



OFFICIAL

Programme of Meetings 2019 - 20

Full Authority

Date: 21 February 2019

Agenda Item:

12

Submitted By: Chief Legal and Governance Officer

Purpose	To agree the programme of Authority and Committee meetings for 2019 - 2020.
Recommendations	That the programme of meetings for 2019 – 2020 be approved as detailed in the report now submitted.
Summary	A programme of meetings for the forthcoming municipal year has to be agreed by the full Authority prior to it becoming effective immediately following the Annual General Meeting and any changes to an agreed programme require the approval of the full Authority.

Local Government (Access to information) Act 1972

Exemption Category: None

Contact Officer: Nicola Houseman, Committee Services Manager
T: 01274 655740
E: nicky.houseman@westyorksfire.gov.uk

Background papers open to inspection: None

Annexes: Draft Programme of meetings 2019 – 2020

1 Introduction

- 1.1 It is necessary to give consideration to the programme of meetings for the next municipal year based on a quarterly cycle. In advance of the commencement of the programme the Authority will hold its Annual Meeting on Thursday 27 June 2019.
- 1.2 In accordance with the agreed Terms of Reference the Local Pension Board will meet on a six-monthly basis scheduled in July and January of each municipal year.

2 Information

- 2.1 The Annual Meeting marks the start of the programme of meetings. The programme of meetings for 2019 - 20 attached at Annex A is recommended for adoption by the Authority.

3 Financial Implications

- 3.1 There are no direct financial implications arising from this report. Members are entitled to claim mileage / out of pocket expenses for meetings they attend in accordance with the Authority's approved Constitution.

4 Legal implications

- 4.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

5 Human Resources and Diversity Implications

- 4.1 There are no direct human resources and diversity implications arising from this report.

6 Health and Safety Implications

- 5.1 There are no direct health and safety implications arising from this report.

7 Service Plan Links

- 6.1 This report and the approval of a programme of meetings enables the Authority to "provide effective and ethical governance" in a well-structured and publicised manner.

WEST YORKSHIRE FIRE AND RESCUE AUTHORITY

PROGRAMME OF MEETINGS 2019 / 2020

FRIDAY 10.30AM HUMAN RESOURCES COMMITTEE	FRIDAY 11.30AM LOCAL PENSION BOARD	FRIDAY 10.30AM FINANCE & RESOURCES COMMITTEE	FRIDAY 10.30 AM AUDIT COMMITTEE	FRIDAY 10.30AM COMMUNITY SAFETY COMMITTEE	FRIDAY 10.30AM AUTHORITY
5 July 2019	5 July 2019	19 July 2019	26 July 2019	12 July 2019	20 September 2019
4 October 2019	-	11 October 2019	18 October 2019	25 October 2019	13 December 2019
10 January 2020	10 January 2020	7 February 2020	31 January 2020	24 January 2020	21 February 2020
27 March 2019	-	17 April 2020	24 April 2020	3 April 2020	26 June 2020 (AGM)



OFFICIAL

Local Government Ethical Standards - a review

Full Authority

Date: 21 February 2019

Agenda Item:

13

Submitted By: Chief Legal and Governance Officer

- Purpose** To advise Members of the publication of a review by the Committee on Standards in Public Life entitled “Local Government Ethical Standards”
- Recommendations** To note the publication of the Local Government Ethical Standards report and the proposals for action by the West Yorkshire Fire and Rescue Authority.
- Summary** The Committee on Standards in Public Life published a report on 30 January 2019 entitled “Local Government Ethical Standards”. Members are asked to note its publication and any related proposals for action as appropriate.

Local Government (Access to information) Act 1972

Exemption Category: None

Contact Officer: Nicola Houseman, Committee Services Manager
T: 01274 655740
E: nicky.houseman@westyorksfire.gov.uk

Background papers open to inspection: None

Annexes: Recommendations from the Local Government Ethical Standards review report

1 Introduction

- 1.1 The Committee on Standards in Public Life published a document “Local Government Ethical Standards” on 30 January 2019. The full document can be accessed via the following link

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/772900/Local_Government_Ethical_Standards_Web_.PDF

(Hard copies will be made to available to Members on request).

- 1.2 Members are invited to note the recommendations contained within the report (detailed in Annex A to this report) and note officers’ comments with regard to any proposed actions at paragraph 8 below.

2 Information

- 2.1 The review was undertaken by the Committee on Standards in Public Life to assure itself that the current framework, particularly since the Localism Act 2011, was conducive to promoting and maintaining the standards expected by the public.

- 2.2 A number of risks have been identified relating in the main to;

- The current rules around conflicts of interest, gifts and hospitality
- The increased complexity of local government decision-making

- 2.3 Whilst acknowledging the fact that the report is aimed at principal and parish councils Members are invited to note the recommendations which relate to councillors being able to be held to account effectively and the enhancement of fairness and transparency of the standards process. They also refer to a power of suspension and a model code of conduct together with the strengthening of the role of the Independent Person.

- 2.4 It is recognised that a number of the recommendations would require legislative change and some have been drafted to promote best practice to represent a benchmark for ethical practice.

3 Financial Implications

- 3.1 There are no financial implications arising directly from this report.

4 Legal Implications

- 4.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

5 Human Resource and Diversity Implications

- 5.1 There are no Human Resource and Diversity implications arising directly from this report.

6 Health and Safety Implications

- 6.1 There are no Health and Safety implications arising directly from this report.

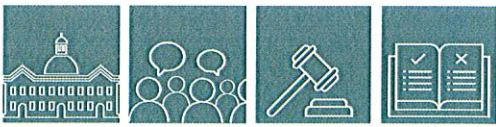
7 Service Plan Links

7.1 The issues covered in the report relate to the following;

- provide effective and ethical governance and achieve value for money

8 Conclusions

8.1 Whilst the report of the Committee on Standards in Public Life is aimed at principal and parish councils, any recommendations contained within the review that may be relevant to this Authority in terms of best practice will be considered by Officers and reported on, as appropriate, to the Annual Meeting on 27 June 2019.



Executive summary

Local government impacts the lives of citizens every day. Local authorities are responsible for a wide range of important services: social care, education, housing, planning and waste collection, as well as services such as licensing, registering births, marriages and deaths, and pest control. Their proximity to local people means that their decisions can directly affect citizens' quality of life.

High standards of conduct in local government are therefore needed to protect the integrity of decision-making, maintain public confidence, and safeguard local democracy.

Our evidence supports the view that the vast majority of councillors and officers maintain high standards of conduct. There is, however, clear evidence of misconduct by some councillors. The majority of these cases relate to bullying or harassment, or other disruptive behaviour. There is also evidence of persistent or repeated misconduct by a minority of councillors.

We are also concerned about a risk to standards under the current arrangements, as a result of the current rules around declaring interests, gifts and hospitality, and the increased complexity of local government decision-making.

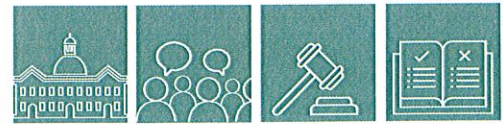
Giving local authorities responsibility for ethical standards has a number of benefits. It allows for flexibility and the discretion to resolve standards issues informally. We have considered whether there is a need for a centralised body to govern and adjudicate on standards. We have concluded that whilst the consistency and independence of the system could be enhanced, there is no reason to reintroduce a centralised body, and that local

authorities should retain ultimate responsibility for implementing and applying the Seven Principles of Public Life in local government.

We have made a number of recommendations and identified best practice to improve ethical standards in local government. Our recommendations are made to government and to specific groups of public office-holders. We recommend a number of changes to primary legislation, which would be subject to Parliamentary timetabling; but also to secondary legislation and the Local Government Transparency Code, which we expect could be implemented more swiftly. Our best practice recommendations for local authorities should be considered a benchmark of good ethical practice, which we expect that all local authorities can and should implement. We will review the implementation of our best practice in 2020.

Codes of conduct

Local authorities are currently required to have in place a code of conduct of their choosing which outlines the behaviour required of councillors. There is considerable variation in the length, quality and clarity of codes of conduct. This creates confusion among members of the public, and among councillors who represent more than one tier of local government. Many codes of conduct fail to address adequately important areas of behaviour such as social media use and bullying and harassment. An updated model code of conduct should therefore be available to local authorities in order to enhance the consistency and quality of local authority codes.



There are, however, benefits to local authorities being able to amend and have ownership of their own codes of conduct. The updated model code should therefore be voluntary and able to be adapted by local authorities. The scope of the code of conduct should also be widened, with a rebuttable presumption that a councillor's public behaviour, including comments made on publicly accessible social media, is in their official capacity.

Declaring and managing interests

The current arrangements for declaring and managing interests are unclear, too narrow and do not meet the expectations of councillors or the public. The current requirements for registering interests should be updated to include categories of non-pecuniary interests. The current rules on declaring and managing interests should be repealed and replaced with an objective test, in line with the devolved standards bodies in Scotland, Wales and Northern Ireland.

Investigations and safeguards

Monitoring Officers have responsibility for filtering complaints and undertaking investigations into alleged breaches of the code of conduct. A local authority should maintain a standards committee. This committee may advise on standards issues, decide on alleged breaches and sanctions, or a combination of these. Independent members of decision-making standards committees should be able to vote.

Any standards process needs to have safeguards in place to ensure that decisions are made fairly and impartially, and that councillors are protected against politically-motivated, malicious, or unfounded allegations of misconduct. The Independent Person is an important safeguard in the current system. This safeguard should be strengthened and clarified: a local authority should only be able to suspend a councillor where the Independent

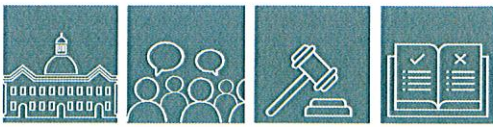
Person agrees both that there has been a breach and that suspension is a proportionate sanction. Independent Persons should have fixed terms and legal protections. The view of the Independent Person in relation to a decision on which they are consulted should be published in any formal decision notice.

Sanctions

The current sanctions available to local authorities are insufficient. Party discipline, whilst it has an important role to play in maintaining high standards, lacks the necessary independence and transparency to play the central role in a standards system. The current lack of robust sanctions damages public confidence in the standards system and leaves local authorities with no means of enforcing lower level sanctions, nor of addressing serious or repeated misconduct.

Local authorities should therefore be given the power to suspend councillors without allowances for up to six months. Councillors, including parish councillors, who are suspended should be given the right to appeal to the Local Government Ombudsman, who should be given the power to investigate allegations of code breaches on appeal. The decision of the Ombudsman should be binding.

The current criminal offences relating to Disclosable Pecuniary Interests are disproportionate in principle and ineffective in practice, and should be abolished.



Town and parish councils

Principal authorities have responsibility for undertaking formal investigations of code breaches by parish councillors. This should remain the case. This responsibility, however, can be a disproportionate burden for principal authorities. Parish councils should be required to adopt the code of their principal authority (or the new model code), and a principal authority's decision on sanctions for a parish councillor should be binding. Monitoring Officers should be provided with adequate training, corporate support and resources to undertake their role in providing support on standards issues to parish councils, including in undertaking investigations and recommending sanctions. Clerks should also hold an appropriate qualification to support them to uphold governance within their parish council.

Supporting officers

The Monitoring Officer is the lynchpin of the current standards arrangements. The role is challenging and broad, with a number of practical tensions and the potential for conflicts of interest. Local authorities should put in place arrangements to manage any potential conflicts. We have concluded, however, that the role is not unique in its tensions and can be made coherent and manageable with the support of other statutory officers. Employment protections for statutory officers should be extended, and statutory officers should be supported through training on local authority governance.

Councils' corporate arrangements

At a time of rapid change in local government, decision-making in local councils is getting more complex, with increased commercial activity and partnership working. This complexity risks putting governance under strain. Local authorities setting up separate bodies risk a governance 'illusion', and should

take steps to prevent and manage potential conflicts of interest, particularly if councillors sit on these bodies. They should also ensure that these bodies are transparent and accountable to the council and to the public.

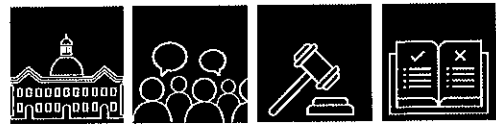
Our analysis of a number of high-profile cases of corporate failure in local government shows that standards risks, where they are not addressed, can become risks of corporate failure. This underlines the importance of establishing and maintaining an ethical culture.

Leadership and culture

An ethical culture requires leadership. Given the multi-faceted nature of local government, leadership is needed from a range of individuals and groups: an authority's standards committee, the Chief Executive, political group leaders, and the chair of the council.

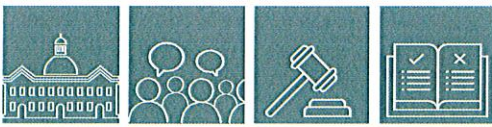
Political groups have an important role to play in maintaining an ethical culture. They should be seen as a semi-formal institution sitting between direct advice from officers and formal processes by the council, rather than a parallel system to the local authority's standards processes. Political groups should set clear expectations of behaviour by their members, and senior officers should maintain effective relationships with political groups, working with them informally to resolve standards issues where appropriate.

The aim of a standards system is ultimately to maintain an ethical culture and ethical practice. An ethical culture starts with tone. Whilst there will always be robust disagreement in a political arena, the tone of engagement should be civil and constructive. Expected standards of behaviour should be embedded through effective induction and ongoing training. Political groups should require their members to attend code of conduct training provided by a local authority, and this should also be



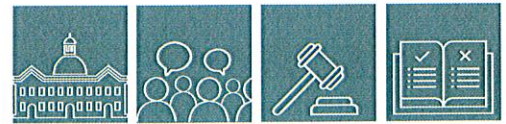
written into national party model group rules. Maintaining an ethical culture day-to-day relies on an impartial, objective Monitoring Officer who has the confidence of all councillors and who is professionally supported by the Chief Executive.

An ethical culture will be an open culture. Local authorities should welcome and foster opportunities for scrutiny, and see it as a way to improve decision making. They should not rely unduly on commercial confidentiality provisions, or circumvent open decision-making processes. Whilst local press can play an important role in scrutinising local government, openness must be facilitated by authorities' own processes and practices.

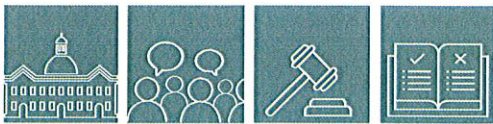


List of recommendations

Number	Recommendation	Responsible body
1	The Local Government Association should create an updated model code of conduct, in consultation with representative bodies of councillors and officers of all tiers of local government.	Local Government Association
2	The government should ensure that candidates standing for or accepting public offices are not required publicly to disclose their home address. The Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012 should be amended to clarify that a councillor does not need to register their home address on an authority's register of interests.	Government
3	Councillors should be presumed to be acting in an official capacity in their public conduct, including statements on publicly-accessible social media. Section 27(2) of the Localism Act 2011 should be amended to permit local authorities to presume so when deciding upon code of conduct breaches.	Government
4	Section 27(2) of the Localism Act 2011 should be amended to state that a local authority's code of conduct applies to a member when they claim to act, or give the impression they are acting, in their capacity as a member or as a representative of the local authority.	Government
5	The Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012 should be amended to include: unpaid directorships; trusteeships; management roles in a charity or a body of a public nature; and membership of any organisations that seek to influence opinion or public policy.	Government
6	Local authorities should be required to establish a register of gifts and hospitality, with councillors required to record any gifts and hospitality received over a value of £50, or totalling £100 over a year from a single source. This requirement should be included in an updated model code of conduct.	Government

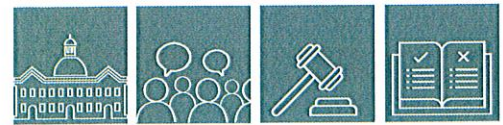


Number	Recommendation	Responsible body
7	Section 31 of the Localism Act 2011 should be repealed, and replaced with a requirement that councils include in their code of conduct that a councillor must not participate in a discussion or vote in a matter to be considered at a meeting if they have any interest, whether registered or not, "if a member of the public, with knowledge of the relevant facts, would reasonably regard the interest as so significant that it is likely to prejudice your consideration or decision-making in relation to that matter".	Government
8	The Localism Act 2011 should be amended to require that Independent Persons are appointed for a fixed term of two years, renewable once.	Government
9	The Local Government Transparency Code should be updated to provide that the view of the Independent Person in relation to a decision on which they are consulted should be formally recorded in any decision notice or minutes.	Government
10	A local authority should only be able to suspend a councillor where the authority's Independent Person agrees both with the finding of a breach and that suspending the councillor would be a proportionate sanction.	Government
11	Local authorities should provide legal indemnity to Independent Persons if their views or advice are disclosed. The government should require this through secondary legislation if needed.	Government / all local authorities
12	Local authorities should be given the discretionary power to establish a decision-making standards committee with voting independent members and voting members from dependent parishes, to decide on allegations and impose sanctions.	Government
13	Councillors should be given the right to appeal to the Local Government Ombudsman if their local authority imposes a period of suspension for breaching the code of conduct.	Government

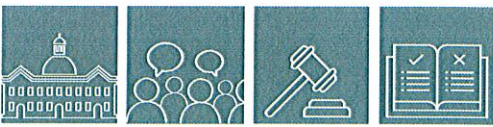


List of recommendations

Number	Recommendation	Responsible body
14	The Local Government Ombudsman should be given the power to investigate and decide upon an allegation of a code of conduct breach by a councillor, and the appropriate sanction, on appeal by a councillor who has had a suspension imposed. The Ombudsman's decision should be binding on the local authority.	Government
15	The Local Government Transparency Code should be updated to require councils to publish annually: the number of code of conduct complaints they receive; what the complaints broadly relate to (e.g. bullying; conflict of interest); the outcome of those complaints, including if they are rejected as trivial or vexatious; and any sanctions applied.	Government
16	Local authorities should be given the power to suspend councillors, without allowances, for up to six months.	Government
17	The government should clarify if councils may lawfully bar councillors from council premises or withdraw facilities as sanctions. These powers should be put beyond doubt in legislation if necessary.	Government
18	The criminal offences in the Localism Act 2011 relating to Disclosable Pecuniary Interests should be abolished.	Government
19	Parish council clerks should hold an appropriate qualification, such as those provided by the Society of Local Council Clerks.	Parish councils
20	Section 27(3) of the Localism Act 2011 should be amended to state that parish councils must adopt the code of conduct of their principal authority, with the necessary amendments, or the new model code.	Government
21	Section 28(11) of the Localism Act 2011 should be amended to state that any sanction imposed on a parish councillor following the finding of a breach is to be determined by the relevant principal authority.	Government
22	The Local Authorities (Standing Orders) (England) (Amendment) Regulations 2015 should be amended to provide that disciplinary protections for statutory officers extend to all disciplinary action, not just dismissal.	Government



Number	Recommendation	Responsible body
23	The Local Government Transparency Code should be updated to provide that local authorities must ensure that their whistleblowing policy specifies a named contact for the external auditor alongside their contact details, which should be available on the authority's website.	Government
24	Councillors should be listed as 'prescribed persons' for the purposes of the Public Interest Disclosure Act 1998.	Government
25	Councillors should be required to attend formal induction training by their political groups. National parties should add such a requirement to their model group rules.	Political groups National political parties
26	Local Government Association corporate peer reviews should also include consideration of a local authority's processes for maintaining ethical standards.	Local Government Association



List of best practice

Our best practice recommendations are directed to local authorities, and we expect that any local authority can and should implement them. We intend to review the implementation of our best practice in 2020.

Best practice 1: Local authorities should include prohibitions on bullying and harassment in codes of conduct. These should include a definition of bullying and harassment, supplemented with a list of examples of the sort of behaviour covered by such a definition.

Best practice 2: Councils should include provisions in their code of conduct requiring councillors to comply with any formal standards investigation, and prohibiting trivial or malicious allegations by councillors.

Best practice 3: Principal authorities should review their code of conduct each year and regularly seek, where possible, the views of the public, community organisations and neighbouring authorities.

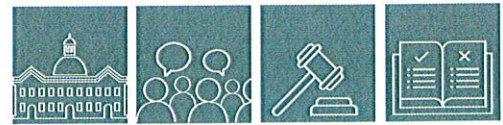
Best practice 4: An authority's code should be readily accessible to both councillors and the public, in a prominent position on a council's website and available in council premises.

Best practice 5: Local authorities should update their gifts and hospitality register at least once per quarter, and publish it in an accessible format, such as CSV.

Best practice 6: Councils should publish a clear and straightforward public interest test against which allegations are filtered.

Best practice 7: Local authorities should have access to at least two Independent Persons.

Best practice 8: An Independent Person should be consulted as to whether to undertake a formal investigation on an allegation, and should be given the option to review and comment on allegations which the responsible officer is minded to dismiss as being without merit, vexatious, or trivial.



Best practice 9: Where a local authority makes a decision on an allegation of misconduct following a formal investigation, a decision notice should be published as soon as possible on its website, including a brief statement of facts, the provisions of the code engaged by the allegations, the view of the Independent Person, the reasoning of the decision-maker, and any sanction applied.

Best practice 10: A local authority should have straightforward and accessible guidance on its website on how to make a complaint under the code of conduct, the process for handling complaints, and estimated timescales for investigations and outcomes.

Best practice 11: Formal standards complaints about the conduct of a parish councillor towards a clerk should be made by the chair or by the parish council as a whole, rather than the clerk in all but exceptional circumstances.

Best practice 12: Monitoring Officers' roles should include providing advice, support and management of investigations and adjudications on alleged breaches to parish councils within the remit of the principal authority. They should be provided with adequate training, corporate support and resources to undertake this work.

Best practice 13: A local authority should have procedures in place to address any conflicts of interest when undertaking a standards investigation. Possible steps should include asking the Monitoring Officer from a different authority to undertake the investigation.

Best practice 14: Councils should report on separate bodies they have set up or which they own as part of their annual governance statement, and give a full picture of their relationship with those bodies. Separate bodies created by local authorities should abide by the Nolan principle of openness, and publish their board agendas and minutes and annual reports in an accessible place.

Best practice 15: Senior officers should meet regularly with political group leaders or group whips to discuss standards issues.



OFFICIAL

Performance Management Report

Full Authority

Date: 21 February 2019

Agenda Item:

14

Submitted By: Chief Legal and Governance Officer

Purpose	To inform Members of the Authority's performance against key performance indicators.
Recommendations	That Members note the report.
Summary	This report provides Members with information regarding the performance of West Yorkshire Fire and Rescue Service against targets to enable the Authority to measure, monitor and evaluate performance.

Local Government (Access to information) Act 1972

Exemption Category: None

Contact Officer: Alison Davey
Corporate Services Manager
Tel. 01274 655801
alison.davey@westyorksfire.gov.uk

Background papers open to inspection: None

Annexes: Performance Management Report
1 April 2018 – 31 December 2018

1 Introduction

- 1.1 The attached Performance Management and Activity Report outlines the Authority's performance against key performance indicators thereby enabling the Authority to measure, monitor and evaluate performance against targets.
- 1.2 The report shows a summary of the cumulative performance for the year 2018/19 to date against each of the indicators.
- 1.3 The Performance Management and Activity Report is monitored quarterly by Management Team and the Full Authority.
- 1.4 An abridged version of the Performance Management Report is presented quarterly to the Audit Committee highlighting where targets are not being achieved.
- 1.5 A traffic light system is used to provide a clear visual indicator of performance against each of the indicators compared to the position at the same time in the previous year.
- 1.6 Other performance and activity information is also included within the report.

2 Financial Implications

- 2.1 There are no financial implications arising from this report.

3 Legal Implications

- 3.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

4 Human Resources and Diversity Implications

- 4.1 Measurement against key indicators on human resources and diversity are included in the Performance Management Reports.

5 Health and Safety Implications

- 5.1 There are no health and safety implications arising from this report.

6 Service Plan Links

- 6.1 This report links to all of the Service Plan 2015-2020 priorities as the Performance Management Report covers all areas of performance of WYFRS.



West Yorkshire
Fire & Rescue Service

Performance Management and Activity Report 2018/19

Period covered: 1 April – 31 December 2018
Date Issued: 31 January 2019



Table of Contents

1. Introduction/Summary	2
2. Service Delivery Targets	3
3. Operational Risk Visits (including Fire Safety)	6
4. Safe and Well Checks/Safer Communities Programme	7
5. Incidents	10
6. Fire-Related Incidents attended by Six Pumps and Above	12
7. Violence at Work	16
8. Regulation of Investigatory Powers Act (RIPA) 2000	22

1. Introduction/Summary

The purpose of this report is to provide information regarding the performance of West Yorkshire Fire and Rescue Service against selected national and local targets to enable the Authority to measure, monitor and evaluate performance.

In this report, monthly statistics have been utilised to identify trends in performance. Information regarding a selection of local performance targets has also been provided in this report and comparisons have been made with the previous year's performance.

All data, unless specified, is for the reporting period 1 April – 31 December 2018.

A traffic light system has been employed to provide a straightforward visual indicator of performance against each of the FRS indicators.

Graphical representation of the performance of West Yorkshire Fire and Rescue Service is available through the Performance Management Information System (PMIS), which is accessed via the Service's intranet site.

2. Service Delivery Targets

	Not achieving target (by more than 10%)
	Satisfactory performance (within 10% of target)
	Achieving or exceeding target

This data is based on incident reports that have been completed and/or checked but will not include data from incident reports which have not been completed or have been opened for amendment.

	Three Year Average Target (2014/17)	Quarter 1 (Apr-Jun)		Quarter 2 (Jul-Sep)		Quarter 3 (Oct-Dec)		Quarter 4 (Jan-Mar)		Actual Data to date		Performance Against Three Year Average (2018/19)	End of Year Projection (2018/19)
		2017/18	2018/19	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19		
Arson	6355	2258	1976	1766	3007	1798	1394			5822	6377	33.2%	8464
Actual Rescues	784	187	226	170	179	179	197			536	602	1.9%	799
Total Activity	22504	6477	6667	6137	8400	6012	5569			18626	20636	21.7%	27390
Dwelling Fires	1169	299	297	248	300	266	291			813	888	0.8%	1179
Non-Domestic Building Fires	448	130	110	79	101	100	94			309	305	-9.6%	405
Prevalence of False Alarms	11249	2475	2655	2891	2936	2772	2713			8138	8304	-2.0%	11022
Fire-Related Injuries	214	66	59	43	39	38	45			147	143	-11.3%	190
Road Traffic Collisions	634	142	139	164	146	157	173			463	458	-4.1%	608
Malicious False Alarms	352	85	96	81	85	116	92			282	273	2.9%	362

Service Delivery Indicators

Description	Quarter 1 (Apr-Jun)		Quarter 2 (Jul-Sep)		Quarter 3 (Oct-Dec)		Quarter 4 (Jan-Mar)		Cumulative	
	2017-18	2018-19	2017-18	2018-19	2017-18	2018-19	2017-18	2018-19	2017-18	2018-19
Accidental Dwelling Fires (per 10,000 dwellings)	2.66	2.49	2.18	2.37	2.26	2.48			7.10	7.34
Number of deaths arising from accidental fires in dwellings (per 100,000 population)	0.13	0.04	0.09	0.09	0.22	0.13			0.44	0.26
Number of Fire-Related Deaths (per 100,000 population) arising from fires other than Accidental Dwelling Fires	0.00	0.04	0.04	0.04	0.13	0.00			0.18	0.09
Number of Injuries arising from accidental fires in dwellings (per 100,000 population)	1.75	1.69	0.96	0.91	1.01	1.60			3.73	4.20
(a) Number of Serious Injuries(per 100,000 population)	0.13	0.17	0.09	0.04	0.26	0.22			0.48	0.43
(b) Number of Slight Injuries (per 100,000 population)	1.62	1.52	0.88	0.87	0.75	1.39			3.24	3.77
The percentage of dwelling fires attended where there was a working smoke alarm which activated	55.18%	50.17%	60.48%	54.33%	53.76%	59.45%			56.33%	54.62%
The percentage of dwelling fires attended where a working smoke alarm was correctly fitted but did not activate	21.74%	18.18%	18.15%	22.33%	21.80%	19.59%			20.66%	20.05%
The percentage of dwelling fires attended where a smoke alarm, because it was faulty or incorrectly sited, did not activate	3.01%	7.74%	4.03%	3.33%	5.26%	3.44%			4.06%	4.84%
The percentage of dwelling fires attended where no smoke alarm was fitted	20.07%	23.91%	17.34%	20.00%	19.17%	17.53%			18.94%	20.50%
Number of calls to malicious false alarms (per 1000 population) – attended	0.04	0.04	0.04	0.04	0.05	0.04			0.12	0.12
False alarms caused by automatic fire detection equipment (per 1000 non-domestic properties)	8.59	8.16	9.94	9.30	9.79	8.86			28.32	26.32

False alarms caused by automatic fire detection equipment (per 1000 domestic properties)	0.96	1.01	1.03	0.99	0.87	1.02			2.86	3.01
Fires in non-domestic premises (per 1000 non-domestic premises)	1.60	1.30	0.99	1.20	1.23	1.11			3.83	3.62
Number of Primary Fires (per 100,000 population)	42.07	39.06	36.33	42.26	34.89	34.29			113.29	115.60
Number of Fire Casualties – excluding Precautionary Checks (per 100,000 population)	2.76	2.47	1.75	1.56	1.31	1.82			5.83	5.85
Arson Incidents – All Deliberate Fires (per 10,000 population)	9.90	8.57	7.74	13.03	7.88	6.04			25.52	27.64
Arson Incidents – Deliberate Primary Fires (per 10,000 population)	1.99	1.66	1.79	2.11	1.68	1.43			5.46	5.21
Arson Incidents – Deliberate Secondary Fires (per 10,000 population)	7.91	6.90	5.95	10.92	6.20	4.61			20.06	22.43

3. Operational Risk Visits (including Fire Safety)

Below is a summary of operational risk visits (ORV) so far in 2018/19. These visits were issued in the transitional period of introducing the new Premises Risk Database (PRDX). The visits were generated from operational liaison referrals, post fire visits and what crews identified as perceived risks within their station area. The new PRDX went live on 5th February 2018 this now identifies the higher risk premises that will form the Operational Risk Visits Programme (ORVP). The PRDX uses a recalculated risk matrix for each premises type based on national guidance and Provision of Operational Risk Information System (PORIS).

The Operational Risk Visits (ORVs) are allocated to each District which are then allocated to stations/watches. The total numbers have not been finalised but based on previous calculations it is predicted that there will be approximately 1000 ORVs per year across five districts within the organisation.

The ORMT centrally auditing 100 percent of all ORVs has been successful at standardising the risk information captured on the operational risk visit.

The training and familiarisation of the system with operational crews is still progressing and we are continuing to complete joint visits with crews to ensure the correct information is captured.

	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Totals
Completed	20	93	108	102	93	94	147	212	139	1008

4. Safe and Well Checks/Safer Communities Programme

Following introduction of the new Safer Communities Strategy in 2017, WYFRS is implementing a comprehensive change in the way it delivers its early intervention and prevention activity. Our key priority is still the delivery of a proactive community safety programme. This is delivered through a variety of community engagement and individual home visits, targeted towards those communities and individuals who are most vulnerable. Fire risk is often a direct result of specific lifestyle issues and these include smoking, living alone, mobility issues, mental health, some prescription medicines and misuse of alcohol and recreational drugs.

Other factors that increase risk of fire are poor housekeeping, misuse of electrics and the storage of large amounts of combustible materials (hoarding). In response, the traditional home fire safety check has broadened to include an assessment of the factors that create fire risk. The new home visit programme has been rebranded Safe and Well.

The removal of a points-based target has given local crews the freedom to engage in wider early intervention and prevention activities. These are now being recorded on the prevention database.

There is still a lot of prevention activity that goes unrecorded and District teams are working to encourage the recording of all interventions so we can capture and report on the broad range of activity that the service is delivering. Previously, the majority of prevention activity recorded involved home fire safety checks but as we are progressing through the implementation of the new Safer Communities Strategy, our teams are being encouraged to become more aware of the risk profile within their local community and to work with partners on innovative programmes to address the identified issues.

We are now beginning to see an increased amount of work being done in other key areas such as water safety, road safety and general community engagement. We will continue to encourage innovative practice and support our teams in taking ownership at local level to address issues within the heart of their local areas.

