



AUTHOR: Ruth Greenwood, Policy Officer, OPCC

DECISION NUMBER: D04/2019

SPONSOR: Paul Trott, Chief Executive, OPCC

SUBMITTED TO: Martin Surl, Police & Crime Commissioner for Gloucestershire

SUBJECT: GFRS Governance Review

EXECUTIVE SUMMARY:

In September 2018, the PCC announced his decision to reopen analysis into the benefits and risks of a change in governance for Gloucestershire Fire and Rescue Service (GFRS). This is in line with Part One of the Policing and Crime Act 2017. The Act includes provisions that enable Police and Crime Commissioners to take on responsibility for the governance of Fire and Rescue Services in their area, where a case is made. Three options are open to consideration. These are:

- **Representation model:** where the PCC would become a formal part of the existing governance for fire and rescue within GCC, with full voting rights.
- **Governance model:** where the PCC takes on responsibility for fire and rescue as the Police, Fire and Crime Commissioner. Police and fire would retain their own chief officers and staff and be operationally independent of each another.
- **Single employer model:** where the PCC would take on responsibility for fire alongside the police and also appoint a single chief officer for both services. Front-line services would remain distinct but support services would be increasingly integrated.

The review assessed the three options in the Act against a number of Critical Success Factors (CSF) and concluded the Governance Model was the best option for driving change, efficiencies, and increased effectiveness along with benefits in terms of public safety.

Following the publication of a draft business case proposing a change in governance on 07/11/18, members of the public and stakeholders were given the opportunity to share their views and feedback. The draft business case has been subsequently reviewed to reflect the views shared during the consultation phase.

Due to the history of voluntary collaboration in Gloucestershire and the outcome of the review against the CSFs, the final business case (*The case for changing Gloucestershire Fire and Rescue Service governance: Moving forward together for a safer Gloucestershire*) recommends that there is a case for change to the Governance Model. Feedback from the

consultation phase supports this view.

Following completion of the final business case, the APAC²E guidance: [Police and Fire Business Case – Guidance for OPCC Chief Executives](#) states that: “If the PCC wishes to proceed with their proposal having taken into account consultation responses, they will submit a final business case to the Secretary of State. The Secretary of State will then be required to consider whether the proposed transfer is in the interests of economy, efficiency and effectiveness, or public safety” (page 11).

RECOMMENDATION:

The recommendation is for the PCC to submit the final business case: *The case for changing Gloucestershire Fire and Rescue Service governance: Moving forward together for a safer Gloucestershire* to the Home Secretary.

OUTCOME/APPROVAL BY:

Signature:



Date: 14/02/19

Police and Crime Commissioner for Gloucestershire

| | |
|--|------|
| <p>Public Access to Information</p> <p><i>Information in this form and associated reports is subject to the Freedom of Information Act 2000 and the Elected Local Policing Bodies (Specified Information) Order 2011. Where it has been indicated that this is a decision of significant public interest, all of this form except Part Two will be made available on the website of the OPCC.</i></p> <p><i>Any information that should not be automatically available on request should not be included in Part One but instead on a separate Part Two form.</i></p> | |
| <p>Is this a decision of significant public interest?</p> <p><i>This includes a decision with any impact on the community, expenditure in excess of £50,000, or any decision that would be of obvious interest to the media or the general public</i></p> | Yes. |
| <p>Is there a Part Two form?</p> <p><i>This section should only include information that, if published:</i></p> <ul style="list-style-type: none"> <i>a) would, in the view of the chief officer of the police, be against the interests of national security;</i> <i>b) might, in the view of the chief officer of police, jeopardise the safety of any person;</i> <i>c) might, in the view of the chief officer of police, prejudice the prevention or detection of crime, the apprehension or prosecution of offenders, or the administration of justice; or</i> <i>d) is prohibited by any enactment.</i> <i>e) breaches commercial sensitivity</i> | No. |

| ORIGINATOR CHECKLIST (MUST BE COMPLETED) | Comments including who has approved the report if applicable |
|---|--|
| Has legal advice been sought on this submission if required? | Yes via Chief Executive of the OPCC |
| Has the Chief Finance Officer been consulted, if required? | Yes |
| Have equality, diversity and human rights implications been considered, as appropriate? | Yes. See supporting document 09.Equality Impact Assessment. |
| Is the recommendation consistent with the objectives of the Police and Crime Plan? | <p>Yes. The PCC included the following section in the 2017/21 Police and Crime Plan (page 6 and 7):</p> <p><i>“There are a number of additional responsibilities that are likely to be devolved to Police and Crime Commissioners during my new term of office, these include ... Fire and Rescue – the Policing and Crime Bill will, in addition to the above, support a number of measures including further collaboration between the</i></p> |

| | |
|---|---|
| | <p><i>police, fire and rescue and ambulance services.</i></p> <p><i>Beyond this there is also the potential for Government to devolve further responsibilities to PCC s for oversight and control of the Fire and Rescue Service.”</i></p> |
| Has consultation been undertaken with people or agencies likely to be affected by the recommendation? | <p>Yes. See supporting documents:</p> <ul style="list-style-type: none"> • 01. Communication and Stakeholder engagement plan • 02. Chronology of media and engagement activity • 03. Correspondence from GCC (GFRS FA) • 04. Stakeholder feedback (with responses where applicable) • 05. Results of the online survey • 06. Results of the on-street survey • 08. Results of paper survey (libraries) |
| Has communications advice been sought on areas of likely media, community, staff or partner interest and how they might be managed? | Yes. See supporting document 01. Communication and Stakeholder engagement plan. |
| Have all relevant implications and risks been considered? | Yes. See supporting document 10. Risk Register |

