

## Report of the Director of Resources and Housing

### Report to the Executive Board

**Date:** 17<sup>th</sup> July 2017

**Subject:** Annual Corporate Risk Management Report

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

### Summary of main issues

1. Our vision as set out in the Best Council Plan is for Leeds to be the best city with the best council in the UK: a city that is compassionate with a strong economy, tackling poverty and inequalities; a council that is efficient and enterprising. A corporate risk is something that, if it occurred, could impact on this vision and our Best City/Best Council ambitions. It is essential that we understand, manage and communicate the range of risks that could threaten the city and the vital services provided by the council, so that we're better placed to prevent them from happening and to reduce the impact on communities, individuals, services, organisations and infrastructure.
2. This annual report updates the Executive Board on the most significant risks currently on the corporate risk register: what they are, assessment of their level of risk, the accountable director and portfolio member risk owners and current and planned arrangements to proactively manage them. The following risks are included:
  - Safeguarding children
  - Safeguarding adults
  - Health and safety
  - City resilience
  - Council resilience
  - Financial management (both the risk to the in-year budget and longer-term financial sustainability)
  - Information safeguarding
  - Major cyber incident

### Recommendations

Executive Board is asked to note the annual risk management report and the assurances given on the council's most significant corporate risks in line with the authority's Risk Management Policy and the Board's overarching responsibility for their management.

## **1 Purpose of this report**

- 1.1 This annual report updates the Executive Board on the council's most significant corporate risks and the arrangements both in place and further activity planned during 2017/18 to manage them.
- 1.2 The assurances provided are an important source of evidence for the council's Annual Governance Statement: a statutory requirement for all local authorities to conduct a review at least once in each financial year of the effectiveness of the system of internal control and to include a statement reporting on the review with its Statement of Accounts. Leeds' 2016/17 Annual Governance Statement was approved by the Corporate Governance and Audit Committee on 23<sup>rd</sup> June 2017.

## **2 Background information**

- 2.1 The previous annual corporate risk management report was provided to Executive Board on 27 July 2016. Since then, the corporate risk register has continued to be reviewed and updated in accordance with the council's Risk Management Policy and in line with the Best Council Plan outcomes and priorities. The remainder of this report focuses on the management of the most significant risks currently on the corporate risk register.
- 2.2 It is supplemented by the annual assurance report on the authority's risk management arrangements considered on 23 June 2017 by the council's Corporate Governance and Audit Committee. The Audit Committee report is publicly available and focuses on the policies, procedures, systems and processes in place to manage risks at corporate, directorate, service and project levels. No issues were identified.
- 2.3 Informing the Audit Committee report is an internal audit review of the council's corporate risk management arrangements carried out in 2016/17 using CIPFA's risk maturity assessment guidance. Each of the review's eight objectives were graded using a scale from 1 (risk naïve) to 5 (risk enabled). Best practice identifies that public services should attain at least level 3 in order to contribute to the overall control framework, and this was either met or exceeded in all but one area which related to partnership risk management. The recommendations made will be considered and implemented as appropriate as part of a wider review of risk management later this year.

## **3 Main issues**

- 3.1 The council's risks stem from a variety of sources, many of which are out of our direct control: for example, global events such as an economic downturn, major conflicts or significant environmental events. Closer to home, more localised incidents can impact on communities, individuals, services, organisations and infrastructure. We also often have to respond quickly to changes in government policy and funding and must recognise and meet the evolving needs of our communities, particularly those of vulnerable people. Such changes, and the uncertainties they may bring, can pose threats that we need to address but also bring opportunities to exploit. Both aspects of risk management rely on the council working effectively with partners across the public, private and third sectors and with communities and individuals.
- 3.2 All council risks are managed via a continuous process of identification, assessment, evaluation, action planning and review, embedded at strategic and operational levels and for programmes and projects. All staff and elected members

have responsibility for managing risks relevant to their areas, including Scrutiny Boards, Community Committees and partnership boards.

- 3.3 This annual report considers the strategic level: the arrangements in place to manage the council's corporate risks. Corporate risks are those of significant, cross-cutting importance that require the attention of the council's most senior managers and elected members. Each of the corporate risks has one or more named 'risk owner(s)': a member of the Corporate Leadership Team and a lead portfolio member who are accountable for their management. The Executive Board as a whole retains ultimate responsibility.
- 3.4 The nature of risks is that they come and go as the environment changes. However, there are a set of 'standing' corporate risks that will always face the council:
- Safeguarding Children
  - Safeguarding Adults
  - Health and Safety
  - City Resilience (external emergency / incident management)
  - Council Resilience (internal business continuity management)
  - Financial Management (both the risk to the in-year budget and longer-term financial sustainability<sup>1</sup>)
  - Information Safeguarding
- 3.5 The annual report at Appendix 1 discusses these 'standing' corporate risks plus an additional risk increasingly of high significance: a major cyber incident. The report contains:
- An introduction that explains the council's risk management framework and how corporate risks are assessed and managed;
  - The latest corporate risk map (as at May 2017);
  - Detailed assurances on each of the eight risk areas outlined above: an overview, description of the risks, the latest risk assessment, the current arrangements in place to manage them and additional activity planned for 2017/18; and
  - An annexe explaining how all council risks are evaluated in terms of probability and impact.
- 3.6 Additional, more operational assurances for a number of these risk areas are considered each year by a number of committees and boards. These include the council's Corporate Governance and Audit Committee which receives assurance reports on the council's business continuity management arrangements, information governance and financial planning and management (all most recently reported to the Audit Committee on 7<sup>th</sup> April 2017); safeguarding reports considered by the Leeds Safeguarding Children Board, Leeds Safeguarding Adults Board and Safer Leeds; the Executive Board considered the 'Health, Safety and Wellbeing Performance Assurance report' at its December 2016 meeting. In addition, the council's report template includes a section on 'Risk management', requiring the report authors to detail any key risks and their management – this information then helps inform decisions made, including investment decisions; this applies to all reports to this Board.

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<sup>1</sup> Please also refer to the report on today's Executive Board agenda updating the Medium-Term Financial Strategy for the period 2018/19 – 2020/21.

- 3.7 The importance of the council having good risk management arrangements in place has been highlighted by a number of recent events: the devastating fire in the Grenfell high rise flats in London; the terrorist incidents in Manchester and London; cyber-attacks including May's 'WannaCry' global ransomware incident which in the UK particularly affected health organisations, another global attack six weeks later dubbed 'Goldeneye' or 'Petya', causing disruption to major organisations, many in the Ukraine, and a sustained attack at the end of June attempting to gain access to UK parliamentary e-mail accounts protected by weak passwords. These incidents have tested the resilience of organisations, communities and citizens across the country and heightened awareness of the threats.
- 3.8 Within the council, a range of controls are in place to manage and mitigate these risks with additional measures put into effect in response to the recent incidents.
- Following the Grenfell Tower fire, the council immediately acted to ensure the safety of council tenants living in multi-storey flats. We have assured government and our tenants that no Aluminium Composite Material (ACM) cladding similar to that used on Grenfell Tower has been used on our blocks; however, to provide additional reassurance, we will proactively test some of the cladding. We are holding drop-in events on all estates with multi-storey blocks to discuss and listen to tenants' concerns about fire safety measures and providing safety advice and other regular updates to individual tenants and representative groups by letter and online. We are also working with the fire service to make sure that all owners, landlords or managers of high-rise buildings in Leeds check the safety of cladding on their buildings and review their fire risk assessments. We are regularly updating our webpage, 'Fire safety in high rise buildings' (available [here](#)) with information on what we are doing to make sure that high rise buildings are safe in the event of a fire. This information is for tenants of multi-storey-council flats, tenants and users of privately owned high rise buildings and owners, landlords and managers of high rise buildings.
  - Following the terrorist incidents, the council worked with community leaders focusing on reassurance, resilience and solidarity. Work was also undertaken with colleagues in government, emergency services and other partners in a multi-agency approach to implement plans and offer practical support. The council is supporting Leeds businesses and partners to put their own plans in place and encouraging organisations to sign up to the Leeds Alert messaging system so they can be aware and informed about any action required in the event of an emergency. As the city hosts a number of big events, work has also been done to enhance event security and to modify event management plans to ensure increased safety for members of the public.
  - Following 'WannaCry', cyber security was tightened by undertaking screening of all council devices and assessing their 'patch' levels to ensure that the latest patches have been applied. Council staff were asked to be extra vigilant when opening emails with attachments and links and not to open anything that looked suspicious.
- 3.9 Further details on these high profile risks, how the council is managing them and what more needs to be done can be seen in the risk assurances at Appendix 1.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 The corporate risk assurances at Appendix 1 have been subject to consultation with key officers, the Corporate Leadership Team. The arrangements in place to manage the council's risks are embedded and therefore subject to consultation and engagement on an ongoing basis.

### **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 This is an assurance report with no decision required. Due regard is therefore not directly relevant.

### **4.3 Council policies and the Best Council Plan**

- 4.3.1 The risk management arrangements in place support compliance with the council's Risk Management Policy and Code of Corporate Governance, through which, under Principle 4, the authority should take 'informed and transparent decisions which are subject to effective scrutiny and risk management'.
- 4.3.2 Effective management of the range of risks that could impact upon the city and the council supports the delivery of all Best Council Plan outcomes and priorities.

### **4.4 Resources and value for money**

- 4.4.1 All council risks are managed proportionately, factoring in the value for money use of resources.

### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 The council's risk management arrangements support the authority's compliance with the statutory requirement under the Accounts & Audit Regulations 2011 to have 'a sound system of internal control which facilitates the effective exercise of that body's functions and which includes arrangements for the management of risk.'
- 4.5.2 The latest corporate risk map is made publicly available via the leeds.gov website, the Leeds Observatory and is also published on the council's Intranet risk management webpage. The annual assurance report considered by the Corporate Governance and Audit Committee on the council's risk management arrangements is publicly available on the leeds.gov website.
- 4.5.3 This report is subject to call in.

### **4.6 Risk Management**

- 4.6.1 This report supports the council's Risk Management Policy in providing assurances on the management of the authority's most significant risks.

## **5 Conclusions**

- 5.1 The corporate risk register describes the council's most significant risks that could impact upon our Best Council Plan ambitions, outcomes and priorities. Robust and proportionate arrangements are in place to mitigate the risks, considering both the probability of each risk materialising and the consequences if it did.
- 5.2 Assurances on the most significant risks, including the council's 'standing risks,' are given through this annual corporate risk management report and provide an

open, comprehensive and important source of evidence for the authority's Annual Governance Statement.

## **6 Recommendations**

- 6.1 Executive Board is asked to note the annual risk management report and the assurances given on the council's most significant corporate risks in line with the authority's Risk Management Policy and the Board's overarching responsibility for their management.

## **7 Background documents<sup>2</sup>**

- 7.1 There are no background documents.

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<sup>2</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

## Leeds City Council's 2017 Corporate Risk Assurance Report

### Introduction

To achieve the ambitions, outcome and priorities set out in our [Best Council Plan](#), it is essential that we understand, manage and communicate the range of risks that could threaten the organisation and vital council services

The council's risks stem from a variety of sources, many of which are out of our direct control: for example, global events such as an economic downturn, major conflicts or significant environmental events. Closer to home, more localised incidents can impact on communities, individuals, services, organisations and infrastructure. We also often have to respond quickly to changes in government policy and funding and must recognise and meet the evolving needs of our communities, particularly those of vulnerable people. Such changes, and the uncertainties they may bring, can pose threats that we need to address but also bring opportunities to exploit. Both aspects of risk management rely on the council working effectively with partners across the public, private and third sectors and with communities and individuals

### Risk Management Framework

The council's risks are identified, assessed and managed using six steps:



These iterative steps enable us to:

- Understand the nature and scale of the risks we face.
- Identify the level of risk that we are willing to accept.
- Recognise our ability to control and reduce risk.
- Recognise where we cannot control the risk.
- Take action where we can and when it would be the best use of resources. This helps us make better decisions and deliver better outcomes for our staff and the people of Leeds.

The steps are applied across the organisation through the Leeds Risk Management Framework: at strategic and operational levels and for programmes and projects. The adoption of the framework and compliance with it has helped embedded a risk management culture within the organisation. This report considers the strategic level: the arrangements in place to manage the council's corporate risks.

### Corporate Risks

#### Defining a corporate risk

Corporate risks are those of significant, cross-cutting strategic importance that require the attention of the council's most senior managers and elected members. While all members of staff have responsibility for managing risks in their services, each of the corporate risks has one or more named 'risk owner(s)',

Better risk management. Better decisions.  
Better outcomes.



members of the Corporate Leadership Team and a lead portfolio member who are accountable for their management. The Executive Board as a whole retains ultimate responsibility.

Corporate risks can be roughly split into two types: those that could principally affect the city and people of Leeds and others that relate more to the way we run our organisation internally. An example of a 'city' risk includes a major disruptive incident in Leeds or breach in the safeguarding arrangements that help protect vulnerable people; these are often managed in partnership with a range of other organisations. An example of a more internal 'council' risk is a major, prolonged failure of the ICT network.

### ***How corporate risks are assessed and managed***

Each corporate risk has a current rating based on a combined assessment of how likely the risk is to occur – its probability – and its potential impact after considering the controls already put in place. When evaluating the impact of a risk we consider the range of consequences that could result: effects on the local community, staff, the services we provide, any cost implications and whether the risk could prevent us meeting our statutory and legal requirements.

A consistent '5x5' scoring mechanism – included here at Annexe 1 – is used to carry out this assessment of probability and impact which ensures that the risks are rated in the same way. Target ratings are also applied for each risk based on the lowest probability and impact scores deemed viable to manage the risk to an acceptable level. These are used to compare the gap between 'where the risk is now' to 'how low do we aim for the risk to go' and so help determine whether additional actions are needed to manage the risk down to the target level.

The greater the risk, the more we try to do to manage it if it is in our control and if that would be the best use of resources. The council recognises that the cost and time involved in managing the risk down to nothing may not always be the best use of public money and we factor this in when establishing the target rating and developing our risk management action plans.

