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NOTTINGHAMSHIRE & CITY OF NOTTINGHAM FIRE & RESCUE AUTHORITY - POLICY & STRATEGY COMMITTEE

Date: Friday, 13 November 2015 **Time:** 2.00 pm

Venue: Fire and Rescue Services HQ, Bestwood Lodge, Arnold Nottingham NG5 8PD

Members are requested to attend the above meeting to be held at the time, place and date mentioned to transact the following business

A handwritten signature in black ink, appearing to read "M. W. Taylor". The signature is fluid and cursive.

Clerk to the Nottinghamshire and City of Nottingham Fire and Rescue Authority

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- 10 EXCLUSION OF THE PUBLIC (AT FULL MEETING)**
To consider excluding the public from the meeting during consideration of the remaining items in accordance with Section 100A(4) of the Local Government Act 1972 on the basis that, having regard to all the circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information by virtue of Paragraphs 3 of Part 1 of Schedule 12A of the Act.
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Report of Chief Fire Officer

ANY COUNCILLOR WHO IS UNABLE TO ATTEND THE MEETING AND WISHES TO SUBMIT APOLOGIES SHOULD DO SO VIA THE PERSONAL ASSISTANT TO THE CHIEF FIRE OFFICER AT FIRE SERVICES HEADQUARTERS ON 0115 967 0880

IF YOU NEED ANY ADVICE ON DECLARING AN INTEREST IN ANY ITEM ABOVE, PLEASE CONTACT THE CONSTITUTIONAL SERVICES OFFICER SHOWN ON THIS AGENDA, IF POSSIBLE BEFORE THE DAY OF THE MEETING.

Constitutional Services Officer: *Catherine Ziane-Pryor*
0115 8764298
catherine.pryor@nottinghamcity.gov.uk

Agenda, reports and minutes for all public meetings can be viewed online at:-
[Browse meetings - Nottinghamshire & City of Nottingham Fire & Rescue Authority - Policy & Strategy](#)



**NOTTINGHAMSHIRE AND CITY OF NOTTINGHAM
FIRE AND RESCUE AUTHORITY**

POLICY & STRATEGY COMMITTEE

**MINUTES of the meeting held at Fire and Rescue Services HQ, Bestwood Lodge,
Arnold Nottingham NG5 8PD on 18 September 2015 from 10.30 - 11.28**

Membership

Present

Councillor Darrell Pulk (Chair)
Councillor Brian Grocock
Councillor Chris Barnfather
Councillor Gordon Wheeler
Councillor Yvonne Woodhead

Absent

Councillor Jon Collins, Substituted
by Councillor Malcolm Wood

Councillor Malcolm Wood (substitute)

Colleagues, partners and others in attendance:

John Buckley	- Chief Fire Officer
Peter Hurford	- Treasurer to the Fire Authority
Malcolm Townroe	- Clerk and Monitoring Officer to the Authority
Catherine Ziane-Pryor	- Governance Officer

8 APOLOGIES FOR ABSENCE

Councillor Jon Collins (City Council Business) Councillor Malcolm Wood (substitute).

9 DECLARATIONS OF INTERESTS

None.

10 MINUTES

The Committee confirmed the minutes of the meeting held on 24 July 2015 as a true record and they were signed by the Chair.

11 EXCLUSION OF THE PUBLIC

RESOLVED to exclude the public from the meeting during consideration of the remaining items in accordance with section 100A(4) of the Local Government Act 1972 on the basis that, having regard to all the circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, as defined in paragraphs 1 & 3 of Schedule 12A to the Act.

12 EXEMPT MINUTE

The Committee confirmed the exempt minute of the meeting held on 24 July 2015 as a true record and it was signed by the Chair.

13 PROPERTY

The Chief Fire Officer introduced the report.

RESOLVED to approve the recommendations within the report.



NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Nottinghamshire and City of Nottingham
Fire and Rescue Authority
Policy and Strategy Committee

CONSULTATION RESPONSE TO 'ENABLING CLOSER WORKING BETWEEN THE EMERGENCY SERVICES'

Report of the Chief Fire Officer

Date: 13 November 2015

Purpose of Report:

To gain formal ratification of the consultation response to Government regarding 'Enabling closer working between the Emergency Services'.

CONTACT OFFICER

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Chief Fire Officer

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Media Enquiries Contact : Bridget Aherne
(0115) 967 0880 bridget.aherne@notts-fire.gov.uk

1. BACKGROUND

- 1.1 On 11 September 2015 the Government published a consultation document regarding collaboration between emergency services and the future governance arrangements for fire and rescue services.
- 1.2 The closing date for responses was 23 October and due to the tight timescales the Chair, Vice Chair and Lead Opposition Spokesperson agreed to work together to submit an Authority response.

2. REPORT

- 2.1 In *'The Conservative Party Manifesto 2015'* a clear commitment was given to increasing collaboration between police and fire services and to expanding the role of Police and Crime Commissioners (PCCs):

"We will enable fire and police services to work more closely together and develop the role of our elected and accountable Police and Crime Commissioners."

- 2.2 This clear intent has resulted in the consultation document 'Enabling closer working between the Emergency Services' (Appendix A) and the main points of the consultation are:

- Introducing a duty on all three emergency services to collaborate to improve efficiency and effectiveness;
- Enabling PCCs to take on the responsibilities of fire authorities, where a local case is made;
- Enabling PCCs to create a single employer for police and fire staff;
- Where PCCs do not become responsible for fire, enabling them to be represented on their local fire authority; and
- Abolishing the London Fire and Emergency Planning Authority and giving the Mayor of London responsibility for fire.

- 2.3 Clearly, this consultation is of significant interest to the Authority and it was important to ensure a diligent response was made to Government within the allocated timescale. To facilitate this process the Chair, Vice Chair and Lead Opposition Spokesperson met with Chief Fire Officer to write a response that was submitted on 21 October on behalf of the Authority (Appendix B).

- 2.4 The consultation response has been shared with County and City Councillors and the Chair has met with the PCC and other key local figures to discuss the potential implications.

- 2.5 All documentation has been provided on the Intranet and briefings have taken place to encourage staff to submit their own responses to Government.

3. FINANCIAL IMPLICATIONS

There are no direct financial implications arising from this report

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

There are no direct human resources or learning and development issues arising from this report

5. EQUALITIES IMPLICATIONS

An equality impact assessment has not been undertaken as this update report does not impact upon a policy, service or function.

6. CRIME AND DISORDER IMPLICATIONS

There are no crime and disorder implications arising from this report.

7. LEGAL IMPLICATIONS

There are no legal implications arising from this report.

8. RISK MANAGEMENT IMPLICATIONS

- 8.1 The consultation document is of significant importance to the Fire Authority and it was imperative that a response was submitted to Government within the timescales provided.
- 8.2 Much collaboration work already takes place between the emergency services in Nottinghamshire, however, if the duty to collaborate is made statute then clear evidence would need to be produced to provide assurance to Members, and to the public, that statutory functions were being undertaken.
- 8.3 Clearly any change in Governance, and the potential for a single employer to be put in place, would create significant change for the Service and this would need very careful consideration and diligence to ensure that existing statutory functions continue to be delivered.

9. RECOMMENDATIONS

That Members ratify the response to Government at Appendix B regarding the consultation 'Enabling closer working between the Emergency Services'.

10. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

John Buckley
CHIEF FIRE OFFICER



HM Government

Consultation

Enabling closer working between the Emergency Services

September 2015



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For further information on this consultation, contact: Bluelights@homeoffice.gsi.gov.uk

The consultation can be found on gov.uk.

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About this consultation

Topic	<p>Greater collaboration and a legal duty to collaborate for the three emergency services:</p> <ul style="list-style-type: none"> • Police • Fire and Rescue • Ambulance <p>Shared governance for police and fire under Police and Crime Commissioners (PCCs).</p>
Scope	To discuss how these proposals can be developed and implemented in order to deliver greater effectiveness and efficiency.
Geographical scope	<p>England</p> <p>Fire and ambulance services are devolved in Wales and, as such, the proposals in this consultation do not apply to Wales unless they decide to adopt them. However, Police and Crime Commissioners in Wales can apply for funding through the Police Innovation Fund to support emergency services collaboration.</p> <p>The proposals do not affect Scotland or Northern Ireland.</p>

Basic information

To	This consultation is open to the public
Duration	11 th September 2015 – 23 rd October 2015
How to respond	<p>Responses can be submitted online through the gov.uk website, or by email : Bluelights@homeoffice.gsi.gov.uk</p> <p>or by post:</p> <p>Emergency Services Collaboration Consultation Police Strategy & Reform Unit 6th Floor Fry Building 2 Marsham Street London SW1P 4DF</p>
Enquiries	Bluelights@homeoffice.gsi.gov.uk
Additional ways to become involved	Please contact the Home Office (as above) if you require information in any other format, such as Braille, large font or audio. The department is obliged to offer, and provide on request, these formats under the Equality Act 2010
After the consultation	The Government will consider all responses to the consultation carefully and a 'Response to Consultation' document will be published. This will explain the Government's final policy intentions. All responses will be treated as public, unless the respondent states otherwise.
Consultation Co-ordinator	<p>If you have a complaint or comment about the Home Office's approach to consultation, you should contact the Home Office Consultation Co-ordinator. Please DO NOT send your response to this consultation to the Co-ordinator.</p> <p>The Co-ordinator works to promote best practice standards set by the Code of Practice, advises policy teams on how to conduct consultations and investigates complaints against the Home Office. They do not process your response to this consultation.</p> <p>The Consultation Co-ordinator can be e-mailed at: HOC consultations@homeoffice.gsi.gov.uk.</p>

Foreword

The police, fire and rescue and NHS ambulance services play a vital role in serving and protecting our communities. This Government is committed to ensuring that they continue to deliver for the public and believes greater collaboration across all three services is fundamental to this ambition.

