GLOUCESTERSHIRE PCC AND FIRE AND RESCUE SERVICE

PHASE 1

High-level options assessment

1 June 2017

Purpose of the document and progress to date

The purpose of this pack is to present our initial findings from the first phase of work. This is not a Business Case and this phase of work is to establish if there is sufficient evidence to proceed with the development of a Business Case and does not presuppose a preferred option. This pack will seek to answer the question: is there a potential case for change in fire governance in Gloucestershire? We will do this through review of each of the following potential drivers for a change:

- Potential for a more **integrated community safety and neighbourhood** early intervention and prevention model of local public sector service delivery

- Opportunities for there to be **strengthened resilience** locally in the delivery of police and fire services

- Potential better **shared use of estates**

- Greater **financial stability** and potential financial benefits from shared services

- The opportunity to benefit from increased **transparency and scrutiny** of fire services

We have gone through the following process in order to make an initial assessment. These were agreed as priorities at our initial Phase 1 meeting:

1. Met with stakeholders from Gloucestershire Constabulary (GC), Office of the PCC (OPCC), Gloucestershire Fire and Rescue Service (GFRS), Gloucestershire County Council (GCC) and district councils. A list of stakeholders is included at an Appendix.

2. Reviewed existing and planned fire/police collaboration against good practice and identified gaps, assessing how strong and comprehensive it is.

3. Undertook a brief review of how much FRS costs in Gloucestershire, changes over the last five years, MTFP and financial risks to FRS. This will need to be an area of further investigation in the next phase, should we proceed.

4. Desktop based review of how FRS is governed, how visible it is in the county model and how much time gets spent on FRS governance (i.e. is it properly held to account and looked after and is there transparency).

We received good co-operation from GFRS and GCC Finance in this initial phase of work but have had only limited interaction with other parts of GCC and wider stakeholders at this stage.

1 CONTEXT

Summary of Gloucestershire FRS and Gloucestershire Constabulary

	Gloucestershire FRS	Gloucestershire OPCC and Constabulary
Coverage	Gloucestershire is a Two Tier Local Authority with Gloucestershire County Council and 6 District Councils. Gloucestershire is a predominantly rural county covering 1041sq miles. It has a population of 617,200 (Source: CIPFA) which is older than average, and concentrated in two urban centres. The greatest ethnic diversity is in Gloucester (10%). Eight neighbourhoods are amongst the most deprived nationally. For a third of residents there are geographical barriers to accessing services.	
Annual spend (2015/16)	Operational Budget - £16.44m (~£26.64 per head of population). Note this is only direct costs and does not yet include support costs and other overheads. There is no separate precept for FRS. Published Budget - £21.16m (Source: CIPFA Net Expenditure) (~£34.28 per head of population).	£106m (~£172 per head of population) Note: £172 is based on the 2015/16 budget against the population figure above. Using HMIC data from 14/15, the total cost of policing per head of population is £185 for Gloucestershire (adjusted force total cost) which is lower than the England and Wales average of £211.
Staff	Total: 423 FTE 2016/17 152 FTE firefighters / 230 FTE retained firefighters 38 FTE non-firefighter staff (In addition support services including HR, Payroll, Legal etc. are provided by the Council) Senior team of 1 CFO, 1 DCFO & 1 AC (who also have broader council responsibilities)	Total: 1,826 FTE officers and staff (March 2017) 1,060 officers, 650 staff and 116 PCSO's Senior team of 1 CC, 1 DCC, 2 ACCs, 1 SCO
Governance	Gloucestershire FRS is part of Gloucestershire County Council. It is responsible for producing an Integrated Risk Management Plan and for setting budgets and resources for the fire and rescue service. Fire and Rescue is integrated into the GCC's Communities Cluster, which brings together a wide range of functions including Gloucestershire Road Safety Partnership, Trading Standards and Commissioning. The performance of the fire and rescue service is overseen by the Environment and Communities Scrutiny Committee and the County Corporate Audit and Governance Committee.	The PCC sets the Police and Crime Plan and is responsible for appointing the Chief Constable, holding him to account and setting the council tax precept for policing. The PCC has wider responsibilities relating to community safety and the criminal justice system. The OPCC has 2 political posts (PCC & DPCC) and 14.8 FTE staff. The Police and Crime Panel is made up of members from Gloucestershire County Council and each district council. The Gloucestershire chief constable is the employer of police officers and staff and is a separate legal entity.

Sources: Annual GFRS Business Plan 2016/17 and Budget Paper 2017/18 Police and Crime Panel

Policing and Crime Act 2017: a reminder of the models and implications

There are three different models that could be adopted under the Policing and Crime Act 2017; the Representation Model, the Governance Model and the Single Employer Model. A local business case must be made to support proposals to introduce the Governance or Single Employer model, which then needs to be submitted to the Home Office following local consultation.

The Representation Model	The Governance Model	The Single Employer Model
- PCC is represented within the Council Governance structure in their police area with full voting rights, subject to the consent of the Council - There may be some small additional costs associated with the additional workload for the PCC - Requires agreement from the County Council and a review of the existing members of the authority to ensure that the political balance remains - No formal public consultation is required	- PCCs take on responsibility for the fire and rescue service(s) in their area as a Police Fire and Crime Commissioner (PFCC) - Individual services retain their operational independence, their chief officers and their own staff - The Office of the PFCC would need to be expanded and restructured to take on the role of scrutiny of the FRS (Fire and Rescue Service) and enhanced collaboration - Following hand-over, the Council will no longer have responsibility for the Fire Service - A new fire precept would have to be introduced. Staff and relevant assets and liabilities would transfer from GCC to the new Fire Authority (the PFCC). Decisions would need to be taken on how FRS support services are provided - This option requires formal public consultation then scrutiny of a business case (by the Home Office) before approval by the Home Secretary and secondary legislation to enact the change. The degree of scrutiny will depend upon the level of local support there is for change	- PCCs take on responsibility for the fire and rescue service(s) in their area as a PFCC, the employer of all fire and rescue staff, and holder of assets and contracts - Fire functions are delegated to a single chief officer for policing and fire, who would become the employer of fire and police staff. It would probably be a two-stage process, quickly following the governance model - Services would remain distinct front line services, albeit supported by increasingly integrated support services in the longer term. Short-term decisions would be needed on how support services for FRS are provided - A new fire precept would have to be introduced. Staff and relevant assets and liabilities would transfer from GCC to the new Fire Authority (the PFCC) and most staff to the single chief - The Office of the PFCC would need to be expanded and restructured to take on the role of scrutiny of the FRS (Fire and Rescue Service) and enhanced collaboration - Following hand-over, the Council will no longer have responsibility for the Fire Service - This option requires formal public consultation then scrutiny of a business case (by the Home Office) before approval by the Home Secretary and secondary legislation to enact the change. The degree of scrutiny will depend upon the level of local support there is for change