Risks are reviewed and updated regularly through horizon scanning, benchmarking and in response to findings from inspections and audits, government policy changes and engagement with staff and the public.

### ***Current corporate risks***

The risk map overleaf at Figure 1 summarises the risks on the corporate risk register as at May 2017 and also their ratings based on probability and impact scores. The majority of the risks shown on the risk map will come and go as the environment changes, eliminating the risk or reducing it to a very low level. However, there are a set of 'standing' corporate risks that will always face the council and which are the focus of this report:

- Safeguarding Children
- Safeguarding Adults
- Health and Safety
- City Resilience
- Council Resilience
- Financial Management (in-year and the medium-term)
- Information Safeguarding

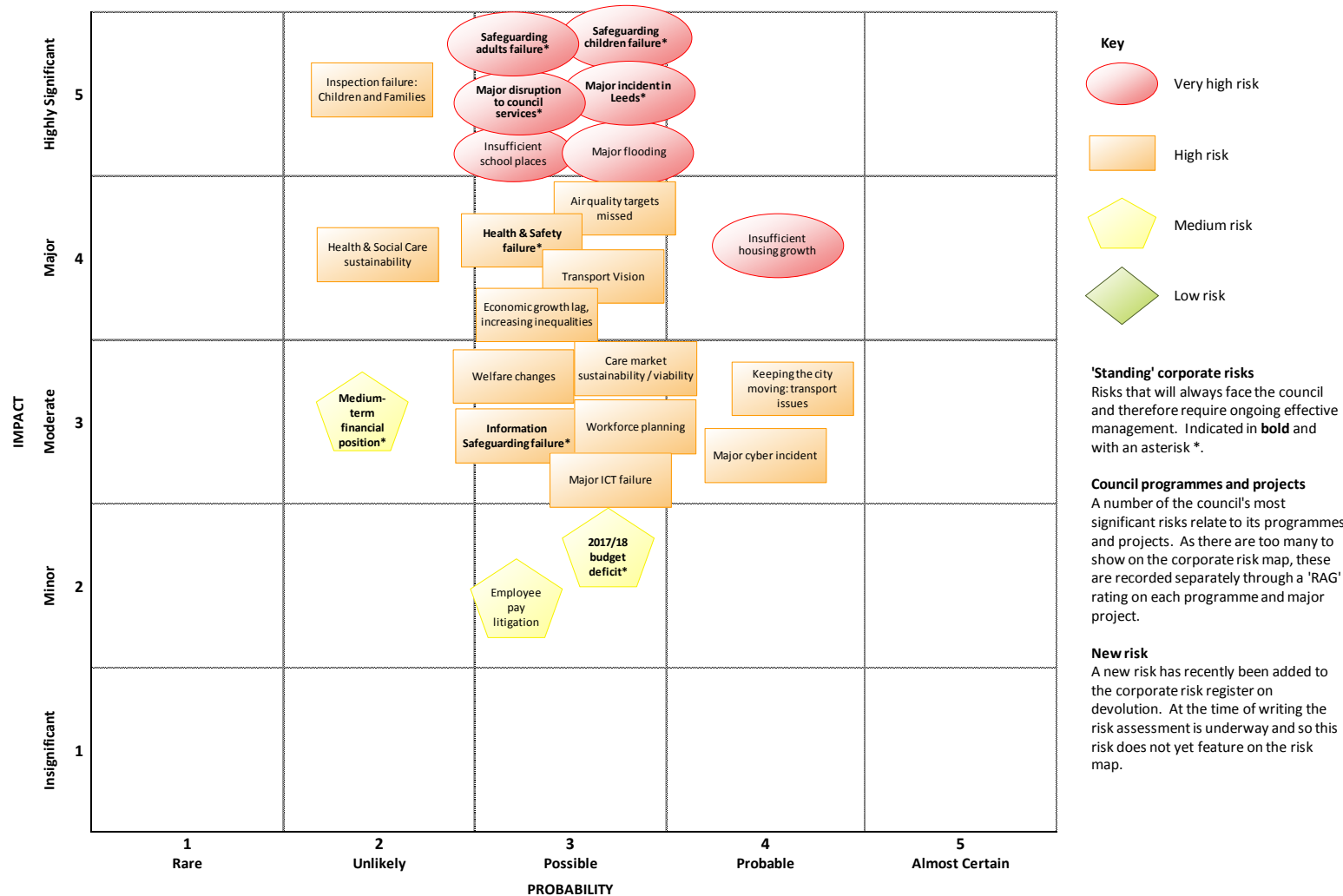
The remainder of this document discusses these 'standing' corporate risks in more detail plus an additional risk increasingly of high significance – a major cyber-incident –, providing assurance on how the council, often in partnership, is managing them.

Better risk management. Better decisions.  
Better outcomes.





Leeds City Council's Corporate Risk Map as at June 2017  
Supporting our Best City / Best Council ambitions



## Safeguarding Children Corporate Risk Assurance

### Overview

Leeds City Council has a legal duty to safeguard and promote the welfare of children. The potential consequence of a significant failure in safeguarding is that a child or young person could be seriously harmed, abused or die. Secondary effects of this include reputational damage, legal and financial costs and management and staffing time. The council is strongly committed to improving the safeguarding of children and young people, contributing directly to our Best Council Plan outcomes for everyone in Leeds to be safe and feel safe; for people to enjoy happy, healthy, active lives and to doing well at all levels of learning with the skills they need for life; also for the council to continue being an efficient and enterprising organisation.

Corporate risk: Safeguarding children				
Risk description	Risk of harm, accident or death to a child linked to failure of the council to act appropriately according to safeguarding arrangements			
Accountability (Risk owners)	Officer	Director of Children and Families		
	Member	Councillor Mulherin - Executive Member for Children and Families		
Evaluation		Probability	Impact	Overall rating
	Current	3 (possible)	5 (highly significant)	Very high (red)
	Target	3 (possible)	5 (highly significant)	Very high (red)

### Introduction

#### What are the risks?

The consequences of a significant failure in safeguarding is that a child or young person will be harmed, abused or will die. This tragic outcome poses significant risks to the authority, including: a very high reputational cost; possible financial costs in compensation; management and staff costs in time and possible restructures; and, finally, depending on the seriousness of failure, possible intervention by Ofsted and/or government.

The causes of safeguarding failures are, sadly, well-established both locally and nationally. High profile cases such as Victoria Climbié, Peter Connelly, and Khyra Ishaq all re-emphasise similar lessons, and identify the same risks for children and young people. Key risks include:

- Poor quality practice or lapses in professional standards by front line workers
- Failures in communication and information sharing between professionals both within the council and across partner agencies
- Failure to identify and manage safeguarding risks
- Delay and drift within and between professionals and services
- Lack of clarity of roles and responsibilities
- A failure to listen properly to the views of the child or young person

### Risk management

#### How the council is managing the risks

The council is strongly committed to improving the safeguarding of children and young people. Safeguarding is a clear priority in corporate and partnership strategic plans and the authority has backed this up with a high level of investment in children's safeguarding, even in the challenging budget context.

The most thorough assurance for this risk is external inspection by Ofsted. Leeds was inspected in early 2015 and was rated good overall, with the leadership and management sub-judgement receiving an outstanding rating.

Leeds was also subject to a joint local area SEND (special educational needs and disabilities) inspection by Ofsted and the Care Quality Commission in December 2016, which judges the effectiveness of the area in implementing the disability and special educational needs reforms as set out in the Children and Families Act 2014. This inspection is not rated but rather provides a narrative covering the main findings<sup>1</sup>. The findings of the inspection were positive, with the inspection team finding that children and young people with SEND are 'proud to be citizens of Leeds and have a real voice in shaping their education, health and care plans.' The inspection highlighted some areas for further development, which are now being considered and implemented.

The LSCB (Leeds Safeguarding Children Board) is a statutory body established under the Children Act 2004. It is independently chaired and consists of senior representatives of all the principal agencies and organisations working together to safeguard and promote the welfare of children and young people in the city. Its statutory objectives are to co-ordinate local work undertaken by all agencies and individuals to safeguard and promote the welfare of children and young people; and to ensure the effectiveness of that work. The LSCB received a 'good' rating as part of Ofsted's 2015 review.

Section 11 of the Children Act 2004 places duties on a range of organisations and individuals to ensure their functions, and any services that they contract out to others, have due regard to the need to safeguard and promote the welfare of children. Contracted providers are required to complete the online Section 11 audit toolkit for the LSCB. Providers are monitored in terms of safeguarding practice through contract monitoring arrangements.

Whilst there are specific responsibilities for the safeguarding of children and young people under the Children Act 2004, all council staff have a moral and legal obligation to protect children and young people (and adults). The cross-council safeguarding policy helps employees to understand, recognise, and report a safeguarding concern. The cross-council safeguarding group contains representatives from all directorates, including Children and Families, who discharge the activities required to ensure a cross-council approach to safeguarding is achieved and sustained, including offering training to staff and elected members. Training is tailored for specific roles and responsibilities and is co-ordinated between different services to ensure the training is appropriate for the audience. The cross-council safeguarding people policy and procedure states that, "It is essential everyone recognises that safeguarding is best addressed in partnership with all the appropriate agencies, particularly the Leeds Safeguarding Children's Board, Leeds Safeguarding Adults Board and Safer Leeds. The cross-council group will promote this".

Safer Leeds is the city's statutory Community Safety Partnership involving the council and key partners from the Police, Fire & Rescue Service, NHS Clinical Commissioning Groups and the National Probation Trust. Safer Leeds has responsibility for tackling crime, disorder and substance misuse and undertaking Domestic Homicide Reviews (DHRs). A total of 13 DHRs have been undertaken to date, of which five are currently active. All our reviews are informed by the LSCB and the LSAB in that either of one or both are represented through review panel membership and/or close liaison, regarding responses to Adults at Risk and Safeguarding Children's issues. One of the five active

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<sup>1</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/592610/Joint\\_local\\_area\\_SEND\\_inspection\\_in\\_Leeds.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/592610/Joint_local_area_SEND_inspection_in_Leeds.pdf)

reviews is a Joint Strategic Review involving all three boards with Safer Leeds taking a lead in co-ordinating. The resulting report will be signed off by the chairs of the three boards before being submitted to the Home Office DHR Quality Assurance Panel.

In relation to the safeguarding of children, the council's work within the Safer Leeds partnership also involves helping co-ordinate a response to reducing anti-social behaviour and offending amongst young people, as well as sharing vital intelligence on young people at risk of child sexual exploitation (CSE). Some children are particularly vulnerable to CSE, such as disabled children, children looked after, care leavers, migrant children and unaccompanied asylum seeking children.

The Integrated Safeguarding Unit provides an independent oversight from case management teams, offering challenge to those cases where children are most vulnerable, for example children subject to a child protection plan.

Frameworki, the Children's Social Work Service's case management system, has been upgraded to Mosaic, the latest version from Corelogic, the software suppliers. Mosaic offers a transparent view of the child through social care processes, which further strengthens safeguarding for the most vulnerable children. The upgrade enhances the experience for frontline workers, offering a clearer view of decision making; practitioners have to follow a defined workflow centred on best practice principles, and it is easier and quicker to locate appropriate information. More information on vulnerable children and young people is available in one central location, from which reporting and monitoring is readily available.

Leeds is part of the CP-IS (Child Protection - Information Sharing) project. CP-IS, a secure system with clear rules governing access, connects local authority children's social care systems with those used by NHS unscheduled care settings, such as Accident and Emergency, walk-in centres and maternity units. Medical staff are alerted if a child who is receiving treatment is subject to a child protection plan, or is a child looked after, with the system automatically providing contact details for the social care team responsible for them. Social care teams are alerted when a child they are working with attends an unscheduled care setting, and Mosaic updates the child's record to indicate that the process has been triggered.

In 2015, Leeds successfully bid for funding from the Department for Education's Innovation Fund, resulting in £4.6 million coming in to underpin the Family Valued programme: a programme to embed wide-scale culture and practice change, creating a much more family support oriented model. We are doing this by enabling practitioners to use restorative techniques that work with children, young people and families to help them safely and appropriately find their own solutions to the difficulties they face before the need for more significant social care intervention.

A further bid to the Fund was made in 2016/17 and has resulted in £9.6 million being allocated to Leeds over the next three years. The monies will allow restorative early support teams to be established initially in eight high need clusters before being extended to all neighbourhoods of the city; will be used to recruit experts to work with children and young people with social, emotional, and mental health issues (the MindMate resource and other initiatives); and will fund a centre of excellence, which will focus on areas where Leeds is leading the way nationally (leadership, restorative practice, the Front Door Safeguarding Hub) that are to be shared with other local authorities across the country.

Where young people will remain supported by the council as they move into adulthood (for example young people with disabilities), an action plan is developed with their current and future social worker. This will cover support, vulnerabilities, and any safeguarding issues that will need to be covered after the young person turns 18.

### What more do we need to do?

The council maintains an ongoing commitment to practice improvement, to ensure that staff have the right tools and support to deliver exceptional service to children and young people to improve their outcomes. Staff are encouraged to do “the simple things well”, and are supported to deliver outstanding social work practice. The council uses national experts; benefits from peer working through the Association of Directors of Children’s Services (ADCS) and other arrangements; workforce development; working restoratively with families; and more evidenced-based and integrated work with partners to both intervene early in the life of problems and to effectively identify and prioritise where there are high risk cases. The centre of excellence will allow greater sharing with local authorities across the country.

Whilst continuing this, the council also needs to continue to identify and apply for external funding sources such as the DfE’s Innovation Fund. We are on an improvement journey (‘from good to great’) to improve the outcomes for all children and young people in Leeds, particularly those who are in vulnerable situations. The increasing budget pressures due to government cuts place this strategy at risk, although a successful bid will allow Leeds to sustain and secure improvements, and to build on the successful strategy to hasten the pace of systemic change within Leeds.