The services already work highly effectively side by side in a wide range of situations and there are examples in this consultation paper of existing collaborations between the emergency services which are not only improving effectiveness but saving taxpayers millions of pounds. We believe this way of working must become standard practice to deliver a more efficient and effective service for the public. We are also clear that the emergency services should be accountable to the communities they serve. In keeping with our broader approach to the devolution of powers to local people, we want to ensure that the public has a real say in the way that emergency services are delivered in their area. This includes providing the option for services to come together more closely where there is a good case and local will to do so.

Our manifesto was clear that *“we will enable fire and police services to work more closely together and develop the role of our elected and accountable Police and Crime Commissioners”*.

Our goal is to improve outcomes for the public through closer joint-working across all the emergency services, including the NHS ambulance service. To drive increased collaboration, we intend to introduce a duty to collaborate on the three emergency services, so that they will be required to consider collaboration with each other wherever it would drive efficiency or effectiveness. This shows clearly that we expect the three services to work together to deliver savings and improve services.

Directly elected Police and Crime Commissioners have clear local accountability and a strong incentive to pursue ambitious reform to improve local services and deliver value for money in the interests of local people. There are good examples around the country of joint working between emergency services, and we are aware of calls for stronger governance to help them do more. We therefore intend to remove the legal barriers and enable local areas to have this choice. We want to allow for the transfer of responsibilities of fire and rescue authorities to Police and Crime Commissioners where a local case is made that it would be in the interests of economy, efficiency and effectiveness, or public safety. The Government believes there could be significant benefits for the services and the communities they serve from this.

Furthermore, we propose to empower Police and Crime Commissioners, where a local case is made, to maximise the scope for efficient and effective police and fire services by enabling the creation of a single employer, facilitating the sharing of back office functions and streamlining management. This will give Police and Crime Commissioners the freedom to deliver the best possible services to the public, whilst maintaining the important distinction between operational policing and firefighting, with the law preventing a member of a police force from being a firefighter remaining in place, and there is no intention to give firefighters the power of arrest.

We also want to see Police and Crime Commissioners and NHS ambulance trusts working more closely together to ensure the demand that the police and NHS ambulance services place on each other, on a day-to-day basis, is dealt with in the most effective and efficient manner.

Our public services need to continue to adapt and innovate to carry on delivering the world-class services that communities deserve. We strongly believe that greater collaboration and closer working is the best way for the emergency services to achieve this.

The Government's wider devolution agenda and the proposals in this consultation paper provide opportunities for stronger local leadership to drive greater collaboration and more efficient and effective emergency services. They will also give the public a more powerful voice in determining the priorities for their local area through an individual who is directly elected by and accountable to them.

We look forward to receiving your responses to this consultation.



A handwritten signature in black ink, appearing to read 'Theresa May'.

**Rt Hon Theresa May MP
Home Secretary**



A handwritten signature in black ink, appearing to read 'Greg Clark'.

**Rt Hon Greg Clark MP
Secretary of State for
Communities and
Local Government**



A handwritten signature in blue ink, appearing to read 'Jeremy Hunt'.

**Rt Hon Jeremy Hunt MP
Secretary of State for Health**

Executive Summary

The Government is consulting on a series of measures to transform the delivery of local fire and police services, and drive greater collaboration between the police, fire and rescue and NHS ambulance services.

The measures being consulted upon are:

- introducing a new duty on all three emergency services to actively consider collaboration opportunities with one another to improve efficiency and effectiveness;
- enabling Police and Crime Commissioners to take on the duties and responsibilities of fire and rescue authorities, where a local case is made;
- where a Police and Crime Commissioner takes on the responsibilities of a fire and rescue authority, enabling him or her to create a single employer for police and fire staff, facilitating the sharing of back office functions and streamlining management;
- in areas where a Police and Crime Commissioner has not become responsible for fire and rescue services, enabling them to have representation on their local fire and rescue authority; and
- abolishing the London Fire and Emergency Planning Authority and giving the Mayor of London direct responsibility for the fire and rescue service in London, as will be the case in Greater Manchester.

This consultation is open until 23rd October 2015. Details of how to respond are set out at page 2 of this document.

Introduction and background

The Government is committed to driving increased collaboration between the emergency services to deliver more effective and efficient services for the public. Local services that are responsive and accountable to local people are best placed to make the right decisions for their communities. That is why the Government committed in its manifesto 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 profile of demand for all three emergency services is changing, with the best police and fire services managing demand earlier and investing in prevention and protection.

Police reform is working and crime, as measured by the independent Crime Survey for England and Wales, has fallen by more than a quarter since June 2010 and by 64% since its peak in 1995. It is at its lowest level since the survey began in 1981. However, a College of Policing analysis of demands on policing¹ found that whilst recorded crime has reduced, demand on the police has not reduced in the same way. The analysis shows the incoming and ongoing work of the police and suggests an increasing amount of police time is directed towards public protection work such as managing high-risk offenders and protecting victims who are at risk and often vulnerable. These cases are often extremely challenging and rightly require considerable amounts of police resource. The police need to continue to seek opportunities to maximise efficiency and effectiveness, including through collaborations.

Incidents attended by fire and rescue services have been on a long-term downward trend and have fallen by 48 per cent over the last decade. Fire related deaths and casualties have also been on a long-term downward trend. Accidental fire deaths in the home in England (which account for two thirds of all fire fatalities) have decreased by 36% over the last 10 years. Beyond the impact of societal change, this success is attributed to a range of factors: the valuable work of fire and rescue services on fire prevention, public awareness campaigns such as “Fire Kills”, standards to reduce flammability such as furniture regulations, and the growing prevalence of smoke detectors in homes (rising from 8 per cent in 1988 to 92 per cent in 2013-14).

Conversely, there is increasing demand on the ambulance service. Total calls to the ambulance switchboard have increased by 10% from just over 8 million in 2011/12 to over 9 million in 2014/15 (with nearly 1700 more emergency calls every day) and emergency responses to the most urgent calls have increased by 25%. However, the number of emergency journeys (where patients are transported to either a type 1 or type 2 A&E) has decreased slightly year on year. This is in part due to a change in reporting, however some of the reduction may have been as a result of increased ‘hear and treat’ (resolving calls over the phone) and ‘see and treat’ (resolving calls at the scene without transportation) for lower priority calls.

We know that collaboration presents a real opportunity for organisations in terms of increasing efficiency and effectiveness alongside the ever-present need to maximise available resources. The 2013 review of the fire and rescue service ‘Facing the Future’ by Sir Ken Knight² stated that “merging fire and rescue services with one or more of the other blue light services and/or sharing governance structures” could result in considerable gains. Sir Ken highlighted that “if all authorities spending more than the average reduced their expenditure to the average, savings could amount

¹ Estimating demand on the police service (2015)

² Facing the Future (2013)

to £196 million a year". This is a significant figure and amounts to approximately 10% of the annual budget for fire and rescue services.

The Public Accounts Select Committee's 2011 report, *Transforming NHS Ambulance Services*,³ found varying levels of collaboration between NHS ambulance, fire and police services and recommended that collaboration should be strengthened. The report also found that, although NHS ambulance services collaborate with fire and rescue services and police forces in some areas, there is scope for a more systematic approach to sharing procurement and back office services across the emergency services.

There are already examples of emergency services responding to that shift in demand and trying innovative and collaborative ways of delivering. For example:

- Northamptonshire's Interoperability Programme is working towards bringing the police and fire and, in the longer term, the NHS ambulance service ever closer together. Their achievements to date include joint delivery of training, fleet and logistics; co-location of premises; a fully integrated Prevention and Community Protection Team from police and fire; and a joint operations team which plans all operational activity across the three emergency services. They expect this programme of work to contribute to police savings of £21 million, and £2 million savings for the fire service, over four years.
- The emergency services across Surrey and Sussex are developing the Multi-Agency Information Transfer programme, which will enable an electronic connection between existing command and control systems, reducing the current four-minutes it takes to transfer information by phone to the fire service to just a few seconds. The scheme will see a fully integrated joint contact and control centre, amalgamating 13 contact centres and saving an estimated 7,500 operator hours per year.
- In Lincolnshire and a number of other areas, the fire service responds to emergencies jointly with the NHS ambulance service ("co-responding") to ensure patients receive treatment as soon as the emergency services arrive and transport them to hospital where necessary.
- In Hampshire, the police and fire and rescue services are developing a shared HQ, a strategic command centre, co-located stations and shared training facilities, delivering annual savings for both services of around £1 million.
- In Durham, Police Innovation Fund support is enabling the training of Tri-service Community Safety Responders acting as Police Community Support Officers, retained fire-fighters and community first responders (i.e. volunteer, on-call NHS ambulance personnel).
- Suffolk Police and Suffolk Fire Service have five shared fire and police stations, used by retained fire fighters and police Safer Neighbourhood Teams, and are looking to expand this further. They have a joint cadet scheme and plan to introduce a joint community safety unit.