Further reading: https://www.gov.uk/government/publications/policing-and-crime-bill-emergency-services-collaboration

A recap of the general arguments for and against the models

	Representation	Governance	Single Employer model
Pros	• Straight forward to achieve; uncontroversial • Can enhance collaboration opportunities if there is a shared vision between police and fire • Full voting rights ensure the PCC can take part in decisions	• Potential savings in relation to secretariat and expenses • Potential acceleration of shared procurement, estate and roles, which could reduce costs • Potential for greater operational and prevention collaboration • More direct accountability to the public which could increase public confidence and visibility	All of the governance pros, plus: • Removes barriers to full collaboration • Potential to deploy resources more effectively • Potential to harmonise terms and conditions for more flexibility
Cons	• Could impose significant burdens on PCC and OPCC, duplicating activity • Still requires formal collaboration agreements • Decision-making could be too slow • May confuse lines of accountability and performance management • PCC will find it difficult to exert substantive influence	• May weaken links to local authority affecting wider social contribution as well as support services • Perception that associations with the police could damage trust in firefighters • Potential disruption to existing collaboration as PCC reviews decisions and scrutiny mechanisms • Potentially strong resistance from fire unions	All of the governance cons, plus: • Potentially most complex of the new models to implement • Potential for controversy and threat of industrial action that could delay collaboration

Is the Representation model viable for Gloucestershire?

	Representation	Impact for Gloucestershire
Pros	• Straight forward to achieve; • Can enhance collaboration opportunities if there is a shared vision between police and fire • Full voting rights ensure the PCC can take part in decisions	• Due to the Council structure this would be difficult to be implemented and for the PCC to have an impact • There is limited evidence to suggest this option would enhance collaboration opportunities • The PCC would have a vote in this model alongside other councillors and so could take part in decisions
Cons	• Could impose significant burdens on PCC and OPCC, duplicating activity • Still requires formal collaboration agreements • Decision-making could be too slow • May confuse lines of accountability and performance management • PCC will find it difficult to exert substantive influence	• There may be an additional burden on the PCC and OPCC • Formal collaboration agreements have been very limited to date and are unlikely to significantly change • Unlike stand-alone fire authorities, It is not clear how this would work within the Council structure and may not accelerate decision making • There would need to be a very clear remit for the PCC • The PCC will only have one vote and they would have limited influence in the Council structure

Based on the evidence above there would be limited value in Gloucestershire adopting this model. The remainder of this pack focuses on the Governance and Single Employer Models and the strength of the case for implementing one of these.

2 IS THERE A POTENTIAL CASE FOR CHANGE?

Introduction to Case for Change and headline findings

To understand the case for change we have completed a review of the publically available material (attached as a separate pack). This reviews the baseline for the current governance arrangements, FRS performance and existing collaboration. A key element of progress to date has involved meeting with staff from the Gloucestershire Constabulary, GFRS and the Council (a list of stakeholders that we have met can be found in the appendices).

We have identified a number of potential drivers for changing governance which seem to be most relevant for Gloucestershire. This section goes through each of them and assesses the case for making a change to governance, and the strength of the evidence at this stage:

- Area 1 – Enabling a more integrated approach to community safety
- Area 2 – Creating greater resilience in fire and police services through more effective collaboration or sharing
- Area 3 – Improving visibility and delivering savings from greater shared use of the police and fire estate
- Area 4 – Greater financial stability for fire and rescue
- Area 5 - Increased scrutiny, accountability and transparency of fire and rescue governance
- Area 6 – Increased visibility of fire and rescue services

These need to be balanced against the complexity and cost of any change, and also risks or downsides of making a change.

Area 1 – A more integrated approach to community safety

Summary of the critical success factors	How could a change of governance improve it?
• A more integrated approach to community / neighbourhood safety – joining up fire, police and 3rd sector resource to increase visibility and tackle local issues. • More effective use of the commissioning budget of the PCC to address community issues, potentially on joint or integrated projects looking at vulnerability and needs in the round.	Governance could: • Enable greater alignment of FRS Aims and the Police and Crime Plan to focus on a more integrated community based preventative approach. • Facilitate joint working between the two services to address local community needs (a "Brigaded Capability"). • Facilitate the alignment of budgets across services to support collaborative working initiatives e.g. 'Safer Gloucestershire'.
Current Situation	**Strength of the case**

• Given financial pressures, Gloucestershire Constabulary has had to reallocate officers to focus on areas such as abuse and historic crimes which has resulted in a lower level of focus on community-based policing than desired.
• Gloucestershire County Council has limited involvement with Community Safety and this responsibility is passed to District Councils. There are 34 partnership communities; however there is no Council wide Community Safety Strategy. The current picture is therefore fragmented which is confirmed in the Community Safety in Gloucestershire (Published Oct 2016). Follow up from this report are going to be progressed through a new strategic group being established called Safer Gloucestershire, chaired by the CFO.
• The FRS has a good presence in Partnerships and is seen in a positive light.
• Some work has been completed in the development of the GlosFire and GC Local Collaboration work to align Constabulary Business Plan Objectives, OPCC Police and Crime Plan and GFRS Strategic aims however there is no set of agreed outcomes which all services are working towards.
	Overall – Strong
	• The case for change in collaborating on community safety is strong:
	   o Current community safety work is fragmented and there is a lot of silo working across District Councils.
	   o Police are keen to support this work and build up Neighbourhood teams to help address community issues at a local level.
	   o FRS are committed to Community Safety programmes and are currently involved in a wide range of partnerships which could be built upon.
	• A shared vision through the development of aligned Police, Crime and Fire Plans would help both organisations to be jointly delivering a shared outcomes.
	• While initiatives could be taken forward without governance change, governance change could increase the likelihood and speed of joint collaboration taking place and reduce challenges of different priorities. However this would need to be tested further.