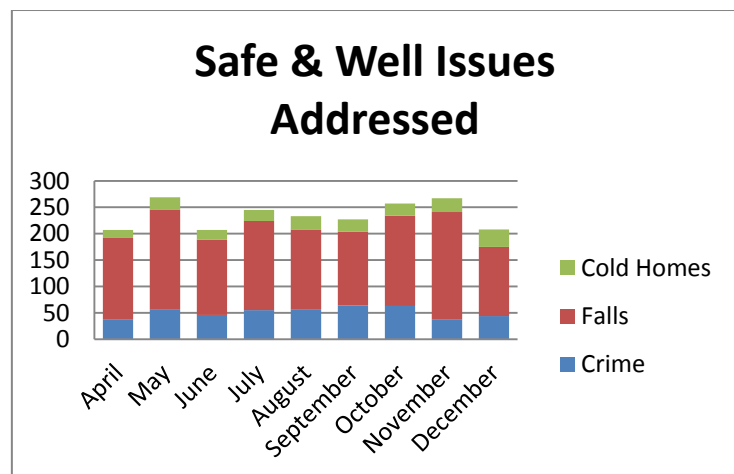
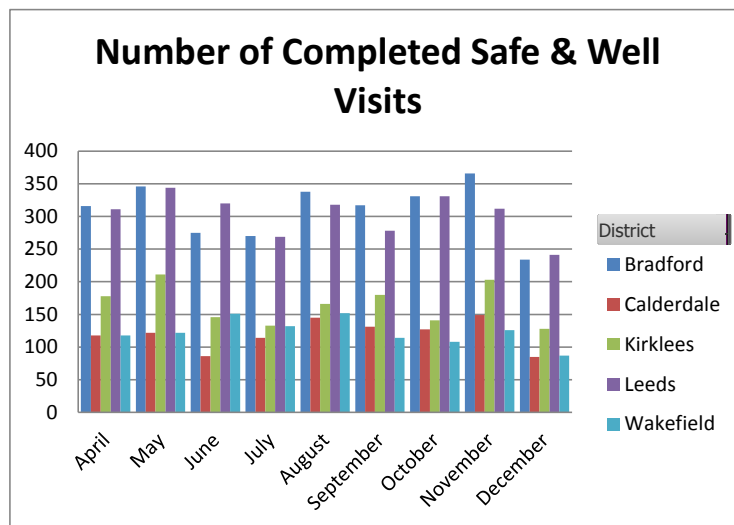
The introduction of a risk filtering process (at point of referral) was approved at Community Safety Committee in 2017. This now requires individuals who are being referred for a home safe and well visit to go through a simple risk rating process. For those who qualify, a more in depth home assessment (Safe and Well Check) is carried out and this involves the traditional home fire safety assessment, with appropriate advice and interventions for the individual risk factors identified during the visit. We are currently mid-way through a comprehensive training programme to give our staff the knowledge and understanding to assess risk and vulnerability caused by:

- Frailty and falls
- Social Isolation
- Winter Cold
- Crime
- Smoking

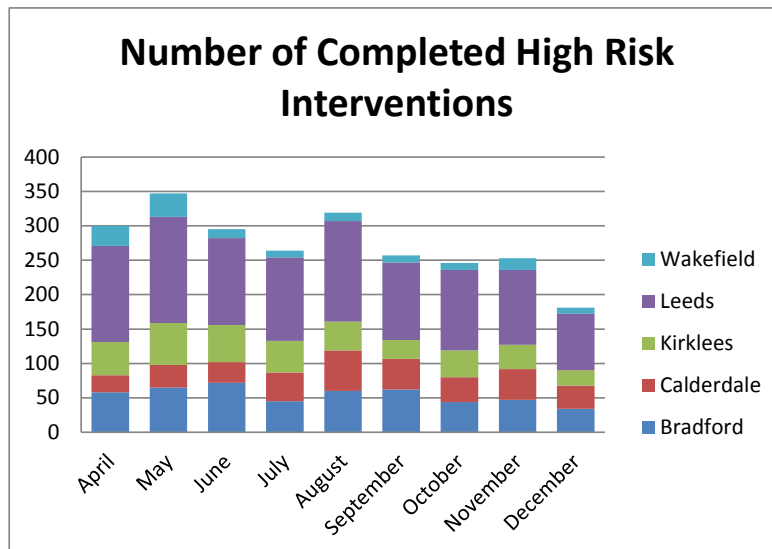
When someone is identified as being vulnerable to any of the factors above, our teams deliver basic education and advice with the option of referring people to specialist support services across the districts. We have engaged with a wide range of partners in order to design, develop and deliver this training package. We have delivered an updated fire prevention training module to all staff and the falls and frailty module and Crime prevention are almost complete.

Performance

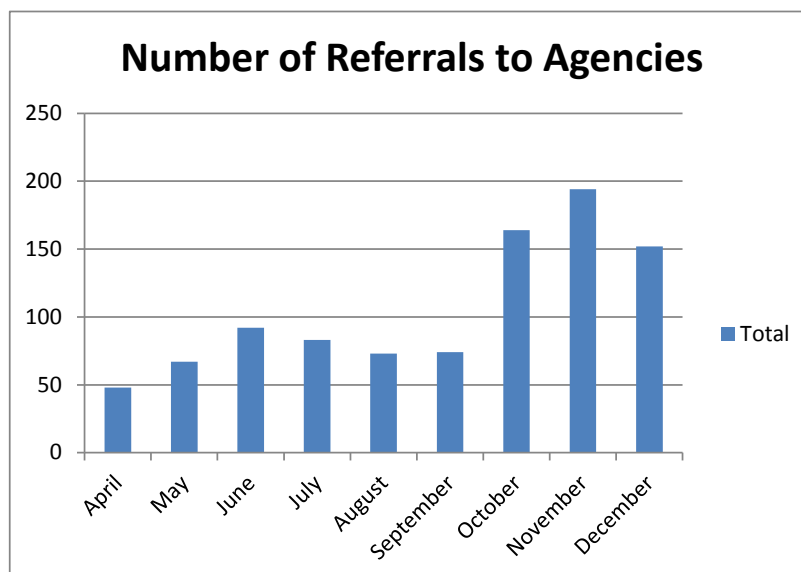
The following graphs present a breakdown of performance in respect of prevention and early intervention activity:



There has been a significant reduction in the number of direct home approaches and increases in the numbers being referred through the web and over the telephone. When direct home approach visits were analysed, the majority were delivered in homes that would score in the low and very low risk category and crews and prevention staff now have a doorstep assessment to determine if the occupant needs a Safe and Well visit. If the occupant scores in the low and very low risk rating then no visit is carried out. The ability to risk filter online and over the telephone has improved with a simple risk filtering survey that results in the requester being informed if they qualify for a home visit.



The introduction of the risk filtering has started to have an impact on the quality of referrals we now process. The intention is to conduct visits to those people who are more vulnerable. Before risk filtering was applied, a significant proportion of visits were carried out in the homes of people in the low and very low risk categories. These are no longer offered a visit but do receive the option to engage in an online education tool or have a safety advice leaflet posted to their address.



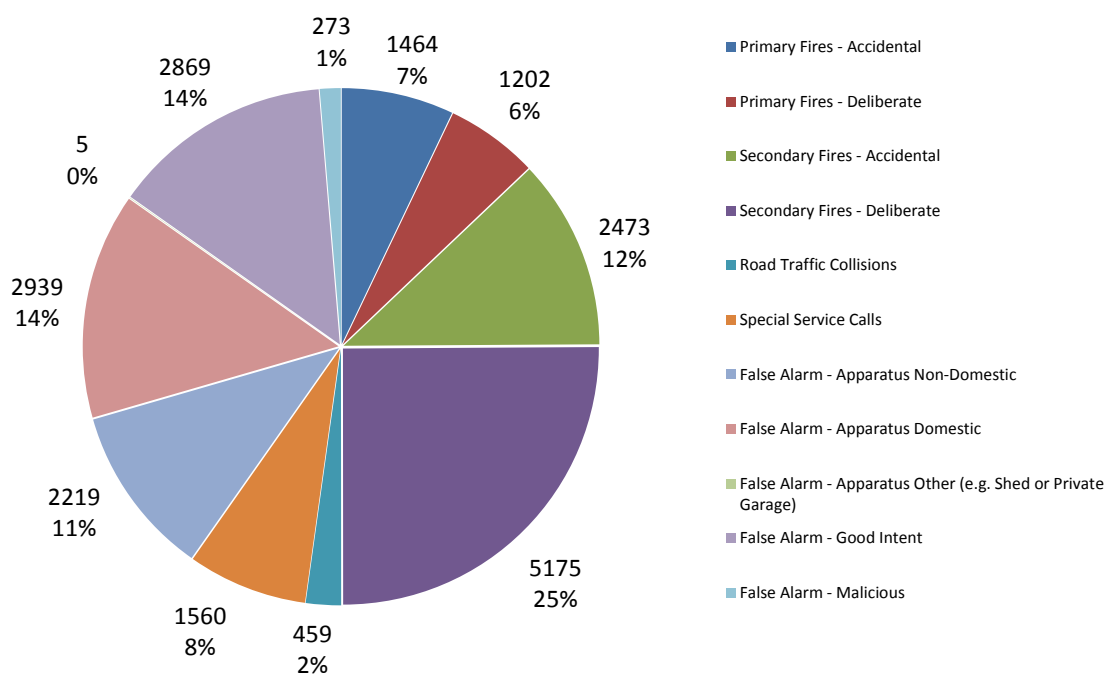
The training programme for the Safe and Well programme is now being delivered and it can be seen that, as more staff are being trained to identify and refer vulnerability, there is an increasing number of referrals being made to partners across the districts. As we progress the training modules and begin to deliver the social isolation, winter cold and smoking cessation programmes, it is expected that there will also be an increase in the numbers of people we identify and signpost for support for these areas of vulnerability.

5. Incidents

The table and chart below show the operational activity of West Yorkshire Fire and Rescue Service for the financial year to date (1 April – 31 December 2018) categorised by incident type.

NOTE: The data on page 3 is based on incident reports that have been completed and/or checked but will not include data from incident reports which have not been completed. The data below is based on all incident reports which have been started at the time of compiling this report.

Incident Category	Number	Percentage
Primary Fires - Accidental	1,464	7.1%
Primary Fires - Deliberate	1,202	5.8%
Secondary Fires - Accidental	2,473	12.0%
Secondary Fires - Deliberate	5,175	25.1%
Road Traffic Collisions	459	2.2%
Special Service Calls	1,560	7.6%
False Alarm - Apparatus Non-Domestic	2,219	10.8%
False Alarm - Apparatus Domestic	2,939	14.2%
False Alarm - Apparatus Other (e.g. Shed or Private Garage)	5	0.0%
False Alarm - Good Intent	2,869	13.9%
False Alarm - Malicious	273	1.3%
Total	20,638	100%



The table below shows the total number of incidents ten years ago, five years ago, and last year, and can be used as a comparison with the current year's data above.

Caution should be exercised when comparing the whole year figures reported in the table below with the actual year to date, and subsequent progression to year end 2018/19, on page 52 of this report. The projected year end for 2018/19 is calculated as a linear progression, it is extremely unlikely that the exceptional levels of activity experienced during the summer of 2018 will continue through to year end.

Incident Category	Number of incidents 1 April 2008 to 31 March 2009	Percentage	Number of incidents 1 April 2013 to 31 March 2014	Percentage	Number of incidents 1 April 2017 to 31 March 2018	Percentage
Primary Fires - Accidental	2,156	5.9%	1,811	8.0%	1,756	7.7%
Primary Fires - Deliberate	2,747	7.5%	1,125	4.9%	1,516	6.6%
Secondary Fires - Accidental	1,107	3.0%	1,512	6.6%	1,652	7.2%
Secondary Fires - Deliberate	8,842	24.1%	4,541	20.0%	5,198	22.7%
Road Traffic Collisions	1,071	2.9%	619	2.7%	599	2.6%
Special Service Calls	2,419	6.6%	1,644	7.2%	1,898	8.3%
False Alarm - Apparatus	11,678	31.8%	7,890	34.7%	6,537	28.5%
False Alarm - Good Intent	5,482	15.0%	3,227	14.2%	3,403	14.8%
False Alarm - Malicious	1,165	3.2%	369	1.6%	377	1.6%
Total	36,667	100.0%	22,738	100.0%	22,936	100.0%

Comments on Fatal Fires

Stansfield Close, Halifax

22 November 2018 20:25

The deceased female was 73 years old and lived in a rented flat. She was a wheelchair user and received daily assistance from carers. The deceased was a heavy smoker and smoked in bed. Signs of careless smoking were evident in the flat and she was also using paraffin-based skin care products four times a day. Monitored smoke detectors were fitted in the bedroom and lounge and prompted a quick response by the fire service.

The fire started in the bedroom and predominately involved the bed. The cause was accidental ignition by smoking materials, most likely to have been a dropped match on to emollient contaminated clothing/bedding.

Watkinson Road, Holmfield, Halifax

8 December 2018 11:00

The deceased male was 76 years old and lived alone in his rented flat. He was immobile and needed assistance to get out of bed and received assistance from carers daily who helped him to clean himself and prepare his meals. He was a smoker and used paraffin based skin cream. Hard wired detectors were installed in the flat.

The fire was in the lounge of the flat where the deceased had his bed. The seat of the fire was at the base of the chair he was in when firefighters rescued him. The cause was accidental ignition by smoking materials.

Prospect Street, Cleckheaton

25 December 2018 05:10

The deceased male was 63 years old and lived alone in a private mid-terraced property. WYFRS had responded to this property on three other occasions since May 2018. All incidents were cooking related and alcohol was detailed as a contributory factor on one of those occasions. WYFRS also responded to 2 incidents in 2016, these were recorded as special service calls.

After WYFRS response in May 2018 a Safe and Well visit was carried out and the deceased was categorised as high risk. Records show he had a hearing impairment and took medication for depression and back pain. There were also concerns that a mixture of alcohol and medication was elevating his risk level. Our interventions resulted in the installation of telecare and a deaf alarm system. His level of engagement on the fire safety advice given is recorded as low.

Evidence at the time of the investigation suggests that the deceased has consumed sufficient alcohol to incapacitate him and as a result he has rolled from the sofa in the living room onto a halogen heater. Investigations are continuing.

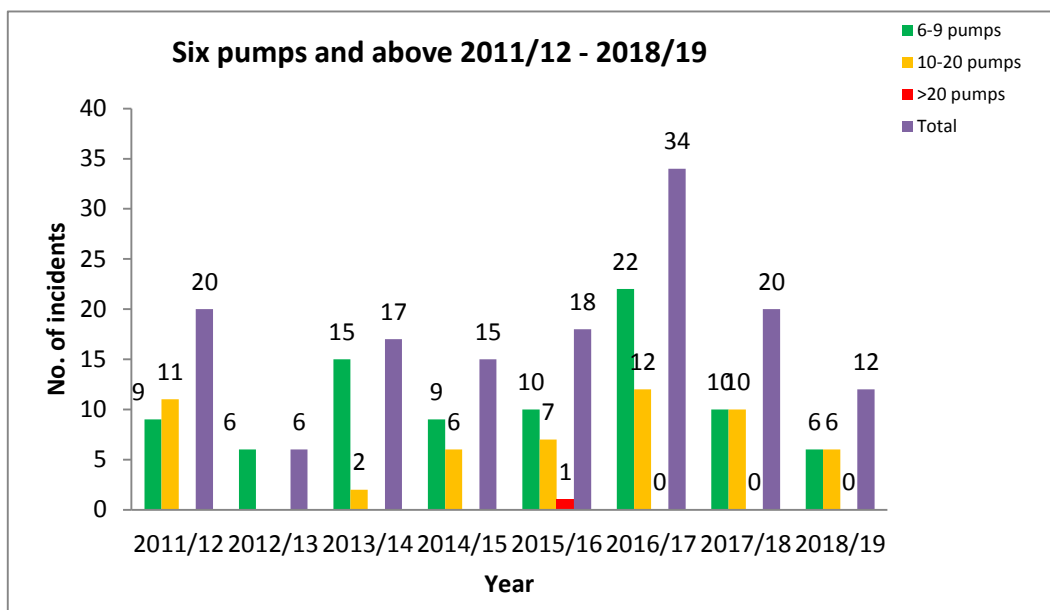
6. Fire-Related Incidents attended by Six Pumps and Above

General Commentary

UK fire and rescue services determine the size of a fire by the final number of pumps mobilised to deal with it.

A number of additional pumping appliances and special appliances are often mobilised to these types of incidents to undertake supporting activities. These are described as support and specials.

The following chart details the numbers and severity of such incidents over the last seven years up to 31 December 2018:



Fire-related incidents of this type require the attendance of a fire investigation officer to determine the cause of the fire. The cause is included in the table. For fires identified as deliberate, we work in accordance with a regionally agreed Memorandum of Understanding with the police, who are responsible for the investigation of all deliberate fires.

New incidents added to the table are shaded in white.

Date & Time	Address	Premises Use	Station Area	Cause	Pumps Plus Specials	Number of Personnel
Tuesday 05/06/2018 22:13	Princes Soft Drinks Toftshaw Lane Bradford	Factory	40 (Bradford)	Unable to determine	10 pumps 3 support 6 specials	64 Ffs 6 Officers
Thursday 28/06/2018 04:11	Holt Bros Ltd 49 Hope Street Halifax	Industrial	64 (Halifax)	Negligent use of equipment	6 pumps 1 support 4 specials	36 Ffs 4 Officers
Saturday 30/06/2018 00:22	Holmfirth Dyers Dunford Road Holmfirth	Factory	66 (Holmfirth)	Not known	12 pumps 5 support 4 specials	76 Ffs 5 Officers
Wednesday 04/07/2018 14:10	Crompton Mouldings West Vale Buildings Sherwood Road Brighouse	Factory	61 (Rastrick)	Combustibles in an industrial oven	12 pumps 5 support 4 specials	76 Ffs 9 Officers
Saturday 07/07/2018 15:18	DS Smith Recycling Pennine View Birstall, Batley	Warehouse	27 (Morley)	Not known (Accidental)	17 pumps 4 support 4 specials	92 Ffs 7 Officers
Sunday 15/07/2018 02:24	Jewsons Moor Road Hunslet, Leeds	Builders' Merchant	25 (Hunslet)	Deliberate	15 pumps 4 support 7 specials	90 Ffs 10 Officers
Monday 16/07/2018 3:28	Graphic Packaging Cockburn Field Middleton Grove Beeston, Leeds	Factory	25 (Hunslet)	Unable to determine	5 pumps 1 support 5 specials	34 Ffs 5 Officers
Friday 20/07/2018 11:26	Third Avenue Rothwell	Standing crops	91 (Rothwell)	Not known (Accidental)	5 pumps 2 support 4 specials	36 Ffs 4 Officers
Tuesday 24/07/2018 01:31	Dearne Head Haddingley Lane Cumberworth Huddersfield	Barn	71 (Skelmanthorpe)	Deliberate	8 pumps 3 support 6 specials	56 Ffs 5 Officers

Date & Time	Address	Premises Use	Station Area	Cause	Pumps Plus Specials	Number of Personnel
Saturday 11/08/2018 02:32	Canal Road Bradford	Recycling Plant	53 (Shipley)	Natural Occurrence	15 pumps 5 support 5 specials	90 Ffs 7 Officers
Sunday 19/08/2018 04:18	Midland Road Hunslet Leeds	Warehouse	25 (Hunslet)	Deliberate	6 pumps 1 support 2 specials	32 Ffs 5 Officers
Monday 20/08/2018 19:21	Skelton Moor Farm Halton Moor Road Halton Leeds	Barn	25 (Hunslet)	Deliberate	6 pumps 1 support 5 specials	38 Ffs 7 Officers

Further detail on recent six pumps and above fire-related incidents:

There have been no incidents of this type since the last report.

7. Violence at Work

Attacks on Personnel

There have been 68 incidents reported by West Yorkshire FRS in this financial year.

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Attacks on Firefighters	77	40	76	64	60	87	92	68

The table below summarises the events reported by firefighters and other staff. Where stations have not reported any incidents, they are not shown within this table.

For clarification, 'stoning' and 'firework' cover any thrown object identified respectively as a stone or firework; and 'missile' covers any other object used as a projectile.

Attacks on Firefighters as a Percentage of Turnouts										
District / Station	No. of Turnouts	Physical Assault	Weapon Brandished	Missile Thrown	Firework Thrown	Stoning	Aggressive Behaviour	Verbal Abuse	Total	Percentage
Bradford District										
Bradford	2377			4	3		1	1	9	0.38%
Bingley	437	1						1	2	0.46%
FWG	903			2	3	4			9	1.00%
Keighley	677				2		2	3	7	1.03%
Odsal	1091			1	1	4	1	1	8	0.73%
Shipley	888			1	2				3	0.34%
District Total	6455	1	0	8	11	8	4	6	38	0.59%
Calderdale District										
Rastrick	578	1							1	0.17%
Halifax	804			1					1	0.12%
Illingworth	629					1		1	2	0.32%
District Total	2247	1	0	1	0	1	0	1	4	0.18%
Kirklees District										
Huddersfield	1620						1	4	5	0.31%
Cleckheaton	771							2	2	0.26%
Dewsbury	1551						1		1	0.06%
Mirfield	156							2	2	1.28%
District Total	4570	0	0	0	0	0	2	8	10	0.22%
Leeds District										
Leeds	2616				1	1	1	2	5	0.19%
Hunslet	1932					1			1	0.05%
Moortown	542				1				1	0.18%
Rothwell	316							1	1	0.32%
Stanningley	735		1	1		1	2		5	0.68%
Killingbeck	1597			1	1				2	0.13%
District Total	9365	0	1	2	3	3	3	3	15	0.16%
Wakefield District										
Featherstone	153							1	1	0.65%
District Total	3311	0	0	0	0	0	0	1	1	0.03%
Totals	26118	2	1	11	14	12	9	19	68	0.26%

The above table shows the number of incidents in which firefighters were subjected to violence as a percentage of attendance, by station and by district (0.26% overall). Some stations might appear to suffer a relatively high percentage of attacks, but this is largely due to the number of incidents attended from such stations.

The Chief Fire Officer re-emphasises that even one attack is one too many and that every assistance and encouragement will be given to the police to bring offenders to court. Work is continuing with a variety of agencies from the police and district councils to community groups and youth leaders to address these issues.

District Actions to Address Violence

All districts are undertaking the following actions:

- Communicating a positive image of the Fire Service in the community
- Taking part in community events to support this image
- Asking questions to firefighters at Performance Monitoring Visits (PMVs) regarding the e-learning package that was sent out in relation to reading the body language of persons and diffusing certain situations
- Encouraging all staff to use the SCIP when intelligence or other information is received for risk issues
- Encouraging any watch who place the information on SCIP to email other local stations to alert them to the fact that the address has been added and to make sure that they then view the SCIP for the details
- Consistently promoting the knowledge of Silent Witness cameras with crews and to the public at events etc. to discourage anti-social behaviour
- Where incidents do occur, publicising through the media any arrests made by the police and any sentences given by the courts
- There is a working group established to look at ways of addressing the issues we have experienced over past years in relation to violence to staff and in particular attacks on firefighters. This group will report progress to the Community Safety Committee

Bradford

On 6th April at 1715 hours whilst attending an incident on Warrenton Place, Lidget Green, involving a boy stuck on a roof, a group of boys threw stones at the crews.

On 13th April at 1950 hours whilst attending a bin fire in the park at Horton Park, Horton Park Lane crews came under attack from youths throwing missiles and threatening to set more fires. The police were called but the youths continued to throw articles at the crews and the police.

On 20th April at 1025 hours crews were attending a smell of burning at a home on William Street, Denholme when the occupier became aggressive towards the crew.

On 26th April at 2220 hours when called to a dwelling on William Street, Denholme the occupier refused to let crews in and was verbally abusive towards them.

On 3rd May at 2015 hours youths threw stones at crews whilst they attended and incident in Wibsey Park on Reeve Avenue. Bradford.

On 13th May at 1845 hours whilst attending an incident at Yorkshire Martyrs Catholic College a projectile was thrown at the appliance damaging the window on the driver's side.

On 18th May at 2215 hours crews received verbal threats whilst attending an incident in the field of Cedar Drive, Wyke.

On 24th May at 1810 hours whilst attending an incident on Mount Street, Bradford crews were threatened by a motorist because the crews had closed the road in order to deal with the incident.

On 5th June at 0010 hours crews were verbally abused and had objects thrown at them whilst attending an incident at Lindley Park, Roundhill Street, Bradford.

On 23rd July at 2150 hours whilst attending a fire on playing fields to the rear of Reevy Crescent, Bradford approximately 8 boys between the ages of 12 and 15 got very aggressive and threatened to relight the fire if crews extinguished it.

On 12th August at 2210 hours whilst dealing with a wheelie bin fire on Strensall Green, Bradford stones were thrown at the crew.

On 29th August at 2130 hours crews suffered verbal abuse whilst dealing with a fire in the open at Ash Fold, Bradford.

On 17th September at 1520 hours crews were subjected to aggressive behaviour and offensive language whilst attending an incident at Spring Gardens Lane, Keighley.

On 25th September at 2100 hours whilst attending an incident at Spencer Road Playing Fields, Bradford missiles were thrown at the crews by a group of youths, narrowly missing a firefighter.

On 29th September at 2030 hours whilst attending a fire in the open on Dracup Avenue, Scholemoor, missiles were thrown at the crew by a group of youths, narrowly missing two firefighters.

On 30th September there were four attacks on firefighters as detailed below.

At 1700 hours a group of youths threw stones at the crew as they attended a fire on Scholemoor Avenue, Bradford.

At 1837 hours whilst attending a fire in the open at Lonsdale Street, Bradford a group of youths threw fireworks onto the fire, verbally abused the crews and shone laser pens into their eyes.

At 2005 hours whilst attending a fire in the open on Back Kirkham Road, youths threw fireworks at the appliance.

At 2115 hours whilst attending a fire on Scholemoor, Ash Fold, Bradford youths threw fireworks which struck the appliance.

On 1st October at 1905 hours whilst attending a fire in the open on West Park Road in Bradford, crews were attacked by a group of youths who threw fireworks and bricks which damaged the appliance.

On 3rd October at 1910 hours whilst dealing with a fire in the open in Devonshire Park, Keighley crews were subjected to verbal abuse from a number of youths.

On 9th October at 1945 hours on Parkside Road, Bradford whilst attending a fire in the open crews were subjected to racial verbal abuse, stone throwing and threatening behaviour from approximately 12 youths.

On 24th October at 1530 hours whilst at an incident in Devonshire Park, Keighley crews received verbal abuse from a group of males, one of which exposed himself to the crews whilst young children and families were also in the park.

On 27th October at 2140 hours missiles were thrown at crews whilst attending a fire at Lupton Street, Bradford.

On 29th October at 1717 hours fireworks were thrown at crews and the appliance whilst attending a fire in the open on Woodhead Road, Bradford.

On 1st November at 2100 hours fireworks were thrown at crews whilst they attended a fire on Hopbine Avenue, Bradford.

On 2nd November at 2315 hours whilst attending a large bonfire on Burneston Gardens, Bradford fireworks were thrown at crews.

On 5th November at 1735 hours crews were threatened and verbally abused whilst attending a fire at Vernon Court, Keighley.

On 5th November there were 5 attacks involving fireworks thrown at crews as follows:-

1800 hours whilst attending a fire on Great Horton Road, Bradford.

1830 hours whilst attending a fire on Cartmel Road, Keighley.

1940 hours whilst assessing a fire on Drewry Road, Keighley.

2015 hours whilst attending an incident on Alexandra Street, Great Horton.

2030 hours whilst attending an incident on Leeds Road, Bradford – eggs were also thrown at crews at this incident.

On 6th November at 1830 hours crews were stoned whilst attending a fire on Green Lane, Lidget Green, Bradford.

On 6th November at 1855 hours whilst attending a small fire in the open on Lonsdale Street, Bradford missiles were thrown at the crews

On 6th November at 1910 hours objects were thrown at crews and the appliance whilst the attended an incident at Hendford Drive, Bradford.

On 14th December at 1530 hours the occupier of a house on Lower Lane, Bradford became abusive and threatening towards crews whilst they attended an incident at his premises.

On 16th December at 1210 hours a man became extremely aggressive and physically assaulted a firefighter whilst they attended an incident at Parkfield Gardens, Bingley.

Calderdale

On 12th May at 0230 hours crews attended a dwelling fire on Slade Lane, Rastrick the officer in charge of the incident was physically attacked by the occupier.

On 1st July at 1945 hours whilst attending a large grass fire in Canterbury Crescent, Halifax crews were subjected to verbal abuse by youths.

On 8th August at 1900 hours whilst attending an incident at Cousin Lane, Halifax, youths threw stones at the crew and also put an LPG cylinder onto the fire.

On 5th November at 1930 hours eggs were thrown at crews whilst they attended a fire in the open on Cedar Street, Halifax.

Kirklees

On 14th April at 2040 hours whilst attending an incident at Riddings Rise, Deighton the occupier became verbally abusive towards the crew.

On 11th May at 2240 hours whilst attending a fire at Grasscroft Road, Marsh the occupiers became verbally abusive towards the crews.

On 27th May at 2310 hours a laser pen was pointed at crews whilst they responded to an incident on The Crescent, Ravensthorpe. The occupier also became abusive and admitted causing the fire.

On 3rd August 2018 at 2230 hours whilst attending an incident at Taylor Hall Lane, Mirfield crews received verbal abuse from a group of teenagers.

On 18th August at 2025 hours whilst attending an incident on Slipper Lane, Mirfield approximately 6-8 youths verbally abused crews.

On 3rd September at 1345 hours whilst attending controlled burning in a garden on Briggate, Dalton, Huddersfield the occupier verbally accused crews and threatened them with a garden fork.

On 13th November at 1639 hours crews were verbally abused whilst attending a small fire in the open on Walpole Road Recreation Ground, Crosland Moor, Huddersfield. Crews were called back to this location at 1850 hours and received the same abuse.

On 26th November at 1639 hours crews were verbally abused whilst attending a building fire on Wellington Street, Cleckheaton.

On 26th November at 1700 hours crews were verbally abused by the occupier of a house on Wellington Street, Liversedge as they tried to tackle a fire in the kitchen.

Leeds

On 15th May at 1920 hours whilst leaving an incident on Aysgarth Place, Cross Green a group of seven male and female youths threw stones at the crews.

On 21st May at 2129 hours whilst attending a hedge on fire at Broadlea Terrace, Bramley one of the occupiers of a house nearby was clearly under the influence and was threatening towards other neighbours who had gathered. At one stage he retreated to his house and returned brandishing a machete and struck one of the members of the public. He returned to his house and appeared again with another knife and became verbally abusive, a brawl then took place between him and another neighbour. FRS staff and the neighbours managed to restrain the individual before the arrival of the police.

On 9th June at 1055 hours whilst attending controlled burning on Sandy Bank Avenue, Rothwell, the occupier became abusive and threatened crews if they entered his land.

On 25th July at 1900 hours whilst extinguishing a small fire in woods off Barncroft Drive, Leeds crews were verbally abused by a group of 6 teenagers who threw missiles at the crew as they returned to the appliance. The youths then proceeded to light more fires whilst

continuing to verbally abuse crews. Police were requested but did not arrive before crews left the scene.

On 28th July at 2345 hours stones were thrown at crews whilst attending a fire in Bramley Park, Westover Road, Bramley.

On 17th August at 0524 hours whilst attending a fire on Heights Drive, Armley the occupier was very aggressive towards the crews.

On 24th September 2018 at 0200 hours whilst attending an incident at Heights Drive, Armley several items were thrown at the crews and appliance.

On 1st October at 1800 hours crews and the occupier of premises on Sholebrook Lane, Pudsey received aggressive behaviour whilst attending a car fire.

On 20th October at 1410 hours crews were verbally abused and threatened with a garden fork whilst attending an incident on Harehills Lane, Harehills.

On 31st October at 2040 crews attended a bin fire on Saville Avenue, Chapeltown and had fireworks thrown at them.

On 31st October at 2055 hours crews were stones whilst attending a bin fire on Sandhurst Terrace, Harehills.

On 5th November at 2045 hours fireworks were thrown at crews whilst attending 4 wheelie bins on fire on Saville Drive, Chapeltown.

On 5th November at 2120 hours fireworks were thrown at crews by a large group of youths who had set wheelie bins alight on Harehills Road, Harehills.

On 2nd December at 0112 hours and at another incident at 0120 hours crews were verbally abused whilst attending a fire in the open on York Street, Leeds.

Wakefield

On 20th April at 2100 hours whilst attending a fire in the open at Barnsley Road, South Kirkby crews were verbally abused.

The following attacks took place but aren't shown in the table as they were on the way to or back from incidents so aren't classed as attacks at incidents in OHSU.

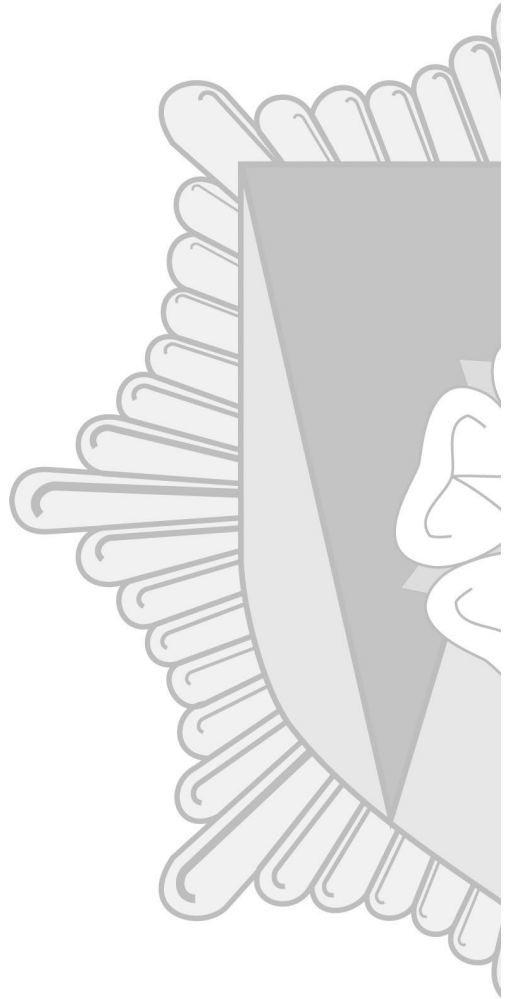
On 1st September at 1957 hours crews were on their way to a special service call at Shelf Moor, Shelf when they were received threatening behaviour from a group of youths who gesticulated towards the appliance.

On 7th September at 2130 hours at Sandhurst Terrace, Harehills, youths blocked the appliance and once confronted became very abusive and intimidating.

8. Regulation of Investigatory Powers Act (RIPA) 2000

The Regulation of Investigatory Powers Act (RIPA) 2000 regulates the use of the powers to conduct covert surveillance by public bodies including West Yorkshire Fire and Rescue Authority. The Authority adheres to procedures based on the Codes of Practice produced by the Home Office. Annual returns are submitted to the Office of Surveillance Commissioners and the Interception of Communications Commissioners Office. The annual number of applications, authorisations and rejections are stated in the Annual Corporate Health Report which is submitted to the Full Authority Annual General meeting. A breakdown for this period is stated below.

