

**BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY  
BUCKINGHAMSHIRE FIRE AND RESCUE SERVICE**

Director of Legal & Governance, Graham Britten  
Buckinghamshire Fire & Rescue Service  
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**Chief Fire Officer and Chief Executive**  
Jason Thelwell

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To: The Members of the Executive Committee

12 September 2016

**MEMBERS OF THE PRESS  
AND PUBLIC**

**Please note the content of  
Page 2 of this Agenda Pack**

Dear Councillor

Your attendance is requested at a meeting of the **EXECUTIVE COMMITTEE of the BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY** to be held in Meeting Room 1, Fire and Rescue Headquarters, Stocklake, Aylesbury, Bucks, HP20 1BD on **WEDNESDAY 21 SEPTEMBER 2016 at 10.00 am** when the business set out overleaf will be transacted.

Yours faithfully

A handwritten signature in black ink that reads "Graham Britten".

Graham Britten  
Director of Legal and Governance

Chairman: Councillor Busby  
Councillors: Carroll, Gomm, Lambert, Marland, Reed and Schofield



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## **Recording of the Meeting**

The Authority supports the principles of openness and transparency. It allows filming, recording and taking photographs at its meetings that are open to the public. Requests to take photographs or undertake audio or visual recordings either by members of the public or by the media should wherever possible be made to [enquiries@bucksfire.gov.uk](mailto:enquiries@bucksfire.gov.uk) at least two working days before the meeting.

The Authority also allows the use of social networking websites and blogging to communicate with people about what is happening, as it happens.

## **Adjournment and Rights to Speak – Public**

The Authority may, when members of the public are present, adjourn a Meeting to hear the views of the public on a particular agenda item. The proposal to adjourn must be moved by a Member, seconded and agreed by a majority of the Members present and voting.

Prior to inviting the public to speak, the Chairman should advise that they:

- (a) raise their hands to indicate their wish to speak at the invitation of the Chairman,
- (b) speak for no more than four minutes,
- (c) should only speak once unless the Chairman agrees otherwise.

The Chairman should resume the Meeting as soon as possible, with the agreement of the other Members present.

Adjournments do not form part of the Meeting and should be confined to times when the views of the public need to be heard.

## **Rights to Speak - Members**

A Member of the constituent Councils who is not a Member of the Authority may attend Meetings of the Authority or its Committees to make a statement on behalf of the Member's constituents in the case of any item under discussion which directly affects the Member's division, with the prior consent of the Chairman of the Meeting which will not be unreasonably withheld. The Member's statement will not last longer than four minutes.

Where the Chairman of a Committee has agreed to extend an invitation to all Members of the Authority to attend when major matters of policy are being considered, a Member who is not a member of the Committee may attend and speak at such Meetings at the invitation of the Chairman of that Committee.

## **Questions**

Members of the Authority, or its constituent councils, District, or Parish Councils may submit written questions prior to the Meeting to allow their full and proper consideration. Such questions shall be received by the Monitoring Officer to the Authority, *in writing or by fax*, at least two clear working days before the day of the Meeting of the Authority or the Committee.

## **EXECUTIVE COMMITTEE**

### **TERMS OF REFERENCE**

1. To make all decisions on behalf of the Authority, except in so far as reserved to the full Authority by law or by these Terms of Reference.
2. To assess performance of the Authority against agreed organisational targets.
3. To determine matters relating to pay and remuneration where required by collective agreements or legislation.
4. To select on behalf of the Authority—the Chief Fire Officer and Chief Executive, and deputy to the Chief Fire Officer and Chief Executive, or equivalent , taking advice from suitable advisers and to make recommendations to the Authority as to the terms of appointment or dismissal.
5. To consider and make decisions on behalf of the Authority in respect of the appointment of a statutory finance officer ; a statutory monitoring officer; and any post to be contracted to “Gold Book” terms and conditions in whole or in part taking advice from the Chief Fire Officer and suitable advisers.
6. To act as the Employers’ Side of a negotiating and consultation forum for all matters relating to the employment contracts of the Chief Fire Officer and Chief Executive, deputy to the Chief Fire Officer and Chief Executive, or equivalent; and where relevant, employees contracted to “Gold Book” terms and conditions in whole or in part.
7. To hear appeals if required to do so in accordance with the Authority’s Policies.
8. To determine any human resources issues arising from the Authority’s budget process and improvement programme.
9. To determine policies, codes or guidance:
  - (a) after considering recommendations from the Overview and Audit Committee in respect of:
    - (i) regulating working relationships between members and co-opted members of the Authority and the employees of the Authority; and
    - (ii) governing the conduct of employees of the Authority
  - (b) relating to grievance, disciplinary, conduct, capability, dismissals and appeals relating to employees contracted to “Gold Book” terms and conditions in whole or in part.
10. To form a Human Resources Sub-Committee as it deems appropriate.

## **AGENDA**

### **Item No:**

**1. Apologies**

**2. Minutes**

To approve, and sign as a correct record, the Minutes of the meeting of the Committee held on 13 July 2016 (Item 2) **(Pages 7 - 10)**

**3. Disclosure of Interests**

Members to declare any disclosable pecuniary interests they may have in any matter being considered which are not entered onto the Authority's Register, and officers to disclose any interests they may have in any contract to be considered.

**4. Questions**

To receive questions in accordance with Standing Order S0A7.

**5. Budget Monitoring Performance and Debt Management April - June 2016**

To consider Item 5 **(Pages 11 - 24)**

**6. Four Year Settlement and Efficiency Plan**

To consider Item 6 **(Pages 25 - 36)**

**7. Options for Decommissioning of the Incident Response Unit**

To consider Item 7 **(Pages 37 - 46)**

**8. Fire Reform - delivering the Authority's Workforce Reform Programme**

To consider Item 8 **(Pages 47 - 78)**

**9. Pension Update**

To consider Item 9 **(Pages 79 - 106)**

**10. Water Rescue Training and Capability**

To consider Item 10 **(Pages 107 - 126)**

**11. Exclusion of Press and Public**

To consider excluding the public and press representatives from the meeting by virtue of Paragraph 1 of Part 1 of Schedule 12 A of the Local Government Act 1972, as the minutes contain information which is likely to reveal the identity of an individual; and Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972, as the minutes contain information relating to the financial or business affairs of a person (including the Authority); and on these grounds it is considered the need to keep information exempt outweighs the public interest in disclosing the information:

**12. Exempt Minutes**

To approve and the Chairman to sign as a correct record the Exempt Minutes of the meeting of the Executive Committee held on 13 July 2016.

To consider Item 12

**13. Date of Next Meeting**

To note that the next meeting of the Committee will be held on Wednesday 23 November 2016 at 10am

If you have any enquiries about this agenda please contact: Katie Nellist (Democratic Services Officer) – Tel: (01296) 744633 email: [knellist@bucksfire.gov.uk](mailto:knellist@bucksfire.gov.uk)

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Minutes of the meeting of the EXECUTIVE COMMITTEE of the BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY held on WEDNESDAY 13 JULY 2016 at 10.00 am

**Present:** Councillors Busby (Chairman), Carroll, Dransfield, Gomm, Lambert (Part), Reed and Schofield

**Officers:** J Thelwell (Chief Fire Officer), G Britten (Director of Legal and Governance), L Swift (Director of People and Organisational Development), D Sutherland (Director of Finance and Assets), K McCafferty (Head of Human Resources), J Parsons (Head of Service Development), P Holland (Head of Service Transformation), K Nellist (Democratic Services Officer)

**Apologies:** Councillor Marland

**EX01 ELECTION OF CHAIRMAN**

(Councillor Andy Dransfield presiding)

It was moved and seconded that Councillor Busby be elected Chairman of the Committee for 2016/17.

RESOLVED –

That Councillor Busby be elected as Chairman of the Committee for 2016/17.

**EX02 APPOINTMENT OF VICE-CHAIRMAN**

It was moved and seconded that Councillor Dransfield be appointed as Vice-Chairman of the Committee for 2016/17.

RESOLVED –

That Councillor Dransfield be appointed as Vice-Chairman of the Committee for 2016/17.

**EX03 MINUTES**

RESOLVED –

That the Minutes of the meeting of the Executive Committee held on Wednesday 11 May 2016, be approved and signed by the Chairman as a correct record.

**EX04 EXEMPT MINUTES**

RESOLVED –

That the Exempt Minutes of the meeting of the Executive Committee held on Wednesday 11 May 2016, be approved and signed by the Chairman as a correct record.

**EX05 EMERGENCY SERVICES MOBILE COMMUNICATION PROGRAMME (EMSCP)**

The Lead Member for Finance, IT, Procurement and Control introduced the report and advised Members that this briefing paper updated Members on the progress of the project to date. Previously there had been two items of concern for Members. One was the interoperability of different communication systems between services during the various transition phases and the other was the unknown financial risk to the Authority.

The Lead Member for Finance, IT, Procurement and Control reported to Members that assurances had now been received through the central programme teams that the technology would provide seamless interoperability between new and legacy systems and it was believed that the Authority's costs would be met by central Government. However, they had not yet committed to this undertaking in writing.

The Head of Service Development advised Members that the Authority had been given indicative figures as part of the business case regarding finance, but there was no further update, and regarding coverage, as part of the original business case, the Authority had been told that it would not cut over to the new system until the coverage was as good or preferably better and that was still the case.

The Head of Service Development also advised Members that the Government Digital Services had decided that, as part of this programme, organisations connecting to the Emergency Services Network (ESN) would have to be Public Services Network (PSN) Compliant. The Authority had decided that work would commence to achieve the lowest level of PSN compliance – PSN Bronze – which was more than adequate for the needs of this programme.

(Councillor Lambert joined the meeting)

RESOLVED-

That the report be noted.

**EX06 BUDGET MONITORING PERFORMANCE AND DEBT MANAGEMENT APRIL 2015 - MARCH 2016**

The Committee considered an update of the provisional revenue and capital outturn position and debt management performance to 31 March 2016.

The Committee noted that the provisional underspend had increased by £232k from that reported as at the end of February 2016, to the Committee on 11 May 2016. This increase was primarily due to movements in year-end provisions, as reported verbally at the last meeting.

The Committee noted that it was recommended the provisional underspend of £1,821k was transferred to the general fund in line with the recommendations of that paper.



A Member asked when the Retained Duty System (RDS) on-call firefighter employment which was currently significantly under budgeted establishment costs would be reviewed and was advised that there was a national issue regarding recruitment and retention of RDS staff.

The Chief Fire Officer advised that demographics had changed and no longer were people working in small rural villages, so there was an issue, but the Authority was currently working on different propositions for RDS. The Authority had over the last few years opened up opportunities for RDS staff, for example it was one of the only services where RDS had the opportunity to ride wholetime fire engines. It had also introduced co-responding as an opportunity for RDS to earn money in a different way.

The Director of People and Operational Development advised Members that the Authority had been increasing the use of its 'bank' and 'ops pool' so it had been operating with fewer numbers than were budgeted for. Also, the Authority was looking to see if there were different models beyond living within five minutes of a fire station. It was also looking at a whole range of employment contracts. RDS were paid a retainer and paid when they get called in. In some areas part time firefighters might be needed. Another approach about to be piloted was 'on-call' apprenticeships. The Authority was looking to see if local businesses would take on an apprentice that it would part fund.

RESOLVED –

1. That the provisional outturn forecast for the Fire Authority as at 31 March 2016 be noted.
2. That the underspend of £1,821k be transferred to the general fund.
3. That the slippage of £6,452k on the capital programme be approved to be carried forward into 2016/17.
4. That delegated authority be given to the Chief Finance Officer in consultation with the Lead Member for Finance to authorise any late changes to the movements in reserves and capital slippage amounts resulting from accounting adjustments needing to be made during the year-end closedown process.
5. That should any changes to the amounts referred to above be required, then the Chief Finance Officer will report these to Members at the next available meeting.

## **EX07**

### **INSURANCE ARRANGEMENTS UPDATE**

The Lead Member for Finance, IT, Procurement and Control introduced the report and advised Members that there were eight fleet related insurance claims during 2015/16. The total cost of these claims to the brigade was £4k. During 2015/16 the

insurance contract was retendered and a new contract commenced on 1 April 2016, saving the Authority £20k per annum. Whilst the Authority would experience minor additional costs as a result of increasing the excess, it would still make a significant net saving each and every year.

RESOLVED –

That the update be noted.

**EX08 EXCLUSION OF PUBLIC AND PRESS**

RESOLVED -

By virtue of Paragraph 1 of Part 1 of Schedule 12A of the Local Government Act 1972, as the appendix contains information which is likely to reveal the identity of an individual; and Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972, as the appendix contains information relating to the financial or business affairs of a person (including the Authority); and on these grounds it is considered the need to keep information exempt outweighs the public interest in disclosing the information.

The Director of Legal and Governance, Director of Finance and Assets, Head of Service Development and Head of Service Transformation left the meeting.

**EX09 BUSINESS CONTINUITY AND RESILIENCE – SENIOR STAFF SUCCESSION PLANNING**

The Committee considered the report and appendix, details of which are noted in the confidential/exempt minutes.

RESOLVED –

That the SMB and directorate plans be noted.

**EX10 DATE OF NEXT MEETING**

The Committee noted that the date of the next Executive Committee meeting would be held on Wednesday 21 September 2016 at 10.00am.

THE CHAIRMAN CLOSED THE MEETING AT 10.50AM.



# Buckinghamshire & Milton Keynes Fire Authority

<b>MEETING</b>	Executive Committee
<b>DATE OF MEETING</b>	21 September 2016
<b>OFFICER</b>	David Sutherland, Director of Finance & Assets
<b>LEAD MEMBER</b>	Councillor Adrian Busby
<b>SUBJECT OF THE REPORT</b>	<b>Budget Monitoring Performance and Debt Management April – June 2016</b>
<b>EXECUTIVE SUMMARY</b>	<p>To present the provisional revenue and capital outturn position and debt management performance to 30 June 2016.</p> <p>The report at Appendix A sets out the Authority's revenue and capital spending position as at 30 June 2016, together with the projected outturn position for the financial year.</p> <p>Managers have positively and proactively controlled spend and forecast an under-spend of £668k, against a revenue budget of £28.3m.</p> <p>Appendix B details the virements that require approval.</p>
<b>ACTION</b>	Decision / Information.
<b>RECOMMENDATIONS</b>	<ol style="list-style-type: none"> <li>1. That the latest projected outturn forecast for the Authority as at 30 June 2016 be noted.</li> <li>2. That £500k of the projected underspend for 2016/17 be transferred to a reserve to help fund the apprenticeship initiative in future years.</li> <li>3. That the budget virement as detailed in Appendix B be authorised.</li> </ol>
<b>RISK MANAGEMENT</b>	Management of our financial resources is a key risk to the Authority and the performance reports to Committee inform Members of the main financial risks facing the Authority in year.
<b>FINANCIAL IMPLICATIONS</b>	As set out in the main body of the report.
<b>LEGAL IMPLICATIONS</b>	None.
<b>CONSISTENCY WITH THE PRINCIPLES OF</b>	None.

<b>COLLABORATION</b>	
<b>HEALTH AND SAFETY</b>	None.
<b>EQUALITY AND DIVERSITY</b>	None.
<b>USE OF RESOURCES</b>	The paper sets out how work has been progressing for achieving greater financial ownership and accountability for resources attached to the delivery of specific aims and objectives of the Authority.
<b>PROVENANCE SECTION &amp; BACKGROUND PAPERS</b>	<b>Background</b> Medium Term Financial Plan 2016/17 to 2019/20, CFA Meeting 10 February 2016. <a href="http://bucksfire.gov.uk/files/4614/5459/6672/Fire_Authority_Summons_and_Agenda_100216_72dpi.pdf">http://bucksfire.gov.uk/files/4614/5459/6672/Fire_Authority_Summons_and_Agenda_100216_72dpi.pdf</a>
<b>APPENDICES</b>	Appendix A – Budget Monitoring Performance and Debt Management April – June 2016. Appendix B – Budget Virements requiring authorisation.
<b>TIME REQUIRED</b>	10 Minutes.
<b>REPORT ORIGINATOR AND CONTACT</b>	Mark Stevens (Revenue) and Asif Hussain (Capital) <a href="mailto:mstevens@bucksfire.gov.uk">mstevens@bucksfire.gov.uk</a> <a href="mailto:ahussain@bucksfire.gov.uk">ahussain@bucksfire.gov.uk</a> 01296 744425 and 01296 744421

## Appendix A

## 1. Revenue Forecasts by Service Area

**Table 1** The table below shows the budget and actual expenditure for each directorate as at the end of June 2016. The budget of £28.3m is compared to the forecast outturn to give a forecast year-end underspend of £668k.

Directorate	Area Manager	Total Budget	Actual Year to Date	Forecast Outturn	Projected Year End Variance
Corporate Core	Corporate Core	913,260	272,079	843,948	-69,312
	Legal & Governance	84,350	16,599	84,350	0
<b>Corporate Core Total</b>		<b>997,610</b>	<b>288,678</b>	<b>928,298</b>	<b>-69,312</b>
Finance & Assets	Finance & Procurement	972,490	427,694	957,630	-14,860
	Resource Management	2,176,330	557,467	1,980,720	-195,610
<b>Finance &amp; Assets Total</b>		<b>3,148,820</b>	<b>985,160</b>	<b>2,938,350</b>	<b>-210,470</b>
People & Organisation Development	Training & Development	1,764,180	293,252	1,945,889	181,709
	Operations & Services	762,920	183,986	776,665	13,745
<b>People &amp; Organisation Development Total</b>		<b>2,527,100</b>	<b>477,238</b>	<b>2,722,554</b>	<b>195,454</b>
Delivery, Corporate Development & Planning	Service Delivery	15,180,600	3,393,787	14,222,669	-957,931
	Service Development	467,725	186,419	449,048	-18,677
	Service Transformation	1,274,100	207,329	1,948,899	674,799
	IT and Communications	1,423,630	390,351	1,316,120	-107,510
<b>Delivery, Corporate Development &amp; Planning Total</b>		<b>18,346,055</b>	<b>4,177,887</b>	<b>17,936,736</b>	<b>-409,319</b>
Statutory Accounting & Contingency	Capital Charges	427,000	96,942	387,000	-40,000
	Direct Revenue Financing	1,737,000		1,737,000	0
	Contingency	923,945	17,169	788,079	-135,866
	Non Distributed Costs	215,170	15,524	216,966	1,796
<b>Statutory Accounting &amp; Contingency Total</b>		<b>3,303,115</b>	<b>129,635</b>	<b>3,129,045</b>	<b>-174,070</b>
<b>Total Expenditure</b>		<b>28,322,700</b>	<b>6,058,597</b>	<b>27,654,983</b>	<b>-667,717</b>
<b>Total Funding</b>		<b>-28,322,700</b>	<b>-12,547,061</b>	<b>-28,322,700</b>	<b>0</b>
<b>Net Position</b>		<b>0</b>	<b>-6,488,463</b>	<b>-667,717</b>	<b>-667,717</b>

The key variations in directorate budgets compared to year-end outturn shown above in Table 1 are:

**Finance & Assets £210k under** – This variance relates to the vacant Resource Manager post and unbudgeted income received from aerial sites.

**People & Organisation Development £195k over** – An overspend is being seen in this directorate because the costs of the apprentices are being picked up here, while being funded from underspends elsewhere in the organisation. The overall adverse variance is then reduced by under establishments in the POD directorate.

**Delivery, Corporate Development & Planning £409k under** –

*Service Delivery:* Staffing levels are lower than budgeted in this area due to retirements and leavers in previous years, while on-call firefighter employment is significantly below budgeted establishment levels. The underspends which result from this are then utilised for apprenticeships seen in POD, the 'bank' system seen under this directorate and non-grey book staffing seen below.

*Service Transformation:* The bulk of overspends in this area relate to the non-grey book staffing initiative alluded to above, with temporary service transformation posts also contributing to overspends.

**Statutory Accounting & Contingency £174k under** - The contingency fund makes provision for any pay award and pay protection arrangements as well as exceptional items for which no budget has been approved during the budget setting process. The current level of the fund was reduced as part of the Medium Term Financial Plan for 2016/17, however, in-year savings are also held here as part of a new program of centralising budgets once they have been identified as bearing consistent underspends.

## 2. Direct Employee Costs

**Table 2** shows the budget and provisional outturn for each sub-heading within the direct employees subjective as at the end of June 2016.

Staffing	Total Budget	Actual Year to Date	Forecast Outturn	Projected Year End Variance
Members of the Brigade	12,490,950	2,913,572	12,213,808	(277,142)
Retained Duty System	1,680,450	254,292	1,367,813	(312,637)
Administrative Staff	3,854,305	899,227	3,737,151	(117,154)
Control Room Staff	0	12,085	0	0
Casual Employees	61,450	8,842	91,003	29,553
Technicians	244,120	63,328	247,611	3,491
Members Allowances	72,780	15,199	72,780	0
Allowances	724,330	169,512	700,930	(23,400)
Agency Staff	99,640	33,892	238,209	138,569
<b>Grand Total</b>	<b>19,228,025</b>	<b>4,369,949</b>	<b>18,669,304</b>	<b>(558,721)</b>

**Members of the Brigade** – this relates to lower staffing levels than budgeted, however, the cost of the bank system in 2016/17 can be seen to negate these favourable variances to a degree.

**Retained Duty System** – on-call firefighter employment is currently significantly under budgeted establishment levels. It is proposed that £500k of the underspend across this area and Members of the Brigade is transferred to a reserve to help fund the introduction of apprentices across the Authority (see Recommendation 2).

**Administrative Staff** – Underspends in Finance, KIS, the driving school, Corporate and Forward Planning and in relation to the Resource Manager post can be seen to outweigh overspends in this area. With regard to overspends, elements include a programme manager and work placement role assigned to facilitate service transformation, while a business and systems integration project manager post will be funded from earmarked reserves as planned.

**Casual Employees** – casual staffing overspends are being seen at the driving school and in operational training. Both areas are under established in terms of permanent staff and underspends seen in relation to these more than cover the adverse variations seen under this heading.

**Agency Staff** – agency staff have been used to cover interim vacancies in the Finance and Procurement team as well as to support projects in Property.

### 3. Major Risk Areas

The monitoring process will focus more attention on areas identified by management as high risk. An initial assessment of the main financial risks faced has been undertaken by Finance against the following categories:

- High value budgets
- Historically volatile budgets
- Demand led income and expenditure budgets

		<b>Total Budget</b>	<b>Actual Year to Date</b>	<b>Forecast Outturn</b>	<b>Projected Year End Variance</b>
A.	Employee Direct Costs	19,228,025	4,369,949	18,669,304	-558,721
B.	Knowledge & Information Services	1,309,360	389,373	1,249,598	-59,762
C.	Fuel Charges	280,760	59,362	218,000	-62,760
D.	Energy/Utilities	277,670	31,211	281,034	3,364
E.	Employment Agencies/Consultants	99,640	33,892	238,209	138,569

The variances for A. B. and E. are as noted in Section 2 above, while fuel is underspent as both usage and cost per litre are currently lower than budgeted.



#### 4. Funding

The table below details the budget and forecast outturn for each category of funding.

	<b>Govt Funding £000</b>	<b>Business Rates £000</b>	<b>NNDR Pooling £000</b>	<b>Specific Grants £000</b>	<b>Council Tax Receipts (incl. 15/16 surplus) £000</b>	<b>Total Funding £000</b>
<b>Budget 2016/17</b>	-4,507	-4,874	-164	-1,099	-17,679	-28,323
<b>Budget Year to Date</b>	-2,008	-2,172	-73	-490	-7,878	-12,620
<b>Actual to Date</b>	-2,008	-2,172	0	-490	-7,878	-12,547
<b>Variance Year to Date</b>	0	0	73	0	0	73
<b>Forecast Outturn</b>	-4,507	-4,874	-164	-1,099	-17,679	-28,323
<b>Projected Year End Variance</b>	0	0	0	0	0	0

Current projections show funding to budget. However, this may change in future periods as the Home Office have only committed to six months of New Dimensions funding, with remaining commitments dependent on a review of national mass decontamination capabilities.

In addition to this, exact funding levels resulting from NNDR pooling arrangements are uncertain at this stage.

## 5. Savings and efficiencies

Of the £559k savings offered up in the 2016/17 Medium Term Financial Plan, £17k is from Corporate Core, £21k from Finance & Assets, £44k from POD and £476k from Delivery, Corporate Development and Planning.

<b>Directorate</b>	<b>Target Saving £</b>	<b>Forecast Actual Saving £</b>	<b>Under/ (Over) Recovery £</b>
Corporate Core	16,779	16,779	-
Finance & Assets	21,335	21,335	-
People & Organisation Development	44,394	44,394	-
Delivery, Corporate Development and Planning	476,492	476,492	-
<b>Total Savings</b>	<b>559,000</b>	<b>559,000</b>	<b>-</b>

**Corporate Core, Finance and Assets and POD** – Supplies and services budgets have been reduced based on historical analysis of actual spend in this area.

**Delivery, Corporate Development and Planning** – The new firefighter pension scheme has been modelled into the budgeted establishment to reflect the lower cost of the 2015 scheme.

## 6. Capital Forecasts

The capital programme for 2016/17 is £3.236m which together with a number of carry-forward schemes totals £9.688m.