There are also two major programmes to improve joint working between the emergency services:

- The Emergency Services Mobile Communications Programme will provide the next generation communication system for the three emergency services and other public safety users. This system will be called the emergency services network and will provide the next generation of integrated critical voice and broadband data for the emergency services.
- The Joint Emergency Services Interoperability Programme (JESIP, 2012-2014) delivered significant improvements in the ability of the emergency services to work together effectively in response to major incidents. The programme included the largest ever joint training programme undertaken by the emergency services, delivered successfully in collaboration with government support. Joint Emergency Services Interoperability Programme has now entered a phase of continual implementation to maintain the heightened level of interoperability achieved by the programme, and to ensure long-term change towards an embedded culture of interoperability and collaboration between the emergency services.

³ Transforming NHS Ambulance Services (2011)

The Government has invested over £70 million in local blue light collaboration projects⁴ and supports the Emergency Services Collaboration Working Group, which has published a national overview of collaboration,⁵ hosted a shared learning event with over 140 delegates, and published research⁶ to build the evidence base for greater collaboration.

However, the picture of collaboration around the country is still patchy and there is much more to do to improve value for money and the service to the public. Strong leadership will be required to drive greater efficiencies and improved outcomes.

The Government's wider devolution agenda and the proposals in this consultation paper provide opportunities for stronger local leadership to drive greater collaboration and more efficient and effective emergency services. They will also give the public a more powerful voice in determining the priorities for their local area through an individual who is directly elected by and accountable to them.

⁴ Winning bids from the Fire Transformation Fund can be found at:
<https://www.gov.uk/government/news/fire-services-improvement-fund-public-get-a-win-win-better-local-services-and-at-lower-cost>

Successful bids to the Transformation Challenge Award can be found at:

<https://www.gov.uk/government/publications/transformation-challenge-award-winning-bids>

Successful bids to the 2015/16 Police Innovation Fund can be found at:

<https://www.gov.uk/government/news/home-office-rewards-police-innovation>

⁵ National overview of collaboration (2014)

⁶ Working group research report

Proposals

A new duty on all three emergency services to collaborate with one another

Collaboration between emergency services occurs in many areas of the country but it is not as widespread or as wide-ranging as it could be in delivering efficiencies and better services. We want to spread existing best practice across all areas of the emergency services, making collaboration common practice. However, the varying extent of collaboration to date indicates that there are limitations to innovation without a driver for change and there is significant scope for improving the way in which opportunities are identified and implemented.

We believe that as part of good public service delivery, the opportunities to collaborate should be kept under regular consideration. In order to ensure that this is the case, **the Government intends to introduce a new statutory duty on the three emergency services to collaborate with one another to improve efficiency and effectiveness.**

This new duty would drive greater collaboration and ensure that all opportunities for collaboration to improve efficiency and effectiveness between the emergency services are fully explored whilst allowing decisions to be taken at a local level. The duty is intended to be broad to allow for local discretion in how it is implemented so that the emergency services themselves can decide how best to collaborate for the benefit of their communities. However, there would be a clear duty on local emergency services to consider opportunities for collaboration, where these could improve efficiency and effectiveness. It is important to note that this duty to collaborate should not be considered a burden to the emergency services – it is about seeking efficiencies.

Question

1. How do you think this new duty would help drive collaboration between the emergency services?

Strengthening accountability and governance

The governance arrangements for the three emergency services are very different: directly elected Police and Crime Commissioners are responsible for the governance of the police; fire and rescue authorities are responsible for the fire and rescue service; and ambulance services are NHS trusts or NHS foundation trusts.

Police and Crime Commissioners were elected in 2012 and they set the direction for their police force in cutting crime, giving the public a voice at the highest level. Police and Crime Commissioners must set their priorities out in a police and crime plan, set the policing precept (the element of council tax that goes to policing) and hold the chief constable to account for operational delivery. In their 2014 report “Police and Crime Commissioners: progress to date”,⁷ the Home

⁷ Police and Crime Commissioners: Progress to date (2014)

Affairs Select Committee concluded that Police and Crime Commissioners had provided greater clarity of leadership for policing in their area and were increasingly being recognised by the public for the strategic direction they are providing.

There are 46 fire and rescue authorities across England, which are either single purpose fire authorities comprised of councillors co-opted from relevant constituent authorities within the fire authority area, or are county councils which also have responsibility for the fire service. Each fire and rescue authority must produce an integrated risk management plan that identifies and assesses all foreseeable fire and rescue related risks that could affect its community and must hold their Chief Fire Officer/Chief Executive to account for the delivery of the fire and rescue service. The 2013 Review of the fire and rescue service, 'Facing the Future', reported that scrutiny and challenge "*varies considerably in the fire and rescue authorities in England*".

Collaboration and innovation that will deliver necessary efficiencies requires leaders to drive forward change. The Knight Review also found that progress could be "hindered by local relationships" and concluded "economies of scale are likely to be missed in this way without greater leadership". Sir Ken stated that Police and Crime Commissioners "could clarify accountability arrangements and ensure more direct visibility to the electorate" and he raised the prospect of Police and Crime Commissioners taking on responsibility for the fire and rescue service.

The Government believes that the sharp focus of directly accountable leadership can play a critical role in securing better commissioning and delivery of emergency services at a local level and that, where a local case is made, Police and Crime Commissioners are uniquely placed to do exactly that.

Police and Crime Commissioners already have this clear local accountability and a strong incentive to pursue ambitious reform to improve local services and deliver value for money in the interests of local people.

However, it is not possible under current legislation for a Police and Crime Commissioner to take on the responsibilities of the local fire and rescue authority in their area.

The Government intends to remove this barrier by legislating to enable Police and Crime Commissioners to take on the responsibilities of the fire and rescue authority in their area, where it is in the interests of economy, efficiency and effectiveness or public safety, and where a local case is made.

We would expect the process for determining whether a Police and Crime Commissioner should assume governance for fire and rescue to be based on the legislative provisions that exist currently for the merger of fire and rescue authorities with each other, as follows:

- Where a Police and Crime Commissioner is interested in taking on governance of the fire and rescue service, they would work with the fire and rescue authority to prepare and publish a business case. The Police and Crime Commissioner would be required to consult locally on the business case and seek views on whether the transfer should take place. The business case would need to consider any equality issues as a result of the proposals in accordance with the Equality Act 2010.
- Where the Police and Crime Commissioner and all the relevant constituent authorities for the area are in agreement that the fire and rescue service should transfer to the Police and Crime Commissioner, and subject to the outcome of the public consultation, the Police and Crime Commissioner would request that the Government introduces secondary legislation to give effect to the transfer.
- If all parties are not in agreement, the Police and Crime Commissioner would be able to submit the business case to the Home Secretary and Secretary of State for Communities and Local Government, for them to reach a view as to whether the governance change was in the interests of economy, efficiency and effectiveness or public safety. To inform their view, they

could seek an independent assessment and would take into account the results from the local consultation. This could be from the Chief Fire and Rescue Advisor and HM Inspectorate of Constabulary or from an otherwise independent person with appropriate expertise. The Secretaries of State would take a decision on whether or not to approve the transfer of fire and rescue services to a Police and Crime Commissioner based on the findings of that independent assessment.

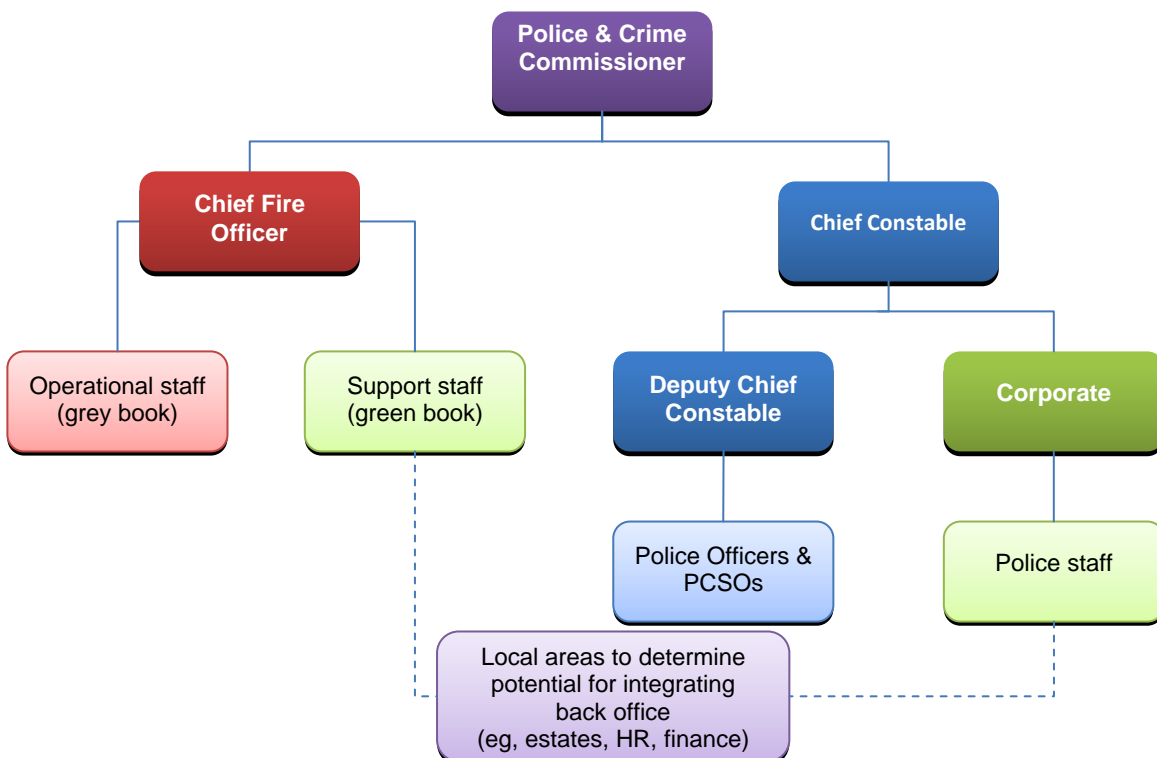
- The secondary legislation referred to above would transfer responsibility for governance of the local fire and rescue service to the Police and Crime Commissioner. This would allow Police and Crime Commissioners to drive ambitious reform of their local fire and rescue service and collaboration with police to improve services and deliver value for money. It would also give fire and rescue services direct local accountability through elected Police and Crime Commissioners.