Period: 1 April to 31 December 2018	Applications	Authorisations	Rejections
Directed Surveillance	0	0	0
Covert Human Intelligence Sources	0	0	0
Disclosure of Communications Data	0	0	0



West Yorkshire Fire and Rescue Service
Oakroyd Hall
Birkenshaw
Bradford BD11 2DY



OFFICIAL

Pay Policy Statement 2019 - 20

Full Authority

Date: 21 February 2019

Agenda Item:

15

Submitted By: Chief Employment Services Officer

Purpose	To request approval of the Pay Policy Statement under the Localism Act 2011
Recommendations	That Members approve the Pay Policy Statement 2019 - 20
Summary	This report seeks approval of the Pay Policy statement as required by the Localism Act 2011. The Pay Policy Statement has been revised in line with Local Government Association Guidance 'Pay policy and practice in local authorities – A guide for councillors'

Local Government (Access to information) Act 1972

Exemption Category: None

Contact Officer: Ian Brandwood, Chief Employment Services Officer
T: 01274 655709
E: ian.brandwood@westyorksfire.gov.uk

Background papers open to inspection: None

Annexes: Draft Pay Policy Statement 2019 - 20

1 Introduction

- 1.1 Under Section 38 (1) of the Localism Act 2011, relevant Authorities, (which include Fire and Rescue Authorities) are required to prepare a pay policy statement. These statements must articulate an Authority's own policies towards a range of issues relating to the pay of its workforce, particularly its senior staff (or 'Chief Officers') and its lowest paid employees.
- 1.2 Pay policy statements must be prepared each financial year. They must be approved by 'Full Council', or a meeting of members in the case of a Fire and Rescue Authority, and published. The statement must be approved by 31 March each year.
- 1.3 Each local authority / Fire Authority is an individual employer in its own right and has the autonomy to make decisions on pay that are appropriate to local circumstances and which deliver value for money for local taxpayers. The provisions of the Act do not seek to change this or determine what decisions on pay should be taken or what policies individual employing Authorities should have in place. They require that Authorities are open about their own local policies and how their local decisions are made.

2 Information

- 2.1 The guidance, to which Authorities must have regard when exercising their functions under pay accountability provisions, sets out what the pay policy statements should include and these are:
- The level and elements of remuneration for each Chief Officer
 - Remuneration of Chief Officers on recruitment
 - Increases and additions to remuneration of each Chief Officer
 - The use of performance related pay for Chief Officers
 - The approach to the payment of Chief Officers on their ceasing to hold office under, or being employed by, the Authority and
 - The publication of and access to information relating to remuneration of Chief Officers

The guidance also sets out what 'remuneration' for these purposes covers.

- The Chief Officer's salary or, in the case of a Chief Officer engaged by the Authority under a contract for services, payments made by the Authority to the Chief Officer for those services
- Any bonuses payable by the authority to the Chief Officer
- Any charges, fees or allowances payable by the Authority to the Chief Officer
- Any benefits in kind to which the Chief Officer is entitled as a result of the Chief Officer's office or employment
- Any increase or enhancement of the chief officer's pension entitlement when the increase or enhancement is as a result of a resolution of the authority, and

- Any amounts payable by the authority to the Chief Officer on the Chief Officer ceasing to hold office, under or be employed by the authority other than the amounts that may be payable by virtue of any enactment

2.2 For the purposes of clarity, Chief Officers in this context will be those officers in this Authority on either gold or blue book conditions i.e. members of the Management Board. The attached pay policy statement addresses all the points and guidance set out above.

2.3 The draft Pay Policy statement for 2019-2020 is attached for approval as Annex A

3 Financial Implications

3.1 There are no financial implications arising from this report.

4 Legal Implications

4.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

5 Human Resource and Diversity Implications

5.1 Demonstrating that the Authority has had due regard to advance equality of opportunity (particularly equal pay for employees with protected characteristics) would provide evidence of compliance with the Public Sector Equality Duty. The job evaluation scheme to which the Authority subscribes aims to deliver this.

6 Health and Safety Implications

6.1 There are none arising from this report

7 Service Plan Links

7.1 Provide effective and ethical governance and achieve value for money in managing resources.

8 Conclusions

8.1 The attached Pay Policy Statement meets the requirements of Section 38 (1) of the Localism Act 2011. The statement will be published on the West Yorkshire Fire and Rescue Authority website.

WEST YORKSHIRE FIRE AND RESCUE AUTHORITY PAY POLICY STATEMENT

1 April 2019 - 31 March 2020

Introduction and purpose

This Pay Policy Statement (the 'statement') sets out West Yorkshire Fire and Rescue Authority's (WYFRA) approach to pay policy in accordance with the requirements of Section 38 of the Localism Act 2011. The purpose of the statement is to provide transparency with regard to the WYFRA's approach to setting the pay of its employees by identifying:

- The methods by which salaries of all employees are determined.
- The detail and level of remuneration of its most senior staff i.e. Chief Officers, as defined by the relevant legislation.
- The Committees/Departments responsible for ensuring the provisions set out in this statement are applied consistently throughout WYFRA and recommending any pay policy amendments to the Fire Authority.

This policy statement has been approved by the Fire Authority and is effective from April 1st, 2019. It will be subject to review annually and in accordance with new or proposed legislation to ensure that it remains relevant and effective.

Accountability and decision making

The WYFRA Constitution outlines the responsibilities for decision making in relation to the recruitment, pay, terms and conditions and severance arrangements in relation to employees of WYFRA.

Responsibility and scale

WYFRA is directly responsible for a budget of circa £80 million and for the employment of 1,400 staff (as at December 31st, 2018).

Pay strategy and design

In determining the pay and remuneration of its employees, WYFRA complies with all relevant employment legislation. This includes the Equality Act 2010, Part Time Employment (Prevention of Less Favourable Treatment) Regulations 2000, The Agency Workers Regulations 2010 and, where relevant, the Transfer of

Undertakings (Protection of Earnings) Regulations. WYFRA takes the following approach to assessing individual and overall pay levels.

- Salaries of 'Green Book' employees in the Service are set using locally determined pay scales within the nationally determined pay spine and the nationally agreed Job Evaluation Scheme, with the Hay Job Evaluation Scheme being used for posts at Grade EO1 and above.
- Salaries of 'Grey Book' employees in the Service are set using nationally agreed pay levels.
- Where applicable, annual awards are normally made in April for Green Book Employees, July for Grey Book Employees and January for Directors.
- WYFRA does not use performance related pay for its Chief Officers.
- WYFRA does not award bonuses to Chief Officers.

Pay structure

To encourage Green Book employees to develop in their role and to improve their performance, WYFRA has arranged salaries within 16 pay grades. There are also pay increments within each grade. Progression through the pay grade is based on:

- Meeting identified performance goals
- Length of service
- Promotion and development

New employees will usually be appointed to the minimum pay level for the relevant grade unless relevant supporting experience can be identified. Managers have the discretion to recommend an employee for acceleration of increments within the grade if they have demonstrated exceptional performance.

Grey Book employees can move between roles through successfully completing the promotion assessment process. Within role, individuals will either be paid at a competent or development rate. This will be dependent upon them completing the requirements of development for that role.

From time to time it may be necessary to pay special allowances or supplements to individual employees as part of their employment contract and/or outside of their

employment contract, where specific circumstances require this and where it can be justified in accordance with WYFRA policies.

Other employment-related arrangements

Subject to meeting the qualifying conditions, employees have a right to belong to a pension scheme. The pension schemes WYFRA employees are currently members of include:

- The Local Government Pension Scheme - The employee contribution rates, which are defined by statute, currently range between 5.5 per cent and 12.5 per cent of pensionable pay.
- Firefighters Pension Scheme 1992 – The employee contribution rates currently range between 11 per cent and 17 per cent of pensionable pay.
- New Firefighters Pension Scheme 2006 - The employee contribution rates currently range between 8.5 per cent and 12.5 per cent of pensionable pay.
- Firefighters Pension Scheme 2015 - The employee contribution rates currently range between 10.5 per cent and 14.5 per cent of pensionable pay.

Under the LGPS, the Authority has the discretion to augment membership of the scheme up to a maximum of ten extra years, or enable early access to the scheme.

Pay arrangements for Chief Officers

West Yorkshire Fire and Rescue Authority Chief Officers' pay is determined by the conditions of service to which officers are subject.

In this case, they are the National Joint Council for Brigade Managers of Fire and Rescue Services (Gold Book) and the Joint Negotiating Committee for Chief Officers of Local Authorities (Blue Book).

	Salary Point One	Salary Point Two	Salary Point Three	Lease Car
Chief Fire Officer	£155,042	£159,018	£162,994	£7,599
Deputy Chief Fire Officer	£131,786	£135,164	£138,545	£6,662
Assistant Chief Fire Officer	£115,792	£119,264	£122,246	£6,662
Chief Legal and Governance Officer (CLGO)			£107,259	£4,758
Chief Finance and Procurement Officer (CFPO)	£80,732	£82,803	£84,872	£4,758
Chief Employment Services Officer (CESO)	£80,732	£82,803	£84,872	£4,758

The above are based on Full Time Equivalents.

- The Chief Fire Officer is currently paid at salary point 3
- The Deputy Chief Fire Officer is currently paid at salary point 3
- The Assistant Chief Officer is currently paid at salary point 2
- CLGO is currently paid £75,081 (0.7 FTE)
- CFPO is paid at salary point 3
- CESO is paid at salary point 3

Chief Officers also receive reimbursement for internet and telephone charges and for professional subscriptions.

Any nationally agreed pay award for Chief Officers, effective from January 2019 is still to be determined.

Lowest paid employees

The lowest paid persons employed under a contract of employment with WYFRA are apprentices employed on full time 37 hours equivalent salaries in accordance with the salary scale currently in use within WYFRA.

As at 1 April 2019, this is scale point 3 within Grade 1 of the Authority's pay scale and has a salary of £18,065. (£9.36 per hour.) This fulfils the Authority's commitment as a Living Wage Employer. The Real Living Wage currently stands at £9.00 per hour.

The term 'lowest paid employees' is defined as a full time equivalent employee on the bottom scale column point of the Green Book pay scale or the lowest paid role/rank for Grey Book employees.

The Authority adopts this definition because pay arrangements for employees' who are not Chief Officers, is based upon nationally negotiated pay scales from the National Joint Council for Local Authority Fire and Rescue Services ('Grey Book') and the National Joint Council for Local Government Services ('Green Book').

The relationship between Chief Officers' pay and other Authority employees is represented by the pay multiple between the two categories:

- The pay multiple between the highest and lowest paid salaries is 9.02. (9.23 in 2018-19)
- The pay multiple between the highest paid salary and the median salary of the whole of the Authority's workforce is 5.18. (4.71 in 2018-19)

Chief Officers' salaries are determined by reference to appropriate National Joint Council conditions of service, comparison of salaries in similar authorities and occasionally by reference to employment consultants.

All the information relating to the remuneration of Chief Officers is available in West Yorkshire Fire and Rescue Service's Statement of Accounts published on the website and is also available under 'Transparency' in the Finance section on the Authority website.

In addition, the pay scales of all other staff within the Authority are available under 'Transparency' in the Finance section on the Authority website.

Payment on termination of employment

Those Chief Officers who are contracted to the National Joint Council for Brigade Managers of Fire and Rescue Services are members of the Firefighters Pension Scheme (FPS). Those within the FPS pay contributions of up to 17%. Any payments made to them on retirement are subject to the rules and regulations of this pension scheme.

Similarly, those Chief Officers contracted to the Joint Committee for Chief Officers of Local Authorities are members of the Local Government Pension Scheme (LGPS) and are subject to the rules and regulations of that pension scheme. Those within the LGPS pay pension contributions of between 9.9% and 11.4%. In addition there is provision at a local level for them to request flexible retirement via the Flexible Retirement Policy which is available on the Authority website.

Under the LGPS, the Authority also has the discretion to augment membership of the scheme up to a maximum of ten extra years, or to enable early access to the scheme.

In cases where an employee's contract is terminated on the grounds of redundancy or on grounds of efficiency there is discretion to pay a lump sum of up to 104 weeks' pay. Further details of these payments can be found within the Authority's 'Early Termination Policy' sited within the Human Resources section of the Authority website. This will be reviewed if the Government plans to cap public sector exit payments are enacted to ensure full compliance.

Those Chief Officers who are members of the Firefighters Pension Scheme do not receive any enhancements to redundancy payments.

Publication of pay policy statement

Upon approval by the Fire Authority, this statement will be published on the West Yorkshire Fire and Rescue Authority website; www.westyorksfire.gov.uk. In addition, for posts where the full time equivalent salary is at least £50,000, the Authority's annual statement of accounts will include a note setting out the total amount of:

- Salary, fees or allowances paid to or receivable by the person in the current and previous year
- Any bonuses so paid or receivable by the person in the current and previous year
- Any sums payable by way of expenses allowance that are chargeable to UK income tax
- Any compensation for loss of employment and any other payments connected with termination
- Any benefits received that do not fall within the above.



OFFICIAL

Service Plan - Action Plan 2018-2019 Update

Full Authority

Date: 21 February 2019

Agenda Item:

16

Submitted By: Chief Legal and Governance Officer

Purpose	To update Members of the progress on the Service Plan Action Plan 2018-2019
Recommendations	That Members note the report
Summary	This report is to update Members of the progress on the Service Plan Action Plan 2018-2019

Local Government (Access to information) Act 1972

Exemption Category: **None**

Contact Officer: Alison Davey
Corporate Services Manager
01274 655801
alison.davey@westyorksfire.gov.uk

Background papers open to inspection: **None**

Annexes: Action Plan 2018-2019 update 21 February 2019

1 Introduction

- 1.1 At the Full Authority meeting held on 16 February 2018 Members approved the Service Plan Action Plan 2018-2019 for publication.

2 Information

- 2.1 Progress on the implementation of the action plan is reported to each Full Authority meeting and the attached is the latest update.

3 Financial Implications

- 3.1 Financial implications of each of the actions are incorporated within each project as appropriate.

4 Legal Implications

- 4.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

5 Human Resources and Diversity Implications

- 5.1 Human resources and diversity implications are incorporated within each project as appropriate.

6 Health and Safety Implications

- 6.1 Health and safety implications are incorporated within each project as appropriate.

7 Service Plan Links

- 7.1 This report links to all the Service Plan 2015-2020 priorities.



DELIVER A PROACTIVE COMMUNITY SAFETY PROGRAMME



We will:

Ensure the Authority's statutory fire protection duties are discharged efficiently and effectively in order to reduce the risk of fire and the effects of fire should it occur

Work with partners to reduce the risk of fires, road traffic incidents, other emergencies and enhance community well-being

Our action

Support the Grenfell Public Enquiry and Independent Review of Building Regulations and Fire Safety and implement any findings (DCFO)

Progress

The public enquiry entered the evidence phase on 21 May 2018 and is still currently ongoing. At present no interim recommendations have been made despite the Chair of the enquiry intimating that interim recommendations may be made during the summer break; any recommendations will be reviewed once published. The second phase of the inquiry will examine the 'critical circumstances and decisions which enabled such a devastating event to occur'. This second phase will not sit before the end of 2019 as a consequence of the significant work that needs to be done in order to prepare the evidence which will be considered. The final report of the Independent Review of Building Regulations and Fire Safety was published on 17 May 2018, following on from this on 18 December 2018, the Government published 'Building a Safer Future – An Implementation Plan'. This document is the response to the Dame Judith Hackitt report – 'Independent Review of Building Regulations and Fire Safety' – it also details forthcoming consultation issues for 2019 which our Fire Protection team is involved in through national work with NFCC.

Continue to progress with the implementation phase of the new Safer Communities Prevention Strategy (DCFO)

The new Strategy was launched in April 2017 and our prevention activity has been evolving ever since. Safe and Well which is the fundamental shift from the traditional home fire safety check to the new safe and well check has required a comprehensive training programme for all staff who deliver home visits. The training programme is on track to be completed in April 2019 with plans in place to continue with the prevention training in modular format to maintain competencies across the staff delivering prevention activities. Mobile working devices are now in use for all dedicated prevention staff and we expect the roll out of mobile working devices to all operational crews in 2019. An evaluation event is planned to engage stakeholders in May 2019 to capture feedback to inform the evaluation phase of the project.

Develop a Community Engagement Strategy to improve the ability to target and interact with vulnerable people across the communities of West Yorkshire (DCFO)

There have been some successful examples of Community Engagement, specifically in the recent work in the run up and over the Bonfire period where a significant amount of community engagement took place in areas identified as having experienced high incident activity and attacks of staff in previous years. The Diversity and Inclusion team are supporting Service Delivery managers in developing a toolkit for community engagement so this will inform local teams of possible engagement initiatives and ways to access local community groups so this type of activity becomes more integrated into normal business in future.

Explore all opportunities to further enhance the Youth Interventions Programme (DCFO)

The Youth Intervention Team are working to reduce dependency on cost recovery and access existing and new funding avenues, and to make ongoing improvements to the Fire Setter intervention and Children and Young People initiatives in line with national advancements. Whilst maintaining existing strengths we will actively improve evaluation of work

delivered and the quality of instruction and support which we provide to young people. We are also exploring a range of initiatives linked to the Princes Trust; and we are delivering our first 'Team' programme from Dewsbury in January 2019. Funding has recently been secured to deliver a series of courses from the WYFRS programme across Kirklees and we have received approval from members of the Fire Authority to secure some fixed term members to support the Youth Interventions team.

DELIVER A PROFESSIONAL AND RESILIENT EMERGENCY RESPONSE SERVICE



We will:

Work with blue-light partners and other agencies to provide a safe and effective emergency response

Ensure emergency response is dynamic and resilient reflecting changes to the level of risk and demand

Continuously improve our emergency response by learning from ours and others experiences

Our action

12

Progress

The four FRS in Yorkshire and Humberside are working together along with Police and Ambulance colleagues to deliver the ESMCP. A regional governance structure is in place with WYFRS acting as lead FRS. A regional Programme Manager is coordinating activities in line with programme timelines. Full transition will not take place until all the new functionality is fully complete which is likely to be in 2022. The region continues to work well together on this project. The Regional Programme Manager contract has been extended in line with projected timescales. The incremental approach and 'heads of terms' was signed off by the Home Office on 21 September 2018. The revised business case is planned to be approved in the first quarter 2019. Assurance regarding funding and the section 31 grant for Airwave is being sought from Government but it is not expected to be clarified until the business case is signed off. Regionally, the main focus is on the programmes 21 key areas for resolution that include coverage, devices and control rooms. A regional coverage strategy is being designed for coverage testing across the three blue light services, which should begin in early 2019.

Deliver improvements to the efficiency and effectiveness of organisational performance through the Tri-Service Collaboration Programme (DSS)

Remove Local Retained Support Officer posts from retained duty system stations (DSS)

Reduce the Station Manager posts to 36 and determine if changes to the flexible duty system are required (DSS)

The Programme is planning for procurement of a fixed vehicle device to commence by the end of 2019.

The Tri-Service Collaboration Team is continuing to progress work streams specifically in relation to Community Engagement, Early Interventions, Shared Training and Occupational Health. These are at different levels of maturity and have the potential to add real value to the service. The potential areas will be presented to the Tri-Service Board to explore the business benefits of these options.

A project plan has been developed in order to mitigate the effects of implementation of this initiative. All posts have now been vacated and removed from the establishment. **Complete.**

The number of officers is reducing as aligned with the current retirement profile and is expected to be complete by the autumn. Discussions are ongoing in relation to the duty system to be adopted. Established Station Manager posts have been reduced to 36. Following discussion and cohort agreement the current flexible duty system (FDS) for existing Station Managers will remain the same five week rota pattern. However, subject to approval, new Station Managers promoted via the 2018 process will remain on a five week Flexible Duty System, but will work a slightly different pattern to the existing one. This pattern will reduce positive working hours by three hours on full duty shifts and reduce the amount of midweek rota days by two days per five week cycle. An assessment of workloads is underway to identify a reduction of one post from 36 to 35 as approved by HR Committee on 5 October 2018. Changes to Station Manager and Group Manager rotas also approved.

Implement the recommendations of the retained duty system review to include improvements in recruitment (CESO)

Research efficiency savings in the way that the hazardous materials Detection, Identification, Monitoring (DIM) capability is delivered (DCFO)

Procure two aerial appliances following a comprehensive evaluation of the options available (DCFO)

Evaluate options to replace hydraulic cutting equipment and the battery combi tool (DCFO)

Agreement has been reached for a six month pilot to commence in September. Pilot now in progress.

This was approved at Authority earlier this year and the implementation phase is now ongoing. It is expected to be completed by Spring 2019. Discussions have taken place with affected personnel at Dewsbury and a project manager has been put in place to oversee the implementation between now and Spring 2019.

The first of the two vehicles has now been delivered and training has commenced with Transport and Leeds Fire Station. It is anticipated that the vehicle will be operational by Spring 2019. We are expecting delivery of the second vehicle by Autumn 2019.

The roll out of these tools has now been completed and all front line appliances have now been equipped with new battery powered rescue tools. The Technical Rescue Unit at Cleckheaton has some larger capacity generator powered tools which will remain as they are until they are due for review in a couple of years. **Complete**

PROVIDE A SAFE SKILLED WORKFORCE THAT SERVES THE NEEDS OF A DIVERSE COMMUNITY



We will:

Promote the health, safety and well-being of all employees

Provide training and development to maintain a skilled and flexible workforce

Our action

Convert five non-operational Grey Book posts in support departments to Green Book posts (DSS)

Develop a detailed business case and commence the implementation of the Occupational Health Tri-

Progress

Five grey book posts have been removed from the establishment. Two of the posts have been replaced by green book members of staff, one post is being advertised and two posts will not be replaced.

A three phased agreement was approved by the Tri-Service Collaboration Board, which identified

Create an environment that enables our staff to develop and embrace organisational and cultural change

Service Collaboration project (CESO)

collaborative initiatives. Opportunities to collaborate on a range of services have been explored, with those which identify mutual benefit, being progressed. The project is currently in Phase 2 and exploring collaboration in renegotiation of existing contracts or procurement of new contracts where existing contracts are due to expire.

Commence a workplace health and safety audit programme (CESO)

Audit programme has commenced.

Develop and introduce a workplace wellbeing strategy (CESO)

Self-assessment undertaken to lay the foundations for the strategy. Draft Occupational Health, Safety and Wellbeing Strategy has been developed and is subject to consultation.

Develop and introduce an Operational Training Strategy to incorporate local, district and central training requirements to include training recording systems (DSS)

The Operational Training Strategy is in development and it is anticipated that this will be presented to the Human Resources Committee in the autumn. The new Training Strategy is on track for launch in the Autumn. Training Strategy approved by HR Committee on 5 October 2018. Communication and roll out ongoing. Electronic Maintenance of Competence System subject to Internal Audit before refresh and relaunch. Publicity materials are being finalised in preparation for the launch of the strategy in January 2019. The launch of this strategy was delayed to coincide with the latest revision of the Electronic Maintenance of Competence system. Both will now be released at the same time.

Review of the Operational Training Delivery structure and administration (DSS)

The Operational Training restructure is to be presented to the Human Resources committee at the July meeting. Approved by HR committee. The new restructure flattens the management structure, directs more time towards training delivery and is cost neutral. The restructure will take place over the next two years in line with planned transfers and retirements. Implementation on-going in line with

Develop a leadership strategy for the organisation and provide appropriate development opportunities to support the strategy (CESO)

retirements and transfers. The new staffing structure has been approved. An interim staffing structure is now in place. The new structure is on course to be delivered within the original timescales.

The Organisational Development Manager is developing the leadership strategy covering the organisation's approach to leadership and associated development programme. This has now been agreed by Management Board and an implementation plan is being developed. Work has now commenced to procure a delivery partner for the programme.

Continue to develop and improve promotion processes (CESO)

Revised process for Crew Commanders now in place. Watch Manager process commencing shortly. Promotion policies have been updated for the 2018 processes. A change in process has been introduced for Firefighter to Crew Manager process which looks at development prior to taking up Crew Manager roles. **Complete**

Procure and deploy an integrated human resource and rostering system (CESO)

Procurement of two new systems has taken place, Gartan; a rostering specific solution used by 26 UK FRS', and Access; a HR specific solution. A review of all internal data is taking place which will result in the upload to the new systems. The project team will continue to work with stakeholders to ensure each solution is configured correctly meeting WYFRS' needs. Both solutions provide modern functionality combined with intuitive operation to assist the end user. Roll out is currently expected in April 2019.

Develop improved workforce planning and resource deployment (CESO)

Detailed workforce plans are produced and monitored in conjunction with Strategic Development and Finance departments. A review of the Operations Resource Pool is in progress but further work on resource deployment will be carried out in conjunction with the new rostering system referred

Develop a business case and commence the implementation of the Driver Training Tri-Service Collaboration project (DSS)

Restructure Operational Support to maximise the benefits from the integration of Operational Learning (DCFO)

to above.

Executive Committee approved the Authority’s representatives at the March Tri-Service Collaboration Board to progress with the option of formalising our current processes. Tri-Service Board agreed the option and on 3 August 2018 all parties signed the Memorandum of Understanding (MoU). The aim of the MoU is to provide clarity in regard to the roles and responsibilities of all organisations and to outline how the organisations will work together to support safe systems of work, compliance with regulations and to enhance driver training efficiency.

Operational Learning has been merged with Operations Policy and a wider review of the Operations Support structure has been carried out to reflect the loss of one Station Manager and one Group Manager. This has now been completed and the current structure in place will be evaluated later in the year. **Complete**

PROVIDE EFFECTIVE AND ETHICAL GOVERNANCE AND ACHIEVE VALUE FOR MONEY



We will:

Provide buildings, vehicles, equipment and technology that is fit for purpose to maximise organisational effectiveness

Provide effective systems of control, performance and assurance to ensure the service operates efficiently

Demonstrate transparent and accountable decision making

Our action

Review and streamline meetings across the organisation (DCFO)

Streamline and deliver a more priority focussed change programme (DSS)

Commence the construction of a new fire station at Wakefield (same location as existing fire station) (DSS)

Progress

Skype for Business has been installed on devices used by a number of individuals with a view to utilising this as a method for meeting. Physical meetings will be removed when appropriate.

The Change Management Programme has undergone a number of governance changes to streamline the process including the establishment of a “plan on a page” and the introduction of the Tactical Programme Board.

Work has commenced to progress the rebuilding of Wakefield Fire Station on the current site. The planning application has been submitted with a decision expected on the 15 February 2019. The

throughout the organisation

Identify and implement strategic change to reflect the economic environment

Carry out a feasibility study of the building stock at Fire Service Headquarters with a view to centralising functions (DSS)

Review procurement processes (DSS)

Continue implementation of Information and Communications Technology Strategy (DSS)

Introduce the new service assurance framework for all departments (DSS)

tender for the construction has also been issued and again the award of contract should take place in March 2019, with a target start date for construction of April 2019 still on schedule.

The feasibility study is currently being undertaken by consultants with the initial findings final report to be issued by the end of January 2019. Once received, a paper on the subject will be presented to the Authority.

An LGA Peer Review has been completed and the recommendations of that review are now being implemented in line with the Executive report approved by members.

ITIL project has now moved into evaluation. Solution for paperless meetings is being trialled. Trials of tablets and development of the mobile application for Prevention is progressing. HR and rostering implementations are underway. Mobile working for Prevention is being rolled out. Rollout of mobile device management is nearing completion. Mobile working for Prevention is complete and work has started for Operational staff. Mobile device management rollout is complete. ICT strategy is being reviewed in line with the new Integrated Risk Management Plan (IRMP) and changes in technology.

The new service assurance framework and toolkit is now live. 26 departments have taken part in the self-assessment process, and the Service Improvement and Assurance Team (SIAT) have received a 100% return within the set timeframe. The next stage involves a member of SIAT visiting each department to gain the supporting evidence behind their self-assessment judgements. Trends, areas for improvement, and good practice will be captured. Good practice will be shared, and action

Prepare the service for the first Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) inspection including learning from the pilot (DSS)

Review and develop the Integrated Risk Management Planning process including the Community Risk Management Strategy (DSS)

Reduce staffing at day crewed stations (DSS)

plans will be implemented where improvement is required. Regular updates will be provided to Audit Committee.

The pilot inspection was carried out in May 2018 and appeared to be broadly successful in achieving its objectives. The data gathering process has begun for the full inspection in May 2019. A timeline, communication package, and action plan have been prepared and will be monitored through Management Team. In December 2018, HMICFRS published a formal report which captured the results of the first 14 FRS inspections. On the back of this, Authority Members have been briefed and a GAP analysis has been completed which identified national and local areas of good practice, and areas for improvement.

The outcomes from the 12 week Integrated Risk Management Plan (IRMP) 2019 -2022 and final draft document will be presented to Fire Authority on 15 February 2019. The Community Risk Management Framework which underpins our integrated risk management planning process will also be presented to the Fire Authority on this date.

A plan is in place for the implementation of this initiative and policy changes are being made in order to facilitate its operation. Establishment staffing has been reduced by two Firefighters at each day crewed station. Policy changes have been made and are in the final stages of approval.

Complete

KEY DENOTES PERSON RESPONSIBLE: (DCFO) – Deputy Chief Fire Officer; (DSS) – Director of Service Support; (CESO) – Chief Employment Services Officer



OFFICIAL

Programme of Change 2019-20 reporting format

Full Authority

Date: 21 February 2019

Agenda Item:

17

Submitted By: Director of Service Support

Purpose	To inform Members of the new reporting format in line with the new holistic Integrated Risk Management Plan (IRMP)
Recommendations	That Members approve the new reporting format.
Summary	With the move to the new holistic IRMP, a new way of reporting has been established that removes duplication of effort and streamlines the reporting process. It will provide a more a more informative picture of our IRMP change programme and the progress against it.

Local Government (Access to information) Act 1972

Exemption Category: None

Contact Officer: Gayle Seekins, ICT Service Delivery Manager
T: 01274 655802
E: gayle.seekins@westyorksfire.gov.uk

Background papers open to inspection: None

Annexes: Annex 1 – link from strategy to programme change
Annex 2 – indicative reporting format
Annex 3 – 2019 – 20 projects
Annex 4 – detail of 2019 – 20 projects

1 Introduction

- 1.1 In previous years West Yorkshire Fire and Rescue Service (WYFRS) have produced an annual action plan to lay out the year's change activities which was updated periodically to report progress. Following issues identified with the previous planning cycle in early to mid-2018, a revised process to ensure that all change activities are linked to the strategic direction of the organisation was developed. See Annex 1.

2 Information

- 2.1 To avoid duplication of effort and to streamline the reporting of progress against activities, the new process aims to use one reporting format which will be filterable for different audiences. The report will auto-generate from individual project level records making more effective use of resource time.
- 2.2 The report that will be provided to Authority will show all the strategic initiatives / projects detailed on page 26 of the revised IRMP document. Annex 2 shows the new reporting format with dummy data to demonstrate how the report will look going forward. Annex 3 shows the 2019-20 projects / initiatives in the new format with no status against each. From June 2019 Fire Authority meeting the report will include Annex 3 including status information and Annex 4 which gives more detail around each initiative / project.
- 2.3 The criteria which will be reported are:
- Project / initiative title.
 - Status – this is the overall health of the project / initiative taking into account progress against time, cost and quality
 - Sponsor – This is the Director who will be responsible for ensuring that the project delivers the required outcomes/benefits.
 - Start date – this is the date on which the project was initiated.
 - Current target completion date – this is the date of project / initiative completion.
 - Initial target completion date – This is the same as the current target completion date unless change control is applied.
 - Time left – this is a coloured indicator of the number of days remaining on the project i.e. 60+ - green, between 30-60 – amber and less than 30 is red.
 - Project completion % - this is an evaluation by the project lead of how much work has been completed overall on the project / initiative on the reporting date.

The combination of status, project completion dates, time left and project completion % provide an overview of the health and status of each project / initiative.

3 Financial Implications

- 3.1 There are no financial implications arising from this report.

4 Legal implications

- 4.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

5 Human Resource and Diversity Implications

- 5.1 There are no Human Resources and Diversity implications arising from this report.

6 Health and Safety Implications

- 6.1 There are no Health and Safety implications arising from this report.

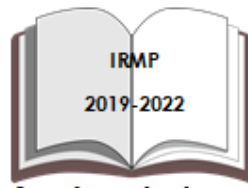
7 Service Plan Links

- 7.1 In the IRMP document 2019-22, it states that there will be periodic updates informing of progress of the activities within the Programme of Change.

8 Conclusions

- 8.1 With the move to the new holistic IRMP, a new way of reporting has been established that provides a more a more informative picture of our IRMP Programme of Change and the progress against it. The new reporting is simpler to produce, requires less resource time and provides a more up to date and accurate view.

Appendix 1 - Link from strategy to Programme of Change



Service strategy

Our vision

Direction of travel to maintain BAU (80% approx.) and the changes we need to make (20% approx.)

Holistic document incorporating all organisational BAU & change



Strategy Delivery Planning

Options to inform capital plan

Identification of options to achieve strategy. Development of business cases for the options in year to inform budget requirements.



Strategy Delivery

What we are doing

In year list of what we are doing – i.e. approved schemes on the Portfolio list



Project Portfolio Management

How we'll deliver a balance of BAU & Change

The method of planning, monitoring and evaluating the change activities to ensure best use of resources.



Strategy Delivery Comms plan

Stakeholder updates

Audience appropriate version of the portfolio list and status reporting.