### Further information

Further information is available through these web links:

- [Leeds Safeguarding Children Board](#)
- [Safer Leeds](#)
- [One minutes guides](#) on a range of topics relevant to Children’s and Families: bullying, Families First, and Child Friendly Leeds
- [Leeds' Ofsted Report 27/3/15](#)
- [Leeds joint local area SEND outcomes letter 9/2/17](#)

## Safeguarding Adults Corporate Risk Assurance

### Overview

The council is committed to ensuring that adults whose circumstances make them vulnerable are given the safeguarding and support they need. Safeguarding is a clear priority in corporate and partnership strategic plans. The potential consequence of a significant failure in safeguarding is that an adult at risk could be seriously harmed, abused or die. Knock-on effects of this include reputational damage, legal and financial costs and also management and staffing time. The council works closely with partner organisations, including the NHS and the Police, to manage this risk through the Safeguarding Adults Board, directly contributing to our Best Council Plan outcomes for everyone in Leeds to be safe and feel safe; around people enjoying happy, healthy, active lives and living with dignity and staying independent for as long as possible; also for the council to continue being an efficient and enterprising organisation.

Corporate risk: Safeguarding adults				
<b>Risk description</b>	<b>Failure of (a) staff in any council directorate to recognise and report a risk of abuse or neglect facing an adult with care and support needs in Leeds; (b) staff in adult social care to respond appropriately, in line with national legislation and safeguarding adults procedures</b>			
<b>Accountability</b> (Risk owners)	<i>Officer</i>	Director of Adults and Health		
	<i>Member</i>	Councillor Charlwood, Executive Member for Health, Wellbeing & Adults		
<b>Evaluation</b>		<i>Probability</i>	<i>Impact</i>	<i>Overall rating</i>
	<i>Current</i>	3 (possible)	5 (highly significant)	Very high (red)
	<i>Target</i>	3 (possible)	5 (highly significant)	Very high (red)

### Introduction

The Care Act 2014 and the Care and Support Statutory Guidance (revised March 2016) require each local authority to establish a Safeguarding Adults Board (SAB) with three core statutory partners: the local authority, the NHS Clinical Commissioning Groups (CCGs) and the Police. The Care Act 2014 states that the role of the Safeguarding Adults Board is as follows: *'The main objective of a SAB is to assure itself that local safeguarding arrangements and partners act to help and protect adults in its area who have care and support needs and are at risk of abuse and neglect'*.

The Care Act 2014 also states that the local authority must make enquiries (or cause others to do so) if an adult in its area is at risk of abuse or neglect, has care and support needs, and because of those needs, cannot protect themselves from the risk of abuse or neglect they face. The purpose of such enquiries is to establish whether any action is needed to safeguard the adult, and if so, by whom.

The safeguarding duty that the local authority has for adults in its area includes both safeguarding adults at risk and making enquiries about allegations of abuse and neglect. Both these duties are carried out in partnership with other statutory Leeds SAB members, including the Police (in the case of criminal abuse or neglect) and the NHS, Housing and Safer Leeds colleagues.

In each local authority area the Director of Adult Social Services (DASS) has a statutory role to lead partnership arrangements for safeguarding adults.

### What are the risks?

The main consequence of a significant failure in safeguarding is that an adult at risk suffers violent abuse, serious harm and/or ultimately death. Such a tragic outcome would be a failure in the local authority's legal and ethical duty in safeguarding its citizens. The consequences that could impact on the city council and/or the city if safeguarding processes are not followed include reputational damage, legal and financial costs (such as the payment of compensation) and also management and staffing time.

Reputational damage could materialise when individuals at risk or their families are not identified as being so and suffer harm or are dissatisfied with either the protection or the thoroughness of the enquiries undertaken. At the other end of the spectrum, people or organisations alleged to have caused harm can challenge the fairness and the thoroughness of the process.

Parties in both situations can make complaints, which can result in associated press coverage, ombudsman enquiries and even judicial review. Where a council employee is the person alleged to have caused harm, the way its services are run and the implementation of internal HR policies can be questioned. The potential risk consequences include the use of resources to support the council through legal action, and the cost of compensation to individuals who have been unfairly dealt with.

### **Safeguarding Adults Reviews**

The Care Act 2014 requires SABs to undertake Safeguarding Adults Reviews when:

*'An adult in its area with needs for care and support (whether or not the local authority has been meeting any of those needs) if:-*

- a.) There is reasonable cause for concern about how the SAB, members of it or persons with relevant functions worked together to safeguard the adult; and*
- b.) The adult has died, and the SAB knows or suspects that the death resulted from abuse or neglect (whether or not it knew about or suspected the abuse or neglect before the adult died); or*
- c.) The adult is still alive, and the SAB knows or suspects that the adult has experienced serious abuse or neglect'.*

The main risk associated with Safeguarding Adults Reviews is failing to highlight areas of practice that could be improved, and this could result in both legal claims and/or reputational damage to the council.

In summary key potential adult safeguarding risks for the council are:

- Failure of front line staff to correctly identify and deal with an actual or potential safeguarding episode under the terms of the Multi-Agency safeguarding procedures and statutory requirements of the Care Act 2014.
- Staff in any agency fail to follow their own safeguarding procedures in managing actual or potential safeguarding episodes, resulting in the local authority failing in its own statutory duty under S42 of the Care Act 2014.
- Poor quality practice or lapses in professional standards by front line workers.
- Failures in communication and information sharing between professionals both within the council and across partner agencies.
- Failure to identify and manage safeguarding risks.
- Delay and drift within and between professionals and services.
- Lack of clarity of roles and responsibilities.
- A failure to listen properly to the views of the child, young person or adult.

### Risk management

#### How the council is managing the risks

##### *Cross-council safeguarding*

Whilst there are specific responsibilities for the safeguarding of children and young people under the Children Act 2004, all council staff have a moral and legal obligation to protect children and young people (and adults). The cross-council safeguarding policy helps employees to understand, recognise, and report a safeguarding concern. The cross-council safeguarding group contains representatives from all directorates who discharge the activities required to ensure a cross-council approach to safeguarding is achieved and sustained, including offering training to staff and elected members. Training is tailored for specific roles and responsibilities and is co-ordinated between different services to ensure the training is appropriate for the audience. The cross-council safeguarding people policy and procedure states that, "It is essential everyone recognises that safeguarding is best addressed in partnership with all the appropriate agencies, particularly the Leeds Safeguarding Children's Board, Leeds Safeguarding Adults Board and Safer Leeds. The cross-council group will promote this".

##### *The Leeds Safeguarding Adults Board (SAB)*

The Leeds SAB was constituted in 2009, with a robust Memorandum of Understanding, which has been reviewed regularly. In line with many other areas, the Leeds SAB has an independent chair, with the current incumbent, Richard Jones CBE, appointed in September 2015. The chair is accountable to the council's Chief Executive and the DASS reviews their contract annually. The Board has recently been refreshed in line with the Care Act, which brought together a number of different care and support laws under one new act.

The Board is required to have an annual strategic plan, describing how each member will contribute to its strategy, and to produce an annual report of the activity of the Board and its members which is presented annually to the council's executive members.

The Board's work is supported by a Partnership Support Unit, part funded by the NHS CCGs and Leeds City Council. The Unit provides training and manages the work of the Board.

The DASS is actively involved in the running of the Board, with scheduled meetings with the Independent Board Chair and these meetings also extend to regular meetings between the DASS, the Independent Board Chair and the Executive Member for Health, Wellbeing and Adults. The Independent Chair also meets periodically with the Leader of the council and attends Scrutiny Board and Executive Board annually. This arrangement ensures that senior officers in the council and elected members are aware of and able to influence the work of the Leeds SAB.

When safeguarding adults reviews are undertaken by the Leeds SAB, the DASS has a personal involvement in signing off the Overview Reports, along with the independent chair of the Board and the chair of the Safeguarding Adults Review sub-group prior to them being presented to the Leeds SAB for approval. The overview reports are written at the conclusion of the SAR, setting out the areas of development that have been identified across all agencies, and detailing where things went wrong in the case. In addition, the DASS has a role in deciding whether or not the Overview Report should be published. A senior lawyer from the council's Legal Services provides legal advice for the Leeds SAB in relation to the content of Overview Reports.

The council's contribution to the Board membership includes senior officers from Adult Social Care, Housing, Safer Leeds, Legal Services and Public Health. There is close working across a number of strategic partnerships, specifically the Local Safeguarding Children's Board (LSCB), Health and Wellbeing Board and the Safer Leeds Executive. In addition the council's Cross-Council Safeguarding Group, chaired by the Director of Communities and Environment, ensures that the whole council takes its safeguarding duties seriously.



### ***Management of Risk for Individuals***

Leeds has worked with other local authorities in the development of the North and West Yorkshire Multi-Agency Safeguarding Adults policy and procedures. These were revised in 2015 to ensure they are compatible with the requirements of the Care Act 2014.

Services in the council's Adults and Health Directorate work within a Quality Assurance Framework that enables the directorate to audit compliance with those procedures and support individuals to manage risk. Ten Safeguarding and Risk Managers (SRMs) are employed who are highly experienced in dealing with safeguarding and risk recording and management. They operate across all areas of Adult Social Care services, linking with the full range of appropriate partner agencies. The Adult Social Care Commissioning Team can, and does, suspend admissions to services in cases where this is deemed necessary due to an identified risk of harm, maintaining such suspension until improvements have been fully evidenced. A similar process is applied to the council's in-house provision, with service managers, SRMs and colleagues from partner agencies working closely together.

Adult Social Care Quality Assurance colleagues oversee an independent quality and risk audit process which provides independent assurance, in addition to management audits against the quality assurance framework in place for in-house provision. A further check is made of information required by CQC (the Care Quality Commission), the independent regulator of health and social care in England. To ensure robust high quality risk management in protection plans, risk is central to the safeguarding process, with promotion of a positive approach, rather than one of risk avoidance.

The council has participated in several Leeds Domestic Homicide Reviews (DHRs), as required under Section 9 of the Domestic Violence, Crime and Victims Act (2004). Learning from those reviews conducted before 2015 showed that Adult Social Care services could do more to train its staff in this area. In response, significant resources were invested in developing a training and workforce development programme and in early 2016 the Adult Social Care directorate (now Adults and Health from April 2017) was awarded the Domestic Violence Quality Mark in recognition, a quality assurance standard for responding to domestic violence.

Safer Leeds is the city's statutory Community Safety Partnership involving the council and key partners from the Police, Fire & Rescue Service, Clinical Commissioning Groups and the National Probation Trust. Safer Leeds has responsibility for tackling crime, disorder and substance misuse and undertaking Domestic Homicide Reviews (DHRs). Safeguarding runs through all the work and priorities of the partnership including:

- Anti-social behaviour
- Domestic violence and abuse
- Youth crime and on-street violence
- Organised offending
- Local drug markets
- Hate Crime (Community Cohesion, Prevent/ Radicalisation)

Safer Leeds provides additional focussed support to other partnership boards and delivery groups on the following cross-cutting issues:

- Safeguarding (Sexual Exploitation, Modern Slavery, Human Trafficking, Honour Based Abuse)
- Complex needs (Mental Health, Alcohol and Drugs)
- Road Safety/ Safer Travel

Since April 2011, Safer Leeds has a statutory duty to undertake DHRs. A total of 13 DHRs have been undertaken to date, of which five are currently active. All our reviews are informed by the LSCB and the LSAB in that either of one or both are represented through review panel membership and/or close liaison, regarding responses to Adults at Risk

and Safeguarding Children's issues. One of the five active reviews is a Joint Strategic Review involving all three boards with Safer Leeds taking a lead in co-ordinating. The resulting report will be signed off by the chairs of the three boards before being submitted to the Home Office DHR Quality Assurance Panel.

The SAB has done extensive work around learning lessons from DHRs that apply to adults with care and support needs. Lesson learned are disseminated widely and in a number of ways including via the LSCB Lite Bites and integrated into Domestic Violence training to relevant council staff. Eight learning workshops have also been scheduled for September 2017 to disseminate the learning from reviews across the safeguarding partnership. It is intended that the workshops will include learning from DHRs that have concerned adults with care and support needs that will be facilitated on behalf of the Board. Work is also undertaken with the Leeds Domestic Violence Team to co-deliver training around domestic violence to staff.

### **What more do we need to do?**

The cross-council safeguarding group is currently auditing its own approach to safeguarding adults and children in all council directorates and plans to use the findings to inform its approach to learning and development and content of guidance documents. The group is also seeking to strengthen its links with the statutory Safeguarding Adults Board, Community Safety Partnership and Safeguarding Children's Board. This will enable the city to improve its strategic approach to safeguarding.

The council plans to:

- Review its model of safeguarding adults to ensure continued best practice, developing operational guidance for frontline practitioners;
- Continue joint work with CCGs and the Care Quality Commission, to ensure that quality concerns in regulated care services are picked up early and prevented from developing into safeguarding concerns;
- Learn from practice and embed this learning into its training and workforce development delivery.
- Incorporate Strength-Based Social Work within Safeguarding Policy and Practice
- Ensure training is fit for purpose and quality assured
- Ensure that the priorities of the Leeds Safeguarding Adults Board are met

### **Further information**

Further information, including all procedures and forms is available on the Leeds SAB website: [www.leedssafeguardingadults.org.uk](http://www.leedssafeguardingadults.org.uk)

Please also refer to the [Safer Leeds](http://www.saferleeds.org.uk) website

## Health and Safety Corporate Risk Assurance

### Overview

The council has wide-ranging responsibilities to prevent the risk of health and safety failures that could result in death, injury, legal challenge and significant reputational damage. A range of health and safety controls are in place to manage this risk including adoption of performance standards, employee accountability, audit reviews and an annual action plan which sets out priorities for the year. Health and safety is about saving lives, not stopping people living. Therefore the council continues to support the Health and Safety Executive's (HSE) campaign for sensible risk management, one that is based on practical steps to protect people from harm and suffering – not bureaucracy. This cross-cutting management of the risk contributes in particular to our Best Council Plan ambition for everyone in Leeds to be safe and feel safe and for the council to continue being an efficient and enterprising organisation.

