



**ORIGINATOR: CHIEF EXECUTIVE**

**DECISION NUMBER: 25 - 2017**

**REASON FOR SUBMISSION: FOR DECISION**

**SUBMITTED TO: POLICE AND CRIME COMMISSIONER**

**SUBJECT: POLICE AND FIRE GOVERNANCE INTEGRATION**

**SUMMARY:**

1. The Policing and Crime Act 2017 enables Police and Crime Commissioners to take on responsibility for fire and rescue services in their area where a local case is made.
2. The PCC commissioned an options appraisal to ascertain whether there is a local case in the interests of efficiency, economy and effectiveness, or public safety.
3. The PCC having considered the Options Analysis produced by PA Consulting has decided that he will not, for the foreseeable future, proceed with a local business case to pursue a change of governance in respect of the fire service. Rather he will explore and, where possible, deliver against the actions and recommendations contained within the Options Analysis.
4. This Decision Paper formalises the PCC's consideration of the Options Analysis and the decision he has taken.

**RECOMMENDATION:**

It is recommended that the PCC approves this Decision Paper as the record of his decision upon the Options Analysis and as specifically set out in section 6.

**APPROVAL BY: PCC**

The recommendation set out above is agreed.

**Signature**

*Tim Parmore*

**Date 08/09/2017**

## **DETAIL OF THE SUBMISSION**

### **1. INTRODUCTION:**

- 1.1 The Policing and Crime Act 2017 places a statutory obligation on emergency services to collaborate and further enables Police and Crime Commissioners (PCCs) to take on responsibilities for fire and rescue services in their area where a local case is made. There is no statutory requirement to require PCCs to take on such responsibilities, it being for individual PCCs to consider whether to bring forward a proposal demonstrating how a transfer of governance would be in the interests of economy, efficiency and effectiveness, or public safety.
- 1.2 Where a PCC is interested in putting in place arrangements involving a transfer of governance they will need to complete a number of statutory steps. The policy background, duty to collaborate, options for governance available to a PCC, and the statutory steps are explained in Section 1 of the "Guidance for OPCC Chief Executives – Police and Fire Business Case" published by the Association of Policing and Crime Chief Executives. Section 1 is attached to this Decision Paper at Appendix 1.
- 1.3 In Suffolk, the Constabulary and Fire and Rescue Service has collaborated for a number of years. More recently, since 2015 this collaboration activity has been formalised through the Blue-Light Integration Programme which is a tri-partite programme which includes the East of England Ambulance Service.
- 1.4 Notwithstanding the collaborative work that has already been achieved the PCC is committed to exploring further the potential opportunities that have been presented by the new legislation. Accordingly the PCC undertook a procurement process to have an options appraisal undertaken to ascertain whether there is a local case which is in the interests of efficiency, economy and effectiveness, or public safety, of either the police or the fire and rescue service, and if appropriate, would support a Police and Fire full business case for consideration by the Home Secretary.
- 1.5 PA Consulting were appointed to undertake the options appraisal.

## **2. OPTIONS APPRAISAL:**

- 2.1 PA Consulting commenced their work in early June 2017 and presented their Options Analysis in August 2017, attached as Appendix 2.
- 2.2 The Executive Summary of the Options Analysis (see p4 of Appendix 2) summarised the options under the Policing and Crime Act 2017 as follows:

### **"The options**

The 2017 Act provides for three new governance options for fire. The representation model and single employer options are not considered to deliver sufficient benefits or be viable. As such, the detailed options assessment focusses on the two viable options for Suffolk: no change versus the governance model, in which a new Fire and Rescue Service (FRS) entity would be created and governed by the PCC.

Governance change could bring additional benefits to Suffolk. The Governance model would make more joined-up emergency service strategic planning more likely. It would also enable the mechanisms used by the PCC to engage with the public to apply to fire, and increase direct visibility of scrutiny and accountability to the public. The introduction of a separate precept for fire, as part of the transfer to the governance model, could also bring a greater degree of medium term financial certainty and protect fire from longer-term County Council budgetary pressures.

However, implementing the governance option would come with implementation costs and risks. Specifically for Suffolk, there are a number of risks in relation to the Private Finance Initiative (PFI) contract where there is an unfunded residual liability of £2.3m, capital reserves and negotiation of a precept. Given the extent of collaboration to date, the scope for further short-term financial benefits from a governance change are also limited. The earliest the change could be implemented is April 2019."

- 2.3 The Options Analysis then progressed to cover the conclusions and recommendations:

### **"Conclusions and recommendations**

Given the risks and complexities involved in a transfer of governance of a county model, our view is that the case for change in governance for Suffolk needs to be stronger than for an FRS governed through a combined authority model. Our analysis indicates a governance change could deliver additional benefits for Suffolk. However, when balanced against the transition effort and risks of making a change, we believe there is insufficient evidence to suggest a governance change at this point in time would be clearly in the interests of economy, efficiency, and effectiveness; or public safety. There are, however, a number of recommended options available to the PCC including undertaking further work with Suffolk County Council (SCC) to better understand the unknown financial risks before making a decision to pursue a Local Business Case (LBC) or not pursuing the LBC at this point, and instead focussing on progressing the areas identified where improvements could potentially be made without a change in governance."

- 2.4 In the substantive conclusion of the Options Analysis (see p46 of Appendix 2) it is stated:

"The assessment of the no change option versus the governance option is quite finely balanced and does not provide a compelling case for change for Suffolk at this stage. There is limited evidence to suggest that implementing the governance option would, at this point in time, be sufficiently in the interests of economy, efficiency, and effectiveness; or public safety and there would be a number of significant known risks

involved in making a change in addition to several unknown risks, which could result in additional complexities.

#### **The case for change in Suffolk is finely balanced**

- Nationally, statutory requirements and the policy picture is driving a renewed focus on emergency services collaboration and a re-assessment of governance.
- However, recent events (Grenfell Tower, a general election and various terror attacks) may influence the national position.
- Locally, Suffolk Fire and Rescue Service (SFRS) is already a low cost service – it has been comparatively unaffected by recent SCC budget pressures but there is an opportunity to bring a greater medium term financial certainty beyond 2020.
- Relationships amongst public service partners at a strategic and political level are strong in Suffolk compared to other areas.
- Collaboration in Suffolk and across the region is already advanced and additional collaboration opportunities in the short term are limited.
- A change in governance could contribute to driving transformational public and emergency service delivery.
- The Norfolk PCC is currently developing an options analysis exploring fire governance opportunities the outcome of which could have implications for existing SC collaboration agreements.
- There are opportunities to improve SFRS performance mechanisms but the new Her Majesty's Inspectorate for Constabulary and Fire and Rescue Services (HMICFRS) will also drive consistency and improvements nationally.
- There is an opportunity to ensure SFRS governance is more transparent and accountable to the public.

#### **Implementing the governance option would be complex**

The Governance option represents a major change and the possible benefits must be considered against the risks and challenges of making a change and the negotiations required as part of any transfer are likely to be difficult and complex:

- There would be financial / commercial risks particularly with the PFI contract, SFRS reserves and a separate precept for fire. The extent of these risks is currently unknown and would require further work and negotiation to understand.
- There are potential diseconomies of scale with regards to support service provision but the extent of this is currently unknown.
- There would be one off implementation costs for PCC and SCC.
- There would be recurrent costs within the Office of the Police and Crime Commissioner (OPCC) to service the needs of fire.

In addition the national picture is not yet clear – political change and the recent Grenfell fire may influence the direction of travel of emergency services collaboration and/or changes to fire and rescue services in the future.

This does not mean, however, that we recommend the status quo and there are a number of next step options available to the PCC:

1. Proceed to developing a full Local Business Case with the governance model as the preferred option
2. Undertake further work to assess the extent of the unknown risks (e.g. financial risks, likely approach to support service provision, possible reserves and precept, clarification of future local government financing position, Norfolk's position in relation to the governance options) and then take a more informed decision whether to proceed to develop a full local Business Case
3. Not pursue the full Local Business Case at this point, and instead focus on progressing the areas identified where improvements could be made without a

governance change (see following slide), review progress after 12 months, and then if appropriate reassess the case for governance change.

**Based on our assessment, there is not enough evidence to support option 1 and therefore we recommend the PCC considers either option 2, and undertakes further work to understand the risks, or option 3 and pursues the improvement opportunities without a formal governance change."**

- 2.5 The Options Analysis (p47 of Appendix 2) then proceeds to set out:

**"Actions or recommendations for the PCC and SFRS to consider**

There are a number of recommended actions for the PCC to consider jointly with SFRS and SCC that could deliver benefits beyond the status quo without the complexities and risks involved with making a formal governance change.

**Actions for the PCC to consider**

In the short term it is recommended that the PCC works with SFRS and SCC to:

- Align appropriate strategic objectives in the SFRS and PCC strategic plans – both organisations are currently consulted on each other's respective plans but working closer together as part of the strategic planning processes could align objectives and help both organisations jointly deliver a shared set of outcomes for Suffolk.
- Commission a review of the approach to community safety in Suffolk to:
  - Understand the joint Suffolk public services demand and shared risk in relation to vulnerability (we believe work is already underway within SCC to assess demand and it is important that Suffolk Constabulary (SC) is included as part of this analysis).
  - Identify duplication of strategic leads within the community safety structures across SC, SCC and SFRS and opportunities to consolidate these roles into the appropriate lead organisation in areas such as domestic abuse, e-safety, sexual exploitation and PREVENT.
  - Understand the full extent of prevention work delivered across SC, SFRS and SCC to assess the opportunities for a formal brigaded approach or at the very least improve cross service awareness of vulnerability, increasing the number of 'eyes and ears' on the ground and empowering staff to provide cross service prevention advice.
  - Review the current co-location arrangements. SCC and SFRS staff are rarely located at Landmark House due to alternative office space at Endeavour House and security and access issues for SFRS volunteers and zero hours staff – this will be limiting the benefits of co-location and identification of additional collaboration/integration opportunities.
- Consider the long-term strategic options for police and fire emergency control rooms in Suffolk and understand the associated risks of each option.
- Consider the long-term delivery of public services in Suffolk to understand the viable options for a whole-system approach to service delivery.
- When appropriate liaise with the Norfolk PCC to understand the outcome of the Norfolk police and fire governance options analysis and assess the possible long

term implications for the existing SC and Norfolk Constabulary (NC) collaboration agreements including support service delivery.

#### **Actions for SFRS to consider**

In addition to working with the PCC on the above points it is recommended that SFRS considers:

- Reviewing its performance management mechanisms including Key Performance Indicators (KPIs) and targets in to improve performance transparency and accountability in advance of the introduction of the HMICFRS fire inspection regime.
- Revisiting with SCC the opportunity for a separate precept for fire which would make the cost of fire services in Suffolk more transparent. This would also make any future transition of fire from SCC less complex.
- Consider formally inviting the PCC to sit on the Fire Steering Group.”

### **3. FINANCIAL IMPLICATIONS:**

- 3.1 All relevant financial implications are explained in the Options Analysis at Appendix 2.

### **4. OTHER IMPLICATIONS AND RISKS:**

- 4.1 All relevant issues and risks are explored in the Options Analysis at Appendix 2.

### **5. APPENDICES:**

5.1 Appendix 1

Guidance for OPCC Chief Executives – Police and Fire Business Case, Section 1 published by the Association of Policing and Crime Chief Executives.

5.2 Appendix 2

PA Consulting – Police and Fire Governance Integration – Options Analysis.  
Version 1.2. 27 August 2017.

### **6. PCC'S DECISION:**

- 6.1 The PCC having received the Options Analysis discussed it with officers of the OPCC and the Chief Constable. He then consulted with the Chief Fire Officer of SFRS and the Cabinet Member for Environment and Public Protection for SCC. As a result of these discussions and his consideration of the Options Analysis he has determined as follows.
- 6.2 He accepts the conclusion set out in the Options Analysis and the reasons presented that the assessment of the no change option versus the governance option does not provide a compelling case for change for Suffolk at this stage.
- 6.3 Further he accepts that upon the reasons presented there is limited evidence to suggest that implementing the governance option would be sufficiently in the interests of economy, efficiency and effectiveness; or public safety and there would

be a number of significant known risks involved in making a change in addition to several unknown risks.

- 6.4 Accordingly, he does not intend, for the foreseeable future, to proceed to producing a full local business case. Rather he wishes to build upon the collaboration programme that already exists between police and fire (see para 1.3 above) and, rather than pursuing a full business case at this point, focus upon developing and enhancing the existing collaboration programme by exploring and where appropriate progressing the actions and recommendations set out in the Options Analysis.
- 6.5 The Cabinet Member and the Chief Fire Officer have given a commitment to work with the Chief Constable and the PCC to explore and where possible, deliver against the actions and recommendations and further develop and enhance delivery under the existing collaboration programme. A date has been set for the PCC and the leadership of OPCC, SC, SFRS and SCC to meet to re-calibrate delivery under the collaboration.
- 6.6 Further work to understand the extent of the unknown risks relating to finance and support service provision will be held in abeyance for the time being.
- 6.7 The PCC will continuously review progress against the actions and recommendations in the context of the changing environmental factors and as to whether it would be appropriate at any stage to reassess the case for governance change. These environmental factors include the impact of the new HMICFRS, any implications arising from a decision in Norfolk on police and fire integration and any developments occurring nationally.
- 6.8 The PCC has published the Options Analysis so that all can see the material on which the PCC has based his decision.

ORIGINATOR CHECKLIST (MUST BE COMPLETED)	PLEASE STATE 'YES' OR 'NO'
Has legal advice been sought on this submission?	Yes – The author is a solicitor and the monitoring officer
Has the PCC's Chief Finance Officer been consulted?	Yes
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	Yes
Have human resource implications been considered?	Yes
Is the recommendation consistent with the objectives in the Police and Crime Plan?	Yes
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	Yes. The PCC has fully discussed and considered the Options Analysis with officers of the Office of the PCC, the Chief Constable and the Suffolk Fire and Rescue Service and the Suffolk County Council.
Has communications advice been sought on areas of likely media interest and how they might be managed?	Yes. A communications statement that has been discussed with the agencies immediately above will be released as this decision is published.
Have all relevant ethical factors been taken into consideration in developing this submission?	Yes

In relation to the above, please ensure that all relevant issues have been highlighted in the 'other implications and risks' section of the submission.

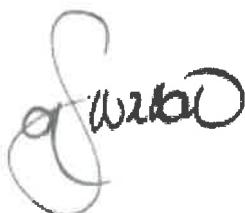
**APPROVAL TO SUBMIT TO THE DECISION-MAKER** (this approval is required only for submissions to the PCC).

**Chief Executive**

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:** pp

**Date** 08/09/2017





This document will be reviewed at regular intervals. This version revised: 13/02/2017

## Section 1: Context and Business Case Process

### 2. Policy Background

Closer collaboration between the police, fire and rescue and emergency ambulance services can bring real benefits to the public and help each service better meet the demands and challenges they face. Whilst there are a number of good examples of collaboration between the emergency services locally, as set out within the Emergency Services Collaboration Working Group's National Overview of Collaboration<sup>1</sup>, there is a clear expectation from Government that more needs to be done by the services to ensure collaborative working becomes the norm.

Building on the Government's manifesto commitment to "*enable fire and police services to work more closely together and develop the role of our elected and accountable Police and Crime Commissioners*", the Policing and Crime Act 2017<sup>2</sup> ("the Act") introduces a raft of measures to enable the emergency services to meet this ambition. These include:

1. A new statutory duty on the police, fire and rescue and emergency ambulance service to keep opportunities to collaborate under review and a requirement to collaborate with one another where it is in the interests of either their efficiency or effectiveness.
2. Enabling PCCs to be represented on their local fire and rescue authority(s) (FRA) (or their committees) with full voting rights, subject to the consent of the FRA.
3. Enabling PCCs to take responsibility for the governance of their local fire and rescue service, where a local case is made setting out how the transfer is in the interests of economy, efficiency and effectiveness, or public safety. This will provide more direct accountability to the public and accelerate local collaboration [the governance model].
4. Additionally providing for PCCs to delegate their fire and rescue functions and employment of fire and rescue staff to a single chief officer for both policing and fire to maximise the benefits of collaboration between the two services [the single employer model]. Again, this will require a PCC to prepare a local case setting out how operating the single employer model will be in the interests of economy, efficiency and effectiveness or public safety.

The Government is not mandating local areas to take up any of these options. The provisions in the Act are locally enabling; recognising that local leaders are best placed to identify what would work best in their areas. At the same time, the

<sup>1</sup> <http://publicservicetransformation.org/resources/emergency-services-collaboration/609-emergency-service-collaboration-working-group>

<sup>2</sup> <http://www.legislation.gov.uk/ukpga/2017/3/contents/enacted>

Government fully expects local areas to have carefully considered all opportunities for driving further collaboration between the police and fire and rescue service.

Should a PCC wish to pursue governance of fire and rescue under either the governance or the single employer model, they will need to prepare a business case, consult locally on their proposals and submit their case to the Secretary of State. Where the Secretary of State is satisfied that the proposal is in the interests of economy, efficiency and effectiveness, or public safety, an order<sup>3</sup> will be laid before Parliament giving effect to the chosen model of governance. This guidance covers this process.

## **2.1 Duty to Collaborate**

The Act places a new statutory duty on the police, fire and rescue and emergency ambulance services to:

- i) keep collaboration opportunities under review;
- ii) notify other emergency services of proposed collaborations that could be in the interests of their mutual efficiency or effectiveness; and
- iii) give effect to a proposed collaboration where the proposed parties agree that it would be in the interests of their efficiency or effectiveness.

The duty is broad to allow for local discretion in how it is implemented and recognises that local emergency services are best placed to determine how to collaborate for the benefit of their communities. However, it sets a clear expectation that collaboration opportunities should be pursued.

The new duty does not preclude wider collaboration with other local partners, such as local authorities and wider health bodies. To reflect their wider role, ambulance trusts are required to consider the impact of the proposed collaboration on their wider non-emergency functions and the NHS when determining if it would be in the interests of their efficiency or effectiveness.

It is anticipated that guidance around the new duty on emergency services to collaborate will be produced some time in 2017.

## **2.2 FRA Representation**

Where a PCC has not taken on responsibility for fire but wishes to enhance collaboration between policing and fire, the Act will enable them to be represented on their local FRA(s) (or its committees) subject to the consent of the FRA.

The PCC can be represented on any FRA wholly or partly within their police area. This may mean that PCCs are represented on more than one FRA or that an FRA might have more than one PCC represented on it (for example, the Devon and Cornwall PCC and Avon and Somerset PCC could both be represented on the Somerset FRA).

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<sup>3</sup> Referred to in this guidance as a section 4A/4H order.

A PCC is not required to submit a business case to the Secretary of State in order to be represented on their local FRA, but should make their request to the FRA locally. This could involve, for example the PCC writing to the FRA setting out the reasons why they wish to be represented on the FRA. An FRA will be required to consider any request from a PCC and publish the reasons for its decision to either agree or refuse the PCC's request.

Where the FRA is a county council, section 7 of the Policing and Crime Act 2017 has made amendments to local government legislation to enable this procedure to be followed. The position is the same for a metropolitan county fire and rescue authority.

In the case of a combined FRA, an earlier step is required which is for the Secretary of State to make an order varying the existing scheme constituting the FRA. The combined FRA would need to write to the Secretary of State to request this. The above procedure will then need to be followed following the variation.

The PCC would be a member for the purposes of the decisions of the authority as a FRA and could speak and vote on these matters. The FRA will have the ability to adjust membership for political balance where necessary and Government Ministers were clear during passage of the Act that they do not consider this a reason to refuse a request. There is not a general mechanism that applies to all FRAs to adjust their membership for political balance. In the case of a combined FRA, membership can be adjusted by amending the scheme. For a constituent authority, it may be possible, for example to re-adjust political balance by appointing an extra member or changing the member for a constituent authority by agreement.

### **2.3 PCC Governance of Fire and Rescue Authorities**

The Act will enable a PCC to take on the responsibilities of the FRA(s) in their area where a local case is made that it is in the interests of efficiency, economy and effectiveness, or public safety.

A PCC who has taken on responsibility for fire will occupy two separate corporations sole. They will retain their existing functions and duties as a PCC, but will additionally become the FRA for the area – referred to as a PCC-style FRA. It is important to note that the two offices will not be merged into one. A PCC who is additionally an FRA will be known as the Police, Fire and Crime Commissioner (PFCC). The role of the Police and Crime Panel will also be extended to scrutinise the PCC's fire functions and will be known as the Police, Fire and Crime Panel (PFCP).

In order to take on responsibility for the governance of fire and rescue, the boundaries of the PCC's police area and the boundaries of the FRA or FRAs that the PCC proposes to take responsibility for must be coterminous. A PCC could not propose to take responsibility for just one FRA in areas where there is more than one FRA whose boundaries when taken together are the same as the police area; they need to take responsibility for both (for example, in Sussex the PCC would need to propose to take responsibility for both East and West Sussex FRAs). In such areas, the PCC could propose to take on both FRAs separately or merge them.

Where the PCC's police area and the area of the FRA (or FRAs when taken together) that the PCC proposes to take responsibility for do not align, it would be for local areas to consider how boundaries should be changed before a PCC can take on responsibility for fire and rescue. Changes to FRA boundaries can be included in an order creating the PCC-style FRA. This includes provision for mergers and demergers of existing FRAs and PCC-style FRAs as appropriate. Where a proposal would involve a change to police boundaries, the relevant PCCs would need to bring forward proposals under the Police Act 1996<sup>4</sup>.

The Act provides for PCCs to operate two distinct models where they take on governance of their local fire and rescue service. These can be described as the:

- Governance model; and
- Single employer model

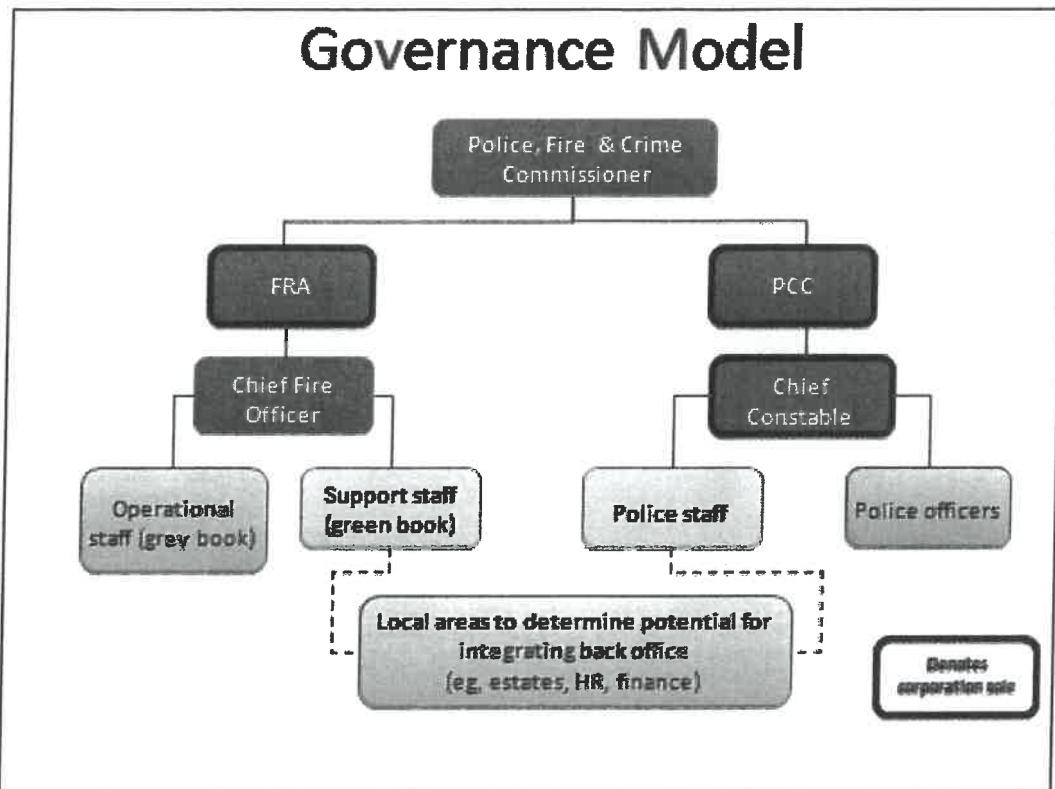
## **2.4 Governance model**

Under this model, the existing FRA will be abolished and its functions transferred to the PFCC, along with fire and rescue personnel, property, rights and liabilities. The PFCC will be the employer of all fire and rescue staff, but in practice would be expected to put in place a chief fire officer (or equivalent) with operational responsibility for the fire and rescue service. The chief constable of the police force for the area will continue to employ all police staff. The distinction between operational policing and fire-fighting will be maintained with the law preventing a full-time police officer from being a fire-fighter remaining in place.