Appendix 2 – Indicative reporting format (dummy data)



West Yorkshire
Fire & Rescue Service
Portfolio Management Office

Report Date 05/02/2019

Programme of Change 19/20

Project Title & Description	Status	Sponsor	Start Date	Current Completion	Initial Target Completion	Time left	Project Completion %
Project 1	On Track	Ian Bitcon	03/10/2017	31/12/2019			10
Project 2	Not started	Ian Brandwood	01/07/2019	31/12/2019			65
Project 3	On Track	Ian Bitcon	21/01/2019	31/07/2020			5
Project 4	Behind schedule	Ian Bitcon	03/01/2017	30/03/2019			80
Project 5	On Track	Ian Bitcon	19/12/2018	30/06/2021			5
Project 6	Overdue	Dave Walton	01/07/2018	31/01/2019			80
Project 7	On Track	Alison Wood	19/12/2018	30/09/2019			50
Project 8	Behind schedule	Michael Barnes	01/12/2018	30/04/2019			45
Project 9	On Track	Alison Wood	19/12/2018	30/06/2021			20
Project 10	On Track	Dave Walton	31/12/2018	06/10/2019			15
Project 11	Complete	Ian Brandwood	01/01/2018	01/02/2019			100
Project 12	On Track	Ian Bitcon	04/08/2018	28/03/2020			40
Project 13	On Track	Alison Wood	19/12/2018	30/09/2019			20
Project 14	On Track	Michael Barnes	01/12/2018	30/04/2019			15
Project 15	On Track	Alison Wood	19/12/2018	30/06/2021			5
Project 16	On Track	Dave Walton	31/12/2018	06/10/2019			65
Project 17	Overdue	Ian Brandwood	01/01/2018	01/02/2019			85
Project 18	On Track	Ian Bitcon	04/08/2018	28/03/2020			80
Project 19	On Track	Ian Brandwood	01/01/2018	01/02/2019			20
Project 20	On Track	Ian Bitcon	04/08/2018	28/03/2020			15

Appendix 3 – 2019-20 list of Projects / initiatives



Report Date

Programme of Change 19/20

Project Title	Status	Sponsor	Start Date	Current Completion Date	Initial Target Completion Date	Time left	Last Updated	Project Completion %
Lean Programme		Ian Bitcon	03/10/2017	31/12/2019				
HR & Rostering Systems		Ian Brandwood	01/07/2016	31/08/2019				
On-call firefighter recruitment Campaign		Ian Brandwood	01/08/2018	31/03/2020				
Sharepoint Project		Ian Bitcon	03/01/2017	30/06/2019				
Command Leadership and Management Project (CLM)		Ian Bitcon	19/12/2018	30/06/2021				
Leadership strategy		Ian Brandwood	01/01/2019	31/03/2021				
Health & Well being strategy		Ian Brandwood	01/01/2019	30/04/2019				
Wakefield new build Project		Dave Walton	01/07/2018	30/09/2020				
Emergency Services Mobile Communications Programme (ESMCP)		Ian Bitcon	12/06/2016	31/12/2022				
Mobile Working Project		Dave Walton	31/12/2018	06/10/2019				
Procurement Review		Alison Wood	01/01/2019	31/03/2020				
Performance Management Framework Project (incl. dashboard scoping)		Ian Bitcon	01/04/2019	31/03/2021				
FSHQ Feasibility Study		Ian Bitcon	01/07/2018	01/04/2019				
Fire Station feasibility studies		Ian Bitcon	01/04/2019	31/03/2020				
Aerial cover review		Dave Walton	01/04/2019	31/03/2022				
Integrated Risk Management Framework implementation		Ian Bitcon	01/02/2018	01/04/2020				

Appendix 4 – 2019-20 Project / initiative descriptions

Project / initiative title	Project / initiative description
Command Leadership and Management Project (CLM)	Improved ways of working through changes to the management structure and realigning responsibilities.
HR& Rostering Systems	A simpler and smarter HR & Rostering solution that works well with other systems and manages staff and our shift patterns more effectively.
Leadership strategy	A new approach that will develop and enhance leadership and our Service values at all levels and allow for continuous improvement.
Health & Wellbeing strategy	A cohesive strategy for the delivery of Occupational Health, Health & Safety, Wellbeing and Fitness services across the Authority.
On-call Firefighter recruitment campaign	Development of a tailored on-call firefighter recruitment process which brings greater flexibility and increases diversity.
Lean Programme	To review the ways of working and processes in various departments within the organisation to determine efficiencies.
Wakefield new build Project	The Construction of a new Fire Station on the existing site to replace an over sized and outdated fire sation
Sharepoint Project	Building a new corporate intranet and document management system that is simpler to use, enables smarter ways of working and is more engaging to its users.
Mobile Working Project	Introduction of mobile tablets for fire prevention and fire stations to allow information to be collected at source.
Emergency Services Mobile Communications Programme (ESMCP)	Provision of a national radio scheme utilising mobile phone technology.
Procurement Review	Implementation of the recommendations from the Local Government Procurement Review.
Performance Management Framework (incl. dashboard scoping)	Design and implementation of a performance management and assurance framework which supports organisational improvement.
FSHQ Feasibility Study	A study to consider rationalisation of accomodation.
Fire Station feasibility studies	Study to determine the options to either rebuild or refurbish on the existing site.
Aerial cover review	A review of the aerial vehcile requirements for West Yorkshire and the wider region.
Integrated Risk Management Framework implementation	A new way of managing the allocation of resource in relation to risk.



OFFICIAL

Integrated Risk Management Model

Full Authority

Date: 21 February 2019

Agenda Item:

18

Submitted By: Director of Service Support

Purpose	To inform Authority of a new risk assessment methodology. If approved, this will underpin future prevention, protection, response and resilience strategies.
Recommendations	That Authority approves the implementation of the risk assessment methodology detailed in the Integrated Risk Management Model.
Summary	During 2018 we have carried out a review into the methodologies used to assess risk nationally and across West Yorkshire. This report proposes that changes are made to how the service assesses risk and that we move away from reporting risk at ward level.

Local Government (Access to information) Act 1972

Exemption Category: None

Contact Officer: Ian Bitcon, Director of Service Support
E: ian.bitcon@westyorkfire.gov.uk
T: 01274 655703

Background papers open to inspection: Community Risk Management Strategy 2015 -2020

Annexes: Annex 1 – current ward risk map
Integrated Risk Management Model

1 Introduction

- 1.1 The Fire & Rescue National Framework for England sets out the priorities for a Fire and Rescue Service; this includes the requirement to carry out an assessment of risk.
- 1.2 To build an overall picture of risk within West Yorkshire a risk matrix was developed in 2009. It contains data from 8 key indicators including arson, actual rescues, total activity, dwelling fires, non-domestic building fires, prevalence of false alarms, fire related injuries and road traffic collisions.
- 1.3 This risk matrix methodology was verified by ARUP (report published in 2010) and has served us well in this format since.
- 1.4 A review of this risk methodology has been undertaken to see if it has remained current. We reviewed how we can use the outcomes of the assessment to inform areas of focus across all areas of service delivery and if the method remained a reliable way to informing IRMP options moving forward.

2 Information

- 2.1 We have examined the risk methodologies of other Metropolitan Fire & Rescue Services including Greater Manchester, West Midlands and Merseyside to see how our methods of assessing risk compare. A document review of risk methodologies from other non-metropolitan FRSs has also been completed.
- 2.2 It is clear that although all the methodologies for risk assessment are similar, no two services are using the same process. It is worth noting that the National Fire Chiefs' Council (NFCC) Community Risk Programme have a current work stream looking at the various methodologies around the country to which we submitted a return.
- 2.3 The current risk assessment process used by West Yorkshire Fire and Rescue Service (WYFRS) has underpinned the development of our integrated risk management plans for the last ten years.
- 2.4 Between 2004 and 2012 the overall number of incidents attended by WYFRS fell from approximately 44,000 to 22,000, a reduction of 50%. Since 2012 the demand for our emergency response has remained reasonably stable.
- 2.5 Due to this reduction in our operational demand our current ward risk map has become homogenised making it difficult to target our most vulnerable communities. In order to improve our intelligence-led approach we propose to assess risk at Lower Super Output Areas (LSOA), the smaller subset below ward level. The current ward risk map can be seen in Annex 1.

3 Our Current Methodology

- 3.1 We use a risk matrix to help us capture, assess and quantify the risk presented by fire and other emergencies. The matrix reflects the outcome of emergencies attended within the most recent three year period. The matrix incorporates a formula, which allows us to determine a risk score for each of the 124 wards within West Yorkshire. These scores are then divided into risk bands; very high, high, medium, low and very low risk.
- 3.2 The information underpinning the matrix is refreshed annually using a three-year rolling data set. Risk is profiled based on the outcomes of incidents and does not reflect the demand on our prevention and protection resources required to manage the underlying the risk of fire.
- 3.3 The eight indicators which influence the ward risk map are:
- Arson
 - Actual Rescues
 - Dwelling Fires
 - Fire Related Injuries and Deaths
 - Total Activity
 - Road Traffic Collisions
 - Non-Domestic Building Fires
 - False Alarms
- 3.4 As this methodology is based on previous operational demand, we are assuming that the best indicator of where future incidents will happen is where they have occurred in the past. Therefore, we allocate resources in areas which have had incidents rather than assessing where they are likely to occur in the future.
- 3.5 Another difficulty with using this matrix is that risk level in wards can fluctuate from year to year and is subject to disproportionate influence by random spikes in emergency incidents. Additionally due the large populations within wards, small high risk groups can be overlooked for prevention activity.
- 3.6 The matrix information is converted into a risk map at ward based level which in the past has provided a useful illustration for the distribution of risk across the county and been used when formulating IRMP options. Simplistically, we have used them to show where areas of higher risk are located using a straightforward colour coding system, linked to that on the matrix.

4 Our Proposed Methodology

- 4.1 Using historic incident data profiles risk based on a prediction of where incidents might occur based on previous demand and can easily be skewed by a spike in incidents. This can then cause us to focus our finite resources away from more priority areas. The proposed approach provides a reliable method of assessing the underlying community risk.

- 4.2 The Index of Multiple Deprivation (IMD) 2015 is the official measure of relative deprivation for small areas (or neighbourhoods) in England.
- 4.3 IMD ranks every small area in England from 1 (most deprived area) to 32,844 (least deprived area). We have 1,388 of these areas in West Yorkshire; they are called Lower Super Output Areas (LSOA).
- 4.4 We have evaluated this data to see if there is a pattern between levels of deprivation and fire related incidents. There is strong correlation between likelihood and severity of fire (risk) and deprivation. The higher the level of deprivation, the higher the likelihood of a severe fire.
- 4.5 In order to improve the accuracy of this assessment, it is proposed the smaller geographic areas of LSOAs are used.
- 4.6 The use LSOAs will support the development of more effective district prevention plans and lead to a more efficient deployment of resource proportionate to risk across West Yorkshire.
- 4.7 The risk map displaying the relationship between likelihood of all fires and deprivation can be seen in appendix 2.

5 Use of Mosaic Data

- 5.1 The use of IMD and LSOAs will support the production of organisation protection, prevention, response and resilience risk management strategies.
- 5.2 To support the identification of the most vulnerable people in our communities we will also use Mosaic data.
- 5.3 Mosaic is a nationally recognised commercial profiling tool which uses behavioural traits and demographics to group the occupants of West Yorkshire into 66 detailed type sets.
- 5.4 Each incident attended by WYFRS over the last four years has been allocated one of the 66 type sets. Evaluation of this data has allowed us to identify groups which are at significantly higher risk than others. We can also indicate where these groups are most likely to reside.
- 5.5 By supplying district teams with this information they will be able to produce local plans which lead to the most effective deployment of their prevention resources based on risk.
- 5.6 Initial evaluation shows that the highest risk mosaic groups are six times more likely to have a fire than the lowest risk groups.

6 Main Changes to the Risk Management Framework

6.1 Assessment using an independent variable

Assessing risk against an independent standard, IMD, will allow us to measure performance more effectively. Being able to accurately predict how many fires are likely to occur in a specific LSOA will enable us to quickly identify areas which are performing as expected (better or worse). This will support analysis to share best practice or implement further prevention interventions.

6.2 Improved identification of vulnerable individuals and groups

We currently have robust arrangements in place to identify the most vulnerable in our communities. These arrangements rely on the partnerships we have developed with social care, health and housing providers. By using Mosaic we will improve our ability to target those most in need and particularly high risk individuals who live in lower risk areas or those that have never received interventions from our partners.

6.3 Change to the distribution of risk across West Yorkshire

We will continue to band risk into five categories, very low, low, medium, high and very high. There will be slight changes to the distribution of risk across West Yorkshire. These can be seen in the chart below.

	Current Methodology	Proposed Methodology
Risk Band	% Population of West Yorkshire	
Very High	8%	7%
High	9%	8%
Medium	4%	15%
Low	4%	24%
Very Low	75%	46%

From the charts above it can be seen that population distribution in our very high and high risk areas remain similar. We see a significant change in medium and low risk areas and a large reduction of the population classed as very low risk.

6.4 Relative risk has been given a value

Due to the improved accuracy of risk assessment provided by assessing at LSOA level, we can say with confidence that those in very high risk areas are six times more likely to experience fire than those in our very low risk areas.

6.5 Change to Risk Based Planning Assumptions (RBPA) for 'Other' incidents

Our RBPA's reflect the risk bandings and reflect three emergency categories, life risk, property risk and other risk. The RBPA's are our guide response times which show an incremental increase proportionate to risk. The response times take into account the likelihood and severity of fire. These response times can be seen below:

Risk Band/Emergency	Life	Property	Other
Very High Risk	7 minutes	9 minutes	11 minutes
High Risk	8 minutes	10 minutes	12 minutes
Medium Risk	9 minutes	11 minutes	13 minutes
Low Risk	10 minutes	12 minutes	14 minutes
Very Low Risk	11 minutes	13 minutes	15 minutes

This incremental increase in response time ensures that the speed and weight of our response is proportionate to the risk. Those with the highest risk need the fastest attendance and those emergencies which present a risk to life to require a quicker attendance than those presenting a risk to property.

The emergency type 'Other' relates to incidents such as refuse fire, grass fires and automatic fire alarms. For these incidents it is difficult to justify a quicker response time as the consequences of the incident will be the same across the whole risk spectrum. It is therefore proposed that the guide response time for this emergency type is standardised to 15 minutes across the risk bands.

Risk Band	Emergency Type		
	Life Risk	Property Risk	Other
Very High Risk	7 minutes	9 minutes	15 Minutes
High Risk	8 minutes	10 minutes	15 Minutes
Medium Risk	9 minutes	11 minutes	15 Minutes
Low Risk	10 minutes	12 minutes	15 Minutes
Very Low Risk	11 minutes	13 minutes	15 Minutes

6.7 Performance against Risk Based Planning Assumptions

We can determine the impact of our response to emergencies against RBPA using incident response times for 2017 / 18. In 2017 / 18 we were quicker than RBPA on 94.7%: using the revised performance measures we would have achieved RBPA on 95.3% of occasions. The following tables break these statistics into further detail:

	Life Risk	Property Risk	Other Risk	Total
Very High	80%	94%	96%	94%
High	87%	94%	97%	96%
Medium	91%	99%	98%	97%
Low	94%	97%	96%	96%
Very Low	90%	92%	95%	94%
Total	88%	93%	96%	94.7%

Figure 1 - Performance against RBPA in 2017/18 using existing standards

	Life Risk	Property Risk	Other Risk	Total
Very High	84%	92%	98%	97%
High	86%	95%	98%	97%
Medium	90%	94%	98%	97%
Low	93%	95%	97%	96%
Very Low	87%	89%	93%	92%
Total	88%	93%	96%	95.3%

Figure 2 - Performance against RBPA in 2017/18 using revised standards

It is important to stress that the performance improvement is due to both the more accurate method of reflecting how risk is distributed and the changed RBPA for 'Other' emergency types which are standardised at 15 minutes.

7 Financial Implications

- 7.1 The review and production of the new risk methodology has been met by existing budgets. There will be an additional cost associated with the verification of this new risk methodology by a third party company.
- 7.2 WYFRS currently subscribes to Mosaic at a cost of £ 9,228 per annum

8 Legal implications

- 8.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

9 Human Resource and Diversity Implications

- 9.1 The new methodology will lead to wider use of Mosaic data. This data will improve how we deliver service to vulnerable members of our communities. A large proportion of these vulnerable people share protected characteristics.

10 Health and Safety Implications

- 10.1 If approved this methodology would improve our ability to target the most vulnerable individuals in society and provide interventions to improve safety in their homes.
- 10.2 This methodology will underpin our future protection and response strategies which will enable us to maintain the required speed and weight of response by well-informed firefighters to emergency situations.

11 Service Plan Links

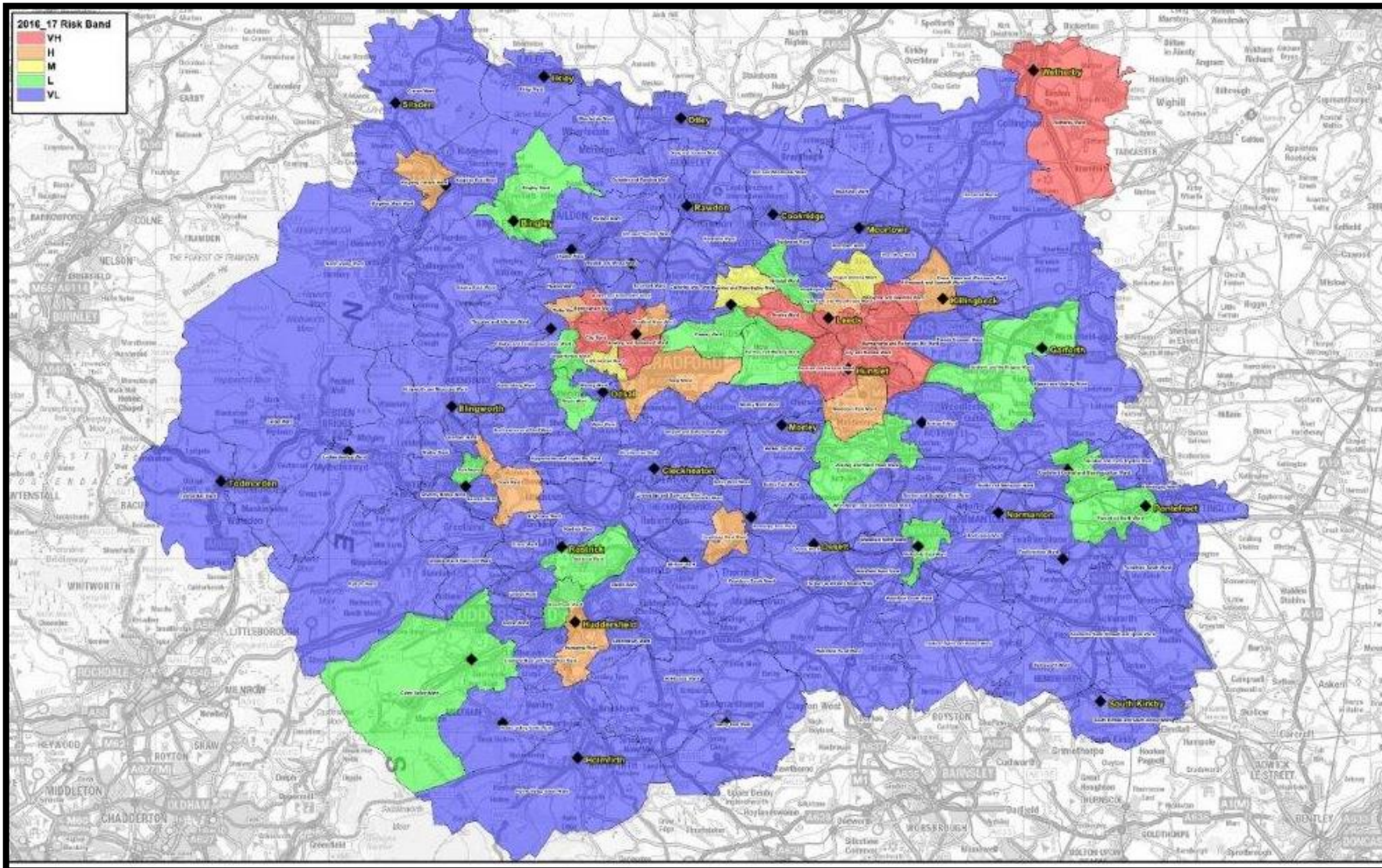
- 11.1 Effective risk assessment is fundamental to IRMP, the ambition of “Making West Yorkshire Safer” and the strategic priorities:
- Deliver a proactive community safety programme
 - Deliver a professional and resilient emergency response service
 - Provide effective and ethical governance and achieve value for money

12 Conclusion

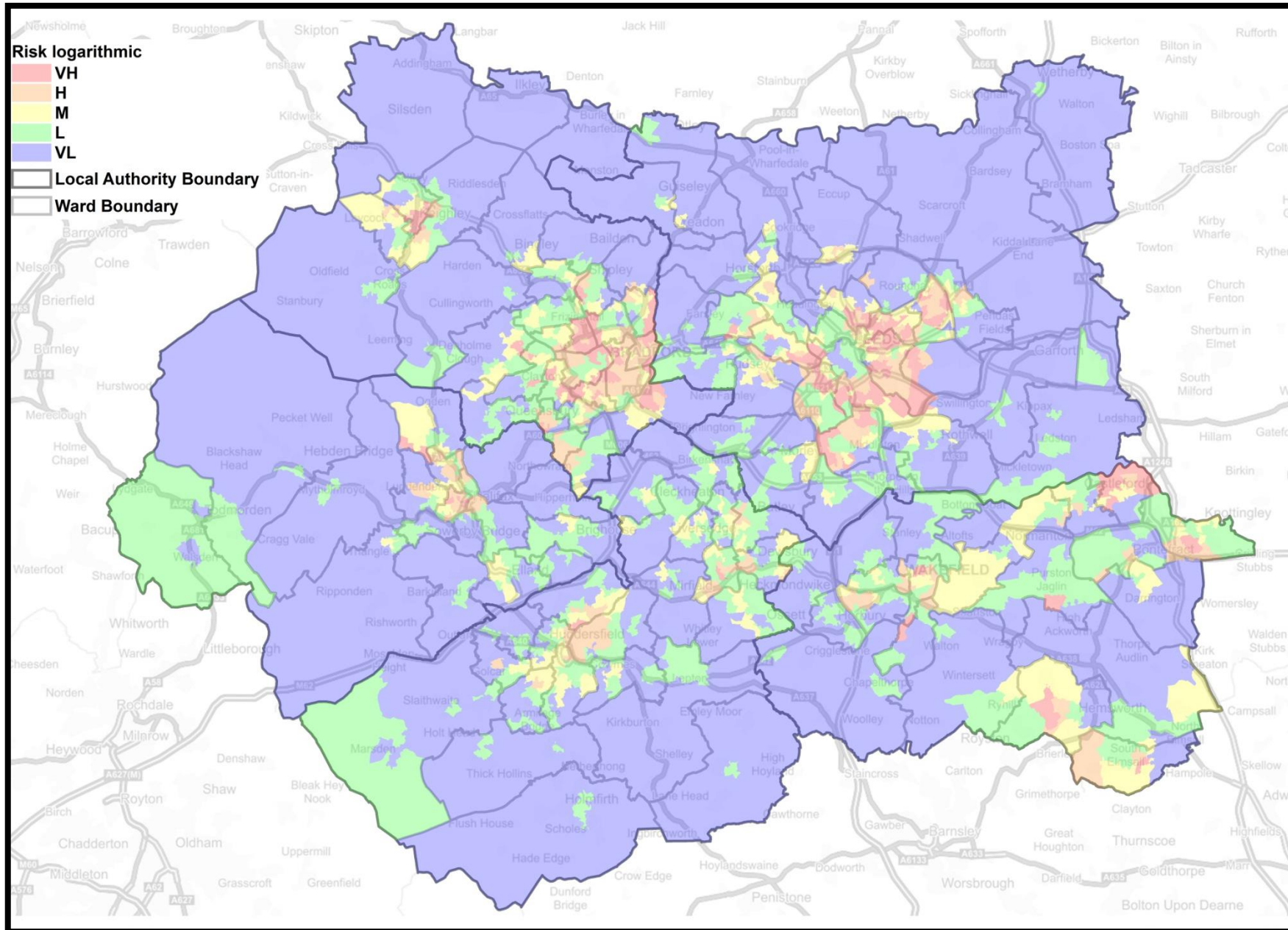
- 12.1 The methodology currently used to underpin our integrated risk management planning has supported our prevention, protection and response strategies successfully since 2010. The matrix is linked to operational demand from the previous three years. As this demand has fallen across the county this methodology is no longer the most accurate method to assess the underlying risk faced by WYFRS.
- 12.2 The strong correlation between likelihood of fire and deprivation provides us with a valid assessment of underlying risk from fire across West Yorkshire. This can be used to produce effective prevention, protection and response strategies.
- 12.3 The use of small geographical areas known as LSOAs will make the risk assessment more accurate than our current methodology which uses the larger geographical areas of electoral wards.
- 12.4 The new methodology proposed will allow us to assess the risk of fire against a set of independent variables which are consistent over extended periods of time. By comparing the rate of fire in small geographical areas we can evaluate the effectiveness of both prevention and protection activities as well as partner agency interventions.
- 12.5 We propose to use this methodology to set strategy at an organisational level. At a district level the primary method of identifying the most vulnerable in our communities will continue to be through partnership working. This will be supported by Mosaic Public Sector which allows us to accurately locate households which exhibit factors which have historically led to high incidence of fire.

12.6 This methodology will allow WYFRS to continue to effectively and intelligently apply our prevention, protection and response resources proportionally to risk. If this new approach is approved an external assurance company will be consulted for verification of the model.

Appendix 1 - Ward Risk Map Existing Methodology



Appendix 2 – Risk Map Proposed Methodology





Integrated Risk Management Model

[Protective Markings]

Ownership: Strategic Development

Date Issued: [Issue Date]

Version: [Version] Status: [File Status Field]



Revision and Signoff Sheet

Change Record

Date	Author	Version	Comments

Reviewers

Name	Version Approved	Position	Organisation	Date

Distribution

Name	Position	Organisation

Document Properties

Item	Details
Document Title	Integrated Risk Model 2019 - 2022
Author	Administrator
Creation Date	29 October 2018
Last Updated	12 February 2019

Contents

1	Introduction	3
2	Legal Responsibilities	4
3	Foreseeable Risk	4
4	Assessment of Fire Risk	5
5	Assessment of Deprivation.....	6
6	Profiling Fire Risk	7
7	Assessment Profiling of Other Risk.....	10
8	Prevention Strategy	11
9	Protection Strategy	14
10	Response Strategy	16
11	Resilience Strategy	19
12	Performance Monitoring	21
13	Assurance and Audit	23
	Appendix 1 Risk Registers	24
	Appendix 2 Index of Multiple Deprivation	26
	Appendix 3 - Mosaic Classifications	29
	Sources and Bibliography	32

1 Introduction

Understanding risk in our communities is crucial to achieving our ambition of Making West Yorkshire Safer. This model explains the risk assessment process that we use to achieve this.

Whilst attending emergencies across West Yorkshire is a statutory duty, our role is much broader than this. We aim to do everything we can to prevent an emergency response in the first place. We do this through prevention and protection activity. The residual risk that remains is managed through our response and resilience strategies.

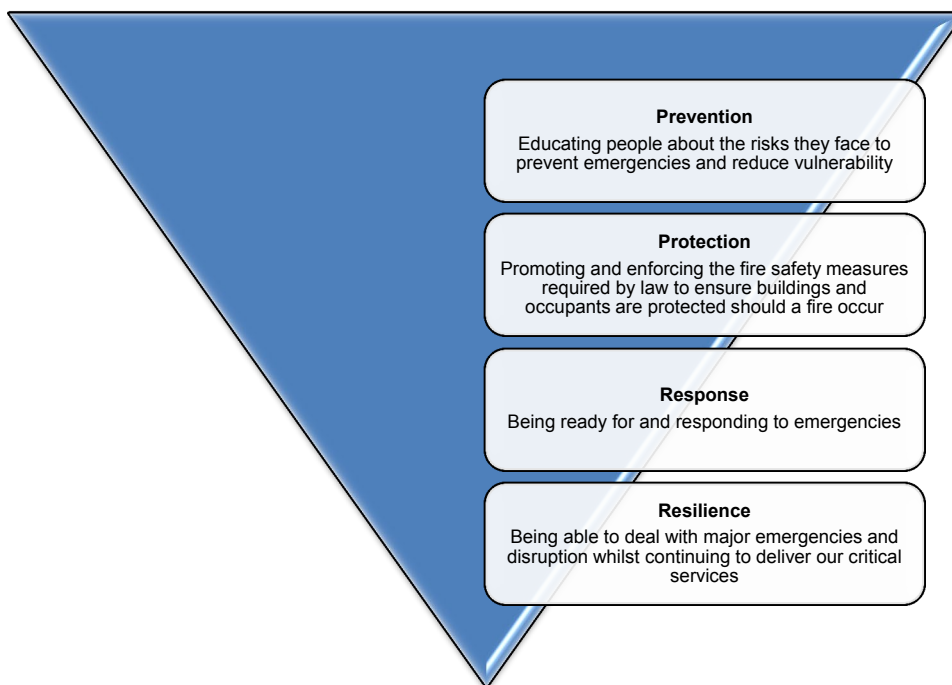


Figure 1. Hierarchy of risk management

Our Integrated Risk Management Plan (IRMP) is at the forefront of our decision-making and provides the coordination between our prevention, protection, response and resilience strategies. The risk faced by our communities is complex and although the numbers of fires have fallen over the last ten years, the demand on our prevention and protection services continues to grow. We aim to employ resources efficiently and effectively to reduce risk across West Yorkshire and build new capabilities where it is both necessary and reasonably practicable to do so.

This document details the methodology for the assessment of risk faced by the communities we serve. Risk is constantly changing and varies across the county; therefore we need to be proportionate and flexible in how we align our resources to this risk.

2 Legal Responsibilities

The Fire & Rescue National Framework for England (2018) sets out the priorities for a Fire and Rescue Service. These are:

- Make appropriate provision for fire prevention and protection activities and response to fire and rescue related incidents
- Identify and assess the full range of foreseeable fire and rescue related risks their areas face
- Collaborate with emergency services and other local and national partners to increase the efficiency and effectiveness of the service they provide
- Be accountable to communities for the service they provide
- develop and maintain a workforce that is professional, resilient, skilled, flexible and diverse

3 Foreseeable Risk

To manage foreseeable risk we will develop and maintain a WYFRS foreseeable risk register. This register will be used to assess the full range of potential scenarios facing our communities and will be based on the following types of emergencies:

- Fire
- Transport
- Technical Rescue
- Hazardous Materials
- Environmental
- Terrorism

Our assessment utilises the outcomes from the National Risk Assessment (NRA), National Risk Register (NRR) and the Community Risk Register (CRR). See appendix 1. It will take into account the experience of incidents nationally, regionally and locally and will consider:

- Life loss
- Injury
- Property damage
- Heritage loss
- Business Interruption
- Environmental damage
- Social impact
- Economic impact
- Effect on community cohesion and sustainability

We will carry out an annual review our existing prevention, protection, response and resilience arrangements against this register and assess our effectiveness and readiness for these scenarios. The outcomes of this assessment will be considered within our IRMP. To mitigate these risks we may need to, where reasonably practicable, develop our existing provisions, enter into effective collaboration with partners or build new capability.

Experience tells us that certain incidents such as house fires and road traffic collisions are more likely to occur than more significant incidents such as a train crash or large industrial chemical release. Although the latter may have a more significant impact on the community, they are much less likely. Therefore, we direct our prevention, protection and response resources to provide the greatest possible return on investment by reducing the overall impact of the risks we face.

We use a number of operational planning assumptions to provide assurance that we are be able to respond safely and effectively to large scale, significant emergencies, whilst maintaining fire cover to respond to the more frequent, critical emergencies. We use these planning assumptions to understand at what point we would require assistance from our neighbouring FRS and the use of specialist national assets.

Operational Planning Assumptions:

- A 20 pump building fire
- Two simultaneous 8 pump incidents
- A CBRNe incident
- A large moorland fire
- A protracted incident requiring three pumps over a seven-day period

4 **Assessment of Fire Risk**

Although it is impossible to predict exactly when or where a fire may occur, we are able to profile the areas and people that are more at risk and vulnerable to fire. In simple terms, when we look at the outcomes of our risk analysis we see that some areas and people are much more at risk and vulnerable to fire than others.

Up until 2007 we attended over 40,000 incidents per year. From 2008 to 2012 numbers steadily reduced to around 22,000 per year. The incident rate has remained stable since 2012, and this has provided the opportunity to analyse our fire data and profile the underlying risk of fire.

Analysis of incident data and studies into what makes an individual vulnerable to fire shows that there is a very strong correlation between fire and deprivation, the more deprived an area, the larger the number of fire related incidents. Additionally, there is a strong correlation between severity of fire and deprivation. We class a severe fire as one requiring hospitalisation or resulting in a fatality. This strong correlation demonstrates that deprivation is very closely linked to both the likelihood and severity of fire and therefore risk. In summary, the higher the level of deprivation, the higher the likelihood of a severe fire.

This strong correlation between fire and deprivation is used to profile fire risk within West Yorkshire.

5 Assessment of Deprivation

The latest edition of the English Index of Multiple Deprivation (IMD) was published by the Department of Communities and Local Government on 30 September 2015 and is an update of the 2010 version.

IMD 2015 is based on Lower Super Output Areas (LSOAs). There are 32,844 LSOAs in England and they are designed to be of a similar population size with each one containing around 1,500 residents. There are 1267 LSOAs in West Yorkshire.

IMD 2015 uses 37 indicators, organised across seven distinct domains of deprivation (income, employment, education skills and training, health deprivation and disability, crime, barriers to housing and services, and living environment) which are weighted and combined to calculate the Index of Multiple Deprivation 2015.

IMD 2015 ranks all 32,844 LSOAs in England with one being the most deprived and 32,844 is the least deprived. Once ranked these are generally grouped into bands with the lowest 10% used to define the most deprived LSOAs in England.

6 Profiling Fire Risk

To determine the overall risk from fire to the communities of West Yorkshire we use the correlation between all our fire related incidents and deprivation.

The chart below shows the strong correlation between deprivation and the number of all fire related incidents across West Yorkshire. In general terms, it shows the least deprived areas have lower numbers of fire related incidents than the more deprived.

