#### LANCASHIRE COMBINED FIRE AUTHORITY

#### RESOURCES COMMITTEE

Wednesday, 30 November 2016, at 10.00 am in the Main Conference Room, Service Headquarters, Fulwood.

#### **MINUTES**

#### PRESENT:

#### Councillors

F De Molfetta (Chairman)

T Aldridge (Vice-Chair)

A Barnes

M Green

A Matthews

D O'Toole

F Jackson

R Shewan

D Stansfield

V Taylor

# **Officers**

C Kenny, Chief Fire Officer (LFRS)

J Johnston, Deputy Chief Fire Officer (LFRS)

K Mattinson, Director of Corporate Services (LFRS)

B Warren, Director of People and Development (LFRS)

J Bowden, Head of Finance (LFRS)

D Brooks, Principal Member Services Officer (LFRS)

J Harney, Member Services Assistant (LFRS)

29/16 APOLOGIES FOR ABSENCE

Apologies were received from Councillor T Williams.

# 30/16 DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

None received.

#### 31/16 MINUTES OF THE LAST MEETING HELD ON 28 SEPTEMBER 2016

<u>RESOLVED</u>: That the Minutes of the meeting held on 28 September 2016 be confirmed as a correct record and signed by the Chairman.

#### 32/16 TREASURY MANAGEMENT MID-YEAR REPORT 2016/17

The report set out the Authority's borrowing and lending activities during 2016/17, which were in line with decisions taken during the year to date, based on anticipated spending and interest rates prevailing at the time.

In accordance with the updated CIPFA Treasury Management Code of Practice (2011) and to strengthen Members' oversight of the Authority's treasury management activities, the Resources Committee received regular updates on treasury management issues including a mid-year report and a final outturn report. Reports on treasury activity were discussed on a quarterly basis with Lancashire County Council Treasury Management Team and the Authority's Director of Corporate Services and the content of these reports was used as a basis for this report to the Committee.

#### **Economic Overview**

The economic position and future outlook had been significantly influenced by the vote to leave the EU in the referendum on 23rd June 2016. This led to many economic commentators reducing their forecasts of economic growth. The risk of reduced growth was judged by the Bank of England to be severe, prompting the Monetary Policy Committee to initiate substantial monetary policy easing at its August meeting to mitigate the worst of the downside risks. This included a cut in Bank Rate to 0.25%, further gilt and corporate bond purchases (QE) and cheap funding for banks to maintain the supply of credit to the economy. Although the impact of the vote to leave the EU was highly speculative it was likely that the uncertainty on future trade relations would impact on growth and future reduction in rates were possible.

During the first part of the financial year the economy had grown. The first estimate of Q3 GDP released by the ONS showed the UK economy growing by 0.5% over the quarter and 2.3% year-on-year. Both of these figures were slightly above market expectations. The Q2 growth rates were growth of 0.7% over the quarter and 2.1% year on year.

The period had seen some change in inflation. Following BREXIT there had been a fall in the value of sterling which along with the near doubling in the price of oil in 2016 had combined to drive inflation expectations higher. Twelve-month CPI inflation had increased by 0.4% to 1.0% in September. The Bank of England was forecasting that Consumer Price Inflation would breach its 2% target in 2017, the first time since late 2013. However, the rise in inflation was highly unlikely to prompt monetary tightening by the Bank of England, with policymakers looking through import-led CPI spikes, concentrating instead on the negative effects of Brexit on economic activity and, ultimately, inflation.

The impact of the new government may also impact on economic conditions. After six years of fiscal consolidation it was seen as likely that the Autumn Statement would include fiscal initiatives to support economic activity. This was most likely to be in the form of infrastructure investment although tax cuts or something similar could not be ruled out.

#### Interest Rate Environment

Short term interest rates continued at the very low levels with the Bank of England reducing the base rate to 0.25% in August which was the first movement in base rate since March 2009.

#### **Outlook for Interest Rates**

Treasury Consultants Arlingclose Ltd forecast that over the medium term, economic and political uncertainty would likely dampen investment intentions and tighten credit availability, prompting lower activity levels and potentially a rise in unemployment. In the short term they felt the most likely scenario was for the base rate to remain constant but if there was to be a move it was likely to be a further reduction.