The PFCC will be required to prepare a Police and Crime Plan in respect of their policing functions and under the Fire and Rescue National Framework will be required to prepare a strategic Fire and Rescue Plan in respect of their fire and rescue functions. The PFCC will have to have regard to both plans when discharging their functions, and may decide locally to combine these plans. If the PFCC prepares a joint police and crime and fire and rescue plan, the plan must also set out the FRA's priorities and objectives, for the period of the plan, in connection with the discharge of the authority's functions. The PFCC will also be required to prepare an operational risk management plan, but would be expected to delegate this to their operational chief fire officer (or equivalent).

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<sup>4</sup> <http://www.legislation.gov.uk/ukpga/1996/16/contents>



## 2.5 Single employer model

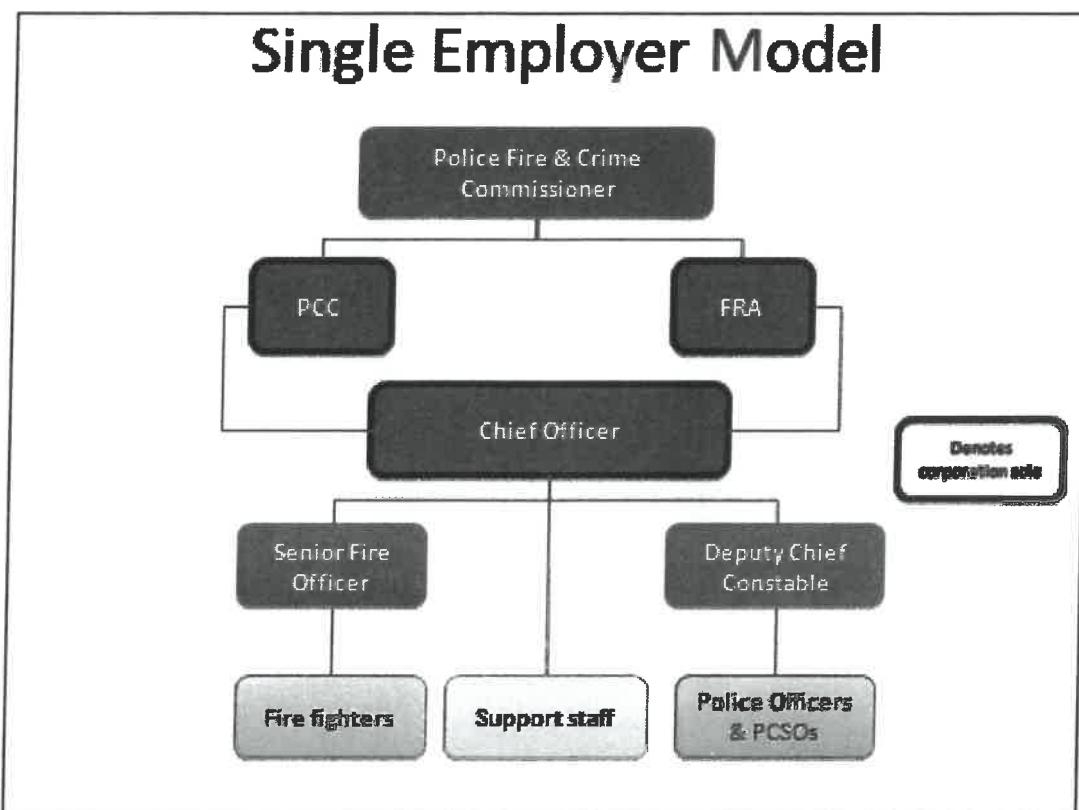
Under this model, the PFCC would appoint a chief constable (who may be operationally known as the “chief officer”) as the head of both the police and fire and rescue service and who would employ both police and fire personnel. In practice, the chief officer may appoint a senior fire officer to lead fire operations and a deputy chief constable to lead police operations, under their command. The chief officer would be accountable to the PFCC for both fire and policing.

The requirement for the role of chief officer to have previously held the office of chief constable will be removed so that both senior police officers and senior fire officers will be eligible to apply for the post of chief officer<sup>5</sup>. Successful applicants from either service will need to meet standards set by the College of Policing<sup>6</sup>.

A chief officer will be able to decide locally whether to designate certain police powers to fire and rescue personnel. In doing so, a chief officer will have to bear in mind that as with the Governance model, the operational distinction between policing and fire-fighting will be maintained with the law preventing a full-time police officer from being a fire-fighter remaining in place.

<sup>5</sup> Policing and Crime Act 2017 (c. 3), Sch.1, para.93

<sup>6</sup> <http://www.college.police.uk/What-we-do/Standards/Pages/standards-guidance.aspx>



## 2.6 Funding

Under both the governance and single employer models, there will continue to be two separate precepts and two separate central funding streams for policing and fire. The PFCC will be required to establish and hold a fire fund, mirroring the existing arrangements for the police fund. The police and fire precepts and funding streams will be paid to the PFCC separately and will form two separate budgets in order to provide clarity and transparency in funding.

Under the single employer model, the PFCC will provide two separate budgets to the chief officer, which the chief officer would need to account for separately. Revenue streams for fire can only be used by the PFCC for delivering their fire and rescue functions, and revenue streams for policing can only be used by the PFCC for delivering their police functions.

Whilst similarly the chief officer can only use revenue streams for fire to deliver fire and rescue functions and revenue streams for policing to deliver policing functions there is still room for budget flexibility under the single employer model. As long as the chief officer can account for the money spent, they can pool funds for collaborative projects such as sharing back office functions or joint estates.

### **3. Business Case Process**

Where a PCC is interested in putting in place either the governance or single employer model, they will need to complete a number of steps and meet a number of requirements set out in the Act. These are explained below.

#### **3.1 Business Case Development**

First, a PCC will be required to prepare a local business case. The business case must include the PCC's assessment of why the transfer of FRA functions to the PCC would be in the interests of either:

- Economy, efficiency, and effectiveness; or
- Public safety<sup>7</sup>

PCCs will need to collect evidence to support their case. This will involve working closely with the FRA(s) in their area to gather the required information. FRAs are under a duty to cooperate with the PCC in the preparation of their business case and provide any information that the PCC might reasonably require. FRAs are entitled to withhold information where they consider sharing it would breach existing obligations of confidence or other restrictions on disclosure.

There is considerable flexibility around the process for drafting a local business case and there are a number of ways a PCC can go about doing this. For example, a PCC may wish to carry out an options appraisal or develop an outline case and send it to stakeholders for comment before proceeding to develop and consult on a full business case. On the other hand, a PCC may already have a preferred option in mind and work closely with the relevant FRA(s) to develop a full business case. Both approaches are equally valid but it will be up to the PCC to decide what works best.

PCCs also have discretion about how to structure their business case but the legislation requires the PCC to make an assessment of how the proposed creation of a PCC-style FRA will meet the statutory tests set out above. Section 2 of this guidance provides information about how a PCC might approach drafting a business case. It adopts the key headings contained in HM Treasury's 'five case' model for public sector business cases - the 'Green Book'<sup>8</sup>, but with an additional section for public safety. It will also include an overview of the additional information that is expected to be included as part of the final business case.

#### **3.2 Consultation**

PCCs are required under the Act to consult on their draft business case. The following chapter of this guidance clarifies, in more detail the consultation duties that fall on a PCC and describes how a PCC may wish to approach meeting these requirements, drawing on best practice and relevant case law.

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<sup>7</sup> This document refers to these as "the statutory tests".

<sup>8</sup> The Green Book and related supplementary guidance can be accessed and downloaded from the Green Book pages of HM Treasury's public web site at: <https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government>

### **3.3 Submitting a case to the Secretary of State**

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. Where a case is made on the basis of economy, efficiency and effectiveness the Secretary of State may not make an order if she considers that it would have an adverse effect on public safety. PCCs may be asked to provide additional information to allow the Secretary of State to form a view about whether the proposal meets these statutory tests.

Where the Secretary of State is satisfied that the statutory tests have been met, the Secretary of State will make an order which abolishes the existing FRA and creates the PCC as the FRA for the area. This order will then be laid in Parliament. The Secretary of State will also need to make transfer schemes (that do not need to be laid in Parliament), to make provision for transfer of staff, property, rights and liabilities. This process may be lengthy and PCCs should bear this in mind when developing local timescales. The PCC is responsible for providing information on the assets and liabilities that are to be transferred from the FRA to the PCC as part of their business case.

From time to time, it may be appropriate for the Secretary of State to modify a PCC's proposal to ensure, for example that they are able to discharge their new fire and rescue powers and duties effectively. The Act enables the Secretary of State to make modifications to a PCC's proposal where it is deemed appropriate. In doing so, the Secretary of State is required to consult the relevant PCC and local authorities on the proposed modifications.

### **3.4 Independent Assessment**

Where one or more of the relevant local authorities<sup>9</sup> <sup>10</sup> in the PCC's area indicate in their response to the consultation that they do not support the proposal, the PCC may still submit their proposal to the Secretary of State but is required under the Act to provide the following additional information:

- Copies of each document provided by the PCC for the purposes of meeting their consultation requirements;
- Copies of representations made by each of the relevant local authorities in response to the PCC's proposal;
- A summary of the views expressed by the people in the PCC's area about the PCC's proposal;

<sup>9</sup> For the purposes of the Act, "local authority" means-

(a) a county council, (b) a district council for an area for which there is no county council, (c) the Council of the Isles of Scilly, or (d) a combined authority established under section 103 of the Local Democracy, Economic Development and Construction Act 2009 which exercises the functions of a fire and rescue authority by virtue of section 105 or 105A of that Act.

<sup>10</sup> "relevant local authority", in relation to a section 4A proposal, means a local authority—

(a) whose area is the same as, or contains all of, the area of the fire and rescue authority proposed to be created by the order, or (b) all or part of whose area falls within the area of that fire and rescue authority.

*This document will be reviewed at regular intervals. This version revised: 13/02/2017*

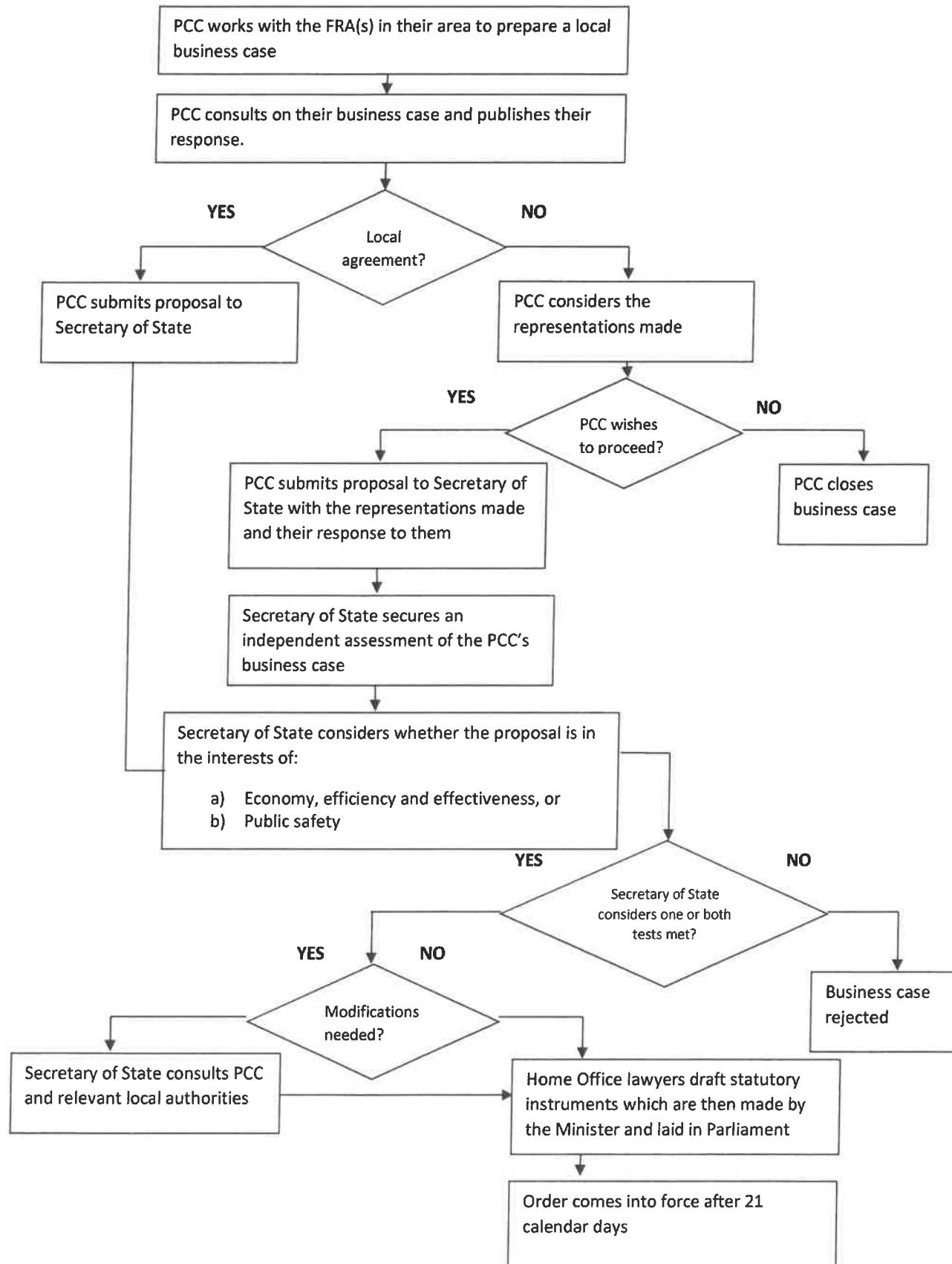
- A summary of the views expressed by:
  - those representing the views of employees who may be affected by the proposal, including fire and rescue personnel and police staff
  - those representing the views of members of the police force who may be affected by a PCC's proposal; and
- The PCC's response to those views and representations.

On receiving the PCC's proposal and this additional information, the Secretary of State would be required to obtain an independent assessment of the PCC's proposal and have regard to its outcomes when deciding whether or not to make an order creating the PCC-style FRA. The Act provides the Secretary of State with flexibility over to whom to appoint to carry out the independent assessment and how it is carried out. It is possible that a PCC will be asked to provide additional information to allow the independent assessor to come to a view about the PCC's proposal.

The Home Office is currently working with partners to develop a framework for how these provisions will work in practice to ensure the process is sufficiently robust and the Secretary of State can base a decision on expert, impartial advice.

The following page provides a process map for establishing a PCC-style FRA.

### 3.5 Business case process map



## **4. Arrangements for Consultation**

### **4.1 Overview**

Prior to submitting a business case to the Secretary of State, a PCC is required to meet a number of consultation duties set out in the Act. These are:

- Consulting each relevant local authority about the business case;
- Consulting people in their local police force area about the business case;
- Consulting those who the PCC considers represent the views of employees who may be affected by the PCC's proposal, including fire and rescue personnel and police staff;
- Consulting those who the PCC considers represent the views of members of the police force who may be affected by the PCC's proposal; and
- Publishing a summary of the PCC's response to the representations and views expressed in response to the consultation.

The Act does not prescribe how PCCs should go about meeting these requirements. This reflects the principle that PCCs are best placed to determine locally how to consult their local communities based on the nature of their case and its complexity. There is, however, related case law and best practice in this area that PCCs may wish to draw on when considering how to discharge their consultation duties.

This section of the guidance provides a brief overview of that relevant case law and best practice. It also highlights additional issues PCCs may wish to consider and steps they may wish to take when consulting on their proposal.

### **4.2 Case law and best practice**

The 'Sedley' criteria, suggested by Stephen Sedley QC, broadly set out the requirements for consultation.<sup>11</sup>

The judge said:

*"...these basic requirements are essential if the consultation process is to have a sensible content. First, that consultation must be at a time when proposals are still at a formative stage. Second, that the proposer must give sufficient reasons for any proposal to permit of intelligent consideration and response. Third ... that adequate time must be given for consideration and response and, finally, fourth, that the product of consultation must be conscientiously taken into account in finalising any statutory proposals."*

These principles have been endorsed by several recent cases<sup>12</sup> and the four criteria (described above) present a set of principles a PCC may wish to observe when conducting a consultation.

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<sup>11</sup> R v Brent London Borough Council, ex p Gunning [1985].

<sup>12</sup> Court of Appeal in R v North and East Devon Health Authority, ex parte Coughlan [2001] and were more recently endorsed by the Supreme Court in R (on the application of Moseley) v London Borough of Haringey [2014].

### **4.3 Government consultation principles**

In January 2016, the Cabinet Office published a revised set of government consultation principles<sup>13</sup>. Whilst intended to give clear guidance to government departments conducting consultations, PCCs may find it useful to apply these principles whilst conducting their own consultation on their business case.

### **4.4 Consultation- issues for consideration**

PCCs may also wish to consider the following issues and suggested steps when carrying out a consultation on their draft proposal:

- **Consulting on options.** As part of the final business case, the Secretary of State would expect to see evidence that the PCC has considered alternative options. With this in mind a PCC may wish to consider, whether in the interests of fairness, it is appropriate to consult on a single option, for example, putting in place the governance model; or alternatively invite views on arguable but discarded alternatives, for example maintaining the 'status-quo' on fire and rescue governance. A PCC should also consider the extent to which the consultation deals in particular with how the perceived advantages of the proposal may be achieved under collaboration arrangements.
- **Providing consultation materials.** PCCs are encouraged to consider publishing copies of their draft business case, in full on their website along with a summary, consultation questions and clear guidance about how to provide written responses.
- **Communicating consultation proposals / conducting the consultation.** PCCs may wish to consider publishing a press release which launches the consultation, followed by sending letters and emails to specific stakeholders notifying them that the consultation has begun. This could be followed by regular updates to stakeholders notifying them of progress and the deadline for responses. Further, a PCC may choose to host bespoke consultation events to provide greater detail on the draft business case and invite discussion from specific stakeholders. A PCC should also give particular consideration to how they will engage with the people in their police area and are encouraged to schedule one or more public meetings.
- **Publishing a consultation response.** Transparency in relation to the publication of a consultation response is important. A PCC is encouraged to ensure that there are adequate arrangements for timely publication. It is suggested that these include publishing, on the PCC's website a report which provides an overview of the number of responses that were received and by whom, along with summary of the main points raised and the PCC's response to those points, including whether the PCC intends to make any changes to the proposal.

Additionally, PCCs may wish to consider the following issues:

- **Minimum consultation duration.** Whilst the Act does not prescribe a minimum consultation length, a PCC should ensure that their consultation

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<sup>13</sup>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/492132/20160111\\_Consultation\\_principles\\_final.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/492132/20160111_Consultation_principles_final.pdf)

lasts for a proportionate amount of time. This will depend on a number of local factors, for example the complexity of the PCC's proposal and the number of stakeholders a PCC wishes to target and elicit responses from during the consultation period.

- **Consultation timing.** PCCs may also wish to consider ensuring that the timing of the consultation affords sufficient opportunity for stakeholders to consider and respond to the draft proposal. For example, this could involve considering whether it is appropriate to consult during the local government pre-election period and if so, affording sufficient opportunity for a local authority with a potentially different political balance to respond.

## 5. Implementation Timescales

There is local discretion over the date on which it is proposed that a PCC-style FRA will be created. Proposed timescales will, however need to have regard to the time needed for the PCC to prepare a business case, consult locally and for the Secretary of State to assess cases and where appropriate, draft the necessary legislation. The Chartered Institute of Public Finance and Accountancy (CIPFA) has advised that transfers at the start of a financial year are preferable to minimise financial complexity, but mid-year transfers are possible so long as any additional transition costs and risks are properly reflected in the business case. CIPFA will be issuing further guidance on accounting issues.

PCCs are advised to allow at least nine months for completing the process - from beginning drafting a business case through to Home Office laying the necessary order. These timescales are, however, indicative and can be either elongated or compressed depending on a number of factors. This includes the approach taken locally to developing and consulting on a business case, which PCCs have considerable flexibility over and the point at which the business case is submitted. In addition, a number of further steps may be required to approve the PCC's proposal, for example, the Secretary of State obtaining an independent assessment, which would likely take an additional 2-3 months.

Timescales will also depend on the PCC-style FRA model proposed by the PCC (for example, governance vs. single employer model) and the point at which the PCC wishes to implement their chosen model - it is considered that a mid-year transfer may take longer to implement. These issues will need to be considered locally and factored into the planning process.

PCCs are advised to contact Home Office officials at the earliest possible point to provide notification of their intention to develop a local business case.





# SUFFOLK CONSTABULARY AND SUFFOLK FIRE AND RESCUE SERVICE

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Police and Fire Governance Integration – Options Analysis

Version 1.2

29<sup>th</sup> August 2017

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## EXECUTIVE SUMMARY

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# Executive summary

In response to the Policing and Crime Act 2017 the Police and Crime Commissioner (PCC) for Suffolk commissioned an options appraisal to assess the opportunities for police and fire governance integration in Suffolk.

## The national and local case for change

Nationally, the legislative statutory requirement is driving emergency services collaboration and there has been a national policy move towards greater scrutiny of fire and rescue services. There is a continuing national drive towards increased efficiency and effectiveness as public services face continued financial pressures. The changing operational demand is also necessitating closer working and a more place-based approach to prevention and risk.

Locally, both Suffolk Fire and Rescue Service (SFRS) and Suffolk Constabulary (SC) are relatively low cost services. Whilst the medium-term financial position of SFRS is protected, the longer-term position is less clear and SC still has savings to identify. Their low cost bases suggest they may have challenges in meeting any new pressures within their current operating approaches.

The emergency services collaboration landscape in Suffolk and across the East of England is both mature and complex. Historically, the focus has been on regional police-police and fire-fire collaboration, particularly with SC's widespread collaboration with Norfolk Constabulary where they collaborate on the majority of their support services. SFRS also benefit from being part of Suffolk County Council in receiving support services. Over recent years the Blue Light Collaboration Board has also driven a successful programme of Suffolk-based emergency services collaboration. Included in this has been an extensive estates collaboration programme and financial savings has already been realised. A more innovative and radical approach to public service delivery may be required in order to drive significant future collaboration benefits for Suffolk.

SFRS governance is through the County Council. The informal Fire Steering Group bridges the gap between the day to day operational delivery and the formal county council constitutional governance structures, but the SFRS approach to performance management could be more consistent and visible to the public. Regardless of this review, SFRS is likely to need to adapt the level of information provided for scrutiny in line with the new national fire inspectorate.