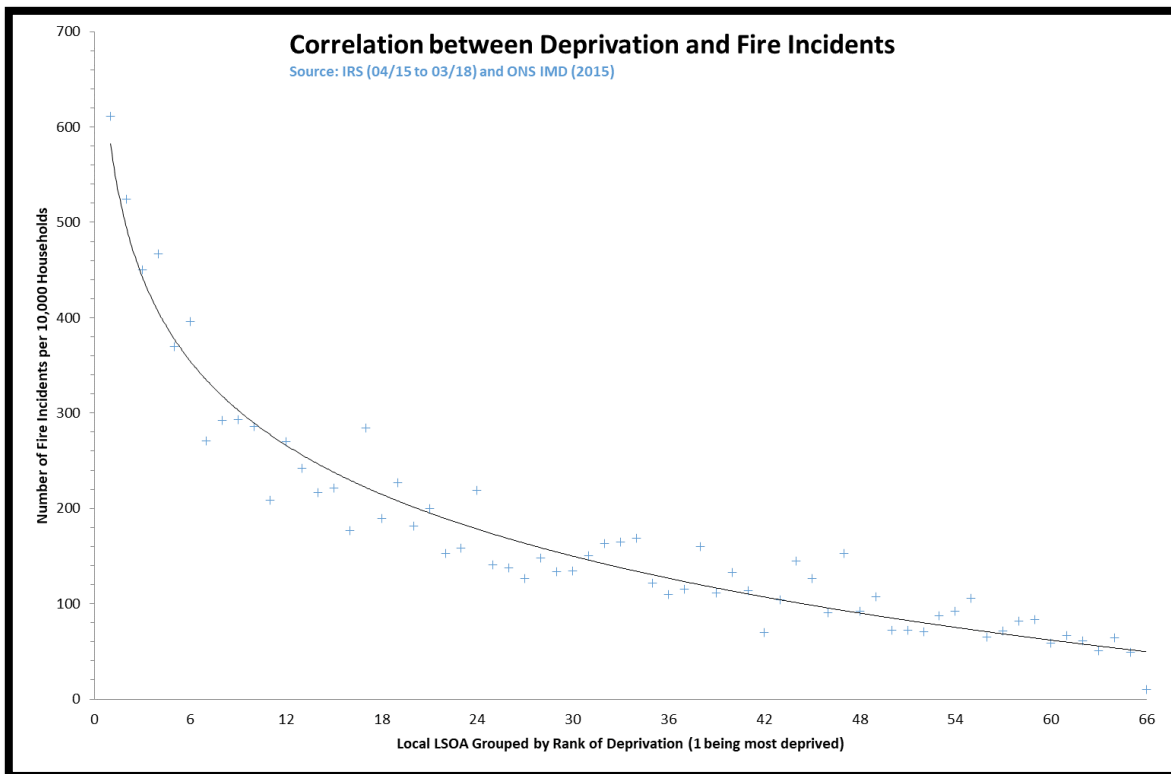


Figure 2. Relationship between deprivation and number of fires.

The chart below shows the strong correlation between deprivation and the number of fire related Injuries and deaths across West Yorkshire. In general terms, it shows that those in more deprived areas are more likely to have a fire leading to a serious injury or fatality.

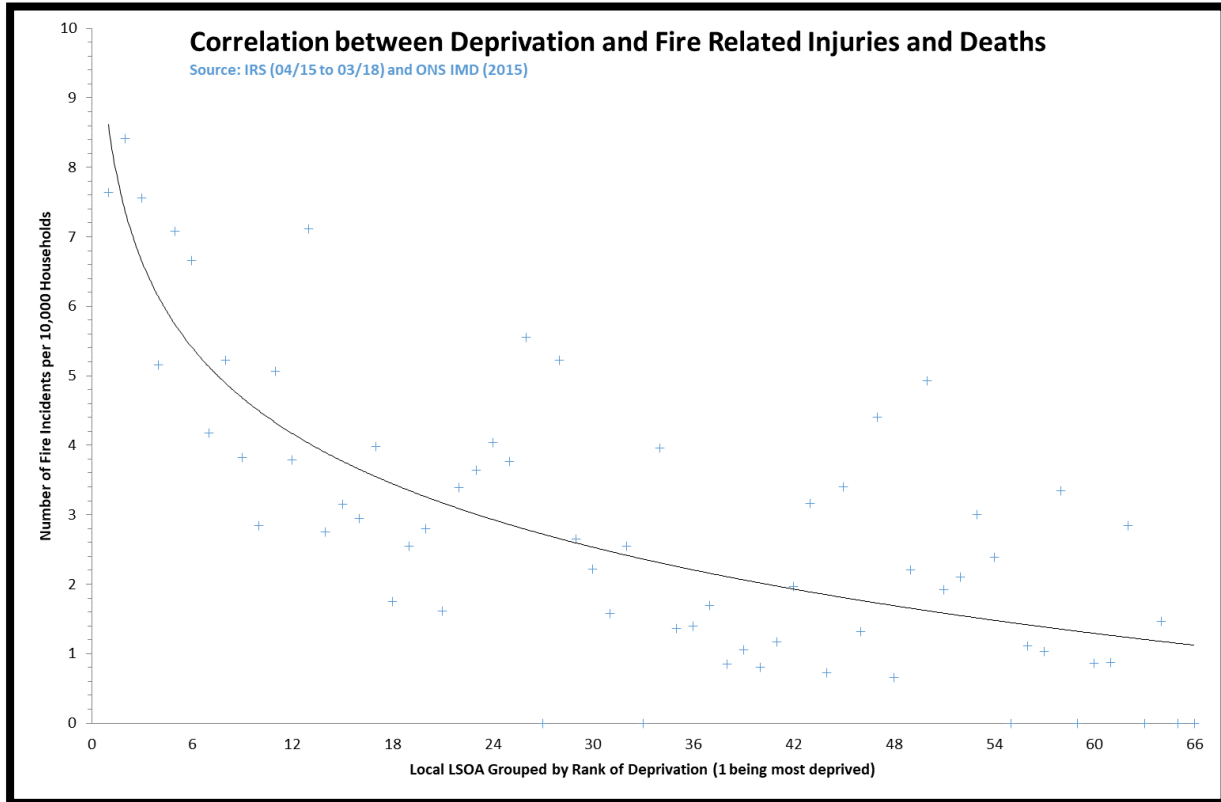


Figure 3. Relationship between deprivation and the serious injuries resulting from fire.

We use this profile of fire risk to prioritise our prevention activity and resource deployment. To support this prioritisation we categorise geographical areas based on their risk of fire into five bands ranging from very low to very high.

By dividing the likelihood into quintiles, we can divide areas within West Yorkshire into five, relative risk-bands. See overleaf.

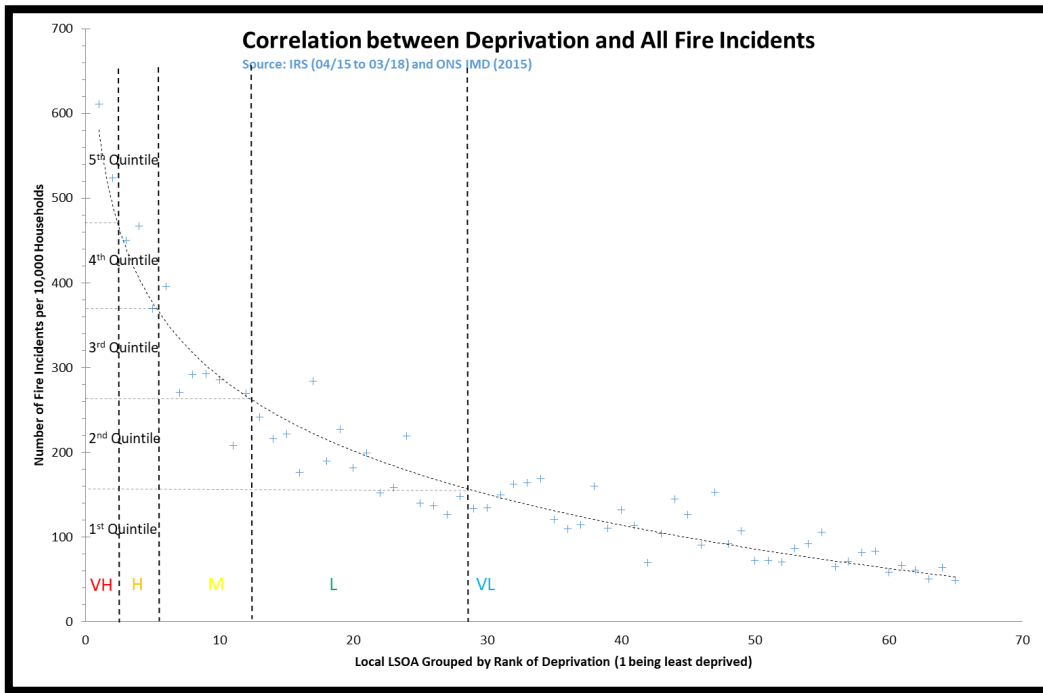


Figure 4 Grouping LSOA into fire risk bands

By transferring this information onto a map, we can identify these areas with a colour code ranging from the blue areas of lowest risk through to the red areas of greatest risk.

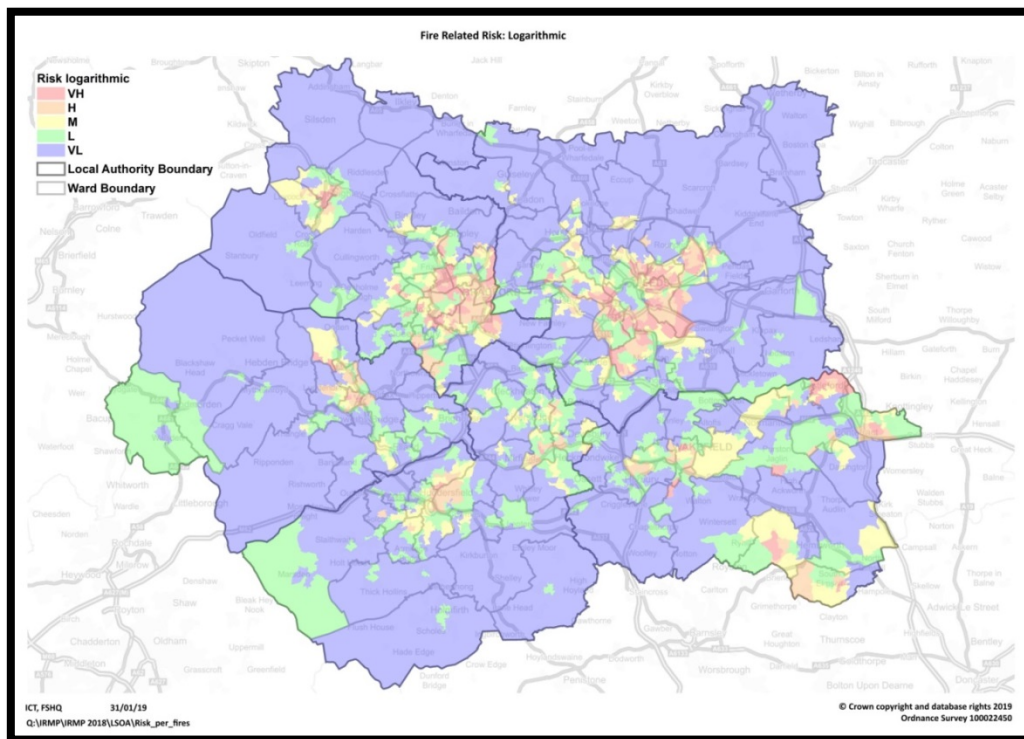


Figure 5 Lower Super Output Area by risk band

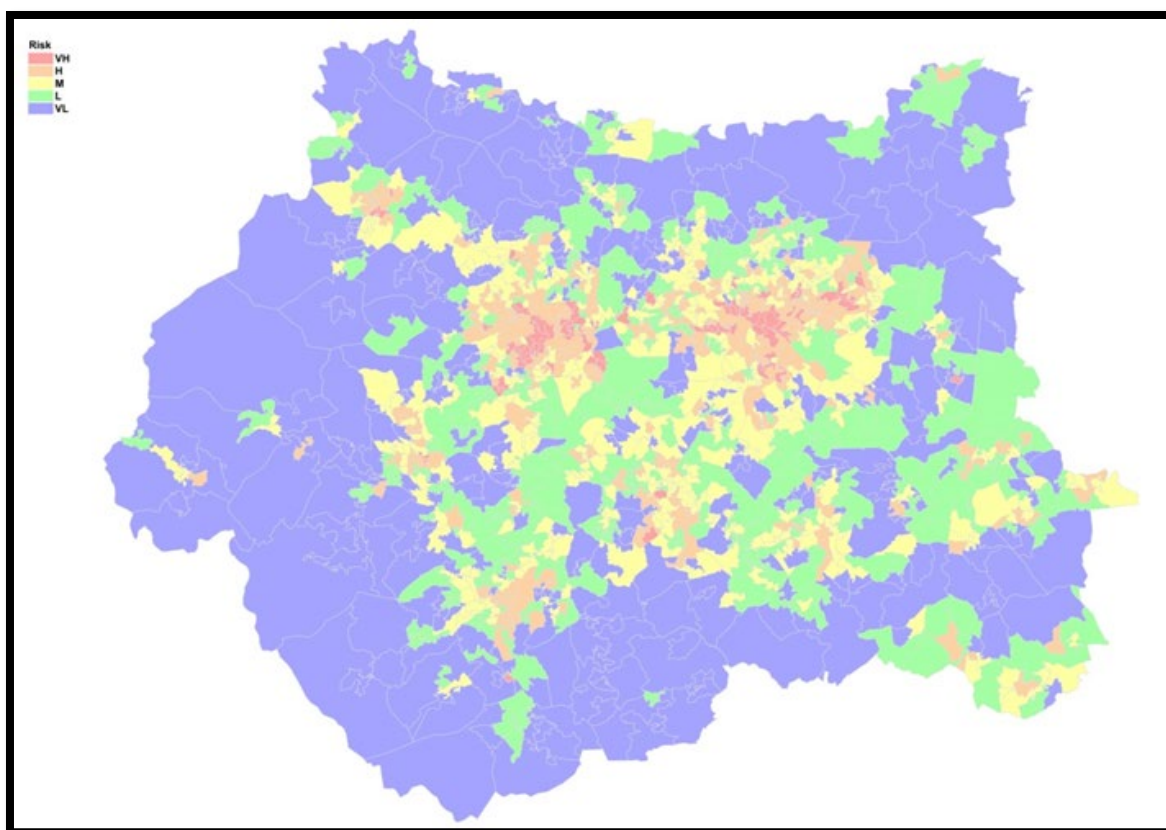
7 Assessment Profiling of Other Risk

As previously explained we attend a wide range of incidents other than fire, which must also be managed through the IRMP process.

These incidents are termed Special Service Calls (SSC). The majority of SSCs we attend are road traffic collisions (RTC). With high population density in our urban areas we can expect a significant number of road traffic incidents in a relatively small area.

The location of these incidents is more difficult to predict as analysis of our data shows that they do not necessarily correlate to areas of increased deprivation like fires do. We undertake specific risk modelling using historical incident data and specialist software to determine areas of higher risk for each SSC incident type. We will undertake partnership work with other agencies with the aim of reducing the number and severity of road traffic incidents in these areas.

Other SSCs types include extrications from collapsed buildings or machinery, flooding, water rescues, rescues from heights and lift rescues. Specific risk maps for any incident type can be produced to support targeted prevention work.



Profiling Risk in the Future

The first iteration of risk profiling within West Yorkshire was at a fire station area level, this was refined to electoral ward level (approximately 5,500 people) and is now profiled at LSOA level (approximately 1,500 people). As and when relative risk reduces further within West Yorkshire, this methodology can be applied to the smaller geographical unit of Output Areas (around 600 people).

The use of deprivation to assess risk will support integrated risk management planning for a period of at least three years. To underpin the currency of this process, the IMDs from 2007 and 2015 have been compared to show that the indices of deprivation remain consistent over a long period of time. This provides assurance that LSOAs are highly unlikely to change risk banding without significant external intervention.

8 Prevention Strategy

The success of our community safety programme has seen a significant decrease in the number of fire related incidents and a dramatic increase in the number of homes with fitted smoke detectors. Moving forward, our ability to target the highest risk and most vulnerable is now key to preventing fires and reducing fire related injuries and deaths.

We use this risk assessment process to direct our preventative activity to the areas of greatest risk. Using the information from the IMD and fire risk, the proportion of fire risk in each of our five districts is:

District	Proportion Of Fire Risk (%)	Proportion Of Dwelling Fire Risk (%)
Leeds	33%	37%
Bradford	29%	26%
Kirklees	15%	16%
Wakefield	14%	13%
Calderdale	8%	9%

However, this assessment alone does not show individual vulnerability. We know from analysis of our fire related deaths and injuries that age and lifestyle factors are key to determining individuals most at risk.

Lifestyle factors that increase the likelihood and severity of a fire are (but not limited to):

- Living alone
- Smoker in property
- Mental health concerns
- Working smoke detection
- Hearing impairment / visual impairment
- Medication that causes drowsiness
- Disability compromising escape
- Oxygen therapy
- Housekeeping / hoarding issue

To effectively target individuals vulnerable to fire, we have to first identify them.

Our primary method of identifying higher risk groups and individuals is through intelligence sharing arrangements with partner agencies such as health, social care and housing providers.

To support prevention initiatives specifically aimed at fire we can also use profiling software called Mosaic Public Sector. Mosaic breaks down the population into 66 classifications which can be seen in appendix 2. By linking all incidents involving fire to one of these classifications we are able to assess their likelihood of fire.

This allows us to plot the location of households likely to fall into the higher likelihood groups which can then be targeted for prevention activities. This information will underpin the development of district prevention plans.

Mosaic complements the IMD risk assessment in two ways:

1. It allows us to identify the highest risk households in areas already deemed high risk
2. It allows us to identify the high risk households in generally low or very low risk areas. The people living in these properties have previously been difficult to identify.

IMD allows us to represent the underlying risk from fire and set organisational strategies. Mosaic allows us to target the risk at a local level and produce plans to manage it.

The classifications with the highest likelihood of fire within West Yorkshire are:

Mosaic Type	Incidents per 100k Households per year
I38 Asian Heritage Large extended families in neighbourhoods with a strong South Asian tradition	527
M55 Families with Needs Families with many children living in areas of high deprivation and who need support	525
L49 Disconnected Youth Young people endeavouring to gain employment footholds while renting cheap flats and terraces	505
L50 Renting a Room Transient renters of low cost accommodation often within subdivided older properties	455
A02 Scattered Homesteads Older households appreciating rural calm in stand-alone houses within agricultural landscapes	454

The classifications with the lowest likelihood of fire within West Yorkshire are:

Mosaic Type	Incidents per 100k Households per year
J41 Central Pulse Youngsters renting city centre flats in vibrant locations close to jobs and night life	89
E19 Fledgling Free Pre-retirement couples with respectable incomes enjoying greater space and spare cash since children left home	87
F24 Bungalow Haven Seniors appreciating the calm of bungalow estates designed for the elderly	86
B05 Empty-Nest Adventure Mature couples in comfortable detached houses who have the means to enjoy their empty-nest status	82
D15 Modern Parents Busy couples in modern detached homes balancing the demands of school-age children and careers	73

The highest groups are six times more likely to have a fire than the lowest risk groups.

9 Protection Strategy

The National Framework requires us to have a fire protection management strategy and a risk-based inspection programme, which enables us to enforce the provisions of the Regulatory Reform (Fire Safety) Order 2005 (RRO).

Our Risk Based Inspection Programme (RBIP) details how we will meet the requirements of the current National Framework. The current document covers the period 1 April 2017 – 31 March 2020.

The Fire Safety Inspection Programme demonstrates that the Authority that is meeting its enforcement responsibilities in respect of the RRO.

The RRO makes risk assessment central to determining the necessary level of fire precautions in all non-domestic premises. The statutory responsibility for ensuring an adequate level of fire safety lies with the Responsible Person for individual premises – usually the employer, or occupier (person in control of the premises) or the owner.

We have a statutory duty to enforce the compliance requirements of the RRO in the majority of premises, although the Health & Safety Executive (HSE), the Crown Premises Inspection Group of the Chief Fire and Rescue Adviser's Unit and local authorities also have enforcement responsibilities in some specific types of premises.

The development of our inspection programme allows us to demonstrate that we are focusing our resources on those premises that represent the greatest risk to life in the event of fire through failure to comply with fire safety law.

Fire Protection Inspectors (FPI) are specifically trained and authorised to carry out audits as defined by IRMP Note 4 as a full in-depth inspection in relation to whether the responsible person of the premises is complying with the RRO.

To ensure effective service delivery to the communities of West Yorkshire we priorities our work to ensure that our inspectors visit premises where we receive intelligence to suggest that compliance with the RRO is significantly poor.

The fire protection inspection programme is underpinned by a determination of the level of risk presented by premises through non-compliance. Inspections will be determined by their priority when set against other similar premises which may present a greater or lesser risk due to poor compliance with the RRO.

The focus of the RRO is life safety.

The inspection programme is delivered by specialist fire protection inspectors who target those premises that present the greatest risk within West Yorkshire. We will do this by utilising various mechanisms in a hierarchal order from top to bottom:

- Intelligence received that indicates poor compliance of fire safety law which is likely to put relevant persons at risk of death or serious injury in case of fire
- Referrals from Operational Crews
- Complaints
- The effectiveness of passive and active fire precautions
- Local and national incidents
- The frequency of fires nationally by type of premises
- The impact of fire safety management and the societal risk presented by the type of occupancy, e.g. less mobile occupants
- The relative risk score which is calculated by our Premises Risk Database (PRD)

We direct our resources to concentrate on those premises that present the highest risk to relevant persons through intelligence of poor compliance, we would expect these premises to fall within the relative risk bands of “well above average” and “above average” however as we have no control over which these premises are they may fall outside of these bands.

The relative risk score of premises can remain high even though the premises are fully compliant with the RRO. We maintain the concept of improving the ‘regulatory compliance level’ within premises subject to inspection. Although in some premises the relative risk score will remain high, by improving the regulatory compliance level there will be less chance that a fire starts and, should this occur, the risk to life and property will be significantly reduced.

10 Response Strategy

Fundamentally, our emergency response strategy organises the deployment of firefighters, appliances and equipment to provide the most effective response to emergencies across West Yorkshire. We refer to this as fire cover.

Speed and weight of attack

Having an appropriate speed (the time it takes us to get there) and weight (the number of resources we send) of response to fire incidents has a significant impact on fire development, risk to life, property loss, and firefighter safety.

We assign a standardised level of response known as the pre-determined attendance (PDA) for each different category of emergency call. The PDA ensures that the correct level of resource is mobilised to the incident and is, on the majority of occasions sufficient to deal with the incident without requesting additional resources. Our PDAs continue to reflect the unique nature of specific risks and information gathered by operational crews during operational risk visits at commercial properties.

Some of the county's highest risk buildings currently require several fire engines as the PDA. Examples of such premises include large chemical sites, hospitals and sites where water supplies are sparse. Other types of emergencies demand mobilising a specialist capability such as an aerial appliance or our technical rescue unit as part of the initial response.

We aim to ensure that the speed and weight of our emergency response is proportionate to the level of risk and each category of emergency. No two fires are the same. Every situation is different and these differences can have a significant effect on the severity of the fire. However, for the purpose of planning, some generalisations have to be made and these have been based on experience.

Experience tells us that the chances of survival for a person trapped in the room where the fire started is very low. In these circumstances it is very unlikely we will be able to respond in time to save life.

Therefore, when determining how quickly we need to arrive, we consider the likely scenario that a person

may be trapped in a room above or adjacent to the room on fire. Evidence suggests that an average room should contain a fire for between 15 and 20 minutes with the door closed.

Risk Based Planning assumptions

Our guide response times reflect the risk bandings for each LSOA and emergency type. There are three main categories of emergencies included as part of the Risk Based Planning Assumptions (RBPAs). The following is a brief description of these:

1. **Life risk incidents** are those that have potential for deaths, injuries, or that may require rescues. Typical examples of life risk incidents are therefore dwelling fires and road traffic collisions.
2. **Property risk incidents** are those involving valuable assets, not falling within the Life Risk criteria. They typically include fires in non-derelict buildings and vehicles, including factories, offices, and shops. Although such emergencies may affect people, they present significantly less threat to human life. This is because people are unlikely to be asleep in such properties and the fire protection measures incorporated into places of work and public buildings.
3. **Other Risk incidents** are those, which do not match the descriptors for Life or Property risk. Typical examples of such incidents are refuse, grass fires or response to Automatic Fire Alarm Actuations (AFAs).

When setting our response standards we take into account the likelihood and severity of a fire, this is the risk. It is therefore reasonable to assume that if you live in a high risk area and have one or more of the lifestyle factors linked to fire related deaths, you are more likely to have a fire. If you do experience a fire, the consequences of the fire in terms of injury, death and property loss is likely to be greater.

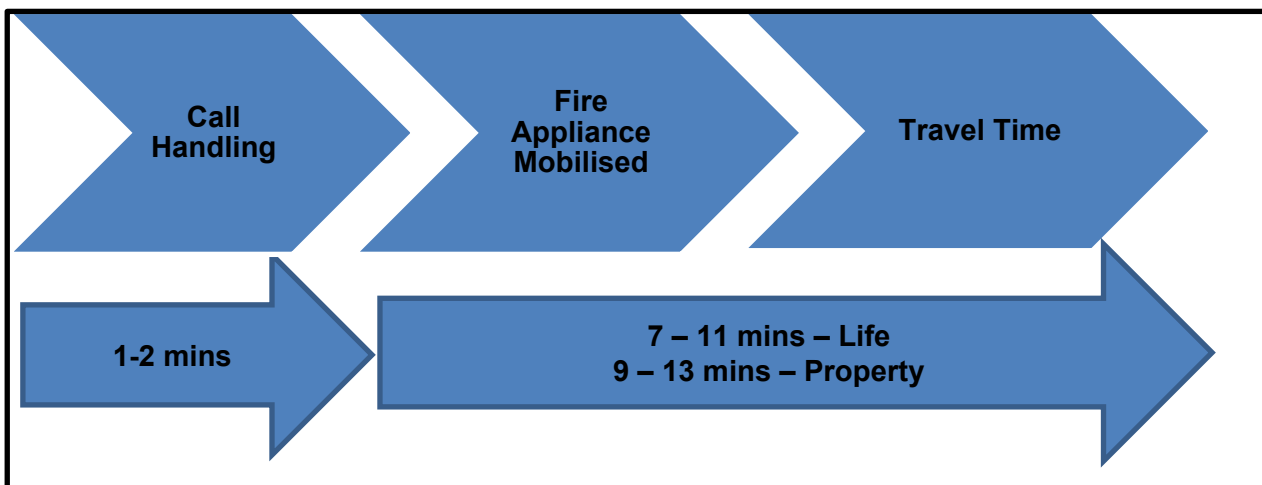
Understanding this relationship between location and demographics allows us to provide emergency response resources where they can provide the quickest response to incidents of a more serious nature and where they are more likely to occur. It is not an exact science, so professional judgement, or 'critical thinking' prevails throughout our decision making process.

The tables below summarise our RBPA's. They highlight the incremental increase in guide emergency response times in respect of the five risk bandings and categories of emergency. We work on the premise that the more at risk an area is from fire the quicker the emergency response that is required in order to mitigate the impact of fire. The response times in this table do not include call-handling time.

We have an equal response time to Other incident types of 15 minutes as speed of response is much less likely to have an impact on the severity of these incident types.


Risk Band	Emergency Type		
	Life Risk	Property Risk	Other
Very High Risk	7 minutes	9 minutes	15 Minutes
High Risk	8 minutes	10 minutes	15 Minutes
Medium Risk	9 minutes	11 minutes	15 Minutes
Low Risk	10 minutes	12 minutes	15 Minutes
Very Low Risk	11 minutes	13 minutes	15 Minutes

↑
Increasing
likelihood and
vulnerability to
fire



As well as the location of our fire stations, WYFRS employs four primary staffing models to match operational resource to risk, as a guide:

Staffing Model	Response
224	Immediate response
Day Crewing Close Call	Immediate response
Day Crewing	Immediate response between 08:00 and 17:00 Maximum five minute delay to response between 17:00 and 08:00
On - Call	Maximum five minutes delay to response when appliance is available



Increased likelihood of fire

These staffing models provide a response to the majority of our emergency incidents. WYFRS also has more specific staffing arrangements in place to respond to incidents that can be described as very low likelihood. These staffing models are used to provide capabilities such as National Resilience assets.

The fire cover provided across West Yorkshire is fluid. The WYFRS Fire Cover Policy describes how we aim to maintain the highest level of fire cover with the resources available. To achieve this, Fire Control will manage both appliance availability and overall fire cover by ensuring that resources are available in appropriate geographical locations so that attendance times are maintained.

11 Resilience Strategy

We deliver our day-to-day services by using normal procedures and activities. We do however acknowledge that risk can sometimes change in an unpredictable manner and that major incidents and events can occur at any time and without warning. Although major incidents happen infrequently, the backdrop of extreme climate change and a continual terrorism threat mean that we need to be ready to respond whenever the need arises.

The Civil Contingencies Act 2004 requires fire and rescue authorities to have effective business continuity arrangements in place. These plans need to identify, assess and address any gaps between existing capability and that required for local and national resilience. Business Continuity Management is therefore fundamental to how we operate as a service and enables us to meet our legal obligations.

Our plans reflect risks and threats identified through a horizon scanning and intelligence sharing process and focus upon arrangements that help us to continue delivering our core functions. We develop them in conjunction with other partners and stakeholders, for example, the Local Resilience Forum. They also address risks identified on the National Risk Register, Community Risk Register and those bespoke to WYFRS. The associated severity and likelihood for these risks and threats is determined by our Risk Management Strategy Group and transferred onto a corporate risk matrix. Our Business Continuity Plans address a wide range of emergency events.

We are fortunate to have several national and regional assets available for use in West Yorkshire. These assets provide an enhanced capability to respond to wide-scale floods, complicated search and rescue operations, chemical releases and large scale decontamination requirements. These assets were initially provided for national and regional resilience but we have now integrated them into normal emergency response arrangements.

Major incidents place a significant burden upon emergency response resources and can require more resources than a single fire and rescue service can provide. In common with other fire and rescue services, we provide and receive mutual aid to and from other fire authority areas. The Fire and Rescue Services Act 2004 also places a legal requirement on fire authorities to agree reinforcement arrangements with their neighbouring fire authorities. Our plans therefore support such arrangements and these help to improve our response resilience.

Locally we can support emergency response by standing up additional fire engines called 'resilience pumps'. These fire engines will not be continually staffed and will only be activated under the following circumstances:

- To respond to unanticipated or unexpected high level of emergency calls
- To provide additional resources during a major emergency; for example wide area flooding, or at large protracted fires
- As part of a pre-planned response to organised, or anticipated events; for example, public demonstrations and inclement weather

There are a number of methods available to staff 'resilience pumps':

- personnel in non-operational roles who maintain competence to staff fire engines can be relocated during their normal working hours
- surplus retained duty personnel
- recall to duty (off duty operational staff voluntarily responding at short notice)

12 Performance Monitoring

Effective performance monitoring provides the basis for continuous improvement in the services we provide.

We monitor performance against the base risk map (figure 5). We look for LSOAs that are performing outside the normal expected levels of incident rate. Where we identify LSOAs that are below the normal expected levels we can similarly interrogate prevention and protection databases for successful examples of initiatives (targeting, partnerships etc.) to enable us to replicate these efforts in other areas.

The aim of this monitoring is to reduce the number of fires across West Yorkshire. Successful prevention and protection strategies will focus on higher risk areas and individuals and this should lead to a reduction in the risk profile.

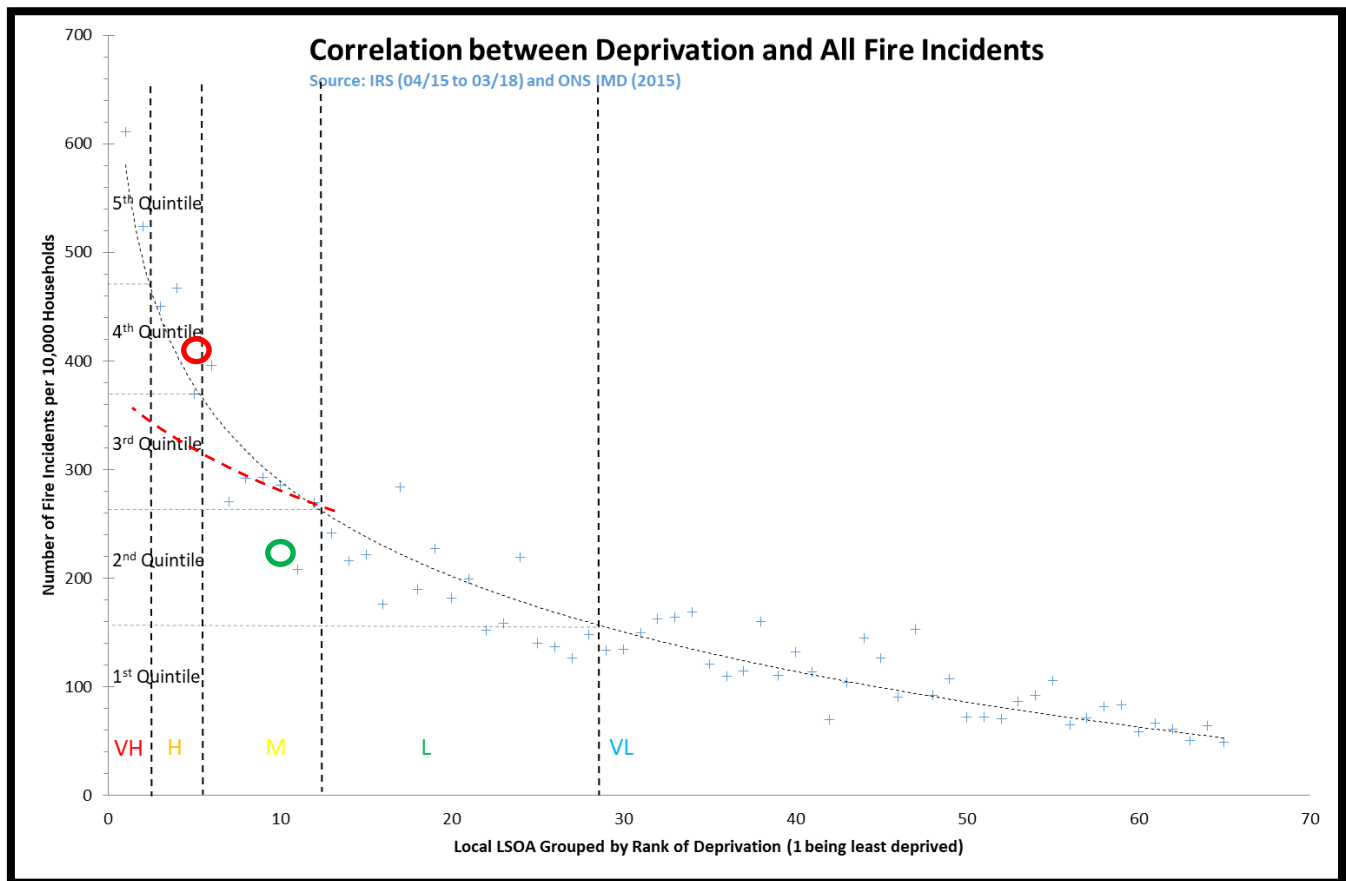


Figure 7 Identifying Outliers

If a particular LSOA (such as the one circled in red) is experiencing a higher number of fires than the profile suggests, this will be looked at in detail and new interventions will be put in place where appropriate.

