### WEST MIDLANDS FIRE AND RESCUE AUTHORITY

#### AUDIT COMMITTEE

#### 7 SEPTEMBER 2015

#### 1. CORPORATE RISK END OF QUARTER 1 UPDATE 2015/16

Report of the Chief Fire Officer.

#### RECOMMENDED

- 1.1 THAT the Committee approves the Corporate Risk Assurance Map Summary (Appendix 1) and notes the Position Statement (Appendix 2) for each risk.
- 1.2 THAT the Committee approves the change to Risk Owners shown on the Assurance Map Summary.

#### 2. **PURPOSE OF REPORT**

This quarterly update is provided to ensure Members remain informed about all aspects relating to the management of the Authority's corporate risks. Following consideration by DCFO Service Support and ACFO Service Delivery, the Risk Owners detailed on the Corporate Risk Assurance Map have been changed to enable for a more consistent and clear approach and to align responsibility appropriately to Strategic Enabling Team (SET) members.

#### 3. BACKGROUND

- 3.1 In accordance with the Service's risk management strategy, the Corporate Risk Assurance Map Summary is submitted for approval by the Audit Committee on a quarterly basis, following its submission and discussion at the Quarterly Performance Review Meeting.
- 3.2 Corporate risks are those risks which if they occurred would seriously affect the Authority's ability to carry out its core functions or deliver its strategic objectives as set out in The Plan. Currently, the Service maintains 11 corporate risks.

- 3.3 Each corporate risk has assigned to it a Risk Owner. The Risk Owner has the overall responsibility for monitoring and reviewing the progress being made in managing the risk.
- 3.4 To enable for effective risk management, the Risk Owner will periodically undertake an assessment of each corporate risk. The frequency of this review will be based upon the estimated risk rating undertaken on the basis of likelihood x impact. The likelihood is a measure of probability of a given risk occurring using a scale of 1(low) to 4 (high). The impact is a measure of the severity or loss should the risk occur again, using a scale of 1(low) to 4 (high).



- 3.5 In order to ensure that Members are kept informed of corporate risk matters a Position Statement (Appendix 2) and the overall Corporate Risk Assurance Map Summary are attached (Appendix 1).
- 3.6 In undertaking a review of corporate risks, the Risk Owner has reviewed the Corporate Risk Assurance Map. The Assurance Map provides details of:
  - the strategic objectives and performance indicators relevant to the risk.
  - the current risk score.
  - a description of events that could lead the corporate risk to be realised.
  - the control measures in place designed to reduce the likelihood of risk realisation or its impact should the risk be realised.
  - additional control measures currently being implemented to further reduce the likelihood or impact.

- Control Owners who are responsible for the implementation, maintenance and review of individual control measures.
- 3.7 Where ongoing additional controls are being implemented, Risk Owners have confirmed the progress in implementing such controls.

#### Change to Risk Owners

3.8 Following discussions between the DCFO Service Support and ACFO Service Delivery, the Risk Owners have been aligned to individual members of the Strategic Enabling Team to reflect functional responsibility. This change is consistent with our approach to risk management whereby we follow the guidance detailed in The Orange Book Management of Risk - Principles and Concepts issued by HM Treasury in 2004 which states

'The highest priority risks (the key risks) should be given regular attention at the highest level of the organisation, and should consequently be considered regularly by the Board'

3.9 Risk Owners primary responsibilities in managing corporate risks are set out in 3.3 - 3.7 above. The change proposed to Risk Owners will support the appropriate management of risk at a strategic level enabling for the delivery of the priorities, objectives and outcomes detailed in The Plan. Performance of risk is monitored at the Quarterly Performance Reporting meetings. In line with legislation and the delegations set out in the Constitution, the effective stewardship and management of risk is a matter for the Fire Authority which has been delegated to the Audit Committee. Therefore significant changes to risk management arrangements require the approval of the Audit Committee.

#### **Position Statement**

- 3.10 The Position Statement attached as Appendix 2 provides the detail of the risk management activity undertaken or ongoing in respect of corporate risks. The level of Risk Owner confidence in the effectiveness of the Service's risk management and control environment remains high with the following confidence opinions being awarded.
  - Corporate risks 1, 7, 8, 9, 10, 11 and 13 have been awarded a green confidence (substantial) opinion, which is the highest level that can be awarded.