## The options

The 2017 Act provides for three new governance options for fire. The representation model and single employer options are not considered to deliver sufficient benefits or be viable. As such, the detailed options assessment focusses on the two viable options for Suffolk: no change versus the governance model, in which a new FRS entity would be created and governed by the PCC. Governance change could bring additional benefits to Suffolk. The Governance model would make more joined-up emergency service strategic planning more likely. It would also enable the mechanisms used by the PCC to engage with the public to apply to fire, and increase direct visibility of scrutiny and accountability to the public. The introduction of a separate precept for fire, as part of the transfer to the governance model, could also bring a greater degree of medium term financial certainty and protect fire from longer-term County Council budgetary pressures. However, implementing the governance option would come with implementation costs and risks. There may also be unforeseen funding risks that a stand-alone entity with limited reserves may be less able to weather. More specifically for Suffolk, there are a number of risks in relation to the PFI contract where there is an unfunded residual liability of £2.3m, capital reserves and negotiation of a precept. Given the extent of collaboration to date, the scope for further short-term financial benefits from a governance change are also limited. The earliest the change could be implemented is April 2019.

## Conclusions and recommendations

Given the risks and complexities involved in a transfer of governance of a county model, our view is that the case for change in governance for Suffolk needs to be stronger than for an FRS governed through a combined authority model. Our analysis indicates a governance change could deliver additional benefits for Suffolk. However, when balanced against the transition effort and risks of making a change, we believe that there is insufficient evidence to suggest a governance change at this point in time would be clearly in the interests of economy, efficiency, and effectiveness; or public safety. There are, however, a number of recommended actions for the PCC, SFRS and SCC to consider jointly that could deliver benefits beyond the status quo. Efforts should be made to deliver these without a change in governance first, with this being kept under review.

# 2

INTRODUCTION TO  
AND PURPOSE OF THIS  
DOCUMENT

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# Introduction

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The Policing and Crime Act 2017 places a statutory duty upon all three emergency services (including ambulance services) to collaborate to improve efficiency and effectiveness.

The Act also enables Police and Crime Commissioners (PCCs) to be involved in governance of their local fire and rescue authority(ies), either through sitting on the fire and rescue authority, or taking overall responsibility for fire and rescue services.

This is subject to tests to ensure that changes will deliver improvements in one of more of economy, efficiency, effectiveness and/or public safety.

There are three different models that could be adopted:

- **Representation model**
- **Governance model**
- **Single employer model**

The Suffolk PCC asked PA Consulting to develop an options analysis to examine the benefits and risks of each of these options over the status quo.

Following completion of the options analysis a full local business case may be developed using the HM Treasury's five case model for business cases. This approved methodology underpins all major government business decisions and will help to ensure that all relevant criteria and options are considered. It is also in line with key principles in the Association of Policing & Crime Chief Executives (PACE) guidance<sup>[1]</sup>.

The content of this options analysis has been written so that it can be easily reused, if necessary, to develop a full local business case using HMT's five case model.

# Approach and purpose of the options analysis

## Approach

This options analysis has been prepared for the Office of the Police and Crime Commissioner of Suffolk by their external advisers. It was completed over an 8 week period and is based on information provided by Suffolk Constabulary (SCC), Suffolk Fire and Rescue Service (SFRS), Suffolk County Council (SCC) and information in the public domain.

Using the data and information gathered we have undertaken a detailed analysis of the existing baseline in Suffolk in order to understand the potential local drivers for change including:

- Analysis of key organisational and performance data across SCC, SFRS and SCC

• A more depth analysis of finance data across SC, SCC and SFRS with a particular focus on the cost of fire in Suffolk and the implications of potentially transferring SFRS out of SCC

• Review of the local and regional collaboration landscape in order to assess collaboration to date and identify additional opportunities

• Analysis of existing governance and scrutiny arrangements including decision-making, performance management and public visibility.

Based on an assessment of the local drivers for change a set of critical success factors (CSFs) for Suffolk were developed against which the benefits and risks of making a change and the future governance options were assessed.

As part of the options analysis we have completed a series of meetings and interviews with key stakeholders and representatives from the following organisations have been engaged during the process:

- Suffolk Constabulary
- Suffolk Fire and Rescue Service
- Suffolk County Council members and officers
- UNISON (SCC)

## Purpose

- Retained Firefighters Union
  - Fire Brigades Union
  - Fire Officers Association
  - The Police Federation
  - UNISON (SCC).
- We are grateful for the co-operation of all involved, which has been open and helpful. For avoidance of doubt, this options analysis is prepared by PA for the PCC and does not necessarily reflect the views of those engaged with at this stage, or the views of the PCC and his office.

## Purpose

- The purpose of this document is to present a high level assessment of the governance options within the context of Suffolk and in it we present:
- The local strategic context in Suffolk – Section 3
  - A summary of the national and local drivers for a change in governance of fire and rescue services in Suffolk – Section 4
  - An assessment of the governance options and their implications for Suffolk – Section 5
  - An appraisal of the case for change and the benefits and risks of a change to existing governance structures – Section 6
  - An analysis of the governance options against critical success factors agreed by Suffolk OPCC to provide an initial indication of a preferred option – Section 7
  - Recommended actions – Section 8.

The options analysis will enable the PCC to make an informed decision as to whether to pursue the preparation of a full local business case.

# 3

## BACKGROUND AND CONTEXT

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Describes the local context; organisational overviews; and the current approach to collaboration

# Organisational key facts and figures

The table below and subsequent slides in this section provides an overview of SFRS and SC and their respective governance structures. Further organisational information is provided in [Appendix A](#).

	Suffolk FRS	Suffolk Constabulary
Coverage	<p>One upper-tier local authority: Suffolk County Council with <b>seven</b> District/Borough Councils</p> <p>Population: 741,900; a rise of over 8% compared with 10 years ago and further predicted population growth of 10% by 2035.</p> <p>Area: 1,467 square miles of varied geography from sparsely populated rural communities to the densely populated towns of Ipswich, Lowestoft and Bury St Edmunds.</p>	
Annual spend (2017/18)	<p>£23.7m incl. £2.1m corporate overhead notional recharge (~£32 per head of population)</p>	<p>£113.5m (~£153 per head of population)</p>
Staff	<p>Whole time Fire Officers: 210*</p> <p>Retained Fire Officers: 448*</p> <p>Staff: 59*</p> <p>Volunteers: 30</p> <p>*2016 CIPFA return</p>	<p>Police Officers: 1,161 (1,094.5 FTE)</p> <p>PCSOs: 102 (107 FTE)</p> <p>Special Constables: 209</p> <p>Police Staff: 1197 (925.2 FTE)</p> <p>Volunteers: 193</p>
Governance and budget		<p>A Police and Crime Commissioner (PCC) is an elected official in England and Wales charged with securing efficient and effective policing of a policing areas. PCCs replaced the now-abolished police authorities in November 2012. The current PCCs were elected on a four-year term on 5 May 2016.</p> <p>The Police and Crime Panel is made up of 13 members in total, comprising four county councillors; one representative from each of the 7 District and Borough Councils in Suffolk; and two independent co-opted members.</p> <p>2017/18 OPCC budget: £928,000</p>

# Organisation overviews: fire and rescue

## Suffolk Fire and Rescue Service

SFRS is part of Suffolk County Council (SCC). This is different from the majority of fire and rescue services in England, where the local authority and fire and rescue service are separate entities.

Within SCC, SFRS is a part of the Council's Public Health and Protection Directorate which also includes the, Emergency Planning and Business Continuity and Health and Safety teams.

SFRS employs over 650 firefighters (not FTE's), of which 210 are full time and 448 are retained, and 59 staff, and is supported by 30 fire volunteers. It operates from 35 sites across Suffolk with its HQ co-located with SCC in Ipswich.

SFRS's support services are provided by SCC and there is a notional corporate overhead recharge of £2.1m (approximately 9% of overall budget).

SFRS is part of an existing collaboration with Cambridgeshire Fire and Rescue Service (CFRS) which is a joint Fire Control (control room and contact centre) function for both services hosted in Cambridgeshire and operated by CFRS staff.

SFRS is a low-cost service. The annual net revenue budget for 2017/18 is £23.7m including £2.1m of notional corporate overheads. This makes it one of the lowest cost fire and rescue services in England and Wales. SFRS funding comes from both council tax and central government grant, with approximately 57% currently coming from council tax and 43% from Government grant.

## Suffolk Fire and Rescue Authority

The Fire and Rescue National Framework<sup>[2]</sup> sets out the Government's priorities and objectives for fire and rescue authorities in England. The priorities in the Framework are for Fire Authorities to:

- Identify and assess the full range of foreseeable fire and rescue related risks their areas face, make provision for prevention and protection activities and respond to incidents appropriately
- Work in partnership with their communities and a wide range of partners locally and nationally to deliver their service
- Be accountable to communities for the service they provide.

The fire and rescue authority for Suffolk is Suffolk County Council, which has 75 councillors.

Suffolk County Council, as Suffolk Fire and Rescue Authority, is responsible for ensuring Suffolk Fire and Rescue Service operates in accordance with the law. It must ensure public money is safeguarded and properly accounted for and is used economically, efficiently and effectively. The fire and rescue authority also has a duty to continually improve the way its functions are carried out.

The Chief Fire Officer is a member of the council's Corporate Management Team and reports to the Chief Executive. He has broader responsibilities for Trading Standards, Emergency Planning and Business Continuity and Health and Safety. There are monthly 'Leadership Team' meetings between the Corporate Management Team and Cabinet, where policy development is discussed in advance of Cabinet and Full Council meetings.

A close working relationship exists between the Chief Fire Officer and Cabinet Member. Outside of informal day-to-day arrangements, this is conducted through monthly formal meetings, weekly one-to-one meetings and email/telephone contact as required.

Section 101 of the Local Government Act 1972<sup>[3]</sup> authorises committees, a sub-committee or an officer of the Fire Authority to exercise the specific functions of the Fire Authority as set out in a local statement of delegated responsibilities. The SFRA has delegated many of its decision making responsibilities to the SCC Cabinet and supporting Committees and additional support is also provided by a number of groups outside of the council's formal constitution

There is a hierarchy of delegations from the Full Council and the scheme of delegations sets out what officers are delegated what functions including the Chief Fire Officer in his role as a Director. Linked to the SCC scheme of delegation is the Director threshold for Key Decisions. SCC has defined a threshold of £500k for key revenue and capital expenditure decisions, or those that would have a significant effect on communities. Expenditure decisions above that threshold are taken by Cabinet.

# Organisation overviews: police

## Suffolk Constabulary

Suffolk Constabulary is operationally responsible for the policing of the county of Suffolk and is coterminous with SFRS. As a legal entity, the Chief Constable has a statutory responsibility for the “delivery of efficient and effective policing, management of resources and expenditure”<sup>[4]</sup> by SC.

SC employs 2,460 staff comprising 1,161 Police Officers, 1,197 Police Staff and 102 PCSOs and is supported by an additional 209 Special Constables and 193 Police Support Volunteers.

It operates from 29 police stations across Suffolk and its headquarters is located in Martlesham, just outside Ipswich.

SC’s primary partner for collaboration is Norfolk Constabulary with whom a joint strategy exists which provides a strategic framework for collaboration. As part of this framework the majority of SC’s support services are provided through a shared service with Norfolk Constabulary.

SC is also a relatively low cost service. The annual net revenue budget for 2017/18 is £113.52m. SC was the 9th lowest cost force in England and Wales in 2016/17 according to the HMIC value for money profiles<sup>[5]</sup>.

### The Police and Crime Commissioner for Suffolk

The PCC for Suffolk is a separate legal entity to SC and is an elected representative. The PCC’s key statutory responsibilities under the Police Reform and Social Responsibility Act 2011<sup>[6]</sup> are to:

- Secure an efficient and effective police for their area
- Appoint the Chief Constable, hold them to account for running the force, and if necessary dismiss them
- Set the police and crime objectives for their area via a police and crime plan
- Set the force budget and determine the precept

- Contribute to the national and international policing capabilities set out by the Home Secretary
- Bring together community safety and criminal justice partners, to make sure local priorities are joined up
- Commission victims services

An OPCC provides support to the PCC to discharge his/her full range of functions effectively and with independence. Suffolk OPCC has a team of 10 OPCC staff who work with the PCC to produce and monitor delivery of the Police and Crime Plan and commission services and support him not only in terms of policing but also his wider role in community safety and criminal justice.

The Police and Crime Commissioner can commission services that:

- secure, or contribute to securing, crime and disorder reduction in Suffolk;
- are intended to help victims or witnesses of, or other persons affected by, offences and anti-social behaviour.

This is in accordance with the provisions in the Anti-Social Behaviour, Crime and Policing Act 2014<sup>[7]</sup>. In applying this provision, the PCC ensures that the services commissioned are also consistent with the Suffolk Police and Crime Plan 2017–2021.

# Collaboration to date in Suffolk

The emergency services collaboration landscape in Suffolk and across the East of England is both mature and complex in nature and the collaboration matrix over page provides a high level summary of existing collaboration arrangements with more detail provided in [Appendix B](#). SC and SFRS both have major change programmes and collaboration initiatives underway.

Historically, the focus has been on regional police-police and fire-fire collaboration:

- SC's primary partner for collaboration is Norfolk Constabulary. A joint strategy exists which outlines the collaborative vision for Suffolk and Norfolk, and provides a strategic framework within which collaborative opportunities are progressed. The two police forces have been collaborating for seven years, with the programme of collaborative work delivering a number of joint units and departments in areas such as major investigation, protective services, custody, and back office support functions. The partnership has also yielded significant savings for both forces and received praise from Her Majesty's Inspectorate of Constabulary (HMIC).

- Areas of police collaboration outside of Norfolk/Suffolk include Eastern Region Special Operations Unit (ERSOU), a specialist unit with a remit for tackling serious and organised crime in the Eastern Region.
- There is also a 7 Forces Strategic Collaboration Programme currently scoping other areas for collaboration and savings.

- SFRS has a major partnership with Cambridgeshire Fire and Rescue Service, with the two services sharing a control room which was the first control room collaboration of its kind in the UK. This has brought significant savings resulting in the cost per call for fire being comparable to SC despite significantly lower call volumes.

- SFRS headquarters is located at the county council headquarters and has its support services provided by the Council.

These regional collaborations have brought economies of scale, enabling back-office savings and operational resilience. Recently, emergency services within

Suffolk have started to collaborate more.

## Blue Light Collaboration Programme

Under the governance of a Blue Light Collaboration Board (see [Appendix B](#) for governance arrangements and membership) and supported by the Steering Group there is already a recognised track record of emergency services collaboration in Suffolk and the first phase of the programme has already delivered successful outcomes. Sponsored by senior officials from SFRS, OPCC, SC, EEAES and SCC the Blue Light Collaboration Programme was established to build on the existing collaboration between SFRS and SC in May 2015 with the vision to:

- create the opportunity where services can establish efficient, fit-for-purpose and sustainable estates that deliver value for money for the public
- examine the feasibility for collaborative working in non-estates areas, where this creates advantages for services and benefits the people they serve.

Government funding from successful DCLG Fire Transformation fund and Home Office Police Transformation fund bids have been the catalyst to drive and deliver an extensive estates programme under the auspices of the Blue Light Collaboration Board. As a consequence, the majority of collaboration to date has focussed on the estates strategy rather than broader operational and community safety collaboration opportunities.

## Implications

- There are already a number of ambitious emergency service collaboration programmes in place in Suffolk and across the region
- Historically the focus has been on regional collaboration but there has been a recent focus on place based blue light collaboration in Suffolk
- Significant economies of scale have already been realised from existing collaboration and additional opportunities are limited in the short term
- More innovative and radical public service delivery models may need to be considered in order to drive future collaboration benefits.

# Suffolk high-level collaboration/support service provision matrix\*

Collaboration Theme	Police-Police (SC/SFRS)	Fire-Fire	Police-Police	Fire-Other	Police-Other
<b>Strategic</b>					
Response/Mobilisation	✓		✓ (T Force)	✓ (SCC, EEA)	✓ (EEA)
Control Rooms		✓ (Cambs)			
Investigations					
Protection/Prevention	✓			✓ (SCC)	✓ (SCC)
Regulatory					
<b>Estates</b>	✓		✓	✓ (EEA)	✓ (SCC)
<b>Fleet / Transport</b>				✓ (Norfolk)	✓ (SCC)
Procurement		✓ (12 FRS)		✓ (Norfolk)	✓ (Norfolk)
ICT		✓ (Cambs/Beds)		✓ (Norfolk)	✓ (SCC)
Finance / Payroll			✓ (Norfolk)	✓ (SCC)	✓ (SCC)
HR			✓ (Norfolk)	✓ (SCC)	✓ (SCC)
Learning & Development			✓ (Norfolk)	✓ (SCC)	✓ (SCC)
Corporate Performance			✓ (Norfolk)	✓ (SCC)	✓ (SCC)
Media & Comms			✓ (Norfolk)	✓ (SCC)	✓ (SCC)
Legal			✓ (Norfolk)	✓ (SCC)	✓ (SCC)
Occupational Health			✓ (Norfolk)	✓ (SCC)	✓ (SCC)
Audit			✓ (Norfolk)	✓ (SCC)	✓ (SCC)
Information Management			✓ (Norfolk)	✓ (SCC)	✓ (SCC)
Change Team			✓ (Norfolk)	✓ (SCC)	✓ (SCC)
Estates / Facilities Team			✓ (Norfolk)	✓ (SCC)	✓ (SCC)
Democratic Services				✓ (SCC)	✓ (SCC)
Health & Safety				✓ (Norfolk)	✓ (SCC)
Professional Standards					✓ (Norfolk)

\* Excluding police specific operational units / command collaboration





## DRIVERS FOR CHANGE

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Describes the national drivers for change and the potential local drivers in Suffolk

# National drivers for change

## Statutory requirements and the national policy picture require a renewed focus on collaboration and re-assessment of governance:

- The Policing and Crime Act<sup>[8]</sup> places a high level duty to collaborate upon all three emergency services (including the ambulance service) in order to improve efficiency or effectiveness;
- The case for change was reinforced by the then Policing and Fire Minister, Brandon Lewis, in a speech to the Association of PCGs and the National Police Chiefs' Council in November 2016<sup>[9]</sup>, where he said "*while collaboration between the emergency services is showing an encouraging direction of travel, it is not consistent and we need to be doing more to ensure collaboration can go further and faster ... I expect the pace and ambition of collaboration to increase and for it to become the norm.*"
- The 'Policing Vision 2025'<sup>[10]</sup> - set out by the APCC and NPCC in November 2016 - also sets out a number of areas where closer collaboration with local partners, including other emergency services, can help improve public safety and deliver value for money. These include ensuring a whole system approach locally to public protection, and a whole place approach to commissioning preventative services in response to assessments of threat, risk and harm and vulnerability. It also highlighted the opportunities for enabling business delivery through shared services;
- **Both fire and rescue and police have made efficiencies, but there is further to go** (see [Appendix D](#) for further evidence):

- There is a continuing national drive towards increased efficiency and effectiveness. The Police funding formula is currently under review, and similar discussions are emerging for the Fire service
- The Knight Review<sup>[11]</sup>: "*Efficiency and quality can be driven through collaboration outside the fire sector, particularly with other blue-light services*" and recommended that: "*National level changes to enable greater collaboration with other blue-light services, including through shared governance, co-working and co-location, would unlock further savings*",
- The Thomas Review<sup>[12]</sup>: highlighted the burden, inflexibility and cost of the

current scrutiny arrangements for fire and it identified opportunities to eliminate duplication, especially in support services, and to reduce management/staff ratios.

- The National Audit Office report on the financial sustainability of fire and rescue services<sup>[13]</sup>: found inadequacies with local and central accountability and scrutiny mechanisms. The report identified elected members need technical support to enable them to make independent judgements on the strategies and performance of their service. The report also found there had been a real-terms reduction in spending on fire and rescue services from 2010-11 to 2014-15 of 12% and concluded that services have coped well; Police has also seen reductions of 20% in national funding between 2011 and 2015. A 2014 HMIC report<sup>[14]</sup> commended forces for the way they had responded to the challenge of austerity but noted that extensive collaboration was not materialising.

**Research evidence suggests that governance plays an important role in effective collaboration:**

- Kurt Thurmair et al<sup>[15]</sup> found speed of decision-making, transparency, visibility, and accountability of an elected official brought a dividend to the depth and breadth of collaboration and improvements in public service.
- Wilson, Weiss and Grammich (2012) found control through a single governance structure was highlighted as a key driver in collaboration<sup>[16]</sup>.

## Implications

- The Policing and Crime Act provides a clear indication of the government's ambition to drive emergency services collaboration and increase the role of PCC's
- The change in the operational demand of public services is necessitating closer working and a more place-based approach to prevention and risk
- It is challenging to see how continued pressures on police and fire services can be met without new approaches to collaboration and cross-service transformation.

# Potential local drivers for change

## Overall Performance

SFRS performance management is undertaken across various forums within both the SCC constitution and internally within SFRS. However, performance indicators are not consistent across these forums (i.e. there is no single set of corporate performance indicators) and they only have a small number of formal targets against which performance is formally measured against. The performance management structure and a summary of the latest data can be found in [Appendix A](#).

The 2015/16 fire statistics monitor data<sup>[23]</sup> suggests the overall decline in fire incidents in Suffolk is better than the national averages. Total incidents are down 25% since 2010/11 compared to 18% nationally whilst secondary fires, non-fires, false alarms, deliberate fires are all down more than the national average. Average response times, however, are slower than the national average (-2.1 mins for primary fires) as well as the neighbouring services of Cambridgeshire, Essex and Norfolk.

The most recent Local Government Association's Fire Peer Challenge for SFRS conducted in December 2013 indicated strong performance across a broad range of indicators but questioned how well embedded performance management was throughout the Service.

The report highlighted strong shared public service delivery (e.g. joint use of fire/police stations), financial benefits from combined control room collaboration and good engagement with the Local Resilience Forum. In addition the report also recognised that unused capacity could be better utilised: "there is capacity, we just need to get better at releasing it".

In relation to police, HMIC assessed Suffolk as "good" in effectiveness, efficiency and legitimacy in the 2016 PEEL inspections<sup>[15]</sup> stating they were "very pleased with the overall performance of Suffolk Constabulary".

## Financial Overview

SFRS is a low-cost service. The annual net revenue budget for 2017/18 is £23.7m including £2.1m of corporate overheads which is a notional recharge from the apportionment model.

CIPFA benchmark data shows SFRS as the lowest cost fire and rescue service in England and Wales at £29.09 per head of the population. This is considerably lower than both the national average across all FRS's (£35.75) and the national average

across County FRS's only (£36.49)<sup>[16]</sup>.

SFRS budget has seen a reduction of 3% since 14/15 which is a significantly smaller reduction than the overall budget reduction of SCC, which has decreased by 15% since 13/14. Moving forward SCC needs to make significant savings in excess of £55m between 2018/21. However, SCC has made a political commitment to no further SFRS budget reductions until 2020.

SC is also a comparatively low-cost force. The annual net revenue budget for policing and commissioning services in Suffolk (including governance costs) for 2017/18 is £113.5m. According to the latest HMIC VFM profile<sup>[17]</sup> Suffolk's net spend per head of population was £160.3 which is significantly lower than the national average of £177.2 and Suffolk's most similar group average of £175.7.

In particular, SC spends below the national and most similar group average aggregated across all support services including estates, HR and finance, likely due to existing estate collaboration with SFRS and support service collaboration with Norfolk Constabulary.