Confidence of analysis at this stage	**Next Steps**
Overall – Medium The majority of our evidence to support this is from conversations with staff across the FRS and Police at this stage rather than hard data. We don't yet know the scale of the opportunity.	• Keep up to date with progress on the development of 'Safer Gloucestershire' and how this will support a County wide approach to Community Safety. • Develop at a high level the nature and scale of the opportunity. • Collect data and discuss further with GCC to test and validate initial findings.

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Area 2 – Creating greater resilience

Summary of the critical success factors	How could a change of governance improve it?
• The opportunity is for fire or police to benefit from greater resilience in service delivery. For example, this could be to increase capacity in neighbourhood community policing / community safety, statutory obligations on risk management and / or particular areas of risk for Gloucestershire e.g. drug dens, vulnerable groups.	Governance could: • Support faster decision-making on collaboration. • Bring a louder, more concentrated, voice of advocacy for fire. • Ensure greater protection of fire budgets. • In turn these factors may enable more flexible or faster deployment of resources from either police or fire on collaborative activities, thus building service resilience.
Current Situation	**Strength of the case**
• Collaboration has not been widespread historically, either for police / police or police / fire. • Stakeholders believe that duplication exists across local public sector partners at a District level. • Information and data is not shared across fire and police currently. • Local authority budget challenges have meant that the fire service planning cycle is on an annual basis, such that it is difficult to plan in a long term, strategic and therefore more resilient manner. • Police resilience in particular in areas such as FOI and Data Protection have been cited as low and have financial penalties if not met alongside reputational damage.	**Overall – Medium** • Collaboration is starting from a low base, therefore there should be plenty of opportunities for building greater resilience across police and fire services. This will be dependent on the PCC's ongoing commitment to fire. • Not yet clear whether these issues can be tackled through fire and police collaboration without requiring a change in governance. • For the case to be strong there would need to be further details on the neighbourhood / community ideas and how this could increase resilience.
Confidence of analysis at this stage	**Next Steps**
Overall – Low/Medium The analysis to support this is mainly based on limited stakeholder views alongside the Collaboration Assessment (provided in appendices) which was based on documents provided.	• Gain a more granular view of the particular services which would benefit from greater resilience and the specific opportunities. • Engage with more fire, local government and health personnel. • Benchmarking in some key areas.

Area 3 – Greater visibility and savings from shared estates

Summary of the critical success factors	How could a change of governance improve it?
• Effective use of estates across services with the possibility of co-location of services to generate some estate savings. • Opportunity to increase visibility of police through shared estates in rural areas – basing PCSOs or Specials there (linked to Area 1).	Governance could: • Make it more likely that the two services work together to develop a joint estates strategy about how best to utilise existing estates and if co-location would be possible. • Promote more co-location for FRS and the Police e.g. PCSO's or Specials being based in Fire stations, thus increasing the visibility and access to Police.
Current Situation	**Strength of the case**
• There is some evidence of estates sharing with the Tri Service Control Room. This has resulted in co-location of staff from the FRS and Police but has not resulted in integration of the roles. • There is limited evidence of joint strategic planning between the FRS and Police to maximise the use of existing buildings and where possible rationalise these. • Potential opportunities to share estates have not been successful to date as agreements with the council could not be achieved e.g. Cirencester.	**Overall – Strong** • There is no joint estates planning between the FRS and Constabulary. • There is the potential for savings to be made with the co-location of services particularly in rural areas. • Previous opportunities to share estates have not been successful. • As previously, the indication is that the case for governance change within this area is strong as it would provide a formal forum through which estates integration and joint investment decisions could take place, however the scale of the opportunity would need to be tested further at business case stage.
Confidence of analysis at this stage	**Next Steps**
Overall – High Based on the evidence we have collated to date through the series of meetings we have a good view of the current situation.	• Confirm the plans for rural areas in terms of the co-location of services. • Undertake a brief desk-top review with estates leads to understand the wider pipeline of potential opportunities. • Review PCC estates plans.

Area 4 – Greater financial stability

Summary of the critical success factors	How could a change of governance improve it?
• A secure annual budget for FRS with an agreed capital expenditure programme with the potential to borrow if required to improve services. • Using fire capital receipts to reinvest in fire and rescue rather than in broader council services. • The potential for some savings in back office and help to facilitate regional collaboration and shared ERPs.	Governance could: • Help to ensure that the FRS has a stable, medium term budget. which is not subject to Local Authority pressures and annual review. • Agree FRS capital expenditure programmes over a longer period of time. • Enable the FRS to borrow funds if required.
Current Situation	**Strength of the case**
• The FRS has achieved savings in their budget over a number of years. • The FRS need to bid for capital expenditure programmes alongside all other Council areas. • In line with the national picture the Council are facing ongoing financial challenges and have only agreed a Medium Term Financial Plan for one year. • FRS Support services are provided by the Council, most of which are 'in house'. • The Council is adverse to borrowing.	**Overall – Low/Medium at this stage but could increase** • While FRS has had to make significant savings, services have continued to be provided and performance is satisfactory. Fire disposal receipts also appear to have been matched by capital investment but more detail has been requested. • FRS already benefit from economies of scale in support services so further savings may be limited (possible options with police). • However, there are risks of further savings being required to meet pressures in other parts of GCC. • FRS could also have greater financial certainty and be able to plan over the medium to longer term. • The FRS will have its own separate precept which is currently part of the wider Council services.
Confidence of analysis at this stage	**Next Steps**
Overall – Low/Medium Financial data has been provided by the council to understand the FRS budget however further details have been requested, and were not received in time for this report. We do not yet know the cost of support services	• Obtain further financial data from the Council to understand the FRS budget in more detail. • Review back office support in greater detail to understand the potential for savings. • Identify areas where co-location of services would be possible and what savings could be achieved through this (as per Area 3).