## **Borrowing**

There had been no new borrowing undertaken in the first six months of the year. This was in line with the continuation of the policy of using cash balances to fund capital expenditure which had resulted in no new borrowing being undertaken since 2007.

All the Fire Authority's existing borrowing was from the Public Works Loan Board. The long term debt outstanding at the beginning of the year was £5.764m which had remained unchanged in the first half of the year. The next scheduled repayment of £0.250m was in December 2016 reducing the debt to £5.514m by year end.

The Authority was required to make a minimum revenue provision for the repayment of debt. This cash could be used to repay the debt early but the PWLB would charge an expensive premium for early repayment loss of interest and this had not been considered to be a cost effective option in this year. With the low level of interest rates, at present the repayment of this debt was prohibitively expensive. However in a few years' time, as the total debt fell due to scheduled repayments and as interest rates rose, premium payments for debt redemption may become more manageable. The actual timing of the repayment would depend upon the cost of the premiums but the current plan was to be in a position to clear the debt by 2018/19.

#### Investments

Both the CIPFA Code and the CLG Guidance required the Authority to invest its funds prudently, and to have regard to the security and liquidity of its investments before seeking the highest rate of return, or yield. The Authority's objective when investing money was to strike an appropriate balance between risk and return, minimising the risk of incurring losses from defaults and the risk of receiving low investment returns and having the value of reserves eroded by inflation.

The Authority principally invested in a call account provided by Lancashire County Council which paid the base rate. Each working day the balance on the Authority's Current Account was invested in this to ensure that the interest received on surplus balances was maximised. During the period all new investments were placed with the County Council via this arrangement. At 30th September there was a balance of £36.965m with the average balance invested in LCC for the period was £31.099m.

In addition the Authority still had two long term investments that had been placed with UK local authorities as outlined below:

Start Date	End Date	Principal	Rate	Annual	Interest
				Interest	2016/17
30/6/14	28/6/19	£5,000,000	2.4%	£120,000	£120,000
31/7/14	31/7/17	£5,000,000	1.6%	£80,000	£80,000

Therefore the total investment held at 30 September was £46.965m.

The overall the rate of interest earned during this period was 0.80% which compared favourably with the benchmark 7 day index which averaged 0.43% over the same period.

Attached as appendix 1 was a forecast flow for the year. This showed that further sums could be placed on fixed term investments. However, to obtain a better interest rate return than the call account would involve fixing investment for at least 3 months. This position was kept under constant review and suitable opportunities would be taken.

All investments were made in accordance with the current Treasury Management Strategy and the CIPFA treasury management code of practice.

#### **Prudential Indicators**

In order to control and monitor the Authority's treasury management functions, a number of prudential indicators were determined against which performance may be measured. The indicators for 2016/17 were shown in the table below alongside the current actual.

	2016/17 Pls	Actual to 30.9.16
Adoption of the CIPFA Code of Practice for Treasury Management	Adopted	Adopted
Authorised limit for external debt	£m	£m
A prudent estimate of total external debt, which does not reflect the worst case scenario, but allows sufficient headroom for unusual cash movements		
Borrowing	7.800	5.764
Other long-term liabilities	14.900	14.886
Total	22.700	20.650
Operational boundary for external debt		
A prudent estimate of debt, but no provision for unusual cash movements. It represents the estimated maximum external debt arising as a consequence of the Authority's current plans		
Borrowing	6.800	5.764
Other long-term liabilities	14.900	14.886
Total	21.700	20.650
Upper limit for fixed interest rate exposure		
Borrowing	100%	100%
Investments	100%	21.3%
Upper limit for variable rate exposure		
Borrowing	25%	Nil
Investments	100%	78.7%
Upper limit for total principal sums invested for over 364 days (per maturity date)	25.000	10.000
Maturity structure of debt	Upper/ Lower Limits	Actual

Under 12 months	30% / nil	4.34%
12 months and within 24 months	30% / nil	5.73%
24 months and within 5 years	50% / nil	16.20%
5 years and within 10 years	80% / nil	33.31%
10 years and above	90% / nil	40.42%

RESOLVED: - That the Committee note and endorse the report.

## 33/16 FINANCIAL MONITORING 2016/17

The report set out the current budget position in respect of the 2016/17 revenue and capital budgets and performance against savings targets.