PART ONE – For publication

1. Purpose of the report

The purpose of this report is to present the final business case recommending a change in governance of Gloucestershire Fire and Rescue Service from the current County Council model to the Governance Model, as detailed in the Policing and Crime Act 2017. Should the PCC be in agreement with the recommendation, he should then submit the document *The case for changing Gloucestershire Fire and Rescue Service governance: Moving forward together for a safer Gloucestershire* to the Home Secretary.

2. Background

In September 2018, the PCC announced his decision to reopen analysis into the benefits and risks of a change in governance for Gloucestershire Fire and Rescue Service (GFRS). This is in line with Part One of the Policing and Crime Act 2017. The Act includes provisions that enable Police and crime Commissioners to take on responsibility for the governance of Fire and Rescue Services in their area, where a case is made. Three options are open to consideration. These are:

- **Representation model:** where the PCC would become a formal part of the existing governance for fire and rescue within GCC, with full voting rights.
- **Governance model:** where the PCC takes on responsibility for fire and rescue as the Police, Fire and Crime Commissioner. Police and fire would retain their own chief officers and staff and be operationally independent of each another.
- **Single employer model:** where the PCC would take on responsibility for fire alongside the police and also appoint a single chief officer for both services. Front-line services would remain distinct but support services would be increasingly integrated.

The review assessed the three options in the Act against a number of Critical Success Factors (CSF) and concluded the Governance Model was the best option for driving change, efficiencies, and increased effectiveness along with benefits in terms of public safety.

Following the publication of a draft business case proposing a change in governance on 07/11/18, members of the public and stakeholders were given the opportunity to share their views and feedback. The draft business case has been subsequently reviewed to reflect the views shared during the consultation phase.

Due to the history of voluntary collaboration in Gloucestershire and the outcome of the review against CSFs, the final business case (*The case for changing Gloucestershire Fire and Rescue Service governance: Moving forward together for a safer Gloucestershire*) recommends that there is a case for change to the Governance Model. Feedback from the consultation phase supports this view.

3. Recommendation(s)

The recommendation is for the PCC to submit the final business case: *The case for changing Gloucestershire Fire and Rescue Service governance: Moving forward together for a safer Gloucestershire* to the Home Secretary.

4. Financial and resource implications

The following sections in the final business case detail financial implications of a change in governance:

- 3 (Our recommendation);
- 6 (Financial information)
- 7 (Transfer details); and
- 8 (Delivery).

5. Risk assessment

Please see supporting document 10. Risk Register:

6. Equality & Diversity impact assessment

Please see supporting document 09. Equality Impact Assessment:

7. Environmental impact assessment

N/A. The business case does not propose any change to operational activity for either Gloucestershire Constabulary or Gloucestershire Fire and Rescue Service. A change in governance for GFRS will have no impact on the environment.

8. Consultation

Details of consultation activity and results can be found in Appendix G of the final business case and in the following documents:

- 01. Communication and Stakeholder engagement plan
- 02. Chronology of media and engagement activity
- 03. Correspondence from GCC (GFRS FA)
- 04. Stakeholder feedback (with responses where applicable)
- 05. Results of the online survey
- 06. Results of the on-street survey
- 08. Results of paper survey (libraries)

9. Discussed with Communications & Engagement

Throughout the process of business case development, consultation has also taken place with the Head of Public Affairs and the OPCC Media and Communications Advisor and OPCC Communications and Engagement Officer.

Please also see supporting document 01. Communication and Stakeholder Engagement Plan:

10. Conclusion

As stated in the APAC²E guidance: [Police and Fire Business Case – Guidance for OPCC Chief Executives](#) states that: *“If the PCC wishes to proceed with their proposal having taken into account consultation responses, they will submit a final business case to the Secretary of*

State. The Secretary of State will then be required to consider whether the proposed transfer is in the interests of economy, efficiency and effectiveness, or public safety” (page 11).

The recommendation is therefore for the PCC to submit the final business case: *The case for changing Gloucestershire Fire and Rescue Service governance: Moving forward together for a safer Gloucestershire* to the Home Secretary.

SPONSORING BOARD MEMBER APPROVAL

Name: Paul D. Trott

Job title: Chief Executive

Signature: 

Date: 13 February 2019

CHIEF EXECUTIVE APPROVAL

I am satisfied that relevant advice has been taken into account in the preparation of the report and that this is an appropriate request to be submitted to the PCC.

Signature: 

Date: 13 February 2019