Area 5 – Greater scrutiny, accountability and transparency of governance

Summary of the critical success factors	How could a change of governance improve it?
• For GFRS to be more transparent to the public. • For GFRS to be subject to greater independent scrutiny in terms of both financial and operational performance.	Governance could: • Bring greater public access and engagement, using PCC mechanisms, thus increasing transparency to the public. • Deploy engagement approaches used by PCC to increase public engagement on fire. • Provide greater scrutiny as the PCC model enables independent resources to provide additional capacity and challenge (under the GCC model, advice comes directly from the service).

Current Situation	Strength of the case
• Fire matters are not publicly discussed regularly at GCC and the only formal meeting where fire matters are discussed is the Environment Scrutiny Committee (full breakdown of meetings is provided in the publically available info pack). Scrutiny may occur but it is not visible. • GFRS governance is based on CIPFA's Framework for Delivering Good Governance in Local Government. • The current scrutiny is more focused on finance as opposed to performance e.g. we have found no evidence yet of comparison with national benchmarks or statistical neighbours.	**Overall – Medium** • Under the County model, fire is often seen as lower priority amongst a wide range of Council priorities, which has been cited as a factor in Gloucestershire. A change in governance model could prioritise fire differently (as long as the PCC is committed). • There could be a greater focus on the performance of the FRS, in line with policing norms, to look at both national and statistical neighbours and help focus improvements.

Confidence of analysis at this stage	Next Steps
Overall – Low We have not been able to engage with the Monitoring Officer at GCC to date therefore there is more work to be completed to undertake an assessment of how transparent the governance is, and the level of scrutiny provided.	• Meet with GCC to understand the scrutiny processes in place. • Share the Home Office data and the Procurement analysis with the FRS for discussion and to understand the trends.

Area 6 – Greater visibility of fire and rescue

Summary of the critical success factors	How could a change of governance improve it?
• The opportunity for fire or police to benefit from greater local public visibility of the services provided and the outcomes achieved. • To maximise the use of communication channels including social media, web and face to face events such as road shows.	Governance could: • Bring greater access to public meetings e.g. regular live webchats, regular attendance at local surgeries, range of communication channels. • The PCC may bring greater visibility to fire issues based on his experience of increasing the visibility of Gloucestershire Constabulary e.g. Twitter, events, neighbourhood and community engagement vehicles.
Current Situation	**Strength of the case**
• The PCC has a wide range of communication channels to engage the public and has a coordinated approach to ensure the Police service are visible with a dedicated comms team. (See summary of OPCC Media engagement provided in Appendices). • The FRS do not have any communications staff and services are provided by the Council. • FRS run a number of events and engage with a range of educational activities through the Skills Zone. • FRS have some information published on the website but there are limited opportunities to interact online.	**Overall – Medium** • At a national level, there is a range of evidence about the impact that the PCC has had on visibility and public engagement of police governance. This approach is less evident for fire governance • We need to assess further how the national findings could apply in Gloucestershire
Confidence of analysis at this stage	**Next Steps**
Overall – Medium We have a good overview of the visibility of the PCC, Police and GFRS through reviewing the material provided and what is available online. But we are less sighted at this stage on the full range of activity being undertaken by FRS to engage the public.	• Engage with GCC to understand the detail of local public engagement in fire, that is not visible through the website, if any. • Confirm the current overview of FRS visibility and engagement and any activities and plans to increase this.

Strategic risks

There are a number of strategic risks to a change in governance which need to be weighed up against the strength of the case:

- Public trust in fire is compromised - this has greater risk for Single Employer than Governance;

- May weaken links to local authority or health priority areas (in particular social care or ambulance services), affecting wider social contribution;

- Links with district councils may not be maintained;

- Fire receiving less attention in a shared governance model – and careful steps would need to be taken to ensure the PCC has sufficient support and expertise to ensure effective scrutiny of fire and to take on new responsibilities;

- The Police and Crime Panel will have additional responsibilities and may not have the resources or capability to exercise a broader scrutiny role;

- Potentially strong resistance from fire representative bodies, with the Single Employer model in particular holding a high risk of industrial action.

- There is a potential implication for GCC as they will have a reduced budget and there may be implications for the legacy cost of support and other cross-authority services

3 IMPLEMENTATION IMPLICATIONS

Implementation implications

Balanced against the opportunities we need to consider the costs and complexities involved in implementing any new model. This section provides an overview across a number of areas that need to be considered when implementing the Governance or Single Employer model.

This covers:

- Indicative costs

- Timescales (sample timelines with and without council support)

- Consultation requirements

- High level risk log

Indicative Implementation Costs

The following table shows an indication of possible implementation costs for each option. Note that we have included cost estimates, where we assume that you may need to employ specialist resource, and assumed that legal / HR / finance support is provided in-house. However, subject to the complexities of the precept and contracts (especially PFIs) there may be a requirement for specialist external advice.