# Revenue Budget

The overall position as at the end of October showed an under spend of £1.4m. The current underspend was the result of the Authority continuing to monitor variances for emerging savings opportunities which would be reflected in the forthcoming budget setting process.

The Committee was provided with detailed information regarding the position within individual departments, with major variances being summarised below: -

Area	Over/(Under) spend at 31 Oct	Forecast Outturn	Reason
	£'000	£'000	
Training & Operational Review	(55)	(253)	The underspend to date related to savings in respect of bringing the training centre catering provision back in house, which had been reflected in the 2017/18 budget, following the first full year's results.  In addition, work was on-going to refine the various work streams relating to the additional £0.3m investment in organisational development however these had not yet concluded, therefore this would be underspent at year end.
Property	(198)	(169)	The underspend related to spend against planned repairs and maintenance as property department capacity was almost fully occupied with the working on the current capital projects. It was expected that this would result in a similar level of underspend by year end. In addition it reflected previous year's investment in property assets. A full stock condition survey was currently underway, which would indicate where and how much future investment might be required.

			The repairs and maintenance budget for 2017/18 had been reduced by £100k in anticipation of the expected results.
Service Delivery	(227)	(366)	The underspend reflected the continued reductions in spending across many budget headings, for which next year's budget had been reduced, the single most significant element of which was the ongoing underspend on smoke detectors and fire safety consumables as the new Home Fire Safety Check process continued to be embedded within the service.  Utilities were also forecast to be underspent, reflecting past and ongoing energy efficiency measures.  Next year's budget would be adjusted to reflect the out-turn position.
Pay - wholetime	(425)	(786)	The majority of the underspend related to difference between budgeted staffing numbers and actual staffing number.  Personnel have continued to leave the service without accruing full pension benefits, with a further 14 personnel doing this since the budget was set, and we anticipated a further 4 more between now and the year end. (This was not allowed for in the original budget proposal as it was not clear whether this was related to changes to the pension schemes or not, however it was now apparent that this trend would continue and hence next year's budget would be amended to reflect this.)  Whilst recruitment had taken place in year this was lower than originally allowed for in the budget and was also later in the year, resulting in an underspend. This situation was further compounded by the fact that the new recruits had all come from the retained duty system personnel meaning that the recruit's course was considerably shorter, 4 weeks instead of 13, resulting in a further underspend. The final element of underspend related to a combination of the timing of costs of ad hoc payments such as overtime and public holidays, and the

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Day DDS	(204)	(777)	mix of personnel in each of the pension schemes. All of these had been reviewed and updated as part of next year's budget setting exercise.  The underspend related to the shortfall
Pay - RDS	(284)	(777)	in respect of hours of cover provided, which were higher than allowed for in the budget, reflecting the on-going issues in terms of recruitment and retention. This was compounded by a greater number of RDS personnel still being in development than forecast, again reflecting turnover rates.  The current wholetime recruitment could potentially create further reductions in hours of cover as 27 RDS staff had now begun their wholetime recruits course dependent on their subsequent ability to carry out dual roles. However we had further RDS recruitment exercises planned to alleviate the issue. This would be reflected in future forecast updates. The Retained budget also included an additional £600k in relation to the Strengthening and Improving RDS project. However in order to achieve the maximum benefits from the investment we had undertaken a lengthy process to develop options, in conjunction with RDS personnel, which had delayed the implementation of any change and hence had led to an underspend on this. It was worth noting that the RDS Pay review had one of its key objectives to design a scheme which resulted in improved recruitment, retention and availability. This was nearing completion, currently being out to consultation, with any proposed changes due to be implemented at the start of the new financial year, subject to the outcome of the consultation process and Authority approval of a final scheme. It was proposed that an earmarked reserve be created as part of the year end process to meet any protection costs associated with the final scheme, full details of which would be identified once a scheme was agreed.

Pay – Support Staff	(210)	(370)	The underspend related to turnover of various specialist and administrative roles during the year, when we had assumed that as all previous staffing reviews had been implemented prior to the start of the year there would be minimal changes. This had been reflected in next year's budget by increasing assumed vacancies to 2.5%.  In addition, specialist roles relating to the creation of additional capacity within ICT had proven difficult to recruit to.
Non-DFM	15	599	The year-end position reflected the additional transfer to reserves relating to the redevelopment of Lancaster Fire Station and Fleet workshop, as referred to below.