Project Name	Original Budget 2016-17	Agreed 15-16 Carry Forwards	Revised Budget 2015-16	Actual Year to Date	Commitments 2015/16	Forecast Outturn	Year End Variance
Property	500,000	194,615	694,615	118,603	105,954	694,615	0
Property Review	0	5,161,125	5,161,125	0	719,134	5,161,125	0
<b>Sub Total</b>	<b>500,000</b>	<b>5,355,740</b>	<b>5,855,740</b>	<b>118,603</b>	<b>825,088</b>	<b>5,855,740</b>	<b>0</b>
CCTV Cameras	45,000	50,000	95,000	34,075	5,050	95,000	0
Operational Vehicles Red Fleet	2,300,000	696,000	2,996,000	235,800	527,890	2,996,000	0
Operational Vehicles White Fleet	132,000	0	132,000	0	67,571	132,000	0
Hydraulic Equipment	56,000	0	56,000	0	0	56,000	0
Water Tankers	0	80,000	80,000	0	80,000	80,000	0
Operational Equipment	93,000	66,263	159,263	15,697	2,766	159,263	0
<b>Sub Total</b>	<b>2,626,000</b>	<b>892,263</b>	<b>3,518,263</b>	<b>285,572</b>	<b>683,277</b>	<b>3,518,263</b>	<b>0</b>
ICT	110,000	203,503	313,503	68,842	119,766	313,503	0
<b>Sub Total</b>	<b>110,000</b>	<b>203,503</b>	<b>313,503</b>	<b>68,842</b>	<b>119,766</b>	<b>313,503</b>	<b>0</b>
<b>Total</b>	<b>3,236,000</b>	<b>6,451,506</b>	<b>9,687,506</b>	<b>473,016</b>	<b>1,628,130</b>	<b>9,687,506</b>	<b>0</b>

## Funding

The capital programme will be funded as follows:

<b>Funding Source</b>	<b>£</b>
Capital Receipts	1,246,000
Unapplied/Unused Capital Grant	2,840,687
Transfer from RCCO Reserve	5,600,819
<b>Total Funding</b>	<b>9,687,506</b>

## Property Portfolio

The Property team have been allocated £500k for 2015/16, which relates to priority 2 repairs as identified in the condition survey and other priorities identified within the property strategy. A slippage amount of £5.356m has been carried over from 2015/16 with the majority of the slippage relating to the property review.

The majority of the works carried out to date relate to the installation of the modular building at Beaconsfield station which is now complete. Newport Pagnell station has had a partial refurbishment with new LED lighting, new kitchen and redecoration works carried out. Further works are due at several stations which are out for quotation with works planned to take place during the year.

## Fire Appliances & Equipment

A budget of £2.3m and £132k has been allocated to purchase several red and white fleet vehicles. The orders are likely to be placed this financial year, however due to the build time for red fleet vehicles, they are expected to be delivered next financial year. A slippage of £696k relates to four red fleet vehicles (part of 2015/16 capital programme) with all appliances expected to be delivered by December 2016.

CCTV installation is progressing well with all vehicle installations to be completed by the end of the financial year. The budget for the water tanker has slipped from last year but an order has now been placed. Hydraulic equipment and operational equipment orders will be placed throughout the year.

## Support

ICT was allocated a budget of £110k which is for the Wi-Fi upgrade and the replacement of hardware. A balance of £204k has been brought forward from the previous year with majority of the slippage relating to the telephony project and the server upgrade. The server upgrade is now complete with the telephony project likely to commence in quarter two and expected to be completed by the end of the financial year.

## 7. Reserves

The table below shows the projected movement in reserves during the year.

	<b>Balance at start of year £000</b>	<b>Projected Additions £000</b>	<b>Projected Use of £000</b>	<b>Projected year-end balance £000</b>
General Fund	-2,165	-168		-2,333
Earmarked Reserves (Revenue)	-2,037	-550*		-2,587**
Earmarked Reserves (Capital)	-6,961	-2,983	6,847	-3,097

\* This figure includes the £500k underspend to be transferred to a reserve to help fund the apprenticeship initiative in future years, which is subject to approval from Members

\*\* This figure includes £369k, which represents this Authority's share of the joint control room renewals fund (which is held by Oxfordshire Fire and Rescue Service)

## 8. Performance Indicators

The table below shows the performance targets and actuals (rolling averages) for the year to date.

<b>Description</b>	<b>2015-16 Actual</b>	<b>2016/17 Target</b>	<b>2016/17 Actual (rolling average)</b>
Budget Monitoring Training	100.0%	100.0%	100%
Managers accessing SAP Cost Centre Report	100%	100.0%	100%
% invoices paid within 30 days`	99.67%	99%	100%
Budget Mon. Report turn-around (working days)	7 days	7 days	7 days

Budget monitoring training is provided to managers assuming responsibility for budget management and control. A risk based approach is applied to budget monitoring with resources allocated to high risk areas. This supports a proactive challenge role for Finance and budget holder engagement. Compliance to date has been at 100%.

Invoices paid within 30 days has maintained a rolling average of 100% for quarter 1.

## 9. Debt Management

The table below shows the key debtor performance figures for the quarter 1 2016/17:

<b>DEBTOR KEY PERFORMANCE INDICATORS 2016/17</b>	<b>Q1</b>
Debts over 60 days overdue	£54,098
Total Debt outstanding	£119,382
Debts over 60 days overdue as a % of total debt outstanding	43.42%
Debts over 60 days overdue as a % of total income to date	2.64%
Average days from raising invoices to receipt of income	65 days

The above figures show the quarterly average of debt during 2016/17. For quarter 1, the average total debt outstanding was £119k, of which £54k relates to debt 60 days overdue. Total debt outstanding as at the end of June 2016 was £82k, with the actual value of debts over 60 days overdue being £25k. June 2016 saw a reduction in this area, resulting in a significant decrease in average debt during quarter 1.

The decrease in total debt outstanding is mainly due to the write-off of a Ministry of Defence invoice, as well as collection of annual rental income and SCAS co-responder income.

92% of the debts over 60 days overdue at the end of June 2016 relate to income due for officers seconded to the Home Office, with 8% relating to other income.

The 'average days' taken to raise an invoice and then receipt income for quarter 1 is 65 days. The increase from 22 days in quarter 4 2015/16 is due to the aforementioned write-off of a Ministry of Defence invoice along with several smaller write-offs totaling £286, which took place in June 2016. Quarter 2 will see the average decrease to an appropriate level.

**Appendix B**

**Permanent revenue virements requiring authorisation:**

<b>Virement</b>	<b>Cost Centre</b>	<b>Subjective</b>	<b>DR/CR</b>	£	£	SMB	Executive
<b>1</b>	Savings	Services	DR	156,360		Y	Y
	Service Delivery (various)	Direct Employees	CR		156,360		
	<i>To transfer two vacant GC post budgets to savings cost centre</i>						

1. This is to recognise in-year savings of two vacant GC posts by taking their budgets to the savings cost centre.

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# Buckinghamshire & Milton Keynes Fire Authority

<b>MEETING</b>	Executive Committee
<b>DATE OF MEETING</b>	21 September 2016
<b>OFFICER</b>	Mark Hemming, Deputy Director of Finance and Assets
<b>LEAD MEMBER</b>	Councillor Adrian Busby
<b>SUBJECT OF THE REPORT</b>	<b>Four Year Settlement and Efficiency Plan</b>
<b>EXECUTIVE SUMMARY</b>	<p>As announced last year, the Government is offering single purpose Fire and Rescue Authorities firm four-year funding allocations to 2019-20 in return for robust and transparent efficiency plans. This will provide funding certainty and stability to enable more proactive planning of service delivery and to support strategic collaboration with local partners.</p> <p>The Efficiency Plan is based heavily on the Public Safety Plan, which was compiled following significant public consultation and approved by Members at a meeting of the Fire Authority on 17 December 2014.</p> <p>The figures in the Efficiency Plan have been updated from the Medium Term Financial Plan presented to the Fire Authority on 10 February 2016 to include savings and cost pressures subsequently identified.</p> <p>Approval of the Efficiency Plan does not constitute approval of the budget. This will continue to be approved by the Fire Authority, with the budget for 2017-18 being considered at the meeting in February 2017.</p>
<b>ACTION</b>	Decision.
<b>RECOMMENDATIONS</b>	<p>It is recommended that:</p> <ol style="list-style-type: none"> <li>1. the Government's offer of a guaranteed four year settlement be accepted; and</li> <li>2. the Efficiency Plan be approved.</li> </ol>
<b>RISK MANAGEMENT</b>	See financial implications.
<b>FINANCIAL IMPLICATIONS</b>	<p>Accepting the four year settlement guarantees a minimum level of Revenue Support Grant (RSG) until 2019/20. It does not however guarantee the level of other funding streams.</p> <p>Those Fire and Rescue Authorities that choose not to accept the offer will be subject to the existing yearly</p>

	process for determining the local government finance settlement. Allocations could be subject to additional reductions dependant on the fiscal climate and the need to make further savings to reduce the deficit.
<b>LEGAL IMPLICATIONS</b>	The deadline for acceptance of the four year settlement deal is 5pm on Friday 14 October 2016.
<b>CONSISTENCY WITH THE PRINCIPLES OF COLLABORATION</b>	No direct impact.
<b>HEALTH AND SAFETY</b>	No direct impact.
<b>EQUALITY AND DIVERSITY</b>	No direct impact.
<b>USE OF RESOURCES</b>	The indicative figures for RSG were factored into the Medium Term Financial Plan 2016/17 to 2019/20 (see background papers).
<b>PROVENANCE SECTION &amp; BACKGROUND PAPERS</b>	Medium Term Financial Plan 2016/17 to 2019/20: Report considered by the Executive Committee – 3 February 2016: <a href="http://bucksfire.gov.uk/files/9214/5564/0122/ITEM_7_c_Medium_Term_Financial_Plan.compressed.pdf">http://bucksfire.gov.uk/files/9214/5564/0122/ITEM_7_c_Medium_Term_Financial_Plan.compressed.pdf</a> Revised Appendix 1 (presented to the Fire Authority – 10 February 2016): <a href="http://bucksfire.gov.uk/files/1214/5451/0771/Late_Item_Medium_Term_Financial_Plan_-_Revised_Appendix_1.pdf">http://bucksfire.gov.uk/files/1214/5451/0771/Late_Item_Medium_Term_Financial_Plan_-_Revised_Appendix_1.pdf</a>
<b>APPENDICES</b>	Appendix 1 – Efficiency Plan 2016-20
<b>TIME REQUIRED</b>	10 minutes.
<b>REPORT ORIGINATOR AND CONTACT</b>	Mark Hemming <a href="mailto:mhemming@bucksfire.gov.uk">mhemming@bucksfire.gov.uk</a> 01296 744687

# Efficiency Plan

2016-2020



**Buckinghamshire  
& Milton Keynes**  
**FIRE & RESCUE SERVICE**  
*we save lives*

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## About the Plan

The Efficiency Plan sets out how the Authority plans to improve the service it provides whilst managing with reduced real-terms funding levels. This document contains links to other relevant documents and websites and should be read in conjunction with those.

## Four Year Plan

The Authority's strategy for the provision of fire and rescue services for the next four years is driven by the approved Public Safety Plan 2015-2020. The Plan has been developed using integrated risk management planning methods and is designed to conform to the Government's guidance in relation to the preparation of integrated risk management plans.

The Public Safety Plan 2015-2020 can be viewed here:

[http://bucksfire.gov.uk/files/8114/2116/4524/2015 - 20 PSP Updated after 17 Dec CFA.pdf](http://bucksfire.gov.uk/files/8114/2116/4524/2015_-_20_PSP_Updated_after_17_Dec_CFA.pdf)

The key benefits that the plan brings to the local community are:

- A flexible approach to how we prevent emergencies, protect life, properties and the environment and also respond when called upon
- Improve the services and value that we deliver to the public

The Public Safety Plan is supported by the Medium Term Financial Plan (MTFP), which sets out how the Authority will fund the plan. The MTFP is based on a number of assumptions, which are detailed within this Efficiency Plan.

## Funding Assumptions

The following table sets out the assumptions the Authority is making about funding up to 2019-20. The Government has offered authorities a guaranteed four year funding settlement in order to provide increased certainty and to aid planning. However, this only guarantees the minimum amount of revenue support grant (RSG) receivable. Business rates receivable are not guaranteed and are subject to volatility depending on factors such as the level of growth and appeals against valuations.

<b>Settlement Funding Assessment</b> <i>(All figures are £000 unless stated)</i>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>
Baseline Funding - Business Rates / Top Up	4,670	4,709	4,802	4,943	5,101
RSG	5,353	4,418	3,236	2,633	2,286
<b>Settlement Funding Assessment Total</b>	<b>10,023</b>	<b>9,127</b>	<b>8,038</b>	<b>7,576</b>	<b>7,387</b>
Adjustment for Local Business Rate share (NNDR1) to DCLG Figure	350	-15	10	45	80
<b>Council Tax Forecast</b>					
Band D Council Tax (£)	58.54	59.70	60.88	62.09	63.32
Actual / Assumed Council Tax base increase on previous year	339	274	348	362	377
Yearly Council Tax Precept Increase	-169	338	351	367	381
Collection Fund (council tax & business rates)	329	429	0	0	0
<b>Estimated Total Council Tax Income</b>	<b>17,131</b>	<b>17,843</b>	<b>18,113</b>	<b>18,842</b>	<b>19,600</b>
Council Tax Band D Precept Increase (%)	-1.00%	1.98%	1.99%	1.99%	1.99%
Growth in Council Tax Base Yield to Previous Year (%)	2.04%	1.63%	2.00%	2.00%	2.00%
<b>TOTAL</b>	<b>27,504</b>	<b>26,955</b>	<b>26,161</b>	<b>26,463</b>	<b>27,067</b>

The level of RSG the Authority receives will decrease by 57% between 2015-16 and 2019-20. Given changes in the way that funding will be distributed, it is anticipated that there will be an increase in Council Tax of 1.99% each year until 2020. This represents a real terms decrease of 30%, based on predicted CPI, for the decade 2010 – 2020. The Authority had frozen council tax between 2010-11 and 2014-15 and even reduced the amount by 1% in 2015-16. However, due to the change in Government policy we increased the amount by 1.98% in 2016-17. A Council Tax increase of 1.99% is the maximum permitted without triggering a Referendum.

## Budget Assumptions

The following table sets out the expected costs pressures facing the Authority alongside other income it expects to receive.

<b>Employee Cost Pressures (£'000)</b> <i>(All figures are £000 unless stated)</i>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>
Pay Award	213	213	184	183	183
End of Contracting Out of Second State Pension	0	352	0	0	0
LGPS Employer Pension Contributions	0	0	60	0	0
FF Employer Pension Contributions (Change to Discount Rate)	0	0	0	0	580
<b>Total Employee Costs</b>	<b>20,559</b>	<b>19,700</b>	<b>19,354</b>	<b>18,777</b>	<b>19,500</b>
<b>Cost Pressures (£'000)</b>					
Inflation	88	90	103	88	86
Additional Running Costs	215	232	0	0	0
Increased Prevention Work	0	250	0	0	0
<b>Total Non Pay Bill Costs</b>	<b>9,955</b>	<b>10,413</b>	<b>9,448</b>	<b>9,474</b>	<b>9,131</b>
<b>INCOME</b>					
<b>Section 31 Grants</b>					
Transition Grant	0	89	112	0	0
Fire Revenue Grant	1,099	1,099	1,099	1,099	1,099
NNDR	137	180	184	184	184
<b>Other Service Income</b>					
Interest on Balances	70	100	150	150	150
Aerial Site Income	147	32	80	80	80
<b>Total Income</b>	<b>1,453</b>	<b>1,500</b>	<b>1,625</b>	<b>1,513</b>	<b>1,513</b>
<b>Budget Requirement</b>	<b>29,061</b>	<b>28,613</b>	<b>27,177</b>	<b>26,738</b>	<b>27,118</b>
<b>Financial Challenge Before Efficiencies</b>	<b>1,557</b>	<b>1,658</b>	<b>1,016</b>	<b>275</b>	<b>51</b>

Within employee costs there are a number of cost pressures that are outside of the Authority’s control, primarily related to pension valuations, legislative changes and pay increases agreed nationally by the National Joint Council (NJC). These increase the level of savings that the Authority is required to find between now and 2019-20. As well as cost pressures relating to general inflation, the Authority also faces increasing costs as it seeks to broaden the range of services it is able to offer to the public. There is also an increased focus on prevention work.

The income receivable by the Authority is currently projected to be stable over the medium-term, although there is currently a high risk that this may reduce significantly depending on any outcomes of any National Resilience review. This funding is receivable within the Fire Revenue Grant and should the grant be cut significantly then it is likely that cuts to the service will be required.

### Cashable and Non-Cashable Savings

The four year plan shown in the previous section contains a number of cashable savings. Many of the projects will also deliver non-cashable savings to the Authority and other local public sector partners.

In order to meet the financial challenge detailed above a number of efficiency savings need to be found. The savings already achieved in 2015-16 and those planned for the current and future years are detailed in the table below.

<b>Efficiency Savings Assumptions</b> <i>(All figures are £000 unless stated)</i>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>
Operational Staff Savings	-1,165	-151	-550	0	0
Non-Operational Staff Changes	-261	0	-210	-40	-25
Employer Pension Contribution Reductions	0	-439	0	0	0
Revenue Contribution to Capital	-119	-416	200	0	0
Contingency Budget	0	-350	-140	0	0
Debt Servicing Costs	-12	-302	-40	0	0
Property Cost Savings	0	0	0	-177	0
Other Running Cost Savings	0	0	-82	-252	5
<b>Total</b>	<b>-1,557</b>	<b>-1,658</b>	<b>-822</b>	<b>-469</b>	<b>-20</b>

The largest savings relate to operational staffing. The Authority is developing flexible and resilient resourcing models that better meet the known risk and demand of the service, as well as maintaining the current response standards. This is due to the innovative way the Authority is now crewing appliances. Rather than having a large standing resource, a smaller regular establishment is complimented by firefighters (on-call and whole time) working bank shifts, and a number of firefighters on local terms and conditions to enable more flexible and mobile working.



Within the above savings assumptions are two major projects, which are the construction of a new 'blue light hub' in Milton Keynes and a programme of systems integration. The systems integration project will replace and consolidate a number of disparate systems across the Authority, including finance, payroll, HR, fleet, assets, premises risk management and rostering. This project is key to realising a large number of the non-operational staff changes shown above. Further details about the 'blue light hub' can be seen in the Collaboration section.

Assuming all of the above savings can be achieved, the Authority will require only minimal further savings over the period (circa £30k) in order to set a balanced budget each year. The risks and mitigation strategies in relation to the major efficiency savings required is shown in the table below.

Efficiency Savings Assumptions	Risks	Mitigation
Operational Staff Savings	Staff numbers not sufficient to meet operational requirements.	Innovative crewing arrangements including the use of bank shifts and flexible roles, leading to enhanced resilience. Introduction of firefighter apprentices.
Non-Operational Staff Changes	Savings reliant on systems integration programme delivering anticipated benefits.	Dedicated project manager with oversight of project by senior sponsors, with progress regularly reported to Members.
Revenue Contribution to Capital	Level of reserve not sufficient to fund future capital programme.	Capital bids carefully scrutinised by officers and Members before approval.
Contingency Budget	Level of contingency not sufficient to cover unforeseen expenditure.	General Fund reserve kept at balance sufficient to cover one-off events.
Property Cost Savings	Slippage to project resulting in delayed savings.	Oversight of project by senior management and Members.

## Capital Expenditure

As well as ensuring that the revenue budget is affordable over the medium term, the Authority also needs to ensure money is available to purchase new assets (e.g. buildings, vehicles, equipment). The planned capital programme is shown in the table below.

<b>Estimated Capital Expenditure</b> <i>(All figures are £000 unless stated)</i>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>
Capital Expenditure	1,563	9,688	728	728	733
<b>Capital Expenditure Financing</b>					
Capital Receipts	103	1,246	0	0	0
Reserves	0	3,464	0	0	0
Government grants & other contributions	86	3,241	0	0	0
Direct Revenue Contributions	1,374	1,737	-728	-728	-733
Unsupported / Prudential Borrowing	0	0	0	0	0

The majority of capital expenditure in 2016-17 relates to a new 'blue light hub' in Milton Keynes. The capital programme also includes £3.8m to replace frontline pumping appliances over the next four years. Details of both of these key projects can be found in the Collaboration section of this document.

## Collaboration

The Authority is committed to increasing collaboration with the police and other local public sector partners. We have signed a memorandum of understanding (MOU) with Royal Berkshire and Oxfordshire Fire and Rescue Services and this MOU sets out the formal arrangements for collaboration between the three fire and rescue services.

The MOU can viewed here:

[http://bucksfire.gov.uk/files/7314/5563/7856/ITEM\\_15\\_Memorandum\\_of\\_Understanding\\_with\\_Royal\\_Berkshire\\_and\\_Oxfordshire\\_Fire\\_and\\_Rescue\\_Services.compressed.pdf](http://bucksfire.gov.uk/files/7314/5563/7856/ITEM_15_Memorandum_of_Understanding_with_Royal_Berkshire_and_Oxfordshire_Fire_and_Rescue_Services.compressed.pdf)

There is also a specific MOU between the three fire and rescue services and Thames Valley Police, which sets out objectives and guiding principles for property sharing and co-location of services. This MOU can be viewed here:

[http://bucksfire.gov.uk/files/5614/3740/2436/ITEM\\_12\\_Memorandum\\_of\\_Understanding\\_with\\_PCC\\_occ\\_rbfa\\_2\\_with\\_appendix.pdf](http://bucksfire.gov.uk/files/5614/3740/2436/ITEM_12_Memorandum_of_Understanding_with_PCC_occ_rbfa_2_with_appendix.pdf)

The three fire authorities have also formed a joint collaboration steering group. The group is working on a number of key work streams, including operational alignment and collaborative procurement.

One of the major collaboration projects is the building of a new 'blue light hub' in Milton Keynes. This is a joint facility hosting Fire and Thames Valley Police in shared premises and work is progressing positively to include South Central Ambulance Service.

The three fire authorities have also recently awarded a contract for the provision of 37 'type B' fire appliances across the region over the next five years. The group is now working towards a standard inventory for appliances so that all authorities are using the same equipment, which will in turn lead to standardisation of operational procedures.

The above work, combined with the existing joint Thames Valley Control Centre will ensure that public in the region are safer and benefit from the resilience to major incidents that the three services can jointly provide.

## **Flexible Working**

The Authority's approach to flexible working, including the use of on-call staff is detailed in the [Public Safety Plan 2015-20](#)

## **Performance Information**

The Authority commits to publication of transparent performance information. This includes but is not limited to:

- Budget monitoring reports (revenue, capital and treasury)
- Balanced scorecard
- Statement of Accounts
- Annual Governance Statement
- Statement of Assurance
- Information required by the prevailing Local Government Transparency Code

## Use of Reserves

Reserves are an essential part of good financial management. They allow authorities to manage unpredictable financial pressures and plan for their future spending. The level, purpose and planned use of reserves are important factors for Members to consider in developing medium-term financial plans (MTFP) and setting annual budgets. Reserves are held for three main purposes:

- a working balance to help cushion the impact of uneven cash flows and avoid unnecessary temporary borrowing – this forms part of general reserves
- a contingency to cushion the impact of unexpected events or emergencies – this also forms part of general reserves
- a means of building up funds (often referred to as earmarked reserves) to meet known or predicted requirements

Within the existing statutory and regulatory framework, it is the responsibility of the Chief Finance Officer to advise the Authority about the level of reserves that it should hold and to ensure that there are clear protocols for their establishment and use.

The projected balance of reserves for the period is shown in the following table.

<b>Estimated Financial Reserves Levels</b> <i>(All figures are £000 unless stated)</i>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>
General Fund Balance	2,165	2,165	2,165	2,165	2,165
Earmarked General Fund Reserves	8,994	4,916	4,766	4,716	4,566
Expected Use of Earmarked Reserves	6,256	4,628	200	100	200

The use of reserves in 2015-16 was to reduce the capital financing requirement, which freed up £0.25m per annum from the revenue budget. The expected use of reserves in 2016-17 is to fund the new 'blue light hub' in Milton Keynes, as well as a number of other capital projects including £2.3m on new frontline pumping appliances. A new reserve of £0.5m will be created in 2016/17 (subject to Member approval) to fund the introduction of apprentices into the organisation during the period. It is anticipated this will be required over the subsequent three years.

## Progress of the Efficiency Plan

The Authority commits to publishing an annual report on the progress of the Efficiency Plan. This will be published alongside our annual Statement of Assurance on our website.