There would also be benefits in terms of greater joint working. However, the scale of those costs and benefits would depend on the nature of existing local arrangements, transitional costs and the extent of collaboration taking place under a single Police and Crime Commissioner. These costs and benefits would be set out by the Police and Crime Commissioner and fire and rescue authority in their business case when demonstrating the value for money basis of their proposal.

Where a Police and Crime Commissioner takes on governance of the fire and rescue service, central government funding would be paid to the Police and Crime Commissioner for the two services in separate funding streams, providing transparency over the level of funding provided for each service.

Where central government funding is currently paid to a county council with responsibility for fire and rescue, additional work would be needed locally to identify the appropriate level of funding to transfer to the Police and Crime Commissioner.

The diagram below illustrates the structure where a Police and Crime Commissioner takes responsibility for fire and rescue locally (the Police and Crime Commissioner will employ all fire personnel).



Question

2. Do you agree that the process set out above would provide an appropriate basis to determine whether a Police and Crime Commissioner should take on responsibility for fire and rescue services?

Empowering Police and Crime Commissioners to maximise opportunities for efficient, effective services

Enabling Police and Crime Commissioners to take over governance of fire and rescue services would allow them to make valuable reforms and improve joint working with the police service. However, greater gains could be made through the integration of back office functions such as estates, HR and IT which support the two services. To facilitate this, we will enable the Police and Crime Commissioner, where a local case is made, to put in place a single employer for local fire and policing (rather than two separate employers under the governance model), with the Police and Crime Commissioner ultimately accountable to the public. 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 streamline upper tiers of management. The important distinction between operational policing and firefighting will be maintained, with the law preventing a member of a police force from being a firefighter remaining in place, and there is no intention to give firefighters the power of arrest.

Where a Police and Crime Commissioner takes on the responsibilities of their local fire and rescue authority, the Government intends to enable, where a local case is made, the Police and Crime Commissioner to put in place a single employer under the governance of the Police and Crime Commissioner. Frontline police and fire services will continue to be separate.

We would envisage applying the same process for creating a single employer as proposed above for transferring governance. Closer working between fire and rescue and the police services could take place over time, but it should also be possible to enable Police and Crime Commissioners who wish to move quickly to share back office functions and streamline upper tiers of management immediately to put in place a single employer at the same time as transferring governance. In such circumstances, the notification to the fire and rescue authority, business case and public consultation would include the intention to take this step.

Questions

3. Do you agree that the case for putting in place a single employer should be assessed using the same process as for a transfer of governance?

4. What benefits do you think could be achieved from empowering Police and Crime Commissioners to create a single employer for police and fire and rescue personnel, whilst retaining separate frontline services, where a local case has been made to do so?

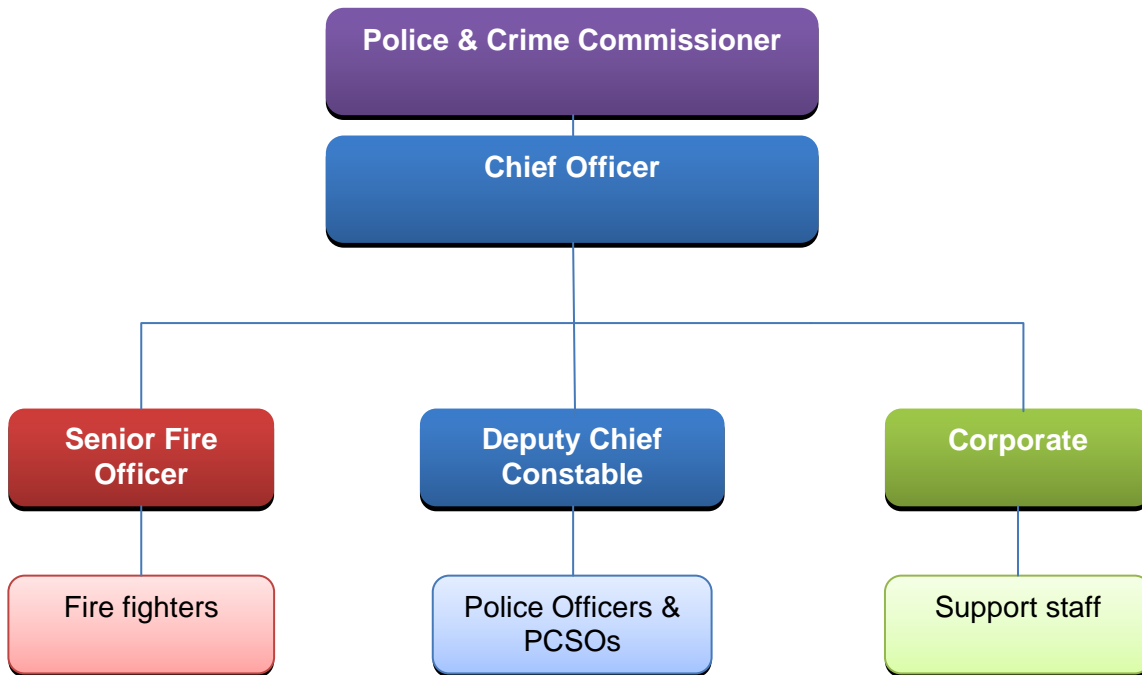
To retain the division between governance and operational functions, under this model the single employer will be led by a chief officer, who will employ all fire and police personnel. The new chief officer would need to hold the rank of chief constable as this is required in legislation for police forces. 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 chief officer would be accountable to the Police and Crime Commissioner for both fire and policing.

The post of chief officer would be open to both senior police officers and fire officers, since they will have relevant experience. To achieve this, we will remove the requirement for senior fire officers applying for chief constable roles to previously have been a constable. We will also work with the College of Policing to ensure senior fire officers have access to the necessary training that would allow them to apply for chief officer posts.

Question

5. Do you agree that the requirement for a chief officer to have previously held the office of constable should be removed for senior fire officers?

Where a Police and Crime Commissioner takes on governance of the fire and rescue service and creates a single employer, central government funding would be paid to the Police and Crime Commissioner for the two services in separate funding streams. Council tax precepts for fire and police will also remain separate, ensuring that local taxpayers are clear about the level of their contribution. The Police and Crime Commissioner will consider how to deliver best value for money through these budgets, which may include investing in shared back office functions.



Associated issues

Boundary changes

In England, excluding London, there are 29 fire and rescue authorities that have coterminous boundaries with police forces (20 of these are stand-alone authorities with responsibility for fire services only, and the other nine fire and rescue authorities are county councils where the provision of a fire service is one of many functions and would need to be separated from these local authorities in order to be transferred to the local Police and Crime Commissioner). There are 15 fire and rescue authority areas that are not coterminous with police force boundaries.

Where the fire and police boundaries do not align, it would be for local areas to consider how boundaries should be changed before a Police and Crime Commissioner could take on fire and rescue responsibilities for their area. Boundary changes for fire and rescue authorities are provided for, in very limited circumstances, under powers in the Fire and Rescue Services Act 2004 but this will likely require amendment. Boundary changes for police forces can be made under powers in the Police Act 1996. Local areas would be able to include proposals for boundary changes within their business case for governance changes and, where desired, for a single employer.

We are not ruling out mergers between neighbouring fire and rescue authorities in the future. However, where fire and rescue authorities wish to merge, they should consider whether the aims of economy, efficiency and effectiveness, or public safety, are best achieved through a merger or by transferring their functions to the Police and Crime Commissioner and collaborating with their local police force. This approach continues to ensure that decisions about the provision of local services are made in the best interests of the communities they serve.

Where the Police and Crime Commissioner shares their boundary with more than one fire and rescue authority, and local decision makers determine that fire and rescue authorities should merge so that fire and police share the same boundary, the differing levels of council tax payable for fire and rescue services in the former fire and rescue authority areas will need to equalise; normally this would be achieved within five years of the Police and Crime Commissioner taking on governance.

Improving performance

The inspection regime for policing is undertaken by Her Majesty's Inspectorate of Constabulary. Her Majesty's Inspectorate of Constabulary plays an important role in the checks and balances for police by shining a light on how forces are performing. It ensures that independent information on force performance is available to the public, so that they can make informed decisions about their force and hold the Police and Crime Commissioner to account at the ballot box. The Inspectorate also allows the Police and Crime Commissioner to see how the force they are responsible for is doing compared to others, placing pressure on those forces performing less well than their peers, and identifying areas of best practice to be shared across forces.

The performance of fire and rescue services is scrutinised by a voluntary peer review process, usually held every three years. Challenge and support from peers can be a significant factor in helping them improve performance and be a catalyst for change. There are opportunities to strengthen peer reviews and to give the public reassurance about performance, effectiveness and efficiency. This recognises Sir Ken Knight's call for the peer review process to be strengthened.

The Government is interested in views on how the performance of fire and rescue services could be better reviewed and supported under Police and Crime Commissioners.

Question

6. How do you think the requirement for a Police and Crime Commissioner to have access to an informed, independent assessment of the operational performance of the fire service should best be met?

