tends to be undertaken in DMT with little involvement of service managers."
"Good departmental governance processes to manage and regularly review risks."

Table 23

Theme 6

Risk Handling and Assurance

To what extent do you agree or disagree with the following statements about risk handling and assurance?

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
Few issues result in reputational damage.		2%	18%	58%	23%
Risks are managed effectively.	2%	7%	16%	56%	19%
Independent assurance of quality and effectiveness of risk management - Internal (e.g. Internal Audit Service and Corporate Governance Committee) and external - is used effectively.	2%	11%	27%	42%	18%

Table 24

Overall, to what extent do you agree or disagree that, risks are handled well?	2%	11%	16%	55%	16%
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Table 25

Respondent's Comments
"I think there is good policy, but due to lack of training consistency across the organisations and within departments is patchy."
"The process is too focused on completing paperwork and discourages innovative thinking."

Table 26

Theme 7

Outcomes and Delivery

To what extent do you agree or disagree with the following statements about outcomes and delivery?

Statement	Strongly Disagree	Tend to Disagree	Neither / Don't know	Tend to Agree	Strongly Agree
The way the Council manages risk ensures that programmes and projects are delivered as intended.	2%	13%	13%	65%	7%
The way the Council manages risk promotes a positive view of the Council, e.g. with the public, stakeholders and professional bodies.	2%	9%	27%	50%	13%
The way the Council manages risk contributes to improvements in services and achievement of service objectives and priorities.	4%	13%	21%	54%	9%

Table 27

Overall, to what extent do you agree or disagree that, risk management is contributing to the effective delivery of outcomes?	2%	7%	23%	61%	7%
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Table 28

Respondent's Comments
"Risk management overtakes innovation and service delivery."
"I think there could be more proactive reflection on the extent to which operational risks could damage reputation."

Table 29

Appendix 1: Health Check Interviewees

A list of all Leicestershire County Council personnel who generously gave up their time to individually participate in the one-hour interview process is provided below:

Adrian Allen, [Head of Service Design and Delivery](#).

Mr P Bedford, [Member \(Conservative\)](#).

Mr B Boulter, [Member \(Liberal Democrats\)](#).

Ann Carruthers, [Director of Environment and Transport](#).

Cheryl Davenport, [Director of Health and Social Care Integration](#).

Peter Davis, [Assistant Director](#).

Neil Jones, [Head of Internal Audit and Assurance](#).

Simon Lawrence, [Major Programme Manager](#).

Jay Maher, [Senior Auditor](#).

Jodie March, [Head of Service Planning](#).

David Marshall-Rowan, [Insurance Manager](#).

Gordon McFarlane, [Assistant Director](#).

Jane Moore, [Director of Children and Family Services](#).

Mr S Sheahan, [Member \(Labour\)](#).

Mr J Sinnott, [Chief Executive](#).

Chris Tambini, [Director of Corporate Resources](#).

Lesley Woodward, [Head of Business Support](#).

Scott Young, [Programme Management Office Manager](#).

Appendix 2: About RMP

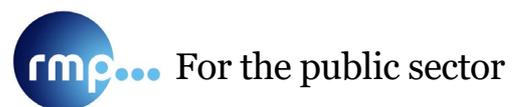
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We're for public sector risk managers.

Risk management has always been an essential and valuable element of our service offering. Our services have been developed in direct response to the needs of our clients and include risk reviews to measure, assess and provide assurance on the adequacy of risk control measures, development of policy to provide a framework to guide and to drive continuous improvement along with training to help raise awareness, develop skills and embed change.

We have a team of qualified and experienced Risk Control Consultants based throughout the country; all have extensive experience of working closely with organisations within the realms of health and safety and risk management.

We maintain the depth of knowledge and practical experience necessary to develop and deliver effective risk management reviews, health-checks, guidance, and training programmes.



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