Despite the relatively low cost of policing already in the county, the force must still deliver £6.76m of savings by 2020/21 of which savings plans of £4.11m have been identified over the MTFP period. This leaves savings yet to be identified of £2.65m, of which £1.59m is required to be identified in time for 2018-19, together with further savings of £1.02m in time for 2019-20, and the balance of savings to be identified of £0.36m in time for 2020-21.

## Implications

- Both SFRS and SC have responded well to national challenges but may find future budgetary pressures more challenging
- Performance of both services has remained steady but SFRS continue to perform below their response standards and on-call availability targets. However, they perform broadly within national performance parameters
- The medium-term financial position of SFRS is protected but the longer-term position is less clear. Police still have savings to identify. The low cost base of both organisations suggest challenges in meeting any new pressures within their current operating approaches.

## Summary of why a change might be needed

With the introduction of the Policing and Crime Act, one of the Government's objectives is to improve the delivery of emergency services by enabling deeper collaboration through the harmonisation of governance arrangements for police and fire.

Nationally, the demand and type of work both the fire and police services undertake has changed, and continues to change. This is bringing police, fire and other statutory agencies into closer contact with each other more frequently and increasing the case for greater collaboration. Whilst formal data does not exist, it is considered that there is a high degree of overlap between police, fire, ambulance and the local authorities for those communities considered to be vulnerable and in need of support from public services.

Both services also continue to face major financial pressures, which means that both police and fire must continue to consider different approaches, such as collaboration or new delivery models. Both SFRS and SC have both made significant changes in recent years to deal with the efficiency challenge in a sustainable way. This has included ambitious collaboration programmes and initiatives at a regional service level as well as a local Suffolk level across police, fire and ambulance. SC and SFRS are therefore both low cost comparatively to other forces/fire services but will face further operational challenges to meet any future budget reductions or increased demands on services.

The recent Grenfell Tower fire could influence the national fire and rescue picture. The full impact of the Grenfell Tower fire is not yet known and there is a likelihood there may be national funding, policy and regulatory changes as a result. These may place unforeseen pressures on fire and rescue.

In light of these drivers and the current situation, it is timely to consider whether changes in governance can contribute to meeting the opportunities and managing the risks.

Formally, any change in governance must meet the tests in the Policing and Crime Act 2017 of economy, efficiency; and effectiveness; or Public safety. These tests are not defined in more detail in the legislation and the link between governance and improved outcomes may not always be a direct one. To be worth pursuing, a change in governance would need to release benefits greater than the cost and risks of implementation (which would include the change programme needed to make the transition as well as any on-going costs).

A specific set of Critical Success Factors (CSFs) have been agreed with the OPCC in Suffolk for any change in governance for Suffolk. These are shown below at a high level together with how they link to the statutory tests. The full detail of the their components and measures are set out in [Appendix C](#). The overall case for change and the individual governance options are assessed against these factors in [Section 6](#).

Critical Success Factor	Public safety	Effectiveness	Economy/efficiency
The option accelerates pace and effectiveness of police and fire collaboration	✓	✓	✓
The option enables a more innovative and effective approach to public service transformation	✓	✓	✓
The option brings benefits in terms of transparency and accountability		✓	
The option facilitates the optimal utilisation of capital assets		✓	
The option safeguards the financial sustainability of public services in Suffolk	✓	✓	
The option is deliverable	✓	✓	
The option mitigates strategic risks	✓	✓	✓



## THE GOVERNANCE OPTIONS & IMPLICATIONS

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This section describes what each of the governance options would look like in Suffolk as well as the implementation, transfer and cost implications

# The Policing and Crime Act 2017 governance options

This section considers the governance options introduced by the Policing and Crime Act 2017, as well as the option of making no change to governance (the 'no change' option).

It presents what each governance option could look like for Suffolk, and the impact of making a governance change. This includes the implications for staffing, assets and liabilities, governance and approval, implementation and costs/benefits.

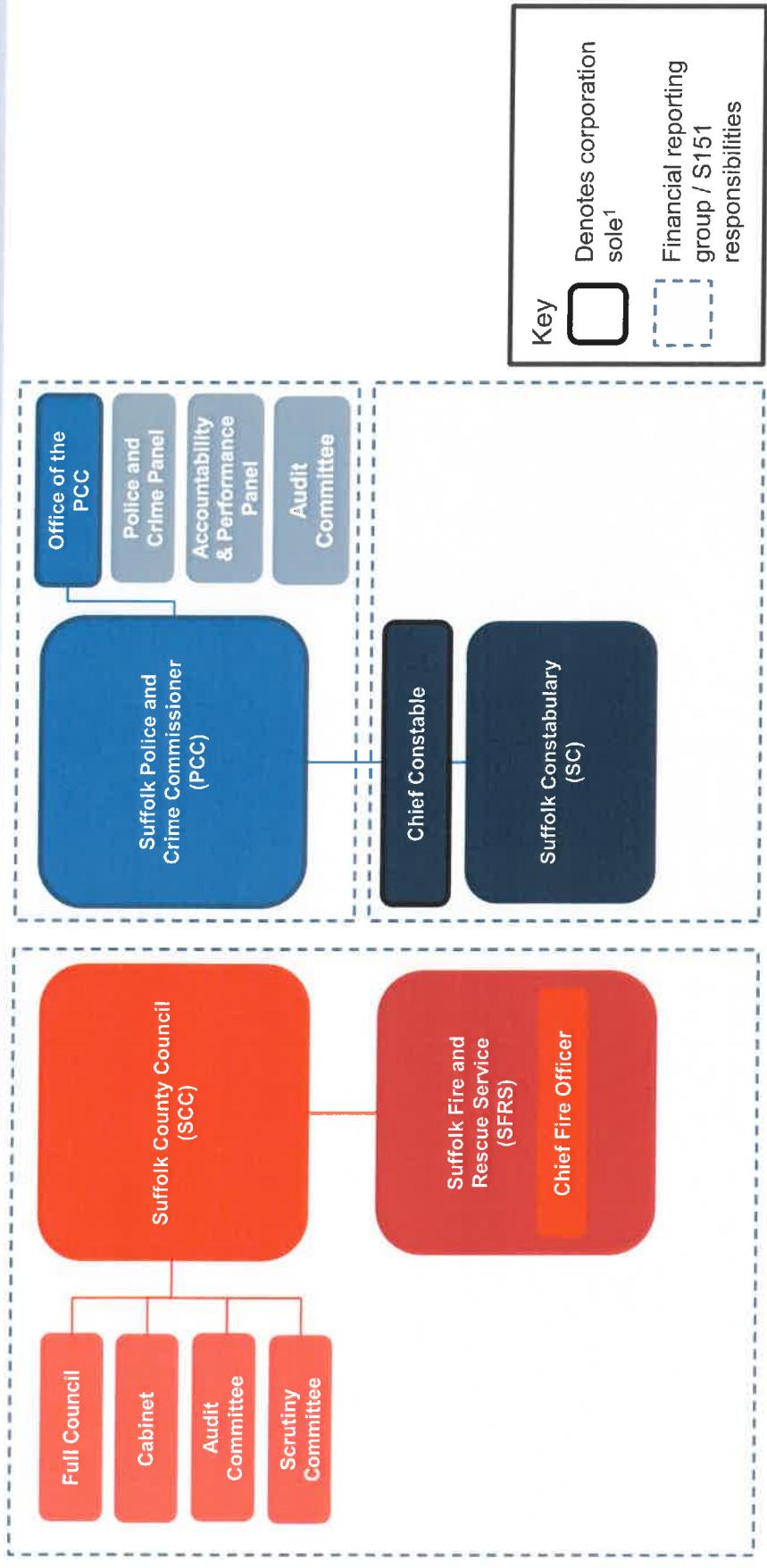
For Suffolk the governance models in the Policing and Crime Act 2017 translate into four potential governance options:

- **No change** – retaining current governance arrangements
- **Representation** – with the PCC joining the existing SCC fire governance committee structure with full voting rights
- **Governance** – with the PCC taking on the role of the Suffolk Fire Authority, and Suffolk FRS being created as a new, stand-alone legal entity
- **Single employer** – building on the governance option to also appoint a single chief officer across police and fire.

The section concludes with a summary of our initial assessment and the implications of each option for Suffolk.

## The no change to governance option

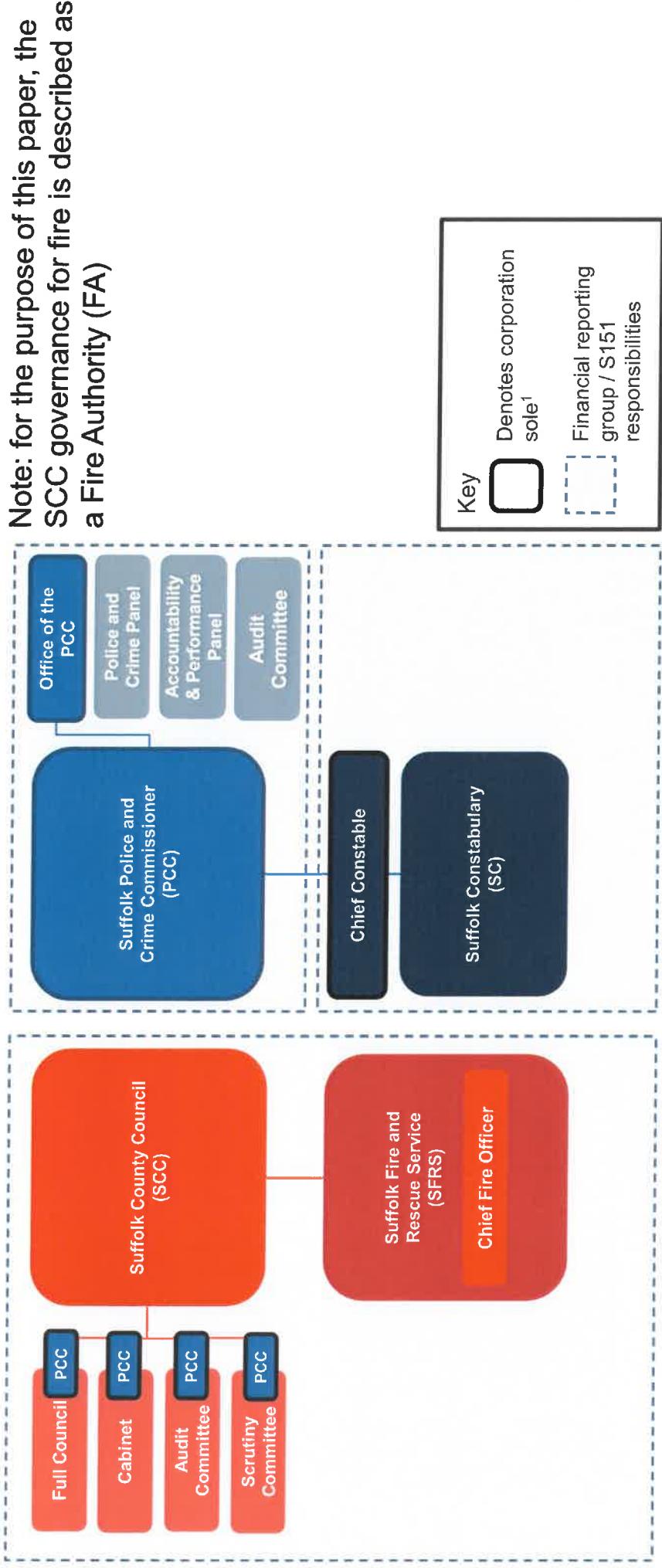
The existing governance arrangements for the PCC, Chief Constable (CC) and fire authority function (through SCC) remain in place. The organisations would still be under the statutory duty to collaborate (including more widely across the emergency services) as set out in the Policing and Crime Act 2017.



Notes: 1. A corporation sole is a public office (created usually by an Act of Parliament) that has a separate and continuing legal existence, and only one member (the sole officeholder).

# The representation option

This option uses the powers set out in the Act to allow the PCC to be represented on the Fire Authority or any of its committees with full voting rights, subject to agreement of the Fire Authority or in this case Suffolk County Council



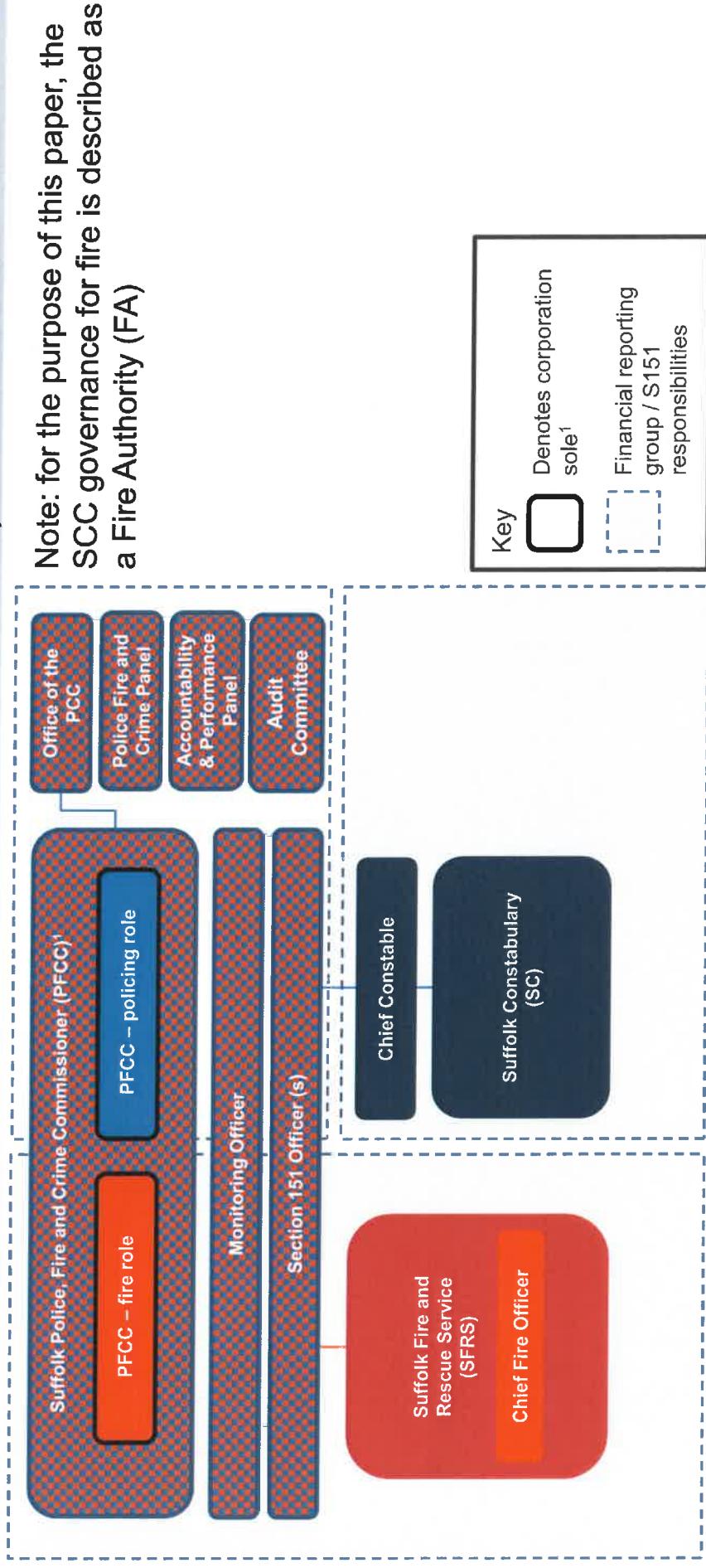
Notes: 1. A corporation sole is a public office (created usually by an Act of Parliament) that has a separate and continuing legal existence, and only one member (the sole officeholder).

# Implications of the representation option

Theme	Implication
Overarching	<ul style="list-style-type: none"> <li>The PCC would sit on the 'Fire Authority' structure within SCC (to be agreed with SCC what aspects of SCC governance PCC would form part of) and the new legislation allows for a PCC to serve in this capacity regardless of their status as an elected member (or not) of the local authority.</li> <li>Due to the deeply embedded nature of SFRS in the wider County Council, it would be very difficult to determine the boundaries of which matters relate specifically and solely to fire causing confusion as to the extent of the PCC's voting rights.</li> <li>The change requires agreement from SCC and secondary legislation to be enabled.</li> <li>There would be scope for collaboration but little scope for integration (such as integrated fire and police plans and risk strategies, single commissioning approach or estate investment strategies) given that different structures and governance will remain. The ability of the PCC to influence decision-making in this model is not clear and likely to be limited.</li> <li>This option does not preclude moving to the Governance option at a later date, should it not prove to be sufficient to drive collaboration and achieve wider benefits.</li> </ul>
Staffing, assets and liabilities	<ul style="list-style-type: none"> <li>There would be no direct impact on staffing, assets and liabilities; there would be no changes to roles or resources as a direct consequence of the governance arrangements, except for additional responsibilities for the PCC.</li> <li>There may be a need for a small amount of additional capacity in the OPCC to help the PCC with the new commitments (see below).</li> </ul>
Governance and approval	<ul style="list-style-type: none"> <li>No formal public consultation is required to implement this option.</li> </ul>
Implementation timescales	<ul style="list-style-type: none"> <li>This could be delivered as soon as possible but would be depend on enacting the legislation.</li> </ul>
Direct costs and financial benefits	<ul style="list-style-type: none"> <li>There will be some additional recurrent costs associated with the additional workload for the Office of the PCC</li> </ul>

## The governance option

This option uses the powers set out in the Act to allow the PCC to take on the role of the FA. Under this option, the FA role of SCC will be abolished and its functions transferred to the Police and Fire Crime Commissioner (PFCC). A new legal entity will need to be established for fire and rescue. There will three legal entities: the PFCC conducting the PCC roles; the former FA functions, employing fire staff, and SC. SFRS and SC will continue to have their own chief officers. The PFCC would have governance responsibility for both SFRS and SC.



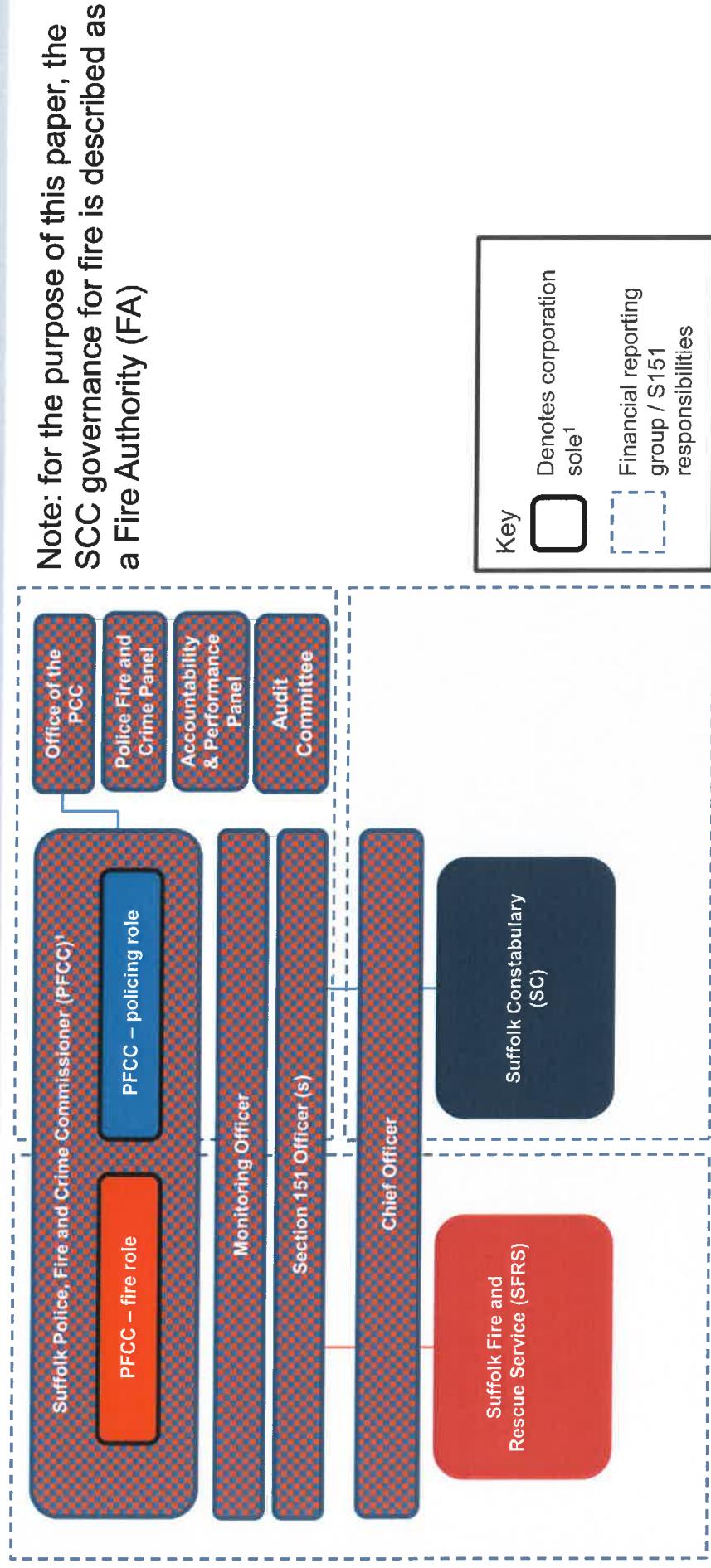
Notes: 1. A corporation sole is a public office (created usually by an Act of Parliament) that has a separate and continuing legal existence, and only one member (the sole officeholder).

# Implications of the governance option

Theme	Implication
Overarching	<ul style="list-style-type: none"> <li>The PCC would become the Police Fire and Crime Commissioner (PFCC) and the employer of all fire and rescue staff, and holder of assets and contracts. The Chief Fire Officer will continue to have operational and day-to-day responsibility for the leadership of SFRS, but the PFCC would ultimately be accountable for fire and rescue services.</li> <li>The Chief Constable will also continue to employ staff in line with current arrangements. The distinction between operational policing and fire-fighting will be maintained, with the law preventing a full-time police officer from being a fire-fighter remaining in place.</li> <li>A separate precept will need to be created for fire and rescue. This will need to be calculated and agreed with SCC prior to commencing the statutory consultation of the LBC.</li> <li>The Office of the PFCC would need to be expanded and restructured to take on the role of governance of SFRS.</li> <li>Following hand-over, SCC will no longer have responsibility for fire and rescue services. While this is a matter for SCC, the roles of the Cabinet Member and the wider roles currently undertaken by the Chief Fire Officer (e.g. Trading Standards, Health &amp; Safety, Emergency Planning) would need to be reviewed and reallocated.</li> <li>The Police and Crime Panel will evolve into the Police, Fire and Crime Panel and will continue to provide oversight of the PCC with the additional remit of fire. This may have an impact on resource requirements.</li> </ul> <p>Under this option, there is an assumption that:</p> <ul style="list-style-type: none"> <li>There is scope to share the Section 151 officer roles, although based on current OPCC arrangements</li> <li>Shared fire/police governance support and single monitoring officer.</li> <li>Over time, the development of an integrated fire and police plan and risk strategies, and single commissioning approach.</li> </ul> <p>The position of support services would need to be resolved for the short and long term. A short-term option would be for SCC to continue to provide services under a SLA, but this may increase costs and the alternative option of expanding the Norfolk and Suffolk support service collaboration may be complex to deliver.</p>
Staffing, assets and liabilities	<ul style="list-style-type: none"> <li>This model could be a stepping stone for the single employer model.</li> <li>The PCC would need to carry out a detailed review of the contracts, assets, liabilities, etc. of SFRS prior to transfer and there would need to be a transfer of contracts, assets and liabilities to the new entity. Formal due diligence would need to take place on novation or change control terms that could delay implementation or create complexity. We would also need to confirm if liabilities as well as assets transfer but we assume so.</li> <li>PFI liabilities and any PFI credits relating to a fire PFI would novate over to the PCC from the county council.</li> </ul> <p>For SFRS staff, there would need to be a staff consultation process relating to the transfer of their employment, which would take place following Cabinet Office Statement of Practice (COSOP) procedures. We don't believe there are any staff performing roles that have a mix of transfer and non transferring functions apart from the Chief Fire Officer. The pension situation for staff will also need to be confirmed as the PCC would need to become an admitted body to the pension schemes.</p>
Governance and approval	<ul style="list-style-type: none"> <li>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.</li> </ul>
Implementation timescales	<ul style="list-style-type: none"> <li>Based on current advice and guidance, it is assumed that this option can be implemented by April 2019 at the earliest given precept complications.</li> </ul> <p>There will be some additional recurrent costs associated with the additional workload for the Office of the PCC and additional costs of taking on FA governance responsibilities.</p>
Direct costs and financial benefits	<ul style="list-style-type: none"> <li>There will be one-off requirements for specialist implementation resources (e.g. consultation, legal, project management, specialist HR) estimated to range from approximately £100k to £300k based on proposed costs from other PCC clients)</li> <li>It is unlikely that there will be a reduction in expenditure of direct fire governance costs unless it is possible to isolate governance costs for fire within the SCC model (such as reduction in monitoring costs and the role of the Cabinet Member).</li> </ul>

## The single employer option

Under this option, the PCC takes on the role of the FA and creates a single employer for both police and fire personnel under a single chief officer.  
The PCC becomes the Police Fire and Crime Commissioner (PFCC).