It is increasingly recognised that 'health' rather than 'safety' hazards in the workplace have the potential to cause most harm in the modern working environment. As well as preventing and reducing exposure to harmful substances which cause chronic health conditions such as asbestos, wood dust and silica, the impact of work on mental wellbeing is also important. A more holistic approach to health, safety and wellbeing in the workplace can not only protect the workforce but contribute to the wider public health of the city and beyond.

Corporate risk: Health and safety				
Risk description	Risk of an health and safety failure resulting in death, injury, damage or legal challenge (either criminal or civil)			
Accountability (Risk owners)	Officers	Chief Executive and Director of Resources and Housing		
	Member	Councillor J Lewis, Deputy Leader and Executive Member for Resources & Strategy		
Evaluation		Probability	Impact	Overall rating
	Current	3 (possible)	4 (major)	High (amber)
	Target	2 (unlikely)	4 (major)	High (amber)

### Introduction

The council believes that ensuring the safety, health and well-being of employees, contractors and service users, including school pupils, is essential to achieving our Best City / Best Council ambitions. We are committed to being an exemplar for good practice by ensuring that work does not contribute to poor health and, by being one of the city's largest employers, we can enhance Leeds' overall public health through the workplace setting. Proactively managing health, safety and wellbeing can also deliver and secure good business and organisational performance, in addition to enhancing the accessibility of working environments and improving inclusion and diversity. This is achieved through a corporate health and safety management system and the Employee Wellbeing Strategy – which work alongside other employment policies.

Under the Health and Safety at Work etc Act (1974), the council has a responsibility to ensure, so far as is reasonably practicable, the health, safety and welfare at work of all its employees and those affected by the work that we do.

These responsibilities cover the authority:

- As a duty holder with large numbers of employees;
- As a service provider with large numbers of clients, visitors, pupils etc;
- As a landlord with a large portfolio of buildings and land;
- As a regulator through Environmental Health; and
- As a large scale procurer of goods and services which can influence safety and health through the supply chain.

The main duties of any employer can be summarised as providing: safe systems of work; safe plant, equipment and substances; safe workplaces; risk assessments and training/instruction/supervision.

### What are the risks?

- That a serious incident occurs, causing death or injury to employees, clients or service users arising from the many services that the council provides or commissions.
- Lengthy investigations by the Police and other enforcing authorities such as the HSE or West Yorkshire Fire and Rescue Service (WYF&RS) that may require suspension of services and/or buildings during the investigation. HSE inspectors normally enforce health and safety standards by giving advice on how to comply with the law. Sometimes the HSE have to issue enforcement notices to companies or individuals for breaches of health and safety law. These notices require improvements to be made: either to allow time for the recipient to comply, or the prohibition of an activity until satisfactory remedial action has been taken. If necessary, the HSE may prosecute recipients for non-compliance with a notice. During the past 12 months, and for the third consecutive year, the council received no formal Improvement or Prohibition Notices from the HSE or Fire Service. One 'Notification of Contravention' was received from the HSE in relation to refurbishment activities, but this was resolved to the satisfaction of all parties.
- Repercussions where the council is deemed at fault may be unlimited fines, adverse publicity, public enquiry or possible negligence manslaughter charges. These could be brought against individual officers or elected members and involve custodial sentences or could entail corporate manslaughter charges being brought against a council leadership team. Changes to the sentencing guidelines for health and safety offences 14 months ago, have in more recent months resulted in various organisations, including local authorities, being fined much more significant amounts of money than was previously the case.
- Civil claims for compensation could also be brought against the council by employees or members of the public injured due to the council's work activities.

The consequences of the risks above include a loss of public confidence in the council and adverse publicity resulting in significant reputational damage.

## Risk management

### How the council is managing the risks

#### *Priorities*

Eight key priorities for health, safety and wellbeing for the next 3 years were agreed by the council's Executive Board on the 14<sup>th</sup> December 2016, after consultation with key stakeholders, including services and Trade Unions. These are: Stress and mental health; Building/staff security; Risk management; Managing safety in the council's vehicle fleet; fire safety (especially in council-owned housing stock); Musculo-skeletal disorders; Violence and aggression; and Health-related matters. A copy of the report detailing the key priorities and also they key achievements can be seen [here](#).

#### *HSE Policy compliance*

Health and safety management in the council is based on an approach advocated by the HSE. This is realised through our own Health and Safety Policy which sets out the roles and responsibilities of staff, and a series of Health and Safety Performance Standards, jointly agreed with the trade unions. Compliance with the Policy is checked via internal and external audits and reviews by management teams across the council. Health and safety performance improved in most areas in 2015/16 compared with the previous year.

A wide range of guidance and information on health & safety matters is available to council staff on the internal Intranet system including:

- Contact details for competent health and safety advice
- Accidents and incidents in the workplace
- Fire Safety
- Personal protective equipment
- Risk assessments
- Mental Wellbeing

### ***Accountability and performance***

The Chief Executive is ultimately accountable for the health and safety of council employees and service users. To assist him to undertake this role he has nominated the Director of Resources and Housing as the CLT member with responsibility for apprising him of health and safety performance. In turn, the Director of Resources and Housing is supported by a team of professionally qualified Health and Safety Advisers and Occupational Health Practitioners, led by the Head of Health and Safety.

In addition to these specific roles, the council's Health and Safety Policy details individual accountabilities for every level of employee. The Leader of the council also has a responsibility to ensure that decisions taken by elected members do not compromise the health and safety of staff or service users.

The Head of Health and Safety meets monthly with the Director of Resources and Housing to provide health and safety assurance and performance and assurance reports are also submitted to CLT and Executive Board. A 'High Hazard Group' has also been established to share best practice across the council. This is chaired by the Director of Resources and Housing and attended by senior leaders from high hazardous services and supported by Human Resources (including health and safety).

### ***Staffing and consultation (safety committees)***

Co-operation and consultation with the workforce on health and safety matters is extremely positive. There are corporate, directorate and service level Health and Safety Committees in place. An elected member chairs the Corporate Health and Safety Committee: a method of employee consultation made up of managers and employee representatives who meet regularly to discuss issues of mutual concern. In addition, working groups for asbestos and construction/contractor management have continued to improve these areas across the authority and good progress is being made.

In 2015, the Chief Executive requested that health and safety becomes a specific objective in staff appraisals, starting at director level and cascading down to management teams and staff. Health and safety is now part of each director's objective, 'Leading culture change in LCC'; taking a personal lead to embed a culture of compliance with regard to health and safety, information governance and statutory responsibilities. All appraising managers have completed a health & safety e-learning package hosted via the council's online performance & learning system.

### ***Asbestos Management***

Good progress continues to be made on the management of asbestos in council buildings and in schools, through regular surveys, development of Management Plans and training. Any work involving asbestos which is carried out is undertaken by competent people, licensed by the HSE (where this is required).

### ***Fire safety***

Leeds City Council has taken a pro-active approach to fire safety for many years. Our ambition to continually improve in this area was recognised by the West Yorkshire Fire and Rescue Authority in 2013 when they entered into a Fire Safety Concordat agreement with the council. The concordat provides a framework to ensure that the roles and responsibilities of the two organisations are effectively translated into practical working arrangements. To that end we work closely with the Fire Authority to agree our priorities and action plans, which ensures we are always acting pro-actively to improve rather than as a response to any issues found during Fire Service inspections. Both parties have found this to be an extremely beneficial arrangement. The concordat also includes a four-year plan on how the council and schools will improve fire safety across all services and builds on the good progress achieved since the previous concordat. Regular meetings take place with WYF&RS to ensure the council meets its objectives in this area. Since this agreement was reached, no Enforcement Notices have been received by the council.

Following the fire at Grenfell Tower in London in June 2017, the council immediately acted to ensure the safety of council tenants living in our 116 multi-storey flats. We have been in frequent contact with tenants and their representative groups, started a rolling programme of fire safety and reassurance drop-in events at all tower blocks, are partway through an already-planned programme installing sprinklers in eight blocks of flats for vulnerable older people and will keep this issue under review. We have also reviewed fire safety strategies at all our blocks and are satisfied with these. We continue our policy of extensive annual reviews and of daily fire hazard checks in all high-rise blocks; where possible, these have been increased to twice daily in the short-term to allay residents' current concerns. For additional reassurance, we have proactively decided to test some of the cladding used in our blocks (none of which is the Aluminium Composite Material (ACM) type involved in Grenfell Tower).

In terms of the private sector, a joint task group has been established between the council and the fire service with senior experts from all relevant disciplines. The group is completing an inventory of all buildings in the city that are potentially in scope for government's cladding testing programme and writing to the owners of all these buildings, urging them to check the cladding and to take up the government-sponsored free testing. The letter will strongly recommend all building owners carry out an urgent review of their fire risk assessments. The response from the private sector has been positive, with many owners already proactively testing cladding and reviewing fire safety. We are carrying out checks on multi-storey school buildings and, where there are PFI contracts involving regular review of fire strategies, we are ensuring these are robustly delivered. As a contingency, the task group is also addressing the issue of preparation for any emergency evacuation and temporary rehousing of people, should this ever become necessary. We will make sure that West Yorkshire Fire and Rescue Services' fire safety advice and reassurance that we have communicated to our own tenants is easily available to people in private sector high-rise accommodation.

We are regularly updating our webpage, 'Fire safety in high rise buildings' (available [here](#)) with information on what we are doing to make sure that high rise buildings are safe in the event of a fire. This information is for tenants of multi-storey-council flats, tenants and users of privately owned high rise buildings and owners, landlords and managers of high rise buildings.

### ***Building Security Policy***

During 2015/16 the council's Building Security Policy and its associated arrangements (including health and safety aspects) were reviewed to ensure they are robust and up-to-date. The review covered the different types of threat level that could face the council and the controls in place to manage and mitigate against these threats: for example, access restrictions, use of CCTV and the need to 'challenge' visitors. Building safety and security audits are undertaken across council occupied workplaces by the health and safety team. Work has also been undertaken with

partners across the region to develop guidance and deliver training to schools about security and responding to an incident. This has included other local authorities, the Police, Fire Service and schools staff.

The council's Building Security Policy was developed to ensure that appropriate measures can be quickly implemented in response to changes to the national threat levels. In May 2017 following the Manchester Arena terrorist attack, the national threat level was increased from 'substantial/severe' to 'critical'. Additional building security measures were quickly put in place including bag searches at key council buildings and visitors required to produce photo identification. Although the increase to 'critical' was effectively implemented, it did identify some learning which was used to inform further revision of the policy and security arrangements which will provide an improved transition during any future increase to 'critical'.

### ***Managing Occupational Road Risk***

The council's Head of Health and Safety works closely with the Head of Fleet Services to ensure the correct policies, guidance and training are in place to protect council drivers and members of the public. It was particularly important to ensure we learned any lessons from the tragic incident in Glasgow in 2014 involving a refuse vehicle.

### ***Audits***

Health and safety audits take place across the council's service areas. These are a good indicator of compliance with the Health & Safety Management Standards (HSMS). Where audits identify compliance levels as being low or moderate, action plans are drawn up with the service areas to ensure progress.

### **What more do we need to do?**

- An initial business case for the development of an Incident Database / Electronic Health & Safety Management System was agreed in 2015/16. This will be used to monitor and report on health and safety incidents as well providing useful management information to drive future best practice. A suitable system will be procured during 2017/18.
- We will undertake regular audits focusing on the eight agreed priorities and other service-specific priorities.
- Work is underway to standardise, simplify and share the current Health & Safety Performance Standards to make them more 'user-friendly' for council staff. These will all be re-named Health and Safety Policies and a template has been agreed with the Trade Unions.
- Building Safety and Security audits will continue to take place, especially concentrating on public-facing buildings.
- Violence and aggression – council staff can face abuse from a wide variety of sources, whether this is service-users with challenging behaviour in schools, social care or passenger transport or from unhappy members of the public whilst staff are carrying out their duties. In addition to verbal and physical threats, abuse is now increasingly taking place via social media and emails. Elected members can also receive abuse as they go about their work in constituencies. This topic remains a high priority and we will continue to deliver training, increase skills and awareness and consider how service/office design can help to defuse situations.
- Inclusion and Diversity – health and safety will continue to support other colleagues to help ensure buildings are as accessible for all staff and service users as possible. In addition we will help services with job design and reasonable adjustments to ensure every employee can be their best at work.
- Mental wellbeing – key actions have been agreed to help promote our role as a Mindful Employer and improve mental wellbeing at work and across the city. Actions include: the development of a new Mental

Wellbeing Policy and guidance, mandatory blended awareness training for all staff, supporting the staff network – the Healthy Minds Group, awareness campaigns and targeting specific groups e.g. men.

- Health surveillance – the health surveillance programme will be reviewed for all relevant employees, following the appointment of an Occupational Health Technician, who will work closely with Health and Safety and services. This will include regular checks in relation to hearing, skin, lung function, asbestos and hand-arm vibration.
- Changing the Workplace – helping to create a modern, more flexible working environment, as this programme continues and evolves, we will ensure that health, safety, wellbeing, inclusion and diversity are considered in the design and execution of new ways of working.

### Further information

A copy of the council's Health and Safety Policy can be accessed by staff and members on the council's Intranet Site under the 'Policies and procedures' section. Other Performance Standards and Guidance can be accessed through the Health, Safety and Wellbeing Toolkit on the council's Intranet Site.

Members of the public can obtain a copy by contacting Chris Ingham (Head of Health and Safety) at [chris.ingham@leeds.gov.uk](mailto:chris.ingham@leeds.gov.uk) or by calling (0113) 3789304.