# Buckinghamshire & Milton Keynes Fire Authority

<b>MEETING</b>	Executive Committee
<b>DATE OF MEETING</b>	21 September 2016
<b>OFFICER</b>	Neil Boustred, Head of Service Delivery
<b>LEAD MEMBER</b>	Councillor Phil Gomm
<b>SUBJECT OF THE REPORT</b>	<b>Options for Decommissioning of the Incident Response Unit</b>
<b>EXECUTIVE SUMMARY</b>	<p>On 9 December 2015 the Service was informed by CFOA National Resilience of the decision to reduce the national provision of Incident Response Units (IRU) from 65 to 43. The IRU based at Broughton was one of 22 that would be decommissioned effective from 31 December 2015. This paper proposes how the Authority responsibly decommissions this asset.</p> <p>Based on the fact that the asset no longer forms part of the National Resilience operational planning assumptions, and the Service's Fleet Manager, supported by Service Delivery, do not foresee any need or benefit in retaining the chassis and mounted forklift truck (FLT); do nothing, is not considered to be a viable option.</p> <p>In summary the remaining options are:</p> <ol style="list-style-type: none"> <li>1. The rigid frame MAN chassis vehicle complete with FLT is decommissioned as a FRS asset and sold (10,000 miles recorded). <ol style="list-style-type: none"> <li>a. Identified specific equipment is retained within the Service and placed on appliances. Other equipment and stocks are stored within Brigade stores to replace consumables.</li> <li>b. Any remaining equipment is sold off or donated to another service which has been allowed to retain an IRU.</li> </ol> </li> <li>2. The chassis vehicle, with FLT and all equipment, is donated to the Scottish Fire and Rescue Service as a complete IRU unit.</li> </ol> <p>Whilst it is recognised that there are potentially other permutations of the aforementioned options which can be considered and delivered these are considered to be the most viable.</p>
<b>ACTION</b>	Decision.

<p><b>RECOMMENDATIONS</b></p>	<p>It is recommended that the following be approved:</p> <ol style="list-style-type: none"> <li>1. The rigid frame MAN chassis vehicle complete with forklift truck be decommissioned and sold.</li> <li>2. Identified specific equipment be retained within the Service and placed on appliances.</li> <li>3. Other equipment and stocks be stored within Brigade stores to replace consumables.</li> <li>4. Any remaining equipment be sold off or donated to another service which has been allowed to retain an IRU.</li> </ol>										
<p><b>RISK MANAGEMENT</b></p>	<p>The removal of this asset presents a very low risk for the Corporate Risk Assessments/Register status.</p> <p>A local capability will continue to remain alongside the arrangements for requesting mutual, regional and national support.</p> <p>There is also a change away from wet decontamination to dry peel decontamination for non-caustic substances which can still be undertaken by BFRS crews and initial operational response guidance has been issued for this procedure.</p> <p>The Scottish Fire &amp; Rescue Service has provided an assurance that they will legally and responsibly dispose of any items not required for further use. There are no costs for BFRS associated with the collection or disposal of this equipment.</p>										
<p><b>FINANCIAL IMPLICATIONS</b></p>	<p>The estimated value of the IRU as of 31 March 2016 (including equipment) stands at £122,121.</p> <p><b><u>Vehicle and Fork Lift Truck</u></b></p> <table data-bbox="624 1384 1353 1630"> <thead> <tr> <th style="text-align: center;"><b>Asset</b></th> <th style="text-align: center;"><b>Net Book Value of Asset</b></th> </tr> </thead> <tbody> <tr> <td>Chassis - SN: 106627/01659/20047</td> <td style="text-align: right;">18,631.97</td> </tr> <tr> <td>Fork Lift Truck-Fleet No. IRU075</td> <td style="text-align: right;">8,414.63</td> </tr> <tr> <td>Completion of IRU- IRU075</td> <td style="text-align: right;">13,974.06</td> </tr> <tr> <td style="text-align: center;"><b>Total</b></td> <td style="text-align: right;"><b><u>41,020.66</u></b></td> </tr> </tbody> </table> <p>Whilst the net book value of the chassis and FLT is £41,021, in the opinion of the Service's Fleet Manager it is unlikely to achieve this price if sold or auctioned off. The net book value is an accounting value held by the Authority based on the figures provided by DCLG when the assets were donated.</p> <p>It must be noted that the IRU and its associated assets were donated to the Authority at nil cost by DCLG</p> <p>If the vehicle and FLT is retained, the Authority will inherit the service and maintenance costs. Previously these costs were funded externally by Babcocks. However as CFOA decommissioned the use of the</p>	<b>Asset</b>	<b>Net Book Value of Asset</b>	Chassis - SN: 106627/01659/20047	18,631.97	Fork Lift Truck-Fleet No. IRU075	8,414.63	Completion of IRU- IRU075	13,974.06	<b>Total</b>	<b><u>41,020.66</u></b>
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	<p>IRU, these costs will no longer be funded.</p> <p>This will mean an annual service and quarterly inspection is required at an estimated annual cost of £3000. The FLT will also need to be added to the Zurich Assurance LOLA regulations inspection regime.</p> <p>Furthermore if the chassis and FLT were retained, the Authority would need to provide Fork Lift Truck operator courses. An initial course is one week long and requires an instructor and three candidates. Following completion of an initial course, each FLT operator is required to complete a one day refresher every 3 years.</p> <p><b><u>Equipment and Assets</u></b></p> <p>The equipment on the IRU was issued to BMKFA at no cost to the Authority. It is proposed that the Authority retains specific and specialist equipment as identified by the Research, Development and Equipment Officer. His list has been compiled and is attached to this report.</p> <p>This, however, will still result in equipment and assets which the Authority would no longer need. Therefore a possible solution is to donate these assets to the Scottish Fire &amp; Rescue Service.</p> <p>The net book value of these assets is listed below;</p> <table border="1" data-bbox="630 1131 1450 1456"> <thead> <tr> <th style="text-align: center;">Asset</th> <th style="text-align: center;">Net Book Value of Asset</th> </tr> </thead> <tbody> <tr> <td>Module Decon Struc Port Kit 1 - IRU075</td> <td style="text-align: right;">64,287.33</td> </tr> <tr> <td>Comms Data-DV09140 - IRU075</td> <td style="text-align: right;">8,950.51</td> </tr> <tr> <td>PRPS Suits - IRU075</td> <td style="text-align: right;">5,540.18</td> </tr> <tr> <td>Operational Flow Control Systems - IRU075</td> <td style="text-align: right;">2,263.68</td> </tr> <tr> <td>6000L portable reservoir - IRU075</td> <td style="text-align: right;">58.35</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;"><b>81,100.05</b></td> </tr> </tbody> </table>	Asset	Net Book Value of Asset	Module Decon Struc Port Kit 1 - IRU075	64,287.33	Comms Data-DV09140 - IRU075	8,950.51	PRPS Suits - IRU075	5,540.18	Operational Flow Control Systems - IRU075	2,263.68	6000L portable reservoir - IRU075	58.35		<b>81,100.05</b>
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<p><b>LEGAL IMPLICATIONS</b></p>	<p>The Authority's Contracts Standing Orders prescribe the methods of disposal of its assets. Further detail is contained in the Authority's Financial Instructions, paragraphs 15.10-15.14. If the estimated value is more than £2,500 the Executive Committee must approve the disposal.</p> <p>As a Local Authority the Fire Authority is obliged to obtain the best consideration available when it disposes of its assets.</p>														
<p><b>CONSISTENCY WITH THE PRINCIPLES OF COLLABORATION</b></p>	<p>The decision to rationalise IRUs is based upon an amount of modelling work undertaken by the DCLG analytical units. The final outcome has been agreed by the DCLG and the CFOA CBRN(e) strategic lead. Neighbouring FRS's including Royal Berkshire, Northamptonshire, Bedfordshire and London will</p>														

	retain their IRU's.
<b>HEALTH AND SAFETY</b>	The retention of IRU capability in neighbouring Services continues to provide resilience and protection for our firefighters and members of the public. In addition a local capability in the form of the Operational Support Units and Environment Protection Unit, utilising equipment from the IRU, provides additional resilience on an immediate response and therefore any health and safety risks are negligible.
<b>EQUALITY AND DIVERSITY</b>	No equality and diversity issues. A People Impact Assessment has not been completed.
<b>USE OF RESOURCES</b>	<p>Due to the high value, Member approval would be required before the Authority can dispose of any of the equipment.</p> <p>A national directive was issued in December 2015 by CFOA and DCLG communicating the changes in the provision of this capability.</p> <p>There is no impact on the medium term financial strategy.</p> <p>If agreed The Authority will retain specific and specialist equipment as identified by the Research, Development and Equipment Officer. This equipment will be kept to enhance the current capability whilst reducing the need to replace some equipment and maintain a mass public and Firefighter decontamination capability.</p> <p>The Authority could consider donating the remaining equipment to the Scottish Fire &amp; Rescue Service (SFRS) to enable them to maintain a resilient mass decontamination capability. The SFRS are not affected by these changes and have contacted BFRS to enquire if we can donate unwanted equipment to enable them to build their stock. They have provided an assurance that they will arrange collection and delivery of any equipment off the IRU not required by BFRS. They will then legally and responsibly dispose of any items not required for further use.</p> <p>Whilst the vehicle and assets remained within the national assets programme, the programmed maintenance schedule and training costs were covered by contractors with no cost to the Authority. If the Authority looks to utilise the vehicle and fork lift truck, it will inherit those maintenance and training costs.</p> <p>The Brigade Engineer does not foresee a current use for this vehicle and fork lift truck to provide a capability for the Service and Authority. The Service has two Operational Support Units (based at</p>



	<p>Broughton and Marlow) which have been in service since 2010. The Service also has an Environment Unit based at Aylesbury since 2016. These vehicles are capable of maintaining a local capability for decontamination.</p> <p>This proposal will reduce the fleet base by one vehicle and as a result there will not be a need to send candidates to complete specialist training including fork lift truck driver and mass decontamination instructor courses.</p> <p>The management of the asset base will change as the Authority retains the identified assets and inherits the maintenance costs of the equipment retained and stored on its appliances and sites.</p> <p>Due to the value of these assets and to comply with Authority standing orders, the Fire Authority will need to approve these proposals.</p>
<p><b>PROVENANCE SECTION &amp; BACKGROUND PAPERS</b></p>	<p><b>Background</b></p> <p>CFOA National Resilience Information Note 35-2015 09/12/15</p> <p>CFOA National Resilience Information Note 36-2015 09/12/15</p> <p>CFOA National Resilience Letter to All England CFO's / Chief Executives 15/03/16</p>
<p><b>APPENDICES</b></p>	<p>Appendix A: Response Policy – Inventory of IRU equipment with highlighted equipment for retention by BFRS.</p>
<p><b>TIME REQUIRED</b></p>	<p>10 minutes.</p>
<p><b>REPORT ORIGINATOR AND CONTACT</b></p>	<p>Tim Parkins  <a href="mailto:tparkins@bucksfire.gov.uk">tparkins@bucksfire.gov.uk</a>  01908 665567 / 07770 564706</p>

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Appendix A: Inventory of IRU equipment with highlighted equipment for retention by BFRS		
	Quantity	
Padlock Tri-Circle Brass Medium	4	
Securing Wire for IRU Padlock Cabletec Pt noCTQ419	4	
Moffat Mouny Number Plate	1	
Sector Commander Surcoat Red & Yellow	2	To contribute to spares in stores
MD Surcoat Green&Purple Name Card DCON Director Lg	6	
Kit First Aid 1-10 Personnel (SAFETY FIRST AID)	1	
Lamp Address24v Plug In.Duritic Spot lamp H3 type	1	To be kept - spare lamp
Telephone In-Cab Motorola M8989	1	
Eye Towing Set (Bumper)	1	
MD Surcoat Green & Purple	10	
Triangle Hazard Warning	1	
Surcoat Green and Purple - DCON Director (S)	4	
Charger Battery 230v Deltran	1	
Vehicle Log Book	2	
Sector Commander Name Card Large	2	
Clip Belt	8	
Battery Alkaline MN1500 (AA Cell)	51	To be kept to contribute to spare batteries
Dry cell Battery holder Zellweger (each)	16	For the Zellwegers
Clip Harness	8	
Battery Alkaline MN1400 (C Cell)(singles)	32	To be kept as spare batteries
Strap Harness	16	
IMPACT BATTERY CHARGER 240V	2	
CARTRIDGE DISPOSABLE 4 CHANNEL	8	
DCON Zellweger Multigas Monitor (white flash)	8	To be kept for potential use on wholetime appliances
EPD Stowage Case (Orange Holds 42)	1	To be kept for storage
EPD (Dosimeter)	42	To be kept as spares - it would allow us to return 44 spares we have from the CLG
Survey Meter (RDS-200)	3	To be kept as non-mobile specials on wholetime stations
Survey Meter Probe (RDS-200)	3	To be kept to go with survey meters
Survey Meter Stowage Case	3	To be kept to go with survey meters
Megaphone c/w Mike & Lead Adastra	1	
Megaphone Stowage Box	2	
PRPS MULTI GAS MONITOR KIT 5 (Case)	1	
PRPS MULTI GAS MONITOR KIT 6 (Case)	1	
Megaphone c/w Mike & Lead Adastra	1	
BASE STATION FOR CHARGER	2	
LEAD POWER CIG LIGHTER	2	
ADSU (Automatic distress signal unit)	7	
Suzi Hose & Shower Nozzle Trigger Sprayer (Orange)	2	
Jerry Can Derv 20ltr c/w Cap & Hoses	1	To be kept - additional storage for DERV in workshops
Battery Alkaline MN1500 (AA Cell)	1	
Shower Structure Curtain and Shower Fittings	2	
Basin Panel Sump Filler (Steel)	1	
Basin Panel 1670 x 610	10	
Basin Panel 900 x 610 Sump L/H	1	
Shower Structure Curtain Stowage Bag	1	
Basin Panel 900 x 610	3	
Boiler Hoses 3mtr Red (Set of 2)	2	
Suzi Hose & Shower Brush (Orange)	2	
Boiler Hose Stowage Bag	1	
Boiler Chimney	1	
Tape Barrier Reflect. "Do Not Cross" Black/Yellow	2	To be kept - additional spare tape
Basin Panel 900 x 610 Sump R/H	1	
Stretcher Conveyor Dis-robe or Re-robe structure	2	
Stretcher Conveyor Shower Structure	1	
Personel Respiratory Protection Suit (PRPS) Medium	1	
Stowage Bag (PRPS) ECB	1	
PRPS Entry Control Officer Surcoat	1	
Entry Control Board (PRPS)	1	
Mass Decontamination Structure Internal Lighting	3	To be kept for welfare tent and stillage on EPU
Boiler (Modified)	1	
Stillage N/S Number 1 Lower	1	
Ancillary Log Book	1	
Stowage Bag (PRPS) ECB	1	
PRPS Entry Control Officer Surcoat	1	
Entry Control Board (PRPS)	1	
Dis-Robe Pack Adult Medium	70	
Anti-Bacterial Wipe (unit qty 1 Pack 100)	4	To be kept - still in date
Dis-Robe Pack Junior	25	
Dis-Robe Pack Adult Large	85	
Dis-Robe Pack Junior	50	
Dis-Robe Pack Infant/Baby	10	
Stillage N/S Number 2 Lower	1	
Trunking Clamp (Hot Air Blower) Kit No 4	1	
Flexi Trunking (Hot Air Blower)	1	
Jerry Can Derv 20ltr c/w Blank Cap	1	To be kept - Spares for workshops
Jerry Can Derv 20ltr c/w Cap & Hoses	1	To be kept - Spares for workshops
Gas Tight Suit XL Respirix	6	

Appendix A: Inventory of IRU equipment with highlighted equipment for retention by BFRS		
Gas Tight Suit M Respirax	2	
Carrying Chair (Folding)	3	
Stowage Box for Gas Tight Suits	8	
Generator 6kw 110v	1	To be kept - used for lighting cage in EPU
Battery for 6kw Generator (HZB 12-18)RS 666-5470	1	For above
Hot Air Blower	1	
Stillage N/S Number 3 Lower	1	
Ancillary Log Book	2	
Re-Robe Pack Adult Large	15	
Re-Robe Pack Junior	15	
Gas Tight Suit L Respirax	3	
Personel Respiratory Protection Suit (PRPS) Medium	1	
Personel Respiratory Protection Suit (PRPS) Large	5	
Stowage Box for Gas Tight Suits	3	
Stillage N/S Number 1 Upper	1	
Rubber Mat for Structure Stowage Bags	3	
Structure Repair Kit Green	1	
Yellow Structure Repair Kit	2	
Flow Control Pictogram	1	
Shower Structure Ground Sheet	1	
Dis-Robe Structure Curtain	2	
Stainless Steel Base Plate (Tsurumi Pump)	1	
Structure Anchor Kit	3	
Dis-Robe Structure Ground Sheet	1	
Re-Robe Structure Curtain	1	
Re-Robe Structure Ground Sheet	1	
Re-Robe Structure Bag	1	
Dis-Robe Structure Bag	1	
Flow Control CD Rom (Video)	1	
Shower Basin Stowage Bag	1	
Dis-robe Structure Yellow	1	
Shower Structure Yellow	1	
Re-robe Structure Green	1	
Lighting Tripod Base	1	To be kept - used for lighting cage in EPU
Shower structure Manifold	1	
Modified Discharge Pump (Tsurumi)	1	
Stillage N/S Number 2 Upper	1	
Shower Basin	1	
Interface Box	1	
Flow Control Display Unit	8	
Spine Cable	1	
Spine Cable Former	1	
Flow Control System Stowage Case	1	
Re-Robe Pack Adult Large	60	
Re-Robe Pack Adult Medium	45	
Re-Robe Pack Infant/Baby	10	
Re-Robe Pack Junior	40	
Conveyor Stretcher Board	8	
Stretcher (Folding c/w Wheels)	3	
Stillage N/S Number 3 Upper	1	
Step Access IRU Alloy 5 Tread	1	
Strap Retaining Equipment Green	17	
Strap Safety Orange	2	
Green Hazard Cone	12	
Lighting Mast	3	To be kept - used for lighting cage in EPU
Shower Structure Curtain and Shower Fittings	2	
Shower Structure Curtain Stowage Bag	1	
Battery Alkaline MN1500 (AA Cell)	1	
Basin Panel Sump Filler (Steel)	1	
Basin Panel 1670 x 610	10	
Basin Panel 900 x 610 Sump R/H	1	
Basin Panel 900 x 610 Sump L/H	1	
Basin Panel 900 x 610	3	
Jerry Can Derv 20ltr c/w Cap & Hoses	1	To be kept - spare for Workshops
Boiler Hoses 3mtr Red (Set of 2)	2	
Boiler Hose Stowage Bag	1	
Boiler Chimney	1	
Tape Barrier Reflect. "Do Not Cross" Black/Yellow	3	To be kept - spare for stores
Suzi Hose & Shower Brush (Orange)	2	
Suzi Hose & Shower Nozzle Trigger Sprayer (Orange)	2	
Stretcher Conveyor Dis-robe or Re-robe structure	2	
Stretcher Conveyor Shower Structure	1	
Personel Respiratory Protection Suit (PRPS) Medium	1	
Mass Decontamination Structure Internal Lighting	3	
Boiler (Modified)	1	
Stillage O/S Number 1 Lower	1	
Ancillary Log Book	1	
Re-Robe Pack Adult Medium	30	

Appendix A: Inventory of IRU equipment with highlighted equipment for retention by BFRS		
Dis-Robe Pack Adult Large	30	
Dis-Robe Pack Adult Medium	20	
Dis-Robe Pack Infant/Baby	10	
Re-Robe Pack Junior	15	
Personel Respiratory Protection Suit Extra Large	7	
Stillage O/S Number 2 Lower	1	
Discharge Hose 8mtr	1	
Hand Pump	1	
Anti-Bacterial Soap 5ltrs-PT NO DEB7101102C	24	
Dam Cover	1	
Can Petrol 10ltr Red (Metal)	1	To be kept - additional spare for stores
Chimney (Hot Air Blower)	2	
Trunking Clamp (Hot Air Blower) Kit No 4	1	
Flexi Trunking (Hot Air Blower)	1	
Jerry Can Derv 20ltr c/w Blank Cap	1	To be kept - additional capacity for workshops
Jerry Can Derv 20ltr c/w Cap & Hoses	1	To be kept - additional capacity for workshops
Lid for Stackable Tray	1	
Stackable Tray for Electrical Reels	2	
Containment Stowage Bag	1	
Inflatable Dam 6500ltr	1	To be kept - to be used on the new tanker pods
Gas Tight Suit L Respirix	1	
Stowage Box for Gas Tight Suits	1	
Generator 6kw 110v	1	To be kept - for lighting cage on EPU
Battery for 6kw Generator (HZB 12-18)RS 666-5470	1	For above
Ext. Reel 110v 25M 16Amp to 2 x 16Amp	2	To be kept - for lighting cage on EPU
Ext. Cable 110v 5M 16Amp to 1 x 16Amp	2	To be kept - for lighting cage on EPU
Ext. Reel 110v 25M 16Amp to 1 x 16Amp	3	To be kept - for lighting cage on EPU
Ext. Reel 110v 10M 32Amp to 2 x 16Amp	2	To be kept - for lighting cage on EPU
Hot Air Blower	1	
Stillage O/S Number 3 Lower	1	
Ancillary Log Book	2	
Re-Robe Pack Adult Large	65	
Re-Robe Pack Adult Medium	40	
Re-Robe Pack Junior	20	
Re-Robe Pack Infant/Baby	12	
Stillage O/S Number 1 Upper	1	
Rubber Mat for Structure Stowage Bags	3	
Structure Repair Kit Green	1	
Yellow Structure Repair Kit	2	
Shower Structure Ground Sheet	1	
Shower Structure Bag	1	
Dis-Robe Structure Curtain	2	
Structure Anchor Kit	3	
Dis-Robe Structure Ground Sheet	1	
Re-Robe Structure Curtain	2	
Re-Robe Structure Ground Sheet	1	
Re-Robe Structure Bag	1	
Dis-Robe Structure Bag	1	
Flow Control Pictogram	1	
Stainless Steel Base Plate (Tsurumi Pump)	1	
Shower Basin Stowage Bag	1	
Re-robe Structure Green	1	
Lighting Tripod Base	1	
Shower structure Manifold	1	
Modified Discharge Pump (Tsurumi)	1	
Stillage O/S Number 2 Upper	1	
Shower Structure Yellow	1	
Dis-robe Structure Yellow	1	
Shower Basin	1	
Flow Control System Stowage Case	1	
Interface Box	1	
Flow Control Display Unit	8	
Spine Cable	1	
Spine Cable Former	1	
Suzi Hose & Flexi-Brush (FF DECON) Blue	4	
Discharge Hose 8mtr	2	
Hand Pump	3	
Bladder	3	
Dam Cover	2	
Duct Tape 50mm (w) x 50m (l)	1	
Accessories Stowage Bag (FF DCON)	1	To be kept - spare for existing MD4
Hose 1.5mtr Yellow (FF DECON)	3	To be kept - spare for existing MD4
White Handrail (FF DECON)	1	To be kept - spare for existing MD4
Panel Flooring (FF DECON)	8	To be kept - spare for existing MD4
Suzi Hose & Nozzle Spray (FF DECON) Blue	2	To be kept - spare for existing MD4
Containment Stowage Bag	2	
Inflatable Dam 6500ltr	2	To be kept - For the new tanker pods
Fire Fighter Decontamination Structure Bag	1	

<b>Appendix A: Inventory of IRU equipment with highlighted equipment for retention by BFRS</b>		
Air Regulator & Hose (FF DECON)	1	To be kept - spare for existing MD4
Unit Dosatron 0.2%-1.6%	1	
Unit Dosatron 2.0%-10%	1	
Dosatron Folding Frame	1	
Lighting Head	3	To be kept - used for lighting cage in EPU
Lighting Head Stowage Box	3	To be kept - used for lighting cage in EPU
Lighting Tripod Base	1	To be kept - used for lighting cage in EPU
Generator 3kw 110v	1	To be kept - used for lighting cage in EPU
Stillage O/S Number 3 Upper	1	
Ancillary Log Book	1	
Fire Fighter Decontamination Structure Bag (2011)	1	To be kept - spare for existing MD4
Inflatable Structure Frame (New Type MD4 2011)	1	To be kept - spare for existing MD4
MD4 Manifold c/w Flow Regulator	1	To be kept - spare for existing MD4
Stuart Supa Sub VA600	1	
FLT Moffat Mounty M2003E 2T	1	
Extinguisher Fire Dry Powder 9Kg	1	



# Buckinghamshire & Milton Keynes Fire Authority

<b>MEETING</b>	Executive Committee
<b>DATE OF MEETING</b>	21 September 2016
<b>OFFICER</b>	Lynne Swift, Director of People and Organisational Development
<b>LEAD MEMBER</b>	Councillor Roger Reed
<b>SUBJECT OF THE REPORT</b>	<b>Fire Reform – delivering the Authority’s Workforce Reform Programme</b>
<b>EXECUTIVE SUMMARY</b>	<p>This report summarises the workforce reform that Buckinghamshire and Milton Keynes Fire Authority (BMKFA) has delivered to date since embarking on a Service wide integrated continuous improvement and transformation programme in 2010.</p> <p>The report also sets out the Authority’s current and future programme for innovative, cultural reform to support delivery of the 2015 to 2020 Corporate and Public Safety plans. This programme has been developed and continually reviewed in order to deliver the Authority’s strategic aim to ‘optimise the contribution and well-being of our people’ and to ensure that our workforce reform priorities are aligned with those set out in the Home Secretary’s speech on Fire Reform, delivered on 24 May 2016.</p> <p>The programme includes anticipated outcomes of the Adrian Thomas Conditions of Service Review, however will be reviewed when the Thomas report is published.</p> <p>Annex A sets out the main achievements to date, Annex B the current and planned priority programmes. Appendix 1 provides a more detailed timeline of events and Appendix 2 the underpinning culture change model used to support workforce reform.</p> <p>The Authority’s approach to continuous improvement and transformation is a progressive one which truly positions the communities that we serve at the heart of the Service. We have encouraged an innovative and empowering approach, within sound business rules and principles to ensure we continue to deliver the highest standards of service. Outcomes and improvements made are described in Annex A. Between 2010 and 2016, the programme has delivered significant measurable operational service improvement and cultural change. The efforts and contribution from our employees have been key to the</p>