Notes: 1. A corporation sole is a public office (created usually by an Act of Parliament) that has a separate and continuing legal existence, and only one member (the sole officeholder).

# Implications of the single employer option

Theme	Implication
Overarching	<ul style="list-style-type: none"> <li>The PCC would become the Police Fire and Crime Commissioner (PFCC).</li> <li>A Chief Officer would be appointed as head of both SFRS and SC, employing both fire and police personnel. The PCC continues to be a corporation sole and a separate corporation sole would be established for the new fire authority functions. Accountabilities of the PFCC would be different for police and fire and rescue</li> <li>A separate precept will need to be created for fire and rescue service. This will need to be calculated and agreed before consultation. There will be two separate precepts and funding streams for fire and policing. Budgets need to be accounted for separately, however there is flexibility to pool funds.</li> <li>The Office of the PFCC would need to be expanded and restructured to take on the role of scrutiny of SFRS.</li> <li>The Police and Crime Panel will evolve into the Police, Fire and Crime Panel and will continue to provide oversight of the PCC with the additional remit of fire. This may have an impact on resource requirements.</li> <li>Following hand-over, SCC will no longer have responsibility for fire and rescue services. While this is a matter for SCC, the roles of the Cabinet Member and the wider roles currently undertaken by the Chief Fire Officer (e.g. Trading Standards, Health &amp; Safety Emergency Planning) would need to be reviewed and reallocated.</li> <li>This option provides scope for integrated strategies, investment plans, and more pooled functions.</li> </ul>
Staffing, assets and liabilities	<ul style="list-style-type: none"> <li>The chief officer would appoint a senior fire officer to lead fire operations and a deputy chief constable to lead police operations, under their command. The distinction between operational policing and fire-fighting will be maintained, with the law preventing one person being both full-time police officer and fire-fighter remaining in place. However, as now, fire fighters can become specials or PCSOs.</li> <li>There is scope to share the Section 151 and Monitoring Officer roles. Wider shared roles and greater sharing of support services are likely.</li> <li>All fire personnel would transfer under CoSOP arrangement (this could be a one or two-step process).</li> <li>As with governance, we don't believe there are any staff performing roles that have a mix of transfer and non transferring functions apart from the Chief Fire Officer. The pension situation for staff will also need to be confirmed as the PCC would need to become an admitted body to the pension schemes.</li> <li>Under this model, the PCC would also need to decide if they intend to make changes to terms and conditions, which are likely to be required in order to gain the full benefits and also mitigate against risks of equal pay claims. Any complexity would lead to a longer and more risky staff transfer process than under the governance model, which could delay delivery of benefits.</li> <li>Transfer of staff to the single Chief Officer is considered to be legally complex but achievable.</li> <li>There would be an option to transfer contracts, assets and liabilities from the old Fire and Rescue Authority to the Chief Officer or to the new Fire and Rescue Authority entity.</li> <li>Further work would also be needed on how complaints and professional standards would be managed under a Single Employer. Current arrangements differ significantly between police and fire. Fire would be subject to Police codes on disciplinary matters. There is likely to receive a high degree of interest from staff and unions on how this would operate.</li> </ul>
Governance and approval	<ul style="list-style-type: none"> <li>As with the governance option, this option requires formal public consultation then scrutiny of a business case 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.</li> <li>Once approval for this option is given, the PFCC could take on the role of the Fire and Rescue Authority and establish a single employer.</li> <li>It is likely that this would take place as a two-step process, with the Governance option being the first stage. If the PCC does not implement the Single Employer model within a short period of time (a year or less) advice is that this would require additional consultation and a further local business case, as well as enabling secondary legislation.</li> <li>It is estimated that delivery of this option would take at least six months and potentially twelve months longer than the governance option due to the potential impact on staff making consultation more complex, appointment of the single chief and deputies and any other required organisational restructuring to enable the Single Employer model to take effect. This means that October 2019 would be the earliest this model could be implemented and the Home Office are working with DCfG to understand if a mid-financial year transfer would be possible.</li> </ul>
Implementation timescales	<ul style="list-style-type: none"> <li>There will be some additional recurrent costs associated with the additional workload for the Office of the PCC and additional costs of taking on FA governance responsibilities approximately £400K to £600K based on proposed costs from other PCC clients</li> <li>As with the governance option, it is unlikely that there will be a reduction in expenditure of direct fire governance costs unless it is possible to isolate governance costs for fire within the SCC model (such as reduction in monitoring costs and the role of the Cabinet Member).</li> </ul>
Direct costs and financial benefits	<ul style="list-style-type: none"> <li>There will be one-off requirements for specialist implementation resources (e.g. consultation, legal, project management, specialist HR, recruitment) estimated to range from</li> </ul>

# Ruling out the Representation and Single Employer models

Consistent with the APACE guidance we have considered all three options within the Policing and Crime Act, along with the no change to governance option as part of the options analysis.

Our initial findings and the implications of each of the options were informally explored with the PCC and key stakeholders as part of our initial assessment and the implications of each option were subsequently presented to the OPCC as part of an interim deliverable.

Due to the implications of the representation and single employer models specifically for Suffolk, it was agreed with the OPCC to focus the detailed options assessment on the two remaining viable options for Suffolk; the no change to governance option and the governance option. In summary we have ruled out the representation and single employer models at this stage for the following reasons:

## Representation model

- It is difficult to see how this model would work in practice in a county fire service model. Due to the deeply embedded nature of SFRS in the wider County Council and its tiered governance structure, it is unclear what committees the PCC would need to form part of and it would be very difficult to determine the boundaries of which matters relate specifically and solely to fire. This would cause confusion as to the extent of the PCC's voting rights.

- It could add significant time and potentially cost for the PCC to service some or all of the SFRS governance meetings, with relatively little direct influence.

- Due to the already advanced collaboration relationships in Suffolk it is not envisaged that this option would lead to significant additional benefits beyond the no change option.

## Single employer model

- The implementation of the single employer model would be considerably more complex and costly than the other options and could potentially take

- twelve months longer than the governance option to implement.
- Implementation of this option would require a two-step process, with the Governance option being the first stage and it could require a second business case and consultation, unless implemented within a year of the Governance option.
- There has been no appetite yet amongst other PCCs to adopt this model and, due to its controversy, there would be an increased risk of industrial action particularly for an 'early adopting' PCC, which might create public safety risks. It could also increase concerns about fire and police roles being too closely integrated.
- While there would be some management financial savings resulting from the change, due to the existing support service arrangements for both SFRS and SC with SCC and NC respectively, significant economies of scale have already been realised from shared support services. Therefore it is not envisaged that the single employer model, would add sufficient significant benefits beyond the governance model option that would justify the risks of implementation .

For these reasons the remainder of the options analysis and the detailed assessment focuses on the no change option and the governance option.



## ASSESSMENT OF THE CASE FOR CHANGE

This section provides an assessment of the case for change in Suffolk in the context of the critical success factors

# Critical success factors (CSFs)

In order to be worth pursuing, a change would need to release benefits for Suffolk greater than the cost of implementing and supporting a new governance model. In Suffolk, due to the county fire service model, our view is that the case for change will need to be stronger than for changing the governance of a fire and rescue service currently governed through a combined authority model. A change in governance would not reduce the number of governance bodies. Unpacking SFRS from SCC and creating it as a new and separate entity would be a complex process and savings are also likely to be less than in other models.

As part of the assessment for a change in governance in Suffolk, a set of Critical Success Factors (CSFs) were developed and agreed with the OPCC. These are shown below at a high level together with how they link to the statutory tests. The full detail of the their components and measures are set out in [Appendix C](#).

In this section we provide an assessment of the case for changing to the governance option in Suffolk; providing high level evidence and the benefits and risks associated with each critical success factor. The strength of the case for change is provided using a RAG scale:

- Red – low strength
- Amber – medium strength
- Green – high strength.

Critical success factor	Description	Components	Effectiveness	Efficiency	Effectivity
1. Accelerate pace and effectiveness of police and fire collaboration	The option is likely to accelerate and enable more effective police and fire collaboration to deliver tangible public safety and vulnerability prevention benefits, improve effectiveness and resilience	a. Public safety and vulnerability prevention b. Effectiveness and resilience of services c. Value for money	✓	✓	✓
2. Enables a more innovative and effective approach to public service transformation	The option is likely to accelerate and enable more innovative and effective collaboration with wider public sector partners to deliver tangible public safety and vulnerability prevention benefits, improve effectiveness and resilience	a. Public safety and vulnerability prevention when working with other partners b. Effectiveness and resilience of services when working with other partners	✓	✓	✓
3. Brings benefits in terms of transparency and accountability	The option can improve transparency, accountability, visibility and effectiveness of scrutiny and decision-making for the public, stakeholders and SC and/or SFRS	How well the governance option provides benefits of transparency and accountability: a. National research of PCC v Authority model b. Operation of PCC v Authority model in Suffolk	✓		
4. Facilitates the optimal utilisation of capital assets	The option can accelerate and enable the realisation of further financial benefits from optimising the utilisation and management of capital assets such as estate, equipment and fleet	How well the governance option delivers value for money from enabling optimisation of: a. Utilisation of capital assets b. Management of capital assets	✓		
5. Safeguards the financial sustainability of public services in Suffolk	The option ensures ongoing financial sustainability of affected public services in Suffolk	How the option will affect the financial sustainability of affected public and emergency services in Suffolk: a. Impact on SFRS b. Impact on Suffolk County Council	✓	✓	✓
6. Deliverable	The governance option can be implemented easily and successfully	How well the governance option: a. Meets the likely availability of funding for implementation b. Matches the level of available skills and capacity required for successful implementation c. Minimises implementation risks d. Has support across key stakeholders in Suffolk	✓	✓	✓
7. Ability to mitigate strategic risks	The governance option can mitigate strategic risks	How well the governance option can mitigate the impact of strategic risks: a. Loss of public trust b. Compromises links with health/local government services c. Ensures the continued delivery of critical emergency services in Suffolk	✓	✓	✓

# CSF 1 - Accelerates pace and effectiveness of collaboration

Critical success factor	
"The option can accelerate and enable more effective police and fire collaboration to deliver tangible public safety and vulnerability prevention benefits, improve effectiveness and resilience"	Strength of case - Medium
The case	Benefits
<p>Although there is relatively little research on governance models specifically in the emergency services, broader public sector governance research suggests single consolidated governance structures can bring about benefits of speed of decision-making and transparency.</p> <ul style="list-style-type: none"> <li>The Blue Light Collaboration programme was established to drive emergency services collaboration in Suffolk but to date has focussed heavily on estates collaboration</li> <li>Operational collaboration has focused on the statutory LRF and JESIP requirements and there has been less formal operational and community safety collaboration</li> <li>There has not yet been a shared demand analysis across police/fire and shared risk is not fully understood, although work is underway</li> <li>Community safety collaboration is well established at a tactical level with informal joint approaches to educational engagement activity and joint impact days but there is no formal integrated approach or roles.</li> <li>Formal community safety collaboration has focused on: <ul style="list-style-type: none"> <li>- Emergency Service Cadets scheme combining fire and police service cadets</li> <li>- Co-location of Suffolk Community Safety Teams – although feedback suggests SFRS and SCC are rarely based at Landmark House</li> </ul> </li> <li>There have been some initial discussions in relation to a joint Police Fire Community Safety Officer and a community education and engagement unit</li> <li>There are a number of potential new areas of collaboration not yet been explored: <ul style="list-style-type: none"> <li>- Joint strategic planning</li> <li>- Joint police and fire volunteer scheme</li> <li>- Integrated police/fire community safety roles (e.g. School Liaison) or at the very least formal knowledge sharing on crime/fire/arsenal prevention to allow for the provision of broader prevention advice across various police and fire roles.</li> <li>- Potential shared control room</li> </ul> </li> <li>There are extensive shared service arrangements between SC and Norfolk Constabulary and SFRS and SCC already in place. Currently SFRS spend approximately 9% of their overall budget on their corporate support services which is broadly the same as SC (11%) and the County FRS CIPFA 16/17 fire data estimates national average (10.4%).</li> <li>Due to existing shared service collaboration arrangements, broader shared services collaboration opportunities are unlikely to deliver short term financial benefits unless there is a significant change in strategic direction for broader public service shared service provision in Suffolk or the region.</li> </ul>	<p>Existing collaboration relationships across police and fire are good, however, there are further opportunities to explore and aligned governance could better enable this through:</p> <ul style="list-style-type: none"> <li>• A shared vision, integrated strategic planning and alignment of strategic objectives in a new Police, Crime and Fire Plan – this would help both organisations jointly deliver a shared set of outcomes (see Appendix A for current strategic plans)</li> <li>• Facilitating joint working between the two services to address local community needs (a "Brigaded Capability") and coordinated resources to support this</li> <li>• Facilitating the alignment of budgets across services to support more complex longer term investment decisions (e.g. multi-agency hubs, shared control room).</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• There is a perceived risk a governance change could detrimentally impact on existing health and local government partnerships with the introduction of new organisational boundaries between SFRS and SCC services. However, the PCC's responsibilities and commissioning powers also extend to community safety which is intrinsically linked to social care, and any changes would not preclude either service from collaborating with wider partners.</li> <li>• Delivery on future collaboration opportunities in Suffolk would not be straight forward and there are a number of delivery risks: <ul style="list-style-type: none"> <li>- Use of 'non whole-time' SFRS resources for non-fire activity would cost more (i.e. less latent capacity to exploit)</li> <li>- Integration of police and fire roles may be challenged by the unions</li> <li>- Complexities with joint police/fire control room in Suffolk (e.g. SFRS benefits already realised through collaboration with CFRS, skills gap with control room staff currently employed by CFRS, incident management process for police and fire is very different which would make multi-skilled operating challenging, existing technology is different and there is no viable joint police/fire solution on the market).</li> </ul> </li> </ul> <p><b>Conclusion</b></p> <p>In conclusion, we think there is a medium case for a change of governance in order to further enable police and fire collaboration in Suffolk. Collaboration to date has been strong, but joined up governance could assist in accelerating additional opportunities. However, these are likely to deliver benefits only in the medium to long-term. The strong history of collaboration in Suffolk also suggests a change in governance would not necessarily be required to accelerate the pace and effectiveness of collaboration.</p>

# CSF 2 - Enables more innovative/effective approach to public service transformation

Critical success factor	
“The option can accelerate and enable more innovative and effective collaboration with wider public sector partners to deliver tangible public safety and vulnerability prevention benefits, improve effectiveness and resilience”	
The case	Benefits
<p>With the more obvious efficiencies already being realised through well-established single-service collaboration agreements and those currently being driven through the Blue Light Collaboration Programme, consideration may need to be given to more innovative and potentially more radical public service delivery to drive future collaboration benefits.</p> <ul style="list-style-type: none"> <li>There is an emerging interest in an innovative approach to public service delivery in Suffolk through single access to public sector services or to single shared support services for Suffolk – this has been subject to recent formal discussions at the Suffolk Public Sector Leaders Group</li> <li>There are opportunities for multi-agency approach to community safety and safeguarding/public protection particularly between SCC and SC. However, closer alignment of police/fire governance would not necessarily facilitate this.</li> <li>SCC's and SC's approaches to community safety are similar with both having central corporate teams with leads across a number of portfolios who coordinate the delivery of community safety activity at a local level through Community Safety Partnerships and local Safer Neighbourhood Teams respectively. There are a number of portfolio areas where there appears to be potential duplication and opportunities for collaboration/consolidation (e.g. young people and schools, hate crime, mental health and road safety/casualty reduction).</li> <li>There has been no shared demand analysis across Suffolk public services and shared risk is not fully understood, although work is underway.</li> </ul>	<ul style="list-style-type: none"> <li>Closer governance between police and fire could contribute to driving public service transformation through a louder voice of advocacy, creating a stronger critical mass for change to drive more innovative and joined up approaches to the commissioning of community safety interventions and potentially broader public sector transformation.</li> <li>More innovative integrated service delivery could identify the appropriate response and interventions early, before escalation that requires more costly downstream public service intervention.</li> <li>This could result in more effective use of public money through appropriate early inventions reducing demand on services upstream.</li> <li>Although there are potential benefits for a more Suffolk centric approach to public and emergency service delivery the current appetite amongst senior leaders is not known at this point and a change in governance would not necessarily be a driver and further enable such innovative transformation as it would not reduce the overall number of governance bodies involved.</li> </ul>
	<p><b>Risks</b></p> <ul style="list-style-type: none"> <li>Innovative public sector transformation in Suffolk would be complex to implement due to potential scale of the collaboration and the large number of governance bodies that would need to be involved. It is therefore unlikely that short term benefits would be realised directly through a change in governance.</li> </ul>
	<p><b>Conclusion</b></p> <p>In conclusion, we think there is a low case for a change of governance in order to enable broader public service transformation in Suffolk. A change would not reduce the number of governance bodies that would need to support wider transformation and the police and fire budgets under PCC governance would remain relatively small in relation to the overall public sector budget for Suffolk. While it might act as a catalyst for a fresh approach the impact of this is unknown and benefits are not likely to be easy to realise in the short-term.</p>

# CSF 3 - Brings benefits in terms of transparency and accountability

Critical success factor		<b>"The option can improve transparency, accountability, visibility and effectiveness of scrutiny and decision-making for the public, stakeholders and SC and/or SFRS"</b>	
The case	Benefits	Strength of case - High	Strength of case - High
<p>There is currently no external inspectorate for fire (although the new HM Inspectorate of Constabulary and Fire &amp; Rescue Services has recently been announced) and therefore assurance is largely devolved to the local level and relies on local scrutiny, from peers within the sector and the general public. PCCs are directly accountable to the local electorate for the discharge of their functions. This is complemented by robust transparency arrangements, which provide an incentive for the PCC to ensure propriety, value for money and resilience (see <a href="#">Appendix D</a> for research on PCC v Fire Authority models)</p> <p><b>Scrutiny and accountability</b> (see <a href="#">Governance overview</a> slide for summary of SFRS and PCC governance structures).</p> <ul style="list-style-type: none"> <li>Both the PCC and SFRS comply with the statutory requirements (PCC Elected Local Policing Bodies - Specified Information Order 2011) and SCC governance is in line with the CIPFA Delivering Good Governance Principles.</li> <li>In addition to the SCC constitutional governance structure the lead cabinet member meets the CFO formally on a monthly basis, has weekly informal 1-2-1's and are in regular email and telephone dialogue.</li> <li>SFRS performance is measured in a number of forums (see performance section in <a href="#">Appendix A</a>) but there is no single set of corporate performance indicators that SFRS is currently assessed against (there are different KPI's for different forums). KPI's tend to focus on operational response measures and less so on prevention and protection measures and formal targets only exist for response standards and on-call availability.</li> <li>SFRS's latest Peer Challenge in 2013 noted it wasn't clear "how well embedded performance management was throughout the Service" and there appeared to be an "emphasis on outputs rather than outcomes", e.g. the inclusion of response times, as opposed to other key indicators. It highlighted there was a need to "ensure appropriate capacity was given to performance management and to ensure the focus remains on outcomes". There is a recognition from senior leaders that improvements can be made and work is underway to improve how performance data is reported and presented. However, it could be argued there has been little change since the peer review in 2013.</li> <li>SC performance and trends is scrutinised bi-monthly at the Accountability and Performance Panel meetings across a broad range of performance measures linked to the Police and Crime Plan.</li> </ul> <p><b>Transparency of governance</b></p> <ul style="list-style-type: none"> <li>SFRS and the PCC publish all of the formal governance meeting documents online including agendas, papers and minutes and are therefore both seen to be transparent in terms of formal governance. However, the CFO/Cabinet Member meetings are not minuted and the informal Fire Steering Group meeting papers and minutes are not published. Up to date SFRS performance data available in the public domain is limited – latest performance data is currently published in the Statement of Assurance which is currently over 9 months out of date with the updated 2016/17 version expected to be published late 2017/early 2018.</li> <li>The PCC also publishes a comprehensive decision log that records all decisions including sanitised confidential decisions.</li> </ul> <p><b>Visibility – Both the PCC and SFRS are visible through formal and informal routes</b></p> <ul style="list-style-type: none"> <li>Formal PCC and SCC governance meetings are open to the public although the public do not regularly attend either. The SCC Full Council is also streamed live online via a webcast service.</li> <li>PCC has a greater level of public engagement and informal visibility; has a regular calendar of community events (published online) and attended 25 public surgeries/on tour events attended by over 500 members of the public receiving 340+ questions in 2016. He also received over 1000 email/l etter correspondences.</li> <li>The lead cabinet member for fire is less publicly visible and over the last 12 months there were no formal public questions raised at full council in relation to fire.</li> </ul>	<p><b>Scrutiny and accountability</b></p> <ul style="list-style-type: none"> <li>The PCC model could be seen to intrinsically provide more scrutiny and direct accountability, but the differences are less significant in a County model where there is a lead member for fire.</li> <li>PCC has access to wider OPCC scrutiny resources.</li> <li>PCC scrutiny and accountability mechanisms are focussed purely on policing business rather than wider issues</li> <li>SC performance is more heavily scrutinised both internally and externally across a consistent range of indicators linked to the Police and Crime Plan.</li> </ul> <p><b>Transparency of governance</b></p> <ul style="list-style-type: none"> <li>Potentially easier direct access to relevant governance documents and decisions via PCC website versus SFRS</li> <li>Greater public visibility under a PCC model that could be applied to FRS including access to latest performance data and reporting</li> </ul> <p><b>Risks</b></p> <p><b>No financial benefits</b></p> <ul style="list-style-type: none"> <li>Decrease in SCC (Lead Member, S151 Officer, Monitoring Officer) time / input is not likely to generate cashable benefits as SFRS is not a substantial part of their roles. Moving governance to the PCC may therefore increase governance costs unless SCC can realise savings</li> </ul> <p><b>Conclusion</b></p> <p>In conclusion, we think there is a high case for a change of governance that would bring benefits of transparency and accountability. Whilst both services currently comply with their statutory requirements national research has shown that the PCC model provides greater transparency of governance/scrutiny mechanisms and greater public accountability/visibility.</p>	Strength of case - High	Strength of case - High

## CSF 4 - Facilitates the optimal utilisation of capital assets

Critical success factor		<i>"The option can accelerate and enable the realisation of further financial benefits from optimising the utilisation and management of capital assets such as estate, equipment and fleet"</i>
The case	Benefits	Strength of case - Low
<ul style="list-style-type: none"> <li>To support the development of joint emergency response stations in Suffolk SFRS received a DCLG Fire Transformation fund grant of £4.94m and SC received £436,000 additional funding in a separate police Home Office Transformation Fund bid.</li> <li>The funding from Government has been the catalyst to drive and deliver an extensive estates programme with projected savings of over £11.5m by 2034.</li> <li>There are currently 8 shared police/fire stations and another 4 being progressed and 4 shared ambulance/fire stations and another 2 planned.</li> <li>Other areas of collaboration already being explored include shared use of specialist equipment such as drones and a Joint Command Support Vehicle.</li> <li>SFRS has access to a number of reserves that enables multi-year capital planning: <ul style="list-style-type: none"> <li>Renewal reserve for capital projects (£1.4m at present) and it is all SFRS funds initially, but drawn down across years and enables multi-year planning</li> <li>General reserve (£1.5m at present) and is part of the Public Health and Protection reserve</li> <li>An earmarked reserve for committed projects. Again, this is notional but allows multi-year planning.</li> </ul> </li> <li>As it stands 18/35 fire stations will be collaborated with either police or fire partners and 16/29 police stations collaborated with fire and further 4 already explored but deemed unsuitable.</li> </ul>	<p>Optimisation of estate has been the area of greatest opportunity for financial benefits from collaboration between police/fire in other areas. In Suffolk, however, with the already extensive estates programme, there is already a strong track record and a joined up approach to estates investment and collaboration. Consequently, the scope for driving additional significant benefits beyond those already being scoped or in planning stage is less than in other areas.</p> <p>A change in governance, however, over time could lead to improved long term strategic investment decisions that could enable opportunities beyond estate for police and fire, provide a platform for wider public service estate integration and avoid recent difficulties such as those experienced as part of the Mildenhall development.</p>	<p><b>Risks</b></p> <p>The renewal and earmarked reserves for SFRS are not legally ring fenced. This may add complexity to their transfer and would have to be negotiated with SCC.</p>

### Conclusion

In conclusion, we think there is a low case for a change of governance in order to further facilitate the optimal use of capital assets in Suffolk. The Blue Light Collaboration Board has successfully driven an effective joint emergency services estates strategy to date and there are a number of other capital asset collaboration opportunities currently being explored including shared vehicle maintenance and fleet. This strong track record suggests a change in governance would not be required to further capital asset collaboration in Suffolk.