# Capital Budget

The Capital Programme for 2016/17 stood at £8.223m, however additional budget had been added to reflect potential additional costs related to Lancaster redevelopment and relocation of Fleet garage, as set out below. Allowing for this the revised capital budget stood at £8.823m. A review of the programme had been undertaken to identify progress against the schemes as set out below: -

	Committed spend to Oct 16 £m	Forecast Slippage Into 17/18 £m	
Pumping Appliances	0.964	-	Committed spend to date related to the purchase of 5 pumping appliances for the 2016/17 programme, which had been ordered and were currently in build, we anticipate these would be delivered by March 2017.  We were forecasting a £14k overspend on this as final contract prices were marginally higher than anticipated. This had been built into future capital budgets.
Other vehicles	0.132	(0.416)	Committed spend to date related to various support vehicles which had either been delivered or had been ordered.  The slippage related to:-  • the remaining planned support vehicles replacements, which were ordered and would be delivered in the new financial

			year, or were being reviewed prior to replacement.  • the replacement of 2 driver training vehicles (DTVs) for which specification options were currently being considered with a likely procurement date in the new financial year.
Operational Equipment / Future Firefighting	0.340	(0.390)	This £1m budget was set aside to meet the costs of innovations in firefighting equipment, and the spend to date and year end position reflected the purchase of various items, including:  • an Unmanned Aerial Vehicle (UAV) or drone, which was now operational.  • the committed costs of trialling a new vehicle type to use as a water tower due for delivery in December.  • the purchase of flood suits for all operational staff along with various items of flood rescue equipment.  • the purchase of stabilisation struts for operational use during rescues involving crashed vehicles, or collapsed/damaged property.  • We were currently regionally reviewing the potential use of body worn cameras for operational use for learning from incidents, and for staff protection in certain locations.  In addition, we were exploring the use of technical rescue jackets for non-fire related incidents regionally, however this was unlikely to result in spend during the current financial year so would slip forwards to 2017/18.
Building Modifications	1.636	(2.317)	The majority of committed spend to date related to the purchase of the property adjacent to Lancaster fire station in order to facilitate the redevelopment of the site. In addition we had made the first stage payments for both the refurbishment of Carnforth fire station and the build of the Multi-Compartment Fire Fighting prop at Training Centre.  The forecast slippage related to:  the remainder of the budget for

			the provision of a replacement for Lancaster Fire Station, incorporating a joint Fire & Ambulance facility, following the purchase of the adjacent site, for which the contract was expected to be formally awarded by mid-December. The lowest tender in relation to this was subject to clarification. Discussions had also been on-going with the Council in respect of the strip of land that we currently leased for car parking spaces and whilst it was not essential to the development the purchase of this would enhance the overall scheme. The potential increase in costs was reflected in the revenue contribution to capital outlay highlighted earlier.  • completion of the remaining items of capital works at the Training Centre site.  • the relocation of the Fleet workshop to Training Centre, with a final design and costings being developed in relation to this. In order to provide greater future proofing the scope of the design had increased, with the latest cost estimate being £0.4m. The increase in costs was reflected in the revenue contribution to capital outlay highlighted earlier.
IT systems	0.060	(0.630)	Committed spend to date related to the final stages of the phased implementation of the replacement asset management system which began during the last financial year, and the upgrade of the Community Risk Management Information System (CFRMIS).  The slippage related to:  Initial costs of the national Emergency Services Mobile Communications Project (ESMCP) to replace the Airwave wide area radio system — with further budgetary provision included in the 2017/18 draft capital programme  the replacement of the wide area

	network (WAN) to allow a solution to be in place when current service contracts were due to end during 2017/18  • The replacement of various systems, in line with the ICT asset management plan, however these were reviewed prior to starting the replacement process.
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Members were also provided details that set out the capital programme and the expenditure position against this, as reflected above. The costs to date would be met largely by revenue contributions, with capital grant funding the costs to date of Lancaster Redevelopment.

# Delivery against savings targets

The current position on savings targets identified during the budget setting process, was reported. The performance to date was ahead of target due to a combination of the underspend on salaries for the year to date, plus savings in respect of procurement activities during the same period. It was anticipated that we would meet our efficiency target for the financial year.