	<p>Authority’s success and are acknowledged.</p> <p>BMKFA recognises that while much has been achieved, the Authority continues to face challenges. The Authority’s People Strategy approved by members in February 2016, referred to in Annex B, is flexible enough to adapt to delivering the required proactive innovation and agile responses to changes in the operating environment, needs of the public and strategic context.</p>
<b>ACTION</b>	Information.
<b>RECOMMENDATIONS</b>	<p>It is recommended that the following be noted:</p> <ol style="list-style-type: none"> <li>1. the significant progress on workforce reform from 2010 to date as outlined in Annex A; and</li> <li>2. the current and future workforce reform programme 2016 to 2020 which incorporates the Fire Reform Agenda, as outlined in Annex B.</li> </ol>
<b>RISK MANAGEMENT</b>	<p>The overarching approach to workforce reform takes into account all risk considerations. Any proposed changes which impact on employees are based on Corporate and Public Safety Plan requirements and both plans were subject to rigorous risk assessment processes and public consultation where required.</p> <p>Generic risks associated with major change programmes were identified early in the programme and were mitigated. These included ensuring there was a clear vision, sense of direction and that the leadership team were trained and provided with the tools to support successful change management.</p> <p>The Authority’s reform programme is divided into specific area (geographical or staff specific) reviews and major projects are phased to mitigate risks particularly for resources and finances.</p> <p>Risk assessment forms part of each work programme and formal project management methodology includes risk registers and issues logs as part of governance procedures.</p> <p>The Authority’s People Strategy is designed to be interactive and engage employees and representative bodies as early as possible in the change processes.</p> <p>Local Employee Relations (ER) risks are managed by an improved staff engagement strategy. A joint consultation forum has been in place since 2014 and its terms of reference includes organisational change. We keep abreast of National ER issues through the Chief Fire Officers Association (CFOA) and the LGA/NJC and influence these where we can. We aim to ensure that the national ER issues are taken account of, but do not hold up our local progress.</p>



	<p>The strategic aims contribute to maintaining optimal resilience and minimising the risk of any critical skills gaps through robust workforce and succession planning and skills development programmes.</p> <p>Financial risk is continually managed through the MTFP process, including Member challenge.</p> <p>The strategy will remain flexible; allowing the Authority to adapt to a continuously changing environment.</p>
<p><b>FINANCIAL IMPLICATIONS</b></p>	<p>Financial benefits and any one off costs of change are built into the MTFP, which is approved by members.</p> <p>Since 2010 to date there has been a 25 per cent reduction in workforce with a corresponding reduction in the budgeted pay bill of £4.5 million, from £23m to £18.5m for the 2016-17 budget, with the current MTFP estimating further reductions by 2020.</p> <p>One off costs of change have been incorporated in implementing reforms, however reforms have not just been about reducing numbers, with up-skilling and opportunities for progression also being seen as a result of these initiatives.</p>
<p><b>LEGAL IMPLICATIONS</b></p>	<p>Legal assurance will be obtained in advance of, or during, the implementation phases of the respective strands of the Authority’s workforce reform programme.</p>
<p><b>CONSISTENCY WITH THE PRINCIPLES OF COLLABORATION</b></p>	<p>All primary activities within the People Strategy and workforce reform programme will consider collaboration opportunities at an early stage.</p> <p>This work is already underway as we are collaborating on a series of people related issues across Thames Valley and beyond.</p> <p>The main focus of collaboration across the three Thames Valley Fire Services is operational alignment with the aim of delivering the following vision:-</p> <p>‘By 2020 provide aligned service delivery and a workforce development strategy that delivers interoperability and flexible deployment across the Thames Valley’.</p> <p>The initial phase is to align operational policy across the three Services. Outcomes of policy alignment are expected to include reviews of employee training and ways of working. This is covered in Annex B.</p> <p>BMKFA are also collaborating regionally and nationally on a range of workforce priorities which include, pensions, apprenticeships, e-learning and the Fire Professional Framework (FPF). The latter comprises a high profile workforce development programme aligned to national standards and operational</p>

	<p>guidance. BMKFA play a lead role on the FPF and on behalf of the Chief Fire Officers Association (CFOA) in conjunction with the Sector Skills Council; Skills for Fire currently chair the sector-wide Occupational Committee which promotes workforce development and standards across the sector.</p> <p>A separate progress report on Thames Valley collaboration, including workforce reform is scheduled for the December 2016 Authority meeting.</p>
<p><b>HEALTH AND SAFETY</b></p>	<p>Health and Safety considerations are taken into account as a standard element of workforce reform programmes.</p> <p>A key Health and Safety feature of the workforce reform programme is to optimise employee well-being.</p>
<p><b>EQUALITY AND DIVERSITY</b></p>	<p>People Impact Assessments are completed for individual reform programmes - for example, the Authority’s initial reform programme ‘Moving Forward’, organisational restructures, new procedures and practices e.g. Business change and Apprenticeship recruitment.</p> <p>In June 2016 the CFA approved the Authority’s Equality and Diversity objectives for 2016 to 2020 and a key objective is to improve the diversity of our workforce. Our workforce reform plans enable and support this fully.</p>
<p><b>USE OF RESOURCES</b></p>	<p><b>Contribution to the achievement of strategic objectives</b></p> <p>The People Strategy provides a mechanism to align the strategic enabler (to optimise the contribution and well-being of our people) to individual performance outcomes, measured by critical success factors.</p> <p>Workforce reform programmes are shaped through the Business Transformation Board (BTB) with recommendations to the Strategic Management Board (SMB). Major strategic initiatives are approved by members and progress is monitored by the Performance Management Board (PMB) and appropriate member committees.</p> <p><b>Communication with stakeholders</b></p> <p>A range of methods are used, depending on the reform programme, level of impacts and stakeholders. Guidance is set out in each work programme plan, the Authority’s ‘Managing Business Change’ policy and the Communications strategy and policy.</p> <p><b>The system of internal control</b></p> <p>Each work programme has a Project Initiation Document (PID) which set outs progress monitoring,</p>

	<p>risk management and approval arrangements.</p> <p><b>The medium term financial strategy</b></p> <p>Financial impacts, significant opportunities and risks are built into the MTFP on a rolling basis.</p>
<p><b>PROVENANCE SECTION &amp; BACKGROUND PAPERS</b></p>	<p>Moving Forward report:  <a href="http://bucksfire.gov.uk/files/5914/0786/0890/Exec080211.pdf">http://bucksfire.gov.uk/files/5914/0786/0890/Exec080211.pdf</a></p> <p>Public Safety Plan 2015 to 2020:  <a href="http://bucksfire.gov.uk/files/8114/2116/4524/2015_-_20_PSP_Updated_after_17_Dec_CFA.pdf">http://bucksfire.gov.uk/files/8114/2116/4524/2015 - 20 PSP Updated after 17 Dec CFA.pdf</a></p> <p>Corporate Plan 2015 to 2020:  <a href="http://bucksfire.gov.uk/files/5514/3315/2727/ITEM_14b_2015-20_Corporate_Plan_-_Covering_Exec_Paper_Appendix_1.pdf">http://bucksfire.gov.uk/files/5514/3315/2727/ITEM_14b_2015-20 Corporate Plan - Covering Exec Paper Appendix 1.pdf</a></p> <p>People Strategy 2015 to 2020 report February 2016:  <a href="http://bucksfire.gov.uk/files/3614/5528/0478/ITEM_8_People_Strategy_Executive_paper_final_Appendices_compressed.pdf">http://bucksfire.gov.uk/files/3614/5528/0478/ITEM_8_People Strategy Executive paper final Appendices .compressed.pdf</a></p> <p>Equality and Diversity report June 2016:  <a href="http://bucksfire.gov.uk/files/5114/6427/5551/Fire_Authority_Agenda_Pack_8_June_2016.compressed.pdf">http://bucksfire.gov.uk/files/5114/6427/5551/Fire Authority Agenda Pack 8 June 2016.compressed.pdf</a></p> <p>Home Secretary Right Honourable Theresa May Fire reform speech 24 May 2016:  <a href="https://www.gov.uk/government/speeches/home-secretary-speech-on-fire-reform">https://www.gov.uk/government/speeches/home-secretary-speech-on-fire-reform</a></p>
<p><b>APPENDICES</b></p>	<p>Annex A Fire Reform – delivering the Authority’s workforce reform programme, 2010 to date</p> <p>Annex B Fire Reform– delivering the Authority’s current and future workforce reform programme 2016 to 2020</p> <p>Appendix 1:- Timeline of Events from 2010 – Authority’s workforce reform programme</p> <p>Appendix 2 – Culture Change model to support the Authority’s workforce reform programme</p>
<p><b>TIME REQUIRED</b></p>	<p>15 minutes.</p>
<p><b>REPORT ORIGINATOR AND CONTACT</b></p>	<p>Lynne Swift, Director of People and Organisational Development</p> <p><a href="mailto:lswift@bucksfire.gov.uk">lswift@bucksfire.gov.uk</a></p> <p>01296 744679</p>

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## **Annex A Fire Reform – Delivering the Authority’s Workforce Reform Programme - 2010 to date**

### **1. Background**

In 2009, Buckinghamshire Fire and Rescue Service (BFRS) was an underperforming Service, in relation to national community safety improvement targets and peer comparison. A Peer Review undertaken in 2009 concluded that limited progress had been made in terms of making progress against a range of serious shortcomings highlighted in an Audit Commission ‘Comprehensive Performance Assessment’ carried out in 2007. The Assessment concluded that the Fire Authority was at risk of not meeting the national targets for community safety improvement by 2010.

A further report undertaken by an Audit Commission Consultant at that same time highlighted some underlying issues. Examples included:-

- Lack of clear strategic direction
- ‘Dysfunctional family’ – the top leadership team
- Silo working
- Poor performance against national targets
- Resistance to change/risk averse
- Ineffective Communication
- Poor and lack of management practices, controls and consistency

The Authority was also faced with a rapidly changing external environment with the 2008/9 ‘Credit Crunch’ and the 2010 Comprehensive Spending Review (CSR):

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/203826/Spending\\_review\\_2010.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/203826/Spending_review_2010.pdf)

In January 2010 the Fire Authority appointed a new Chief Fire Officer/Chief Executive Officer with a brief to tackle under performance within the Service and a remit to recruit a new senior management team of professionals to achieve this aim as a priority. The new senior management team were in place within six months with a mix of internal and external appointments which built on existing knowledge and experience, balanced by new appointments with a track record of leading successful organisational change.

### **2. Purpose of the workforce reform programme**

Against the context of the CSR and consequent need to meet stringent financial targets, establish operational priorities and tackle the underperformance issues referred to earlier, the Authority acknowledged the need to set a clear direction for continuous improvement and transformation and supported the establishing of a framework of strategic aims to help shape the workforce reform programme.

The initial workforce related strategic aims were:-

- Effective organisational design and deployment of people resources to deliver the Authority's strategic priorities, ensuring flexibility is built in to adapt speedily to changing environments.
- Build people capacity and capabilities to ensure the Authority is well placed to deliver its strategic priorities and enable staff to continually develop and improve skills.
- Create and embed the cultural framework needed to support delivery of the Authority's vision for communities and for staff to thrive in a values driven high performing organisation.
- Ensure the Authority is able to attract, secure and retain the right calibre, diverse workforce, in order to deliver on going day to day services and longer term strategic plans.
- Deliver increasing value for money people services which best support delivery of the Authority's strategic plans.

The strategic aims were subsequently built into the Authority's Corporate Plan 2012 to 2015 in support of delivering the Public Safety Plan 2012 to 2017.

### **3. The approach**

In early 2010 the Authority had very limited foundations in place to deliver successful improvement and transformation. This needed to be tackled early and at pace. With the added pressures of the CSR and significant legacy issues identified by the Audit Commission and Peer Reviews, the Authority was faced with having to improve day to day services and simultaneously deliver a 'step change' in the way the Service was run. The philosophy was to work towards a position where the Authority planned to be well ahead of the CSR financial requirements to generate funds to support organisational change and mitigate risk.

This simultaneous change programme was identified as a corporate risk in view of the financial position, the level and complexity of required change, the risk averse culture and limited experience of organisational change and potential for employee relations issues.

Mitigations were incorporated into programme plans and the management guidance and the Culture Change model described in Appendix 2. Whilst the adverse external environment and the Authority's publicly recorded under performance provided tangible reasons to answer the 'Why reform' question, it was also important to set out clear goals and direction which would later be translated into plans and a communications and consultation strategy.

The Authority's Vision set the longer term direction for the service.

*'Our vision is to make Buckinghamshire and Milton Keynes the safest areas in England in which to live, work and travel'.*

The vision was translated into strategic aims and work programmes within a 3 year corporate plan 2012 to 2015 with clearly defined outcomes.

The initial phases of the workforce reform programme 2010 to 2012 were mainly initiated and led top down which reflected the limited change management experience and prevailing culture with the Service. The initiatives were supported by co-ordinated interventions to ensure successful reform. Appendix 2 outlines the main co-ordinated interventions set out as a flexible Culture Change Model to lay the foundations for change.

#### **4. Main achievements**

Appendix 1 sets out the workforce reform related programmes and deliverables in chronological order. Notable main achievements to highlight are:-

##### **i) Reshaping the Service: the 'Moving Forward' Programme**

This was the first significant change programme which commenced in autumn 2010 through to early 2013, delivered on a phased basis. The programme focused on delivering better community services through shifting central support services to more targeted Area based services delivered locally from within stations.

'Moving Forward' was an integrated programme covering workforce reform, systems improvements, organisational structure change and financial savings.

Fire Authority Members led by example by reducing the numbers from 21 to 17. Senior Management roles were combined and reduced, as were Group and Station Manager Numbers, leading to a 25 per cent reduction overall in management.

At key stages of the reform programme directors and managers undertook a leadership development programme which focused on equipping them to lead change, manage performance and hold difficult conversations. One key outcome of the programme was defined role-model leadership behaviours, which were later incorporated into the performance management system mentioned in ii) below. Managers are reviewed annually against these behaviours and they are now built into recruitment, development and training programmes.

##### **ii) Performance Management System (PMS)**

In 2011 and 2012 a PMS was introduced, more commonly known as an appraisal system.

By 2014 the PMS had evolved to a core requirement of any assessment and development centre process, supported Authority wide recognition procedures and identified individual and collective learning and development requirements. Although a difficult and lengthy journey, the PMS processes are now embedded into day to day service delivery. We are not complacent and continuously review the PMS annually to support ongoing reform.

The PMS and leadership development programmes were instrumental in supporting a significant shift from an 'over managed and under led' culture to leaders beginning to take ownership of the reform programme.

This culture shift did take considerable time and lessons learned were incorporated into future reform programmes.

### **iii) Predictive Workforce planning to align resources to risk and demand**

Through strategic and tactical workforce and succession planning introduced in late 2010, the Authority has been able to predict issues and opportunities relating to an ageing workforce. For example, changes to pensions have resulted in our operational staff having to work longer. The Authority's response is to develop new roles, enhance existing ones and design new employment propositions to ensure resilience and high standards of service delivery are maintained through fit for purpose resourcing, skills development and retention programmes. These are covered in Annex B.

The Home Secretary in her Fire Reform speech, 24 May 2016 stated that "In the last 10 years, the overall size of the fire workforce has not changed significantly despite the number of incidents attended falling by 42%." The Authority has reduced the workforce by 25 percent since 2010 through introducing new and revised ways of working, with many of the ideas coming from the workforce themselves. This has been achieved without any compulsory fire fighter redundancies and reinforces the Authority's progressive approach to delivering transformation through:-

- Putting the community at the heart of everything that we do
- Focusing on positive impacts on front line service provision
- Engaging and involving the workforce and other key stakeholders to design new operating models
- Building on organisational capabilities

### **iv) Impacts of Industrial Action on innovation, confidence, pace of change**

The Authority faced a lengthy period of industrial action, arising from a national dispute between the Department of Communities and Local Government (DCLG) and the Fire Brigades Union (FBU) on pension reform, from September 2013 to February 2015. Whilst the dispute period was very difficult for all involved, it also resulted in high levels of innovation in relation to operational crewing models, process improvement, electronic communications and improving general flexibility. There was also significant evidence of breaking down silos and building better understanding between operational and support services staff. It was also noted that managers were supported to try out new ideas, and this began to cement the new enabling role for middle management.

Specific outcomes of the innovation are covered in Annex B, the main ones relating to demand and risk led resourcing models.

### **v) Fit for purpose policy to enable transformation**

The Authority carried out a gap analysis on its employment related policies in late 2010 comparing the 'existing as is' with best practice requirements. Significant gaps were highlighted with existing policies out of date, ambiguous and inconsistent. By 2013 overall employment related



policy was transformed with nine overarching policies which set out the Authority's strategic intent, supported by a range of specific procedures, guidance and technical notes.

The policies were modern, fit for purpose, short, easier to understand, transparent and owned by managers. An example of a core policy and supporting strategic intent which supports the workforce reform programme is Reward and Recognition.

Since April 2012 under the Localism Act, the Authority has a duty to review and publish its Pay Policy Statement annually. The five annual reviews to date evidence continuous improvement trends in the ratio of highest to lowest pay from 12.7 to 1 to 10.71 to 1 , so the Authority is well within the stated boundaries declared in the policy (no greater than 1:20 ratio).

The Authority's reward and recognition priorities are to move to localised terms and conditions of service and different employment propositions designed to attract and retain a flexible, more diverse workforce. Since 2013 the Authority's Pay Policy has included a range of options to continue to adapt the employment proposition to allow for different models of employment which fit with work patterns of a modernised workforce, supported by a range of new employment contracts. For example, the use of employee 'merit awards' that are linked to evidenced excellent performances. Potential management considerations incorporate staff reductions, combining or reducing supervisory layers, and, the policy allows for the principle of 'gain sharing' to self-fund any managerial local terms and conditions.

In 2014 the Authority introduced a local pay and grading system for Support Services staff, combined with an equal pay audit.

The current policy recognises new employees may be employed outside of the NJC for Local Authority Fire and Rescue Scheme of Conditions of Service 2004; known as the 'Grey Book'. Annex B outlines current examples.

[http://bucksfire.gov.uk/files/6214/5995/4700/Pay\\_Policy\\_Principles\\_and\\_Statement\\_2016-17\\_V5.0\\_April\\_2016.compressed.pdf](http://bucksfire.gov.uk/files/6214/5995/4700/Pay_Policy_Principles_and_Statement_2016-17_V5.0_April_2016.compressed.pdf)

## **5. Summary**

The level of sustainable workforce reform delivered by the Authority between 2010 and 2015 has been remarkable considering the starting point, level of external change, national machinery and lengthy pensions related dispute.

A key measure of cultural reform within the Authority is that since 2013 many of the workforce reform programmes have been initiated and /or led by first line management and staff through creating the framework to pilot new ideas, enabling a culture of accountability, transparency and sharing learning. This is a key shift from the more traditional approach of 'top down initiated change'.

Achievements to date have been delivered by a smaller, more flexible, professional workforce who take great pride in their contribution to saving lives.

The Authority recognised early that collaborating with other FRSs, emergency services and other sectors where we can identify and adopt best practice without reinventing wheels is the way forward. This is covered in Annex B.

More significant challenges lie ahead for the Authority and the wider Fire and Rescue /Emergency Services Sector. The Authority acknowledges that in addition to ongoing innovation, adaptability and agility within the Service; partnership, collaboration and other organisational design and governance models will play an increasing role in the workforce reform programme 2016 to 2020; covered in Annex B.



## **Annex B**

### **Fire Reform - Delivering the Authority's current and future workforce reform programme 2016-2020**

#### **1) Overview**

**This annex sets out the significant examples of outputs and initiatives currently underway and those planned.**

The Authority continues to look to the future and enable an innovative workforce reform programme. The programme builds on the achievements set out in Annex A and Appendix 1 and aligns with the Authority approved new Corporate Plan 2015 to 2020 and new Public Safety Plan (PSP) 2015 to 2020. The previous PSP 2012 to 2017 was delivered two years earlier than planned.

In summer 2015 the Strategic Management Board (SMB) reviewed its approach to employee communications to promote employee and wider stakeholder engagement being at the heart of the workforce reform programme. A series of 'Looking to the Future' workshops were rolled out throughout the Service from August 2015 to February 2016 with a team of employee volunteers trained to facilitate them. The main outcomes and next steps are being considered by senior management, however quick wins are already being actioned.

#### **2) Refreshing the workforce reform strategic aims**

The new 2015 - 20 PSP and Corporate plans place significant emphasis on collaboration, partnerships, new ways of working and diversification of services. Opportunities have been identified to: refresh the ageing workforce; continue to diversify services, whilst maintaining resilience of core services; and enable duty systems to match demand and risk profiles, supported by a range of employment propositions to attract and retain a flexible, diverse workforce. These opportunities have been integrated into refreshed workforce reform strategic aims and translated into an interactive **People Strategy**.

The **People Strategy** 2015 to 2020 sets out our approach and is the foundation for delivering future sustainable workforce reform which optimises the contribution and well-being of our people, to deliver the authority's objectives. It was approved by Members in February 2016.

This phase of the workforce reform programme aims to ensure that the Authority has a resilient, sustainable, high performing, diverse, flexible, agile workforce, motivated to act as advocates in the community.

The People Strategy also captures the essence of the Authority's values, what we stand for, and, encompasses why people are proud and motivated to work here.

It sets out the unique range of benefits offered by the Authority in return for employees willingly utilising their diverse talents, their contribution and working together to make Buckinghamshire and Milton Keynes the safest places to live, work and travel.

Alongside the vision and values, the People Strategy could be positioned as the 'organisational glue' which holds the Service together, particularly during periods of transformation.

<p><b>What the Authority needs to deliver the vision, promote its values and ensure future proofed excellent community service delivery.</b></p>	<p><b>What employees need to be highly motivated, engaged, high performing, proud advocates for Buckinghamshire Fire and Rescue Service being a great place to work.</b></p>
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Outcomes and benefits sought include:

- Fit for purpose, flexible terms and conditions supported by new 'performance' contract of employment.
- A culture of customer service, high performance, accountability, high employee engagement and advocacy.
- Organisational 'identity' that holds the organisation together when pressures for disintegration are predicted to increase.
- A modern approach to employee relations.
- Retention tools to deliver aspects of our talent management strategy.
- Potential to reduce recruitment costs, short term absence costs, reduction in case management activities.

### **3) Aligning resources to finances and risk and demand profiles**

The Authority is reviewing its resources to meet its risk and demand. For planning purposes the Service has been broken down into five geographical areas. Working with a company that specialises in risk analysis, we are modelling a range of scenarios that will enable realigning the resources required within each area to meet the known level of demand. A range of resourcing options are being worked up to enable us to manage every day demand and the more infrequent incidents that require large numbers of resources. This has led to development of new employment propositions for staff whether whole-time or on-call (see section on Resource Management Team below). The Medium Term Financial Plan (MTFP) is aligned to this and is reviewed regularly.

#### **3.1) Refreshing the workforce - Apprenticeships**

The scheme was approved by members in July 2015 and covers support services, fire-fighters, community safety and promotion of an Apprentice Sponsorship Scheme to support the On-Call duty system, local businesses and

young people in the community who are not in education, employment or training (NEETS). For the 2016/17 year, 22 firefighter apprentices have commenced their training programme on 12 August 2016 and four support services apprentices have joined on various dates May to September 2016.

Apprenticeships are a significant element of central government's strategy to build workplace skills and government targets of 2.3 per cent of 'new start' apprenticeships each year are to be introduced alongside a levy of 0.5 per cent of pay bills, the latter from April 2017. Details on the 2.3 per cent targets are awaited.

The Authority's Apprenticeship initiatives are built into the workforce plan and aim to meet the government target of 2.3 per cent of workforce taking up apprenticeships for the foreseeable future. This is an innovative piece of work, which will assist with refreshing the workforce, however it won't be the only intervention used to aid recruitment. It is part of a wider strategy which will look at the skills required for the coming years.

Apprentices are employed by the Apprenticeship Training Agency for the duration of the training programmes. The Authority has the option to employ participants on completion of the programme and this would be on localised terms and conditions. This innovative approach to apprenticeships allows for demand fluctuations and impacts of other workforce reform initiatives.

Interest from other Services in our approach is high. On 7 September 2016 we will be sharing our initiatives with other Services at a planned in house event and on 28 September 2016 presenting alongside Merseyside and other Services at a Chief Fire Officers Association (CFOA) national apprenticeships workshop.

The Authority is also actively supporting the development of new apprentice 'trail blazer' standards for fire fighters and community safety occupations, which need to be in place to give all English Fire and Rescue Services more options to meet the 2.3 per cent targets.