We will also look at LSOA (such as the one circled in green) which are experiencing better than expected performance to try and understand what prevention and protection activity has occurred that can be shared in other areas. This may also be due to interventions delivered by partner agencies.

Our overall intention is to flatten the line as indicated by the red dashed line in figure 7 by reducing the number of incidents in the highest risk LSOA.

We will review both the base map for fire and the foreseeable risk register annually. Performance will be compared against the results to the same period from the previous year. This will be used to assess the effectiveness of the response, prevention and protection strategies and inform the IRMP.

13 Assurance and Audit

We will demonstrate assurance in risk management by achieving the following objectives:

- Demonstrate compliance of the National Framework priorities
- Undertake a full and comprehensive risk assessment of the communities of West Yorkshire
- Have suitable Prevention, Protection and Response strategies detailing how we will manage and reduce this risk
- Demonstrate we have proportionately allocated resource to risk
- Undertake an annual evaluation of risk within West Yorkshire and respond accordingly

On an annual basis a report will be produced which demonstrates how effective we have been against these objectives. This will demonstrate our confidence levels in our assessment of risk and our allocation of our resources.

Appendix 1 Risk Registers

National Risk Register and Community Risk Register

The government aims to ensure all organisations have clear and effective risk assessment processes in place. It works at all levels to assess and mitigate the risk from emergencies facing the country as a whole.

The risks the UK faces are continually changing. The government monitors the most significant emergencies that the UK and its citizens could face over the next five years using the National Risk Assessment (NRA). This is a confidential annual assessment that draws on expertise from a wide range of departments and agencies of government. The National Risk Register (NRR) is the public version of the assessment.

A number of risks in the NRA have been grouped together into more generic categories for the purpose of producing the NRR. This is partly to bring thematic risks together and also due to the sensitivity of the NRA. The position of each category on the risk matrices is an estimate based on the positions of all the different constituent risks from the NRA, taking care not to undervalue the most serious risks.

The NRR confirms a number of existing national risks on two risk matrices. One includes risks from natural hazards, disease, major accidents and societal risk and the other is risk from malicious attack.

The main risks identified on the national risk registers:

- Pandemic influenza
- Major coastal & river flooding
- Cold and snow
- Widespread electrical failure
- Large scale chemical, biological, radiological or nuclear attacks
- Attacks on crowded places
- Attacks on transport

Long-term Trends

In addition to the risks above there are longer term trends that are likely, over the coming decades, to change the overall risk landscape. These could make the current risk more severe or more likely and in time they could lead to the emergence of completely new risks, for example:

- Climate change
- Antimicrobial resistance (AMR)

The risks we face depend on where we live and work. For example, risks such as coastal flooding will be limited to specific parts of the country, whilst the likelihood and impact of major industrial accidents will depend upon the type of industry in an area. Alongside the national level risk assessments, local tiers are

required to produce a specific risk assessment that reflects, as far as possible, the unique characteristics of each area.

The government provides guidance to Local Resilience Forums (LRFs) on how to interpret the risks in the NRA and NRR to help with their local assessment of risk. This ensures that risk assessment at all levels of government is integrated, so it can underpin coherent emergency planning throughout the country.

The Civil Contingencies Act 2004 requires emergency responders in England and Wales to co-operate in maintaining a public community risk register. These are approved and published by LRFs, which include representatives from local emergency responders as well as public, private and voluntary organisations.

The West Yorkshire LRF has produced the West Yorkshire Community Risk Register (CRR), which identifies the main risks that residents and businesses in West Yorkshire face.

The CRR forms the basis for multi-agency emergency planning; each risk in the register has its own risk assessment. The LRF looks at the risks and how best to ensure issues are prevented or addressed as appropriate. It is accepted that the CRR does not cover all eventualities. However, there is no need to assess every single risk, particularly those of a very low likelihood of occurring, and many risks are assessed on their impact across the entire LRF area.

Undertaking an assessment of risk in this way will support decision making when developing future IRMP strategies.

Appendix 2 Index of Multiple Deprivation

1. Income Deprivation Domain

The Income Deprivation Domain measures the proportion of the population in an area experiencing deprivation relating to low income. The definition of low income used includes both those people that are out-of-work, and those that are in work but who have low earnings (and who satisfy the respective means tests).

The indicators:

- Adults and children in Income Support families
- Adults and children in income-based Jobseeker's Allowance families
- Adults and children in income-based Employment and Support Allowance families
- Adults and children in Pension Credit (Guarantee) families
- Adults and children in Working Tax Credit and Child Tax Credit families not already counted, that is those who are not in receipt of Income Support, income-based Jobseeker's Allowance, income-based Employment and Support Allowance or Pension Credit (Guarantee) and whose equalised income (excluding housing benefit) is below 60 per cent of the median before housing costs
- Asylum seekers in England in receipt of subsistence support, accommodation support, or both

2. Employment Deprivation Domain

The Employment Deprivation Domain measures the proportion of the working-age population in an area involuntarily excluded from the labour market. This includes people who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities.

The indicators:

- Claimants of Jobseeker's Allowance (both contribution-based and income-based), women aged 18 to 59 and men aged 18 to 64
- Claimants of Employment and Support Allowance (both contribution-based and income-based) , women aged 18 to 59 and men aged 18 to 64
- Claimants of Incapacity Benefit, women aged 18 to 59 and men aged 18 to 64
- Claimants of Severe Disablement Allowance, women aged 18 to 59 and men aged 18 to 64
- Claimants of Carer's Allowance, women aged 18 to 59 and men aged 18 to 64.

3. Education, Skills and Training Deprivation Domain

The Education, Skills and Training Domain measures the lack of attainment and skills in the local population. The indicators fall into two sub-domains: one relating to children and young people and one relating to adult skills. These two sub-domains are designed to reflect the 'flow' and 'stock' of educational disadvantage within an area respectively. That is, the 'children and young people' sub-domain measures the attainment of qualifications and associated measures ('flow'), while the 'skills' sub-domain measures the lack of qualifications in the resident working-age adult population ('stock').

The indicators:

Children and Young People sub-domain

- Key Stage 2 attainment: The average points score of pupils taking reading, writing and mathematics Key Stage 2 exams
- Key Stage 4 attainment: The average capped points score of pupils taking Key Stage 4
- Secondary school absence: The proportion of authorised and unauthorised absences from secondary school
- Staying on in education post 16: The proportion of young people not staying on in school or non-advanced education above age 16
- Entry to higher education: A measure of young people aged under 21 not entering higher education

Adult Skills sub-domain

- Adult skills: The proportion of working-age adults with no or low qualifications, women aged 25 to 59 and men aged 25 to 64
- English language proficiency: The proportion of working-age adults who cannot speak English or cannot speak English well, women aged 25 to 59 and men aged 25 to 64

4. Health Deprivation and Disability Domain

The Health Deprivation and Disability Domain measures the risk of premature death and the impairment of quality of life through poor physical or mental health. The domain measures morbidity, disability and premature mortality but not aspects of behaviour or environment that may be predictive of future health deprivation.

The indicators:

- Years of potential life lost: An age and sex standardised measure of premature death
- Comparative illness and disability ratio: An age and sex standardised morbidity/disability ratio
- Acute morbidity: An age and sex standardised rate of emergency admission to hospital
- Mood and anxiety disorders: A composite based on the rate of adults suffering from mood and anxiety disorders, hospital episodes data, suicide mortality data and health benefits data.

5. Crime Domain

Crime is an important feature of deprivation that has major effects on individuals and communities. The Crime Domain measures the risk of personal and material victimisation at local level.

The indicators:

- Violence: The rate of violence per 1,000 at-risk population
- Burglary: The rate of burglary per 1,000 at-risk properties
- Theft: The rate of theft per 1,000 at-risk population
- Criminal Damage: The rate of criminal damage per 1,000 at-risk populations.

6. Barriers to Housing and Services Domain

The Barriers to Housing and Services Domain measures the physical and financial accessibility of housing and local services. The indicators fall into two sub-domains: 'geographical barriers', which relate to the physical proximity of local services, and 'wider barriers' which includes issues relating to access to housing such as affordability.

The indicators:

Geographical Barriers sub-domain

- Road distance to a post office: A measure of the mean distance to the closest post office for people living in the Lower-layer Super Output Area
- Road distance to a primary school: A measure of the mean distance to the closest primary school for people living in the Lower-layer Super Output Area
- Road distance to a general store or supermarket: A measure of the mean distance to the closest supermarket or general store for people living in the Lower-layer Super Output Area
- Road distance to a GP surgery: A measure of the mean distance to the closest GP surgery for people living in the Lower-layer Super Output Area

Wider Barriers sub-domain

- Household overcrowding: The proportion of all households in a Lower-layer Super Output Area which are judged to have insufficient space to meet the household's needs
- Homelessness: Local authority district level rate of acceptances for housing assistance under the homelessness provisions of the 1996 Housing Act, assigned to the constituent Lower-layer Super Output Areas
- Housing affordability: Difficulty of access to owner-occupation or the private rental market, expressed as the inability to afford to enter owner-occupation or the private rental market.

7. Living Environment Deprivation Domain

The Living Environment Deprivation Domain measures the quality of the local environment. The indicators fall into two sub-domains. The 'indoors' living environment measures the quality of housing; while the 'outdoors' living environment contains measures of air quality and road traffic accidents.

The indicators:

Indoors sub-domain

- Houses without central heating: The proportion of houses that do not have central heating
- Housing in poor condition: The proportion of social and private homes that fail to meet the Decent Homes standard.

Outdoors sub-domain

- Air quality: A measure of air quality based on emissions rates for four pollutants

Appendix 3 - Mosaic Classifications

A City Prosperity	A01	World-Class Wealth	Global high flyers and families of privilege living luxurious lifestyles in London's most exclusive boroughs
	A02	Uptown Elite	High status households owning elegant homes in accessible inner suburbs where they enjoy city life in comfort
	A03	Penthouse Chic	City suits renting premium-priced flats in prestige central locations where they work hard and play hard
	A04	Metro High-Flyers	Ambitious 20 and 30-somethings renting expensive apartments in highly commutable areas of major cities
B Prestige Positions	B05	Premium Fortunes	Influential families with substantial income established in distinctive, expansive homes in wealthy enclaves
	B06	Diamond Days	Retired residents in sizeable homes whose finances are secured by significant assets and generous pensions
	B07	Alpha Families	High-achieving families living fast-track lives, advancing careers, finances and their school-age kids' development
	B08	Bank of Mum and Dad	Well-off families in upmarket suburban homes where grown-up children benefit from continued financial support
	B09	Empty-Nest Adventure	Mature couples in comfortable detached houses who have the means to enjoy their empty-nest status
C Country Living	C10	Wealthy Landowners	Prosperous owners of country houses including the rural upper class, successful farmers and second-home owners
	C11	Rural Vogue	Country-loving families pursuing a rural idyll in comfortable village homes while commuting some distance to work
	C12	Scattered Homesteads	Older households appreciating rural calm in stand-alone houses within agricultural landscapes
	C13	Village Retirement	Retirees enjoying pleasant village locations with amenities to service their social and practical needs

D Rural Reality	D14	Satellite Settlers	Mature households living in expanding developments around larger villages with good transport links
	D15	Local Focus	Rural families in affordable village homes who are reliant on the local economy for jobs
	D16	Outlying Seniors	Pensioners living in inexpensive housing in out of the way locations
	D17	Far-Flung Outposts	Inter-dependent households living in the most remote communities with long travel times to larger towns
E Senior Security	E18	Legacy Elders	Time-honoured elders now mostly living alone in comfortable suburban homes on final salary pensions
	E19	Bungalow Haven	Peace-seeking seniors appreciating the calm of bungalow estates designed for the elderly
	E20	Classic Grandparents	Lifelong couples in standard suburban homes enjoying retirement through grandchildren and gardening
	E21	Solo Retirees	Senior singles whose reduced incomes are satisfactory in their affordable but pleasant owned homes
F Suburban Stability	F22	Boomerang Boarders	Long-term couples with mid-range incomes whose adult children have returned to the shelter of the family home
	F23	Family Ties	Active families with teens and adult children whose prolonged support is eating up household resources
	F24	Fledgling Free	Pre-retirement couples with respectable incomes enjoying greater space and spare cash since children left home
	F25	Dependable Me	Single mature owners settled in traditional suburban semis working in intermediate occupations

G Domestic Success	G26	Cafés and Catchments	Affluent families with growing children living in upmarket housing in city environs
	G27	Thriving Independence	Well-qualified older singles with incomes from successful professional careers in good quality housing
	G28	Modern Parents	Busy couples in modern detached homes juggling the demands of school-age children and careers
	G29	Mid-Career Convention	Professional families with children in traditional mid-range suburbs where neighbours are often older
H Aspiring Homemakers	H30	Primary Ambitions	Forward-thinking younger families who sought affordable homes in good suburbs which they may now be out-growing
	H31	Affordable Fringe	Settled families with children owning modest, 3-bed semis in areas where there's more house for less money
	H32	First-Rung Futures	Pre-family newcomers who have bought value homes with space to grow in affordable but pleasant areas
	H33	Contemporary Starts	Fashion-conscious young singles and partners setting up home in developments attractive to their peers
	H34	New Foundations	Occupants of brand new homes who are often younger singles or couples with children
	H35	Flying Solo	Bright young singles on starter salaries choosing to rent homes in family suburbs
I Family Basics	I36	Solid Economy	Stable families with children renting better quality homes from social landlords
	I37	Budget Generations	Families supporting both adult and younger children where expenditure can exceed income
	I38	Childcare Squeeze	Younger families with children who own a budget home and are striving to cover all expenses
	I39	Families with Needs	Families with many children living in areas of high deprivation and who need support

J Transient Renters	J40	Make Do & Move On	Yet to settle younger singles and couples making interim homes in low cost properties
	J41	Disconnected Youth	Young people endeavouring to gain employment footholds while renting cheap flats and terraces
	J42	Midlife Stoppap	Maturing singles in employment who are renting short-term affordable homes
	J43	Renting a Room	Transient renters of low cost accommodation often within subdivided older properties
K Municipal Challenge	K44	Inner City Stalwarts	Long-term renters of inner city social flats who have witnessed many changes
	K45	Crowded Kaleidoscope	Multi-cultural households with children renting social flats in over-crowded conditions
	K46	High Rise Residents	Renters of social flats in high rise blocks where levels of need are significant
	K47	Streetwise Singles	Hard-pressed singles in low cost social flats searching for opportunities
	K48	Low Income Workers	Older social renters settled in low value homes in communities where employment is harder to find
L Vintage Value	L49	Dependent Greys	Ageing social renters with high levels of need in centrally located developments of small units
	L50	Pocket Pensions	Penny-wise elderly singles renting in developments of compact social homes
	L51	Aided Elderly	Supported elders in specialised accommodation including retirement homes and complexes of small homes
	L52	Estate Veterans	Long-standing elderly renters of social homes who have seen neighbours change to a mix of owners and renters
	L53	Seasoned Survivors	Deep-rooted single elderly owners of low value properties whose modest home equity provides some security

<p>M Modest Traditions</p>	M54	Down-to-Earth Owners	Ageing couples who have owned their inexpensive home for many years while working in routine jobs
	M55	Offspring Overspill	Lower income owners whose adult children are still striving to gain independence meaning space is limited
	M56	Self Supporters	Hard-working mature singles who own budget terraces manageable within their modest wage
<p>N Urban Cohesion</p>	N57	Community Elders	Established older households owning city homes in diverse neighbourhoods
	N58	Cultural Comfort	Thriving families with good incomes in multi-cultural urban communities
	N59	Asian Heritage	Large extended families in neighbourhoods with a strong South Asian tradition
	N60	Ageing Access	Older residents owning small inner suburban properties with good access to amenities
<p>O Rental Hubs</p>	O61	Career Builders	Motivated singles and couples in their 20s and 30s progressing in their field of work from commutable properties
	O62	Central Pulse	Entertainment-seeking youngsters renting city centre flats in vibrant locations close to jobs and night life
	O63	Flexible Workforce	Self-starting young renters ready to move to follow worthwhile incomes from service sector jobs
	O64	Bus-Route Renters	Singles renting affordable private flats away from central amenities and often on main roads
	O65	Learners & Earners	Inhabitants of the university fringe where students and older residents mix in cosmopolitan locations
	O66	Student Scene	Students living in high density accommodation close to universities and educational centres

Sources and Bibliography

[Fire & Rescue National Framework for England](#)

[Civil Contingencies Act 2004](#)

[National Risk Register of Civil Emergencies 2017 Edition](#)

National Resilience Planning Assumptions (Restricted) – Cabinet Office. 2011/12

West Yorkshire Resilience Forum Part 1– [Community Risk Register](#) Overview

West Yorkshire Resilience Forum Part 2 – [The Risk Register](#)

[IRMP Guidance Note 4](#) Integrated Risk Management Planning Guidance Note 4:

A risk assessment based approach to managing a fire safety inspection programme



OFFICIAL

Integrated Risk Management Plan (IRMP) - Consultation Feedback

Full Authority

Date: 21 February 2019

Agenda Item:

19

Submitted By: Director of Service Support

Purpose To present the outcome of the formal consultation process in relation to 'Your Fire and Rescue Service 2019 - 2022' submitted to Fire Authority on 21 September 2018

Recommendations That West Yorkshire Fire and Rescue Authority note the feedback from the consultation exercise and approve the amended document prior to publication in April 2019

Summary This paper presents the outcomes from the twelve-week consultation for the "Your Fire and Rescue 2019 -2022" that ran from 21 September 2018 to 14 December 2018. This feedback has been used to make minor amendments to the Plan previously presented to Fire Authority.

Local Government (Access to information) Act 1972

Exemption Category: None

Contact Officer: ACO Ian Bitcon
E: ian.bitcon@westyorkshire.gov.uk
T: 01274 655703

Background papers open to inspection: Your Fire & Rescue Service 2019 – 2022
Consultation Feedback

Annexes: WYFRA Consultation & Engagement Plan

1 Introduction

- 1.1 On 21 September 2018, West Yorkshire Fire & Rescue Authority gave approval to undertake a twelve-week external consultation on the 'Your Fire and Rescue Service 2019 - 2022'. This report details the consultation process followed, feedback received and the amendments to the Plan.

2 Information

- 2.1 This purpose of 'Your Fire and Rescue Service' is to inform service users about West Yorkshire Fire and Rescue Service (WYFRS). The document fulfils our National Framework (2018) statutory duty to produce a three-year integrated risk management plan (IRMP). Historically WYFRS has produced a Community Risk Management Strategy and Service Plan each with a five-year currency. 'Your Fire and Rescue Service' combines these documents into one accessible publication.

3 Consultation Activity

- 3.1 The communication strategy follows the governments' consultation principles 2018. The objectives of the strategy were:

- To inform members of the public of the challenges faced by West Yorkshire Fire and Rescue Service
- To deliver the information in a clear and transparent format
- Provide the opportunity to feedback

- 3.2 A delivery plan was developed that included the following methods:

- Face-to-face briefings with staff
- Direct approach to Representative Bodies
- Direct approach with Blue Light Partners
- Direct approach to Local Authority Chief Executives
- Direct approach to NHS Trusts
- Direct approach to high risk premises such as COMAH sites and Leeds Bradford International Airport
- Direct approach to regional fire and rescue services
- Publication on West Yorkshire Fire and Rescue Service internet site
- Advertisement on social media networks (Twitter, Facebook, Instagram)
- Focus group led by the Diversity and Inclusion Team

3.3 Channels available for questions and feedback were:

- A dedicated email address
- An internal WY Firespace IRMP consultation page
- Website feedback page
- By post
- Through social media
- By phone

3.4 Summary of responses

- 19 comments have been posted on the WYFRS Facebook page
- 8 responses were received using the consultation email address

4 Consultation Feedback

- 4.1 Feedback from the representative bodies was received following the internal eight-week consultation over the improving our service element of this plan. This feedback was reported to Authority on 14 December 2019.
- 4.2 As part of this consultation the use of a focus group was trialled in Bradford. The feedback from this group has led to minor amendments to the Plan to improve readability and understanding.
- 4.3 The focus group also suggested improvements to the approach WYFRS takes to increase recognition of the services we provide. This feedback has been shared with the Corporate Communications team.

5 Financial Implications

- 5.1 The external cost of this consultation process was £2007. These costs are attributed to production of the 'Your Fire Service' publication and social media advertising.
- 5.2 Internal consultation costs have been absorbed into existing budgets.

6 Legal implications

- 6.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

7 Human Resource and Diversity Implications

- 7.1 Consultation meetings were held with groups, departments and individuals taking into account different work patterns, shifts and protected characteristics providing opportunity for every member of staff to feedback on the plan.
- 7.2 The Diversity and Inclusion team have raised concerns regarding accessibility of the plan which are discussed in section nine.

8 Health and Safety Implications

- 8.1 There were no health and safety implications arising directly from the consultation process.

9 Service Plan Links

- 9.1 The Integrated Risk Management Plan is critical to the delivery of the Service Plan and the ambition of “Making West Yorkshire Safer”. The four strategic priorities are:
- Deliver a proactive community safety programme
 - Deliver a professional and resilient emergency response service
 - Provide a safe skilled workforce that serves the needs of a diverse community
 - Provide effective and ethical governance and achieve value for money

10 Conclusion

- 10.1 The feedback we have received is limited. The majority of the feedback indicates that the Plan delivers quality information in a useable format which informs the communities we serve.
- 10.2 Feedback has been received from the West Yorkshire Fire and Rescue Diversity and Inclusion team regarding improvements to the accessibility and flow of the document which have been shared with the Corporate Communication Team.
- 10.3 The value added by consulting with focus groups is recognised. Focus groups will be used more widely when consulting on future iterations of this document.
- 10.4 This feedback has been used to make minor amendments to the plan. The amendments are:
- Reordering of the pages to improve flow and readability
 - Inclusion of additional teams in the delivering our service section
 - Inclusion of the programme of change action plan
 - Minor changes to sentence structure and wording

Appendix 1 – Consultation and Engagement Plan

Audience	AIM	Communication Method
WYFRS staff members	Briefings to be given to all staff, Intranet page available for staff to access the document. We aim to provide a good awareness of the document and encourage open dialogue.	WYFirespace site which includes feedback mechanisms. Face to Face briefings Principal Officer briefings
External stakeholders	Direct approach to local authorities, West Yorkshire Police, Yorkshire Ambulance Service, Neighbouring FRS's, COMAH sites, Leeds Bradford International Airport. This will allow our higher risks businesses and major service users to consider how changes on the service will impact on their operations. The consultation will provide a discussion forum to address concerns.	Copies of the plan were emailed directly and sent as hard copy. Email Plan has been provided to the Fire Authority
Representative Bodies	Copies of the plan were sent to representative bodies at the start of the consultation process to invite challenge. It is understood that the major focus for the representative bodies will be the improving our service section which links to the internal eight week consultation process.	Email Updates at scheduled rep body meetings. Verbal updates and emails.
Members of the Public	To raise public awareness of the service we intend to provide and demonstrate how our budget is spent. The plan will demonstrate how we operate effectively and efficiently.	Launched on WYFRS external website. Social Media reach. Focus group Articles in local press



OFFICIAL

Treasury Management Strategy 2019 - 20

Full Authority

Date: 21 February 2019

Agenda Item:

20

Submitted By: Chief Finance and Procurement Officer

Purpose

To present the Treasury Management Strategy 2019-2020

Recommendations

Members are asked to;

- a) approve the investment strategy in section 2.3 and Appendix A
- b) approve the borrowing strategy outlined in section 2.4
- c) approve the capital strategy outlined in section 2.5
- c) approve the policy for provision of repayment of debt outlined in Appendix C
- d) approve the Treasury Management indicators in Appendix D
- e) note the capital plan in Appendix E

Summary

The Authority has formally adopted CIPFA's Code of Practice on Treasury Management, and is thereby required to consider a treasury management strategy before the start of each financial year. In addition, the Department for Communities and Local Government (DCLG) issued guidance on local authority investments in March 2010, which requires the Authority to approve an Investment Strategy before the start of each financial year.

Local Government (Access to information) Act 1972

Exemption Category: None

Contact Officer: Alison Wood 01274 655711
alison.wood@westyorksfire.gov.uk

Background papers open to inspection: The Prudential Code for Capital Finance in Local Authorities

Annexes: Appendix A – Investment strategy
Appendix B – Credit rating scores
Appendix C – Provision for repayment of debt
Appendix D – Treasury Management indicators
Appendix E – Capital Plan 2019 - 2022

1 Introduction

- 1.1 The Authority has formally adopted CIPFA's Code of Practice on Treasury Management, and is thereby required to consider a treasury management strategy before the start of each financial year. CIPFA released an updated version of the Prudential code in December 2017 which has resulted in a new requirement for local authorities to produce a capital strategy. The capital strategy is included within section 2.5 of this report. In addition, the Department for Communities and Local Government (DCLG) issued guidance on local authority investments in March 2010, which requires the Authority to approve an Investment Strategy before the start of each financial year.

2 Information

2.1 Outlook for the economy, credit risk and interest rates

- 2.1.1 The major external influence on the Authority's treasury management strategy for 2019/20 will be the UK's progress in negotiating its exit from the European Union and agreeing future trading arrangements. The domestic economy has remained relatively robust since the outcome of the 2016 referendum, but there are indications that uncertainty over the future is now weighing on growth. Transitional arrangements may prevent a cliff-edge, but will also extend the period of uncertainty for several years. Economic growth is therefore forecast to remain sluggish throughout 2019/20.
- 2.1.2 Although interest rates increased by 0.25% in August 2018, it is expected that the UK Bank of England Base Rate will remain at 0.75% until Spring 2019/20. Any future increases are expected to be gradual but the uncertainty of Brexit means that no increase cannot be guaranteed and rates may need to rise to combat any inflation pressures.

Forecasts for interest rates for the next three years is as follows:

Table 1: Interest Rate Forecasts

	Average Base Rate	20 Year PWLB Rate
2019/20 (June)	1.00%	2.90%
2019/20 (Dec)	1.25%	2.90%
2020/21	1.25%	2.80%
2021/22	1.25%	2.80%

Borrowing and Investment – General Strategy for 2018/19

As at 31 March 2019, the Authority is expected to have £45.6 million of external debt liabilities and £10.0 million of investments.

2.2.1 Forecasts for CFR as at 31 March are as follows:

	2019/20	2020/21	2021/21
	£m	£m	£m
CFR	69.0	69.6	70.6

2.2.2 The Capital Financing Requirement (CFR) represents the Authority's underlying need to finance capital expenditure by borrowing or other long-term liability arrangements. An authority can choose to borrow externally to fund its CFR. If it does this, it is likely that it would be investing externally an amount equivalent to its total reserves, balances and net creditors. Alternatively, an authority can choose not to invest externally but instead use these balances to effectively borrow internally and minimise external borrowing. In between these two extremes, an authority may have a mixture of external and internal investments / external and internal borrowing.

2.2.3 The movement in the CFR can be further explained via the table below;

	2019/20	2020/21	2021/22
	£m	£m	£m
CFR b/f previous year	67.4	69.0	69.6
Capital Expenditure	5.5	4.2	4.2
<u>CFR Debt Financed via;</u>			
Minimum Revenue Provision (MRP)	-3.9	-3.6	-3.2
CFR to c/f to next year	69.0	69.6	70.6

2.2.4 Prior to 2009/10 the Authority's policy had been to borrow up to its CFR and investing externally the majority of its balances. With the onset of instabilities in the financial markets and the economic downturn, the policy changed to one of ensuring the security of the Authority's balances. This coincided with dramatic falls in investment returns making the budgetary benefit of maximising external borrowing more marginal. Over the past few years, the Authority has chosen to finance its capital expenditure by 'borrowing' internally. This has principally been because of the relatively

low rates of interest receivable on investments, less than 0.5%, particularly when compared to the cost of borrowing longer term loans from the PWLB, the average rate for a 10-year maturity loan in 2018/19 has been around 2.25%. This practice is made more complicated by the Government's method of funding pension contributions – the year's funding plus any shortfall from the previous year, is paid as a lump sum in July each year. The grant in 2018/19 was £34.0 million.

2.2.5 The Chief Finance & Procurement Officer believes that the borrowing and investment strategy for 2019/20 must continue to place emphasis on the security of the Authority's balances.

2.2.6 As at 31 March 2019, the Authority is expected to have around £10.0 million invested externally, primarily in instant access accounts or short-term deposits, with the major British owned banks, building societies or Money Market Funds (MMFs). This will also ensure compliance with The Markets in Financial Instruments Directive II, whereby those maintaining a professional status must keep a minimum of £10 million invested at any point in time.

2.3 Investment Strategy

2.3.1 Investment guidance issued by MHCLG requires that an investment strategy, outlining the authority's policies for managing investments in terms of risk, liquidity and yield, should be approved by full Authority or equivalent level, before the start of the financial year. This strategy can then only be varied during the year by the same executive body.

2.3.2 The guidance splits investments into two types – specified and non-specified.

- Specified investments are those offering high security and liquidity. All such investments should be in sterling with a maturity of no more than a year. Investments made with the Government (DMADF) and a local authority automatically count as specified investments, as do investments with bodies or investment schemes of "high credit quality". It is for individual authorities to determine what they regard as "high credit quality".
- Non-specified investments have greater potential risk, being investments with: bodies that have a credit rating below "high credit quality"; bodies that are not credit rated at all; and investments over a year.

2.3.3 It is estimated that the Authority could have up to £35 million to invest at times during the year; a combination of cash received in advance, reserves and creditors.

2.3.4 It is proposed to continue with a low-risk strategy in line with previous years and where possible to borrow internally. This will help in reducing the amount of money the authority has invested at any one time and minimise the cost of borrowing.

2.3.5 The Authority's investment criteria has been slightly adapted over the years but is largely based on a strategy of when the Authority had relatively small investment balances. Since the pensions' payments have increased and the Government has chosen to provide the Authority with an annual grant to cover the costs, the Authority has found itself with more significant levels of investment. Officers carried out a review of the strategy prior to 2015/16 and are confident that it is fit for purpose in terms of the current strategy of prioritising security and liquidity while enabling returns above that offered by Government to be achieved.

Key features of the strategy are as follows:

Specified Investments

- The Authority is able to invest up to £6 million on an instant access basis with foreign based banks with a "high to upper medium grade" credit rating
- The Authority can invest up to £6 million in individual MMFs (instant access or two-day notice). MMFs are pooled investment vehicles, having the advantage of providing wide diversification of risk, coupled with the services of a professional fund manager.
- The Authority can invest in DMADF for up to 6 months

Non Specified Investments

- The Authority is able to invest up to £1 million and up to two months with individual UK banks and building societies with a "medium grade" credit rating.
- The Authority adopts an overall limit for non-specified investments of £2 million.

2.3.6 A maximum limit of £6 million applies to any one counterparty and this applies to a banking group rather than each individual bank within a group. For illustrative purposes, the last column of Appendix A lists which banks and building societies the Authority could invest with based on credit ratings as at the beginning of January 2019.

2.3.7 The policy allowing the Authority to invest up to £6 million with part-nationalised UK banks with mid "medium grade" credit ratings has been removed. With the Government steadily divesting themselves of their stake in these banks and the recent bail-in legislation, it is unlikely that the Government would bail these banks out if they got into further trouble.

Lloyds have strong enough ratings now to meet the Authority's criteria for specified investments whereas RBS's current ratings would mean that the bank only meets the non-specified criteria. However, the Authority has not invested with RBS for some time anyway as the rates of return offered have been relatively poor.

2.3.8 There may be opportunities in the future for local authorities to use collateralised products, in particular reverse repurchase agreements (REPOs). These products are secured on the borrower's assets (such as gilts or corporate bonds) and are exempt from bail-in. The rates are currently comparable to unsecured investments but entry levels are likely to be for investments of £10 million plus. It is proposed that reverse repurchase agreements are available to use under the strategy at the higher level indicated above.

2.3.9 The Authority uses credit ratings from the three main rating agencies - Fitch, Moody's and Standard & Poor's to assess the risk of investment defaults (Appendix B). The lowest credit rating of an organisation will be used to determine credit quality. Long term ratings are expressed on a scale from AAA (the highest quality) through to D (indicating default). Ratings of BBB- and above are described as investment grade, while ratings of BB+ and below are described as speculative grade.

2.3.10 Where an entity has its credit rating downgraded so that it fails to meet the approved investment criteria:

- No new investments will be made;
- Any existing investments that can be recalled at no cost will be recalled;
- Full consideration will be given to the recall or sale of all other existing investments with the affected counterparty.

2.3.11 Where a credit rating agency announces that a rating is on review for possible downgrade ("negative watch") so that it is likely to fall below the required criteria, then no further investments will be made in that organisation until the outcome is announced. This policy will not apply to negative outlooks.