General information on health and safety can be found on the Health and Safety Executive website [www.hse.gov.uk](http://www.hse.gov.uk)

As noted above, we are regularly updating our webpage 'Fire safety in high rise buildings' (available [here](#))



## City Resilience Corporate Risk Assurance

### Overview

All local authorities, along with the emergency services, have a legal duty to assess the risk of, and plan for, emergencies. This includes warning and informing the public in relation to emergencies. The council works with partner organisations through groups such as the West Yorkshire Local Resilience Forum and the Leeds Resilience Group to plan, manage and respond to emergencies that could significantly disrupt the city and impact upon communities and individuals. Recent incidents in Leeds include a tent city homeless protest, mass motorcycle ride-out and several suspect packages while the council and partners must also respond to incidents elsewhere that may directly impact upon Leeds' residents, raise the threat level or contain lessons to be learned (for example, recent terrorist attacks in London and Manchester and the Grenfell Tower fire). Effective management of this risk contributes to the delivery of all the Best Council Plan outcomes, particularly for everyone in Leeds to be safe and feel safe, earn enough to support themselves and their families and move around a well-planned city easily; also to the council's aim to continue to be an efficient and enterprising organisation.

Corporate risk: City resilience				
Risk description	Risk of significant disruption in Leeds			
<b>Accountability</b> (Risk owners)	<i>Officer</i>	Director of Resources & Housing		
	<i>Member</i>	Councillor J Lewis, Deputy Leader and Executive Member for Resources & Strategy		
<b>Evaluation</b>		<i>Probability</i>	<i>Impact</i>	<i>Overall rating</i>
	<i>Current</i>	3 (possible)	5 (highly significant)	Very high (red)
	<i>Target</i>	2 (unlikely)	4 (major)	High (amber)

### Introduction

Under the Civil Contingencies Act (2004) the council has both a statutory duty and a community leadership role to ensure that the city collectively does all it can to enhance its resilience and manage its vulnerabilities. This involves partnership working undertaken at a West Yorkshire and Leeds level to identify, assess, prevent, prepare, respond to and recover from emergencies and disruptions captured within this corporate risk.

The West Yorkshire Local Resilience Forum (WY<sup>L</sup>RF) is the council's key partner organisation for city resilience. The aim of the WY<sup>L</sup>RF is to co-ordinate the actions and arrangements between responding services in the area to provide the most effective and efficient response to civil emergencies when they occur.

Other significant partners include:

- Leeds Counter Terrorist Strategy (CONTEST) Group
- Leeds Resilience Group
- Leeds City Council groups (including Directorate Resilience Groups)
- West Yorkshire Local Resilience Forum Sub-Groups

### What are the risks?

The risk of significant disruption in Leeds is a combination of two factors: the causative event and the way in which Leeds as a city responds to this event. Disruptive events include civil unrest, adverse weather and problems with keeping transport networks operational. Examples in Leeds over the last 12 months include: disruption caused by

suspicious packages requiring action by Explosive Ordnance Disposal (EOD); deliberate flooding at council high rise flats; fractured water mains in the city centre causing significant disruption to key road infrastructure; major road traffic accidents; major fires and homeless protests in the city centre. Disruption can also be caused by planned events, for example major sporting events such as the Tour de Yorkshire, Half Marathon and the World Triathlon Series and major music events such as Leeds Festival all having an impact on the road network. Disruption can be inconvenient and frustrating to the city and can contribute towards community and business outrage or anxiety.

The assurance focuses on the adequacy of the council's arrangements to deal with the impact of the risk and also on playing an effective contribution in the overall city response to a disruptive event.

As a result of recent terrorist attacks both in the UK and abroad, there may be implications for the city resilience risk. Protecting those who live and work in the city and those who visit for business or leisure is paramount for the success of the city. As Leeds increasingly attracts major events, both sporting and cultural, the city and its crowded places becomes a potential target for terrorists and other extremist activities. The council and partner organisations are working closely together to make the city safe for all; both in planning for such events as well as developing a multi-agency response to incidents should they occur.

The Police have contingency plans, known as Operation Temperer, which involves the deployment of troops to support police officers in key locations following a major terrorist attack. This operation was put into effect for the first time on 23rd May 2017 following the Manchester Arena incident, however, the operation was focused on Manchester and London rather than Leeds.

## Risk management

### How the council is managing the risks

Management of this risk seeks to ensure a secure and resilient Leeds, protecting our people, economy, environment, infrastructure, territory and way of life from all major risks that could affect us directly.

The recent terrorist incident at the Manchester Arena brought the terrorist threat much closer to West Yorkshire with fatalities, casualties and a number of witnesses coming from Leeds. In response to the incident, a Leeds City Council Incident Group was quickly established, chaired by the Director of Communities & Environment. It focussed on a range of areas including: greater readiness to deal with the move to critical and the subsequent implementation of additional security arrangements when the threat level was raised; messages of awareness and reassurance to staff and businesses; and a review of all upcoming events in the area to re-assess risk. The National 14 Day Plan informed the work of the group in responding to the public reaction experienced in Leeds. There was extensive activity in communities, particularly in relation to social media. The Prevent partnership undertook significant work to understand the impact of the incident regarding both reactive and proactive workload. There was council gold attendance at Multi-agency Strategic Coordination Group Meetings which reviewed gold strategy and the stance of West Yorkshire in relation to the Manchester incident. Any learning from this will inform the council's preparedness to respond should a terrorist incident occur in Leeds.

During the recent period of increased threat level, where attendance at events in Leeds was estimated to be over 3,000, the events were classed as a 'crowded place' and were subject to a risk assessment by the Police and Counter Terrorism Unit with support from the council. Over 70 events were risk assessed during this period.

### West Yorkshire level

The council manages its contribution to the city resilience risks taking into account both national and regional considerations. Risk management at a West Yorkshire level is informed by the National Risk Assessment and

National Resilience Planning Assumptions: the former assesses the major threats and hazards the UK could face; the latter distils the main consequences of the risks and provides guidance to inform the activities of emergency planners such as the council. The National Risk Assessment 2016 has been published and is being used to inform a review of the West Yorkshire Community Risk Register.

The West Yorkshire Community Risk Register is key to identifying resilience risks that may impact on the city. This register forms the basis of multi-agency emergency planning and is used by the WYLRP and its partner organisations to review the risks to ensure that they are being appropriately managed. Identified and assessed risks are channelled into work programmes undertaken by the WYLRP and its partner agencies (including the council) to determine the most effective means of managing the risk. The risk register is used to inform this corporate risk on City Resilience.

### ***Planned events***

For planned events in Leeds (local galas, sporting or music events), arrangements to mitigate any issues are considered through the Safety Advisory Group. This more formal approach to event safety that has been developed facilitates a multi-agency and partner organisation assessment of event management plans and associated arrangements offering advice to event organisers to support them in delivering a safe and successful event. The Safety Advisory Group has been meeting on a regular basis for over 12 months and fully supports the Best Council Plan breakthrough project 'world class events and a vibrant city centre that all can benefit from'.

If the risks cannot be mitigated through prevention, the focus shifts to development of more formal response arrangements. Such arrangements include development of documented response plans and procedures, securing response-based equipment, provision of training and exercising and advance notification of events to partners, businesses and the public to inform local business continuity planning.

### ***Directorate Resilience Groups***

Within the council, each directorate has a Directorate Resilience Group which meets regularly. The overall aim of each group is to raise awareness of emergency and business continuity planning across the directorate and to further their ownership of and contribution to the council's emergency response. The Directorate Resilience Groups undertake the following activities:

- Reviewing risks and progressing new areas of emergency planning work, particularly in the areas and communities that are relevant to the respective directorate.
- Contributing to testing and exercising using scenarios that relate to the directorate.
- Bi-annual reporting of progress and issues with their respective directors who have accountability for emergency planning.

### ***Leeds Alert***

The council uses Leeds Alert, a warning and informing system to which businesses and organisations can register. The system, launched in 2012, has over 1,200 registrations. Messages are issued via SMS text and/or e-mail and provide advance warning of planned events and emergency incidents in the Leeds area which have the potential to cause disruption. The Leeds Alert Twitter account @leedsemergency has over 6,400 followers and is used to communicate more public facing warning and informing messages.

### What more do we need to do?

Work is continuing to strengthen our joint, multi-agency working arrangements with responder organisations in the city. This is being driven by the Joint Emergency Services Interoperability Principles (JESIP) which has been expanded to all Category 1<sup>1</sup> responders (which includes local authorities). There are regular training and exercising opportunities to support a greater understanding of each agencies capability and to develop a multi-agency response. The West Yorkshire Local Resilience Forum is leading on facilitating such joined-up working and it remains important that any opportunities continue to be exploited.

Evidence of the council's commitment to joint working continues to be evidenced via the council's attendance at and contribution to West Yorkshire Local Resilience Forum groups and sub-groups. Attendance at and input into meetings ensures that the council continues to play a constructive and shaping role in the West Yorkshire Local Resilience Forum.

The lessons to be learned from recent incidents and exercises continue to inform development of both the council's planning and response capabilities and that of partner organisations. Ongoing developments to enhance city resilience include:

- Review and revision of the council's Emergencies Handbook. This is now identified as the Leeds City Council Emergency Management Plan and contains a suite of templates including roles and responsibilities, action cards, checklists and example agendas for each tier of command. The plan includes a greater focus on a multi-agency response. The review was informed using the lessons to be learned from December 2015's Storm Eva.
- Piloting access to the Emergency Management Plan via mobile devices. A small pilot to test the technical solution has been successfully completed – a wider pilot is to be arranged.
- Development of Resilience Direct is making good progress and is the government preferred system for sharing information between responder organisations. This will support a multi-agency response through use of a common set of report templates and access to files and mapping created by other responders.
- Reviewing the impact of the Contact Centre reducing its out of hours cover and the arrangements required to ensure that out of hours on-call arrangements remain adequate and sustainable to be able to continue to respond to major and other incidents.
- Further development of the Safety Advisory Group Web pages containing good practice guidance for event organisers.
- Development of the Leeds Outbreak Plan for infectious disease outbreaks is currently in early draft awaiting the publication of national guidance to inform final development.
- Delivery of counter terrorism 'Stay Safe' briefings to organisations and business partners in Leeds continues.
- Improving the environment in the city centre is progressing with the City Centre Vehicle Access Scheme Phase 1 aiming to be delivered by Christmas 2017 subject to funding and final design. This will enforce existing vehicular access regulations improving the environment and safety for the public in the main commercial areas of the city.
- A generator is being procured for the Emergency Control Centre located beneath the Town Hall. This is being driven by the lessons learned from Storm Eva when a power outage added extra challenge to the council's response to the flooding. The generator will also provide additional resilience when the Emergency Control Centre is used as a control centre for major events in Leeds such as the World Triathlon Series.

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<sup>1</sup> The Civil Contingencies Act (2004) divides local **responders** into 2 **categories**, imposing a different set of duties on each. Those in **Category 1** are organisations at the core of the response to most emergencies: the emergency services, NHS bodies and local authorities.

The lessons to be learned identified from recent incidents and planned events show that developing greater city resilience is a continuous process informed through experience of dealing with incidents and events in conjunction with partner organisations. For example recent events such as the motorcycle 'ride-out' and 'tent-city' protests both creating disruption to varying degrees in the city have provided partner agencies with the learning to be better prepared to deal with similar events in the future. It is important that these lessons continue to be learned and actions plans developed as needed so that citizens and businesses in Leeds can be assured of an effective council and partner response in the event of a significant incident occurring.

### Further information

Please click [here](#) to view the range of city resilience information for businesses and the public available on the council's website.

The West Yorkshire Police website contains details of the [West Yorkshire Resilience Forum](#) and also the [West Yorkshire Community Risk Register](#)

## Council Resilience Corporate Risk Assurance

### Overview

Leeds City Council has a legal responsibility under the Civil Contingencies Act 2004 to have arrangements in place to maintain critical services in the event of an emergency, particularly those functions that are important to the health, welfare and security of the community. The council does this through an organisational-wide Business Continuity Programme. Given the cross-cutting nature of this risk and its potential impact on every council service, managing this risk supports the delivery of all our Best Council Plan outcomes and priorities.

Corporate risk: Council resilience				
Risk description	Risk of significant disruption to council services			
Accountability (Risk owners)	Officer	Director of Resources & Housing		
	Member	Councillor J Lewis, Deputy Leader and Executive Member for Resources & Strategy		
Evaluation		Probability	Impact	Overall rating
	Current	3 (possible)	5 (highly significant)	Very high (red)
	Target	2 (unlikely)	4 (major)	High (amber)

The Civil Contingencies Act 2004 made it a statutory duty for all councils to have in place arrangements to be able to:

- Continue to deliver critical aspects of their day-to-day functions in the event of an emergency if the impact on the community is to be kept to a minimum;
- Continue to perform ordinary functions that are important to the human welfare and security of the community and its environment; and
- Assess the resilience of organisations that the council relies on, or delivers services through.

To help the council achieve and maintain compliance with the Civil Contingencies Act 2004 and its statutory duties, a centrally managed Business Continuity Management (BCM) Programme was established. The programme co-ordinated development of plans for the response and recovery of council services in relation to disruptive events and was aligned to the good practice guidance contained within ISO 22301 'Business Continuity Management System Requirements'. The Business Continuity Programme was successfully delivered in September 2015. The programme was fully supported by the council's Corporate Leadership Team and reported through the Corporate Governance & Audit Committee. Since completion of the programme, business continuity (including the annual review process) is centrally co-ordinated by the Resilience & Emergencies Team.

### What are the risks?

The corporate risk relates to significant disruption to council services and failure to effectively manage emergency incidents. The risks or threats to council services come from a wide range of sources including severe weather, industrial action, pandemic outbreak, flooding, fire, utility failure, ICT outage and supply chain failure. However, regardless of the source, the impact will generally be on the council's people, premises, ICT and suppliers and providers of goods and services. By focussing on the impact, the consequences of the disruption on critical services can be assessed and business continuity plans developed to document what needs to be done to protect the service should a disruptive or emergency incident occur.