### **3.3) Innovative Resource Management initiatives**

#### **Bank and Operations Pool systems and Flexible firefighter roles**

Formed in preparation for the switch over to the Thames Valley Fire Control Service (TVFCS) in 2015, the Resource Management Team (RMT) has been in operation since 1 November 2014.

The team is responsible for crewing of the Operational Support Room (OSR) when required.

The RMT provides TVFCS with live information on operational resource availability for 24 hour periods. This includes:-

- Organising cover moves.
- Organising standby's (including prearranged).
- Managing the operational resource pool, bank system & flexible firefighter roles.

- Managing the BFRS global figure for leave.
- Providing a link between Duty Officers, Fire Stations and TVFCS.
- Responsibility for managing a unique 'pilot' of 11 operational staff contracted on local terms and conditions, who provide a flexible approach to operational crewing.

This team enables the effective management of resources to ensure we have the right number available each day. We are actively involved in discussions with other fire authorities to share a single resource management team.

The Bank, 'Ops Pool' and the flexible firefighter roles have provided the flexibility required to manage a lean workforce and are a cost effective solution that centralises capacity and enables staff to earn more, and in respect of On-Call they get greater exposure to training and operational incidents. Through engagement with representative body local officials we have agreed local pay rates for the bank and ops pool shifts that are outside of the grey book.

### **3.4) Area/Organisational reviews**

Project teams are reviewing various stations to fully consider options to meet the risk and demand requirements as mentioned above. These are geographical reviews but are supplemented by a full review of On-call staffing, to overcome the challenges being experienced across the whole Fire Service. Existing and potential staff are being engaged in this work to ensure full buy-in.

We are piloting a resourcing model that completely re-thinks the role and use of a firefighter, on-call and whole-time. The pilot delivers greater resilience with crews available across a range of response times (immediate, 10, 20, 60 minutes and 3 hours). We have completed a staff engagement exercise with the On-call staff to seek their views on the existing On-call duty system (we are currently expanding this to explore staff views of the existing whole-time duty systems). These views are factored into a new employment proposition for the On-call which enables fully flexible working across different sites, front line response (including medical calls) and resilience.

The need to encourage a more diverse workforce by creating more opportunity for people to be employed is also factored into the work plan.

## **4) Culture change**

The Authority is implementing a blended approach to transforming the workforce that comprises a mix of the national agenda, Authority enabled frameworks, and, localised, employee driven initiatives.

The following are some examples of initiatives that are adapting the workforce culture to encourage professionalism and positive engagement and will complement our aim of being an Employer of Choice.

### **4.1 Leadership Development**

We have rolled out a supervisory leadership three day programme and two further sessions are booked for this financial year. Equipping leaders at first line management level with the tools to lead change is essential for success.

Leadership master classes are being held with external expert speakers from various sectors to support ongoing development of organisational, commercial and political awareness, and broaden the experience of our staff. This is based on an idea raised during the autumn 2015 'Looking to the Future' workshops. We are delighted that Adrian Thomas, from the Cabinet Office is our next speaker in September 2016. Attendance is initially directed at middle and senior managers and from September this includes our Thames Valley fire service partners.

Any employee can request to shadow senior management and an increasing number are taking this opportunity in recent months. Short task and finish project opportunities are also advertised. These provide for skills development for individuals in return for delivery of important outputs relevant to the workforce reform programme. Two way secondments within and across sectors are also being considered as part of our blended learning and development approach.

#### **4.2 Employee Relations and engagement**

The feedback from over 30 'Looking to the Future' workshops has been analysed by the facilitators and senior managers have reviewed the findings and recommendations:-

- Senior managers frequently visit departments and stations and are increasingly using "blogs" to improve communications across the Service.
- A successful initiative is the "Joint Consultation Forum" (JCF) which is regularly held with staff and Trade Union representatives to discuss matters of interest and consultation.

Examples of positive impacts:-

1. We introduced a new Physical Fitness testing procedure through the JCF in May 2015. An amnesty was agreed for staff that failed the fitness test for period of one year to enable them to become familiar with the fitness test and improve their fitness levels. This was supported by all the rep bodies and staff responded positively to it, providing feedback on fitness equipment they would like to see on fire stations, which the Authority had already committed funds to provide as part of its commitment to workforce health and wellbeing.
2. Staff at all levels of the organisation have a really good understanding of the challenges the Authority is facing over the period up to 2020. This has enabled them to engage in specific task and finish projects associated with delivering the people change programmes. The area review in Milton Keynes required a reduction of 12 full time operational roles. Staff knew

this was required to balance the budget and came forward with proposals for how this reduction could be delivered. We now run two fire stations with a single watch, a proposal that was developed with staff and delivered the reductions required by the MTFP.

### **4.3 Localised terms and conditions**

- Local Terms and Conditions are already in place at several levels across a variety of staff groups. Currently several pilot initiatives of new working practices and patterns are also enabling us to trial local terms and conditions, outside NJC terms to meet local risk and demand modelling.
- The 11 flexi-firefighter roles work on local terms and conditions and they are contractually required to work anywhere in the county, have no fixed duty pattern, undertake any training including medical response at the discretion of the Authority and provide resilience in the event of industrial action. In exchange for this they receive a 15 per cent allowance on top of their basic salary.

### **4.4 Reward and recognition**

The Authority's remuneration philosophy aims to:-

- Effectively support day-to-day service delivery, transform the authority into a value for money community service orientated, outcome driven, high performing organisation.
- Ensure that the Authority is best placed to attract, secure and retain the right calibre people to deliver our Vision; "Making Buckinghamshire & Milton Keynes the safest areas to live work and travel".
- Support behavioural change and building elements of a "performance culture" into reward and recognition policy and procedures, where appropriate.

Outstanding performance is recognised and rewarded, through personal letters from the Chief Fire Officer and an annual merit award scheme, which this year has seen team and individual awards agreed.

Each year staff are invited to nominate colleagues for the Service Awards for Excellence (SAFE). This year there were 40 nominations across the 5 categories and there was a good cross section between Operational and Non-operational members of staff.

The SAFE Award categories for 2016 are:

- Staff member of the year
- Fire Station / Team / Department of the Year
- Initiative / Special achievement of the Year
- Exceptional service award
- Commitment to Equality and Diversity

These awards are presented at the Service's annual awards and long service ceremony.



We enter national awards as we understand the significant impact the recognition has on our employees. As an example this year we have been successful in winning a People Management award, in conjunction with the PPMA (Public Sector Personnel Management Association) for our work supporting and improving employee health and wellbeing.

#### **4.5 Equality and Diversity**

The latest Equality and Diversity four year objectives were agreed by the Authority in June 2016 and have been published. A forum of Diversity Champions is currently being established to assist with this important element of culture change. The Authority is engaging with other blue light services, particularly the Police to learn from their experiences and fast track progress.

#### **5) Collaboration and Service Diversification**

All reports to the Fire Authority must consider collaboration opportunities. There is a mandatory section on the report template to ensure collaboration is considered.

##### **5.1) Thames Valley Fire and Rescue Services**

A Memorandum of Understanding (MOU) with Royal Berkshire and Oxfordshire Fire and Rescue Services was agreed by the Fire Authority during its meeting on 10 June 2015. Councillor Adrian Busby, Chairman of the Fire Authority, has signed the agreement which sets out a formal arrangement for collaborating with the other Thames Valley fire and rescue services. The MOU commits each fire and rescue service to look at collaboration within the Thames Valley as a first option, to reduce cost, improve quality and improve resilience, but does not tie the Authority in to collaborating if the option is not favourable. This is in line with recommendations of the Knight review.

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/200092/FINAL\\_Facing\\_the\\_Future\\_3\\_md.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/200092/FINAL_Facing_the_Future_3_md.pdf)

In November 2015 a Thames Valley Collaboration vision was agreed by the three fire services and is set out in the Collaboration section of the cover report. The strategic aims build on the joint TV Fire Control Service and work is underway to operationally align the Services. The initial focus is on operational policy, procedures and guidance, based on national occupational standards (NOS) and national operational guidance (NOG). Also underway is a programme to standardise fleet requirements generating savings opportunities through joint procurement.

##### **5.2) Thames Valley Police (TVP)**

An MOU was signed with Thames Valley Police in 2014 relating to the sharing of property. We now have co-location at Broughton Fire Station with three more fire station site co-locations being actively pursued.

In addition, both this Authority and Thames Valley Police were successful in obtaining £2.8 million of DCLG transition funding in 2014 which has enabled the opportunity for the new Milton Keynes 'blue light hub' facility to be pursued and

which is due to open during 2018. The location of the site has also proved attractive to South Central Ambulance Service and there is high optimism that all three services will locate at the new facility.

Other work continues with TVP in respect of back office services and talks are currently underway with a view to creation of a TVP led procurement support service hub to include all three of the fire services in the Thames Valley.

### **5.3) SCAS Medical Response**

The Authority is committed to continuing to support South Central Ambulance Service (SCAS) through the co-responding scheme. The benefits to public safety are both positive and measurable. Buckinghamshire Fire & Rescue Service co-responders have made a positive contribution and have undoubtedly saved lives. The confidence gained from dealing with casualties has also paid dividends at incidents when co-responders are working in their primary roles as firefighters. Since the current response models were introduced in March 2014, BFRS has mobilised to 4476 calls.

BFRS has led on a project with the other Thames valley FRS, Hampshire FRS and SCAS to establish co-responding to medical emergencies by fire and rescue services across the South Central Ambulance Service area. The aim of this project is to achieve a consistent approach to co-responding and scaling-up the activity to a level that best meets the operational needs of South Central Ambulance Service.

BFRS is currently operating a pilot with SCAS that sees our fire appliance crews mobilised to cardiac arrests anywhere in the county if they are the nearest emergency resource. This was a voluntary scheme which was greatly supported by members and operational staff across the Service.

We are working with SCAS at a strategic organisational development level to identify opportunities to enable the development of our staff to create further mutually beneficial opportunities for joint working.

### **5.4) Blue light Thames Valley Data Sharing**

We are currently working with Thames Valley Police to develop their demand toolkit. The concept is to provide a comprehensive risk and demand profile for the Thames valley region (including health data too through SCAS). This will enable all the Services to be able to identify common themes to develop collaborative interventions to address them. It is anticipated that this will help identify individuals, families and businesses which are common to blue light and health agencies. It opens the way to being more innovative in how we approach demand by joining up our interventions and more importantly our preventative agendas. We are taking the lead on behalf of Thames Valley fire services. The project is currently at the stage where we are sharing data and working through the systems and access to these systems for partner agencies. Obviously data protection legislation is being considered and worked through too.

## **6) Improving professionalism and standards**

## **6.1) New Approach to Training**

We have de-centralised our operational training, pushing more responsibility onto the station based managers that deliver the daily training sessions to our firefighters. This has reduced the size and cost of our central training department, with a change of focus from delivery to quality assurance. Area Trainers now visit and observe training sessions delivered by operational managers to ensure that the training being delivered is of an appropriate standard and develop and support the managers that do not achieve this standard.

We developed and initially piloted a strategic partnership with Capita, the owners and operators of the Fire Service College (FSC) that complements our approach to training. The FSC have provided a development programme for our instructors (available nationally) to ensure that they are competent to be able to deliver the quality assurance assessments of our managers. Our partnership, now in its second year delivers external confirmation that firefighters maintain the appropriate competence. We contract with the Fire Service College for the independent assurance as the peer review process is unable to fulfil a similar role. These improvements were delivered along with an on-going annual saving of £200k in respect to the Authority's training budget.

## **6.2) Learning management system – menu driven blended learning**

These initiatives are supported by an integrated, streamlined and more efficient learning management system (LMS) that encompasses all training and development. This approach to menu driven blended learning has already seen the development of a combined e-Learning and training record system that provides both a cost effective approach to recording our training and allows for a more effective way to quality assure staff and plan for future needs. We have championed the work completed to date, achieved external recognition and now collaborate with a growing number of other blue light services to improve efficiency and effectiveness of learning and development support mechanisms.

## **6.3) Qualifications**

We are continually raising the standard of the technical knowledge and practical skills of all our staff. For operational staff we recently introduced the Institute of Fire Engineering (IFE) technical knowledge qualifications as part of our career development process, with a requirement for some of the papers to be progressed as part of the eligibility criteria for attendance at the assessment centre and the remainder being completed whilst working towards being deemed competent in the role.

Our support staff are encouraged to undertake professional qualifications where appropriate and the governance arrangements in place to support this is via our service wide Training Needs Analysis (TNA) which is approved quarterly by our Training Strategy Group.

## **6.4) Fire Professional Framework**

We are leading nationally on the development and implementation of the 'Fire Professional Framework' (FPF); on behalf of CFOA and the wider sector supported by Skills for Fire, in collaboration with other Services. The FPF forms the basis for the sector's workforce learning and development strategy and is based upon relevant national standards aligned with national operational guidance referred to earlier. The FPF aims to raise standards and provide a consistent 'one stop shop' web portal for all staff employed within the sector to easily access a range of materials covering learning, training, career progression models, guidance, case studies and qualifications.

A soft launch programme for the operational competence element of the FPF is underway from August to November 2016. Police Learning and Development colleagues have agreed to review and compare with the Police Professional Framework which could in time extend to further collaboration.

### **6.5) New Integrated Systems**

The Authority Systems Integration (BASI) project is underway and at this stage the priorities are a new Finance and Human Resources system allowing more autonomy and control, with manager and employee self-service key to supporting the ongoing culture change and professionalisation agenda. This will allow further reform of our support service functions.

## **7) Assurance and Transparency**

### **7.1) Operational Assurance**

BFRS has an evolving team, whose principal focus is toward the active monitoring, reviewing and debriefing of front-line crews, in order to provide reassurance to the Fire Authority, in respect of operational performance and support continuous improvement for all operational aspects. This team is also in place to ensure that in line with the BFRS assurance model that all internal and external factors and drivers are considered and appropriately factored into operational doctrine, policy and procedures and other areas of the Service such as learning and development, policy & resilience (including health & safety) and organisational development.

BFRS is in the process of commissioning an independent review of its current arrangements in respect of both operational performance along with current internal arrangements for providing this assurance to both the Fire Authority and members of the public. The main area of focus will be to examine our operational assurance and resilience, specifically to ensure that all potential input areas have been taken into consideration and that information flows through the organisation reaching all appropriate stakeholders and that the information is understood and where appropriate, informs policy decisions within internal governance arrangements.

Furthermore, this ensures that organisational business continuity arrangements are fully reviewed and fit for purpose.

### **7.2) Measuring Workforce Reform Balanced Scorecard**

Our balanced scorecard is designed to measure progress towards the achievement of the strategic objectives set out in our Corporate Plan. It includes a range of key performance indicators to demonstrate organisational performance. These indicators are underpinned by a suite of data that enables managers to influence and improve performance within the context of their own station and department plans.

The Service is committed to continuous improvement and uses a software platform, 'Viper', to enable performance data to be viewed and interrogated by managers. The Service's Performance Management Board (PMB) meets quarterly to monitor the performance of the organisation, this includes attendance management and other people measures.

To deliver the People Strategy we aim to be in a position to be the employer of choice as measured by the Best Companies guide. Progress towards this is monitored through the PMB.

## **8) Summary and further considerations**

The workforce reform programme has been reviewed to take into account the themes from the Adrian Thomas review; namely the working environment, documented conditions of service, Industrial Relations, duty systems and management of the Fire and Rescue Service. It is understood that there are 45 recommendations in the yet to be published Conditions of Service Review.

We will link the outcomes from the employee engagement workshops to our management and individual staff objectives. We will then carry out an employee engagement (culture) survey annually to measure progress and continually seek ideas for the future.

We will continue to provide opportunities for other authorities to view what we do and learn from us and vice versa. 'Do it once - not 45 times' is our aim.

We plan for succession and resilience for management and staff at all levels. This includes reviewing resources across Thames Valley as part of the collaboration work to identify opportunities to share managers where possible.

We are further developing our resourcing and response models in order to meet 21<sup>st</sup> century demand and risk, taking into account future capacity issues for any new roles and responsibilities, such as medical emergencies, that may come our way. Much of this work is reliant upon the workforce reform work continuing, as a flexible and adaptable workforce is the key to success in this area.

Our resilience arrangements will also continue to be fine-tuned and tested, with a view to widening our scope beyond our own boundaries, in respect of our resilience for those thankfully rare occasions when large or simultaneous incidents occur.

We are not complacent and look to learn from all sectors, taking best practice and adopting it where it provides measurable business benefits for the communities that we serve.

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Appendix 1 – Timeline of Events from 2010 – Authority’s Workforce Reform Programme

<b>YEAR</b>	<b>WORKFORCE REFORM PROGRAMME</b>	<b>DELIVERABLES</b>
<b>2007</b>	Audit Commission Comprehensive Performance Assessment	Identified underperformance against national community safety improvement targets.
<b>2009</b>	Peer Review to review progress against the plan after audit commission	Identified underperformance against national community safety improvement targets.
<b>2010</b>	January to July – recruitment of new CFO/CE and senior team	Senior leadership in place to tackle underperformance and reform the service.
<b>2011</b>	<p>Moving Forward - Organisational Change Programme</p> <p>Fire Authority reduced from 21 to 17 members</p> <p>Strategic Workforce planning linked to MTFP introduced</p>	<p>Community related central support services reallocated to front line operations set foundations for on-going reform. Re-aligned the services establishment and structure to improve delivery. Commenced appointment of support professionals into key change management enabling roles (HR, Organisational Development, Finance, IT).</p> <p>Demonstrated strategic leadership, reduced from the very top first before approving plans for de-layering across the organisation.</p> <p>Provided strategic oversight in delivering a reduction of the equivalent of 40 Fire fighter posts between 2012-2014, directly linked to IRMP projects.</p>
<b>2012</b>	Management delayering commenced – with senior management team leading by example	Managers at all levels made more accountable. Savings re-invested into the workforce and created the opportunity for local terms and conditions for senior middle managers.

Appendix 1 – Timeline of Events from 2010 – Authority’s Workforce Reform Programme

<b>2012</b>	Leadership and performance Management interventions	Leadership and up skilling programmes for 70 managers, equipping them to lead transformational change/next phases of Moving Forward.  Performance Management spine which aligned new corporate plan with department and individual objectives
<b>2012</b>	Moving Forward continued	New Corporate plan and Public Safety Plan The reviews from these plans delivered new ways of working across the USAR, Day Crewing, and turntable ladder which equated to a 40 post reduction. Improved HR/Finance systems to deliver accurate management information to inform evidenced based decision making.
<b>2013</b>	Professionalisation of services  Equal pay audit and new support services pay and grading system 2013 to 2014  Attendance management focus and well-being strategy 2013 - ongoing	Support Services restructured and streamlined to provide up to date business need in Finance and Assets and People and Organisational Development areas.  Integrated business driven training needs analysis and centralised funding introduced to improve return on investment.  An Equal Pay Audit commenced in 2012 and concluded 2013. The outcomes of this Audit highlighted the Authority had no issues in relation to equal pay within the Support Services staff group and confirmed the integrity of the pay and grading structure. However recommendations were made for a revision to the pay and grading system, in order to provide adequate flexibility, the simplification of processes, policies and procedures and the recommendation to address a small number of anomalies.  The creation, approval and publication of a revised pay, grading and reward structure was completed in September 2014 for Support Services staff; pay scales were amended, job evaluations undertaken for all roles, pay anomalies identified and resolved, private medical insurance



Appendix 1 – Timeline of Events from 2010 – Authority’s Workforce Reform Programme

		withdrawn, a new benefits package proposed (now implemented from April 2016) and the local terms and conditions updated and published on the Authority’s intranet.
<b>2014</b>	<p>National Pensions Industrial Action (commenced September 2013)</p> <p>New Training Strategy approved</p> <p>Transformation bid approved by DCLG for MK – Creation of a Joint Blue Light Hub</p> <p>Moved to Centralised Resourcing</p> <p>Joint Consultation Forum commenced 2014</p> <p>HR Policy reduced from &gt; 170 ad hoc documents to strategic enabling policy (9) supported by procedures and guidance Jan 2014</p>	<p>Authority decision not to accept partial performance, created an opportunity to test more flexible working across the operational workforce. The learning from this were factored into the centralised resourcing with flexible crewing models that we now operate.</p> <p>Decentralised training and improved quality and outcomes of station based training. Enabled the training department to be reduced in size and focus on validation, assurance and specialisms</p> <p>Created opportunity for colocation of all three blue light services in a single shared facility. Creating better public value through the reduced cost of a required building replacement for each of the services.</p> <p>Developed Bank and Ops Pools to create a more flexible workforce to support required reduction of operational workforce with no loss of service to the public.</p> <p>In 2014 Joint consultation meetings were established with the FBU, FOA and Unison and regular meetings attended to engage with the unions on employee related policies and procedures.</p> <p>An assessment of employment related policies and procedures in 2011 highlighted a number of issues within the Authority, e.g. many were out of date, there were significant gaps and contradictions, documents referred to operational staff with no reference made to support staff. The ‘big five’ procedures were drafted first and after lengthy consultation with the FBU published in 2013. Following this a HR work plan was established to identify key procedures to support the organisation. 97 documents were originally detailed on the plan and apart from a few peripheral documents</p>

Appendix 1 – Timeline of Events from 2010 – Authority’s Workforce Reform Programme

		<p>all have been either redrafted or created to ensure the Authority has a suite of modern and fit for purpose employment related documents. In January 2014 the structure for categorising employment related policies and procedures was approved. This structure comprised of 8 core policy themes based on the employment lifecycle. The policy themes were launched and displayed as posters at each site within the Authority.</p>
<b>2015</b>	<p>New CFO appointed</p> <p>New approach to Training -Partnership agreement signed with Fire Service College</p> <p>Transformation team created to support delivery of Public Safety Plan 2015 to 2020</p> <p>Role combination continues - Group Commanders roles are combined and reduced</p> <p>Thames Valley Collaboration</p>	<p>Three year vision for the reform of the service written by the CFO and communicated through the line to all employees across the service.</p> <p>Supported a move to decentralised training and delivered the required external assurance from a third party organisation outlined in the Training Strategy.</p> <p>Pilots established to trial new employee designed duty systems across several of our fire station. This has delivered the establishment reductions required in MTFP.</p> <p>Following an engagement and consultation exercise these senior middle managers were given increased responsibility with part of the savings created re-invested back into the remaining group commanders to place them onto more resilient local terms and conditions.</p> <p>The MOU commits each fire and rescue service to look at collaboration within the Thames Valley as a first option, to reduce cost, improve quality and improve resilience, but does not tie the Authority in to collaborating if the option is not favourable. In November 2015 a Thames Valley Collaboration vision was agreed by the 3 Fire Services. The strategic aims build on the TV joint Fire Control Service and work is underway to align operationally; the initial focus is on policy, procedures and guidance.</p>

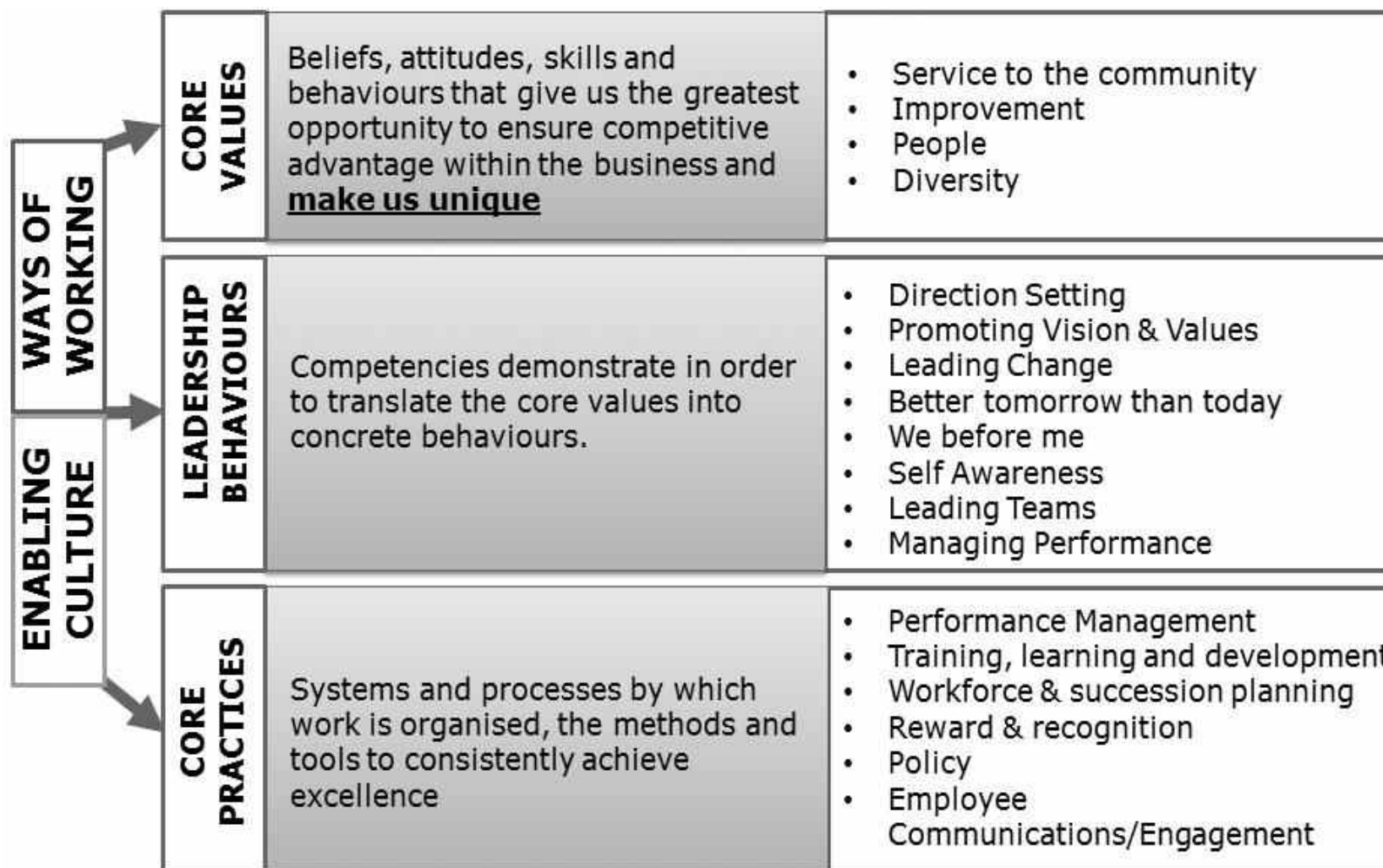
Appendix 1 – Timeline of Events from 2010 – Authority’s Workforce Reform Programme