2.3.12 Full regard will be given to other available information on the credit quality of banks and building societies, including credit default swap prices, financial statements and rating agency reports. No investments will be made with an organisation if there are substantive doubts about its credit quality, even though it may meet the approved criteria.

2.3.13 Investments may be made using the following instruments:

- Interest paying bank accounts
- Fixed term deposits
- Call or notice deposits
- Callable deposits
- Shares in money market funds
- Reverse repurchase agreements

2.3.14 Annual cash flow forecasts are prepared which are continuously updated. This helps determine the maximum period for which funds may be prudently committed.

2.3.15 Investment policy and performance will be monitored continuously and will be reported to Members during the year and as part of the annual report on Treasury Management.

2.4 Borrowing Requirement and Strategy

2.4.1 As at 31 March 2019, the Authority is expected to have £45.6 million of external debt liabilities and £10.0 million of investments. Forecast changes in these sums for the next three years are shown in the balance sheet analysis below:

Balance Sheet Forecast

	2018/19	2019/20	2020/21	2021/22
	£m	£m	£m	£m
CFR	67.4	69.0	69.6	70.6
Less: External borrowing	45.6	45.3	45.1	45.0
Internal Borrowing	21.8	23.7	24.5	25.6
Investments	10.0	10.0	10.0	10.0

2.4.2 When taking new borrowing, due attention will be paid to the authority's debt maturity profile. It is good practice to have a maturity profile for long-term debt which does not expose the Authority to a substantial borrowing requirement in years when interest rates may be at a relatively high level. In accordance with the requirements of the Code, the Authority sets out limits with respect to the maturity structure of its borrowing later in this report.

2.4.3 It is predicted that as at 31 March 2019, the Authority will have total external borrowing and other long-term liabilities of around £45.6 million. This is analysed as follows:

	Estimated Total debt as at 31 March 2019	
	£m	%
PWLB fixed loans	43.6	95.6
LOBOs	2.0	4.4
TOTAL	45.6	100.0

2.4.4 Historically, the biggest source of borrowing for local authorities has been PWLB loans. These Government loans have offered value for money and also flexibilities to restructure and make possible savings. Although, the Government decided to raise rates for new PWLB loans in October 2010 by around 0.90%, it has since introduced a discounted rate for local authorities joining the new “certainty rate” scheme. The Authority has joined the scheme and will have access to loans discounted by 0.20% in 2019/20.

2.4.5 The Authority also has a LOBO (Lender’s Option, Borrower’s Option) loan. The way this loan works is that the Authority pays interest at a fixed rate for an initial period and then the lender has the option in the secondary period to increase the rate. If the option is exercised, the Authority can either accept the new rate or repay the loan. The Authority’s loan is in its secondary period with intervals of 5 years between options. The next option date is May 2021. There have been moves by some lenders to amend the terms of their LOBO loans to convert them to ‘vanilla’ fixed rate loans. No approach has yet been made by Dexia Credit Local, the lender to the Authority to amend any of the conditions of the loan.

2.4.6 The Local Capital Finance Company was established in 2014 by the Local Government Association as an alternative source of local authority finance. It plans to issue bonds on the capital markets and lend the proceeds to local authorities. This will be a more complicated source of finance than the PWLB for three reasons: borrowing authorities may be required to provide bond investors with a joint and several guarantee over the very small risk that other local authority borrowers default on their loans; there will be a lead time of several months between committing to borrow and knowing the interest rate payable. The Company is not yet operational and officers will continue to monitor developments.

2.4.7 In terms of meeting the Authority’s borrowing requirement over the next three years, as short-term rates are forecast to stay low, it may be opportune to take short-term loans either at fixed or variable rates. However, with long term rates forecast to rise in the coming years, any such short term savings will need to be balanced against potential longer term costs.

- 2.4.8 The PWLB allows authorities to repay loans before maturity and either pay a premium or receive a discount according to a set formula based on current interest rates. The Authority may take advantage of this and replace some of the higher rate loans with new loans at lower interest rates where this will lead to an overall saving or reduce risk.
- 2.4.9 Borrowing policy and performance will be continuously monitored throughout the year and will be reported to Members.

2.5 Capital Strategy

2.5.1 The purpose of the Capital Strategy is to demonstrate that the Authority takes capital expenditure and investment decisions in line with corporate and service objectives and properly takes account of stewardship, value for money, prudence, sustainability and affordability. It sets out the long term context in which capital expenditure and investment decisions are made and gives due consideration to both risk and reward and impact on the achievement of priority outcomes.

2.5.2 The Capital Strategy comprises a number of distinct, but inter-related, elements as follows:

(a) Capital Expenditure

This section includes an overview of the governance process for approval and monitoring of capital expenditure, including the Authority's policies on capitalisation, and an overview of its capital expenditure and financing plans.

(b) Capital Financing and Borrowing

This section provides a projection of the Authority's capital financing requirement, how this is impacted by capital expenditure decisions and how it will be funded and repaid. It therefore sets out the Authority's borrowing strategy and explains how it will discharge its duty to make prudent revenue provision for the repayment of debt.

(c) Chief Financial Officer's statement

This section contains the Chief Financial Officer's views on the deliverability, affordability and risk associated with the capital strategy

Capital Expenditure

Capitalisation Policy

2.5.3 Expenditure is classified as capital expenditure when it results in the acquisition or construction of an asset (e.g. land, buildings, vehicles, plant and equipment etc.) that:

- Will be held for use in the delivery of services, for rental to others, investment or for administrative purposes; and
- Are of continuing benefit to the Authority for a period extending beyond one financial year.

Subsequent expenditure on existing assets is also classified as capital expenditure if these two criteria are met.

2.5.4 There may be instances where expenditure does not meet this definition but would be treated as capital expenditure, including:

- Where the Authority has no direct future control or benefit from the resulting assets, but would treat the expenditure as capital if it did control or benefit from the resulting assets. For example, where a grant is provided by the Authority to an external body in order that the body can purchase an asset for its own use. The provision of the grant would be treated as capital expenditure in the accounts of the Authority.
- Where statutory regulations require the Authority to capitalise expenditure that would not otherwise have expenditure implications according to accounting rules. For example, where the Government permits authorities, in special circumstances, to treat redundancy costs as capital costs therefore increasing flexibility as such costs can then be met using their existing borrowing powers or capital receipts.

2.5.5 The Authority operates a de-minimis limit for capital expenditure of £10,000. This means that items below these limits are charged to revenue rather than capital.

Governance

2.5.6 Capital expenditure is a necessary element in the development of the Authority's services since it generates investment in new and improved assets. Capital expenditure is managed through the four-year Capital Programme which is reviewed annually as part of the budget setting process and reviewed in year as part of financial monitoring arrangements.

2.5.7 The Authority's Financial Regulations and Contract Regulations provide a framework for the preparation and appraisal of schemes proposed for inclusion in the Capital Plan, appropriate authorisations for individual schemes to proceed and facilitate the overall management of the Capital Programme within defined resource parameters.

2.5.8 The Chief Finance and Procurement Officer shall determine the format of the Capital Programme and the timing of reports relating to it. The approved Capital Programme will comprise a number of individual schemes each of which will be quantified on an annualised basis. Each directorate will submit capital bids to the finance department which are then collated and presented to the Management Board Star Chamber for scrutiny and approval for inclusion on the proposed capital plan. The bids are then collated for submission to the Full Authority meeting in February.

2.5.9 The capital plan is monitored on a monthly basis with the provision of detailed budget monitoring reports to managers and is report quarterly to the Finance and Resources Committee.

2.5.10 The Capital Monitoring Management Group meet on a quarterly basis whereby the capital plan is scrutinised and managers have to report on the progress of each capital scheme for which they are responsible. This is chaired by the Chief Finance and Procurement Officer.

Capital Expenditure and Funding Plans

2.5.11 The Authority's capital expenditure plans as per the Capital Programme are set out in **Appendix E** and will be presented in the Budget Report for approval.

2.5.12 When expenditure is classified as capital expenditure for capital financing purposes, this means that the Authority is able to finance that expenditure from any of the following sources:

- (a) **Capital grants and contributions** - amounts awarded to the Authority in return for past or future compliance with certain stipulations.
- (b) **Capital receipts** - amounts generated from the sale of assets and from the repayment of capital loans, grants or other financial assistance.
- (c) **Revenue contributions** - amounts set aside from the revenue budget in the earmarked capital funding reserve.

- (d) **Borrowing** - amounts that the Authority does not need to fund immediately from cash resources, but instead charges to the revenue budget over a number of years into the future.

Chief Finance Officer Statement

2.5.13 The Prudential Code requires the Chief Financial Officer to report explicitly on the affordability and risk associated with the Capital Strategy. The following are specific responsibilities of the Chief Finance Officer:

- recommending clauses, treasury management policy/practices for approval, reviewing regularly, and monitoring compliance;
- submitting quarterly treasury management reports;
- submitting quarterly capital budget reports;
- reviewing the performance of the treasury management function;
- ensuring the adequacy of treasury management resources and skills, and the effective division of responsibilities within the treasury management function;
- ensuring the adequacy of internal audit, and liaising with external audit;
- recommending the appointment of external service providers.
- preparation of a capital strategy to include capital expenditure, capital financing, non-financial investments and treasury management
- ensuring that the capital strategy is prudent, sustainable, affordable and prudent in the long term and provides value for money
- ensuring that due diligence has been carried out on all treasury and non-financial investments and is in accordance with the risk appetite of the Authority
- ensure that the Authority has appropriate legal powers to undertake expenditure on non-financial assets and their financing
- ensuring the proportionality of all investments so that the authority does not undertake a level of investing which exposes the Authority to an excessive level of risk compared to its financial resources
- ensuring that an adequate governance process is in place for the approval, monitoring and ongoing risk management of all non-financial investments and long term liabilities

2.6 Statement of Policy on the Minimum Revenue Provision

2.6.1 The Local Authorities (Capital Finance and Accounting) (England) Regulations 2008, which came into effect on 31 March 2008, replaced the former statutory rules for calculating MRP with a requirement for each local authority to determine a “prudent” provision. The regulations require authorities to draw up a statement of their policy on the calculation of MRP which requires approval by full Authority in advance of the year to which it applies. The recommended policy statement is detailed at **Appendix C**.

2.7 Other Matters

2.7.1 The MHCLG Investment Guidance also requires the Authority to note the following matters each year as part of the investment strategy:

Investment Consultants

The Council's adviser is Arlingclose Limited. The services received include:

- a) Advice and guidance on relevant policies, strategies and reports;
- b) Advice on investment decisions;
- c) Notification of credit ratings and changes;
- d) Other information on credit quality;
- e) Advice on debt management decisions;
- f) Accounting advice;
- g) Reports on treasury performance;
- h) Forecasts of interest rates; and
- i) Training courses.

The quality of the service is monitored on a continuous basis by the Council's treasury management team.

Investment Training

The needs of the Council's treasury management staff for training in investment management are assessed on a continuous basis, and formally on a 6-monthly basis as part of the staff appraisal process. Additionally, training requirements are assessed when the responsibilities of individual members of staff change. Staff attend training courses, seminars and conferences as appropriate.

Investment of money borrowed in advance of need

The Authority may, from time to time, borrow in advance of need, where this is expected to provide the best long term value for money. However, as this would involve externally investing such sums until required and thus increasing exposures to both interest rate and principal risks, it is not believed appropriate to undertake such a policy at this time.

2.7.2 Banking

The Authority moved its current account banking to Barclays in July 2015. There is nothing to report on the operation of the accounts.

3 Financial Implications

- 3.1 Financial implications are included within the main body of the report

4 Legal Implications

- 4.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

5 Human Resource and Diversity Implications

- 5.1 There are no human resource and diversity implications associated with this report

6 Health and Safety Implications

- 6.1 There are no health and safety implications associated with this report

7 Conclusions

- 7.1 The treasury management strategy determines the framework upon which the Authority manages its borrowing and investments during the year. This is essential to sound financial governance.

APPENDIX A

Specified

	Short-term Credit Ratings / Long-Term Credit Ratings			Investment Limits per Counterparty		Counterparties falling into category as at Jan 2018
	Fitch	Moody's	S & P	£m	Period (1)	
Banks / Building Societies (Reverse Repurchase Agreements) (2)	F1	P-1	A-1	10	Up to 364 days	HSBC, Lloyds Group, Santander UK, Nationwide BS, Coventry BS, Close Bros, Svenska Handelsbanken
	AAA,AA+,AA, AA-,A+,A	Aaa,Aa1,Aa2, Aa3,A1,A2	AAA,AA+,AA, AA-,A+,A			
Banks / Building Societies (Deposit accounts, fixed term deposits)	F1	P-1	A-1	6	Up to 364 days	HSBC, Lloyds Group, Santander UK, Nationwide BS, Coventry BS, Close Bros, Svenska Handelsbanken
	AAA,AA+,AA, AA-,A+,A	Aaa,Aa1,Aa2, Aa3,A1,A2	AAA,AA+,AA, AA-,A+,A			
MMF (3)	-	-	-	6	Instant access/ up to 2 day notice	
UK Government (Fixed term deposits)	-	-	-	Unlimited	<6mth	
UK local authorities (Fixed term deposits)	-	-	-	Unlimited	Up to 364 days	

Non-Specified (4)

	Short-term Credit Ratings / Long-Term Credit Ratings			Investment Limits per Counterparty		Counterparties falling into category as at Jan 2018
	Fitch	Moody's	S & P	£m	Period (1)	
UK Banks / Building Societies (Fixed term deposits)	F1,F2 Higher than BBB	P-1,P-2 Higher than Baa2	A-1,A-2 Higher than BBB	6	<2mth	Barclays Nottingham BS Leeds BS Yorkshire BS RBS Group
Unrated Building Societies (Fixed term deposits)	-	-	-	1	<2mth	Cumberland, Darlington, Scottish, Furness, Vernon, Harpenden, Hinckley & Rugby, Leek, Marsden, Loughborough, Mansfield, Nat Counties, Mkt Harborough, Newbury, Melton Mowbray Tipton & Coseley, Stafford Railway

- (1) The investment period begins from the commitment to invest, rather than the date on which funds are paid over.
- (2) These investments are secured on the bank's assets, which limits the potential losses in the unlikely event of insolvency, and means that they are exempt from bail-in. Where there is no investment specific credit rating, but the collateral upon which the investment is secured has a credit rating, the higher of the collateral credit rating and the counterparty credit rating will be used to determine cash and time limits. The combined secured and unsecured investments in any one bank will not exceed the cash limit for secured investments.
- (3) Overall limit for investments in MMFs of £24 million.
- (4) Overall limit of £18 million.

Credit ratings

Moody's		S&P		Fitch				
Long-term	Short-term	Long-term	Short-term	Long-term	Short-term			
Aaa	P-1	AAA	A-1+	AAA	F1+	Prime		
Aa1		AA+		AA+		High grade		
Aa2		AA		AA				
Aa3		AA-	AA-					
A1		A-1	A+	A+		F1	Upper medium grade	
A2			A	A				
A3	A-		A-					
Baa1	P-2	BBB+	A-2	BBB+	F2			
Baa2	P-3	BBB		BBB				
Baa3		BBB-	BBB-	F3	Lower medium grade			
Ba1	Not prime	BB+	B	BB+	B	Non-investment grade speculative		
Ba2		BB		BB				
Ba3		BB-		BB-				
B1		B+		B+		Highly speculative		
B2		B		B				
B3		B-		B-				
Caa1		C	CCC+	C		CCC	C	Substantial risks
Caa2			CCC					Extremely speculative
Caa3			CCC-					In default with little prospect for recovery
Ca	CC							
	C							
C	D	/	DDD	/	/	In default		
/			DD					
/								

STATEMENT OF POLICY ON THE MINIMUM REVENUE PROVISION (REPAYMENT OF DEBT)

1. Background

- 1.1 The Local Authorities (Capital Finance and Accounting) (England) Regulations 2008 which came into force on 31 March 2008, replaced the detailed statutory rules for calculating MRP with a requirement to make an amount of MRP which the authority considers “prudent”.

2. Prudent Provision

- 2.1 The regulation does not itself define “prudent provision”. However, guidance issued alongside the regulations makes recommendations on the interpretation of that term.

The guidance provides two basic criteria for prudent provision:-

- Borrowing not supported by government grant (prudential borrowing) – the provision for repayment of debt should be linked to the life of the asset.
- Borrowing previously supported by revenue support grant (supported borrowing) - the provision should be in line with the period implicit within the grant determination (4% reducing balance).

3. Proposed policy for 2019/20

- 3.1 The Authority has always been prudent when making provision for the repayment of debt. In addition to the minimum revenue provision of 4% of debt outstanding previously required, the Authority had regularly made additional voluntary contributions. These voluntary contributions have been calculated to reflect asset life. Thus, for example, debt used to finance vehicles and many types of operational equipment has been fully provided for over a 10 year period and all new buildings over 50. These additional voluntary contributions covered all debt, not just unsupported, and have been calculated using an annuity method with reference to asset lives.

- 3.2 It is recommended that this policy is continued for 2019/20. The features of the policy can be summarised as follows:

- Provision to be made over the estimated life of the asset for which borrowing is undertaken (maximum asset life of 40 years / 50 years on Land)
- To be applied to supported and unsupported borrowing
- Provision will increase over the asset life using sinking fund tables
- Provision will commence in the financial year following the one in which the expenditure is incurred

- 3.3 The continuation of the existing policy is fully accounted for in the proposed four-year treasury management budget.

TREASURY MANAGEMENT INDICATORS

Gross Debt and the Capital Financing Requirement (CFR)

The Code requires that where gross debt is greater than the CFR, the reasons for this should be clearly stated in the annual strategy. This does not apply to this Authority as its gross debt will not exceed the CFR.

Interest Rate Exposures

While fixed rate borrowing can contribute significantly to reducing the uncertainty surrounding future interest rate scenarios, the pursuit of optimum performance justifies retaining a degree of flexibility through the use of variable interest rates on at least part of the treasury management portfolio. The Code requires the setting of upper limits for both variable rate and fixed interest rate exposure.

It is recommended that the Authority sets an upper limit on its fixed interest rate exposures for 2019/20, 2020/21 and 2021/22 of 100% of its net interest payments. It is further recommended that the Authority sets an upper limit on its variable interest rate exposures for 2019/20, 2020/21 and 2021/22 of 40% of its net interest payments.

This means that fixed interest rate exposures will be managed within the range 60% to 100%, and variable interest rate exposures within the range 0% to 40%.

Maturity Structure of Borrowing

This indicator is designed to prevent the Authority having large concentrations of fixed rate debt* needing to be replaced at times of uncertainty over interest rates. It is recommended that the Authority sets upper and lower limits for the maturity structure of its borrowings as follows:

Amount of projected borrowing that is fixed rate maturing in each period as percentage of total projected borrowing that is fixed rate		
	Upper Limit (%)	Lower Limit (%)
Under 12 months	20	0
Between 1 and 2 years	20	0
Between 2 and 5 years	60	0
Between 5 and 10 years	80	0
More than 10 years	100	20

*LOBOs are classed as fixed rate debt unless it is considered probable that the loan option will be exercised.

Total principal sums invested for periods longer than 364 days

The Authority is not intending to invest sums for periods longer than 364 days.

Capital Plan

	TOTAL	2019/20	2020/21	2021/22	2022/23
Property	£12,310,000	£1,680,000	£3,630,000	£3,300,000	£3,700,000
ICT	£4,125,800	£1,695,500	£1,160,300	£1,015,000	£255,000
Transport	£3,381,500	£948,800	£576,300	£1,642,200	£214,200
Operations	£3,257,000	£1,757,000	£500,000	£500,000	£500,000
Fire Safety	£2,000,000	£500,000	£500,000	£500,000	£500,000
TOTAL	£25,074,300	£6,581,300	£6,366,600	£6,957,200	£5,169,200
<u>Financed by</u>					
Borrowing	£15,274,300	£4,481,300	£4,166,600	£4,457,200	£2,169,200
Reserves	£9,800,000	£2,100,000	£2,200,000	£2,500,000	£3,000,000
TOTAL	£25,074,300	£6,581,300	£6,366,600	£6,957,200	£5,169,200



OFFICIAL

Capital Investment Plan/Revenue Budget and Medium Term Financial Plan

Full Authority

Date: 21 February 2019

Agenda Item:

21

Submitted By: Chief Finance and Procurement Officer

Purpose	To present a capital investment plan, a revenue budget and medium term financial plan.
Recommendations	That the resolution set out in section 10 of the report be approved.
Summary	This report presents details of the revenue budget for 2019/2020 along with the four-year Medium Term Financial Plan and capital programme. Included within the report are details of the Draft Local Government Finance Settlement 2019/2020, a standstill budget, a reserves strategy and a summary of activity in the 2018/2019 financial year.

Local Government (Access to information) Act 1972

Exemption Category: None

Contact Officer: Alison Wood
t: 01274 655711
e: alison.wood@westyorksfire.gov.uk

Background papers open to inspection: Local Government Finance Settlement
Budget Working Papers
CIPFA's Code of Practice on Treasury Management in the Public Sector
CIPFA's Prudential Code for Capital Finance

Annexes: [Click here to enter text.](#)

Appendix A Capital Plan 2019 to 2023
Appendix B Revenue Budget 2019/20

1 Introduction

- 1.1 This is a consolidated report which presents the Management Board's proposals for: -
- (i) A Capital Investment Plan for the four years to 2022/2023;
 - (ii) The Prudential Indicators to support the financing of the Capital Plan;
 - (iii) A Revenue Budget and Medium Term Financial Plan for the same period.

2 Proposed Capital Investment

The Local Government Act 2003 sets out a framework for the financing of capital investments in local authorities which came into operation from April 2004, CIPFA developed the Prudential Code to support authorities' decision making in the areas of capital investment and financing. In December 2017, CIPFA updated the prudential code, whilst the majority of the code remains unchanged, there is now a requirement to produce a capital strategy in order to demonstrate that it takes capital expenditure decisions in line with service objectives and properly takes account of stewardship, value for money, prudence, sustainability and affordability. This is detailed in the Treasury Management Strategy which is subject to a separate report on this agenda.

CAPITAL PLAN

- 2.1 The Management Board are proposing a four-year capital investment plan of £25.07m. including expenditure of £6.58m in 2019/2020. Over the past five years the Authority has invested heavily in a station relocation programme which has generated long term revenue savings of over £10m per annum.
- 2.2 Following the completion of detailed feasibility studies, the plan includes £9.8m for the rebuild and major refurbishment of some fire stations from 2020 to 2023. The plan also includes £1.68m for station refurbishments. The plan includes investment in new PPE and fire helmets, the replacement of fire appliances and the purchase of cars for the Command, Leadership and Management programme which was approved at Authority in December 2018. All schemes will be subject to a detailed business case that will be presented either to Management Board or Finance and Resources Committee.

	TOTAL	2019/20	2020/21	2021/22	2022/23
Property	£12,310,000	£1,680,000	£3,630,000	£3,300,000	£3,700,000
ICT	£4,125,800	£1,695,500	£1,160,300	£1,015,000	£255,000
Transport	£3,381,500	£948,800	£576,300	£1,642,200	£214,200
Operations	£3,257,000	£1,757,000	£500,000	£500,000	£500,000
Fire Safety	£2,000,000	£500,000	£500,000	£500,000	£500,000
TOTAL	£25,074,300	£6,581,300	£6,366,600	£6,957,200	£5,169,200
<u>Financed by</u>					
Borrowing	£15,274,300	£4,481,300	£4,166,600	£4,457,200	£2,169,200
Reserves	£9,800,000	£2,100,000	£2,200,000	£2,500,000	£3,000,000
TOTAL	£25,074,300	£6,581,300	£6,366,600	£6,957,200	£5,169,200

- 2.3 Details of the individual schemes included in the draft capital plan is included in Appendix A to this report.

CAPITAL FINANCING

- 2.4 There are four main sources of capital finance available; capital grants, capital receipts, internal and external borrowing and the use of reserves, all of which are explained below.

2.5 Capital Grants

The Authority does not anticipate the receipt of any capital grants in 2018/2019.

2.6 Capital Receipts

Capital receipts are used to either purchase new capital assets or repay outstanding loans. Because the station rationalisation programme is complete the only anticipated receipts are from the sale of fire appliances.

2.7 Borrowing

The balance of the expenditure will be funded by borrowing and the use of internal reserves, the table shows a total borrowing requirement of £15.27m. over the period.

Over recent years the Authority has been borrowing internally to fund capital expenditure using its revenue balances and reserves, no new external long term borrowing has been taken out since December 2011.

The Authority will use the pension grant in the early months of the financial year to support the capital programme.

2.8 Reserves

The Authority has an earmarked reserve which is specifically for the funding of capital projects. Due to the nature of capital financing charges in the form of Minimum Revenue Provision (MRP) it is proposed that the purchase of long life assets is funded from the capital earmarked reserve. This means that the only cost to revenue will be the interest charge and tax payers of West Yorkshire will not be subject to MRP charges over the next forty years. For example, an asset costing £2m with an estimated life of 40years the average annual charge of MRP in revenue would be £50k.

3 Prudential Indicators

- 3.1 The CIPFA Prudential Code requires that local authorities produce a number of prudential indicators before the beginning of each financial year and have them approved by the same executive body that approves the budget. The purpose of the indicators is to provide a framework for capital expenditure decision making, highlighting the level of capital expenditure, the impact on borrowing levels, and the overall controls in place to ensure the activity remains affordable, prudent and sustainable. Fundamentally, the objective of the Code is that the total of an Authority's capital investment remains within sustainable limits, following consideration of the impact on the "bottom line" Council Tax

Some of the indicators are specific to the Authority's treasury management activity and are set out in the Treasury Management Report. The rest of the indicators are set out below.

3.2 Capital Expenditure, Capital Financing Requirement and External Debt

The Authority's capital expenditure projections, detailed in paragraph 2, impacts directly on the Capital Financing Requirement (CFR) and the Authority's debt position. The CFR is a calculation of the Authority's underlying need to borrow for a capital purpose. When external borrowing is below the CFR, this reveals that the Authority is using some internal balances, such as reserves/creditors, to temporarily finance capital expenditure as is currently the case. The authority is currently £16.8m under borrowed.

	2017/18 Actual	2018/19	2019/20	2020/21	2021/22
Capital Financing Requirement	62.4	67.4	69.0	69.6	70.6

The table shows an estimated borrowing requirement of £70.6m by 2021/22. For information the capital financing requirement actual in 2017/18 was £62.4m.

3.3 Limits to Borrowing Activity

The first key control over the Authority's borrowing activity is a Prudential Indicator to ensure that, over the medium term, net borrowing will only be for a capital purpose. Net external borrowing should not, except in the short-term, exceed the total Capital Financing Requirement in the preceding year, plus the estimates of any additional capital financing requirement for 2019/20 and the next two financial years. This allows some flexibility for limited early borrowing for future years.

The Authority comfortably complied with the requirement to keep net borrowing below the relevant Capital Financing Requirement in 2017/18, and no difficulties are envisaged for the current or future years.

A further two Prudential Indicators control the overall level of borrowing. These are the Authorised Limit and the Operational Boundary;

- The Authorised Limit represents the limit beyond which borrowing is prohibited. It reflects the level of borrowing which, while not desired, could be afforded in the short-term, but is not sustainable. It is the expected maximum borrowing need with some headroom for unexpected movements. This is the statutory limit determined under section 3(1) of the Local Government Act 2003.

- The Operational Boundary is based on the probable external debt during the course of the year. It is not a limit and actual borrowing could vary around this boundary for short times during this year. The Authority is asked to approve the following limits for its total external debt, gross of any investments. These limits separately identify borrowing from other long term liabilities such as finance leases.

	2019/20	2020/21	2021/22	2022/23
Authorised Limit for external debt	58	56	58	56
Operational Boundary for external debt	53	51	53	51

3.4 **Affordability Prudential Indicators**

The previous sections cover the overall capital and control of borrowing prudential indicators but within this framework prudential indicators are required to assess the affordability of the capital investment plans. The following two indicators provide an indication of the capital investment plans on the overall finances of the Authority:

3.4.1 Ratio of financing costs to net revenue stream

This indicator identifies the trend in the cost of capital (borrowing costs net of investment income) against the net revenue stream (amounts met from Revenue Support Grant, local taxpayers and balances):

	Estimate 2019/20	Estimate 2020/21	Estimate 2021/22	Estimate 2022/23
Ratio of Financing costs to net revenue stream	8.41	7.86	7.49	7.28

4 **Revenue Budget and Medium Term Financial Plan**

4.1 Whilst the Authority will only be required to approve the precept for 2019/20 it is important that the Authority consider the medium term impact of the decision.

This section is split into 4 key areas: -

1. Review of the current year's budget and financial performance;
2. The cost of a standstill budget for 2019/20;
3. Revenue balances
4. Medium Term Financial Plan

4.2 Review of 2018/19

National Context

4.2.1 The Governments' aim is to achieve a balanced position on the economy with no underlying deficit by the middle of the next decade. The Office for Budget Responsibility in its economic and fiscal outlook released in October 2018 indicated that due to an upward revision of cumulative GDP of an average of 0.6% to 2022/23, this would have

been sufficient to achieve a budget surplus of £3.5bn in 2023/24, thus meeting the governments' fiscal objective of balancing the budget by 2025. However, in the Autumn budget 2018 the Chancellor committed to spend this projected windfall on areas including the NHS, increased spending on public services and tax reductions meaning that the deficit will be £19.8bn in 2023/24 leaving just two years to meet the balanced budget objective.

- 4.2.2 On 2 August, the Bank of England raised the Bank Rate by 0.25%, taking Bank Rates to 0.75%, the highest level since March 2009. The Bank of England also revised its growth forecasts for the UK economy in the August inflation report, with the latest predictions on growth now up to 1.5% (from 1.4%) in 2018 and up to 1.8% (from 1.7%) in 2019. CPI inflation increased to 2.5% in July 2018 (from 2.4% in June 2018) with the Bank of England projecting that inflation will reduce gradually to 2.2% in 2018 before reaching the target of 2.0% in 2021.
- 4.2.3 The Bank of England also revised its growth forecasts for the UK economy in the August 2018 inflation report, with latest predictions on growth now up to 1.5% (from 1.4%) in 2018 and up to 1.8% (from 1.7%) in 2019. CPI inflation increased to 2.5% in July 2018 (from 2.4% in June 2018) with the Bank of England projecting that inflation will reduce gradually to 2.2% in 2018 before reaching a target rate of 2.0% in 2021.
- 4.2.4 The UK's exit from the European Union may potentially have a significant impact on local government which cannot be factored in at this time and thus adds more uncertainty to the budget planning process. The economic outlook could be influenced significantly by the response of households, businesses and financial markets to developments related to the process of EU withdrawal.
- 4.3 Impact on West Yorkshire
- 4.3.1 The Authority received a draft 4-year financial settlement as part of the 2016/2017 budget showing a loss of grant of £7.9m to 2019/2020. The Authority were given the option to fix this settlement by submitting a four-year efficiency plan to the Home Office by October 2016 which was duly approved.
- 4.3.2 The Authority considered its revenue budget and precept strategy on 16th February 2018 and approved a precept increase of 2.99% requiring a package of revenue savings totalling £1.9m. In 2018/19 a Band D property precept is £62.72.
- 4.3.3 The removal of the public sector pay cap at 1% on public sector pay in Autumn 2017 will continue to put the Authority under financial pressure. A pay award of 3% for grey book employees in 2019 and each year after has been built into the Medium Term Financial Plan, if pay rises exceed these then funds will have to be found from within existing budgets or earmarked reserves. To put this into financial context each additional 1% pay increase will cost an additional £0.5m per annum for grey book employees and £0.1m for support staff.
- 4.3.4 In the March 2016 budget the Chancellor announced that the discount rate that is used to determine the employers' contribution for firefighters' pension schemes would be reduced from 3.0% to 2.8%. This has the effect of increasing employers' contributions rates, the additional cost of which was estimated be £1m per annum which was built into the Medium Term Financial Plan from April 2020. Following an actuarial review of the pension schemes by the Governments Actuary Department (GAD), the actual reduction in discount rate would be from 3.0% to 2.4% which translates into an average employer pension contribution increase of 12.6%. This equates to an increase in ongoing firefighter pension

contributions of £4.5m. The government has agreed to fund the majority of the increase in 2019/20 but has not committed to funding beyond this.

4.3.5 In terms of the financial outturn, the Authority is forecast to under-spend the budget by around £0.4m for the current financial year.

4.4 A Standstill Budget for 2019/20 – Maintaining the current level of service

A standstill budget has been prepared for 2019/20, for the purpose of providing a baseline from which to measure changes in the proposed budget. This is calculated by updating the 2018/19 budget for increases in pay and prices, new financing charges and other adjustments. A standstill budget for 2019/20 would amount to £82.153m. The changes from the 2018/19 budget are detailed in the table below.

	£m
2018/19 approved revenue budget	£81.912
Pay and price increase 2018/19	£1.719
Movements to contingencies	-£0.530
Support staff Pay Spine Review	£0.507
Support staff new posts/conversion grey to green	£0.182
Support staff vacancy factor variance	£0.305
Budget calculations	-£0.203
Full year effect of 2018/19 leavers	-£2.299
Increase in pay award provision from 2% to 3%	£0.504
Change in income	£0.055
2019/2020 standstill budget	£82.153

The main changes to the 2018/19 budget are explained below:

- **Pay increases 2018/19** This is the full year cost of the 2018/19 pay award for both grey and green book staff.
- **Movement to Contingencies** F&R committee in July 2018 approved the transfer of £531k from revenue budgets to contingencies.
- **Support staff pay spine review** This is the increase to the base budget for the implementation of the pay spine review from the 1st April 2019.
- **Support staff new posts** This is the full year effect of the increase in green book establishment for new posts and the conversion of grey to green book posts which was approved in 2018/19.
- **Support staff vacancy factor** This is the variance between 2018/19 and 2019/20 in relation to the amount deducted from the base budget for posts that become vacant during the year.
- **Budget Calculations** This is the variance in non-employee budgets as a result of detailed budget calculations for the 2019/20 budget.
- **Full year effect of leavers** this is the full year effects of savings generated through firefighter retirements.
- **Increase in pay award provision** The provision for grey book pay awards in 2019/20 is 3%, an increase of 1% from the 2018/19 budget.
- **Change in levels of income** This increase in income is due to the recalculation of income budgets so that they reflect income actually receivable during the year.