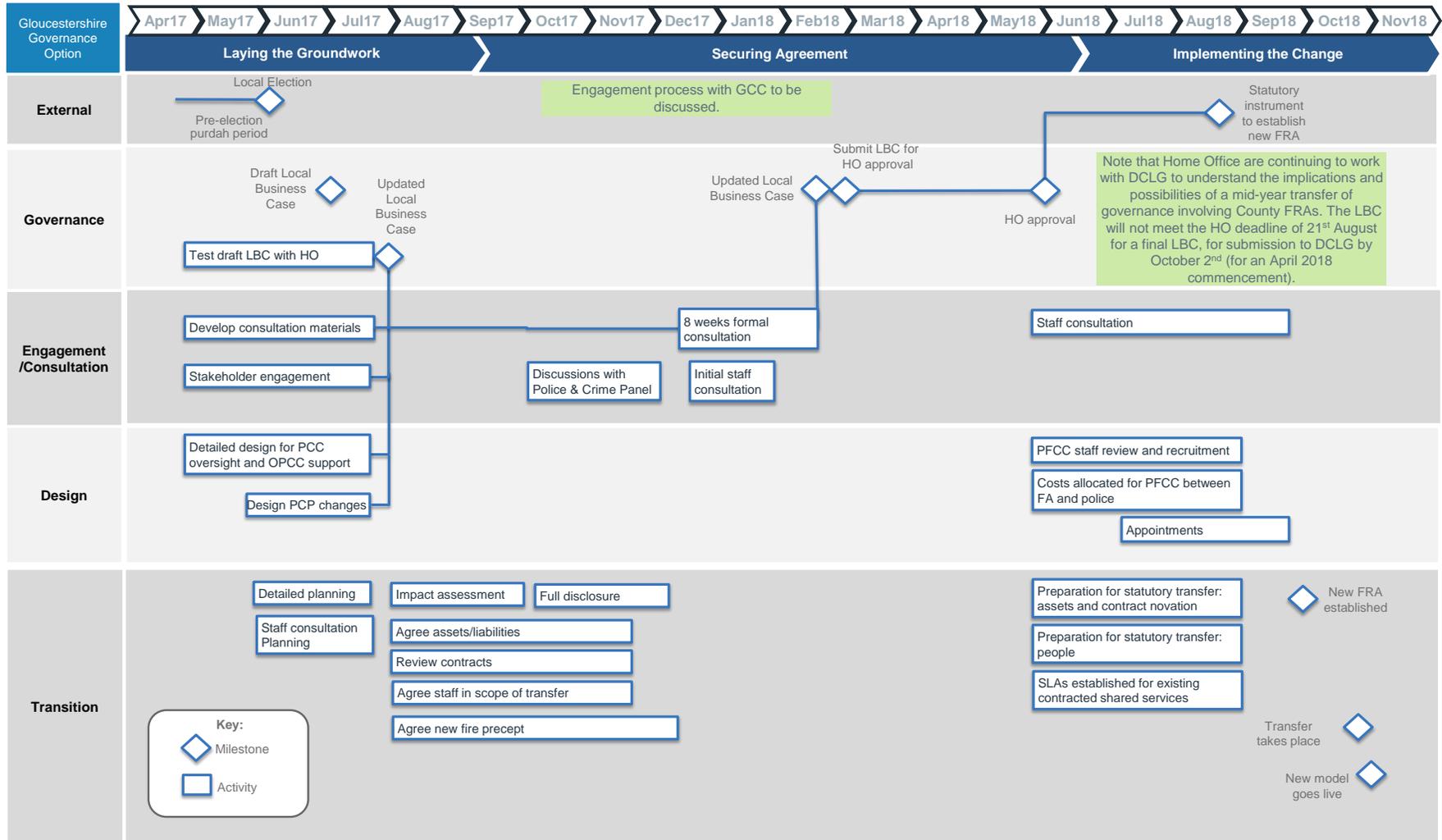| Theme	Governance option - assumptions	Governance option - £	Single employer option - assumptions	Single employer option - £
Recurrent resource costs – Office of the PCC	• Additional resource requirement for PCC • Additional staffing in OPCC to support PFCC (e.g. 1 FTE)	35,000	• Additional resource requirement for PCC • Additional staffing in OPCC to support PFCC (e.g. 1 FTE)	35,000
Recurrent resource costs – Police and Crime Panel	• Additional resource requirement for PCP – assume covered by HO grant		• Additional resource requirement for PCP – assume covered by HO grant	
One-off project costs – Office of the PCC	• Project manager – 1 FTE • Project support – 1 FTE • Communications – in-house resource • Legal advice – in-house resource to deal with transfers of staff and assets (and potentially SLA on support services) • Consultation advice – external resource • HR support – in-house resource • Finance support to develop and agree precept - in-house resource (may need accounting support)	50,000 30,000 25,000	As governance, but over a longer period of time. • Project manager – 1 FTE • Project support – 1 FTE • Communications – in-house resource • Legal advice – in-house resource to deal with transfers of staff and assets (and potentially SLA on support services) • Consultation advice – external resource • HR support – in-house resource • There may be additional one-off HR costs for recruitment or redundancies • Finance support to develop and agree precept - in-house resource (may need accounting support)	100,000 60,000 25,000
Timing	12 months		24 months (assume implementation of Governance option first)	
Total costs – implementation		**140,000**		**220,000**

Policing and Crime Act 2017 consultation requirements

Consultation requirements:

The Governance and Single Employer options require formal public consultation, then scrutiny of a business case (by the Home Office) before approval by the Home Secretary and secondary legislation to enact the change. The degree of scrutiny will depend upon the level of local support there is for change.

All communications around the Local Business Case (LBC) (internally and externally) should be geared towards delivering a successful public consultation process which has the confidence of key stakeholders. This includes the following factors:

- **Transparency** – all consultation plans – including the draft Local Business Case are supported by clear communication materials for staff, stakeholders and public

- **Genuine commitment to consult and listen to different voices** – using defined and varied communication forums and channels across different platforms – designed to reach different audiences

- **Sufficient resources committed to delivering meaningful consultation** – using communications resources across OPCC, Police and Fire

- **A minimum 8 week consultation period** – as stipulated by the Act (can be extended to 12 weeks if context demands)

- **Ability to measure and evidence** – building into consultation planning the ability to measure – in order to evaluate and evidence depth and breadth of consultation

Indicative timescales for implementation of the Governance model

Gloucestershire Governance Option	Apr17	May17	Jun17	Jul17	Aug17	Sep17	Oct17	Nov17	Dec17	Jan18	Feb18	Mar18	Apr18	May18	Jun18	Jul18	Aug18	Sep18	Oct18	Nov18
	Laying the Groundwork						**Securing Agreement**								**Implementing the Change**					

External
- Local Election
- Pre-election purdah period
- Engagement process with GCC to be discussed.
- Statutory instrument to establish new FRA

Governance
- Draft Local Business Case
- Updated Local Business Case
- Test draft LBC with HO
- Updated Local Business Case
- Submit LBC for HO approval
- HO approval
- Note that Home Office are continuing to work with DCLG to understand the implications and possibilities of a mid-year transfer of governance involving County FRAs. The LBC will not meet the HO deadline of 21st August for a final LBC, for submission to DCLG by October 2nd (for an April 2018 commencement).