	<p>Thames Valley Fire Control Service</p> <p>The Service introduced awards to recognise the excellent work of our staff.</p> <p>People strategy Feb 2015</p> <p>Staff engagement / employee proposition process April 2015</p> <p>Automation of On Call payroll – first self-service programme to pave the way</p> <p>BASI 2016, viper, scorecards – all enabling new ways of working / supporting culture change Back office improvements – pensions admin</p>	<p>The three FRS delivered a joint project to combine three separate control rooms into a single control room based in Royal Berkshire. This has created the opportunity for operational alignment and borderless mobilising across each service to ensure the best possible operational response is delivered to the public.</p> <p>We reward excellent performance of staff through a merit award scheme based on a good appraisal and business case by the line manager. We also have an annual Service awards ceremony. This is a key part of the Authority People Strategy to recognise employees’ good work in different ways. Nominations come from the workforce, with a panel made up of employees from across the service who shortlist the final nominees.</p> <p>The People Strategy sets out our approach to delivering sustainable workforce reform which optimises the contribution and well-being of our people, to deliver the Authority’s objectives.</p> <p>What the Authority needs to deliver the vision, promote its values and ensure future proofed excellent community service delivery.</p> <p>What Employees need to be highly motivated, engaged, high performing, proud advocates for BMKFRS being a great place to work.</p> <p>First phase of this project completed which now enables on-call employees to complete monthly pay returns through a fully automated system. Second phase will incorporate all employees moving onto this system.</p> <p>The scorecard enables us to view operational and financial performance trends over time and against comparable fire and rescue services that make up our family group (i.e. of similar size, demographics and geography). By measuring these key areas of performance and presenting them transparently we and other observers, are able to monitor the outcomes as we work our way through our five year corporate plan. All</p>
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Appendix 1 – Timeline of Events from 2010 – Authority’s Workforce Reform Programme

		employees can now monitor our performance using live data through our new 'Viper' platform.
<b>2016</b>	<p>Continuous Improvement and Transformation</p> <p>Introduced new flexi-firefighter roles on non-grey book terms &amp; conditions</p> <p>New On-Call proposition developed</p> <p>Refreshing the workforce programme – Apprenticeships</p> <p>Pay policy – local T&amp;Cs April 2016</p> <p>E&amp;D 4 year objectives June 2016</p> <p>Resilience – senior management and business critical roles – succession planning 2016</p>	<p>Embedded ways of working and process improvements.</p> <p>12 month pilot established to test employment proposition for a flexible, mobile, more accountable firefighter with a range of enhanced skill sets to deliver a more diverse role including medical response. No strike clauses included for organisational resilience.</p> <p>A new resilience crewing model has been created that delivered a more flexible way of working for On-Call staff following a review of our resource requirements when matched to our risk and demand.</p> <p>22 Fire Fighter and 4 support services apprentices appointed August 2016, employed by an Apprentice Training Agency for the two year training period. Opportunity to employ in 2 years linked to resource plan business requirements.</p> <p>The Pay Policy which is published annually was updated for 2016/17 to incorporate the recognition by the Authority that new employees may be employed on terms and conditions outside of the Grey Book.</p> <p>Objective and measures to meet the Public Sector Equality Duty set out and diversity statistics published. Community and internal staff E&amp;D initiatives set out with the objective of improvements in diversity and inclusion in time periods of 1-2 and 3-4 years focussing on improved data and increasing the proportion of BMEs and females employed.</p>

People Strategy – Optimising the contribution and well-being of our people



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# Buckinghamshire & Milton Keynes Fire Authority



<b>MEETING</b>	Executive Committee
<b>DATE OF MEETING</b>	21 September 2016
<b>OFFICER</b>	Lynne Swift, Director of People and Organisational Development
<b>LEAD MEMBER</b>	Councillor Roger Reed
<b>SUBJECT OF THE REPORT</b>	<b>Pensions Update</b>
<b>EXECUTIVE SUMMARY</b>	<p>This report provides an update on the various pension related activities currently being managed by the Authority and the impact for the Service. This report is further to the last pension update presented to the Executive Committee on 18 November 2015.</p> <p>The Authority continues to experience a significant volume of work on pension related matters; as legislation is amended with limited clear guidance on the practical application, often resulting in limited consistency amongst the Fire Authorities as they interpret the amendments differently; the time consuming requirement to revisit work completed over a number of years; the increased statutory and ad-hoc reporting requirements and additional compliance burden with HMRC; the administration burden being effectively doubled due to the above and also now dealing with two pension scheme administrators.</p> <p>The level of complexity and administrative burden is met by the limited resources within the HR team.</p> <p>Pension related work is expected to continue at a high level for the foreseeable future. Current and future known pension issues are detailed in Annex A.</p>
<b>ACTION</b>	Information.
<b>RECOMMENDATIONS</b>	It is recommended that the update on pension matters within the Authority be noted.
<b>RISK MANAGEMENT</b>	<p>Initial risk assessment has identified potential risks as follows:</p> <p><b>Timescales:</b> Some of the deadlines set have been tight and will continue to be a challenge to meet as</p>

	<p>different elements of pensions are dealt with.</p> <p><b>Administration:</b> The changes to the pension Schemes created huge administration burden and increased bureaucracy with little added benefit to the Authority. The Authority procured a new pension administrator for the Firefighters’ Pension Schemes in January 2016 and significant work has been undertaken to ensure the seamless transfer of active, deferred and retirement Scheme membership data and pensioner payroll by the go live date of 1 April 2016.</p> <p><b>Resources:</b> The administrative burden within HR will continue; with limited resources dedicated to pension work, the complexity of knowledge necessary and the increased data requirements. To mitigate the risks those responsible for pension related matter will continue with their learning and development to aid understanding and will continue to liaise and collaborate with the regional groups.</p> <p><b>Legal challenge:</b> There are currently two legal challenges, regarding transitional protection and contributions and contributions holiday. As both claims relate to the Scheme which have not been instigated locally, both challenges are being responded to by central government in conjunction with the LGA.</p> <p><b>Regulations:</b> With all the changes to the pension schemes and continued pension related issues being raised, there is a risk of inadequate knowledge and understanding on how to tackle these matters. To mitigate these potential risks, appropriate staff have, and will continue to attend, regional meetings and relevant training events to increase and share knowledge and understanding. This aspect is wider than just the Firefighter Pension Regulations as the Government proceeds with other national changes that will continue to affect pensions.</p> <p>The Director of People and Organisational Development will continue to recommend part funding of the LGA expert National Pensions Advisor to mitigate risk, support knowledge acquisition and reinforce consistency amongst the different Fire Authorities.</p>
<p><b>FINANCIAL IMPLICATIONS</b></p>	<p>There are no financial implications arising from this report, however any on-going training requirements for members of the Local Pension Board and HR team</p>



	<p>may be appropriate which may have a small financial cost associated with it. Any costs will be accommodated within existing budgets.</p> <p>The financial implications of specific initiatives, such as converting the Turntable Ladder and Training allowances to be pensionable have been raised in earlier decision papers.</p> <p>The financial implications of the contributions holiday legal challenge will mean that affected Scheme members from 1 September 2016 will require a refund of contributions. A process will be carried out to provide this via a GAD calculator and this is expected early autumn. GAD and the Home Office are currently working on the tax issues. This will continue to be monitored and further information provided once known.</p>
<b>LEGAL IMPLICATIONS</b>	The Authority will continue to comply with the Scheme Regulations and The Pension Regulator’s requirements.
<b>CONSISTENCY WITH THE PRINCIPLES OF COLLABORATION</b>	<p>The Authority has collaborated with Royal Berkshire Fire Authority on the provision of a pension administration service for the Firefighter Pension Schemes and continues to collaborate with Royal Berkshire Fire Authority on pension related matters, such as Scheme Manager Pension Discretions.</p> <p>The Authority continues to collaborate with the Eastern and South regional pension groups; for networking, joint learning, development and understanding and the development of pension related policies and procedures. These groups also feed into the regional technical groups and Scheme Advisory Board.</p>
<b>HEALTH AND SAFETY</b>	There are no health and safety implications.
<b>EQUALITY AND DIVERSITY</b>	<p>Appropriate equality assessments of the National pension schemes have been completed centrally by DCLG.</p> <p>Other equality and diversity requirements are included and accounted for as appropriate.</p>
<b>USE OF RESOURCES</b>	<b>Communication with stakeholders:</b> Stakeholder communication will remain a significant element of the continued successful implementation of the pension schemes.

	<p>A primary function of the Local Pension Board will be to look at the communications strategy to ensure important information is effectively delivered.</p> <p><b>The system of internal control:</b> Regular reports will be provided to the Strategic Management Board, Executive Committee and Fire Authority as necessary. Pension administration arrangements will also be subject to internal audit schedules.</p> <p><b>The balance between spending and resources:</b> Funding for any additional expenditure will be identified as appropriate. Additional training requirements may need to be established for members of the Local Pension Board and members of the HR team as detailed understanding will be required and therefore specialist training sourced and funded. Any training requirements will be built into the Authority’s annual plan.</p> <p><b>The arrangements to promote and ensure probity and propriety:</b> New Service Level Agreements (SLA’s) have been introduced as part of the contractual arrangements with West Yorkshire Pension Fund and amended for Buckinghamshire County Council. Current audit arrangements and service level agreements will ensure compliance in accordance with any recommendations from audits.</p>
<p><b>PROVENANCE SECTION &amp; BACKGROUND PAPERS</b></p>	<p><b>Background:</b></p> <p>18 March 2015 Executive Committee paper: Firefighters’ Pension Scheme 2015: Proposed new governance arrangements  <a href="http://bucksfire.gov.uk/files/3314/2564/2098/Executive_Committee_180315.pdf">http://bucksfire.gov.uk/files/3314/2564/2098/Executive_Committee_180315.pdf</a></p> <p>18 November 2015 Executive Committee paper: Pensions update  <a href="http://bucksfire.gov.uk/files/4514/5529/0139/Executive_Committee_181115.compressed.pdf">http://bucksfire.gov.uk/files/4514/5529/0139/Executive_Committee_181115.compressed.pdf</a></p>
<p><b>APPENDICES</b></p>	<p><b>Annex A</b> - Pensions update</p> <p><b>Appendix 1</b> – Highlight report January 2016</p> <p><b>Appendix 2</b> – Highlight report February 2016</p> <p><b>Appendix 3</b> – Highlight report March 2016</p> <p><b>Appendix 4</b> – Highlight report April 2016 onwards</p>
<p><b>TIME REQUIRED</b></p>	<p>10 minutes.</p>

<b>REPORT ORIGINATOR AND CONTACT</b>	Faye Mansfield, Human Resources Development Manager <a href="mailto:fmansfield@bucksfire.gov.uk">fmansfield@bucksfire.gov.uk</a> 01296 744623
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## Pensions update report

### 1.0 Introduction

The Authority continues to run five different pension Schemes:

- 1992 Firefighters Pension Scheme (FPS 1992)
  - Closed to new entrants from 6 April 2006
- 2006 Firefighters Pension Scheme (FPS 2006)
  - Open to regular and On-call firefighters appointed after 6 April 2006
  - Closed to new entrants from 31 March 2015
- 2015 Firefighters Pension Scheme (FPS 2015)
  - Open to new entrants from 1 April 2015
- 2006 Modified Pension Scheme (MPS 2006)
  - A bespoke section to the New Firefighters' Pension Scheme 2006 to provide benefits for firefighters employed as retained firefighters between 1 July 2000 and 5 April 2006 inclusive
- Local Government Pension Scheme (LGPS)
  - Amended from 1 April 2014

Each Scheme is a defined benefit pension scheme; this is a type of pension in which the employer promises a specified monthly benefit on retirement that is pre-determined by a formula based on an employee's earnings history, length of membership in the Scheme and age, rather than depending directly on individual investment return.

Within each Scheme there are different types of members. The LGPS has one type of membership as all Scheme members transitioned into the new Scheme on 1 April 2014, however the Firefighter Pension Schemes has protected, tapered and unprotected members:

- **Protected Scheme member**
  - The individual remains in their current Scheme (FPS 1992, FPS 2006, MPS 2006) until they choose to retire
- **Tapered Scheme member**
  - On a taper date (up to 2022), based on the individual's age, they will move into the FPS 2015
  - Two part pension: Part one benefits (FPS 1992, FPS 2006, MPS 2006) remain fully protected and pension is calculated on final salary at retirement if the Scheme members remains in the FPS 2015
  - The individual will continue to pay on the same contribution basis until they move into the FPS 2015
  - Part two benefits are in the FPS 2015

- **Unprotected Scheme member**

- FPS 2015

- Due to the age of the individual, they move straight into the FPS 2015 on 1 April 2015
    - Part one benefits (FPS 1992, FPS 2006, MPS 2006) remain fully protected and pension is calculated on final salary at retirement if the Scheme members remains in the FPS 2015
    - Part two benefits are in the FPS 2015

- LGPS

- All members moved straight into the amended Scheme on 1 April 2014
    - All pension built up before 1 April 2014 is fully protected and based on final salary on retirement

The pension update report presented to the Executive Committee on 18 November 2015 provides detail on the background to the pension reforms and specific information on each of the five pension Schemes.

## 2.0 Membership and trend data

Human Resources continue to closely monitor membership in the different pension Schemes and ensure employees are made aware of Scheme benefits to allow them to make informed decisions.

As at 30 June 2016 the numbers of active, deferred and pensioner members are as follows:

Scheme	Numbers of actives, deferred and pensioner members
FPS 1992	Active = 82 Deferred = 50 Pensioners = 341
FPS 2006	Active = 20 Deferred = 166 Pensioners = 21
MPS 2006	Active = 14 Deferred = 13 Pensioners = 18
FPS 2015	Active = 288 Deferred = 26 Pensioners = 0
LGPS 2014	Active = 103 Deferred = 119 Pensioners = 84

## 3.0 Cases –current national rulings & challenges

### 3.1 Government Actuary’s Department (GAD) Ombudsman case

Following the Pensions Ombudsman’s determination on the complaint brought by Mr W Milne, the government decided that additional payments were to be made to Scheme members whose pension commenced between 1 December 2001 and 21 August 2006 and who chose to commute pension for lump sum at retirement. This was to address the Ombudsman’s conclusion that the Scheme’s commutation factors should have been reviewed before 2006.

The government acknowledged that it would take time to process the necessary calculations, particularly given that some pension administrators were required to assess hundreds of cases and in light of other demands. The government expected administrators to have completed the majority of calculations by December 2015 with the majority of payments made by April 2016.

In the South East Region there were 753 Scheme members affected, and for Buckinghamshire and Milton Keynes Fire Authority the number of pensioners affected with retirement dates from 1 December 2001 to 21 August 2006 was 43.

As the administrators for the Authority at the time, Buckinghamshire County Council completed this piece of work in December 2015, with payments made to affected individuals well ahead of the schedule set of April 2016.

DCLG made the required funding available to Fire Authority’s to enable them to make the necessary payments to affected individuals, and the total cost of the payments for this Authority amounted to £725,567.34.

### 3.2 Legal challenges

The FBU initiated two legal challenges regarding ***transitional protection*** and the ***contributions holiday***.

#### 3.2.1 2015 Firefighters’ Pension Scheme transitional protection

The FBU is challenging government in relation to the transitional protection it introduced as part of the 2015 Firefighters’ Pension Scheme, i.e. those firefighters who were moved into the 2015 Scheme either automatically or via taper protection. The first stage of the challenge required a test case being lodged in each Fire Authority using test cases of FBU members relating to age discrimination, however it also incorporated further claims around race, gender and equal pay.

An early conciliation process with ACAS was also undertaken to determine if there was any room for movement on the issue before the legal process moved to the next stage.

A preliminary Employment Tribunal hearing took place on 31 May to 1 June 2016 to consider the arguments made on behalf of the fire and rescue authorities that:

1. The fire and rescue authorities' actions in regard to the pension arrangements of the firefighters employed by them have been dictated by the terms of the legislation, both under the Public Service Pensions Act 2013 and the Transitional Provisions Regulations, to which they are obliged to adhere; and
2. The effective date of the introduction of the new pensions was 1 April 2015 and therefore the claims were not lodged with the Employment Tribunal within the time limit for such claims

The judgment of the Tribunal on 21 June 2016 found in favour of the claimants on both points and ruled that the case can proceed to a full hearing. A further case management hearing was scheduled for 31 August 2016.

The main part of the fire and rescue authorities' defence is that the transitional arrangements are objectively justified, and the outcome of the preliminary hearing does not impact on the ability to pursue those arguments at the substantive hearing in January 2017.

### **3.2.2 Contributions holiday**

The FBU challenged the government in relation to age discrimination relating to Scheme members who joined the 1992 Firefighters' Pension Scheme aged 18 to 20. Firefighters who joined the 1992 Scheme aged 18 to 20 had to contribute for up to 32 years to receive a 30 year pension at the earliest age of 50 (the 1992 Scheme has an accrual cap of 30 years' reckonable service).

Following the challenge the Secretary of State will now allow 1992 Scheme members under the age of 50 who have accrued 30 years' service to take a contributions holiday from the time they attain 30 years' reckonable service until they reach age 50. This is, however, only for those protected members of the 1992 Firefighters Pension Scheme on reaching age 50.

Draft amendments have been made to legislation and these are being checked to ensure they provide the necessary amendments to the 1992 Firefighters' Pension Scheme to allow the agreed remedy to be enacted. Included within the remedy is Scheme members who transferred in service from another Scheme, such as armed forces pension, which contribute to the individual achieving the 30 years maximum pensionable service prior to age 50.



The effective date of this is 1 September 2006, this will mean that affected Scheme members since this date will require a refund of contributions. A process will need to be carried out to provide this via a GAD calculator which is expected early autumn.

Within the Authority there are four active employees who joined aged 18 or 19 and reaching 30 years' service before aged 50, thirty-four pensioner members who meet the criteria prior to their retirement and one deceased Scheme member.

West Yorkshire Pension Fund will handle this on behalf of the Authority once further detail is provided from government. A further update will be provided once arrangements have been agreed.

### **3.3 Protected Pension Age**

Protected pension age only applies to 1992 Scheme members who are under the age of 55.

In 2010 changes to the Finance Act 2004 changed the normal minimum pension age from 50 to 55. Firefighters were given a protected pension age. The protected pension age applies to those employees that are Scheme members of the Firefighters Pension Scheme and able to retire from the Authority under the age of 55. Any Scheme member retiring before the age of 55 and returning to employment without an adequate break in service risks incurring additional tax liability on their pension due to losing their protected pension age status.

There was an Ombudsman's determination in December 2015 following a complaint against the Police and Crime Commissioner in South Wales and Capita.

Link to Ombudsman's determination; <https://www.pensions-ombudsman.org.uk/wp-content/uploads/PO-7096.pdf>

This complaint related to their failure to inform the claimant (Mr Cherry) of the tax penalties on his retirement benefits when taking up subsequent re-employment. This determination has an impact on employers, such as the Authority, with Scheme members with a protected pension age. These individuals must be provided with information about the possible adverse tax consequences of becoming re-employed after they have started to receive their pension. A Guidance Note has been published on pension abatement and protected pension age which provides the reader with information on these two subject matters and potential implications on both the Authority and individual. Documentation has also been amended for new employees to incorporate notification on this subject matter and to advise the individual they may need to seek independent financial advice before taking up the post.

### 3.4 Tax changes

#### 3.4.1 Lifetime Allowance

The Lifetime Allowance was reduced from £1.25million to £1million from 6 April 2016. There is a protection against this reduction available for relevant Scheme members and from 6 April 2016 there are two new types of 'transitional protection':

- Fixed protection – any Scheme member can apply for this protection, whether the benefit exceeds £1million or not, provided there is no 'relevant benefit accrual'
- Individual protection – a Scheme member can apply for this protection if the value of benefits in registered pension schemes from all sources is between £1million and £1.25million as at 5 April 2016

HMRC produced a communication on lifetime allowances and information has been cascaded to employees and communicated on the intranet on this subject matter.

#### 3.4.2 Annual Allowance

There were some significant changes to the Annual Allowance during 2015/16 tax year which include:

- Tapering of the Annual Allowance between £40,000 and £10,000 for people with 'adjusted income' more than £150,000 for the 2016/17 tax year onwards
  - Reducing the individual's Annual Allowance by £1 for every £2 that the individual's adjusted income exceeds £150,000 to a maximum of a £30,000 reduction
  - Individuals with a threshold income of less than £110,000 will be exempt from the changes
- Changes to the period over which the growth in pension is assessed for Annual Allowance purposes, known as 'Pension Input Period'
  - The Pension Input Period is the period used to assess a Scheme member's pension accrual in a given tax year against the Annual Allowance
  - From 6 April 2016 all Pension Input Periods are required to be aligned with the tax year, e.g. the Pension Input Period for 2015/16 will run from 1 April 2015 to 5 April 2016 (an extra 5 days)

### 3.5 Introduction of the new state pension in April 2016

In April 2016 the government reformed the state pension system by:

- Introducing a simple, single-tier pension to help individuals understand what they need to save for their retirement

- Removed outdated and complex elements of the current state pension system

From April 2016 the government introduced a new state pension which replaced the previous multi-tier arrangement for new pensioners. The change to the state pension affected individuals who reached state pension age from 6 April 2016 onwards.

From 6 April 2016 the end of the defined benefits contracting-out also came into effect. Before this date the basic state pension was supplemented by an occupational 'contracted out' pension scheme for all employers with employees with members of a 'contracted out' occupational pension scheme, of which the Local Government Pension Scheme and the Firefighters' Pension Schemes are included.

The main implication of the reform for Scheme members was that from 6 April 2016 employers and employees no longer received the National Insurance rebate. This resulted in an increase in employee National Insurance contributions as employees in the pension scheme are now required to pay the standard rate of National Insurance, based on the National Insurance threshold set each year by HM Treasury and Earnings. All affected employees were advised of the implications of this reform via a letter to home addresses and communication on the intranet with links to websites for additional information.

## **4.0 Local issues**

### **4.1 Injury Awards:**

An independent report to the Fire Authority on 18 February 2015 detailed the results of an investigation into the circumstances in which the Authority had been making compensation payments to former employees for "service related injury" from its Firefighters' Pension Fund, rather than from its operating account. Recommendations that arose from the final report that specifically related to pensions were:

- Recommendation 1: Buckinghamshire and Milton Keynes Fire Authority (BMKFA) should review its arrangements for the administration of its pension fund. Specifically, BMKFA should consider: (a) whether to bring the function in-house; or (b) whether a new administrator of the Firefighters' pension fund should be appointed
- Recommendation 5: BMKFA should develop a policy within human resources for dealing with injury awards under the 2006 Compensation Scheme to complement the policies addressing ill-health retirements

A follow up report was submitted to Overview and Audit on 9 March 2016 which confirmed that in response to:

- Recommendation 1: A new Firefighters' pension administrator had been appointed
- Recommendation 5: Appropriate documentation had been produced in Human Resources which sets out the process of ill-health retirements, including injury awards as defined by the Firefighters' Compensation Scheme (England) Order 2006

The recommendations as detailed above have been actioned and this is now closed.

#### **4.2 Transfer of Firefighters' Pension administration service:**

Buckinghamshire County Council provided the pensions administration service for the Authority for the Local Government Pension Scheme (LGPS) and the Firefighters' Pension Schemes (FPS 1992, FPS 2006, MPS 2006, FPS 2015) until 31 March 2016, when the pension administration service for the Firefighters' Pension Schemes ceased to be provided by them.

In collaboration with Royal Berkshire Fire Authority, and following a joint tender process, a new pension administrator was awarded in December 2015; West Yorkshire Pension Fund. The Authority entered into a shared service arrangement with West Yorkshire Pension Fund from 1 April 2016. This meant that instead of the agreement being on a contractual basis, West Yorkshire Pension Fund charge the Fire Authority based on cost per Scheme member and any decrease or increases in cost is shared across the whole service provided by West Yorkshire Pension Fund including LGPS.