# CSF 5 - Safeguards the financial sustainability of public services in Suffolk

Critical success factor		Strength of case – Medium
<b>"The option ensures ongoing financial sustainability of affected public services in Suffolk"</b>		
The case	Benefits	Risks
<ul style="list-style-type: none"> <li>A change in governance would create a standalone legal entity with separate funding and fire precept.</li> <li>Local authority budgets have, and continue to face, substantial pressures as well as changes to sources of income and government grant. These pressures have been evident in SCC and since 2011/12 they have successfully managed these financial challenges making savings in excess of £200 million.</li> <li>SFRS funding comes from both council tax and central government grant, with approximately 57% currently coming from council tax and 43% from Government grant. This shows that expected further Government grant reductions would have a significant impact on the overall budget for SFRS.</li> <li>Since 2013/14 SCC has seen an overall budget reduction of 15.5% and over the same time period SFRS budgets have been comparatively less affected with a decrease of 3% since 2014/15.</li> <li>SCC need to make additional savings and the estimated potential budget gap from 2018 – 2021 is in excess of £55m but SCC has committed to protect SFRS budgets from further reductions until 2020.</li> <li>A change in governance could potentially provide SFRS greater protection against future savings pressures of SCC.</li> <li>SFRS has access to a number of reserves that enables multi-year capital planning:</li> <li>Renewal reserve for capital projects (£1.4m at present) and it is all SFRS funds initially, but drawn down across years and enables multi-year planning</li> <li>General reserve (£1.5m at present) and is part of the Public Health and Protection reserve</li> <li>An earmarked reserve for committed projects. Again, this is notional but allows multi-year planning.</li> </ul>	<ul style="list-style-type: none"> <li>The introduction of a fire precept would provide increased financial transparency and more revenue and capital certainty. A standalone fire precept would provide future opportunities to raise funds through increasing the precept</li> <li>There are no anticipated risks regarding transfer of SFRS staff, as there are currently no integrated joint roles across SFRS and SCC apart from the Chief Fire Officer who is also responsible for Trading Standards, Health and Safety, Emergency Planning and Business Continuity.</li> <li>Protection against future long term saving requirements of SCC beyond 2020.</li> </ul>	<ul style="list-style-type: none"> <li>Sustainability will critically depend on potentially complex and sensitive negotiations between the PCC and SCC (e.g. precept, reserves, support service SLA, implementation funding etc)</li> <li>Unforeseen pressures on FRS budgets (e.g. pay, pensions, post Grenfell obligations) may be harder to deal within a new stand-alone service than within the larger scale SCC budget</li> <li>PFI payments are currently in part met by FRS underspend and a PFI reserve. This reserve is projected to be used by 2028-29 and there is currently an unfunded residual liability of £2.3m, in total, from 2029-30 to 2033-34 – this liability is likely to transfer to the PCC under a governance transfer.</li> <li>A transfer from the larger scale SCC has the potential to create diseconomies of scale: <ul style="list-style-type: none"> <li>If budgets for support services transfer from SCC it would bring diseconomies of scale for SCC - there are currently few dedicated SFRS specific support service staff and therefore no short term FTE savings</li> <li>Specialist 'fire' support service knowledge would likely be lost with a transfer of support service provision and there would be knowledge gap in SC/NC (e.g. Fire T's &amp; C's, operational fire IT support)</li> <li>The £2.1m notional recharge of corporate support costs to SFRS from SCC is unlikely to reflect either the budget transfer for precept purposes or the cost of any SLA service provision from SCC in the future. These would be subject to further 'open book' analysis and negotiation.</li> </ul> </li> </ul>
		<b>Conclusion</b>
		<p>In conclusion, we think there is a medium case for a change of governance in order to safeguard the financial sustainability of Suffolk public services. SFRS budgets have been relatively unaffected by SCC budgetary pressures to date and their budget is protected until 2020. A governance change could however provide longer term certainty, but the opportunities would need to be balanced against the transfer risks and implications for the PCC and SCC.</p>

## CSF 6: Is deliverable

Deliverability theme	Description	Mitigation	
Implementation costs	<ul style="list-style-type: none"> <li>Implementing the Governance option would require a one-off requirements for specialist implementation resources (e.g. consultation, legal, project management, specialist HR). Based on our work with other clients this is estimated to range from approximately £100k to £300k.</li> <li>There will also be ongoing senior management time required in implementation and as part of business as usual</li> <li>In addition the Governance option would require additional recurrent costs associated with the additional workload for the Office of the PCC and additional costs of taking on FA governance responsibilities.</li> <li>There will also be costs to SCC who may require specialist transition resources – this could be provided internally but there would be an opportunity cost through the diversion from other work.</li> </ul>	<ul style="list-style-type: none"> <li>As part of a FBC additional analysis would be required early on to understand the specific implementation requirements for both the OPCC and SCC and how these would be funded.</li> </ul>	
Local political support	<ul style="list-style-type: none"> <li>If SCC does not support the LBC, an independent assessment will be required.</li> <li>District Councils have not engaged in the process to date.</li> </ul>	<ul style="list-style-type: none"> <li>MP's/District Councils have been offered opportunity to engage but should be formally approached in future if a FBC is pursued.</li> </ul>	
Support services	<ul style="list-style-type: none"> <li>Removing SFRS support services from SCC would be complex and would likely result in diseconomies of scale unless it was part of radical longer terms strategy of broader Suffolk public sector support provision</li> </ul>	<ul style="list-style-type: none"> <li>If a FBC is pursued then negotiations between the PCC and SCC to be initiated as early as possible in order to understand in more depth the activity based costing for corporate service provision to SFRS and the cost of future support service provision under and open book contract SLA</li> </ul>	
Precept calculation	<ul style="list-style-type: none"> <li>The process for agreeing the fire precept and transfer of reserves is still not clear</li> <li>Negotiations between SCC and the OPCC will need to take place</li> <li>Prior to any discussions on the precept the FRS budget needs to be agreed with the true cost of support services</li> </ul>	<ul style="list-style-type: none"> <li>As above, if a FBC is pursued then negotiations between the PCC and SCC to be initiated as early as possible.</li> </ul>	
PFI / assets	<ul style="list-style-type: none"> <li>The PFI contracts may be complex to transfer to the new FA entity, and there will need to be negotiations over transfer of reserves to fund payments</li> </ul>	<ul style="list-style-type: none"> <li>As above, if a FBC is pursued then negotiations between the PCC and SCC to be initiated as early as possible in order to understand the implications of novating the PFI contracts</li> </ul>	
<b>Conclusion</b>		<p>In conclusion, we think that although a governance change is deliverable, there are a number of implementation risks and implications which we have assessed as medium risk. There are potentially significant implementation costs (for both PCC and SCC) that would require funding as well as ongoing support costs for a new OPFCC. Those delivery risks relating to the transfer would require formal and potentially complex and time consuming negotiations between the PCC and SCC. The change could not be delivered before April 2019, resulting in a potentially drawn out and distracting implementation period.</p>	

## CSF 7: Mitigates strategic risks

Risk theme	Description	Mitigation
Unknown impact from national changes	The impact of the Grenfell Tower fire on the national fire and rescue picture is not clear yet: <ul style="list-style-type: none"> <li>There may be national changes driven by the new HMICFRS.</li> <li>There may be national changes impacting on the local financial situation (e.g. pay rises for fire fighters) which may not be funded centrally.</li> <li>There may be national regulatory changes around fire safety assessments.</li> </ul>	<ul style="list-style-type: none"> <li>Continue engagement with Home Office to understand possible changes</li> <li>Consider timing</li> </ul>
Loss of public trust	The fire and rescue service has a strong and trusted identity and it is felt that joint working with the police could endanger this (see <a href="#">Appendix D</a> for research).	<ul style="list-style-type: none"> <li>The FBC (if pursued) and consultation materials will need to provide assurances e.g. both governance and single employer models SFRS and SC would continue to operate independently as two distinct services and officers would remain distinct</li> <li>The FBC (if pursued) will need to provide assurances that there will be no change to existing partnership arrangements and the existing relationship of collaboration between SFRS and SC services will continue.</li> </ul>
Compromise to links with health/local government services	<ul style="list-style-type: none"> <li>There is a perceived risk therefore that a governance change could detrimentally impact on existing health and local government partnership working through creation of new organisational boundaries between SFRS and the SCC services.</li> </ul>	<ul style="list-style-type: none"> <li>If the governance option is the preferred options, the FBC will need to evidence in the Management Case how it will be implemented and how the addition of fire would not affect governance of SC</li> </ul>
Ensures the continued delivery of critical emergency services in Suffolk	<ul style="list-style-type: none"> <li>There is a risk that taking on governance of fire would create a distraction away from the important work of scrutiny of police</li> </ul>	
Unknown pension risks	<p>Fire fighters' pension scheme</p> <ul style="list-style-type: none"> <li>No assets are held to meet future pension liabilities and the level of contributions is set nationally, subject to triennial revaluation</li> <li>Lump sum payments are also made to firefighters who retire on ill-health grounds</li> <li>Changes to membership in the pension scheme may increase cost as during the transfer the PCC would be required to enrol staff onto a pension scheme who are currently opted out Local government pension scheme</li> <li>A funded scheme, therefore assets are held to meet long term liabilities by the employer and contributions are payable by the employer</li> <li>Depending on the agreement made, long term funding responsibility may transfer to the PCC</li> </ul>	<ul style="list-style-type: none"> <li>Further work as part of the FBC would need to be completed to understand existing pension structures</li> <li>We have requested details on membership of pension schemes including:           <ul style="list-style-type: none"> <li>Number of staff on each</li> <li>Average Salary</li> <li>Average Age</li> </ul> </li> <li>For each scheme we would need to review the liabilities and if applicable the process for these to be transferred.</li> </ul>
Conclusion	In conclusion, we think there are a number of strategic risks with a change in governance which we have assessed as medium risk. There are a number of known risks which could be mitigated as part of the development of a FBC, however, there is the unknown risk of potential national regulatory changes to pay which may not be nationally funded.	

## ASSESSMENT OF THE NO CHANGE VERSUS THE GOVERNANCE OPTION

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This section provides an assessment of the no change and governance options against the critical success factors

# Assessment of the options

In this section we provide a formal assessment of the no change and governance options.

Firstly, an assessment is made of the no change and governance options against the critical success factors. Brief commentary is provided to evidence our RAG assessment based on the following criteria:

- Red – low strength evidence supporting the likelihood the CSF would be met under this option
- Amber – medium strength evidence supporting the likelihood the CSF would be met under this option
- Green – high strength evidence supporting the likelihood the CSF would be met under this option

Secondly, an assessment is made of the no change and governance options against the statutory tests within the Policing and Crime Act 2017 of public safety, effectiveness and economy/efficiency using the following criteria:

	RAG Rating	1	2	3	4
Test	Public safety	Effectiveness	Economy and efficiency		
Public safety	The option has risks to public safety that significantly outweigh the benefits	The option has little or no impact on public safety	The option has some benefits to public safety that outweighs risks	The option has significant benefits to public safety that significantly outweighs risks	
Effectiveness	The option has risks to effectiveness of police and/or fire that significantly outweigh benefits	The option has little or no change on the effectiveness of the organisations	The option has some benefits to the effectiveness of one organisation that outweighs risks	The option has significant benefits to the effectiveness of both police and fire that significantly outweighs risks	
Economy and efficiency	The option significantly increases costs	The option has marginal impact on costs	The option delivers some cost savings	The option delivers significant cost savings	

# Assessment of the options

## No Change Option

		Evidence in support of evaluation	
Component	RAG	Overall CSF	RAG
1. Accelerates pace and effectiveness of police and fire collaboration	L	L	L
Effectiveness and resilience of services	L		
Value for money	M		
2. Enables a more innovative and effective approach to public service transformation	M	M	L
Effectiveness and resilience of services when working with other partners	L		
3. Brings benefits in terms of transparency and accountability	L	L	L
National research of PCC v Authority model	L		
Operation of PCC v Authority models in Suffolk	L		
4. Facilitates the optimal utilisation of capital assets	M	M	M
Utilisation of capital assets			
Management of capital assets			

Public safety and vulnerability prevention

With the no change option there would be a continuation of collaboration at the existing rate and scale of change which to date has broadly progressed well but has focussed on delivering value for money benefits through the estates programme rather than public safety and vulnerability prevention or integrated services to improve resilience.

Effectiveness and resilience of services

There are opportunities that could be explored and additional benefits realised without the need for a change in governance, however, more ambitious opportunities that move beyond collaboration to integrated shared strategies and functions are likely to be more difficult to achieve in this model.

Value for money

The catalyst for much of the collaboration to date has been the funding received from government grants and there is therefore a risk that without further funding the existing pace and effectiveness of collaboration may be effected once it has run out.

The no change option would not risk the support service economies of scale that have already been realised with existing arrangements.

As such, due to the existing strong strategic relationships and track record of collaboration between SFRS and SC even without a change in governance there are still opportunities to accelerate the pace and effectiveness of collaboration under the existing governance arrangements.

As above there would be a continuation of collaboration at the existing rate and scale of change and with no change there are still opportunities for improving multi-agency community safety/vulnerability collaboration at a tactical level.

The potential strategic long term opportunities for a more innovative and effective approach to public service transformation in Suffolk would remain complex and the realisation of significant benefits would be challenging under the current model.

The formal scrutiny mechanisms of the FRA function would remain the same as today and therefore doing nothing would not directly provide benefits that would improve the scrutiny, transparency and accountability of SFRS, however, the introduction of the new HMICFRS will likely drive improvements in terms of transparency and accountability nationally.

4.

With the ambitious joint estate programme already advanced with the current governance arrangements the current planned estate and equipment collaboration would continue to progress at the existing rate and scale of change. The Blue Light Collaboration Programme is already facilitating the optimal use of capital assets and it will continue to do so for the remaining estate opportunities without the need for a change in governance.

# Assessment of the options

## No Change Option

No Change Option		Evidence in support of evaluation	
Component	Overall CSF RAG		
5. Safeguards the financial sustainability of public services in Suffolk	H	Impact on Suffolk County Council Impact on Suffolk FRS	M M
6. Deliverable	M	Meets the likely availability of funding for implementation Matches the level of available skills and capacity for delivery Minimises implementation risks Has support of key stakeholders	H H H H
7. Mitigates strategic risks	H	Loss of public trust Compromise to links with health/local government services Ensures the continued delivery of critical emergency services	H H M

There will be no impact on SCC with no resource or cost implications by doing nothing, however, there is a potential for a longer term impact on SFRS by remaining within SCC.

Doing nothing may therefore not safeguard the financial sustainability of SFRS in the long term if they were to become subject to SCC future budget pressures post 2020 when their budget will no longer be protected.

This represents the status quo position and therefore there would be no delivery risks or funding/resources requirements for implementation.

Discussions with key stakeholders during the options analysis have indicated support for all the different options if it can be evidenced it is in the best interest of the people of Suffolk although the representative bodies supported the no change option.

As SFRS and SC continue to operate independently as they do now, their identity or public trust will not be negatively affected.

Due to the existing strong strategic and political relationships across SFRS, SC and SCC and it is also unlikely that it will detract from existing cross organisation working relationships.

It is also unlikely that doing nothing would impact on the delivery of critical emergency services in Suffolk unless future SCC budget pressures directly impact on SFRS which has not been the case to date.

Due to the possible national regulatory changes as a result of Grenfell that could see the fire service taking on more of an enforcement role in relation to fire safety assessments, there could potentially be a conflict of interest between fire enforcement activity and other local authority departments, but this is not clear yet and only speculation at this stage.

As such, doing nothing mitigates the strategic risks associated with a change in governance.

# Assessment of options

## Governance Option

Governance Option		Evidence in support of evaluation	
Component	RAG Overall CSF	RAG Overall CSF	Evidence in support of evaluation
1. Accelerates pace and effectiveness of police and fire collaboration	M	M	<p>The governance option could bring additional speed of decision-making from single shared and less complex governance and in the short term could drive a more joined up approach to alignment of strategic objectives, and budgets to support longer term investment opportunities. Joined up governance could act as the catalyst for further long term collaboration between SC and SFRS beyond the existing DCLG funding.</p> <p>There are potential opportunities for greater police and fire service collaboration beyond estates, however a change in governance is unlikely to uncover entirely new significant areas for collaboration in the short term.</p> <p>As such, it is unlikely that the governance option would significantly accelerate the pace and effectiveness of police and fire collaboration beyond the no change option.</p>
2. Enables a more innovative and effective approach to public service transformation	M	M	<p>There are a number of opportunities for a more integrated approach to the delivery of some community safety portfolios, however, these are predominantly focussed on duplicated activity across SC and SCC.</p> <p>There are broad opportunities for innovative public sector transformation with a more joined-up service delivery across local authority and emergency services, however, it is not envisaged that a change in governance would further enable the PCC to significantly drive this change.</p> <p>The governance option would not reduce the number of governance bodies who would need to be involved in broader Suffolk public sector transformation and therefore it is unlikely this option would significantly enable a more innovative approach to public service transformation in the short term. It should, however, be noted that the Norfolk PCC is currently exploring governance opportunities for fire in Norfolk, and therefore if Norfolk were to adopt the governance model there may be greater potential to build on the existing Suffolk and Norfolk regional police collaboration to include fire.</p>
3. Brings benefits in terms of transparency and accountability	H	H	<p>There would be a single, democratically accountable person responsible for fire governance and independent technical resources within an OPFCC which could raise the public profile of fire governance and provide the capacity/capability for effective independent scrutiny and challenge.</p> <p>Performance management could improve with scrutiny against formal KPIs/objectives within a Police Fire and Crime Plan although the introduction of the new inspectorate for police and fire (HMICFRS) will likely drive improved performance mechanism for fire nationally.</p> <p>In addition national research into the PCC model of governance (see <a href="#">Appendix D</a>) provides evidence that the governance option could bring benefits in terms of transparency and accountability.</p>
4. Facilitates the optimal utilisation of capital assets	M	M	<p>With the ambitious joint estate programme already advanced with the current governance arrangements the current planned estate and equipment collaboration would continue to progress at the existing rate through the Blue Light Collaboration Programme. The governance option could increase the opportunities for aligned long term strategic investment decisions between SC and SFRS and provide a platform for wider public service estate integration (e.g. multi agency hubs, one stop public contact), however, in the short term the governance option is unlikely to facilitate the optimal use of capital assets above and beyond the no change option.</p>
	Management of capital assets	M	

# Assessment of the options

## Governance Option

	Evidence in support of evaluation	
	Component RAG	CSF RAG Overall
5. Safeguards the financial sustainability of public services in Suffolk	<p>Impact on Suffolk FFRS</p> <p>M</p> <p>Impact on Suffolk County Council</p> <p>L</p>	<p>The introduction of a separate fire precept by implementing the governance option would safeguard the financial sustainability of FRS - providing increased financial transparency, more revenue/capital certainty and the opportunity to raise funds through the precept in the future.</p> <p>There would, however, be an impact on SCC with the transfer of SFRS to the PCC under the governance model including resource/financial cost/opportunity cost of supporting a transfer and also potential diseconomies of scale in relation to support service provision.</p> <p>As such both FRS and SCC would be affected by implementing the governance option, however, financial sustainability would critically depend on the outcome of negotiations between PCC and SCC.</p>
6. Deliverable	<p>Meets the likely availability of funding for implementation</p> <p>M</p> <p>Matches the level of available skills and capacity required for successful delivery</p> <p>M</p> <p>Minimises implementation risks</p> <p>L</p> <p>Has support of key stakeholders</p> <p>M</p>	<p>There would be a number of delivery challenges with implementing the governance option. There would be one-off requirements for specialist implementation resources (e.g. consultation advice, project management, specialist legal and HR advice) at an estimated cost of between £100k to £300k (based on proposed costs from other PCC clients). There will also be ongoing costs of additional support to the OPFCC, to ensure the PFCC can sustainably increase his remit for fire.</p> <p>In addition there would be HR, commercial and legal risks with the transfer of SFRS staff, assets, contracts and liabilities to the new Fire Authority entity. In particular there is a significant PFI risk as there is an unfunded residual liability of £2.3m towards the end of the contract. There will be specific risks in agreeing a separate fire precept, agreeing the budget for support services, or agreeing charges for SLA services (dependent on model).</p> <p>Discussions with key stakeholders during the options analysis have indicated support for the different options if it can be evidenced it is in the best interest of the people of Suffolk.</p> <p>The governance model is therefore considered deliverable but not without its challenges or risks.</p>
7. Mitigates strategic risks	<p>Loss of public trust</p> <p>M</p>	<p>If there is formal integration of some services (e.g. community safety), there is a risk that SFRS become associated with law enforcement activity which may risk a loss of trust (although there is no formal evidence elsewhere to support this – see <a href="#">Appendix D</a>).</p> <p>With SFRS currently fully integrated into SCC there is a small risk that a governance change could impact on existing partnerships with the introduction of new organisational boundaries, however, evidence to date suggests relationships across SC and SCC are already strong and stakeholders have indicated this would not change.</p> <p>Closer alignment through the governance option should bring greater resilience and some additional collaboration opportunities that could improve the operational delivery of critical emergency services.</p> <p>As such, the governance option does not present significant strategic risks and where it does these could be mitigated.</p>

# Overall assessment of the CSFs

The table below summarises the overall CSF RAG assessment for the no change option versus the governance option:

Critical Success Factor	Components	Public safety	Effectiveness	Economy/efficiency	Do Nothing	Governance
1. Accelerates pace and effectiveness of police and fire collaboration	Public safety and vulnerability prevention Effectiveness and resilience of services Value for money	✓	✓	✓	L	M
2. Enables a more innovative and effective approach to public service transformation	Public safety and vulnerability prevention when working with other partners Effectiveness and resilience of services when working with other partners	✓	✓	✓	L	L
3. Brings benefits in terms of transparency and accountability	National research of PCC v Authority model Operation of PCC v Authority models in Suffolk	✓			L	H
4. Facilitates the optimal utilisation of capital assets	Utilisation of capital assets Management of capital assets		✓		M	M
5. Safeguards the financial sustainability of public services in Suffolk	Impact on Suffolk County Council Impact on Suffolk FRS	✓	✓	✓	M	M
6. Deliverable	Meets the likely availability of funding for implementation Matches the level of available skills and capacity required for successful delivery Minimises implementation risks Has support of key stakeholders		✓		H	M
7. Mitigates strategic risks	Loss of public trust Compromise to links with health/local government services Ensures the continued delivery of critical emergency services		✓	✓	H	M

# Overall assessment of the no change option v governance option

The table below summarises the assessment of the no change option versus the governance option against the statutory tests within the Policing and Crime Act 2017.

