Background

• **The Knight Review 2012** concluded that there should be wider blue lights collaboration and potentially a role for PCCs to replace FRAs.

• The Review stated that PCCs “could clarify accountability arrangements” and “merging fire and rescue services with one or more of the other blue-light services and/or sharing governance structures” could deliver considerable gains.

• **The Government** made a 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 Home Affairs Select Committee** concluded, in their 2016 report ‘Police and Crime Commissioners: here to stay’, that: “the introduction of PCCs has worked well to date and has had some beneficial effect on public accountability and clarity of leadership in policing”.

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In England, excluding London, 28 PCCs have police areas that are coterminous with FRA boundaries, five PCCs have police areas which are coterminous with the boundaries of the FRAs in their area when taken together, and only four PCCs have police areas which do not align with FRA boundaries.

In England, more than half of all police stations and ambulance stations are within 1km of a fire station.

In the UK there are over 30,000 ‘out of hospital’ cardiac arrests every year, where the ambulance services attempt resuscitation. However, less than one in 10 victims of cardiac arrest survive – opportunity to look for different ways of doing things for better outcomes.
Demand is falling - latest annual figures show number of fires and fire fatalities increasing but still historically low
(latest annual stats – 2015/16 – published 17 Aug 16)

- Since 05/06, number of:
  - **fires**: down 52% (but a 5% rise last year to 162,000)
  - **incidents**: down 37% (but a 7% rise last year to 528,700)
  - **fire-related fatalities**: down 22% (but a 15% rise last year to 303)

Number of fires and fire fatalities on a long-term downward trend
Emergency Services Collaboration Working Group

- Membership from across emergency services. Aim is to facilitate and encourage greater collaboration between the services. Recently published refreshed National Overview of Collaboration – November 2016.

- The working group is now led by PCC Phillip Seccombe and currently refreshing its terms of reference and work plan for 2017-18, such as an updated National Overview of Collaboration and guidance around the duty to collaborate.

- The Government wants effective collaboration to become common practice and has invested over £88m in collaborative projects since 2013.

Shared Estates
Police and Fire have built a joint HQ in Derbyshire, which is projected to accrue ongoing savings of £1.5m in 10 years. The services are currently developing a joint training centre.

Co-responding
Buckinghamshire and Milton Keynes FRS personnel have been co-responding to emergency medical calls with South Central Ambulance Service since 2011.

Shared Back Office / Command and Control Functions
Hereford and Worcester FRS relocated HQ functions to existing West Mercia Police HQ and developing joint Contact Management Centre with Warwickshire and West Mercia Police.

Joint Operational Teams
Cambridgeshire FRS and Police have a Joint Arson Task Force, which has evolved over the years to create joint working and information-sharing across the county; helping to reduce arson-related incidents.
The Government’s fire reform programme has three pillars:

1. Efficiency and collaboration
   - Statutory duty to collaborate as part of the Policing and Crime Act 2017
   - Support services deliver commercial transformation, with evidence from basket of goods exercise.

2. Accountability and transparency
   - Enable police and crime commissioners to take on fire and rescue authority governance
   - Create an independent inspection regime for fire and rescue services in England.
   - Create a new fire national website alongside further comparable performance data

3. Workforce reform
   - Create professional standards body
   - Support employers implement Thomas Review recommendations including enhancing the diversity of workforces.
The Policing and Crime Act 2017

- introduce a high-level duty to collaborate on all three emergency services, to improve efficiency or effectiveness;

- enable PCCs to take on the functions and duties of FRAs, where a local case is made;

- further enable PCCs to create a single employer for police and fire personnel where they take on the responsibilities of their local FRS, and where a local case is made;

- in areas where a PCC has not become responsible for fire and rescue, enabling them to have representation on their local FRA with voting rights, where the FRA agrees; and

- abolish the London Fire and Emergency Planning Authority and give the Mayor of London direct responsibility for the fire and rescue service in London.
The Act: Duty to Collaborate

• The police, fire and rescue and emergency ambulance services will be under a statutory duty to **keep collaboration opportunities under review and to collaborate where it is in the interests of their efficiency or effectiveness**. This comes into effect from 3 April 2017.

• The duty will be broad to allow for local discretion in how it is implemented, so that the local service leaders can decide how best to collaborate for the benefit of their communities themselves.

• The duty sets a clear expectation that collaboration opportunities should be fully exploited to provide the best possible service and overall value for money to the taxpayer.

• Whilst the duty is specifically focussed on the police, fire and rescue and emergency ambulance services, it does not preclude other organisations from being party to collaboration agreements.
Ambulance Involvement

• DH is supportive of any collaboration that supports ambulance services to provide high quality care to patients.