Scrutiny

Police and Crime Commissioners have well-established scrutiny mechanisms, based on the powers and functions of dedicated Police and Crime Panels, external audit, and transparency requirements.

Fire and rescue authorities' scrutiny arrangements are also well established, with decision making scrutinised by elected councillors. Fire and rescue authorities are also subject to local audit and transparency requirements set out in the Fire and Rescue Service National Framework.

The Government believes that where a Police and Crime Commissioner takes on responsibility for fire and rescue, the remit of the Police and Crime Panel should be expanded to include scrutiny of the Police and Crime Commissioner's fire responsibilities, (including any necessary changes to membership to ensure fire and rescue expertise). This approach would support the public in holding the Police and Crime Commissioner to account for all elements of their role. The Government expects the highest levels of transparency and has set out the information that Police and Crime Commissioners must publish to support the public in effectively holding them to account. These requirements will apply to Police and Crime Commissioners in their expanded roles.

Questions

7. Do you agree that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its remit extended to scrutinise decision making in relation to fire services?

8. Do you think that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its membership refreshed to include experts in fire and rescue matters?

Complaints

The majority of complaints and conduct matters against fire officers and staff are currently handled internally by the fire and rescue services. The public has recourse to the Local Government Ombudsman in certain cases of maladministration. The Health and Safety Executive may also investigate in certain situations.

Where a Police and Crime Commissioner takes on responsibility for fire and rescue services, it will be necessary to look at how complaints against fire officers and staff should be handled.

In cases where a Police and Crime Commissioner takes over governance of a fire and rescue service but employs fire service personnel separately, with police personnel continuing to be employed by a chief constable, the Government believes that the complaints system should also remain separate. The complaints system for fire should continue to operate as it currently does, with the Police and Crime Commissioner holding the chief fire officer to account for its administration. Where complaints raise more serious issues, either of health and safety or maladministration it believes that – as at present – these should continue to be referred to the Health and Safety Executive or Local Government Ombudsman.

Where a Police and Crime Commissioner puts in place a single employer for fire and rescue and police services, the Government is considering whether complaints and conduct matters concerning fire and rescue personnel should be treated in a similar way as complaints and conduct matters concerning the police. Police complaints are currently handled under the Police Reform Act 2002. The misconduct system for police staff is based on ordinary contracts of employment and varies by force. The Government is currently in the process of overhauling the police complaints and disciplinary systems, but is seeking in this consultation to gather views on the wider principle that complaints and conduct matters for fire and police should be treated in the same way under a single employer model. The Government is also interested in views on whether there would need to be any specific exceptions for fire personnel in these circumstances – for example, from provisions relating to deaths and serious injuries, and on any wider implications for the Independent Police Complaints Commission.

Question

9. Do you think that where a Police and Crime Commissioner puts in place a single employer for fire and rescue and police services personnel, complaints and conduct matters concerning fire should be treated in the same way as complaints and conduct matters concerning the police?

Workforce issues

Where a Police and Crime Commissioner takes responsibility for a fire and rescue service, whether the staff are employed directly by the Police and Crime Commissioner or by a chief officer who would also employ police personnel, they would be covered by the Cabinet Office Code of Practice – ‘Staff Transfers in the Public Sector’. This requires provision to be made for staff to transfer on a basis which follows the Transfer of Undertaking (Protection of Employment) Regulations 2006.

Terms and conditions of firefighters and control staff are negotiated on a UK-wide basis via the National Joint Council for Local Authorities’ Fire and Rescue Services. The National Joint Council has no statutory basis and it is for fire and rescue authorities to decide whether or not to remain members. Fire and rescue authorities also have the power to negotiate changes to terms and conditions at local level whilst remaining members of the National Joint Council. The Government proposes that this same choice should remain open to Police and Crime Commissioners, who would need to approach the National Joint Council if they wished to become members.

An independent review of the conditions of service of fire and rescue staff in England concluded earlier this year. The Government is considering the findings of that review.

Enhancing collaboration between police and fire and rescue

In areas where fire and rescue services remain the responsibility of a fire and rescue authority, it will still be beneficial to ensure that Police and Crime Commissioners and fire and rescue authorities have meaningful opportunities to drive effective collaboration between fire and police services.

The Government intends that, where a Police and Crime Commissioner has not become responsible for the fire and rescue service in their local area, they should nevertheless have the opportunity to be represented on the fire and rescue authority or its committees with voting rights according to the proposals of the Police and Crime Commissioner and the constituent authorities.

This would be feasible for ‘standalone’ fire and rescue authorities but would be more complex in areas where a county council has responsibility for a fire and rescue service, and might not have a dedicated sub-committee for fire. In such cases, any voting rights extended to Police and Crime Commissioners would need to be restricted only to matters affecting the fire and rescue service. It would also be important to consider how adding Police and Crime Commissioners to the membership of fire and rescue authorities might affect the political balance of those bodies.

Question

10. Do you agree that Police and Crime Commissioners should be represented on fire and rescue authorities in areas where wider governance changes do not take place?

London Fire and Emergency Planning Authority

In December 2013, the Department's response to the Communities and Local Government Committee's report on the Greater London Authority Act 2007 and the London Assembly on the potential reorganisation of the London Fire and Emergency Planning Authority noted that Ministers would be willing to consider alternative governance models for fire in London.

Since publication of that response, it has become increasingly clear that the current arrangements in London are unsustainable and reform of fire decision making in the capital is needed. There are now too many instances of the Mayor having to use his powers to direct the London Fire and Emergency Planning Authority on the exercise of its functions. Having to repeatedly issue directions to a decision making body that has shown itself unable to engage responsibly with its city's directly elected Mayor is inappropriate, time consuming and costly to the taxpayer.

The Government believes that abolishing the London Fire and Emergency Planning Authority would strengthen democratic accountability by removing the current confusion whereby the Mayor is accountable for setting the annual budget for fire, but is in a minority position on London Fire and Emergency Planning Authority in respect of decisions relating to fire provision. It would also mean that the position in London will be consistent with the Government's proposals for metro mayors and Police and Crime Commissioners elsewhere in England to be able to take on the governance of fire and rescue services.

Therefore, the Government intends to legislate to abolish the London Fire and Emergency Planning Authority and to enable the Mayor of London to take direct responsibility for fire and rescue.

In the event of London Fire and Emergency Planning Authority being abolished, oversight of the London Fire Brigade on behalf of the Mayor/Police and Crime Commissioner will need to become the responsibility of another body. There are different ways in which fire responsibilities could be incorporated into the mayoral structure. For example, they could be given to the existing Mayor's Office for Policing and Crime; a new Mayoral agency for fire and rescue could be created; or the Greater London Authority could perform the function.

Questions

11. Do you agree that the London Fire and Emergency Planning Authority should be abolished and direct responsibility for fire and rescue transferred to the Mayor of London?

12. In the event that the London Fire and Emergency Planning Authority is abolished, how should responsibility for fire and rescue be incorporated into the mayoral structure?

The London Fire Brigade undertakes a pan-London resilience and emergency planning function on behalf of London's local authorities. London Fire and Emergency Planning Authority also has the day-to-day operational responsibility for the London Resilience Team which supports the work of the London Resilience Forum and delivery of the Mayor of London's responsibilities for resilience. The Government will discuss with the Mayor's Office, the Greater London Authority, London Councils and the local authorities how strategic oversight for resilience in the capital and continued co-ordination of London's resilience and emergency planning activities are maintained.

Civil Contingencies

Police forces and fire and rescue services have duties placed on them under the Civil Contingencies Act, both as individual emergency responders and as members of local resilience forums. The proposal for Police and Crime Commissioners to take on responsibility for fire and rescue would represent a significant change in the organisational context for resilience planning at local level. Views are therefore sought on the implications for local resilience where a Police and Crime Commissioner is responsible for both police and fire.

Question

13. To what extent do you think there are implications for local resilience (preparedness, response and recovery) in areas where the Police and Crime Commissioner will have responsibility for police and fire?

Local devolution

Under local devolution proposals, responsibility for local resilience and accountability could transfer to metro mayors and/or combined authorities. In some cases, metro mayors could take on the role of Police and Crime Commissioner and/or fire and rescue authority. Views are invited on the implications and options for responsibilities for civil resilience for areas that will have a metro mayor.

As part of this Government's commitment to build a Northern Powerhouse – the vision based on solid economic theory that enabling the cities and regions of the north to come together to pool their strengths in order to become greater than the sum of its parts - the Cities and Local Government Devolution Bill will enable the new directly-elected Mayor of Greater Manchester to take on the role of the Police and Crime Commissioner, and extends the period of office of the current Police and Crime Commissioner until 2017.

The Greater Manchester Fire and Rescue Authority will be abolished and legislation will enable the transfer of its functions to the Elected Mayor. Appropriate arrangements will be introduced to oversee the operational discharge of functions.

Question

14. To what extent do you think there are implications for resilience responsibilities in areas where an elected metro mayor is also the Police and Crime Commissioner and responsible for the fire and rescue service?

Closer working between Police and Crime Commissioners and NHS ambulance trusts

Police and Crime Commissioners have shown ambition for their forces to collaborate closely with other emergency services. For example, Northamptonshire has a joint operations team which plans all operational activity across the three emergency services. In London, the Mayor (who is the Police and Crime Commissioner for London) has driven closer working between the Metropolitan Police Service and London Ambulance Service to manage the increasing demand on both services.