- Corporate risks 2, 4, 5, 6 and have been awarded an amber (satisfactory) confidence opinion. In all cases, work is in progress to enable for a green rating to be attained.
- No red (limited) confidence opinions were awarded.

#### **Changes to Risk Ratings**

- 3.11 Risk 2, The Fire Authority would be unable to maintain an effective ICT provision (excluding mobilising and communications), resulting in significant disruption to the organisation's ICT functionality. The overall risk score has reduced to 8. The risk continues to be medium. Risk likelihood has increased due to the emergence of additional risks relating to the Emergency Services Mobile Communication Programme (ESMCP), moving to new ICT platforms as part of the Third Platform project and the implementation of location and device independent working. However, in recognising the increased likelihood risk, mitigating measures to reduce the impact of risk realisation have been introduced including the Data Classification Scheme and comprehensive data handling instructions.
- 3.12 Risk 4, The Fire Authority would be unable to ensure that proper controls are established whilst working in partnership with other agencies/groups, resulting in a significant impact upon the organisation's financial standing, reputation and ability to deliver key objectives. Following the receipt of a recent internal audit report into the Service's risk management arrangements and in line with the initial findings of the scrutiny review of partnerships, the Service has clear evidence that its partnership governance arrangements require strengthening. In light of this information the Risk Owner has determined that the likelihood of risk realisation is to be increased.
- 3.13 Of particular concern is that evidence indicates that there is no systematic and consistent approach to recording partnerships and their purpose either centrally, at command level or at stations. This is a cause for concern as the Service cannot identify the range of partnerships it's involved in, who is involved, the partnerships contribution to The Plan, or the quality of the governance arrangements (risk management for example) that are in place. As a consequence the Service has increased it's exposure to a clearly avoidable risk. This is critical as the Service strives

to create the appropriate arrangements (structure, people, processes, culture) to maximise income generation enabled by the emerging public health/wellbeing commissioning opportunities. Commissioning is an integral part of the Service's strategic approach to enabling for a balanced budget and it is essential that the governance controls are put in place as a matter of urgency to ensure that the Service manages the risks inherent in such an approach. As part of a pro-active response, the Risk Owner is working with officers within the Community Safety Team to identify and implement appropriate control measures as a matter of urgency.

#### 4. EQUALITY IMPACT ASSESSMENT

In preparing this report an initial Equality Impact Assessment is not required and has not been carried out because the matters contained within this report do not relate to a change in policy.

#### 5. **LEGAL IMPLICATIONS**

The course of action recommended in this report does not raise issues which should be drawn to the attention of the Authority's Monitoring Officer.

#### 6. FINANCIAL IMPLICATIONS

There are no financial implications arising from this report.

#### 7. ENVIRONMENTAL IMPLICATIONS

There are no environmental implications arising from this report.

#### **BACKGROUND PAPERS**

Quarterly Performance Review Quarter 1 2015/16.

The Orange Book Management of Risk - Principles and Concepts, Treasury 2004

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PHIL LOACH CHIEF FIRE OFFICER