### Risk management

#### How the council is managing the risks

The corporate risk focuses on the following 4 key areas:

1. The first relates to business continuity and the risk that our arrangements for council resilience prove inadequate.
2. The second specifically relates to industrial action because of its potential to cause wide-spread disruption to council services and the city.
3. The third specifically relates to ICT due to the high dependency of all council services on the ICT infrastructure.
4. The fourth relates to the risk that emergency/contingency planning arrangements across the authority are inadequate.

Underpinning the four risk areas is senior management level support and directorate engagement. The Corporate Governance & Audit Committee and the Corporate Leadership Team provide support from the top by promoting and progressing emergency and business continuity planning across the council. Specific arrangements to manage each of the four risk areas are set out below.

#### **1. Business Continuity Management (BCM)**

Business continuity management covers arrangements to maintain or recover council services to 'business as usual' following a disruptive event. Council services requiring Business Continuity Plans are those assessed as being most critical and are identified through completion of a Business Impact Analysis. There are currently 78 services identified as most critical.

Business Continuity Plans are subject to an annual management review which ensures that the content remains up to date. Development of Business Continuity Plans is also informed by the experiences and lessons to be learned from incidents and exercises. Directorate Resilience Groups oversee and contribute to the implementation of business continuity and emergency planning arrangements and have an important role to play in ensuring that Business Continuity Plans are maintained and exercised.

Exercising is key to testing business continuity and emergency plans. Business Continuity Plans are exercised locally (responsibility of local management) to test whether the desired result can be achieved when the plan is put into effect.

Exercises can be completed on individual service plans, or covering several service plans simultaneously through scenario-based exercising. This provides the opportunity for managers to consider how the council's critical services might respond as well as checking that services can be maintained during an incident. An example of an individual service area exercise during 2016 was to test the Assisted Living Leeds Business Continuity Plan which had been completely reviewed and revised post Storm Eva. Exercises covering several services are co-ordinated by the Directorate Resilience Groups (DRGs).

Opportunities also exist for council services to test local plans and arrangements by participation in multi-agency 'themed' testing. Multi-agency exercises are arranged through the West Yorkshire Local Resilience Forum, or by individual partner agencies. Multi-agency exercises during 2016 include Exercise Tempus (a scenario relating to a wide area response to flood alerts and warnings), Exercise Leyland (a CBRN <sup>1</sup>mass casualties scenario) and Exercise Linus (a chemical contamination scenario all of which had representation from the council) playing into the exercise. There are further exercises scheduled throughout 2017.

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<sup>1</sup> Chemical, biological, radiological and nuclear

Some council services have a key dependency on external suppliers or commissioned service providers to deliver front line services. It is important to obtain assurance that the commissioned service providers are sufficiently resilient. Adult Social Care services complete this through assessment of commissioned provider business continuity plans. Other service areas obtain assurance in line with the council's procurement contract terms and conditions.

Under the requirements of the Civil Contingencies Act 2004, local authorities are required to provide BCM advice and guidance to business and voluntary organisations. This is achieved by the council's hosting of the Leeds Alert/Business Continuity Network Events. The events, held twice a year, invite representatives from businesses and organisations in the Leeds area registered with Leeds Alert to attend and hear presentations from a range of guest speakers. Recent events have had a focus on cyber security but have also included a range of diverse presentations including stress in the workplace and environmental resilience (waste/recycling).

### **2. Industrial Action**

The council's HR service manages a documented procedure for council-wide multi-discipline response to industrial action. The procedure provides a joined-up approach for all council services involved in managing the impact of industrial action and has been developed using documentation and learning captured from previous industrial action events.

Where industrial action is planned by external organisations, the impact on the council's services and functions is assessed and the council's most critical services are notified, advising them to plan for any disruption that might occur - a recent example is the Northern Rail train conductors' strike which would have impacted on some council staff travel arrangements to and from their place of work.

Senior management teams are also updated to ensure all potential implications are considered and to cascade communication to staff making them aware of the situation. Manager guidance is issued to ensure that a consistent approach is taken.

### **3. Digital & Information Service (formerly ICT Services)**

The service has a suite of business continuity plans which as a minimum address:

- Invocation of the required response/recovery and deployment of resource;
- Accessing back-up data;
- Restoration of data, information services, communications and support; and
- Recovery of the council's ICT infrastructure, for example in the event of a major cyber-attack (the recent 'global' cyber-attack affecting mainly health services in the UK in May 2017 did not have any impact on the council's systems).

Collaboration is encouraged between council services developing business continuity arrangements and the Digital & Information Service to ensure that recovery timescales meet the needs of the service. When developing Business Continuity Plans, council services are always advised to consider how they would maintain a service without access to any ICT over a prolonged period.

The Digital & Information Service maintains a schedule for regular testing of key council applications and systems. The schedule is managed via a calendar of testing and includes the outcomes of the test completed.

The Digital & Information Service has appointed a Cyber Assurance & Compliance Manager. A new corporate risk 'Major Cyber Incident' has recently been approved by CLT and will be discussed with DRGs to reinforce the need to develop robust arrangements for loss of ICT in Business Continuity Plans. (More information on the management of cyber risk is further below in this report.)



#### **4. Inadequate Emergency/Contingency Planning Arrangements**

The council has a strong commitment to developing and implementing emergency and business continuity planning arrangements. This council commitment is demonstrated in the following ways:

- A corporately agreed Emergencies and Business Continuity Policy and accountability structure;
- A ready supply of response-based equipment and ability to use council assets to respond to an incident;
- Strong governance arrangements across all identified capabilities;
- Work programmes at national, sub-regional, local and internal level;
- A range of emergency and business continuity plans maintained and validated through annual review and/or exercising; and
- Mechanisms in place to meet statutory duties and demonstrate compliance.

#### **What more do we need to do?**

Work is continuing to strengthen council resilience, whether emergency planning, or business continuity. Key to strengthening council resilience is the work of the Directorate Resilience Groups who know and understand the directorates' response capabilities and how best to deploy resources in the event of an emergency or major disruption.

Lessons to be learned from recent incidents and exercises continue to inform development of council preparedness and resilience whilst sharing of experiences and knowledge through working closely with partner organisations provides important learning. Ongoing developments to enhance council resilience include:

- Directorate Resilience Groups continuing to improve their role in developing, maintaining and taking ownership of council resilience and business continuity arrangements. This includes the development of their own work plans and the implementation of lessons to be learned from incidents and exercises.
- Directorate Resilience Groups continuing to identify new threats and risks and to prepare and plan directorate capabilities to be able to respond in the event that such threats and risks are realised.
- The council continuing to develop and participate in exercises (both council and multi-agency) to support learning. Exercises provide a safe opportunity to develop competencies and awareness and identify areas for improvement.
- Continuing to roll out alternative fuel/electric powered vehicles into the council's fleet, providing new contingencies in the event of a disruption to fuel supplies. Alternative fuel/electric vehicles can be deployed to maintain critical services in the event of a fuel shortage.
- Continuing to deliver counter terrorism 'Stay Safe' briefings, helping to keep staff alert, aware of and how to report suspicious activity as well as being able to react in the event of a terrorist attack. Development of 'Stay Safe' pages on InSite, the council's Intranet site, is to be progressed.

#### **Further information**

The Business Continuity Management Toolkit developed for use by council services can be accessed by staff on the Intranet site: Toolkits – Managing a service.

The Business Continuity Institute's website provides further details and can be accessed [here](#)

## Financial Management Corporate Risk Assurance

### Overview

The ongoing challenge of reshaping and delivering council services within significantly reduced funding levels remains a significant risk in both the short- and medium-term and so we have two corporate risks on this: one that considers the in-year risk, and another around the medium term-budget. A key priority for the authority is to deliver our financial strategy, without which, delivery of all the Best Council Plan outcomes and priorities could be threatened.

From 2013/14 the government has made major significant changes to the funding arrangements for local authorities, moving from a needs-based system that recognised demands and resources to a primarily incentive-based system where funding has become increasingly dependent upon the capacity to achieve housing and business rates growth. At the same time, the national council tax benefit scheme has been replaced by a system which gives greater local discretion but for which funding from government has been reduced.

Corporate risks: financial management				
Accountability (Risk owners)	Officer	Director of Resources and Housing		
	Member	Councillor J Lewis, Deputy Leader and Executive Member for Resources and Strategy		
Corporate risk: in-year budget				
Risk description	Council’s financial position goes into significant deficit in the current year resulting in reserves (actual or projected) being less than the minimum specified by the council’s risk-based reserves policy			
Evaluation		Probability	Impact	Overall rating
	Current	3 (possible)	2 (minor)	Medium (yellow)
	Target	1 (rare)	2 (minor)	Low (green)
Corporate risk: Medium-term budget				
Risk description	Failure to address medium term financial pressures in a sustainable way			
Evaluation		Probability	Impact	Overall rating
	Current	2 (unlikely)	3 (moderate)	Medium (yellow)
	Target	2 (unlikely)	3 (moderate)	Medium (yellow)

### Introduction

The 2017/18 financial year is the second year covered by the 2015 Spending Review and again presents significant financial challenges to the council. The council to date has managed to achieve considerable savings since 2010 but the budget for 2017/18 requires the council to deliver a further £82m of savings.

The council continues to make every effort possible to protect the front line delivery of services, and whilst we have been able to successfully respond to the financial challenge so far, it is clear that the position is becoming more difficult to manage and it will be increasingly difficult over the coming years to maintain current levels of service provision without significant changes in the way the council operates.

The report to Council in February 2016 'Best Council Plan 2016/17 proposals' - explains how this will be done: that, while continuing its programme of efficiencies, the council needs to work differently, to keep evolving and innovating in terms of what it does and how it does it, exploring different service models and greater integration with other organisations and skilling up staff to grow their commercial and business acumen.

Although councils have a legal duty to set a balanced budget (taking account of any use of reserves; they cannot budget for a deficit position), there are clearly strong organisational reasons for ensuring that we have in place sound arrangements for financial planning and management. The budget, as well as a means of controlling spending within the available resources, is also a financial expression of the council's policies and priorities. Whilst this can simply be seen as an annual exercise, there is a recognition that this needs to be set within a context of a medium-term financial strategy. This is all the more critical given the financial challenges that we are facing.

### What are the risks?

Failure to adequately plan, both longer term and annually and to manage the budget in-year carries a number of specific risks:

- Not able to set a legal budget by the due date;
- That the budget does not reflect council priorities and objectives;
- That the budget does not adequately resource pressures and increases in demand;
- That the budget includes savings which are not deliverable;
- That unplanned or reactive measures would be needed in-year to deliver savings;
- That the council falls into negative reserves or that reserves are used impacting upon the medium-term financial strategy;
- That the Section 151 officer<sup>1</sup> exercises statutory powers and restricts or stops all spending;
- Should the audit of the council's Statement of Accounts contain damaging comments, this could potentially result in increased audit and government inspections;
- That there may be an adverse impact on staff morale if working in a challenging budget climate; and
- That the council's reputation may be damaged.

As a result of the UK's 2016 EU referendum, the country faces a period of political, fiscal and economic uncertainty. There are likely to be implications for the national and local economy with consequent impact on the council's financial risks. Whilst it is too early to assess potentially wide-ranging implications, the following risks<sup>2</sup> need to be considered:

- The potential for increased cuts in core government funding alongside possible increase in demand for council services.
- Rising inflation could lead to increased costs.
- Uncertainties around the cost of financing the council's debt.
- Economic uncertainty impact on business rates and housing growth, with knock-ons to council tax, new homes bonus and business rate income.
- The general uncertainty affecting the financial markets could lead to another recession.
- An uncertain economic outlook potentially impacting on levels of trade and investment.

<sup>1</sup> The Local Government Act 1972 (Section 151) requires that an employee of the council is recognised as the responsible financial officer. In Leeds City Council that officer is the Chief Officer Financial Services.

<sup>2</sup> Please also refer to the Brexit update report for consideration by Executive Board 17<sup>th</sup> July 2017.

- Interest rate volatility impacting on the council's debt costs.

The ongoing management of the council's financial risks will need to take these – and possible impacts on partner organisations' funding - into account. Our service and financial strategies will be continually kept under review to keep track of developments with these risks.

## Risk management

### How the council is managing the risks

The duties of the council's Section 151 officer are crucial in how we manage these risks. These duties include:

- To report to Council on the robustness of the estimates and the adequacy of financial reserves;
- Certifying that the accounts are a true and fair view of the council's financial position; and
- Ensuring that the council's financial systems accurately record the financial transactions; enable the prevention and detection of inaccuracies and fraud and ensure risk is appropriately managed.

Financial management within the council, both corporately and within directorates, is delivered by colleagues who are professionally and managerially responsible to the Chief Officer Financial Services (the Section 151 Officer).

Financial risks are managed through key duties including strategic financial planning, budget preparation and setting, in-year budget monitoring, closure of accounts and audit inspections. A summary of each is provided below.

#### **1. Strategic Financial Planning**

As part of the 2016/17 financial settlement, government set out an offer of a four-year funding settlement for the period 2016/17 to 2019/20 to any council that wished to take it up. Government states that as part of the move to a more self-sufficient local government, these multi-year settlements can provide the funding certainty and stability to enable more proactive planning of service delivery and to support strategic collaboration with local partners; local authorities should also use their multi-year settlements to strengthen financial management and efficiency. Government is making a commitment to provide central funding allocations for each year of the Spending Review period, should councils choose to accept the offer and on the proviso that councils have published an efficiency plan. In September 2016 a report recommending acceptance of the Government's offer of a four year settlement was agreed at Executive Board.

This, in turn, not only informed the 2017/18 budget that was agreed at full Council in February 2017 but it will also be in the determination of the Medium-Term Financial Strategy 2018/19 – 2020/21 (reported to Executive Board July 2017).

#### **2. Budget Preparation and Setting**

The process of compiling the revenue (day-to-day) budget starts soon after the budget-setting of the previous year and runs through to the approval of the budget by Council. There are numerous tasks, checks and approvals involved in setting the budget and these include:

- Review of budget proposals by finance staff, CLT (Corporate Leadership Team – the council's senior management team) and Executive Board (the principal decision-making body of the council).
- Agreement of initial budget proposals by Executive Board and submission to Scrutiny.
- With limited resources, it is inevitable that elements of the budget will depend upon actions which have yet to happen, or upon assumptions that in reality may vary from those assumed at budget setting. As such, an

important element of the budget process is an assessment of the adequacy of general reserves which takes into account an assessment of the risks related to the budget estimates.