Revenue Balances

- 4.4.1 The Authority maintains both earmarked reserves and a general fund reserve, earmarked reserves are amounts set aside for a specific purpose and the general fund reserve is used to manage fluctuations in revenue budgets. The Authority's Reserves Strategy was approved at F&R in October and is published on the Authority's website.

The strategy for the use of reserves to support the Medium Term Financial Plan is detailed in section 7.10 of this report.

4.4.2 Minimum Revenue Balance

The Authority needs to maintain a level of General Fund reserves as a safety net to meet any unforeseen and/or unplanned expenditure. This would include changes in interest rates, inflation, legal challenges and increases in activity.

The Authority has £5.0m of general fund reserves and £31m in earmarked reserves.

The minimum level of balances required is calculated using the Authority's corporate risk register. This document identifies all the major risks to business continuity the Authority may face, evaluates the potential cost and looks at measures to control or limit the risk. The risk register is maintained by the Risk Management Group, which is chaired by the Deputy Chief Fire Officer and reports annually to the Audit Committee. The current risk matrix was approved by the Audit Committee in September 2018 and identifies a requirement to maintain a minimum revenue balance of £5.0m.

5 Provisional Local Government Finance Settlement

5.1 Background

The Local Government Finance Settlement was published on 29 January and details the funding for local government and fire for 2019/20, this is the final year of the four-year funding deal and as such the methodology of distribution is the same as that agreed in 2016/17. In order to guarantee funding to 2019/20 authorities had to submit a four-year efficiency plan which West Yorkshire did and was subsequently approved.

The government is working towards significant reform in the local government finance system in 2020/21, including;

- a) The Fair Funding Review - this is a review of the relative needs and resources of local authorities with the outcome being to determine new baseline funding allocations from 2020/21.
- b) Reforms to business rates retention including the resetting of business rates baselines and increase business rate retention from its current 50% to 75% by 2020/21. The aim is to give greater control locally over the money it raises as local authorities are best placed to understand and decide local priorities. North and West Yorkshire region have been chosen to pilot 75% business rates in 2019/20.

It is unknown what the impact of the Fair Funding Review and the reform to business rate retention will have on the Authority. In addition, the Comprehensive Spending Review is due in Autumn 2019 which will determine the proportion of funding allocated to the fire sector. Unfortunately, it is likely that fire will suffer funding reductions as other areas in the public sector has a higher profile, for example, the National Health Service to which the government has already committed additional resources.

5.1.1 Draft Settlement

West Yorkshire Fire and Rescue receives an annual Settlement Funding Assessment which is composed of Revenue Support Grant and the Business Rates Top Up Grant.

The central government grant allocations for 2019/20 are shown in the table below.

	2018/19 Actual £m	2019/20 Draft £m	2019/20 £m
Top Up Grant central pool	16.28	16.63	16.65
Top Up local	7.51	7.69	7.69
Base line funding (business rates)	23.79	24.32	24.34
Revenue Support Grant	14.67	13.34	13.34
Local Government Finance Settlement	38.46	37.66	37.68

The settlement shows a small increase in central top up grant from £16.63m to £16.65m which is due to an increase in inflation from the previous year.

Referendum Principles

- 5.1.2 The Local Government Finance Settlement has set the referendum limit at 2.99% for 2019/20 and it will reduce back to 1.99% from 2020 unless further allowances are made in the settlement next Autumn. If authorities wish to exceed this limit they are required to hold a referendum of all council tax payers and are bound by the results.
- 5.1.3 Dispensations to increase precept above the referendum limit have been granted to Police and Crime Commissioner who are allowed precept increases of £24 in 2019/20. Also, local authorities are able to increase the precept by an additional 2% for adult social care, and shire district councils in two-tier areas will be allowed increases of up to 2.99% or up to and including £5 whichever is higher. None of these additional increases are applicable to fire.

Business Rates

- 5.1.4 The settlement indicates the Authority will receive £24.34m in business rate income with £16.65m paid directly from central government in the form of top up grant and the balance of £7.69m being paid by the five district councils which equates to 1% of the income they collect. The NNDR1 returns from the district councils show that the authority is to receive £7.96m in business rates income, an increase of £0.27m from the governments estimation which will be used to support the revenue budget.

The Authority, in addition, receives Section 31 grant to compensate for any policy changes introduced around local business rates. The indication on the NNDR1's is that £1.14m will be received in 2019/20, an additional £0.64m from that forecast in the MTFP.

Any variations on this grant is managed via the business rates income earmarked reserve.

5.2 Precept Income

5.2.1 As Members are aware, the Authority is also dependent upon precept income from the five districts which will provide £40.34m of its income in 2018/19. This income is dependent upon two factors:

- a) The precept set by the Authority;
- b) The tax base set by the five district councils. The average increase in the tax base of the districts for 2019/20 is 1.47%, which is in line with the forecast of 1.5% growth which is included in the Medium Term Financial Plan.
- c) The Authority has been notified that its share of council tax surplus in 2019/20 will be £0.224m which will be used to support the revenue budget. This is a reduction of £0.26m from that declared in 2018/19

6 **Positive Assurance Statement**

6.1 Under Section 25 of the Local Government Act (2003) the statutory Chief Financial Officer is required to give positive assurance statements in the robustness of budget estimates and the adequacy of reserves and balances.

6.2 If Members approve the recommendations in this report on the level of specific reserves and the strategy for use of balances, I can give the Authority positive assurance on the adequacy of reserves and balances. This assurance is given having considered the following matters: -

- a) This Authority has robust risk management arrangements and the Chief Finance and Procurement Officer uses a Risk Management Matrix to calculate the minimum level of balances.
- b) The Authority is single purpose and does not face a full a range of risks to manage as a multi-purpose authority.
- c) The Authority's revenue reserves have not generally been consumed during the year by overspendings but have been maintained throughout the year.

6.3 I can also give you positive assurance on the accuracy and robustness of all the forecasts and estimates in the budget proposals.

In giving these assurances I have considered the following matters: -

- a) The internal control environment and, in particular, the checks and balances within our budget process and our arrangements for budgetary control. In addition, I am satisfied that the Authority's financial systems provide a sound basis for accurate financial information.
- b) The detailed work on risk assessments.
- c) The long-term tradition and track record of the Authority in managing its overall budget Financial Implications

7 Medium Term Financial Planning

The Medium Term Financial Plan (MTFP) sets out the framework for understanding the financial challenges faced by the Authority over the medium term. Although the MTFP is a four year plan it is updated at least annually to take into account financial forecasts and factors external to the organisation.

- 7.1 As mentioned in the introduction to the report, the Authority will be asked to approve a four-year Medium Term Financial Plan, including the Revenue Budget for 2019/20, however as mentioned previously there is great financial uncertainty regarding funding from 2020 onwards.
- 7.2 The Medium Term Financial Plan provides a forecast of the cost of the service based on the current level of service provision, which is adjusted for retirements and recruitment, costs and savings, and other service developments. An estimate of the resources available is also included which then shows the funding deficit that has to be met from balances.
- 7.3 The Authority is facing uncertainty regarding the level of funding from 2020 as previously explained in 5.1. In order to quantify the effect of the potential funding pressures these may create a range of scenarios have been calculated to enable members to see the expected funding shortfall from each scenario. This is explained further below in paragraph 7.7.

7.4 Precept Strategy

Within the Local Government Finance Settlement, the referendum limit for a precept increase for 2019/20 was increased to 2.99%, the increase being in line with inflation. The option to hold a referendum is not being considered within the budget proposals. The report therefore looks at the 2 key options available to the Authority which are a precept freeze and a 2.99% increase in the precept.

7.5 Proposed Revenue Budget 2019/20

The table below compares the standstill budget with available resources based on the two options referred to in the previous paragraph. Both options will require the use of balances to support the revenue budget. A subjective analysis of the revenue budget is detailed in Appendix B.

	Precept Freeze	Increase 2.99%
Standstill Budget	£82.153	£82.153
Whole time recruitment	£1.196	£1.196
Retained review	£0.049	£0.049
Career Breaks	£0.161	£0.161
Feasibility Studies	£0.100	£0.100
Pension Increase	£4.633	£4.633
Revenue Contribution to Capital	£0.950	£0.950
Non recruitment	-£2.180	-£2.180
Vacancy management operational	-£0.393	-£0.393
Vacancy management support staff	-£0.291	-£0.291
Injury on Duty Pension	-£0.157	-£0.157
Contingency	-£0.500	-£0.500
Capital Financing Charges	-£0.574	-£0.574
Revenue budget	£85.147	£85.147
Top up grant central pool	-£16.650	-£16.650
Top up grant local	-£7.831	-£7.831
Section 31 grant	-£1.141	-£1.141
Revenue support grant	-£13.339	-£13.339
Pensions Grant	-£3.672	-£3.672
Precept income	-£40.933	-£42.157
Suplus on business rates collection	-£0.129	-£0.129
Collection fund surplus	-£0.224	-£0.224
Income	-£83.919	-£85.143
Use of balances	£1.228	£0.004

The table shows that a precept freeze would require £1.228m of balances to support the revenue budget in 2019/20, a precept increase of 2.99% would require the use of £0.004m, almost a balanced budget position. To note, an increase in precept will add £1.224m in precept income to the Authority's base budget.

7.5.1 Budget Calculations

A more detailed budget monitoring system was introduced in 2018/19 which is based on a RAG rating method of reporting. The intention being to make budget holders and managers more accountable for their budgets. Explanations for the variances on the RAG ratings have to be reported to the Chief Finance and Procurement Officer accompanied with an action plan for correction or re-alignment.

The Authority has consistently underspent the revenue budget in a range of areas for a number of years which has contributed to the current size of usable reserves. It thus seems an opportune time to revise these budgets accordingly and ensure they reflect actual expenditure.

Included within the proposed revenue budget in the table in 7.5 are a number of service developments and some proposed savings which are detailed below;

- a) Recruitment – the authority is planning to recruit thirty two fire fighters during 2019/20 and seventy two are expected to retire in the same period. This will result in a net saving of £0.984m in grey book employee budgets.
- b) Ill Health Pensions – a further £0.157m has been removed from this budget, revising the budget to £2m. For added financial resilience there is an earmarked reserve for ill health pensions that would fund any an unexpected increase in cost.
- c) General contingency – the contingency budget has been reduced by £0.500m to a revised sum of £0.361m. The revenue contingency is used to fund any unexpected increases in cost during the year that are not included in the base budget. As with ill health pensions, there is an earmarked reserve for pay and price increases should any unplanned expenditure be required.
- d) Capital Financing Charges – a reduction of £0.574m in 2019/20 and reductions of £0.692m from 2020 onwards. This budget heading has been over inflated for a number of years, hence the large reduction. Moreover, the move to fund long life capital schemes from the capital earmarked reserve will mean that no Minimum Revenue Provision costs will be incurred. A contingency for potential interest rate rises in the future has been factored into the calculation.

7.5.2 Budget Growth and Savings 2019/20

In addition to the budget reductions explained above there are a number of areas of growth and savings that have been identified as part of the budget planning process.

- a) (£0.684m) has been deducted from employee budgets for vacancy management for both grey book and support staff. This reduction has been calculated based on past experience of additional leavers during the year.
- b) £0.161m has been added to grey book employee budgets to cover the cost of four employees returning from career breaks during the year. There are currently nine employees on career breaks.
- c) £0.049m has been added to retained employee budgets in order to increase community safety work.
- d) £0.100m has been included within supplies and services to enable the authority to commission feasibility surveys on capital projects before work is progressed. If the scheme is approved and progressed the cost of the feasibility study can then be capitalised.
- e) £0.961m is the net cost relating to the increase in employers' pension contributions in 2019/20 that will have to be funded by the Authority. The cost in 2019/20 will be £4.633m and we have confirmed funding from government of £3.672m.
- f) £0.950m will be used to fund capital expenditure from the revenue budget in 2019/20 this will be financed from the extra income the authority will receive from local business rates as detailed in section 5.1.4.

7.6 Budget Assumptions

- 7.6.1 The following assumptions have been used in the calculation of the Medium Term Financial Plan and any deviations from these can increase or decrease the projected deficit.

- a) Precept increase of 2.99% in 2019/20 and 1.99% each year thereafter
- b) Tax base growth of 1.5%. A reduction in tax base growth would have the effect of reducing the precept income the Authority receives.
- c) Pay increases for grey book staff of 3% and 2% for support staff. The impact of an additional 1% pay award would be an ongoing increase to revenue of £0.6m per annum.
- d) General price inflation of 2%
- e) Employees retire as per their projected retirement date and the authority continues to recruit in order to maintain establishment at 900 whole time employees. If employees go beyond their predicted retirement date this would be an increased cost to the Authority.

7.7 Financial Planning April 2020 Onwards

In order to enable members to understand the financial uncertainty from 2020 a range of scenarios have been drawn up which shows the impact of a:

- a) No cut in central government funding
- b) A 5% cut in funding
- c) A 10% cut in funding

These are potential scenarios at this stage, once more information is received on funding from 2020 onwards the Medium Term Financial Plan will be updated and reported to members.

The table below shows the impact of these scenarios and assumes a 2.99% increase in precept

	2019/20	2020/21	2021/22	2022/23
<u>Revenue Budget</u>				
Standstill Budget	82.153	84.517	86.675	88.784
Recruitment and Retirements	-0.984	-2.005	-1.582	-1.208
Growth and Savings	-0.655	-1.722	-1.720	-1.719
Pensions increase	4.633	4.601	4.661	4.703
	85.147	85.391	88.034	90.560
<u>Funding</u>				
Revenue Support Grant	13.339	13.339	13.339	13.339
Top Up Grant	16.650	16.650	16.650	16.650
Local Business Rates	7.960	7.766	7.844	7.922
Section 31 Grant	1.141	0.500	0.500	0.500
Precept Income	42.157	43.622	45.145	46.720
Collection Fund Surplus	0.224	0.000	0.000	0.000
Pensions Increase funding	3.672	0.000	0.000	0.000
Total Funding	85.143	81.877	83.478	85.131
No grant cut	85.143	81.877	83.478	85.131
5% cut to grant	85.143	79.967	81.558	83.211
10% cut to grant	85.143	78.047	79.648	81.291
<u>Budget Shortfall</u>				
No cut to grant	-0.004	-3.514	-4.556	-5.429
5% cut to grant	-0.004	-5.424	-6.476	-7.349
10% cut to grant	-0.004	-7.344	-8.386	-9.269

The above table assumes that the authority will not receive any additional funding for the increase in employers' pension contribution from the 1st April 2020.

In summary, as at April 2020, the authority could be faced with finding ongoing revenue savings between £3.514m and £7.344m in order to achieve a balanced budget depending on the level of grant cut. This could rise to £9.269m in 2022/23 if the Authority has a 10% cut in grant.

If the government was to provide funding for the burden of the increase in pension contributions at the same proportion as in 2019/20 in the Comprehensive Spending Review the budget shortfall would be reduced to a deficit of between £0.008m and £3.838m rising to an estimated £5.686m in 2022/23 as shown in the table below:

	<u>2019/20</u>	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>
With Pension Contribution Funding				
Budget Shortfall				
No cut to grant	-0.004	-0.008	-1.005	-1.846
5% cut to grant	-0.004	-1.918	-2.925	-3.766
10% cut to grant	-0.004	-3.838	-4.835	-5.686

- 7.8 If there was no increase to precept in 2019/20 and subsequent years the projected deficits would be as follows:

Precept Freeze

No Pension Contribution Funding

	<u>2019/20</u>	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>
Budget Shortfall				
No cut to grant	-1.233	-5.589	-7.531	-9.346
5% cut to grant	-1.233	-7.499	-9.451	-11.266
10% cut to grant	-1.233	-9.419	-11.361	-13.186

With Pension Contribution Funding

	<u>2019/20</u>	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>
Budget Shortfall				
No cut to grant	-1.233	-2.083	-3.980	-5.763
5% cut to grant	-1.233	-3.993	-5.900	-7.683
10% cut to grant	-1.233	-5.913	-7.810	-9.603

- 7.9 Based on the long term impact on the medium term financial plan, management are recommending a precept increase of 2.99% for 2018/2019.

As Chief Finance and Procurement Officer and as Section 73 officer there is a statutory duty to present a balanced budget as the use of reserves cannot be sustained over the longer term. The Strategic Development team is currently working closely with the finance team to identify savings and growth in accordance with the funding scenarios highlighted in the tables above. These will be presented to Management Board and the Fire Authority during 2019.

7.10 Reserves

The Finance and Resources Committee in October 2018 approved the movement of £9.38m from general fund balances to three new earmarked reserves, namely, the Major Projects Reserve, Medium Term Funding Impact Reserve and the Operational Equipment Reserve. Following this transfer, the General Fund reserve is now £5m and earmarked reserves are £31m.

It is proposed that reserves will be used to support the Medium Term Financial Plan over the next four years as summarised in the table below:

Reserve	Projected Balance 31/03/2019 £m	Use of Reserve 2019/20 £m	Use of Reserve 2020/21 £m	Use of Reserve 2021/22 £m	Use of Reserve 2022/23 £m	Balance £m
Transparency	31					31
Regional Control Funding	563	-563				0
Enhanced Logistical Support	202					202
Decontamination of Body Bags	40					40
Council Tax Reform	27					27
Business Rate Appeals	1,101					1,101
Government Grant Reserves	1,964	-563	0	0	0	1,401
General Fund	5,000					5,000
Leap Year Fund	121	80	-201	40	40	80
Insurance Claims	406					406
Service Support Reserve	546	-220				326
Pension Equalisation Reserve	2,961					2,961
Provision for pay and prices	6,627		-500	-500	-500	5,127
ESMCP	258					258
Capital Reserve	17,472	-2,100	-2,200	-2,500	-10,000	672
Medium Term Funding Impact	2,000		-2,000			0
Operational Equipment Reserve	388					388
Usable Reserves	30,779	-2,240	-4,901	-2,960	-10,460	10,218
TOTAL RESERVES	37,743	-2,803	-4,901	-2,960	-10,460	16,619

It is worth pointing out that those earmarked reserves highlighted in orange in the table are the result of the receipt of a government grant and as such will have to be spent on the purpose specified in the grant terms and conditions. These reserves cannot be used to fund expenditure in other areas.

The rest of the earmarked reserves will be used to support the Medium Term Financial Plan as follows.

- a) It is proposed that the capital reserves are used to fund the rebuilding and major refurbishment of some fire stations detailed in section 1 of this report and the already approved rebuild of Wakefield Fire Station in 2019/20. This will mean that capital financing charges in the form of statutory Minimum Revenue Provision is not charged to this £9.8m of capital investment resulting in a revenue saving over many years. This

is because Minimum Revenue Provision is chargeable to revenue over the life of the asset, in the case of a new fire station, 40 years.

- b) The potential development of the FSHQ site following a detailed business case and feasibility study will also be funded from the capital reserve saving capital charges as in (a) above.
- c) It is also recommended that costs associated with the Procurement Review and the Lean Working Review during 2019/20 are met from the Service Development Reserves. It is expected that both reviews will generate ongoing revenue savings over the longer term even though they will need initial investment in the first instance.
- d) Any implementation costs associated with the HR and Rostering system and CLM will also be charged to the service support reserve. Once again these projects are expected to deliver savings over the longer term.
- e) A leap year fund is maintained to manage the cost of the extra day every leap year, the movement in the table above show the transfer to and from this reserve.
- f) Due to the uncertainty regarding pay awards following the ending of the public sector pay freeze, provision has been made for the funding of a 1% pay increase costing an estimated £0.50m from the provision for pay and prices reserve until savings to fund this can be found in the longer term. If there were higher increases in pay awards there would be a greater demand on this reserve.
- g) As explained in section 7.5 of this report there is significant financial uncertainty facing the fire authority from 2020, making accurate budget planning difficult. As a result, it is expected that the Medium Term Funding Impact reserve will be called upon if the funding cut is higher than expected. This reserve will be used to fund the implementation and bridge the timing gap of initiatives identified in section 7.5.

8 Legal Implications

- 8.1 The Authority has a basic duty to set a budget and approve a precept which is sufficient to enable it to discharge its statutory duties to provide an effective fire and rescue service in compliance with its responsibilities under the Fire and Rescue Services Act 2004 and other legislation. However the Authority must not exceed the relevant financial threshold limit set by the Government unless it has complied with the procedural requirements of Localism Act 2011 Council Tax referendum scheme which means any increase above the threshold must have been approved following a referendum of local Taxpayers.
- 8.2 In setting the appropriate level of proposed expenditure the Authority is required to have regard to the advice principally of the Chief Executive / Chief Fire Officer on service delivery funding requirements and also that of its statutory officers on other aspects.
- 8.3 Members of the Authority are reminded of the statutory restrictions imposed under Section 106 Local Government Finance Act 1992 on voting on the issue of a precept if they are 2 months or more in arrears in relation to their own personal Council Tax payments. If they are in arrears they must not vote on the Precept but may if they declare they are in such arrears remain in the meeting provided they do not vote. Breach of this provision gives rise to an offence.

9 Proposed Revenue Budget

9.1 Recommendations

- (a)** Members to consider the joint report of the Chief Fire Office/Chief Executive, the Chief Finance & Procurement Officer and, the Chief Legal & Governance Officer, which presents an overview of the financial position for the current year together with the draft revenue budget and capital plan for 2019/20 and four-year financial strategy and the precept options.

The detail of the report advises Members of:

- (i) The content of the four-year capital plan (£25.074m) with a forecast spend by the end of 2019/20 of £6.58m (as set out in Appendix A);
 - (ii) Capital Financing Requirement of £69.0m in 2019/20;
 - (iii) The Authorised Limit for external debt of £58m and an Operational Boundary of £53m;
 - (iv) Capital finance charges of 8.41% of the revenue budget;
 - (v) Forecast general fund balances of £5.4m by 31 March 2019 with a minimum balance to be maintained at £5.0m;
 - (vi) A collection fund surplus of £224,242;
 - (vii) Details of the local government finance settlement 2019/20;
 - (viii) Positive assurance from the Chief Finance Officer under section 25 of the Local Government Act 2003 of the adequacy of balances and the robustness of the budget estimates.
- (b)** Medium Term Financial Strategy 2019/2020 – 2022/2023 (incorporating revenue budget and capital plan)
- (i) Set a revenue budget of £85.15m incorporating the service development set out in paragraph 7.5.1 and efficiency savings in paragraph 7.5.2.
 - (ii) Approve the use of £3,823 of revenue balances to support the revenue budget in 2019/20.
 - (iii) Approve a precept increase of 2.99% for 2019/20.

10 Resolution

10.1 That Members give approval to the Prudential Indicators in respect of:

- a) the Capital financing Requirement as set out in paragraph 3.2;
- b) the level of External Debt also set out in paragraph 3.2;
- c) the Authorised limit for external debt as set out in paragraph 3.4.1;
- d) the Operational Boundary for external debt also set out in paragraph 3.4.1.

10.2 Having considered the recommendations of the Chief Fire Officer/Chief Executive and the Chief Finance and Procurement Officer on service delivery and related budget requirements and, having taken account of the views of the consultees and, acting in accordance with the requirements of the Local Government Finance Act 1992 (as amended) (“the Act”) and, having approved a capital expenditure programme for the financial year 2019/2020 of £6.581m and, having calculated its basic amount of council tax for the year by dividing its council tax requirement by its council tax bases, which the Authority notes have been determined by the District Councils, the figures are as follows for financial year 2019/20.

Authority	2019/20 Tax Base
Bradford	£142,200.00
Calderdale	£61,993.90
Kirklees	£118,708.56
Leeds	£228,209.10
Wakefield	£101,567.00
TOTAL	£652,678.56

10.3 The Authority calculates its council tax requirements under Sections 40 to 47 of the Act for Financial Year 2019/20 as the aggregate of the following:

10.3.1 The Authority calculates the aggregate of (A) as set out in Appendix B.

- £85,146,897 The expenditure the Authority estimates it will incur in the year in performing its functions and will charge to the revenue account for the year in accordance with proper practices.
- £0 The allowance as the Authority estimates will be appropriate for contingencies in relation to amounts to be charged or credited to the revenue account for the year in accordance with proper practice.
- £0 The financial reserves which the Authority estimates it will be appropriate to raise in year for meeting estimated future expenditure.
- £0 Financial reserves as are sufficient to meet so much of the amount estimated by the Authority to be a revenue account deficit for any earlier financial year as has not been provided for.

10.3.2 The Authority calculates the aggregate of (B) as set out in Appendix B

- £42,985,777 The income which it estimates that will accrue to it in the year and which it will credit to a revenue account for the year in accordance with proper practices other than income which it estimates will accrue to it in respect of any precept issued by it to be.
- £3,823 The amount of financial reserves which the Authority estimates that it will use in order to provide for the items mentioned.

10.3.3 Council Tax Requirement

- £42,157,297 The aggregate calculated under subsection 42a(2) (aggregate of A) of the Act exceeds the amount calculated under subsection 42a(3) (aggregate of B) which is calculated to be the council tax requirement for the year.

10.3.4 Basic amount of council tax

- £64.59 The Authority calculates its basic amount of council tax by dividing the council tax requirement by the council tax base. The council tax requirement is £42,157,297 and the council tax base is £652,678.56 which is equal to £64.59 at band D. This calculation meets the requirement under S42B of the Act.

10.4 The Authority calculates the Council Tax sums pursuant to Section 47 of the Act as follows:

Band A	£43.06
Band B	£50.24
Band C	£57.41
Band D	£64.59
Band E	£78.94
Band F	£93.30
Band G	£107.65
Band H	£129.18

10.5 The Authority calculates the resultant precept amounts payable by each constituent District Council pursuant to Section 48 of the Act as follows:

District	Precept
Bradford	£9,184,870
Calderdale	£4,004,261
Kirklees	£7,667,529
Leeds	£14,740,302
Wakefield	£6,560,335
TOTAL	£42,157,297

10.6 Resolved that the precept for each constituent District Council, as calculated and set out above, be issued to them pursuant to Section 40 of the Act.

Appendix A

Directorate	Description	Total Estimated Capital	2019/20	2020/21	2021/22	2022/23
Fire Safety	Smoke Aalrms	£2,000,000	£500,000	£500,000	£500,000	£500,000
Fire Safety Total		£2,000,000	£500,000	£500,000	£500,000	£500,000
ICT	ICT Strategy	£879,300	£524,000	£155,300	£100,000	£100,000
	ICT Upgrades	£1,181,500	£166,500	£615,000	£400,000	£0
	DMZ Virtual Servers	£80,000	£80,000	£0	£0	£0
	In-house systems development	£0	£0	£0	£0	£0
	IRS Enhancements - dashboards	£0	£0	£0	£0	£0
	IRS Enhancements - geode	£0	£0	£0	£0	£0
	MDT Hardware	£280,000	£0	£0	£280,000	£0
	Media Storage Solution	£200,000	£200,000	£0	£0	£0
	Pager Upgrade	£65,000	£0	£0	£65,000	£0
	Replacement computer hardware	£385,000	£115,000	£105,000	£90,000	£75,000
	Replacement of station annoy system	£400,000	£120,000	£120,000	£80,000	£80,000
	Silent Witness	£390,000	£390,000	£0	£0	£0
	VoIP	£265,000	£100,000	£165,000	£0	£0
ICT Total		£4,125,800	£1,695,500	£1,160,300	£1,015,000	£255,000
IRMP	Station refurbishments / rebuilds	£7,700,000	£0	£2,200,000	£2,500,000	£3,000,000
IRMP Total		£7,700,000	£0	£2,200,000	£2,500,000	£3,000,000
Operations	Fire Fighting helmets	£210,000	£210,000	£0	£0	£0
	Gas tight suits	£10,000	£10,000	£0	£0	£0
	Hydrants	£1,800,000	£450,000	£450,000	£450,000	£450,000
	Lay Flat Hose	£200,000	£50,000	£50,000	£50,000	£50,000
	MFTA - Headset	£15,000	£15,000	£0	£0	£0
	MFTA Ear Defenders	£12,000	£12,000	£0	£0	£0
	Replacement of Operational PPE	£1,000,000	£1,000,000	£0	£0	£0
	Water Rescue	£10,000	£10,000	£0	£0	£0
Operations Total		£3,257,000	£1,757,000	£500,000	£500,000	£500,000
Property	FSHQ	£550,000	£0	£550,000	£0	£0
	General	£2,380,000	£0	£880,000	£800,000	£700,000
	Station Refurbishments	£1,680,000	£1,680,000	£0	£0	£0
Property Total		£4,610,000	£1,680,000	£1,430,000	£800,000	£700,000
Transport	CLM Vehicle procurement	£704,000	£704,000	£0	£0	£0
	Vehicle Replacement project	£2,677,500	£244,800	£576,300	£1,642,200	£214,200
Transport Total		£3,381,500	£948,800	£576,300	£1,642,200	£214,200
Grand Total		£25,074,300	£6,581,300	£6,366,600	£6,957,200	£5,169,200

2018/19 Revenue Budget £m	REVENUE BUDGET	2019/20 Standstill Budget £m	2019/20 Revenue Budget £m
£54.069	Service delivery	£53.556	£54.918
£17.306	Service support	£17.216	£15.953
£7.677	Employment Services	£7.842	£7.669
£1.999	Legal Finance and Corporate Services	£1.979	£6.245
£0.861	Contingency for pay and prices	£0.861	£0.361
£81.912	Net Expenditure	£81.454	£85.147
£14.670	Revenue support grant		£13.339
£0.000	Pension increase grant		£3.672
£16.294	Top up grant		£16.650
£7.326	Local business rates		£7.960
£0.825	Business rate relief		£1.141
£0.480	Collection fund surplus		£0.224
£1.975	Revenue balances		£0.004
£40.341	Precept		£42.157
£81.912	Gross expenditure	£0.000	£85.147
£62.72 £1.82	Precept band d Increase		£64.59 £1.87

2018/19 Budget £m	REVENUE BUDGET	2019/20 Standstill £m	2019/20 Revenue £m
£50.791	Firefighters	£50.457	£53.922
£9.250	Support staff	£10.264	£9.973
£2.157	Pensions	£2.157	£2.000
£1.436	Other employees	£1.177	£1.177
£4.093	Premises	£4.417	£4.417
£2.720	Transport	£2.567	£2.567
£5.469	Supplies and services	£5.094	£5.194
£0.338	Lead authority charges	£0.332	£0.332
£7.572	Capital financing	£7.572	£6.998
£0.000	Revenue Contribution to Capital	£0.000	£0.950
£0.861	Contingency	£0.861	£0.361
£84.687	Gross expenditure	£84.898	£87.892
-£2.774	Less income	-£2.745	-£2.745
£81.912	Net Expenditure	£82.153	£85.147

2018/19 Budget £m	SERVICE DELIVERY	2019/20 Standstill £m	2019/20 Revenue £m
£42.437	Firefighters	£42.812	£45.753
£3.184	Support staff	£3.146	£3.057
£0.000	Pensions	£0.000	£0.000
£0.001	Other employees	£0.059	£0.059
£2.109	Premises	£2.457	£2.457
£0.734	Transport	£0.772	£0.772
£2.212	Supplies and services	£2.017	£2.057
£0.000	Lead authority charges	£0.000	£0.000
£3.311	Capital financing	£3.341	£3.088
£0.000	Contingency	£0.000	£0.000
53.988	Gross expenditure	54.605	57.242
-£1.974	Less income	-£2.324	-£2.324
52.013	Net Expenditure	£52.281	£54.918

2018/19 Budget £m	LEGAL FINANCE & CORPORATE	2019/20 Standstill £m	2019/20 Revenue £m
£0.198	Firefighters	£0.669	£0.715
£1.005	Support staff	£1.704	£1.655
£0.000	Pensions	£0.000	£0.000
£0.000	Other employees	£0.000	£0.000
£0.000	Premises	£0.000	£0.000
£0.036	Transport	£0.020	£0.020
£0.386	Supplies and services	£0.853	£0.870
£0.204	Lead authority charges	£0.242	£0.242
£0.211	Capital financing	£2.000	£1.848
£0.000	Revenue Contribution to Capital	£0.000	£0.950
£0.000	Contingency	£0.861	£0.361
2.040	Gross expenditure	£6.349	£6.662
-0.081	Less income	-£0.056	-£0.056
1.960	Net Expenditure	£6.293	£6.606

2018/19 Budget £m	SERVICE SUPPORT	2019/20 Standstill £m	2019/20 Revenue £m
£2.481	Firefighters	£3.661	£3.913
£3.915	Support staff	£3.870	£3.760
£2.219	Pensions	£0.000	£0.000
£0.991	Other employees	£0.685	£0.685
£1.639	Premises	£1.959	£1.959
£1.739	Transport	£1.636	£1.636
£1.977	Supplies and services	£2.097	£2.138
£0.000	Lead authority charges	£0.000	£0.000
£2.217	Capital financing	£2.232	£2.063
£0.000	Contingency	£0.000	£0.000
17.177	Gross expenditure	£16.139	£16.153
-0.248	Less income	-£0.199	-£0.199
16.929	Net Expenditure	£15.940	£15.953

2018/19 Budget £m	EMPLOYMENT SERVICES	2019/20 Standstill £m	2019/20 Revenue £m
£4.090	Firefighters	£3.315	£3.542
£1.403	Support staff	£1.545	£1.501
£0.000	Pensions	£2.157	£2.000
£0.915	Other employees	£0.434	£0.434
£0.000	Premises	£0.000	£0.000
£0.177	Transport	£0.138	£0.138
£0.111	Supplies and services	£0.128	£0.130
£0.089	Lead authority charges	£0.090	£0.090
£1.204	Capital financing	£0.000	£0.000
£0.000	Contingency	£0.000	£0.000
7.990	Gross expenditure	£7.805	£7.835
-£0.107	Less income	-£0.165	-£0.165
7.883	Net Expenditure	£7.640	£7.669