Engagement /Consultation
- Develop consultation materials
- Stakeholder engagement
- Discussions with Police & Crime Panel
- Initial staff consultation
- 8 weeks formal consultation
- Staff consultation

Design
- Detailed design for PCC oversight and OPCC support
- Design PCP changes
- PFCC staff review and recruitment
- Costs allocated for PFCC between FA and police
- Appointments

Transition
- Detailed planning
- Impact assessment
- Full disclosure
- Staff consultation Planning
- Agree assets/liabilities
- Review contracts
- Agree staff in scope of transfer
- Agree new fire precept
- Preparation for statutory transfer: assets and contract novation
- Preparation for statutory transfer: people
- SLAs established for existing contracted shared services
- New FRA established
- Transfer takes place
- New model goes live

Key:
- ◇ Milestone
- ☐ Activity

High level risk log

There are a number of possible risks to implementation under the Governance and Single Employer options:

Theme	Risk for governance change	Mitigation
Service risk	• That governance change does not drive further collaboration between police and fire	• Appropriate governance needs to be in place to monitor the benefits of governance change to ensure these are realised
	• The additional responsibilities for the PCC provides a distraction from current duties	• Ensure that the focus of collaboration initiatives that the PCC drives forwards continues to benefit to both police and fire. The Police, Fire and Crime Panel would have a role in providing assurance of this. Capability in the OPCC would need to increase
	• Senior management distraction during the implementation of changes	• Senior management time will need to be appropriately backfilled to implement the change, under the Single Employer option • Under the Governance option, this is expected to be manageable as part of business as usual • Appropriate governance needs to be in place to monitor the benefits and risks of governance change
	• The fire service could lose its identity and voice as part of the Governance / Single Employer model	• As part of the Governance or Single Employer model, the distinction between operational policing and fire-fighting will be maintained and there will be 2 separate precepts and budgets
	• Changes in the provision of back offices services for fire may be costly and challenging to transfer	• Back office services would be provided by police to the fire service • As part of due diligence, the existing costs of fire to the Council would need to be understood as part of the business case • Implementation of back office changes would need to be kept under review by the appropriate governance forum
Commercial / legal risk	• That contract provisions are not well understood and therefore unforeseen costs arise post-implementation or unexpected delays in implementation occur	• A phase of due diligence will need to be undertaken during implementation, including detailed review of the PFI contracts (4 stations and the Skills Zone) to ensure that novation clauses and commitments for historical equalisation payments are understood
	• Contracts take a long time to novate, impacting on implementation timescales	• If unforeseen risks are discovered, during this time, the business case may need to be re-run

High level risk log

There are a number of possible risks to implementation under the Governance and Single Employer options:

Theme	Risk for governance change	Mitigation
Financial risk	• The FRSs assets and liabilities are not sufficiently understood prior to transfer, adding unexpected cost to the implementation process	• A phase of due diligence will need to be undertaken during implementation
	• The process for agreeing the precept is not clear, or that once agreed, it does not provide a sufficiently sustainable budget • The precept proves difficult to agree between GCC and the OPCC	• Ensure that engagement with the Home Office continues • Consider support from independent source (e.g. CIPFA or DCLG) • Review the business case if the financial position is materially different once the financial settlement is understood
Public perception	• That residents perceive governance change as an added layer of bureaucracy	• An engagement plan is put in place early to ensure that local residents understand the benefits of the change
	• There is a loss of public trust in fire services, where fire take on more responsibilities in policing activities considered	• Each collaboration opportunity will be subject to a separate business case, which will need to keep this risk on review on a case by case basis
Staff and union engagement	• Risk of industrial action, particularly under the Single Employer option	• An engagement plan is put in place early
Links to other partners – local government and health	• Risk of negative impact on police relationships with the Council	• An engagement plan is put in place to manage engagement with all local stakeholders
	• There is a long term risk that strategic commissioning becomes more geared towards achievement of police objectives than fire, which could reduce focus on health outcomes or reduce the level of fire involvement in social care activities	• Clear objectives for collaboration will need to be agreed in appropriate governance forums, through engaging with all local public stakeholders • Appropriate governance needs to be in place to monitor the benefits and risks of governance change
Political	• There is a change in local leadership leading to a change in the commitment to collaboration with fire	• Collaboration with fire is now a statutory obligation under the Policing and Crime Act 2017, therefore only repeal of the Act would make no collaboration possible
	• GCC does not agree to the change, resulting in judicial review, delays and additional cost to the public purse	• An engagement plan is put in place early • The business case risks and cost of risk are reviewed against the benefits • Maintain close contact with the Home Office
	• The 2017 national elections delays the process	• Home Office to be engaged early • The business case will unlikely be ready until well after the election

4

CONCLUSION AND NEXT STEPS

A recap of the general arguments for and against the other models

	Governance	Impact for Gloucestershire
Pros	• Potential savings in relation to secretariat and expenses • Potential acceleration of shared procurement, estate and roles, which could reduce costs • Potential for greater operational and prevention collaboration • More direct accountability to the public which could increase public confidence and visibility	• There may be some savings generated which would have to be quantified, especially in estates. But savings from shared services may be limited • It could give GFRS more financial stability • There is a strong case for greater collaboration both operationally and prevention • The FRS could benefit from the PCC's experience in increasing the visibility and confidence of Gloucestershire Constabulary
Cons	• May weaken links to local authority affecting wider social contribution as well as support services • Perception that associations with the police could damage trust in firefighters • Potential disruption to existing collaboration as PCC reviews decisions and scrutiny mechanisms • Potentially strong resistance from fire unions	• This area would require consideration as the FRS do provide support to Social Care and use the Support Services • Public perception would have to be addressed and a range of communications would be required to facilitate this • There is limited collaboration in place and existing arrangements are established and should not be impacted • Fire representative bodies would need to be engaged during the developments of the Business Case
	Single employer	**Impact for Gloucestershire**
Pros	All of the governance pros, plus: • Removes barriers to full collaboration • Potential to deploy resources more effectively • Potential to harmonise terms and conditions for more flexibility	• This would support full collaboration in Gloucestershire • This could help facilitate initiatives such as Neighbourhood teams with joint resources • This is an area that would require careful consideration and the involvement of representative bodies
Cons	All of the governance cons, plus: • Potentially most complex of the new models to implement • Potential for controversy and threat of industrial action that could delay collaboration	• This would require the transfer of FRS staff to a new employer and so would be more complex to implement. The governance model would need to come first • There may be opposition to this model particularly by fire representative bodies and industrial actions may cause delays