#### Appendix 1

#### Direction of Overall Risk Outcome of risk realisation Owner Likelihood Impact travel confidence Score 1 The Fire Authority would be unable to maintain the positive engagement of its employees, resulting in SET People $\langle \Box \rangle$ 4 3 an inability to deliver its key priorities and objectives. 2 The Fire Authority would be unable to maintain an effective ICT provision (excluding mobilising and SET ICT 4 2 8 communications), resulting in significant disruption to the organisation's ICT functionality. 4 The Fire Authority would be unable to ensure that proper controls are established whilst working in ACFO SD partnership with other agencies/groups, resulting in a significant impact upon the organisation's 3 2 6 financial standing, reputation and ability to deliver key 5 The Fire Authority would be unable to deliver the core objectives of preventing, protecting and DCFO SS $\langle \Box \rangle$ responding effectively as a result of extensive disruption to normal working methods. 4 3 12 6 The Fire Authority would be unable to ensure that operational incidents are dealt with safely and DCFO SS $\langle \rangle$ 2 4 8 effectively using appropriate levels of resources and personnel. 7 The Fire Authority would be unable to deliver the core responsibilities of preventing, protecting and SET Finance $\langle \neg \rangle$ responding effectively as a result of insufficient key assets such as buildings and vehicles. & Resources 2 3 6 8 The Fire Authority would be unable to deliver the core objectives of preventing, protecting and SET Finance $\langle \rangle$ responding effectively due to a lack of funding or the misuse of funds, e.g. fraudulent activity. & Resources 3 3 9 9 The Fire Authority would be unable to deliver the core objectives of preventing, protecting and SET People $\langle \rangle$ 2 3 6 responding effectively as a result of insufficient or ineffective employees. 10 The Fire Authority would be unable to manage its responsibilities under the Regulatory Reform (Fire ACFO SD $\langle \rangle$ Safety) Order and associated legislation resulting in a decline in non-domestic fire safety standards or 2 2 4 legal action being taken against the Authority. 11 The Fire Authority would be unable to maintain its command and control function, resulting in an DCFO SS $\langle \rangle$ 2 8 4 inability to receive, process and respond to emergency calls effectively. 13 The Fire Authority suffers a significant health, safety or environmental failure, resulting in legal DCFO SS $\langle \neg \rangle$ challenge and/or litigation. 2 3 6

#### Corporate Risk Assurance Map - Summary - July 2015

#### Corporate Risk Amendments June 2015 Position Statement

#### Risk 1- The Fire Authority would be unable to maintain the positive engagement of employees resulting in an inability to deliver its key priorities and objectives

Emerging Issues	The Risk Owner has determined that with the continued uncertainty over industrial action that the likelihood score (potential for risk realisation) should be maintained at a level of 4 as the risk of further action is still high, until agreement between the Government and FBU is reached. Therefore the risk rating remains high generating an overall Risk Score of likelihood 4 x impact $3 = 12$ .
	The Service is currently engaged with the representative body on a staffing proposal . The Service recognises that this does have the potential to affect he positive engagement of employees. However in considering alternative delivery model the Service is confident that its framework for engaging and consulting with both employees and representative bodies is satisfactory.
	In addition to this the Service has communicated with personnel to provide ongoing information regarding the staffing proposal. Questionnaires have been communicated to determine the appetite to support the staffing via a voluntary/anonymous survey, with wider information being distributed service wide to provide clarity on financial challenge and its potential impact upon our Service Delivery model.
Changes to control measures	There have been no changes to control measures in this quarter.
Assur- ance Updates	The level of assurance provided by control owners against this particular risk is high, with the assurances being green and provided within the last 12 months. A number of assurances have been updated in this quarter, reflecting the proactive approach to managing this particular risk.
	The Risk Owner is assured that the collective control environment is strong and effective. This is reflected in the 'substantial (green) 'confidence opinion' which is shown on the Corporate Risk Assurance Map Summary.

### Risk 2 – The Fire Authority would be unable to maintain an effective ICT provision (excluding mobilising and communications), resulting in significant disruption to the organisation's ICT functionality

Emerging Issues	The overall risk score is 8. The risk continues to be medium. This risk likelihood has increased due to the emergence of additional risks relating to the Emergency Services Mobile Communication Programme (ESMCP), moving to new ICT platforms as part of the Third Platform project and the implementation of location and device independent working. The impact of the risk has been reduced by the introduction of the Data Classification Scheme and comprehensive data handling instructions.
Changes to control measures	Classification of the brigade's information assets has been prioritised and implemented to ensure appropriate data handling and the creation of appropriate ICT environments in line with government recommendations. Upon completion appropriate availability, access and resilience can be applied to these all information assets. In addition, work is ongoing to establish accreditation for Code of Connection (CoCo) to the Emergency Services Network (ESN) and the Public Services Network (PSN). Accreditation for ICCS has already been achieved
Assurance updates	The overall risk confidence opinion is amber.

Risk 4 – The Fire Authority would be unable to ensure that proper controls are established whilst working in partnership with other agencies/groups, resulting in a significant impact upon the organisation's financial standing, reputation and ability to deliver key objectives.