<u>RESOLVED</u>: - That the Committee note the financial position and approve the change to the capital programme.

#### 34/16 RECRUITMENT UPDATE

Members were aware from previous papers that following an extended period of no wholetime recruitment, in light of the financial challenges and reductions in establishment, the Service had now embarked on a wholetime recruitment campaign for 2016/17 with a target of up to 30 individuals. It was the intention to continue recruitment in future years to address future requirements; matching the leaver profile and organisational changes. This report outlined the outcomes and lessons to be taken forward into future campaigns.

The Authority had endorsed considering expressions of interest from RDS staff first before full external recruitment providing that the individuals met the required Point of Entry Selection Test (POEST) standard as a one off.

In view of the significant changes in the demands and role of a firefighter since the previous recruitment, the whole process needed to be refreshed. The processes and criteria that have emerged meant that the ability of our existing RDS workforce to meet the criteria needed to be relaxed to recognise their current position, experience and commitment.

The process that was implemented resulted in 27 of the RDS individuals meeting the criteria and being offered positions in the wholetime duty system. A further 5, whilst meeting the POESTs, gave a degree of concern in respect of their ability to meet the immediate onerous demands of the initial training, so they have been advised in respect of addressing their stamina and strength issues and would be included in the next cohort of new entrants. The other RDS candidates, that for various reasons have not met the wholetime standard, have been offered feedback and advice on

where they need to improve their performance. This outcome was a significant improvement on a similar exercise undertaken in 2008.

Having a single standard was understood within the Service and provided reassurance to whole-time staff and the representative bodies that standards were not being compromised. The approach taken for RDS staff was they would be assessed against the required criteria. However in terms of the additional criteria identified, possible relaxation was allowed where they could demonstrate an ability to undertake that element in their existing role. The single standard and person specification would now be used for future campaigns.

In response to a question raised by CC Terry Aldridge, the Director of People and Development confirmed that the training programme for new wholetime recruits was 12 weeks whilst RDS staff who had been successfully recruited had 2 weeks of training followed by further on the job training and training on breathing apparatus. For this group transferring a 4 week conversion course had been devised to bridge the gaps in knowledge.

Adopting a transfer process for RDS had not had and would not have any impact on the need to have a representative workforce. The catchment area for RDS appliances also limited the potential to become a more representative employer. It was for this reason that the Service was embarking on positive action activity as part of the twin track approach prior to undertaking an open process when the full requirements would be measured. Future recruitment would be undertaken on an open competitive basis with the Service expecting that the entry level standards would be met in full and all staff were clear on the standards required. Entering open competition would also allow any interested Green Book employees and previous transferees to North West Fire Control to apply if they were interested.

An inevitable consequence of selecting from the RDS establishment was that RDS availability would be impacted and far more detachments would occur to keep appliances on the run. Attempts had been made to mitigate this by encouraging successful applicants to continue to fulfil their previous RDS contract as a dual contract member of staff. The recruitment of RDS staff had always been difficult as the motivation behind providing RDS cover was varied and the catchment area limited. In order to address this, the Service had tried to combine local effort with a campaign approach and running 3 training courses a year.

The Service had made changes to the RDS remuneration and conditions of service via its salary scheme which alleviated some of these issues and LFRS had the best remunerated RDS staff in the country (and further changes were being developed to improve this position).

It was not possible to pre-plan for these transfers because until the process was completed it was not possible to determine which RDS stations would lose individuals to the wholetime grouping. In future recruitment, the impact would not be as significant as the individuals would be in open competition, although they would clearly potentially be at an advantage due to internal knowledge. It was further hoped that the significant numbers that had been successful would act as an incentive for individuals to join the RDS Service as a route to a full time fire service career.

A concern to the Service was the potential for individuals who worked the RDS system and who were de-selected would tender their resignation, but this to date has not occurred.

Although it was not possible to predict where the RDS impact would fall, the recruitment of individuals in advance of the requirement in respect of wholetime staff was being considered to alleviate any future issues. In any event the requirement for workforce planning in a more robust manner had been identified and would form part of the budget setting process.

As a result of observations and experience gained, the various stages were being reviewed to ensure validity and objectiveness with clear instructions and assessment.