Following the award, work started with West Yorkshire Pension Fund to seamlessly transfer the pension administration from Buckinghamshire County Council to West Yorkshire Pension Fund ready for a go live date of 1 April 2016. Copies of the project highlight reports are attached at Appendix 1 to 4 detailing progress information for January 2016 through to April 2016.

The cost for the new pension administration services to be paid by the Authority is based on the shared service approach and based on a forty-one month contract at a circa cost of £50,000. This is contained within existing budget for pension administration. For financial year 2015/16 the pension administration cost provided by Buckinghamshire County Council was £30,731.

The Finance Director at Buckinghamshire County Council wrote to Cllr Watson in April 2016 providing formal assurance that Buckinghamshire County Council would continue to provide a pension administration service for the Firefighters' Pension Schemes until the successful transition to West Yorkshire Pension Fund and the successful first pensioner payroll run. The context of this was highlighted in internal audit reports.

The project completed to time with no major issues and with no additional expenditure on the project. The Firefighters' Pension Scheme administration is now run as business as usual by West Yorkshire Pension Fund.

Future developments with West Yorkshire Pension Fund will include the introduction of a self-service portal for Scheme members, the possibility of a joint Local Pension Board with Royal Berkshire.

#### **4.3 Audit of the transfer of the Firefighters' Pension Schemes administration**

Internal audit was used as a critical friend to support the transition to the new pension administrator, providing an evaluation of the adequacy and effectiveness of the transfer arrangements and governance surrounding the transfer of the administration of the Firefighters' Pension Schemes.

The objectives for the internal audit review was to provide a high level evaluation of the adequacy and effectiveness of the transfer arrangements and governance surrounding the transfer of the administration of the Firefighters' Pension Schemes. As part of the audit work the adequacy of controls for mitigating the following risks were reviewed:

**1: Governance:** *If the governance arrangements surrounding the transfer of the fund are inadequate there is a risk that responsibilities are not defined or monitored leading to all necessary actions not being undertaken.*

**2: Transfer of pension data:** *If incomplete or inaccurate data is transferred there may be financial implications for the Fire Authority and Pension Scheme members.*

The audit review found that governance arrangements for the transfer of the pension administration were "robust". The transfer was run as a project with all expected documentation such as risk registers and highlight reports being in place, being regularly reviewed and updated. A contract was signed between the Authority and West Yorkshire Pension Fund which detailed roles and responsibilities and key performance indicators. There was also a separate data sharing agreement in place signed by all relevant parties. Regular meetings were held throughout the project with the project team to discuss and agree actions. Going forwards, regular communication will be maintained with West Yorkshire Pension Fund, with monthly conference calls, quarterly contract meetings and monthly management information being provided.

A sample of the transferred data was tested by internal audit following the extraction of data from Buckinghamshire County Council which happened in May 2016. It was found that at the time of the testing all Scheme members in the sample were recorded on the West Yorkshire Pension Fund system, however, not all of the supporting documentation had been scanned onto their system. At the

time of the sample West Yorkshire Pension Fund had not uploaded all the images onto their system and all the data was not available for the sample.

The action plan from internal audit requests a further spot check of Scheme members' details once all the data has been scanned into the West Yorkshire Pension Fund system to give assurance that the data is correct and complete. The second request was for confirmation sought from Buckinghamshire County Council that additional information would be provided as necessary to meet statutory deadlines, this was captured in a meeting with the Pension team at Buckinghamshire County Council in July 2016.

A letter from Audit which incorporates the details above was included in a report to SMB and Overview & Audit Committee in July 2016.

#### **4.4 Audit of pension administration/management arrangements**

As part of the internal audit plans there was an audit of the pension administration/management arrangements in Quarter 3 (November/December 2015). This was timely in light of the transfer of the pension administration service. The final report submitted by the auditors at Buckinghamshire County Council in December 2015 stated the overall audit opinion as;

'In our opinion **reasonable** assurance can be provided that relevant risks are effectively identified, managed and controlled.'

#### **4.5 Annual Benefits Statements**

Defined Benefit Schemes are required to provide an Annual Benefit Statement to all active Scheme members no later than 17 months after the Scheme Regulations establishing the Scheme came into force and annually thereafter. The provision within the Public Sector Pension Act 2013 (section 30) applies to new pension Schemes and any connected Schemes, e.g. FPS 1992, FPS 2006, MPS 2006.

West Yorkshire Pension Fund have factored in this work and all Firefighter Pension Scheme members will receive notification of their benefits.

All LGPS members received an Annual Benefits Statement in July 2016.

#### **4.6 Guaranteed Minimum Pension (GMP) Reconciliation**

As Schemes became responsible for calculating the GMP for Scheme members after April 2016, HMRC launched a reconciliation exercise to ensure that the data Schemes hold is consistent with that held by HMRC and to help protect against future mis-payment of GMP indexation.

**Timetable for reconciliation:** HMRC have set out the following timetable for the reconciliation:

<b>Activity</b>	<b>Date</b>
Schemes request data from HMRC for deferred and pensioner members	By April 2016
HMRC carry out 'closure scan' and provide data on active members to schemes	December 2016
Completion of reconciliation (deferred, pensioner and active members)	December 2018

West Yorkshire Pension Fund will complete the reconciliation exercise on behalf of the Authority, undertaking the matching process of data stored on their system and data held by HMRC. This is a lengthy project with a number of key steps, with work having already commenced and all data required to be reconciled by December 2018. It is yet unknown whether this exercise will have any cost implications.

#### **4.7 Local Pension Board**

One of the main elements to governance arrangements for the new Firefighters' Pension Scheme 2015 was the establishment of a Local Pension Boards in each Fire Authority area by 1 April 2015. The Authority was required to establish a body known as a Local Pension Board to assist the Authority in its role as 'Scheme Manager'. As Scheme Manager the Authority is responsible for delivery of the Firefighters' Pension Scheme.

The Local Pensions Board has been established with three employer representatives and three member representatives (one FBU, one FOA & one pensioner member).

Since the first Pension Board meeting held on 17 July 2015, there have been quarterly Board meetings and Board members have attended training events provided by the Local Government Association (LGA) and events held more regionally.

#### **4.8 Scheme Advisory Board**

The Scheme Advisory Board has now been established with fourteen members; seven employer representatives and seven employee representatives, with

Malcolm Eastwood, who retired as Chief Fire Officer from Hampshire Fire & Rescue Service in 2004, being publically declared as Chair of the Board.

The purpose of the Scheme Advisory Board as noted in their Terms of Reference is to:

- Provide advice in response to a request from the Secretary of State on the desirability of making changes to the Firefighters' Pension Schemes
- Provide advice to Scheme managers and Local Pension Boards in relation to the effective and efficient administration and management of the Firefighters' Pension Schemes

In order to discharge its statutory functions, and to resource matters that the Scheme Advisory Board has been asked to take forward by the government, the work plan of the Scheme Advisory Board is to:

- Support and advice Local Pension Boards
- Strategically lead Fire Pension Scheme communications
- Improve Scheme administration
- Ensure cost effectiveness of Scheme administration
- Advise on how to reduce costs of Scheme administration
- Advise on best practice

The support framework for the Local Pension Boards is via one of the six regional pension groups which meet quarterly, with two members of each regional group attending a technical group who meet twice a year. Items are tabled at the regional pension groups and if these are not resolved at the meeting the issue is escalated to the technical group and escalated to the Scheme Advisory Board thereafter if the issue remains unresolved. The Scheme Advisory Board will then consider the issue with advice from their technical advisors and respond appropriately.

#### **4.9 Pensionable pay**

The Pension Regulations state the elements of pay which are pensionable and non-pensionable. Following an in depth review of pensionable and non-pensionable pay elements as a result of changes to the Firefighters' Pension Schemes, two anomalies were highlighted as part of the review that required action by the Authority. The Training School and Turntable Ladder allowances that were paid to Grey Book staff were both identified as allowances which should be pensionable; with effect from 1 April 2016 both allowances became pensionable. The Authority is currently progressing the historical impact on this amendment.



## **5.0 Discretions**

The Authority's governance arrangements for the new Firefighters' Pensions Scheme 2015 were approved by the Executive Committee at the 18 March 2015 meeting.

The 2015 Scheme Regulations set out fifty-two discretions available to the Authority to consider, however only three required immediate consideration, and these were agreed by the Authority in May 2015. A significant number of the remaining discretions have no impact on employees until 2022.

The three Scheme Manager discretions within the Firefighters' Pension Scheme (England) Regulations 2014 which the Authority was required to have an immediate position on are:

1. Delegation (Regulation 5)
2. Pensionable pay (Regulation 17)
3. Contributions during absence from work (Regulation 111)

The Authority considers it important that discretions are clarified and there is some consistency applied. Working alongside Royal Berkshire Fire Authority, the position on the remaining forty-nine discretions have been reviewed and documentation drafted. A follow up report will be presented to the Executive Committee in due course.

### **5.1 Efficiency and Early Commutation Retirements**

The Authority considers all efficiency retirements on a case by case basis, taking account of business needs and transformational plans. In all cases a business case is required to be approved.

Under the 1992 Firefighters' Pension Scheme Rule B7 that affects commutation on retirements, it allows the Authority to permit Scheme members with less than 30 years' service and under age 55 to retire and commute part of their pension for a lump sum. So far the Authority has approved 4 employees leaving under the B7 discretions rule; two in August 2015 and two in December 2015. These approvals support the work force planning and transformation plans. Five cases have been declined and no further business cases have been submitted.


### **5.2 Auto-enrolment**

Auto-enrolment is a government led initiative to improve the national pension provision. Employees who earn more than £10,000 per annum and between the age of 22 to state pension age will be automatically enrolled into a qualifying pension scheme, e.g. the LGPS or Firefighters Pension Schemes, with effect from the Authority's staging date. In accordance with the Pensions Act 2008, every three years from the first staging date there is a 're-enrolment date' where all employees are assessed again. This process of re-assessment is also triggered

when an individual hits the criteria above from the first time they are auto-enrolled, even if they had previously opted out.

The first staging date for this Authority was November 2013 and the re-assessment will be undertaken in November 2016.

# Ff Pensioner payroll and administration transfer – January 2016

<b>Project Lead :</b> <b>Project Sponsor:</b>	Faye Mansfield Kerry McCafferty	<b>Project Objectives:</b> To seamlessly transfer the Firefighter pension administration and pensioner payroll from the current provider, Buckinghamshire County Council to West Yorkshire Pension Fund into business as usual at WYPF for the go live date of 1 April 2016. All stakeholders are kept informed of the transition All BMKFA member data is transferred to WYPF and the transfer audited and confirmed full and correct.	<b>Overall RAG</b> 
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Finance		Plan		Risks & Issues		Scope		Resources	
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## Exec Summary – Past Period's Activities

### Tender & contract award

- Evaluation of tender responses at the beginning of December 2015 and contract awarded to West Yorkshire Pension Fund (WYPF)

### Finance

- Initial finances specified
- Additional costs may be raised by Heywood










### Resources

- Faye Mansfield named lead for BMKFA
- Jacky Manning named lead for RBFA
- Liz Hughes & Mike Dean leads in BCC
- Yunus Gajra, Ola Ajala & David Robertson in WYPF

### Actions to date

- Formal monthly face to face meetings held 7 January
- Meeting with BCC on 11 January
- Two questionnaires to be completed by BCC (22 January) & sent to WYPF (25 January) (no confidential data)
- Internal auditors met with on 25 January as a 'critical friend'. TOR being drafted by BCC

### Key Milestones

Milestone	Forecast/ Actual	RAG
Soft market presentations	28 September 2015	
Evaluation of tender responses	27 Nov – 2 Dec 2015	
Supplier Chosen	7 December 2015	
WYPF formally notified of award (allows for 10 day standstill)	29 December 2015	
First formal meeting with WYPF, RBFA & BMKFA	7 January 2016	
Contract & Data Sharing Agreement signed	February 2016	
Last BCC pay run	23 March 2016	
First live WYPC pay run	April 2016	
Cut over of business as usual	April 2016	

## Priorities for Next Period

### Meeting Frequencies:

- Key stakeholders (WYPF, RBFA & BMKFA)
  - Next formal monthly face to face meeting 1 March
  - One formal tele-conference (16 February)
  - Weekly telephone catch ups will continue (each Wednesday)
- Bucks CC
  - Next meeting to involve WYPF on 3 February
  - Tele-conference on completion of questionnaires to be arranged
  - BCC to complete contract with Year End

### New provider:

- Training & induction for HR staff on new systems
- Dual running of data


### Key actions:


- Communication plan – in line with Royal Berkshire
- Contract & Data Sharing Agreement to sign
- Data migration from BCC to WYPF

Risk/ Issue	Description	Mitigating Action
R	Resource availability	Dedicated resource on project, extra temporary HR resources to support remaining work
R	Data migration issues; timescales, quality of data, system integration	Meeting between WYPF & BCC. Early testing of data transfer
I	First data cut not provided to original timescales	Meeting with BCC 3 February 2016
R	Data conversion and errors discovered in data transfer	Overpayment & Retirement procedures drafted. Early testing of data
R	Problem with first live run	BCC to run a dummy run in May 2016
R	Business as usual negatively affected	Constant engagement with BCC & WYPF on different levels

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# Ff Pensioner payroll and administration transfer – February 2016

<b>Project Lead :</b> <b>Project Sponsor:</b>	Faye Mansfield Kerry McCafferty	<b>Project Objectives:</b> To seamlessly transfer the Firefighter pension administration and pensioner payroll from the current provider, Buckinghamshire County Council to West Yorkshire Pension Fund into business as usual at WYPF for the go live date of 1 April 2016. All stakeholders are kept informed of the transition All BMKFA member data is transferred to WYPF and the transfer audited and confirmed full and correct.	<b>Overall RAG</b> 
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Finance		Plan		Risks & Issues		Scope		Resources	
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## Exec Summary – Past Period's Activities

### Contract

- Data Sharing Agreement signed by all parties w/c1 February
- Contract signed w/c 15 February

### Finance

- Initial finances specified
- Additional costs may be raised by Heywood

### Resources

- Faye Mansfield named lead for BMKFA
- Jacky Manning named lead for RBFA
- Liz Hughes & Mike Dean leads in BCC
- Yunus Gajra, Ola Ajala & David Robertson in WYPF

### Actions to date

- Formal monthly face to face meetings held 2 February
- Meeting with BCC & WYPF on 3 February
- Data reports sent from BCC to WYPF 16 February for data migration
- Finalised TOR sent by internal auditors 17 February
- Communication sent to affected individuals regarding the transfer 17 February
- Local Pension Board and trade unions notified of communication 17 February

## Priorities for Next Period

### Meeting Frequencies:

- Key stakeholders (WYPF, RBFA & BMKFA)
  - Next formal monthly face to face meetings 1 March & 23 March, 23<sup>rd</sup> provisioned as a visit to WYPF
  - Weekly telephone catch ups will continue (each Wednesday), with w/c 16 February telephone conference
- Bucks CC
  - Tele-conference on completion of questionnaires to be arranged
  - BCC meeting with Heywood to discuss transfer of image files
  - BCC to complete contract with Year End

### New provider:

- Training & induction for HR staff on new systems. Training dates scheduled for 1 March & 15 March
- Dual running of data

### Key actions:

- Communication plan – in line with Royal Berkshire
- Data migration work from BCC to WYPF to continue


## Key Milestones

Milestone	Forecast/ Actual	RAG
Data Sharing Agreement signed	w/c 1 February 2016	
Contract signed	w/c 15 February 2016	
Data reports sent from BCC to WYPF	16 February 2016	
Last BCC pay run	23 March 2016	
Image files to be transferred from BCC to WYPF	29 March 2016	
First live WYPC pay run	April 2016	
Cut over of business as usual	April 2016	

Risk/ Issue	Description	Mitigating Action
R	Resource availability	Dedicated resource on project, extra temporary HR resources to support remaining work
R	Data migration issues; timescales, quality of data, system integration	Meeting between WYPF & BCC. Early testing of data transfer
R	Image files not sent to WYPF in timely manner	Early identification of retirements for April 2016 needed in order to avoid pension payment issues. BCC in discussion with Heywood to transfer files in a timely manner
R	Data conversion and errors discovered in data transfer	Overpayment & Retirement procedures drafted. Early testing of data
R	Problem with first live run	BCC to run a dummy run in May
R	Business as usual negatively affected	Constant engagement with BCC & WYPF on different levels

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# Ff Pensioner payroll and administration transfer – March 2016

<b>Project Lead :</b> <b>Project Sponsor:</b>	Faye Mansfield Kerry McCafferty	<b>Project Objectives:</b> To seamlessly transfer the Firefighter pension administration and pensioner payroll from the current provider, Buckinghamshire County Council to West Yorkshire Pension Fund into business as usual at WYPF for the go live date of 1 April 2016. All stakeholders are kept informed of the transition All BMKFA member data is transferred to WYPF and the transfer audited and confirmed full and correct.	<b>Overall RAG</b> 
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<b>Finance</b>		<b>Plan</b>		<b>Risks &amp; Issues</b>		<b>Scope</b>		<b>Resources</b>	
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## Exec Summary – Past Period’s Activities

### Contract

- Data Sharing Agreement signed by all parties w/c1 February
- Contract signed w/c 15 February
- User agreements & contact forms completed and sent to WYPF 24 March

### Finance

- Initial finances specified
- Additional costs identified for image migration estimated at £17,000

### Resources

- Faye Mansfield named lead for BMKFA
- Jacky Manning named lead for RBFA
- Liz Hughes & Mike Dean leads in BCC
- Yunus Gajra, Ola Ajala & David Robertson in WYPF

### Actions to date

- Formal monthly face to face meeting held 1 March
- Training dates held by WYPF on 1 March & 15 March
- Weekly telephone catch up calls held with WYPF
- Queries on data throughout the month dealt with on a case by case basis

## Priorities for Next Period

### Meeting Frequencies:

- Key stakeholders (WYPF, RBFA & BMKFA)
  - Weekly telephone catch up calls to continue (each Wednesday)
  - Next formal face to face meeting to be held at WYPF, date TBC
  - Project closure meeting 24 May
- Bucks CC
  - BCC confirmed timeline and costing of image extraction by Heywood. For a test and live extraction this would be approx. £21,000 and completed w/c 16 May, for a single extraction this would be approx. £17,000 and completed w/c 18 April
  - BCC to complete contract with Year End

### New provider:

- Dual running of data

### Key actions:

- Communication plan – in line with Royal Berkshire
- Data migration work from BCC to WYPF to continue

## Key Milestones


Milestone	Forecast/ Actual	RAG
Final BCC pay run	w/c 21 March 2016	
Data files transferred from BCC to WYPF	w/c 21 March 2016	
First test parallel payroll run	w/c 28 March 2016	
Image migration from Heywood to WYPF	w/c 18 April 2016	
First live WYPC payroll run	21 April 2016	
Cut over of business as usual	May 2016	

Risk/ Issue	Description	Mitigating Action
R	Resource availability	Dedicated resource on project, extra temporary HR resources to support remaining work
R	Data migration issues; timescales, quality of data, system integration	Communication between WYPF & BCC. Appropriate testing of data transfer
R	Image files not sent to WYPF in timely manner & a single live extraction of data	BCC confirmed that as the image transfer is scheduled w/c 18 April they will be able to provide data to WYPF on a case by case basis during the transitional period
R	Data conversion and errors discovered in data transfer	Overpayment & Retirement procedures drafted. Early testing of data
R	Problem with first live run	BCC to do a dummy run in May
R	Business as usual negatively affected	Constant engagement with BCC & WYPF on different levels

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# Ff Pensioner payroll and administration transfer – April 2016 onwards

<b>Project Lead :</b> <b>Project Sponsor:</b>	Faye Mansfield Kerry McCafferty	<b>Project Objectives:</b> To seamlessly transfer the Firefighter pension administration and pensioner payroll from the current provider, Buckinghamshire County Council to West Yorkshire Pension Fund into business as usual at WYPF for the go live date of 1 April 2016. All stakeholders are kept informed of the transition All BMKFA member data is transferred to WYPF and the transfer audited and confirmed full and correct.	<b>Overall RAG</b> 
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<b>Finance</b>		<b>Plan</b>		<b>Risks &amp; Issues</b>		<b>Scope</b>		<b>Resources</b>	
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## Exec Summary – Past Period's Activities

### Contract

- Data Sharing Agreement signed by all parties w/c1 February
- Contract signed w/c 15 February
- User agreements & contact forms completed and sent to WYPF 24 March

### Finance

- Initial finances specified
- Additional costs identified for image migration estimated at £17,000

### Resources

- Faye Mansfield named lead for BMKFA
- Jacky Manning named lead for RBFA
- Liz Hughes & Mike Dean leads in BCC
- Yunus Gajra, Ola Ajala & David Robertson in WYPF

### Key actions:

- Formal monthly face to face meeting held throughout the project and continue (though not as frequently as monthly) post April 2016
- Weekly telephone catch up calls held with WYPF, and regular call continue
- Training dates held by WYPF on 1 March & 15 March
- Queries on data dealt with on a case by case basis between WYPF, BCC and Authority
- Internal audit has been regularly updated on progress of project, culminating in a review of records held on the WYPF employer portal in HR on 18 May 2016. Final report on this project communicated via Audit on 16 June 2016

## Key Milestones

Milestone	Key date	RAG
HMRC written to and notified of the Authority's change of Ff pension administrator from BCC to WYPF	06 April 2016	
WYPF welcome letter sent to FF pension scheme members	15 April 2016	
6 x individuals with a voluntary deduction previous through BCC (personal accident insurance) were advised in writing that the arranged will cease due to the contract termination with BCC and were advised to seek independent financial advice should they wish to continue with personal accident insurance as not provided via WYPF	19 April 2016	
First live WYPC payroll run	21 April 2016	
Payslips dispatched and Bacs run sent off by WYPF	22 April 2016	
Image migration completed and data sent from Heywood to WYPF	25 April 2016	
Login details sent to HR from WYPF to allow HR access to the WYPF employer portal and access to pension records	25 April 2016	
Microfishe couriered to WYPF	03 May 2016	
BCC forgot to advise HMRC they were no longer paying fire pensioners from April 2016, leading to 2 tax codes being generated. Issue picked up by WYPF and expediently resolved by WYPF and the Authority. All affected individuals were written to	23 May 2016	
Year end data sent from HR to WYPF	July 2016	
Heywood confirmed they would retain the fire records for the Authority for a limited period at no additional cost	31 July 2016	
WYPF attending the next Local Pension Board meeting	September 2016	

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**Buckinghamshire & Milton Keynes  
Fire Authority**

<b>MEETING</b>	Executive Committee
<b>DATE OF MEETING</b>	21 September 2016
<b>OFFICER</b>	Lynne Swift, Director of People and Organisational Development
<b>LEAD MEMBER</b>	Councillor Roger Reed
<b>SUBJECT OF THE REPORT</b>	<b>Water Rescue Training and Capability</b>
<b>EXECUTIVE SUMMARY</b>	<p>This report provides members with an update on the notable developments that have come about following the external review conducted by subject matter experts, into the Authority's water rescue training and capability, during early 2015.</p> <p>The overarching objectives of this review were to increase resilience and improve training effectiveness, whilst ensuring best value. Furthermore, the review provided the opportunity to re-examine the training requirements that would enable the Authority's swift water rescue teams to be compliant with the Department for Environment, Food and Rural Affairs (DEFRA) Flood Rescue Concept of Operations, so to enable one of the teams to be accepted onto the National Asset Register. This will enable BFRS deployments to significant national events in the future and further enhance BFRS contribution to UK resilience.</p> <p>The recommendations from the external review, as set out within the 'final report' contained within Appendix 1, will as a consequence see further investment made in the professional competencies of a selected number of BFRS staff, in becoming water rescue instructors.</p> <p>It will be the responsibility of these instructors to deliver in-house maintenance of skills training to both our swift water technicians and first responders.</p> <p>The training will be subjected to external verification, in order to ensure both the competency of instruction and accuracy of the course content.</p>
<b>ACTION</b>	Information.
<b>RECOMMENDATIONS</b>	<p>It is recommended that the following be noted:</p> <ol style="list-style-type: none"> <li>1) The investment toward enhancing and upskilling the competencies of selected staff, in becoming water rescue instructors, whose responsibility it</li> </ol>

	<p>will then be, to deliver in-house an externally verified and accredited Level 2 First Responder course; and</p> <p>2) The successful outcome of the recent submission to DEFRA that has resulted in one of the BFRS water rescue teams being accepted onto the National Flood Rescue Asset Register.</p>
<p><b>RISK MANAGEMENT</b></p>	<p>Risk:</p> <p>The ability of our current training provider to fulfil both our current and future training requirements, as well as offer accessibility to the necessary training facilities, to ensure the water rescue competencies of crews can be appropriately maintained.</p> <p>Mitigation:</p> <p>By having our own in-house instructors, we will be able to operate more flexibly and efficiently in our approach toward training delivery. Furthermore, it will remove the current reliance upon an external provider, thereby returning control to BFRS in managing the validity of the water rescue skill sets of operational staff, as well as reduce costs.</p> <p>Risk:</p> <p>The current training provider discrepancies, as highlighted within the training review final report, in terms of trainer input, lesson content and supporting documentation. All have the potential to create differences of interpretation amongst attending delegates.</p> <p>Mitigation:</p> <p>As part of the proposal, water rescue training notes will be made bespoke to BFRS. This will ensure operational staff are aware of our service procedures as well as national best practice. Also by utilising staff within our own water rescue teams as in-house instructors, will better able their knowledge of local water related risks to inform and generate discussion.</p> <p>Furthermore, by having both instructors and Level 2 courses accredited, will ensure training consistency is routinely achieved.</p> <p>Risk:</p> <p>The current maintenance of skills training for our swiftwater rescue technicians and boat operators, whilst compliant with a three yearly certification programme, does not involve training in grade 2 conditions, as set out in DEFRA Concept of Operations.</p> <p>Mitigation:</p> <p>Training requirements and associated costs have been identified that will ensure the competencies of our</p>