Emerging Issues	The overall risk score has risen as an increase in likelihood from 2 to 3. The impact score remains at 2. This means an overall revised risk rating of 6 (medium).
	Following the receipt of a recent internal audit report into the Service's risk management arrangements and in line with the initial findings of the scrutiny review of partnerships, the Service has clear evidence that its partnership governance arrangements require strengthening. In light of this information the Risk Owner has determined that the likelihood of risk realisation is to be increased.
	Of particular concern is that evidence indicates that there is no systematic and consistent approach to recording partnerships and their purpose either centrally, at command level or at stations. This is a cause for concern as the Service cannot identify the range of partnerships it's currently involved, who is involved, contribution to the plan, evaluation or the quality of the governance arrangements (risk management for example) in place. As a

	consequence the Service has increased it's exposure to a clearly avoidable risk. This is critical as the Service strives to create the appropriate arrangements (structure, people, processes, culture) to maximise income generation enabled by the emerging public health/wellbeing commissioning opportunities. Commissioning is an integral part of the Service's strategic approach to enabling for a balanced budget and it is essential that the governance controls are put in place as a matter of urgency to ensure the Service's manages the risks inherent in such an approach
Changes to control measures	As part of a pro-active response, the ACFO Service Delivery, is working with officers within the Community Safety Team to identify and implement appropriate control measures as a matter of urgency. In March 2015 in consultation with ACFO a review of the Service's partnership working arrangements, was commissioned by the Scrutiny Committee. It is expected that this work will be completed in October 2015 and will also provide an avenue to strengthen the risk control environment, with a view to ensuring the Service is best placed to respond to the
Assurance	changing political and funding landscape in respect of public health and well-being commissioning. The overall confidence opinion associated with this risk is amber.
updates	

### Risk 5 – The Fire Authority would be unable to deliver the core objectives of preventing, protecting and responding effectively as a result of extensive disruption to normal working methods.

Emerging Issues	The Risk Owner has determined that with the continued uncertainty over industrial action that the likelihood score (potential for risk realisation) should be maintained at a level of 4 as the risk of further action is still high. Similarly, whilst engagement with the workforce and representative bodies in ongoing regarding the staffing proposal there is still a risk of a local dispute. Similarly as the Service seeks to move into commissioning, discussions are ongoing with representative bodies. Although a mutually agreeable solution is likely via the National Joint Council it provides an indication of the range of changes currently being considered by the Service, raising the potential for disagreement with the representative bodies. Therefore the risk rating remains high generating an overall Risk Score of likelihood 4 x impact $3 = 12$ .
Changes to control measures	The responsibility for a number of control measures within the risk management environment has been re-aligned to reflect the current service structure. This has enabled for a number of assurances to be reconsidered and updated, with the highest level of 'substantial' green rating being awarded against the vast majority of controls.

Assurance	The overall confidence opinion associated with this risk is amber on the
updates	basis of whilst the Service is doing all that is reasonably practicable to
	avoid industrial action, there is still likely to be a short term impact to the
	delivery of strategic priorities as a result of industrial action. This creates
	uncertainty as to how the Service would continue to meet its specific
	legislative response responsibilities should a significant or a number of
	incidents occur during a period of industrial action

## Risk 6- The Fire Authority would be unable to ensure that operational incidents are dealt with safely and effectively, using appropriate levels of resource and personnel.

Emerging Issues	The overall risk Score remains at 2 (likelihood) $x 4$ (impact) = 8 and the risk remains at Medium.
Changes to control measures.	As part of the ongoing Emergency Services Mobile Communications Programme, funding principles have been circulated for agreement. This may create additional financial burden for the service. The Service continues to work towards a code of compliance for PSN. Engagement continues on wider collaborative aspects between WMFS and WM Police.
	The Service's continues to improve Site Risk Survey (SRS) arrangements (site specific risk information SSRI). SSRI is intended to ensure that risk assessed informed decisions can be made pre- incident and at the incident ground, through the provision of relevant, timely and accurate information, ensuring safe and effective firefighters and operations.
	Now that the integration with Staffordshire control staff is complete, it is now appropriate to review Fire Control staffing levels. This work has commenced.
	An evaluation of the Service's crisis management arrangements is ongoing. Particular focus is upon the possible opportunities for development and skill-sets that may be required for officers required to discharge this functionality.
Assurance Updates	Level 1 assurance has been provided across the risk environment. However, the Risk Owner has awarded an overall Satisfactory (amber) confidence opinion as to the collective strength of the controls in preventing or reducing risk realisation. This judgement has been informed by the independent limited (red) assurance awarded in respect of SRS. A project to improve SRS (SSRI) arrangements is due to be completed by Summer 2015. Subject to the new arrangements becoming embedded and the Risk Owner being assured as to their effectiveness, the Risk Owner will consider the effectiveness opinion of SRS as a preventative control measure. This will provide the opportunity for the Risk Owner to consider his confidence opinion of the overall control environment.