Discussion and next steps

Concluding discussion points

- Our understanding of the baseline for collaboration, both in estates and community activities indicates that there is more potential for collaboration in Gloucestershire. As collaboration is starting from a low base, the indication is that new governance models could support this;

- There is a case for the fire service being more visible to the public, through the way it engages and the level of engagement. A desktop review of scrutiny processes has furthermore not provided much evidence of regular and significant visible scrutiny of the service, in contrast to the PCC model;

- A financial opportunity may exist through collaboration, however requires more analysis to be verified. Fire is also likely to have greater financial certainty under the PCC model, and be able to improve planning over the medium to longer term;

- However, these factors must be considered alongside the significant strategic and implementation risks that exist around links to other public sector bodies and their services (particularly social care), and potential implementation challenges around transitioning fire from the County model, particularly from a financial and commercial point of view (back office services, precept and contracts).

Next steps

- Gather feedback from PCC

- If business case goes ahead:

  - Plan appropriate governance processes for business case – e.g. Review and Challenge Panel (PCC, Police and FRS members)

  - Agree timeline for the Business Case Draft and Final version

  - Confirm commercial arrangements

APPENDICES

Appendix - Stakeholder interviews

Name	Meeting Update	Rank / Job title	Organisation
Martin Surl	Colin met with informally and briefed over the past few weeks - Next meeting 02/05/17	Police and Crime Commissioner	OPCC
Chris Brierley	Met at initial meeting - Next meeting 02/05/17	Deputy Police and Crime Commissioner	OPCC
Paul Trott	Met at initial meeting - Next meeting 02/05/17	Chief Executive	OPCC
Richard Bradley	Met with on Tuesday 4 April with John Benstead	Deputy Chief Executive	OPCC
Hilary Allison	Met with on 05/04/17	Head of Public Affairs	OPCC & Gloucestershire Constabulary
Peter Skelton	Had an initial meeting and further meeting once we have full FRS Finance data	Chief finance Officer	OPCC & Gloucestershire Constabulary
Rod Hanson	Met with 29/03/17 - Would like a following up meeting following the 02/05/17	Temporary Chief Constable	Gloucestershire Constabulary
Hannah Young	Meeting completed Wednesday 5 April 3-4	Strategic Head of Corporate Services	Gloucestershire Constabulary
Stewart Edgar	Met with 29/03/17 Follow up meeting completed on 06/04/17	Chief Fire Officer and Operations Director	Gloucestershire County Council
Jo walker	Met with 29/03/17 Follow up meeting completed on 06/04/17	Director	Gloucestershire County Council
Matt Steele	Met with 29/03/17	Chaired by TCC Rod Hansen	Local Resilience Forum
Charlie Laport	Meeting completed with Emma Davies and Bridget Woodhall on Wednesday 5 as Charlie could not attend	Superintendent	Gloucestershire Constabulary
Becky Wrighton	Met with birefly on 06/04/17 and she is looking into the PFI Contracts	PFI Contract Lead	Fire and Rescue Service
Steve Jordan/Pat Pratley	Met with 26/04/17	Leader / Chief Exec	Cheltenham Borough Council

GLOUCESTERSHIRE PCC AND FIRE AND RESCUE SERVICE

Collaboration Assessment

25-04-17

Gloucestershire high level collaboration matrix

Collaboration Theme	Police–Fire (GC/GFRS)	Fire-Fire	Fire-Other	Police-Police	Police-Other	RAG
Strategic	✔ Chief Officers Group ✔ Joint Working Group	✔ NFCC ✔ SW Collaboration forum	✔ LRF, SCG and LRMS sit on Community Safety Partnerships in all Districts			🟩
Response/Mobilisation	✔ Concern for safety		✔ (First Response) Ambulance Co responder			🟩
Control Rooms	✔ (Tri Services)	✔ Resilient Link Avon	✔ (Tri Services)			🟨
Investigations	✔ ARSON					🟩
Protection/Prevention	✔ Skillzone ✔ LRM/Police Inspectors		✔ Safe and Well Visits ✔ Community Events Campaigns			🟨
Regulatory			✔ (GCC)Trading Standards			🟩
Estates	✔ (Skillzone) ✔ Lydney					🟩
Fleet	✔ (Tri Services)					🟨
Procurement						🟩
IT	✔ (Emergency Services network)	✔ ESMCP				🟨
Finance						🟩
Payroll & Pensions		✔ Pensions will be Devon CC				🟨
HR						🟩
Learning & Development	✔ (Road Safety RTCs) Mgt Training	✔ (Avon FRS) ✔ (Devon & Somerset FRS) ✔ Severnpark				🟨

Key:

✔ Existing collaboration

✔ Proposed / pilot collaboration

🟩 Limited / no existing collaboration = H scope

🟨 Existing collaboration but potential to explore more = M scope

🟥 Existing collaboration across both CC and CFS = L scope

* Not including specific police/fire operational collaboration

Gloucestershire high level collaboration matrix

Collaboration Theme	Police–Fire (GC/GFRS)	Fire-Fire	Fire-Other	Police-Police	Police-Other	RAG
Corporate Performance						🟩
Change Team						🟩
Contracts Management						🟩
Information Sharing	✔ NILO ✔ Joint Protocols		✔ (MASH)	✔ (Cyber Crime)	✔ (MASH)	🟧
Media & Comms						🟩
Legal						🟩
Occupational Health						🟩
Audit		✔ Home Office Inspectorate (future)				🟩
Information Management						🟩
Change Team						🟩
Contracts Management						🟩