	Options	'Governance'
	'No change'	
<b>Public safety test</b>	<b>The option has little or no impact on public safety</b> <i>Additional public safety benefits could be delivered through further emergency services and broader public sector collaboration. Due to the strength of existing collaboration relationships, it may be possible to deliver further collaboration under existing governance structures but we do not envisage this necessarily having a significant positive or negative impact on public safety beyond the no change option, except potentially in the long-term.</i>	<b>The option has little or no impact on public safety</b> <i>Additional public safety benefits could be delivered through further emergency services and broader public sector collaboration. Due to the strength of existing collaboration relationships, a change in governance may accelerate further collaboration but we do not envisage this necessarily having a significant positive or negative impact on public safety beyond the no change option, except potentially in the long-term.</i>
<b>Effectiveness test</b>	<b>The option has little or no change on the effectiveness of the organisations</b> <i>There would be little or no change in the effectiveness of either SFRS or SC under this option although a number of opportunities have been identified that could potentially improve effectiveness without a change in governance. These should be explored further.</i>	<b>The option has some benefits to the effectiveness of one organisation that outweigh risks</b> <i>Effectiveness could improve from having shared strategic direction and joint outcomes through aligned strategic plans and objectives. In addition it could increase the visible, democratic accountability of fire through having a single, directly elected individual for the public to hold to account in areas such as performance management.</i>
<b>Economy and efficiency test</b>	<b>The option has marginal impact on costs</b> <i>There would be no costs to implement this option as there is no governance change. Due to the strength of existing collaboration relationships additional financial benefits could potentially be achieved under existing governance structures but we do not envisage a significant step change in the short term.</i>	<b>The option has marginal impact on costs</b> <i>There would be direct delivery costs to implement this option and recurrent costs within an OPFCC to support the additional governance responsibilities for fire. It is not clear that these would be off-set in the short-term by efficiencies that could arise from closer working between police and fire. There may be longer-term benefits</i>

# 8

## CONCLUSIONS AND RECOMMENDATIONS

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Conclusions and recommendations  
emerging from the options analysis

# Conclusion

The assessment of the no change option versus the governance option is quite finely balanced, however, it does not provide a compelling case for change at this stage. There is limited evidence to suggest that implementing the governance option in Suffolk would, at this point in time, be sufficiently in the interests of economy, efficiency, and effectiveness; or public safety and there would be a number of significant risks involved in making a change in addition to several unknowns, which could result in additional complexities.

## The case for change in Suffolk is finely balanced

- Nationally, statutory requirements and the policy picture is driving a renewed focus on emergency services collaboration and a re-assessment of governance
- However, recent events (Grenfell Tower, a general election and various terror attacks) may influence the national position
- Locally, SFRS is already a low cost service
- SFRS has been comparatively unaffected by recent SCC budget pressures but there is an opportunity to bring a greater degree of medium term financial certainty beyond 2020
- Relationships amongst public service partners at a strategic and political level are strong in Suffolk compared to other areas
- Collaboration in Suffolk and across the region is already advanced and additional collaboration opportunities in the short term are limited
- A change in governance could contribute to driving transformational public and emergency service delivery in Suffolk
- The Norfolk PCC is currently developing an options analysis exploring fire governance opportunities the outcome of which could have implications for existing SC collaboration agreements
- There are opportunities to improve SFRS performance mechanisms but the new HMICFRS will also drive consistency and improvements nationally
- There is an opportunity to ensure SFRS governance is more transparent and accountable to the public

This does not mean, however, that we recommend the status quo and as we see it there are a number of options available in terms of next steps:

1. Proceed to developing a full Local Business Case with the governance model as the preferred option
  2. Undertake further work to assess the extent of risks and address some of the unknowns (e.g. financial risks, likely approach to support service provision, Norfolk's position in relation to the governance options) and then take a decision whether to proceed to develop a full Local Business Case
  3. Not pursue the full Local Business Case at this point, and instead focus on progressing the areas identified where improvements could be potentially made (see following slide), review if satisfactory progress has been made in 12 months, and then if appropriate reassess the case for governance change.
- Based on our assessment, there is not enough evidence to support option 1 of progressing to a full Local Business Case immediately and therefore we recommend the PCC considers either option 2, and undertakes further work to understand the risks and unknowns, or option 3 and pursues driving improvements without a formal governance change.**

## Implementing the governance option would be complex

- The Governance option represents a major change and the possible benefits must be considered against the risks and challenges of making a change and the negotiations required as part of any transfer are likely to be difficult and complex:
  - There would be financial / commercial risks particularly with the PFI contract, SFRS reserves and a separate precept for fire. The extent of these risks are currently unknown and would require further work and negotiation to understand.
  - There are potential diseconomies of scale with regards to support service provision but the extent of this is currently unknown
  - There would be one off implementation costs for PCC and SCC
  - There would be recurrent costs within the OPCC to service the needs of fire
- In addition the national picture is not yet clear – political change and the recent Grenfell fire may influence the direction of travel of emergency services collaboration and/or changes to fire and rescue services in the future.

# **Actions or recommendations for the PCC and SFRS to consider**

There are a number of recommended actions for the PCC to consider jointly with SFRS and SCC that could deliver benefits beyond the status quo without the complexities and risks involved with making a formal governance change.

## **Actions for the PCC to consider**

In the short term it is recommended that the PCC works with SFRS and SCC to:

- Align appropriate strategic objectives in the SFRS and PCC strategic plans – both organisations are currently consulted on each other's respective plans but working closer together as part of the strategic planning processes could align objectives and help both organisations jointly deliver a shared set of outcomes for Suffolk.
  - Commission a review of the approach to community safety in Suffolk to:
  - Understand the joint Suffolk public services demand and shared risk in relation to vulnerability (we believe work is already underway within SCC to assess demand and it is important that SC is included as part of this analysis)
  - Identify duplication of strategic leads within the community safety structures across SC, SCC and SFRS and opportunities to consolidate these roles into the appropriate lead organisation in areas such as domestic abuse, e-safety, sexual exploitation and PREVENT.
  - Understand the full extent of prevention work delivered across SC, SFRS and SCC to assess the opportunities for a formal brigaded approach or at the very least improve cross service awareness of vulnerability, increasing the number of 'eyes and ears' on the ground and empowering staff to provide cross service prevention advice
- Review the current co-location arrangements. SCC and SFRS staff are rarely located at Landmark House due to alternative office space at Endeavour House and security and access issues for SFRS volunteers and zero hours staff - this will be limiting the benefits of co-location and identification of additional collaboration/integration opportunities.
  - Consider the long-term strategic options for police and fire emergency control rooms in Suffolk and understand the associated risks of each option
  - Consider the long-term delivery of public services in Suffolk to understand the viable options for a whole-system approach to service delivery
  - When appropriate liaise with the Norfolk PCC to understand the outcome of the Norfolk police and fire governance options analysis and assess the possible long term implications for the existing SC and NC collaboration agreements including support service delivery.

## **Actions for SFRS to consider**

In addition to working with the PCC on the above points it is recommended that SFRS considers:

- Reviewing its performance management mechanisms including KPIs and targets in to improve performance transparency and accountability in advance of the introduction of the HMICFRS fire inspection regime
- Revisiting with SCC the opportunity for a separate precept for fire which would make the cost of fire services in Suffolk more transparent. This would also make any future transition of fire from SCC less complex
- Consider formally inviting the PCC to sit on the Fire Steering Group.

# A

## APPENDIX A: ORGANISATION OVERVIEWS

# Staff and estate overview

Suffolk FRS	Suffolk Constabulary
<ul style="list-style-type: none"><li>Whole time Fire Officers: 210</li><li>Retained Fire Officers: 448</li><li>Staff: 59</li><li>Volunteers: 30</li><li>35 fire stations<ul style="list-style-type: none"><li>4 whole time stations</li><li>29 on-call stations</li><li>2 day-crewed stations</li></ul></li><li>Headquarters in Suffolk County Council's strategic hub</li><li>Combined Control Room with Cambridgeshire FRS</li><li>96,993 calls per year (27,645 emergency and 69,348 non-emergency) @ £1,770,780 = £18.26 per call</li><li>Suffolk element of Combined Control Room 48,497 calls per year* @ £799,730 = £16.49 per call</li></ul>	<ul style="list-style-type: none"><li>Police Officers: 1,161 (1,094.5 FTE)</li><li>PCSOs: 102 (107 FTE)</li><li>Special Constables: 209</li><li>Police Staff: 1186 (914.9 FTE)</li><li>Volunteers: 193</li><li>11 OPCC staff (10.3 FTE)</li><li>29 police stations and 1 headquarters</li><li>Control Room:<ul style="list-style-type: none"><li>276,899 calls 16/17 financial year (94,023 emergency and 182,876 non emergency) @ £5,449,900 = £19.68 per call</li></ul></li></ul>

\* Call volume split 50:50 as unable to differentiate Cambridgeshire and Suffolk call volumes

92% of SFRS staff are operational Fire Officers (less than 1/3 of these are whole time Fire Officers) and the remaining 9% are fire staff – they are predominantly a 'retained service'.

SFRS has significantly more estate (numbers of sites) than SC, however, 18 of these are either currently or planned police and/or ambulance sites..

Despite the difference in call volumes the cost per call is comparable across both organisations due to the existing SFRS collaboration with Cambridgeshire FRS.

# Governance overview

Suffolk Fire & Rescue Authority	Suffolk OPCC
Formal governance meetings in last 12 months	<ul style="list-style-type: none"> <li>7 Full Council meetings (SFRA)</li> <li>9 Cabinet meetings</li> <li>5 Scrutiny Committee meetings</li> <li>6 Audit Committee meetings</li> <li>4 Fire Steering Group meetings</li> <li>4 Joint Forum meetings</li> </ul>
Decisions made in last 12 months	<ul style="list-style-type: none"> <li>2 fire related motions taken to Full Council</li> <li>0 motions taken to Full Council relating to collaboration</li> </ul>
Public engagement (16/17)	<ul style="list-style-type: none"> <li>0 public fire related questions tabled at FA meetings</li> <li>60 unique user website visits per month (average)</li> <li>70 website hits per month (average)</li> <li>4,088 average organic daily Facebook post reach (SFRS)</li> <li>9,644 Twitter followers (SFRS)</li> <li>1,886 Instagram followers (SFRS)</li> </ul>
Scrutiny	<p><b>Scrutiny Committee</b> Responsible for scrutinising the Fire Authority's policies and performance, and acts as the Fire Authority's audit committee.</p> <p><b>Audit Committee</b> Advises on the adequacy and effectiveness of the council's corporate governance arrangements. Its <b>responsibilities</b> include monitoring the arrangements in place for managing risk and combating fraud and corruption, monitoring the adequacy and effectiveness of the external and internal audit services and approving the Annual Statement of Accounts and Annual Governance Statement</p>
Compliance with principles of good governance	<p>Compliance with the CIPFA (Chartered Institute for Public Finance and Accountancy) Framework 'Delivering Good Governance in Local Government' Guidance Note for Policing Bodies in England and Wales 2016 edition sets out seven principles of good governance on which effective governance should be built.</p>

# Financial overviews

Suffolk FRS
<ul style="list-style-type: none"><li>• 2017/18 revenue budget: £23.7m (including £2.1m of notional corporate overheads )</li><li>• Senior team: 2 in senior team at cost of £278k for 2017/18:</li><li>• 2017/18 FA governance budget: unable to isolate from SCC budgets</li></ul>

Suffolk Constabulary
<ul style="list-style-type: none"><li>• 2017/18 revenue budget: £113.518m</li><li>• Net book value of assets (31 March 2017) = £81m, £54m of which are long term assets (property, plant &amp; equipment)</li><li>• Total short and long term borrowing (31 March 2017) is £10.5m</li><li>• Total reserves of £12.4m (31 March 2017)</li><li>• Precept (2017/18): £44.031m</li><li>• In its Medium Term Financial Plan, Suffolk Constabulary will need to deliver £6.757m of savings by 2020/21.</li><li>• Senior team: 4 in senior team at cost of £578k for 2016/17:</li><li>• 2017/18 OPCC budget: £928k</li></ul>

# Detailed SFRS Financial Overview

## Suffolk FRS

**Overall budget position** - SFRS is a low-cost service. The annual net revenue budget for 2017/18 is £21.6m excluding £2.1m of corporate overheads which are a notional recharge from the apportionment model.

CIPFA benchmark data shows SFRS as the lowest cost fire and rescue service in England and Wales at £29.09 per head of the population. This is considerably lower than both the England and Wales national average across all FRS's (£35.75) and the national average across County FRS's only (£36.49).

SFRS have a recent history (2-3 years) of underspending. This has been used to build reserves and also to reduce the drawdown on the PFI reserve. The 16/17 underspend was £350k.

SCC needs to make significant savings (~£55/60m) over the next 3 years, however, following the latest changes to SFRS as part of the IRMP, SCC has committed to no further reductions until 2020.

**Reserves** - Within SCC management accounts, there are the following type of reserve:

- General reserve (£1.5m). This is the general reserve and is part of the Public Health and Protection directorate reserve.
- SFRS renewal reserves (£1.4m). This if for capital projects and allows multi-year planning on schemes. £1m in there at present. The annual budget includes 50% of vehicle management allocated to this reserve. It is all SFRS funds initially, but therefore drawn down across multiple years
- Earmarked reserve (£1.45m). This contains £173,154 which is held to support costs for Combined Control and £1,193,439 which is the PPOD Transformation – the rest of the balance is made up of smaller projects relating to Fire Safety and Wattisham.
- PFI reserve (£2.5m)

Of these reserves, the £1.5m general reserve would theoretically transfer to PCC as earmarking acknowledged at the higher level in accounts. The PFI would also have to in

practice and the rest would be negotiable.

**PFI** – SCC has a PFI contract in relation to the upgrade and maintenance of 10 fire stations which runs to 2034-35. There is fixed element of £1.8m per annum + variable element of £1.5 (+RPIX) per annum.

It is funded by a DCLG PFI grant of £2.2 per annum (not inflation linked), an earmarked PFI reserve which totals £2.6m and the FRS budget.

The FRS budget provision for 2017-18 is £1m. Drawing down from the PFI reserve pays the rest

The PFI reserve is all used by 2028-29 and there is an unfunded residual liability of £2.3m, in total, from 2029-20 to 2033-34.

The PFI model works on the basis that the £1m 2017-18 FRS budget provision will increase at the same level as RPIX over the life of the contract (i.e. an assumption of FRS budget remaining the same in real terms).

It is understood the assets revert to FRS at end of contract but it is unclear if ongoing maintenance is likely to be less or more than PFI contract variable element. If less, from 2034-35, the FRS budget provision will improve.

**Pensions** - are 'pay as you go' in that all contributions are incorporated in salary budgets. Nature of schemes doesn't involve unfunded liabilities but could mean contribution levels alter in future years putting pressure on budgets. 4 different schemes across staff type

The overall view is that financial planning for SFRS in SCC is fair and progressive – they fund renewals from reserves built up not borrowing. The multi year funding elements and contingency reserves are considered good practice.

# Value for money overview

## Suffolk FRS

Based on the CIPFA benchmark data:

- Suffolk Fire and Rescue Service is the lowest cost fire and rescue service per head of population in England and Wales
- Total net revenue expenditure on fire and rescue service £/head of population of £29.09 compared to national average of £35.75 national County FRS average of £36.49.

Based on the [HMIC Value for Money Profiles 2016](#):

- Suffolk Constabulary is one of the lowest cost forces in the country at a cost of 44p per person per day (national average: 49)
- Total net revenue expenditure (excluding national policing) £/head of population of £160.3 compared to national average of £177.2 and most similar force average of £175
- Total spend on workforce £/head of population of £125.9 compared to national average of £140.4 and most similar force average of £135.2

## Suffolk Constabulary

Both SFRS and SC provide good value for money in comparison to other police forces and fire services with total net revenue expenditure and total spend on workforce being less £/head of population than the national average

# Performance overview

## Suffolk FRS

The most data from the Corporate Performance Report year end/quarter 4 2016/17 reflects the period up to the end of March 2017, however, the latest quality assured data available is for 2015/16 which is published in the current Statement of Assurance.

### 16/17 data:

- Overall on-call fire station availability was 84.7% (+0.4% from 15/16) and below the target of 90%
- Response standards for property fires within 11 mins was 71.7% (-1.2% from 15/16) and for RTCs within 13 mins was 72.7% (+0.9% from 15/16). These have decreased since 13/14 (from 77.6% and 77.5% respectively) and remain below the target of 80%

### Q4'd 15/16 data:

- The number of incidents attended has reduced significantly in the last 10 years and appears to have plateaued in the last 4 years with the number of 15/16 incidents on par with 14/15 although with minor increases in primary fires (+7%), secondary fires (+1%) and dwelling fires (+2%) and a reduction in RTCs (-7%).
- Compared to national levels, there is a relatively low annual fire death rate with an average of 4 deaths per year over the period 2011/12 to 2015/2016. In 2015/16 there were 5 fire fatalities.
- The number of road traffic collision fatalities at incidents attended by SFRS increased by 120% between 14/15 and 15/16.

## Suffolk Constabulary

### 2016/17 performance data highlights:

- An increase in overall recorded crime of 6% over the last 12 months on 3 year average
- A decrease in traditional crime types such as burglary dwelling - 9% over the last 12 months on 3 year average
- Domestic abuse +28% over the last 12 months on 3 year average
- Serious sexual crimes +40% over the last 12 months on 3 year average
- Child sexual abuse +44% over the last 12 months on 3 year average
- Child sexual exploitation +63% over the last 12 months on 3 year average
- Hate crime +44% over the last 12 months on 3 year average
- Online crime +25% over the last 12 months on 3 year average
- Public confidence +3% over the last 12 months on 3 year average
- Number of KSI collisions +22% over the last 12 months on 3 year average (due to change in recording practices and introduction of CRASH)

# Detailed SFRS Performance Overview

## Suffolk FRS

SFRS performance is measured in a number of forums with SCC Members and Officers.

There is no single set of corporate KPI's that SFRS is currently assessed against and there are different KPI's presented for different forums.

In the absence of a national inspection regime, SFRS's approach to performance measurement generally replicates the data points they are required to produce and submit for the Home Office Fire Monitor Statistics.

KPIs and performance measures tend to focus on operational response measures and less so on prevention and protection measures.

Formal targets only exist for response standards and on call-availability.

### Performance reviews with Members

- **Full Council** – this will consider the performance associated with the recently agreed Priorities 2017-2021, the priorities document will have a supporting annual business plan with performance managed against that.

- **Cabinet** – has considered fire service performance as part of their role in agreeing the FRS IRMP (last done in May 2016)

- **Audit Committee** – Annual Consideration of the FRS/FRA Statement of Assurance. The committee also considers several other papers that have a FRS element to them, for example the SCC Statement of Accounts / Annual Governance Statement

- **Scrutiny Committee** – in the past has scrutinised FRS performance (most recently on Blue Light Collaboration in 2016)

- **Leadership Team** – SCC quarterly performance review for SCC Corporate Management Team and SCC Leadership Team covering finance, savings, HR and KPI's re availability, response standards & road safety

- **FRS Steering Group** – quarterly performance review with focus on KPI's for availability, response standards, incident numbers, false alarms, fatalities (uses an on-line live performance reporting tool to discuss performance at the meeting)
- **Cabinet Member** – informal meeting every 2 weeks with CFO and DCFO (meet more often if required)
- **Group Leaders** – CFO meets periodically with labour and Lib Dem Group Leaders to discuss FRS performance
- **Performance reviews with Officers**
- **Corporate Management Team** – quarterly performance report
- **Fire Strategy Group** – quarterly performance report
- **FRS Performance and Programme Board** - meets quarterly
- **PDRs** – Performance Discussion (CFO with SCC Chief Executive etc.)

# SFRS Procurement

	Managed service for Personal Protective Equipment (£ per firefighter per annum)	Fire fighting helmet (without torch) (£)	Fire hood (£)	Fire fighting trousers and tunic (£)	Fire fighting tunics (£)	Fire fighting trousers (£)	Fire fighting boots (leather) (£)	Fire fighting gloves (£)	Jumper (or fleece) (£)	Trousers (£)	White shirt (£)	T-shirt (£)	Waterpro of jacket (£)	Automatic Emergency Defibrillator (£)
Fire and Rescue Service	462.73	221.35	36.41	437.46	186.67	250.79	154.02	59.06	20.01	10.92	8.32	2.24	30.12	777.00
Suffolk														
Number of Areas with Data	18	42	36	41	35	34	41	42	41	46	43	45	44	43
Average Cost	£463.70	£174.64	£24.04	£463.79	£203.45	£262.09	£124.55	£47.04	£22.43	£11.98	£9.31	£6.72	£38.23	£848.53
Comparison	-£0.97	£46.71	£12.37	£26.33	-£16.78	£11.30	£29.47	£12.02	£2.42	£1.06	£0.99	£4.48	£8.11	£71.53

	Breathing Apparatus set (£)	Breathing Apparatus cylinder (£)	Smoke alarm (£)	Class A foam concentrate (£)	Portable ladder (£)	Handheld Thermal Imaging Camera (£)	Lay/Flat hose (£)	Officer / Provided vehicles (£)	Medium Rescue Pumping Appliance (£)	Medium Rescue Pumping Appliance (£)	Tyres for Medium Rescue Pumping Appliance (£)	Laptop personal computer (£)	Personal computer monitor (£)	Desktop personal computer (£)
Fire and Rescue Service														
Suffolk	638.00	245.00	6.06	0.64	3,364.20	3,700.00	197.85	15,100.00	199,000.00	338.00	721.67	96.99	452.82	
Number of Areas with Data	42	39	46	42	40	46	42		40	39	39	39	38	
Average Cost	£794.78	£264.01	£6.11	£3,440.72	£4,019.00	£139.90	£16,987.86		£206,900.89	£309.14	£555.41	£111.98	£388.16	
Comparison	-£156.78	-£19.01	-£0.05	-£3.47	-£76.52	£319.00	£57.95	-£1,897.86	-£7,900.89	£28.86	£166.26	-£14.99	£64.66	

## Summary points

- SFRS pays **less than the national average** across 19 of the 27 items measured and in some instances significantly less:
  - T shirt – 67% less than the national average
  - Class A foam concentrate – 84% less than the national average
  - Breathing apparatus cylinder- 20% more than the national average
  - Officer provided vehicles - 11% more than the national average
  - 6 of the 8 above the national average spends relate to operational equipment:
    - Fire fighting helmet without torch – 27% more than the national average
- SFRS spend significantly **above the national average** for IT equipment:
  - Laptop personal computers - 49% more than the national average
  - Desktop personal computers - 14% more than the national average

Published:24 August 2016 - Source:  
<https://www.gov.uk/government/news/home-office-publishes-fire-procurement-information-for-the-first-time>

## Local plans – collaboration commitments

### Police and Crime Plan for Suffolk 2017–2021



Although the Police and Crime Plan does not specifically reference a commitment to collaboration, its Action Plan which translates the strategic objectives into an actionable framework references a number of collaboration and partnership based actions across a number of themes:

**Online safety** - I will work with the Chief Constable to complete a multi-agency Proof of Concept Innovation Project for Online Safety for Vulnerable Young People in partnership with SCC.