Risk 7 – The Fire Authority would be unable to deliver the core objectives of preventing, protecting and responding effectively as a result of insufficient or ineffective key assets, such as buildings and vehicles.

Emerging Issues	<ul> <li>The overall risk score remains unchanged at 2(likelihood) x 3 (impact) = 6.</li> <li>The risk level remains at Medium. The Risk Owner has determined that this score is appropriate.</li> <li>Discussions are ongoing regarding the impact of HS2 upon current command and control functionality. The Service has submitted a document to Peter Holland for his consideration of the Service's position and a meeting has taken place with his representatives.</li> </ul>
Changes to control measures	Some relatively minor updates have been made to the assurance map. However, this is a well managed risk with a strong control environment. An addition has been made to reflect the move to improve security arrangements as the Service moves towards an electronic swipe card system. This will replace the yellow disk keys and provide a better system of control, strengthening the security arrangements at all fire service locations
Assurance Updates	Level 1 assurance has been provided across the range of control measures. The level 1 control environment provides for substantial assurance (green rating) across the majority of controls. No controls were identified as providing limited assurance (red rating) and therefore no immediate interventions were identified as being required. This has enabled for the Risk Owner to provide a Substantial (green) confidence opinion and this is reflected on the Corporate Risk Assurance Map summary.

Risk 8 – The Fire Authority would be unable to deliver the core objectives of preventing, protecting and responding effectively due to a lack of funding or the misuse of funds e.g. fraudulent activity.

Emerging Issues	The risk score remains at 3 (Likelihood) x 3 (Impact) = 9. The overall risk level is Medium. Whilst the Authority continues to manages its budget and accounts in such a way that provides for an unqualified financial opinion and value for money conclusion, the external auditors have recognised the risk posed by the continued challenge presented by the Government funding cuts agenda.
	To date the Authority has managed to maintain and improve its delivery model and balance its budget despite a £28M (35%) cut in funding (up to March 2016). Following on from the general election anticipated cuts to central grant may be deeper and at a quicker pace than original indications. The Service awaits confirmation of this position. The joint message from the CFO and Chair of the Authority sets out the concerns of the Authority and Service alike. Given that the level of central funding is fundamental in enabling the effective delivery of Service's core objectives the Risk Owner has determined that the likelihood risk score of 3 defined as 'High 25%-50% or

	likely to occur within two years' is still appropriate. In terms of funding reductions for 2016/17 and 2017/18 the Service will continue to explore a number of avenues in order to balance its budget. As part of this, a referendum may be considered and this has been reflected on the assurance map.
Changes to control measures	The control environment remains strong and is supported by independent assurance provided by both external and internal auditors. Both the external and internal audit programmes have provided independent evidence that the Service still continues to provide value for money (The Value for Money conclusion) and provides an unqualified opinion of the Authority's accounts, supported by effective governance arrangements as detailed in the annual governance statement. This has enabled for a number of control measures to be independently updated.
	Through a structured approach, the Strategic Enabling Team are considering and where appropriate implementing a range of approaches, across both support and delivery services to enable further efficiencies to be made whilst continuing to meet our delivery model commitments to the community of the West Midlands. This approach h has been sent out in a briefing pack communication supplied to managers and the approaches to offsetting the £14M deficit have been reflected within the control environment.
Assurance updates	Level 1 assurance has been provided across the majority of the control environment with most controls measures being awarded at substantial (green) rating in terms of their effectiveness in managing risk triggers and are supported by a number of level 3 assurances. No controls were identified as providing limited assurance (red rating) and therefore no immediate interventions were identified as being required.
	The Risk Owner therefore has provided for a substantial (Green) confidence opinion as to the collective strength of the control environment in managing this particular risk

# Risk 9 – The Fire Authority would be unable to deliver the core objectives of preventing, protecting and responding effectively as a result of insufficient or ineffective employees.