The Government believes that Police and Crime Commissioners have an important role to play in how their local NHS ambulance service is run. They can drive greater joint working with the other emergency services, which can not only reduce pressures on the services but also help those needing medical treatment. We want to see Police and Crime Commissioners and NHS ambulance trusts working more closely together to ensure the demand the police and NHS ambulance services place on each other, on a day-to-day basis, is dealt with in the most effective and efficient manner.

The Government is also committed to continue to encourage joint working with the NHS ambulance service, whether on co-responding or the wider agenda to improve health outcomes.

The Government therefore encourages local ambulance NHS foundation trusts to consider their engagement with their local Police and Crime Commissioners and whether to have Police and Crime Commissioner representation on their council of governors.⁸

Police and Crime Commissioners will be able to harness the local partnerships they have built across their force areas to help the NHS ambulance trusts achieve their aims, and this should support both the Police and Crime Commissioner and ambulance leaders to ensure that the police and NHS ambulance services reduce any inappropriate demands they place upon the other. As each NHS ambulance trust covers more than one police force area, we would allow for flexibility and let Police and Crime Commissioners decide with their ambulance NHS foundation trusts what representation works best locally.

⁸ There are ten regional ambulance trusts which provide ambulance services in England, of which five are currently foundation trusts. Each foundation trust is governed by a council which represents the interests of the public, ambulance staff and partner organisations, and influences the strategic direction taken by the trust.

Other views or comments

Questions

15. Are there any other views or comments that you would like to add in relation to emergency services collaboration that were not covered by the other questions in this consultation?

16. Do you think these proposals would have any effect on equalities issues?

Concluding remarks

Three governance models are being proposed for closer working between the police and fire, and it will be for local areas to consider those options and put forward an approach that best suits their own circumstances. There is no intention to amalgamate the two services and we will not be changing legislation which currently precludes a police constable from acting as a firefighter; nor would a firefighter be able to undertake activity which requires warrant powers. Central government funding for the two organisations will continue to remain separate, as will council tax precepts, maintaining transparency for local taxpayers on the level of funding to each service.

Government strongly believes that the proposed models will enhance collaboration and improve closer working between the emergency services and greatly enhance the service provided to the local communities – but still retain their individual identities and operational functions.

The Government believes that greater collaboration between NHS ambulance service and the other emergency services has the potential to deliver better services for the public and greater efficiency. This will help the NHS ambulance service focus on its core role of delivering clinical NHS services. The Government expects the NHS ambulance service to do more in helping people access the right care closer to home through greater collaboration with primary and community care so that people are only transported to A&E when their clinical condition requires it.

Consultation questions

1. How do you think this new duty would help drive collaboration between the emergency services?
2. Do you agree that the process set out above would provide an appropriate basis to determine whether a Police and Crime Commissioner should take on responsibility for fire and rescue services?
3. Do you agree that the case for putting in place a single employer should be assessed using the same process as for a transfer of governance?
4. What benefits do you think could be achieved from empowering Police and Crime Commissioners to create a single employer for police and fire and rescue personnel, whilst retaining separate frontline services, where a local case has been made to do so?
5. Do you agree that the requirement for a chief officer to have previously held the office of constable should be removed for senior fire officers?
6. How do you think the requirement for a Police and Crime Commissioner to have access to an informed, independent assessment of the operational performance of the fire service should best be met?
7. Do you agree that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its remit extended to scrutinise decision making in relation to fire services?
8. Do you think that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its membership refreshed to include experts in fire and rescue matters?
9. Do you think that where a Police and Crime Commissioner puts in place a single employer for fire and rescue and police services personnel, complaints and conduct matters concerning fire should be treated in the same way as complaints and conduct matters concerning the police?
10. Do you agree that Police and Crime Commissioners should be represented on fire and rescue authorities in areas where wider governance changes do not take place?
11. Do you agree that the London Fire and Emergency Planning Authority should be abolished and direct responsibility for fire and rescue transferred to the Mayor of London?
12. In the event that the London Fire and Emergency Planning Authority is abolished, how should responsibility for fire and rescue be incorporated into the mayoral structure?
13. To what extent do you think there are implications for local resilience (preparedness, response and recovery) in areas where the Police and Crime Commissioner will have responsibility for police and fire?
14. To what extent do you think there are implications for resilience responsibilities in areas where an elected metro mayor is also the Police and Crime Commissioner and responsible for the fire and rescue service?
15. Are there any other views or comments that you would like to add in relation to emergency services collaboration that were not covered by the other questions in this consultation?
16. Do you think these proposals would have any effect on equalities issues?

Information about you

1. Which of the following best describes your organisation or the professional interest that you represent? *Please select one option.*

- Police and Crime Commissioner
- Police force
- Individual police officer or police staff
- Fire and rescue authority
- Individual Fire Officer or fire staff
- Local Authority
- Ambulance trust
- Individual ambulance trust employee
- Representative body (please specify)
- Professional body
- Industry body
- None – I am responding as a member of the public
- Prefer not to say
- Other (*please specify*)

2. Which organisation or force do you represent? *Providing this information is optional.*

3. If you are a police officer or police staff which of the following best describes your rank? *Please select one option.*

- Constable
- Sergeant
- Inspector
- Chief Inspector
- Superintendent
- Chief Superintendent
- Chief Police Officer ranks
- PCSO
- Special Constable
- Police staff
- Other (*please specify*)

4. If you are a fire and rescue authority employee which of the following best describes your role?

Please select one option.

- Non-uniformed staff
- Fire fighter
- Leading Fire fighter
- Crew Manager
- Watch Manager
- Station Manager
- Group Manager
- Area Manager
- Brigade Manager
- Assistant Chief Fire Officer
- Deputy Chief Fire Officer / Deputy Chief Executive Officer
- Chief Fire Officer / Chief Executive Officer
- Other (*please specify*)

5. If you are an ambulance service employee which of the following best describes your role?

Please select one option.

- Control room staff
- Patient Transport Service staff
- Ambulance support
- Paramedic
- Management role
- Support staff
- Other (*please specify*)



NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

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Emergency Services Collaboration Consultation
Police Strategy & Reform Unit
6th Floor Fry Building
2 Marsham Street
London SW1P 4DF

Your Ref:
Our Ref:
Please Ask For:
Direct Line/Ext:
Date: 20 October 2015

Dear Sir/Madam

Re: Enabling Closer Working Between the Emergency Services

The Nottinghamshire and City of Nottingham Fire and Rescue Authority is pleased to be able to contribute to this important consultation and our formal response is attached for your consideration.

If you would like to discuss the response or any other element of the consultation I would be pleased to oblige and can be contacted through Lea-Anne Abbiss either on 0115 8388900 or via email at lea-anne.abbiss@notts-fire.gov.uk.

Yours faithfully

Councillor Darrell Pulk
CHAIR OF THE FIRE AND RESCUE AUTHORITY

Enc.

Chief Fire Officer: John Buckley MSc

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Nottinghamshire and City of Nottingham Fire and Rescue Authority

Consultation Response to 'Enabling closer working between Emergency Services'

Question 1

How do you think this new duty would help drive collaboration between the emergency services?

Collaboration already takes place at local level and it is difficult to see how having a specific duty would increase the pace of that approach. Collaboration is driven by a business case that identifies the tangible benefits in terms of value for money and better outcomes for the community.

Many FRSs and police forces are already collaborating on local projects that are appropriate to the specific needs of the local community. In Nottinghamshire this is expanded to a 'Blue Light' forum where many areas of collaboration are already in existence and many more innovative proposals are being developed. These include the co-location of staff with shared agendas, the siting of ambulances on fire stations and joint training events.

The FRS has a real strength in prevention and is held in high regard by citizens. This positive image and brand has been a key enabler in driving down operational demand and provides the potential to have a greater impact on health inequality. There is a real danger that a loss of identity, through combination with the police, may damage the current neutrality and ability to work so closely with communities.

The recent JESIP program demonstrates that where there is a need, collaboration can be, and is effective. The five FRSs in the East Midlands and Humberside FRS are engaged in an emergency first responder pilot with East Midlands Ambulance Service that is already delivering positive outcomes in terms of emergency medical response. There are many other examples in areas such as procurement, estates and co-location locally in Nottinghamshire and around the country that have demonstrated real benefits for citizens under the current governance arrangements.

Question 2

Do you agree that the process set out above would provide an appropriate basis to determine whether a PCC should take responsibility for fire and rescue services?

It is clear that the process is skewed towards PCC's being able to take control of the FRS where they are interested, even if the constituent authorities do not agree that this is in the best interest of the community. Much more emphasis should be made on collaboration and the ability to work together, and greater recognition is required of the FRS unique brand and proven track record of prevention.

A robust business case must be able to demonstrate that the change from one governance structure to another is able to deliver value for money and better outcomes for citizens. It must also articulate why the changes cannot be made within the current structure. To this end clear guidance must be given to the format of business cases, and how the PCC's will be held accountable for delivering perceived benefits. If the business case exists for greater collaboration, fire authorities and PCC's would already be driving that forward to meet the demands of austerity.

A great deal of collaborative work is being undertaken by fire authorities in conjunction with council authorities and the NHS to drive down demand for health and social care resources. The consultation does not recognise this work and the potential impact changes in governance may have.

Question 3

Do you agree that the case for putting in place a single employer should be assessed using the same process as for a transfer of governance?

No. This should only be considered after a change of governance and where the PCC has had time to attain and demonstrate a thorough understanding of the issues, barriers and potential opportunities. Any changes to create a single employer should then be consulted upon locally with citizens and those directly affected due to extant employment legislation (TUPE etc).