**Roads safety** - I will work with partners to ensure we make our roads safe.

**Policing in a rural county** - I will work with partners to tackle rural anti-social activities.

**Deliver an efficient service with a relentless focus on value for money**

- I will continue to focus on ensuring excellent value for money from all our resources, including our collaborative and partnership resources
- I will continue to support discussions with partners to better address demands for service where multiple statutory bodies are involved in service delivery.
- I will work with the Chief Constable to continue to seek opportunities to share premises and to collaborate and deliver integrated services with partners

In addition to SC's and SFRS's commitment to drive emergency services collaboration through the Blue Light Collaboration Programme there is also a strong collaboration narrative from both the PCC and SFRS in their respective service delivery plans. Although not directly aligned there are commitments to developing existing collaboration initiatives and seeking new opportunities to collaborate with partners in both plans, with clear overlaps in estate sharing and consolidation. The SFRS plan is more explicit in its commitment to specifically explore police, fire and ambulance collaboration opportunities and governance opportunities arising from the Policing and Crime Act. Although there are some similarities there is still a risk of both organisations tackling common issues in silos owing to separate governance and strategic objectives.

### SFRS Service Plan 2016–2019



There is a specific commitment in the SFRS Service Plan in relation to blue light collaboration and the opportunities arising from the Policing and Crime Act:

We will continue to work closely with Suffolk's blue light partner services and meet the proposed new statutory requirement for emergency services to collaborate. In particular we will:

- Continue with our shared blue light estates programme
- Establish a pilot co-responding scheme with East of England Ambulance Service
- Extend the number of emergency service cadet schemes
- Establish a single, shared Prevention team between Fire, Suffolk County Council and Police services
- Continue to seek out further opportunities for collaboration across Police, Fire and Ambulance services
- Consider the opportunities that arise from the draft Policing and Crime Bill

# B

## APPENDIX B: COLLABORATION IN SUFFOLK

Blue light collaboration board

The Programmes Vision and Context

The vision is to create the opportunity where services can establish efficient, fit-for-purpose and sustainable estates that deliver value for money for the public and also to examine the feasibility for collaborative working in non-estates areas, where this creates advantages for services and benefits the people they serve.

The Role of the Executive Board

The Programme Executive Board will perform the executive decision-making role with regard to the progression of the Blue Light Integration Programme.

The Board has overall responsibility for the programme and for ensuring that the agreed outcomes and benefits are being delivered in line with the programme plans and priorities and that costs are within the agreed envelope. Members of the Board will be accountable to their own organisation/Authority and be responsible for the allocation and management of internal resources to support the programme.

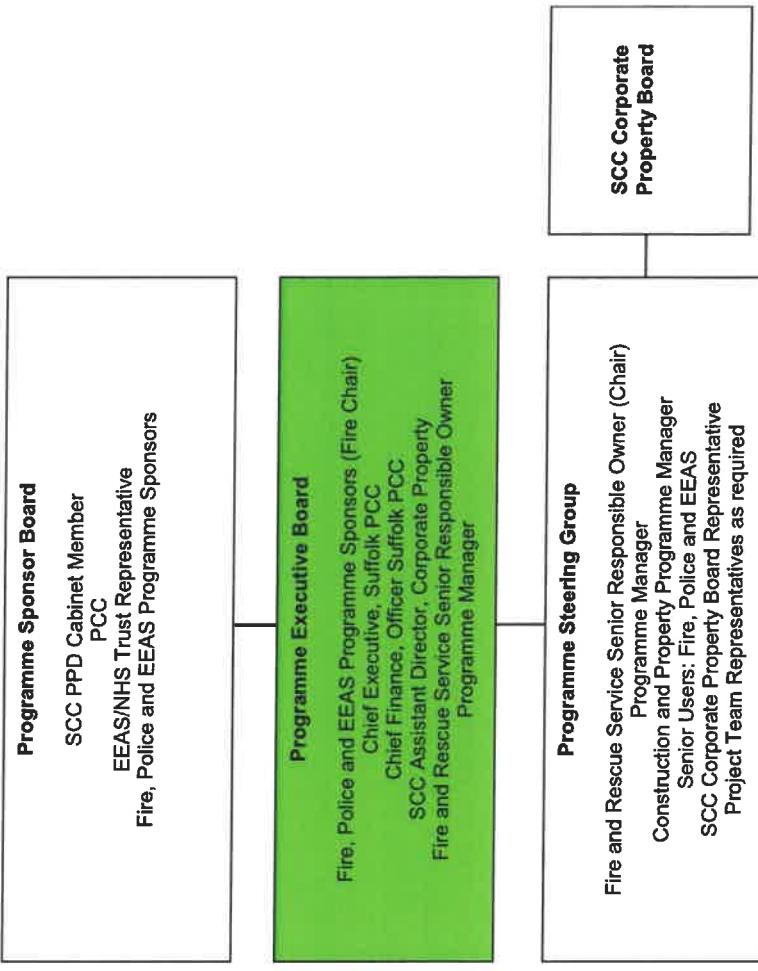
The Executive Board has responsibility for the financial authorisation of the individual elements of the programme. No work stream will be commenced without prior approval from the board. During the authorisation phase of each project or work stream the Executive Board may elect to identify suitable levels of tolerance to allocate to the Programme Steering group.

Attendees at the Board are expected to be able to commit their respective organisations in relation to business items upon each agenda. This requires all business, where decisions are required, to be advised to all attendees in writing in good time before each meeting.

Where any decision has a material impact upon any partner organisation, that decision may only be taken with the consent of the respective organisation (s) board representative.

## Governance arrangements and membership

The diagram below outlines the proposed governance arrangements for the programme and its membership:



# Existing Suffolk Constabulary and Suffolk FRS Collaboration

Collaboration initiative	Collaboration theme	Partners	Detail
Integrated estates	Estates	SFRS, SC,	Work to support a single public sector estate between emergency services has been in place for several years. SFRS currently share eight stations with the Police (Framlingham, Elmswell, Debenham, Ixworth, Clare, Woodbridge, Saxmundham and Felixstowe). A further eight stations have been identified as future shared police and fire sites and are currently being planned.
Co-located Community Safety Teams	Protection/ Prevention	SFRS, SC, SCC	In 2014/15 the fire and rescue service's prevention / community safety team co-located with the police and county council community safety teams. Teams work closely to ensure their work is targeted to those who are considered to be the most at risk across Suffolk e.g. Safer Home Visits
Emergency Service Cadets	Protection/ Prevention	SFRS, SC	The Emergency Service Cadets is a partnership cadet scheme combining fire and police services. It combines the skills and positive attitudes of both services to support and develop young people in Suffolk. There are currently 3 cadet groups at Haverhill, Lowestoft and Bury St Edmunds.
JESIP	Response / mobilisation	SFRS, SC, EEAS	The JESIP approach to incident management has been embedded in all emergency service's operational guidance, training, exercising and operational response. Emergency services in Suffolk have worked together to embed the JESIP model and improve the way we work together when attending the same emergency.
Suffolk Local Resilience Forum	Response / mobilisation	SFRS, SC, EEAS, SCC	The Suffolk Local Resilience Forum (LRF) is made up of category 1 and 2 responders as defined by the Civil Contingencies Act 2004. The fire, police and ambulance services are all category 1 responders and have statutory duties placed on them by the Civil Contingencies Act, as well as a range of emergency planning, responder and business continuity responsibilities based around their respective statutory functions. The LRF promotes co-ordination, training, exercising and planning for a variety of significant risks that have been identified both nationally and locally.

## Current Suffolk FRS / other FRS collaboration

Collaboration initiative	Collaboration theme	Partners	Detail
Combined Fire Control (CFC)	Control Rooms	Cambridgeshire FRS	Shared integrated FRS Control Room run from CFRS HQ at Huntingdon serving both Cambridgeshire and Suffolk. Suffolk FRS pay £799,730 p/a to CFRS to provide the Control Room service.
ESMCP	ICT	Cambridgeshire FRS, Bedfordshire FRS	Joint management of ESN implementation across 3 services including training needs analysis, control room inter-working solution, device strategy, network review, planning for pilots and testing.

# Current Suffolk FRS / other partners collaboration

Collaboration initiative	Collaboration theme	Partners	Detail
'Red-One' medical emergencies	Response / mobilisation	EEAS	Approximately 100 firefighters crewing nine fire engines from five fire stations respond with ambulance paramedics and community first responders to 'Red-One' medical emergencies (cardiac arrest, not including paediatric and trauma cases). The firefighters are based at the fire stations in Lowestoft, Haverhill, Felixstowe, Long Melford and Sudbury. The project is part of a national trial and is encompassed within a regional memorandum of understanding.
Firefighting clothing procurement	Procurement	Multiple FRSSs	Suffolk has been part of a collaborative PPE contract involving about a dozen Services, for many years. Work has already taken place to refresh the new contract to change our firefighting PPE by 2018. SFRS representatives have been part of a much larger collaboration which amounts to about half of the UK fire and rescue services, for nearly two years.
Integrated estates	Estates	EEAS	Work to support a single public sector estate between emergency services has been in place for several years. SFRS currently share four stations with the EEAS (Brandon, Lowestoft South, Lowestoft North & Bury St Edmunds). A further stations have been identified as future shared ambulance and fire sites.
Integrated Finance	Finance	SCC	Support service delivery via Suffolk County Council
Integrated HR	HR	SCC	Support service delivery via Suffolk County Council
Integrated IT	IT	SCC	Support service delivery via Suffolk County Council
Integrated Estate	Estates	SCC	Support service delivery via Suffolk County Council
Integrated Democratic Services	Democratic Services	SCC	Support service delivery via Suffolk County Council
Integrated Audit	Audit	SCC	Support service delivery via Suffolk County Council
Integrated Communications	Media & comms	SCC	Support service delivery via Suffolk County Council

## Current Suffolk FRs / other partners collaboration

Collaboration initiative	Collaboration theme	Partners	Detail
Integrated core leadership training	L&D	SCC	Support service delivery via Suffolk County Council
Integrated corporate performance and analysis	Performance	SCC	Support service delivery via Suffolk County Council
Integrated Legal	Legal	SCC	Support service delivery via Suffolk County Council
Health and Safety	Health and Safety	SCC	Support service delivery via Suffolk County Council

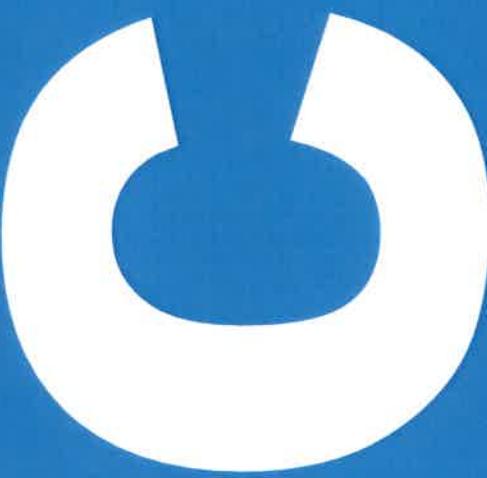
# Current Suffolk Constabulary and other Police Force non-operational collaboration

Collaboration initiative	Collaboration theme	Partners	Detail
Norfolk & Suffolk Constabulary Collaboration Programme	Information Management	Norfolk Constabulary	Joint Information Management Department
	Finance	Norfolk Constabulary	Joint Finance
	Procurement	Norfolk Constabulary	Joint Procurement & Supplies
	Estates	Norfolk Constabulary	Joint Estates & Facilities
ICT		Norfolk Constabulary	Joint ICT
Fleet		Norfolk Constabulary	Joint Transport Services
HR		Norfolk Constabulary	Joint HR
Media/ Communications		Norfolk Constabulary	Joint Digital Media
L&D		Norfolk Constabulary	Joint Learning and Development (within collaborative HR function)
Occupational Health		Norfolk Constabulary	Joint Occupational Health (within collaborative HR function)
Corporate Performance		Norfolk Constabulary	Joint Performance and Analysis Department
Legal		Norfolk Constabulary	Joint Legal (operational)
Audit		Norfolk Constabulary	Joint Internal Audit provision through TIA
Change		Norfolk Constabulary	Joint Change Management Team
Professional Standards		Norfolk Constabulary	Joint Professional Standards Department
Health and Safety		Norfolk Constabulary	Joint Health and Safety (within collaborative HR function)

# Current Suffolk Constabulary and other Police Force operational collaboration

Collaboration initiative	Partners	Detail
Seven Force Strategic Collaboration Programme	Norfolk, Cambridgeshire, Essex, Kent, Hertfordshire, Bedfordshire	<ul style="list-style-type: none"><li>• Regional Disaster Victim Identification</li><li>• Eastern Region Special Operations Unit</li><li>• Regional Counter Terrorism Intelligence Unit</li><li>• RIPA and Police Act</li></ul>
Joint Protective Services Command	Norfolk	Joint Protective Services Command
Joint Athena Investigations Hub	Norfolk	Joint Athena Investigations Hub
Joint Integrated Offender Management Unit	Norfolk	Joint Integrated Offender Management Unit

## APPENDIX C: CSF EVALUATION FRAMEWORK



CSF evaluation framework (1/3)

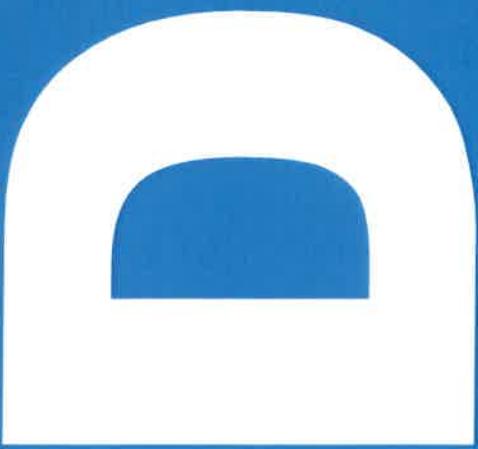
The following framework will be used to gather evidence to support an evaluation of each option against each CSF. The information in the ‘measures’ column is an indication of the types of information that we will seek to gather, where possible.

CSF evaluation framework (2/3)

CSF evaluation framework (3/3)

## APPENDIX D: RESEARCH EVIDENCE

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# Assessment of the PCC v Fire Authority Models

Both the Fire Authority and the PCC are responsible for the conduct of public business and for spending public money, and are accountable for ensuring that business is conducted in accordance with the law and proper practices. They must also be transparent in conduct and ensure public money is safeguarded, properly accounted for and used economically, efficiently and effectively.

## Assessment of the PCC model of governance

PCCs are accountable to the local electorate, for the discharge of their functions. This is complemented by robust transparency arrangements, which provide an incentive for the PCC to ensure propriety, value for money and resilience. This approach provides adequate safeguards for the efficient and effective use of public funds. Police and Crime Panels perform a statutory oversight and scrutiny function in respect of PCCs, ensuring that information is available for the public to support the democratic process.

In reviewing the PCC model, the National Audit Office found the replacement of police authorities by PCCs enabled "a single person to make decisions faster than a committee and could be more transparent about the reasons for those decisions"<sup>[14]</sup>. In addition it outlined further benefits around the "scope to innovate, to respond better to local priorities and achieve value for money".

## Assessment of the fire authority model of governance

Fire and rescue authorities are made up of councillors, accountable to their individual electorates. In their role as fire authority members they are accountable to the overall population but they are not publicly elected to this role. There is currently no external inspectorate for fire and therefore assurance is largely devolved to the local level and relies on local scrutiny (from peer within the sector, other fire authorities and the general public). The Thomas<sup>[12]</sup> and Knight<sup>[11]</sup> reviews both questioned the effectiveness of existing scrutiny arrangements and the NAO report Financial Sustainability of Fire and Rescue Services<sup>[13]</sup> emphasised that fire authority members lacked independent technical support in delivering their functions. There is recognition nationally that the fire service must reform, however, this has not happened under the existing model of governance because fire authorities often have neither the capacity nor the intrinsic technical capability to provide the independent scrutiny required to drive transformation of services.

With SFRS being a county fire and rescue service, Suffolk County Council's full Council (made up of 75 councillors) acts as the Suffolk Fire Authority although many of its responsibilities are devolved to smaller council committees. There are no specific roles within SCC responsible for providing independent scrutiny of fire related decisions and therefore the lead Cabinet Member and cross party members on the Fire Steering Group are reliant on the guidance and advice provided 'internally' by senior staff from within SFRS. It should be noted, however, that the Fire Steering Group which meets quarterly to scrutinise SFRS (albeit informally) is considered good practice and it is not a forum that is consistently replicated in other county fire services.

## International good practice

There is some evidence about the benefits of integrated governance between police and fire in achieving improvements, but that deeper integration presents risks and has been less successful.

- Kurt Thurmair et al<sup>[17]</sup> explored various models of service consolidation in local government and found speed of decision-making, transparency, visibility, and accountability of an elected official brought a dividend to the depth and breadth of collaboration and improvements in public service.
- Wilson, Weiss and Grammich in their 2012 study of consolidations in the US found control through a single governance structure was highlighted by many of those involved as a key driver in achieving coherent consolidation<sup>[18]</sup>.
- In other cases, the evidence is less conclusive: a 2015 Wilson and Grammich study reported that "in recent years, a growing number of communities have consolidated their police and fire agencies into a single 'public-service' agency. Consolidation has appealed to communities seeking to achieve efficiency and cost-effectiveness"<sup>[19]</sup>.
- In the absence of national standards, reporting or inspection regime, and relatively little research, there is no up-to-date national assessment of which fire and rescue governance or delivery model delivers best value.

# Efficiency and effectiveness research

There have been many major reviews of fire and rescue and the police service in recent years that have also highlighted the need for change, including greater collaboration.

## The Knight review<sup>[11]</sup>

In December 2012 the then Government commissioned Sir Ken Knight, the outgoing Chief Fire and Rescue Advisor (2007 to 2013), to conduct an independent review of efficiency in the provision of fire and rescue in England. His report 'Facing the future: findings from the review of efficiencies and operations in fire and rescue authorities in England', published May 2013, noted that: "Efficiency and quality can be driven through collaboration outside the fire sector, particularly with other blue-light services" and recommended that "national level changes to enable greater collaboration with other blue-light services, including through shared governance, co-working and co-location, would unlock further savings". The review highlighted the need for greater collaboration and less customisation in fire and rescue provision.

He noted that £17 million could be saved if authorities adopted the leanest structure in their governance types, and that Authority Members needed 'greater support and knowledge to be able to provide the strong leadership necessary to drive efficiency'.

The review did not make any firm conclusions on governance but observed that elected PCCs were introduced because police authorities were not seen as providing enough scrutiny and accountability to the public and that "a similar model for fire could clarify accountability arrangements and ensure more direct visibility to the electorate." He added that, if PCCs were to take the role, the benefits would need to be set out clearly both in financial terms and in increased accountability and scrutiny for the public.

## The Thomas review of conditions of service for fire and rescue staff in England<sup>[12]</sup>

Adrian Thomas was appointed to investigate further the barriers to change that had been suggested by Sir Ken Knight. The Thomas report was published on 3 November 2016, although his work (largely completed by February 2015) preceded the publication of the Policing and Crime Act 2017. CFRS was not visited as part of his fieldwork, although he notes that the report should be read as applying to all 46 authorities.

The report highlighted the burden, inflexibility and cost of the current scrutiny arrangements for fire and it identified opportunities to eliminate duplication, especially in support services, and to reduce management/staff ratios.

It also spoke of the 'formality and inflexibility' which fire authorities together with their sub-committees could introduce (46 fire and rescue services have approximately 800

elected councillors sitting on fire authorities or associated committees), which he believed "could cause further resistance to any future change". Chief Fire Officers interviewed spoke of "the burden of managing this weighty political oversight".

## The National Audit Office report on the financial sustainability of fire and rescue services<sup>[13]</sup>

Published in 2015 the National Audit Office report found inadequacies with local and central accountability and scrutiny mechanisms. DCLG says authority members will want to take advice from their chief fire officer, and receive briefings from the services' senior managers. While this will provide them with technical information, it may not give them an independent technical basis on which to assess it. The report identified elected members need technical support to enable them to make independent judgements on the strategies and performance of their service, currently Cambridgeshire Fire Authority only have independent support from one Scrutiny and Assurance Manager (£38k) and a monitoring officer (£10k).

## HMIC report on policing in austerity<sup>[14]</sup>

In 2014 the HMIC Policing in Austerity: Meeting the Challenge report commended police forces for the way they had responded to the challenge of austerity but noted that collaboration was complex and fragmented and not materialising in the majority of forces. This overview of reviews is not exhaustive but, in summary, suggests that there have been several reviews over recent years that have independently highlighted the need for reform within the fire service as well as the challenges faced by many police forces to effectively respond to the changing nature of policing demand. In addition, it has been found that the benefits of emergency services collaboration, including collaboration across police forces, are not being fully realised.

# Public trust research

Research into emergency services collaboration<sup>[20]</sup> suggests a strong enabler of collaboration is the importance of retaining individual service identity. In addition, deeper police and fire collaboration should not be achieved at the expense of existing or future relationships with broader public sector partners.

## Loss of public trust

The fire and rescue service has a “very strong trusted identity”<sup>[21]</sup> and it is felt that joint working with the police could endanger this.

The International Association of Fire Chiefs (IAFC)<sup>[22]</sup> states that “the fire service typically enjoys a position of trust in the community that transcends fear of authority or reprisal. Law enforcement’s mission to prevent crime from different threats creates varied public opinion and reaction, including being perceived as a threat.”

Whilst there is a potential risk of losing public trust in the fire service through closer association with the police service, there is no research that definitively demonstrates this at this stage. Initial indications in some areas that have created shared roles in the UK have not seen this impact. There is an opportunity to maximise utilisation of the fire service identity and assets to reduce crime and disorder in local communities as part of the fire service’s statutory responsibilities within Section 17 of the Crime and Disorder Act 1998.

All three blue light services have easily recognisable identities in the public, and media perception is that, although they may suffer ups and downs, the services are generally strong and respected and “retaining the best features of these identities whilst working towards closer collaboration and shared resources” is important. Each option needs to be assessed against the risk of public trust being lost.

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