Key:

- ✔ Existing collaboration
- ✔ Proposed / pilot collaboration
- 🟩 Limited / no existing collaboration = H scope
- 🟧 Existing collaboration but potential to explore more = M scope
- 🟥 Existing collaboration across both CC and CFS = L scope

* Not including specific police/fire operational collaboration

Current Police and Fire Collaboration in Gloucestershire

Collaboration initiative	Partners (GFRS with)	Detail
Transport and Logistics	SW Ambulance and Police	Tri Services Garage
Co-location and estates sharing	Police	Tri Services Control Room – Integration between services is limited and SW Ambulance service has withdrawn from this
Paws on Patrol	Police	Crime prevention and fire reduction
Road Safety – Drive for Life	Police	Joint delivery to schools
Aston Project	Police	Joint intervention youth diversion
Anti-slavery working party	Police	Working group
Joint Training	Police	Joint training – specials/Fire Road Safety & RTCs
Skillzone	Police and Council	Safety Education Centre – Joint resourcing
Concern for Safety	Police Ambulance	Access for Ambulance staff in secured premises
Operational Tindale	Police	Smartwater and Smoke alarm installations
Safety Advisory Group	Police And Local Authorities	Major events collaboration
Joint Visits	Police	Work between GFRS and GlosPol CSO's to refer mutually, and carry out joint visits, particularly referrals for hoarding + Joint visits, also assessing safeguarding concerns.
Arsons	Police – PCSO's	Joint response to arsons in Lechlade-CEV and NEV staffed by PCSO's & Firefighters
Telecare	Police	Nearest available resource to check on initial concern for safety - Protection of the most vulnerable within our communities

Potential Future Police and Fire Collaboration in Gloucestershire

Collaboration initiative	Partners (GFRS with)	Detail
Search Officers	Police	Objective would be to have joint trained Search Officers. GFRS have been involved in training with the Police Hazardous Area Search Team e.g. GFRS Swift Water Rescue involvement with training
Scientific investigations	Police	Joint trained officers in Scientific investigations e.g Arson or other crime type, RTC
Maximising existing partnerships	Police, Council, Various others through the Partnership boards	Effective membership of key partnerships and maximising opportunity – 30 different partnerships in the county are we making the most of collaborative working… Collaborate, Innovate , Integrate
Enhancing Community Safety	Police and Council	Greater use of Skill Zone building upon the work which it currently does to support harm reduction
Harm Reduction	Police	Creation of a harm reduction Hub which is jointly staffed
Police and Fire Plan	PCC	Creation of a Police and Fire plan
ESN radio system-better joint comms (JESIP)	Police	Increased interoperability - Enhanced emergency response when system is implemented (Potentially 2019)

The above table is based on suggestions from stakeholders. Further national examples of opportunities are in the Emergency Services Working Group, and could be relevant to Gloucestershire.

Current Gloucestershire Police and other Police Force collaboration initiatives

Collaboration initiative	Partners (Gloucestershire Police and)	Detail
Cyber Crime	Durham and Essex	Shared Platform to share information

Future / Potential

Collaboration initiative	Partners (Gloucestershire Police and)	Detail

Current Gloucestershire Fire and Rescue / other agencies collaboration initiatives

Collaboration initiative	Partners	Detail
Protection/Prevention	NHS / Council	Safe and Well Visits – Falls Assessments, Social Isolation, Cold Homes, Eye Checks, Security e.g. Locking Windows, Telecare (Informal Responder 1500 Users) and Concerns for Safety calls
Estates	Council / NHS	Skillzone – Safety Education Centre
Fleet	SW Ambulance / Police	Tri- Services – Workshop for vehicle management however integration across partners is limited
Pensions administration (non-operational staff) and payroll	Council	Payroll Services provided by the Council
Training	Avon FRS and Devon and Somerset FRS	Joint Training Centre
First Response	SW Ambulance	GFRS provide a First Response service in a number of more rural areas. These include cardiac cases and the service is run at full cost recovery from SW Ambulance service
Community Safety Partnerships (CSP)	Council	Aim to develop Trust, Confidence and Engagement. Quarterly meetings for each district
		Work between GFRS and GlosPol CSO's to refer mutually, and carry out joint visits, particularly referrals for hoarding + Joint visits, also assessing safeguarding concerns
Road Safety - National Driver Offender Retraining	Road Safety Partnership	Continuous delivery at Fire Stations across Gloucestershire by Road Safety Partnership

OPCC Media Engagement

Area	Details
OPCC Twitter	@Glos_OPCC - general https://twitter.com/Glos_OPCC @GlosPCC – Martin Surl https://twitter.com/GlosPCC @GlosDeputyPCC – Chris Brierley https://twitter.com/GlosDeputyPCC
OPCC Facebook	Office of the Police and Crime Commissioner for Gloucestershire https://www.facebook.com/GlosOPCC/
PCC Martin Surl's column in local newspapers: Gloucester Citizen/Gloucestershire Echo Every 3rd Friday	'Between the Lines' Example: https://www.gloucestershire-pcc.gov.uk/latest-news-media-martins-blog/the-cavern-a-youth-club-for-the-21st-century/
Webcasts A discussion between PCC Martin Surl, Dep PCC Chris Brierley, Chief Exec Paul Trott and senior members of Gloucestershire Constabulary, broadcast live	Most recent: Stroud District Council Chamber – Wednesday 29 March 2017 http://c.connectedviews.com/03/SitePlayer/sdc?session=9784
Webchats Online Q&A between PCC Martin Surl, CC Suzette Davenport and members of the public, via the OPCC/Constabulary website	Most recent: Wednesday 29 March 2017 https://www.gloucestershire-pcc.gov.uk/how-to-get-involved/webchats/
Community Engagement Roadshows – from May onwards. Members of the OPCC meeting the public, answering questions etc (a work in progress)	Upcoming: Staunton, Forest of Dean 23 May 2017