Terms and conditions of employees are complex and have evolved over many years to meet the demand placed on each respective service. The inclusion of creating a single employer from the outset is likely to cause a great deal of angst within both police and fire services and would create an unnecessary distraction away for the main point of governance reform and greater collaboration.

Question 4

What benefits do you think could be achieved from empowering PCC's to create a single employer for police and fire and rescue personnel, whilst retaining separate frontline services, where a local case has been made to do so?

It is difficult to see what additional benefits would be created, as there are no barriers at present for this to happen. The current focus of energy is to ensure an effective delivery of services to the community, and the drive to put in new structures without the recognition of any real added value would undoubtedly detract from the good work already ongoing.

Question 5

Do you agree that the requirement for a chief officer to have previously held the office of constable should be removed for senior fire officers?

It is difficult to see why there should be any barriers for any individual to be the chief officer/executive of any organisation. The point here is that the right person with the right

skills and experience should be the one appointed to the role based on the demands of position.

The appointment of a chief officer who does not have a full understanding of the very different services offered by both the police and FRS could have serious consequences if decisions are made without a thorough understanding of the actual outcomes for citizens.

Question 6

How do you think the requirement for the PCC to have access to an informed, independent assessment of the operational performance of the fire service should best be met?

Regardless of governance, a robust method of assessment should be in place for all public services. At present the peer assessment process within FRS provides assurance, and where appropriate support, to fire authorities to ensure they are delivering effective services to the community. This process is considered as an exemplar within the LGA and is universally accepted by all fire authorities. There is no reason why this approach should not continue, and could be expanded to cover other areas of the public sector.

Question 7

Do you agree that where a PCC takes responsibility for a fire and rescue service, the Police and Crime Panel should have its remit extended to scrutinise decision making in relation to fire and rescue matters?

Is there any evidence to suggest that the panel have any influence? They have very little powers and it is difficult to see how this arrangement would add value to community safety in relation to police, fire or ambulance services.

The broader democratic representation on fire authorities, that have meaningful powers, already has the ability to scrutinise the activity of the FRS and make changes where the case exists to do so.

Question 8

Do you think that where a PCC takes responsibility for a fire and rescue service, the Police and Crime Panel should have its membership refreshed to include experts in fire and rescue matters?

The panel must have appropriate knowledge and experience of fire and rescue matters. However this authority believes that the panels are not well placed to provide scrutiny due to their limited powers and limited knowledge of fire related matters

Question 9

Do you think that where a PCC puts in place a single employer for fire and rescue and police service personnel, complaints and conduct matters concerning fire should be treated in the same way as complaints and conduct matters concerning the police?

No. What would be the case for this? Complaints and conduct matters are dealt with very successfully within the fire authority and it is difficult to see how the implementation of an external process would add anything other than bureaucracy and additional cost. The police and FRS deliver very different services to the community and therefore require conduct processes to reflect them.

Question 10

Do you agree that the PCC's should be represented on fire and rescue authorities in areas where wider governance changes do not take place?

No, because the two organisations provide very different services. The FRS relies upon engagement with a broad range of stakeholders including local authorities, health and wellbeing boards, private and third sector organisations. The placing of a PCC on an authority could remove the broader neutrality of an authority and lead to the disengagement of other critical partners.

Question 11

Do you agree that LFEPA should be abolished and direct responsibility for fire and rescue transferred to the Mayor of London?

Unable to comment directly on LFEPA, but this authority believes that fire authorities are best placed to serve communities due to greater representation and accountability.

Question 12

In the event that LFEPA is abolished, how should responsibility for fire and rescue be incorporated into the mayoral structure?

See answer to question 11

Question 13

To what extent do you think there are implications for local resilience (preparedness, response and recovery) in areas where PCC's will have responsibility for the fire and rescue service?

The Civil Contingency Act places a statutory duty on both police and FRS. If changes in governance leads to a disproportionate reduction in fire assets to support policing or other needs, then the changes could be significant in the event of a major incident, both in terms of local and national deployments.

Question 14

To what extent do you think there are implications for resilience responsibilities in areas where an elected metro mayor is also the PCC and responsible for the fire and rescue service?

See answer to question 13

Question 15

Are there any other views or comments that you would like to add in relation to the emergency services collaboration that were not covered by the other questions in this consultation?

The consultation is significantly aligned to the notion of the PCC's 'taking control' of FRS and not collaboration. Where there is a justifiable reason for collaboration on the grounds of reducing costs and delivering better services work is already being undertaken. Governance arrangements are enablers to this work progressing where the benefits are clear.

Current arrangements provide accountability to the public, and arguably a broader representation provides balance to the decision making process to ensure a wider stakeholder view is considered. This adds value and a mixture of views from across the political and social spectrum. Each individual councillor is held accountable through the electorate and has far greater purpose than the delivery one single service. This leads to a holistic view of what is the right thing to do for a local community.

The consultation does not recognise the collaboration opportunities with health, save the notion of working closer with ambulance services. This shows a real lack of understanding of how fire and rescue authorities are positioned in communities. The strength of FRS is the impartial and none threatening brand, and this has led to the significant reduction in operational demand through the ability to engage in upstream prevention work.

This expertise is being developed further within the health and wellbeing agenda and has the real potential to counter the increasing demand on the NHS. This is being supported by the close (or in county models inclusive) governance arrangements with public health and adult social care. Alignment to the police may damage this unique position and lead to a detrimental impact on prevention work.

Question 16

Do you think these proposals would have any effect on equality issues?

Prevention strategies are targeted at those most vulnerable in society who have a higher prevalence in the elderly, disabled and ethnic minority. This authority believes the take-over of FRS by the PCC's could lead to a reduction in the prevention work streams and that in turn could disproportionately affect those protected characteristics identified above.



NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Nottinghamshire and City of Nottingham
Fire and Rescue Authority
Policy and Strategy Committee

OPERATIONAL ASSESSMENT PEER REVIEW REPORT

Report of the Chief Fire Officer

Date: 13 November 2015

Purpose of Report:

To present Members with the peer review team's assessment report following the recent operational assessment.

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1. BACKGROUND

- 1.1 Fire peer challenge is part of the approach to sector-led improvement and a key component of the Local Government Association (LGA) 'Taking the Lead' offer. It is not an inspection and does not attract a rating category or score, but is designed to constructively support the service to develop.
- 1.2 The process is split into two general areas, firstly with the creation and submission of a self-assessment, and secondly a peer challenge visit that bases its approach upon the self-assessment submitted to the LGA contact.
- 1.3 Peer assessment teams are taken mainly from the fire sector, but may also include individuals from outside the sector and this is at the discretion of the fire and rescue service and the specific areas each organisation wishes the peer team to review. These areas are discussed and agreed many weeks prior to the peer team visit and formed part of the Service's self-assessment submission.
- 1.4 The fire peer challenge took place in June 2015 and consisted of a range of activities including interviews, observations, station visits and focus groups. The peer team, which included a Chief Fire Officer, a Member peer, senior fire officers, a local authority (non-fire) peer officer and the LGA point of contact, met with a broad cross-section of elected members, officers, frontline and support staff, partners and other stakeholders, it is estimated that in excess of 100 staff were engaged during the week.

2. REPORT

- 2.1 The peer assessment visit took place during June 2015 and is designed around key areas of assessment, namely:
 - Community risk management;
 - Prevention;
 - Protection;
 - Preparedness ;
 - Health, safety and welfare;
 - Training and development.
- 2.2 It was also agreed between the Chief Fire Officer and the LGA contact to look at specific, cross cutting themes during the visit. These themes were considered key for the Chief Fire Officer due to the newly appointed principal officer team, and include:
 - Leadership; and
 - Organisational development and readiness.

- 2.3 The peer team report (attached at Appendix A) provides a full overview of the assessment and below are the highlights of the strengths identified, as well as areas for further consideration.

STRENGTHS

- The organisation is well regarded by its partners and influences the wider community safety agenda;
- The Strategic Management Team is seen as capable, approachable and engaging;
- Opportunities for training and development are generally seen as positive from a mix of internal and external provision;
- Staff are aware that budget reductions continue to mean that further reductions in the organisation's establishment are likely.

CONSIDERATIONS

- Staff would welcome greater levels of communication to ensure they are consistently informed across the whole organisation;
 - There should be closer alignment of the expectations and performance of individuals in relation to the strategic objectives;
 - Greater co-ordination of project demands to ensure duplication is removed across individual departments;
 - Better understanding of the self-service process for accessing development would be beneficial to individual employees;
 - Leadership and change training should be considered to support managers for the future ahead;
 - The Authority may wish to consider the currency of its integrated risk management plan and potential to review its content to reflect the future operating environment.
- 2.4 The report identifies that the peer assessment experience has generally been a positive one that can add value to the Authority's future decision making in relation to organisational change.
- 2.5 Wider publication is seen as a strategic opportunity, both internally to feedback to the employees within the Service, and externally to partners and communities, contributing to public confidence in the effectiveness of service delivery.
- 2.6 Alongside consideration by Members the report will continue to be utilised by the Strategic Leadership Team to influence key decisions going forward.

3. FINANCIAL IMPLICATIONS

There are no financial implications arising from this report.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

There are no additional implications arising from this report, however it will form part of the wider organisational development agenda that may have implications, and where appropriate they will be reported to Members.

5. EQUALITIES IMPLICATIONS

There are no equality implications arising directly from this report as the peer challenge is based upon the Service's existing structure, delivery of services and exiting policy framework which have been equality impact assessed.

6. CRIME AND DISORDER IMPLICATIONS

There are no crime and disorder implications arising from this report.