In terms of the capital (spending on assets) budget a five-year programme is prepared. The programme is constrained by the same funding reductions as the revenue (day-to-day spending) programme as ultimately where capital schemes are funded from borrowing, this needs to be repaid from revenue. The level and type of borrowing is determined before the start of the year and a limit set in accordance with CIPFA's (Chartered Institute of Public Finance & Accountancy) Prudential Code. Any in-year revisions need to be approved by Council.

### **3. In-Year Budget Monitoring**

Revenue budget monitoring is a continuous process which operates at all levels throughout the council. Although directors are ultimately responsible for the delivery of their directorate budget, operationally these responsibilities are devolved to budget holders across the various services. A new Budget Accountability Framework was launched in May 2015 that brings together budget information into a central source, with clear articulation of roles and responsibilities.

Financial monitoring, facilitated by the council's Financial Management System (FMS), is undertaken on a risk-based approach where financial management resources are prioritised to support those areas of the budget that are judged to be at risk. Financial monitoring operates on a hierarchical basis, whereby the monthly projections are aggregated upwards to be reviewed by Chief Officers and Directors. The projections for the strategic accounts and for each directorate are submitted to the Chief Officer Financial Services and the Corporate Leadership Team and are reviewed and challenged by the corporate Finance Performance Group. The projections are then reported monthly to the Executive Board and quarterly to relevant Scrutiny Boards.

The Capital Programme is closely monitored and quarterly updates are presented to Executive Board. In order to ensure that schemes meet council priorities and are value for money the following processes are in place:

- New schemes will only take place following approval of a full business case and identification of required resources;
- Promotion of best practice in capital planning and estimates to ensure that they are realistic;
- The use of unsupported borrowing is based on individual business cases and the source of revenue resources to meet the borrowing costs is clearly set out.

One of the main risks in developing and managing the capital programme is that there are insufficient resources available to fund the programme. A number of measures are in place to ensure that this risk can be managed effectively:

- Monthly updates of capital receipt forecasts are prepared, using a risk-based approach, by the Director of City Development;
- Monthly monitoring of overall capital expenditure and resources forecasts alongside actual contractual commitments;
- Quarterly monitoring of the council's VAT partial exemption position to ensure that full eligibility to VAT reclaimed can be maintained;
- Provision of a contingency within the capital programme to deal with unforeseen circumstances.

Budget risks are reviewed each month, with key risks included within the Financial Health Monitoring reports to Executive Board and overarching strategic risks included in the corporate risk register.

### **4. Closure of Accounts**

Getting our accounts produced on time and without audit qualification is important to ensure that we can properly account for the resources we have used during the year and that we understand the council's financial standing. The Chief Officer Financial Services is responsible for the closedown process, reviewing both the accounts themselves and the processes used to compile them, before certifying signing them as a true and fair view. Alongside the budget monitoring process, significant accounting decisions are referred to the external auditors (currently KPMG) for review by their technical accounting team to ensure compliance with applicable accounting standards.

### **5. Audit and Inspection**

The council's external auditors provide members with independent assurance that, in their opinion, the accounts reflect a true and fair view of the council's financial position, that they comply with proper accounting practice and that the council has put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources. Internal audit also undertakes a number of reviews of our financial planning and monitoring arrangements.

At their meeting of the 24th June 2016, the council's Corporate Governance and Audit Committee (CGAC) received the Internal Audit Annual Report and Opinion for 2016/17 which is of relevance to the financial risks. The report provided an overall conclusion that, on the basis of the audit work undertaken during the 2016/17 financial year the internal control environment (including the key financial systems, risk and governance) is well established and operating effectively in practice. There are no outstanding significant issues arising from the work undertaken by internal audit.

### **What more do we need to do?**

The scale of the financial challenge for 2018/19 and 2019/20 were detailed in the Medium Term Financial Strategy that was received at Executive Board in September 2016. This strategy is currently being refreshed to encompass the financial year 2020/21 which is significant not only because this is the first year after the Government's four year settlement but it could also be the first year in which the Council retains 100% of all business rates collected.

The updated Medium Term Financial Strategy will be considered by the Executive Board in July 2017. Key risks that will have to be taken account of include economic uncertainty, demography and demand, business rate receipts, interest rate volatility and the ability to generate capital receipts.

Details are still emerging about how and when the implementation of 100% business rate retention will be implemented and the General Election called for June 2017 could delay this process.

The current and future financial climate represents a significant risk to the council's priorities and ambitions, and whilst we have been able to successfully respond to the challenge to date, it is recognised that we do need to continue to develop our approach to medium-term financial planning beyond just identifying likely budget gaps to encompass a greater recognition of priorities and areas for disinvestment. This work is already underway through our medium-term financial planning, but given the scale of the challenge, it is clear that it will need to be subject to regular review as to progress, and to ensure that it remains dynamic whilst aligned to our Best Council Plan priorities.

### **Further information**

Additional information is available on the council's website through the following pages:

- [Our financial plans](#)
- [Our financial performance](#)

## Information Safeguarding Corporate Risk Assurance

### Overview

Information is an asset like any other; we need it to do business and without it, business would stop. We need to manage information just as we do our other assets: our people, buildings and relationships with partners, which means that we can effectively manage the risks to our information assets whilst also maximising opportunity and value from them. Getting things right with information produces better quality information and delivers it to the right people at the right time. This allows service quality to be maintained or improved and assists in the identification of opportunities. However, the most significant risk associated with a failure in information safeguarding is death or serious harm that could have been prevented if data and information had been properly managed and disclosed.

All our services depend upon effective management of data and information and so, as with the wider risk on Council Resilience and other cross-cutting risks, managing the risks relating to information safeguarding supports the delivery of all our Best Council Plan outcomes and priorities.

Corporate risk: Information safeguarding				
<b>Risk description</b>	Risk of harm to people, partners or the council from wrongful disclosure, theft or damage to information held.			
<b>Accountability</b> (Risk owners)	<i>Officer</i>	Director of Resources and Housing		
	<i>Member</i>	Councillor J Lewis, Deputy Leader and Executive Member for Resources and Strategy		
<b>Evaluation</b>		<i>Probability</i>	<i>Impact</i>	<i>Overall rating</i>
	<i>Current</i>	3 (possible)	3 (moderate)	High (amber)
	<i>Target</i>	2 (unlikely)	2 (minor)	Low (green)

### Introduction

The main characteristics of information held by the council are summarised below:

- Personal information relating to individuals – name, address, phone number etc.
- Personal sensitive information relating to individuals – racial or ethnic origins, physical or mental health etc.
- Commercially sensitive information such as legal and financial details
- Internal information on council employees, services and operations
- External information relating to the citizens and business users of Leeds

The format of information held by the council covers both electronic and hard copy files, including social care files, legal and contractual documents, invoices, council tax and business rates records and correspondence.

### What are the risks?

Failure to manage personal information properly could ultimately cause death, harm or significant distress to individuals. Along with not managing commercially sensitive information properly, the implications for the council could include reputational damage, loss of public confidence and fines. Due to the wide ranging nature of the information safeguarding risk, it is closely linked to other corporate risks managed by the council around Council Resilience, Major ICT failure and Cyber Security.

Failing to manage its information properly can also be a root cause of non-compliance with the council's legal duties, including human rights law, confidentiality, service specific legislation (adoptions law, children's law, Council Tax law, etc.) and access to information.

### Risk management

#### How the council is managing the risks

The existing arrangements in place to manage the information safeguarding risk include:

- Policies and procedures for council staff including the Information Governance Policy
- A wide range of guidance about managing information available to council staff on the internal Intranet site
- Mandatory training for council staff on information management
- Staffing roles and responsibilities reflecting information management
- Reporting to Boards e.g. the Corporate Leadership Team, the Information Management Board and directorate management teams
- Reviews and inspections (internal and external)

The range of activities undertaken by the council to manage the information risks in 2016/17 and beyond includes:

#### ***Overall arrangements for Information Management and Governance Assurance***

The council has a newly appointed Senior Information Risk Owner (SIRO), from the 1st April 2017 when management arrangements in the council changed at the senior level: the SIRO is now the Director of Resources and Housing. The SIRO is supported by the Chief Digital and Information Officer who has delegated decision-making powers for information governance. The Chief Digital and Information Officer chairs the council's Information Management Board which ensures good standard information management practice is embedded into business processes, and information standards and policy are fit for purpose and kept up to date. Decisions made at the Information Management Board are effectively communicated across the council through the Information Management and Governance Team.

The Director of Adults and Health is the council's Caldicott Guardian. This is a strategic role responsible for protecting the confidentiality of patient and service-user information and enabling appropriate information sharing across Health and Social Care.

Over the last 12 months the provision for how information governance is managed across the council has been re-structured. The new role of Head of Information Management and Governance has been established to oversee the effective underpinning of the Council's operations in the following areas:

- Compliance and Cyber assurance<sup>3</sup>
- Information Risk Management
- Information Quality
- Information Access Law, including Request Management
- Arrangements for lawful disclosure of none public information
- Open Data

This role also directly provides line management and leadership to four Information Governance leads and Information Governance teams across the Council.

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<sup>3</sup> Please refer to the section on Cyber risk management further below in this report.



### ***Information Access and Compliance***

Information legislation provides rights for citizens to access information held by the council. The need to be able to locate and retrieve information is essential, both to enable the council to operate effectively and efficiently and to respond to information requests within the statutory timescales prescribed.

A team of Information Practitioners ensure that all requests for information to the council are processed and dealt with according to respective legislation and within statutory timescales, and handle complaints from citizens and enquiries from the Information Commissioner's Office (ICO). The ICO monitors the performance of all public authorities to ensure that they are compliant with legislation. The ICO's monitoring threshold for Freedom of Information (FOI) requests is that an organisation should be processing 85% of its requests within the statutory 20 working day time limit. The monitoring threshold for Subject Access Requests (SARs) is that an organisation should be processing 90% of its requests within the statutory 40 calendar day time limit. The council is currently meeting both of these thresholds.

The council has established a strategic working group which is in the process of conducting a personal data audit across the council to fully understand how services handle personal data and where there might be an impact. Existing resources such as the Information Asset Register and Applications Portfolio will be used to support other ongoing work streams.

### ***Reporting arrangements***

The Corporate Governance and Audit Committee receive detailed annual reports on information governance (most recently at its 7 April 2017 meeting; the report is publicly available on the council's website).

### ***What more do we need to do?***

### ***Overall arrangements for Information Management and Governance Assurance***

The General Data Protection Regulation (GDPR) will replace the current Data Protection Act 1998, and will pass directly into EU Member State law taking effect from 25th May 2018. The rules are designed to give citizens across the EU control of their personal data and to create a high, uniform level of data protection across the 28 member states, fit for the digital era. The Regulation imposes new and significantly more stringent requirements for the handling of personal data on all organisations which use personal data.

Many of the GDPR's main concepts and principles are much the same as those in the current Data Protection Act so much of the council's current approach to compliance will remain valid under the GDPR and can be the starting point to build from. However, there are new elements and requirements so there will be some significant work to deliver to ensure the council is compliant with the new Regulation. These requirements will affect all parts of the council which handle personal or personal sensitive data.

### ***Information Access and Compliance***

There is an embedded Information Security Incident Management and Reporting process across the council, which is coordinated by Information Compliance Officers. Since the ICO's audit in 2013, the council has a continued improved record and not experienced any incidents which have required involvement by the Information Commissioner. The Information Security Incident Management and Reporting procedure is currently being reviewed as one of the work streams under the GDPR Strategic Working Group's agenda, as GDPR will require changes to process; including the reporting of a breach to the ICO within 72 hours if there is a risk to an individual.

Staff awareness and training on information governance remains an important and integral part of the council's information strategy and is delivered through a series of training programmes. The Level One training is mandatory

to all staff and is provided every two years. The latest version was launched in June 2016 (92% of council staff so far have accessed it) and the next version which will be delivered in 2018, incorporating any changes under the new GDPR. An Information Governance training and awareness programme for elected members is also currently being delivered to ensure councillors understand basic information governance practice around information security and information sharing.

### ***Records Management***

Following the ICO audit in 2013 the council prepared and is delivering against a project plan to implement an Information Asset Register (IAR) and appoint Information Asset Owners (IAO's). The project plan has been approved by the council's Information Management Board, and is set out in a number of phases.

- Phase one of the plan was completed in December 2016 and has ensured that all directorates have identified their assets and nominated IAOs at a Head of Service level. This information is published on the IAR.
- Phase two will strengthen existing arrangements and will embed the role of IAO further. By consolidating all the information in relation to each asset into one single source, this will enable IAO's to ascertain any risks associated with their information assets. Throughout this phase of the project training materials will be reviewed and refreshed and delivered to all IAO's via a training programme to embed the role and ensure awareness about information risk management.

In conjunction with phase two, preparation work is underway to revise the procedure for reporting risks to information assets and notifying the SIRO about serious risks to the council.

### **Further information**

- Additional information can be found on the [Information Commissioner's Officer \(ICO\)](#) website. The ICO is the UK's independent authority set up to [uphold information rights in the public interest](#), promoting openness by public bodies and data privacy for individuals.
- The council's Information Governance Policy can be accessed [here](#).
- Council staff can also find a range of information and guidance through the Managing Information Toolkit on Insite, our Intranet site, [here](#).

## Major Cyber Incident

### Overview

The Government has identified cyber-attacks as one of the biggest threats to UK security, along with war, terrorism and natural disaster (which are covered within our City Resilience risk). The creation of a top tier of those four risks puts information and system security at the heart of Government efforts to protect the UK's interests.