• There is no intention to enforce any particular forms of collaboration on local services. We feel the best way to drive collaborations is through locally led initiatives supported by national emergency services representative bodies.

• The main mechanism to encourage collaboration is through the Association of Ambulance Chief Executives and the Emergency Services Collaboration Working Group. We will be working with those two groups to challenge ambulance services to explore new forms of collaborations and encourage use of the duty to collaborate provisions.

• Co-responding and the London Ambulance Service demand reduction work are just two examples of where collaboration with other blue light services have greatly improved the delivery of emergency ambulance services.
The Act: Governance Model

• The governance model will enable the PCC to take on the responsibilities of the FRA in their area, where a local case is made.

• Where a PCC is interested in taking on governance of the FRS, they will need to consult locally and prepare a business case to be submitted to the Home Secretary.

• The business case must set out why the governance change would be in the interests of economy, efficiency, and effectiveness or public safety.

• If not all parties are in agreement, the PCC will be able to submit the business case to the Home Secretary, who will be required to seek an independent assessment of the proposal.

• The police and fire precepts would be paid to the PCC separately and would form two separate budgets.
Governance Model

Police, Fire & Crime Commissioner

FRA

Chief Fire Officer

Operational staff (grey book)

Support staff (green book)

Local areas to determine potential for integrating back office (eg, estates, HR, finance)

PCC

Chief Constable

Police staff

Police officers

Denotes corporation sole
The Act: Single Employer Model

• The PCC could go further and put in place a single employer for both fire and police.

• This would remove the barriers that can prevent the full potential of fire and police collaboration, including the need to draw up contracts and collaboration agreements to share back office services, and provide greater budget flexibility and the ability to streamline upper tiers of management.

• The single employer model would create the role of chief officer – as the single operational head of the organisation - who would employ both police and fire personnel.

• 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.

• Both senior police officers and senior fire officers will be eligible for applying for the post as we will remove the requirement for senior fire officers to have previously held the rank of constable.
Single Employer Model

Police Fire & Crime Commissioner

PCC

FRA

Chief Officer

Senior Fire Officer

Deputy Chief Constable

Firefighters

Support staff

Police Officers & PCSOs

Denotes corporation sole
To make a proposal for a transfer of governance, the PCC is required to:

- prepare a business case which sets out why the governance change would be in the interests of **economy, efficiency and effectiveness** or **public safety**.
- Consult locally on their proposals, in a manner the PCC thinks appropriate:
  - Each relevant upper tier local authority
  - People in the PCCs police area
  - Those representing employees of those affected by the proposals
- Publish a consultation response, in a manner the PCC thinks appropriate
- Submit their case to the Secretary of State

FRA(s) will be under a duty to cooperate with the relevant PCC and to provide the information the PCC reasonably requires.

Format of consultation and duration, is for PCC determination.

**APACE have drafted guidance** on the business case process which will shortly be published.
On submission to Home Office

Where agreement

- Secretary of State consider how the proposal meets the statutory tests of **efficiency, effectiveness and economy**, or **public safety**.
- If agreed to, Home Office will draft necessary secondary legislation to give effect to the proposals, and lay these in the House.

Where no local agreement

- PCCs will still be able to submit the business case to the Home Secretary, who will be required to seek an **independent assessment** of the proposal.
  - PCC must provide information about the consultation and representations made, a summary of views expressed and the PCC’s response.

Timescales

- Will vary according to the complexity of the case involved, and whether there is local agreement. Several PCCs are actively developing business cases, with the aim of transferring governance – **if approved by the Secretary of State** – later this year or in early 2018.
PCC Representation on FRAs

• Where a PCC has not taken on responsibility for fire but wishes to enhance collaboration opportunities, the PCC would be able to sit on the FRA (or its committees) subject to the consent of the FRA.

• The PCC would have full voting rights to ensure they can partake in discussions and decisions in a meaningful and effective way whilst fostering closer relations between police and fire.

• The political balance of the FRA will be adjusted to remain the same.

• In areas where the county council has responsibility for a fire and rescue service, PCC’s voting rights will be restricted to matters affecting the fire and rescue service.
Summary

• Collaboration provides real opportunities to improve efficiency, effectiveness and improve public safety

• It is up to local leaders to drive greater collaboration locally. The Act provides local leaders with a raft of options to drive greater collaboration, through the duty to collaborate and the governance provisions of the Policing and Crime Act 2017.

• The status quo is no longer acceptable, as the Policing and the Fire Services Minister said at Reform on 7 February:

“I expect the pace and ambition of collaboration to increase and for it to become the norm”