Emerging Issues	The overall risk score is 2 (likelihood) $x 3$ (impact) = 6 although the risk level remains at Medium. This means that it is likely to occur within a period of 2-5
	years (10-24% chance).

Changes to control measures	The Service continues to explore a range of avenues to address the ongoing funding challenge.
measures	As part of its workforce planning arrangements, the Service is proposing to implement new service delivery staffing arrangements and staff are currently being engaged upon this matter. Discussions with representative bodies are ongoing.
	An entry has been made onto the assurance map to reflect that there will be no uniformed recruitment in the current financial year.
	The review of People Support Services will shortly conclude and this review will provide the gateway to ensure that People Support Services are best placed to support the Service in delivering this functionality.
	In support of providing assurance of its approaches to organisational development, a number of controls on the assurance map (standing order 6) will be reviewed and updated to provide a more appropriate framework and guidance for personnel. This is a joint piece of work between People Support Services and Operational Training.
Assurance updates	The Risk Owner has ensured that control owners have provided assurance for the controls for this particular risk. This proactive approach has strengthened the control environment and level 1 assurance has been provided across the control environment. To date no limited assurances (red ratings) have been identified and as such no immediate interventions are required.
	The Risk Owner has provided a high (green) confidence opinion as to the effectiveness of the control environment in managing this risk.

#### Risk 10- The Fire Authority would be unable to manage its responsibilities under the Regulatory Reform (Fire Safety) Order and associated legislation, resulting in a decline in non domestic fire safety standards or legal action being taken against the Authority.

Emerging issues	The risk score using the likelihood x impact matrix is 2 (likelihood) x 2 (Impact) generating an overall risk score of 4 which is unchanged from the previous quarter. The current score is still valid and therefore an update on the performance of our risk management arrangements is not required this quarter.
Changes to control measures	There are no changes to or additional control measures required.
Assurance updates	Level 1 assurance has been updated and provided across the range of control measures. The level 1 control environment provides for substantial assurance (green rating) across the majority of controls. No controls were

### Risk 11 – The Fire Authority would be unable to maintain its command and control function, resulting in an inability to receive process and respond to emergency calls effectively.

Emerging Issues	The overall risk score remains at 2(likelihood) x 4(Impact) = 8. Discussions are ongoing regarding the impact of HS2 upon current command and control functionality. The Service has submitted a document to Peter Holland for his consideration of the Service's position. The risks (and controls) present are reflected on the risk log.
	The joint control working arrangements between Staffs and West Mids are embedded. it is therefore appropriate to consider whether the current resources and staffing model represent the most efficient way of working. This review is ongoing .
Changes to control measures	None
Assurance updates	Level 1 assurance has been provided across the majority of the control environment with a substantial (green rating) being provided for much of the controls. Where amber assurances have been provided corrective action has been identified. To date no limited assurances (red ratings) have been identified and as such no immediate interventions are required. Therefore, the Risk Owner has provided a Substantial (green) confidence opinion as to the overall collective strength of the control environment and this is reflected on the Corporate Risk Assurance Map summary.

### Risk 13 – The Fire Authority suffered a significant health, safety or environmental failure, resulting in a legal challenge and/or litigation

Emerging Issues	None. The overall risk score is 2 (impact) x 3 (likelihood) = 6 and the risk level remains at Medium.
Changes to control measures	The Risk Owner has confirmed there were no changes this quarter.
Assurances updates	Level 1 assurance has been provided across the majority of the control environment To date no limited assurances (red ratings) have been identified and as such no immediate interventions are required. Where

satisfactory assurances have been provided action to provide for
substantial (green) assurance has been identified. Performance against
health and Safety PIs continues to be strong and this has been reflected in
reduced targets against PIs for 2015/16. This has enabled for the Risk
Owner to provide a Substantial (green) confidence opinion as to the overall
collective strength of the control environment and this is reflected on the
Corporate Risk Assurance Map summary.