	<p>water rescue teams remain in accordance with the DEFRA Concept of Operations document.</p>
<p><b>FINANCIAL IMPLICATIONS</b></p>	<p>The swift water rescue training budget has been set at <b>£45k</b> for this financial year.</p> <p>As a result of creating instructor capabilities within the Authority, a one-off overspend of £17k will occur in 2016/17 (covered by underspends elsewhere in operational training).</p> <p>Once the initial instructor programme has been delivered and additional training for the swift water rescue teams undertaken, it is anticipated all future training will be met from within existing water rescue budgets.</p>
<p><b>LEGAL IMPLICATIONS</b></p>	<p>The recommendations are in accordance with the powers of the Authority under section 11 of the Fire and Rescue Services Act 2004 to act beyond its core functions to equip and respond to life threatening events within as well as outside of the Authority's area.</p>
<p><b>CONSISTENCY WITH THE PRINCIPLES OF COLLABORATION</b></p>	<p>The Thames Valley Steering Group oversee the development and implementation of the TV collaboration work programme. Training is one of elements of the operational policy alignment programme, which will facilitate and drive delivery of the TVFRS collaborative vision. Comparisons on approaches to operational training, assurance and costings is currently underway across the three Thames Valley fire and rescue services.</p> <p>This should create future opportunities to adopt a greater collaborative approach toward the delivery of a Level 2 First Responder course.</p> <p>The feasibility as to whether this is achievable, will become much clearer, having first established our own in-house instructors and from the resulting discussions planned with our Thames Valley colleagues.</p>
<p><b>HEALTH AND SAFETY</b></p>	<p>All identified purpose built training or natural water venues, will be the subject of established risk assessment processes, to determine suitability in delivering water rescue courses.</p> <p>The risk assessment process will be undertaken by either appropriately qualified BFRS employees, the external training provider or a combination of both.</p> <p>There may be a requirement, in particular with regard to the natural water venues, for the quality of water to be tested prior to use.</p> <p>Training courses will be adequately resourced with suitably qualified instructors, in order to ensure the safety of participants are continuously maintained.</p>

<p><b>EQUALITY AND DIVERSITY</b></p>	<p>There are no direct equality and diversity implications arising from this paper.</p>
<p><b>USE OF RESOURCES</b></p>	<p><b>Communication with stakeholders;</b>                  Water Rescue teams within BFRS have been regularly informed and kept up to date with the progression toward having our own in-house instructors, in order to effectively deliver a Level 2 First Responder course.</p> <p><b>The system of internal control;</b>                  Water Rescue stations and instructors will report to their line managers. Level 2 and 3 courses will be monitored by the Water Rescue training lead and evidence of completed courses recorded within the Authority’s learning management system.</p> <p>The Water Rescue training lead will liaise with the external provider’s Subject Matter Advisor to ensure Quality Assurance audits and reports are carried out within specified timescales, with outcomes reviewed annually.</p> <p><b>The medium term financial strategy;</b>                  There is no anticipated impact to the BFRS medium term financial strategy resulting from these changes.</p> <p><b>The balance between spending and resources;</b>                  Whilst spending is predicted to exceed the allocated 2016/17 budget by <b>£13,340</b>, future training costs are estimated to fall within upcoming budgets.</p> <p>In terms of resources, for Module 3 training some equipment from the Water Rescue Units may need to be utilised, in order for the training course to be effectively delivered, although this is expected to be minimal.</p> <p>The delivery of a Level 2 First Responder course will require the attendance of (x1) Water Rescue Unit and up to (x2) appliances, all of which will remain operationally available throughout.</p> <p><b>Environmental;</b>                  No impacts foreseen, the water quality at identified natural water training venues, will be routinely tested.</p>
<p><b>PROVENANCE SECTION &amp; BACKGROUND PAPERS</b></p>	<p>A Strategic Training Review report was submitted to the Strategic Management Board in November 2014. This proposed a new Training Strategy and Framework.</p>
<p><b>APPENDICES</b></p>	<p>Appendix 1: Buckinghamshire and Milton Keynes Fire &amp; Rescue Service, Water Rescue Training Review Final Report: May 2015 (Author: Martin Blaker-Rowe: Babcock Group International).</p>
<p><b>TIME REQUIRED</b></p>	<p>10 minutes.</p>

<b>REPORT ORIGINATOR AND CONTACT</b>	Steve Wells <a href="mailto:swells@bucksfire.gov.uk">swells@bucksfire.gov.uk</a> 07818041135 Stuart Grosse <a href="mailto:sgrosse@bucksfire.gov.uk">sgrosse@bucksfire.gov.uk</a> 07917243351
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# Buckinghamshire and Milton Keynes Fire & Rescue Service Water Rescue Training Review Final Report

May 2015

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## Scope

Buckinghamshire and Milton Keynes Fire and Rescue Service (the service) covers an area from the outskirts of London to the south midlands. The service provides a number operational capabilities including water and flood rescue. The service has requested Babcock Training Ltd to carry out a review of its current water rescue training programme. The service currently has approximately 210 operational staff trained in water rescue, ranging from Level 2 First Responder through to Level 5 Water Incident Manager. This report outlines the findings of this review and makes recommendations on how the service could progress their water rescue training moving forward.

The review covered the following agreed areas:

1. To review the existing arrangements for water rescue training to ensure compliance with mandatory guidance/best practice for fire and rescue services and other agencies that operate a similar response
2. To provide a gap analysis of what would be required for the existing Supervisory Officers on the boat crew stations (Newport Pagnell & Beaconsfield) trained to water rescue instructor level
3. To review and provide recommendations for water rescue training facilities, the emphasis being on supporting the need for a local approach to training operational employees delivered/assessed by the specialist boat Crew and Supervisory Officers. This should include the use of specialist water training facilities e.g. Lee Valley
4. To make recommendation on what training delivery and assessment would need to be completed by B&MKFRS crews to maintain the current 'CFOA Module 2 Water Rescue First Responder' capability and over what period would refresher training need to be completed. This should include options for local delivery and delivery via an external provider
5. To review the current arrangements and make recommendation for a refresher programme for the boat crews to enable them to maintain the current capability
6. To identify potential savings possible from implementing changes to the existing water rescue training programme. This should include options for various delivery methods

Each area above is addressed within this report. The findings and the recommendations for future actions and requirements are detailed for each area. At the end of the report, a brief summary of actions is listed with a reference to some further considerations.

## Findings

To review the existing arrangements for water rescue training to ensure they comply with mandatory guidance/best practice for fire and rescue services and other agencies that operate a similar response.

All of the current water rescue training required by the service is currently outsourced to external suppliers, these include:

- Level 2 (DEFRA Module 2 First Responder) outsourced to Longridge Activity Centre
- Level 3 (DEFRA Module 3 Swiftwater Rescue Technician) outsourced to Rescue 3
- Level 4 (DEFRA Module 4 Swiftwater Rescue Boat Operator) outsourced to Rescue 3
- Level 5 (DEFRA Module 5 Water Incident Manager) outsourced to Rescue 3

The above courses each have their own complete training characteristics, including numbers of staff required to be trained to this level. Consequently, they have been reviewed in a manner that reflects this.

### Level 2 (DEFRA Module 2 First Responder)

The Level 2 course is currently being delivered at Longridge Activity Centre. The training detailed in the Powerpoint presentation meets the required standards. However, it has been identified that correct supporting documents need to be developed to ensure training continuity and reduce trainer discrepancies. These discrepancies have been identified in regards to lesson content and structure leading to potential for differences of interpretation for candidates. No standardisation reports or documents could be identified that assist in maintaining that continuity of training. Furthermore, training content should not just meet national standards and best practice; it should also meet the needs of the service and its policies. If any relevant changes to service policy are made, the course content must be reviewed. Additionally, accreditation of the course and its trainers is an item requiring further examination. This is examined in detail below, including identification of a potential solution.

During the review, an interview was conducted with the Head of Service Delivery, Greg Smith, who identified that a review of the current commitment of all operational staff being Level 2 trained may need to be carried out. Although a detailed breakdown of water incidents was not available, examination of incident data provided indicates scope for consideration of a possible reduction in the number of required operational staff trained to Level 2. This could be achieved by targeting staff based in areas prone to water incidents, although this has not been examined in detail within this review.

### Level 3 (DEFRA Module 3 Swiftwater Rescue Technician) outsourced to Rescue 3 & Level 4 (DEFRA Module 4 Swiftwater Rescue Boat Operator) outsourced to Rescue 3

Level 3 training meets both national standards and current best practice but is not considered to meet the needs of the service in full. During the review, a selection of staff from both boat stations were involved in discussion events to explore areas of water rescue training. A key point identified was the non-relevancy of the Rescue 3 references to National Fire Protection Agency of America (NFPA) standards. Also identified by the staff was some variation from the instructors delivering the course. This has led to some confusion and debate amongst staff on return to station.

The Rescue 3 course has been designed for a generic audience and therefore the training provided is not always in line with the service's own policies and practices. For example, casualty care is not in line with the service's clinical governance. The rope equipment being used is different to the equipment used by service staff, including different types of rope, carabineers, rope grabs and the use of industrial descenders. As the course is not currently assessed, the service could be vulnerable to challenge in regards to the training and competency of its staff.

Quarterly maintenance of skills training is being carried out locally. However, the DEFRA Concept of Operations requirement to train in grade 2 conditions is not routinely met due to variation in environment and local conditions.

*Grade 2: Moderate – the water is faster and rapids are more frequent: rocks, waves and small stoppers are found but always with an obvious channel. For Level 4 it should be a marine equivalent with suitable and appropriate hydrology features for all aspects.*

Therefore, the current maintenance of skills training neither meets the national standard nor current best practice.

The requirement for maintenance of skills training, set out in the DEFRA Concept of Operations, is for all water rescue trained staff to requalify on a tri-annual basis. This is being met through staff attending the Rescue 3 training course every three years. However, this does not fully address the skill fade being experienced by those staff in the intervening period. This issue is examined further below, with a potential solution outlined.

### Level 5 (DEFRA Module 5 Water Incident Manager) outsourced to Rescue 3

The Level 5 course meets both the national standards and current best practice. However, there are a number of areas that require action to ensure that the current Level 5 staff fully meet the requirements of the DEFRA Concept of Operations, which states:

- Refresher and sustainability, work based training, the manager should record activity based training in relation to the subject;
- Refresher Training

In order to remain current and up to date this competence should be refreshed on a three yearly basis. However, personnel may be required to show logged work based training on management systems, command and control and specific water issues.

It is suggested that each Level 5 trained staff member should maintain a record of training and operational activity performing the role of Water Incident Manager. Current best practice would also recommend that all Water Incident Managers be involved in at least one water search and rescue exercise per year to maintain their own skill set.

DEFRA training standards require the Level 5 qualified staff to maintain competence on some key aspects. These include ICS pertaining to water rescue incidents and use of the online hazard manager software supplied by the Met Office and the Flood Forecasting Centre following the Pitt Review. The review team explored options with Level 5 staff for keeping up to date with the information and skills listed above. The options identified were for:

- A lead officer to attend workshops and cascade the information back to remaining Level 5 staff
- All Level 5 qualified staff to attend an annual workshop

The second option was the preferred amongst the staff.

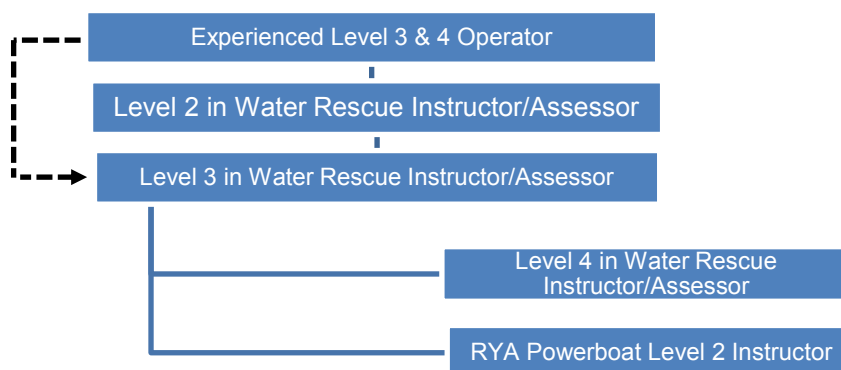
## To provide a gap analysis of what would be required to get the existing Supervisory Officer on the boat crew stations (Newport Pagnell & Beaconsfield) trained up to water rescue instructor level including Level 5.

A review of the current training level of the identified Supervisory Officers has been carried out. Based on the evidence gained through station visits and discussion events, the review team feel that the Supervisory Officers are at the required level to progress to Level 3 in Water Instructor/Assessor status. This is the first of incremental stages of development as illustrated in Figure 1 below. The best practice used to guide the review team through this process is the DEFRA Water Safety and Rescue Training Guidelines that state:

*“The in water instructor/assessor qualification cannot be defined as a pre-determined course, at the end of which an individual is deemed to be an instructor. It is however a progressive development of an individual through the various levels, to a stage where they are able to draw on a range of related skills and knowledge, combines with proven instructional skills to deliver a recognised course. Due to the hazardous and unique nature of the water environment, it is deemed necessary for an instructor candidate to have a consolidation period between courses/levels to enable them to gain and demonstrate competence”.*

This training is available from a number of external providers but each will have their own set of pre-course requirements and time frames. The review team feel that all identified Supervisory Officers should work towards gaining the in Water Instructor/Assessor qualifications and the chosen external provider verifies the service’s broader water rescue courses and qualifications.

Once Level 3 Water Instructor/ Assessor status has been achieved, and following a consolidation period to develop experience, identified Supervisory Officer can progress to the Level 4 in Water Instructor/Assessor qualification. It is recommended that identified Supervisory Officers gain the Royal Yachting Association (RYA) Powerboat Level 2 Instructor qualification as this would assist with progression of the In Water Instructor/Assessor qualifications and would provide external accreditation in boat instruction on the tidal Thames and other inland waters.



You can progress straight to Level 3 in Water Rescue Instructor/Assessor and this will allow you to deliver both Level 2 and Level 3 Courses

Figure 1 Flow Chart for in Water Instructor/Assessor Training

To review and provide recommendations for water rescue training facilities, emphasis being on supporting the need for a local approach to training operational employees delivered/assessed by the specialist boat crew Supervisory Officers.

### Level 2 (DEFRA Module 2 First Responder)

The Level 2 (First Responder) courses are currently being run and certificated by the staff at the Longridge Activity Centre. The courses are programmed during the winter period with all operational staff attending the one location. The review team visited Longridge Activity Centre and met with the chief instructor. During the visit, it was discovered that the qualifications of the Longridge instructors delivering this training varies from year to year due to staff changes. The main qualification held to deliver this course is a Rescue 3 Swiftwater Rescue Technician qualification. No Level 2 Instructor qualification is held by any of these instructors which is the key qualification required to run and certificate this course, as outlined in the DEFRA Water Safety and Rescue Training Guidelines. For this reason, it is considered that the service could be vulnerable to challenge should a safety related event occur.

Longridge Activity Centre is an ideal location for the training to take place and the facilities meet the required standards for the safe and structured delivery of this course. However, in the opinion of the review team, a suitable venue should be identified in the north of the service area to reduce travel time and the likelihood of courses being cancelled due to late or non-attendees. A suitable additional venue in the north would also provide some contingency for situations like poor water quality, operating problems at a venue etc. The boat teams mentioned during discussions that they could identify at least two locations in the north of the county that would be suitable for Level 2 training.

All equipment being used for the course is owned by the service and is stored at the Longridge Activity Centre between courses. The current training demand is to qualify and maintain the qualifications over a three year period for approximately 210 members of staff. If a competency based assessment approach were implemented to requalify each member of staff annually during an exercise the service would reduce skill fade and better evidence continued competence. This could potentially be implemented to run alongside the Level 3 and 4 competency based assessment exercises to significantly reduce costs.

### Level 3 DEFRA Module 3 Swiftwater Rescue Technician

The service currently has 15 Level 3 Swiftwater Rescue Technicians. This training is currently being delivered by Rescue 3 in Wales. Every three years, all 15 Swiftwater Rescue Technicians return to Wales to requalify with Rescue 3. This training could be achieved using local training facilities like Lee Valley White Water Centre in Waltham Abbey or the Nene White Water Centre in Northamptonshire. Lee Valley can be accessed from Newport Pagnell and Beaconsfield in less than 90 minutes. These venues not only meet the requirements for the initial Swiftwater Rescue Technician courses but also the maintenance of skills training. There is a cost associated with the use of these venues but this would be offset by the reduction in travel time and accommodation costs compared to Wales. Additionally, there is scope to share the venues with other agencies thus reducing the cost further.

### Level 4 DEFRA Module 4 Swiftwater Rescue Boat Operator

The service has 10 Level 4 Swiftwater Rescue Boat Operators. The training for the Level 4 staff is currently being delivered by Rescue 3 in Wales. Every three years all 10 Swiftwater Rescue Boat Operators return to Wales to requalify with Rescue 3. The points identified in the Level 3 training review would be mirrored into this area leading to utilising local training facilities like the tidal River Thames on spring tides for example. This would reduce the need to travel to Wales to meet the requirement of the DEFRA Concept of Operations. The current training utilises different equipment to the operational equipment used by the service staff. By taking a local training approach, it would facilitate the same operational equipment being used for training, which in turn would be more relevant to the service's needs.

It was also identified during the review that each watch as a whole has never exercised or trained together in a grade 2 water environment. This presents a missed opportunity to work safely as a water rescue team in a

hazardous environment. The service trains its staff together as much as possible in other operational capabilities, why should water rescue be different? This would be addressed if the recommendation of local training were to be adopted with the whole watch/ team attending a training and assessment exercise.

### Level 5 DEFRA Module 5 Water Incident Manager

The service has 10 Level 5 Water Incident Managers trained by Rescue 3. This training meets the national standards but it is felt that there is scope for this training to be better suited to local arrangements and policies, rather than just national arrangements. The DEFRA Water Safety and Rescue Training Guidelines are used to design this training, which contain a paragraph:

*Individual agencies should assess the water related risk within their area and decide clearly what activity is to be undertaken. The training modules permit agencies to specify a level of competence to allow staff to operate within the identified risk areas.*

With this in mind, it is suggested that all Level 5 trained staff attend regular training days with the boat crews and attend annual workshops to maintain skills and competence. The whole programme could be developed in house in conjunction with an external body to ensure the training meets the national standards. The review team would also suggest that the external verifying body would carry out the Three yearly training allowing the yearly workshops to be delivered in-house by the identified Supervisory Officers trained to a Minimum of Level 3 and 4 in Water Rescue Instructor/Assessor and holding a Level 5 qualification. Best practice should be maintained through the utilisation of appropriate case studies such as the Umberleigh rescue and Somerset levels reports.



To make recommendation for what training delivery and assessment would need to be completed by B&MKFRS crews to maintain the current 'CFOA Module 2 Water Rescue First Responder' capability and over what period would refresher training need to be completed and include options for both local and external delivery.

This training should be split over two venues, north and south of the county as referenced above. Longridge Activity Centre is suitable to remain as the southern training venue. The training should be delivered by in house trainers (once developed) selected from the specialist boat crews located at Beaconsfield and Newport Pagnell. The instructor training should be carried out by an external company with a yearly re-verification, along with syllabus review and standardisation meetings.

Taking the DEFRA Water Safety and Rescue Training Guidelines into account, the experience the crews have at the water stations already meets the requirements as outlined on page 5 above. The only training they require would be the Level 2 Instructor course and verification. The boat crews have the experience, skill and knowledge to make the training more relevant to the types of calls the Level 2 staff will be attending. This approach would assist in building a good working knowledge and relationship between the boat crews and all other operational staff as strong working relationships are built during training. This will lead to improved risk mitigation and a safer working environment, consequently placing the service in a more resilient position in the event of a safety related or significant incident investigation.

## To review the current arrangements and make recommendation for a refresher programme for the boat crews to enable them to maintain the current capability.

The current refresher programme for the staff is based on a tri-annual revalidation process. Although financial data has not been provided, the review team has identified potential opportunities to reduce cost and skill fade currently being experienced. It is suggested that all areas of activity are broken down into competencies that can be assessed on an annual, bi or tri-annual basis. Annual exercises and training events utilising Lee Valley White Water Centre and the tidal River Thames, as examples, would require a format that evaluates the varying risk levels of these competencies. For example, defensive and aggressive swimming, throw line drills and boat handling skills could be practiced and assessed annually, leaving other areas such as night operations, towing and search to be spread out over a tri-annual cycle. This would lead to a three yearly programme to maintain competence and qualifications for staff across all competencies. The review team suggests that Levels 2 through to Level 5 should be assessed at the same time where possible. This would support development of a “whole system” approach to water incidents.

To identify savings possible from implementing changes to the existing water rescue training programme. This should include options for various delivery methods.

This area cannot be fully evaluated due to financial information not being available to the review team. However, it is envisaged that the implementation of an in-house training solution as outlined above could reduce costs.

#### Other areas identified during the review that require consideration.

The review team feels that the following areas should be considered to better prepare the service for current and likely future demands. Statistics provided by the service on water related incidents between 01/04/2010 and 22/12/2014 show the service dealt with 273 water related incidents involving people, animals, flooding and vehicles. The number of rescues from vehicles during this period was 43, which equates to 16% of the total number of incidents. It is recommended that consideration be given to the need for vehicle in water rescue training due to the number of incidents of this type and the associated risks to the staff and public.

The review team also suggests that when the boat crews have been deemed competent to deliver the Level 2 courses, a selected few should progress towards a Level 3 and 4 In Water Instructor/Assessor qualification. This would provide resilience within the service and the ability to development systems to cope with any fluctuations in demand or staff movement at Crew Manager level through already having staff trained to the required level to take over the training.

It is also recommended that the service further develop liaison with the other services agencies locally to facilitate training and exercises. Due to the small numbers requiring training and revalidation in Level 3 and 4, it would be cost effective to share responsibility and training with surrounding services. This would also provide the additional benefits of more effective multi agency interoperability, supporting the broader principles of the Joint Emergency Services Interoperability Programme (JESIP).

## Summary

It is recommended that:

- All water rescue training be carried out in-house with an external provider used to verify and accredit
- A venue in the north of the service area is identified to carry out Level 2 training in addition to the current venue in the south
- Level 3 & 4 training should move away from a tri-annual updates and develop an annual competency based training and assessment programme encompassing all other levels of water rescue
- A local training approach should be adopted to utilise training venues such as Lee Valley, Nene White Water Centre and the Tidal River Thames.
- Current specialist boat crews should be trained to carry out and deliver all Level 2 training
- The identified Supervisory Officers should be supported to progress to In Water Rescue Instructors/ Assessors at Levels 3 and 4 and Royal Yachting Association (RYA) Powerboat Level 2 Instructor
- Suitable specialist boat crew members should be identified to start working towards the In Water Rescue Instructor qualification at Levels 3 & 4. This would provide resilience, development opportunities and succession planning within the water rescue training team
- All Level 5 trained staff should maintain a log of all water rescue training and incidents attended. They should also attend workshops to keep them up to date with training and best practice

## Appendix

### Author information: Martin Blaker-Rowe

Prior to joining Babcock Training Ltd as the Senior Trainer for Water Rescue and Marine, Martin spent 15 years as a full time operational member of the Royal National Lifeboat Institution (RNLI). During this time, he was the full time helm operating a 47-knot lifeboat on the Tidal River Thames, responding to a variety of water related incidents.

The last three years of employment with the RNLI saw him develop and implement a complete in-house water rescue/flood rescue training package. This system is now being implemented in many other services within the UK and is still the current best practice within many non-government organisations.

He has delivered training across the UK and Bangladesh as well as maintaining his operational commitment. In 2013, he was awarded a Bronze medal for gallantry, a Pride of Britain award and a Chief Fire Officers Association award for flood related rescues during the 2012/2013 floods. He was operationally deployed to the Philippines in 2013 to assist the United Nations and Save the Children with regards their response to the water related areas following Typhoon Hiyan.

In January 2015, he joined Babcock Training Ltd as part of the team that is contracted to develop and provide operational training for the London Fire Brigade. His role includes the running of all of the water rescue and marine training which leads to the qualification of over 520 operational fire fighters per year in water and swift water rescue.

He continues to be an operational team leader for the RNLI's National and International flood rescue teams. He is the operational subject matter expert for water rescue for the United Nations and the European Union response mechanism. Additionally, he is the deputy water rescue lead for the Association of Lowland Search and Rescue.

Below are some of his qualifications:

- Rescue 3 SRT Instructor
- Welsh Fire Service SRT Instructor
- RNLI SRT Instructor and Instructor Assessor
- RNLI FWRBO Instructor and Instructor Assessor
- RYA Advanced Powerboat Instructor



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