The council depends heavily upon its digital infrastructure to deliver its services via the use of data and information held within it. As with the Information Safeguarding risk (of which a cyber-incident is a source), there are a number of threats that need to be identified and managed. The digital infrastructure is under constant attack from accidental and malicious sources, from both inside and outside the boundary of our network. These attacks attempt to disrupt the confidentiality, availability and integrity of our information and could also bring our systems and applications to a standstill. Failure to prepare for and manage the risk of a major cyber-incident leaves the council exposed when under attack. Should a major cyber-incident occur (such as the global ransomware attack, 'WannaCry' that started on the 12th May 2017 followed by another global attack six weeks later dubbed 'Goldeneye' or 'Petya' and then an attack on UK parliamentary e-mail accounts) it could severely impact on the council's ability to deliver its services.

Corporate risk: Major cyber incident				
Risk description	Risk to citizens, the council and the city as a result of digital crime, process failure or peoples actions			
Accountability (Risk owners)	Officer	Director of Resources and Housing		
	Member	Councillor J Lewis, Deputy Leader and Executive Member for Resources and Strategy		
Evaluation		Probability	Impact	Overall rating
	Current	4 (probable)	3 (moderate)	High (amber)
	Target	2 (unlikely)	2 (minor)	Low (green)

### Introduction

#### What are the risks?

The main risk to the council from a cyber-attack is the medium-long term unavailability of the council's electronic ICT systems required to deliver essential services. Depending upon the type of attack, the risks could range from inconvenience through loss of systems to theft of personal, health related or financial data. Specific risks and threats from a major cyber incident include:

- Theft, loss or unavailability of data.
- Deterioration of service delivery, ranging from slow internet connectivity to being unable to deliver services, or access any LCC ICT functionality.
- Inability to deliver our core services.
- Inability to access key networks such as the Public Services Network and Health and Social Care Network (N3) that are required to deliver services.
- Resource implications of corrective measures e.g. deployment of business continuity plans, high cost of staff time and the cost of significant IT upgrades in dealing with a cyber-incident. These will impact on the council's budget.

- Loss of systems will require activation of Business Continuity plans and a return to paper exercises which would increase costs and decrease agility and efficiency.
- The loss of data could result in fines from the Information Commissioner and lead to a greater level of scrutiny and regulation from the Government.
- Reputational damage, adverse publicity and the loss of stakeholder confidence in the council.

### Risk management

#### How the council is managing the risks

The risk is managed through a wide range of controls covering both the human and systems aspects of the risk. The council owned controls include staff training and awareness; technical support from the Digital & Information Service; configuration of devices; compliance with industry standards and best practice and the use of firewalls and virus detection software in the network. However, as cyber-attack threats become more sophisticated, the council faces a constant challenge to keep its controls up to date and operating as intended. The council's preparedness against this risk is documented in a number of mandated standards which are shared with our partners.

A recent example of a major cyber-incident and how the council responded to it is detailed below:

- A global cyber-attack which started on the 12<sup>th</sup> May, only serves to highlight the delicate balance in which all organisations find themselves with regards to information security. The attack, described as 'the most devastating cyber-attack on British infrastructure ever', was made possible by a flaw in the 15-year-old Windows XP operating system, still operated by many organisations. Microsoft stopped routinely updating XP in 2014, and those still using it have to pay for custom support to receive any further 'patches'. Once the Microsoft became aware of the flaw (called 'WannaCry', they were quick to release a patch. However, because many customers were still using unsupported versions of XP, WannaCry rapidly infected a large number of systems when it first emerged. Microsoft then made its patch available to all XP users but many of those who didn't update immediately were caught out. The NHS was badly affected through its N3 network which connects all NHS sites. The virus also affected thousands of other organisations across the world, from telecoms, to banking and industry.
- The security arrangements and controls in Leeds City Council are of a significantly higher level than required in the NHS and as such, the council was relatively unaffected by the attack. Over the weekend that the attack took place, it was determined that 61 servers (out of 1,500) and 515 (out of 13,500) council user devices were in need of the corrective patch and emergency action was taken immediately to rectify this.

#### What more do we need to do?

Cyber-attack threats are becoming more sophisticated; the controls in place to manage the threats can quickly become outdated and ineffective. The council faces a constant challenge to keep its controls up to date and operating as intended.

The council is working towards becoming compliant with the Public Services Network (PSN) Code of Connection, a basic standard of information security. Work being undertaken by the council to achieve compliance is focused around these main areas.

- **Vulnerability management:** Operational ICT will form a virtual team to actively seek threat information and act upon them together to ensure vulnerabilities are closed or mitigated on the council's ICT estate. Change control will be tightened to prevent unauthorised alterations to live services. Downtime will be arranged with service areas to ensure timely patching of devices.

- **Access control:** The controls that allow a person on to the council's network will be enhanced. The technical password policy will be altered to mandate the use of a lengthy password, which need never be changed to discourage writing it down, but also encourage it not to be shared across other accounts. Accounts with special abilities will be reduced. The network will become 'intelligent' only allowing our own council devices to gain access. A second factor of authentication will be implemented across all our systems.
- **Network Segregation:** Our network is currently 'flat', meaning our users can access more servers than they should be able to. Should a similar attack as WannaCry infect our network, it would be difficult to prevent it from propagating. We will separate systems from each other and from the users by creating a boundary around the data centres.
- **'VPN always on':** Council devices are currently able to log on to some insecure networks, including home-networks, meaning that browsing may not be protected by council boundary controls. We will implement 'VPN always on' to ensure connections are always protected by encryption and prevent unauthorised and accidental infection from malicious code.
- **Unsupported software:** we will continue to work across council services and with third party vendors to drive out the use of unsupported and outdated devices and software.

Once the council has obtained compliance with the PSN Code of Connection, further work will be undertaken to achieve compliance with additional standards to ensure a high level of information security can be maintained, these include:

- Cyber Essentials - a government-backed, industry supported scheme to help organisations protect themselves against common cyber-attacks.
- The UK Government's Security Policy Framework - the standards, best practice guidelines and approaches that are required to protect UK government assets.

### Further information

- The website of the National Cyber Security Centre (NCSC), helping to make the UK the safest place to live and do business online: [ncsc.gov.uk](https://www.ncsc.gov.uk)
- Useful infographics from the NCSC covering a range of cyber-topics including: Managing Information Risk, Password Guidance, 10 Steps to Cyber Security and Common Cyber Attacks: [NCSC Infographics](#)

### Annexe 1: Leeds City Council's Risk Evaluation Matrices

The tables below give guidance to risk owners on assessing risks on a scale of 1 to 5 in terms of their probability and impact, based on the current controls in place. Together, the two scores combine to give a risk rating. Additional notes to help make an assessment and the risk map used to determine the rating are provided below the tables.

Qualitative and quantitative descriptions are included to help evaluate a broad range of risks and give a level of consistency across the council's risk registers. However, there may be additional criteria that risk owners want to consider when carrying out their risk assessments or it may be that the thresholds need to be adjusted up or down in an impact area such as finance / cost so the tables below should be treated as a starting point. As the risks will change (e.g. new information becomes available; the environment changes), risk owners will need to review their risk assessments frequently and adjust them as necessary.

#### Probability

Probability score	1	2	3	4	5
Descriptor	Rare	Unlikely	Possible	Probable	Almost certain
<b>Frequency</b> <i>How often might it / does it happen</i>	This will probably never happen / recur	Not expected to happen / recur	Might happen or recur occasionally	Will probably happen / recur but it is not a persisting issue	Will undoubtedly happen / recur, possibly frequently
<b>Likelihood</b> <i>Will it happen or not over the risk timescale</i>	Less than 5% chance	Around 10% chance	Around 25% chance	Around 60% chance	Around 90% chance

#### Impact

Impact score	1	2	3	4	5
Descriptor	Insignificant	Minor	Moderate	Major	Highly significant
<b>Health &amp; Safety</b> <i>Impact on the safety and wellbeing of the public and staff</i>	No ill effects.	Short-lived / minor injury or illness that may require First Aid or medication. Small number of work days lost.	Moderate injury / ill-effects requiring hospitalisation. Risk of prosecution from enforcement agencies.	Single fatality and/or long-term illness or multiple serious injuries.	Multiple fatalities and / or multiple incidences of permanent disability or ill-health.
<b>Environment / community</b>	No effect on local infrastructure, communities or the environment.	Superficial damage to local infrastructure (e.g. minor road) but little disruption caused.	Medium damage to local infrastructure (e.g. minor road) causing some disruption.	Key elements of local infrastructure (e.g. school, major road) damaged causing major disruption.	Extensive damage to critical elements of local infrastructure (e.g. school, hospital, trunk road) causing prolonged disruption.
<b>Service interruption<sup>1</sup></b>	Negligible. No impact on services.	Minor inconvenience for service users and staff. Services quickly restored.	Some client dissatisfaction but services restored before any major impacts.	Major disruption to service delivery. This could be through a single event or a series of outages.	Massive disruption to services. Recovery difficult or even impossible.

<sup>1</sup> No timescales for interruptions have been given as the impact will vary from service to service and across the year. For example, a service interruption or outage of 1 day might be inconvenient for some services but critical for others. Equally, an outage of 1 day during the Christmas holidays might have no impact on many services but if this came at a particularly important time of the business cycle, it could cause significant issues. Services, particularly those deemed as 'critical' Council services, should consider their business impact analyses and business continuity plans when making this assessment.

Impact score cont.	1	2	3	4	5
Descriptor	Insignificant	Minor	Moderate	Major	Highly significant
<b>Staff</b>	No impact on staff or service delivery.	Short-term low staffing level that temporarily reduces service quality. No impact on staff morale.	Medium-term low staffing level / insufficient experienced staff to deliver quality service. Some minor staff dissatisfaction.	Late delivery of key objective / service due to lack of experienced staff. Low staff morale.	Non-delivery of key objective / service due to lack of experienced staff. Very low staff morale.
<b>Finance / cost</b> <i>Impact on relevant budget (e.g. service, project). Includes risk of claims/ fines.</i>	No or minimal financial cost. Financial value: £0 - £499k	Losses / costs incurred of 1-2% of budget. Financial value: £500 - £999k	Losses / costs incurred of 3-5% of budget. Financial value: £1000k - £1,499k	Losses / costs incurred of 6-10% of budget. Financial value: £1500k - £1999k	Losses / costs incurred of more than 10% of budget. Not covered by insurance. Financial value: Over £2m
<b>Projects / Programmes</b> <i>(Time / Cost / Quality – for Cost impacts see ‘Finance / cost’ above)</i>	Little or no schedule slippage. No threat to anticipated benefits & outcomes.	Minor delays but can be brought back on schedule within this project stage. No threat to anticipated benefits & outcomes.	Slippage causes delay to delivery of key project milestone but no threat to anticipated benefits / outcomes.	Slippage causes significant delay to delivery of key project milestone(s). Major threat to achievement of one or more benefits / outcomes.	Significant issues threaten entire project. Could lead to project being cancelled or put on hold.
<b>Reputation</b> <i>Adverse publicity</i>	No adverse publicity. Rumours.	Single adverse article in local media or specific professional journal that is not recirculated (e.g. through social media). Leeds City Council one of a number of agencies referred to.	A number of adverse articles in regional / social media mentioning Leeds City Council. Some recirculation via social media. Single request for senior officer / member to be interviewed on local TV or radio. Adverse reaction by Leeds residents in YEP / social media / online forums. Short-term reduction in public confidence.	Series of adverse front page / news headlines in regional or national media. Wider recirculation via social media. Sustained adverse reaction by Leeds residents in YEP / social media etc. Repeated requests for senior officer / member to be interviewed on local TV or radio. Long-term reduction in public confidence.	Sustained adverse publicity in regional media and / or national media coverage. Extensive / prolonged recirculation via social media channels. Repeated requests for Council Leader / Chief Exec. to be interviewed on national TV or radio. Possible resignation of senior officers and / or elected members. Total loss of public confidence.
<b>Statutory duties / inspections</b>	No or minimal impact or breach of guidance / statutory duty.	Minor breach of statutory legislation / regulation. Reduced performance rating if unresolved.	Single breach in statutory duty. Challenging external recommendations / improvement notice.	Several breaches in statutory duty. Enforcement action and improvement notices. Critical report. Low performance rating.	Multiple breaches in statutory duty. Prosecution. Complete systems / service change required. Severely critical report. Zero performance rating.

### Additional notes

#### Probability

If the risk owner is not sure about the percentage chance of a risk happening over a given timescale and they don't have the data to assess its frequency, they should use the probability descriptors (i.e. 'Unlikely', 'Almost certain' etc.) to determine the most suitable score.

The risk timescale – i.e. the period of time during which the risk could materialise - will vary according to the type of risk it is. For example:

- For a financial risk, it might be expected to materialise over this financial year or over the period of the Medium Term Financial Strategy.
- For a project risk, it could be either over the whole of the project lifecycle or for a particular phase within the project.
- With regard to an event, the timescale will be from now until the date of the event.
- For a number of the more cross-cutting strategic risks such as those on the corporate risk register, it is likely that the risk could materialise at any time. In these instances, it would be useful to consider the frequency: e.g. has this ever happened in the past in Leeds and, if so, how often and how recently? Has anything changed to make the risk more likely to occur?

#### Impact

Many risks could have a range of consequences: for example, a Health & Safety breach could affect an individual as well as lead to reputational and financial damage for an organisation. It's therefore possible that risk owners assess the risk as having an impact of '3' using the Health & Safety impact, '2' for Finance and '4' for reputation.

Although the risk owner could break the risk down into several different risks covering all these areas and then score each of them to address the varying impact scores, often this can crowd a risk register and take the focus away from the actual risk 'event': i.e. the Health & Safety incident. Where possible, it's better to have 1 risk and use best judgement to give an overall single impact assessment score. In the example above, this might be a '3' if you were to average the 3 impact scores or '4' if you decided to go with a worst-case scenario.

#### Risk Rating

When the probability and impact scores have been assigned to each of the risks, the risk owner can plot them on a risk map to give the overall risk rating.