Members welcomed the new activity around apprenticeships, noting this required more detailed consideration and acknowledging this could be an effective vehicle to enhance improvements in our diversity agenda.

RESOLVED: - Members noted and endorsed the report.

# 35/16 OHSAS 18001 HEALTH & SAFETY AND ISO 14001 ENVIRONMENTAL MANAGEMENT SYSTEMS ASSESSMENT AUDIT REPORTS

OHSAS 18001 and ISO 14001 were international best practice standards for how organisations managed Health & Safety and the Environment. The specifications gave requirements for an occupational health and safety / environmental management system, to enable an organisation to control its risks and improve performance.

In 2011 Lancashire Fire and Rescue Service (LFRS) was successful in certification to ISO 14001 the International Standard for Environmental Management Systems and OHSAS 18001 the Health and Safety Management System standard. Each year surveillance audits were carried out to ensure that the standards continued to be adhered to and to ensure continuous improvements were made. Every three years LFRS had to apply for re-certification to maintain the standards.

Subject to the successful closure of two non-conformances, one for OHSAS 18001 Health and Safety and one for ISO 14001 Environmental, both standards were recommended for continued clarification. To achieve and maintain these standards at the same time clearly demonstrated that robust systems were in place for both Health and Safety and the Environment.

As part of the audit process, the auditors identified a number of positive aspects, including:

- "Good compliance to the systems in place has generally been demonstrated throughout the audit"
- "New format risk assessments are giving more information, focussed and effective as well as easy reading."
- "LFRS have carried out a full and detailed review "Preparing Public for Own Emergencies" prompted by recent flooding events but clearly considering a much wider scope."

- "A review of training was conducted with readily available records on PDR-Pro to demonstrate Firefighters are trained and maintained in these activities."
- "Risk assessments and Environmental Risks were clearly understood at the station."
- "It was very clear that Property records were readily available demonstrating a good understanding of the needs to apply controls and demonstrate this."
- "A clear selection process is now in place and being rolled out to all contractors used by LFRS."

As part of the audit, a number of additional areas for improvement were identified and it was intended that all these were developed into an 'improvement action plan' and taken forward through the Service's Health, Safety and Environment Advisory Group.

RESOLVED: - That the Committee note and endorse the report.

### 36/16 DATE OF NEXT MEETING

The next scheduled meeting of the Committee was agreed for Wednesday 29 March 2017 in the Main Conference Room, Service Headquarters, Fulwood, commencing at 1000 hours.

Further meeting dates were noted for 28 June 2017 and 27 September 2017 and agreed for 29 November 2017.

#### 37/16 EXCLUSION OF PRESS AND PUBLIC

RESOLVED: - That the press and members of the public be excluded from the meeting during consideration of the following items of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraph of Part 1 of Schedule 12A to the Local Government Act 1972, indicated under the heading to the item.

#### 38/16 HIGH VALUE PROCUREMENT PROJECTS

Members considered a report that provided an update on all contracts for one-off purchases valued in excess of £50,000 and high value procurement projects in excess of £100,000 including: new contract awards, progress of ongoing projects and details of new projects with an anticipated value exceeding £100,000.

Members discussed the progress in relation to the ongoing procurement project for Lancaster Fire Station and agreed for the Director of Corporate Services to negotiate the best value for the purchase of land for car parking.

RESOLVED: That the Committee: -

- i) note and endorse the recommendations as outlined in the report and;
- ii) agree for the Director of Corporate Services to negotiate the best value for the purchase of land for car parking at Lancaster Fire Station.

#### 39/16 URGENT BUSINESS PROCEDURE

The Director of People and Development presented a report to Members on the circumstances relating to a request for extension of full sick pay.

<u>RESOLVED</u>: - That the Committee endorse the recommendations as outlined in the report.

# 40/16 <u>URGENT BUSINESS - PENSION FUND ACTUARIAL VALUATION PRELIMINARY RESULTS</u>

The Director of Corporate Services tabled a 2016 Actuarial Valuation report which showed preliminary results that analysed a change in the funding position of the Pension Fund. Options would be presented to the Authority as part of the budget setting process.

RESOLVED: - That Members noted the content of the report.

M NOLAN Clerk to CFA

LFRS HQ Fulwood