7. LEGAL IMPLICATIONS

Legal implications arise from the ability of Nottinghamshire and City of Nottingham Fire and Rescue Authority complying with the Fire National Framework and requirement to provide their Annual Statement of Assurance. The fire peer challenge process is one element that assists in providing evidence that the Authority is able to demonstrate the discharge of its duties within the Fire and Rescue Service Act 2004.

8. RISK MANAGEMENT IMPLICATIONS

Risk arises from the Fire Authority not discharging its legal duties as detailed within the legal implications, Members can be assured that these have been fully addressed in relation to the statement of assurance process and completion of the latest peer challenge.

9. RECOMMENDATIONS

It is recommended that Members:

- 9.1 Formally receive the operational assessment report from the peer assessment team; and

- 9.2 Task the Chief Fire Officer to utilise the observations within the report to contribute towards any key decisions going forward.

10. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

John Buckley
CHIEF FIRE OFFICER



CFOA
Chief Fire Officers
Association



Nottinghamshire Fire & Rescue
Service

Operational Assessment and
Fire Peer Challenge

June 2015

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1. Introduction, context and purpose

Introduction

This report captures the outcomes from the Local Government Association (LGA)'s Fire Peer Challenge at Nottinghamshire Fire and Rescue Service in June 2015 and presents the key findings.

The report provides detailed information on the key focus areas of:

- Leadership
- Organisational development and future readiness

It also provides overview information on the other areas of the Operational Assessment:

- Community Risk Management
- Prevention
- Protection
- Response
- Health and Safety
- Training and Development
- Call Management and Incident Support

Under the 'leadership' section, it explores three strategic questions:

- How well are outcomes for local citizens being achieved?
- How effective is the leadership and governance?
- How effective is the organisational capacity to meet current requirements and future needs?

NFRS' current Strategic Management Team (SMT) was created during 2014. A new Chief Fire Officer (CFO), new Deputy Chief Fire Officer (DCFO) and new Assistant Chief Fire Officer (ACFO) were appointed through a mix of internal and external recruitment.

In common with other Fire and Rescue Services, NFRS is going through a number of significant changes and developments. The SMT is keen to ensure that NFRS is an efficient and effective service, organisationally competent and ready to face the changes and further cuts that are anticipated. The review team were asked to assess the impact of the new strategic leadership, and how leadership is developing at all levels of the organisation.

NFRS also asked the peer team to consider the service's organisational structure, prevailing culture and degree of competence in terms of being a service fit for the future. This was to include a specific interest in learning and development, and knowledge management in addition to a general check on how well the workforce is prepared for what lies ahead.

A significant Organisational Development programme was in the early stages when the peer team visited NFRS, incorporating work on cultural and organisational change, as well as dealing with financial constraints. The peer

team concluded that this programme was likely to address the 'areas to explore' identified in this report.

Fire peer challenge is part of the approach to sector-led improvement. It is a key component of the LGA's 'Taking the Lead' offer: www.local.gov.uk/taking-the-lead

The Fire Peer Challenge took place in June 2015 and consisted of a range of activities including interviews, observations, station visits and focus groups. The peer team met with a broad cross-section of elected members, officers, frontline and support staff, partners and other stakeholders.

The evidence and feedback gathered was assimilated into broad themes and a presentation of the initial findings was delivered to the Service's senior managers and a representative from the Fire Authority at the end of the challenge. This report includes the bullet points from that presentation in each theme and provides more detail on each issue.

The team appreciates the welcome and hospitality provided by the service and would like to thank everybody that they met during the process for their time and contributions, openness, enthusiasm and honesty.

Context and purpose

The OpA self assessment process is designed to:

- form a structured and consistent basis upon which to drive continuous improvement within the Fire and Rescue Service, and;
- provide Fire Authority elected members and their Chief Fire Officers with information that allows them to challenge their operational service delivery to ensure it is efficient, effective and robust.

The sector led peer challenge process is part of the LGA's approach to self-regulation and improvement, which aims to help councils and FRAs strengthen local accountability and revolutionise the way they evaluate and improve services. Peer Challenge is not a form of sector led inspection but a voluntary process that is managed by and delivered for the sector.

Peer Challenge Team

Fire peer challenges are managed and delivered by the sector for the sector. Peers are at the heart of the peer challenge process. They help services with their improvement and learning by providing a 'practitioner perspective' and 'critical friend' challenge.

The peer challenge is not an inspection; rather it offers an independent external assessment of an organisation's own judgement of itself against the OpA framework, undertaken by 'critical friends' from within the sector. The assessment is a reflection of the evidence presented to the peer team,

through reading the documentary evidence submitted in advance, and the interviews and focus groups when on site.

The team was:

Lead peer: James Courtney, CFO
South Yorkshire Fire and Rescue Service

Member peer: Dave Hanratty, Liverpool City Council and
Merseyside Fire and Rescue Authority

Officer peer: Andrew Brodie,
Leicestershire Fire and Rescue Service

Officer peer: Kath Billing,
Cornwall Fire and Rescue Service

Officer Peer: Jim Bywater
Staffordshire Fire and Rescue Service

Officer Peer: Liz Jackson
Suffolk County Council

Challenge Manager: Becca Singh, Local Government Association

Executive Summary

- NFRS is very well regarded by its partners and is influencing the local agenda on fire and community safety. It is using a positive approach to fire protection, whereby enforcement notices are considered to be a last resort, but do not hesitate to enforce when necessary.
- The Strategic Management Team (SMT) is viewed positively across the Service, with a high degree of trust. Staff have high expectations of the new SMT and how they will lead the Service.
- NFRS provides varied development opportunities, including the national Executive Leadership Programme, talent spotting, and sponsorship through higher education.
- Staff across the organisation understand the need for the new SMT to find a productive way of working together. They know that further cuts are coming which are likely to mean frontline and support staff losses. They appreciate the openness that SMT have, and hope that this will continue.
- There are really good examples of co-location of departments and with partners.
- There are also several examples of schisms within the service—uniformed / non-uniformed, HQ / fire stations, and departmental insularity, which has some undesirable consequences. These include departments working separately on related issues, a number of reviews taking place at the same time with little or no influence on each other, and mini-cultures developing in parts of the organisation. Some of this may just be perception, but, nevertheless, the situation needs addressing.
- Communication is key and should be viewed as a strategic function and a strategic tool for cultural and behavioural change (internally or externally). It could be used to help educate the public more about risk and management of that risk, which will help when there are changes mooted that the general public and members of staff do not like or understand.
- The IRMP was written prior to the changes at SMT. NFRS should consider revising it to reflect the agile organisation that it plans to be and to set the clear direction of the new SMT. Performance can then be measured against what are agreed as the future strategic organisational objectives.
- An organisational development (OD) programme has commenced and the team felt strongly that so long as this programme is completed, and soon, the Service will be on a strong footing for the future.

2. Key areas of focus

How effective is the leadership and governance?

Incorporating the focus area of examining the impact of strategic leadership and how leadership is being developed at all levels of the organisation.

Strengths

- The benefit of partnerships, collaboration and co-location is recognised throughout the Service
- Strategic Management Team are considered to be capable, approachable and engaging
- The new approach to leadership is welcomed (cautiously) by most staff
- Most of the trade union officials regard relationships at the most senior level to be extremely good

NFRS is considered to be strong partner, for example with housing and other public sector organisations. New partnerships are developing positively and effectively, for example with LEPs and SMEs. Collaborative working is increasingly common internally and externally, for example business education in the Protection department working with local businesses to improve fire safety and project work within NFRS comprising staff from different teams and disciplines. Locating the Transport Team on a station has built understanding and professional relationships. This has provided valuable learning on co-location which could be extended to other departments and could help develop the new agile and flexible culture of the Service. It would be useful to involve the Communications team early in consideration of further co-location opportunities to ensure clear consistent messages.

SMT is seen internally and externally as closely aligned, with a united front. Staff and partners have widespread confidence in the CFO, the rest of SMT and the direction of travel they are starting to develop. Staff offer positive experiences of SMT (“approachable”, “open”, “friendly”), and believe that they will listen to ideas and take on board their views. Staff and partners welcome the honesty from SMT, who are not afraid to ask for help or ideas.

There is confidence in the empowering and collaborative approach to leadership, which is now starting to embed, although there is some indication that not all managers find it easy to adopt the same approach and some may need support through the changes.

There are extremely good employee and industrial relationships. SMT and representative body officials have professional respect for each other with an level of trust that has improved in recent years. There is a clear line of communication and mechanisms for negotiation and inclusion in the development of future change proposals. Equality and diversity work has moved on from the ‘Excellent’ level of the Fire and Rescue Service Equality

Framework (FRSEF) and now encompasses a values-led approach and a focus on the culture of the organisation.

Areas to explore

- Decision making and policy development should be clearly linked to an evidence base
- Suggestions that introspection at the senior level has created a direction / information vacuum
- Are strategic objectives / aspirations / vision clearly articulated and documented?
- Staff across the organisation feel under-informed; in some areas communication and engagement are considered to be poor
- Individual performance is not managed relative to organisational objectives

NFRS should ensure that decisions and policy changes are visibly linked to evaluation and the evidence that is used to make them. Establishing a systematic transparent process, including Communications at an early stage, would enable staff to have confidence in how decisions are made. For example, the Fire Cover Review was based on externally scrutinised evidence but several officers expressed views that the evidence had been found to fit decisions already made.

There is a high level of understanding amongst staff that the new SMT needed time to gel in order to work well together but this appears to have left an information vacuum, where rumour and conjecture may have overtaken facts and evidence, particularly around restructures and cuts. The peer team heard a number of times that staff feel that there is a sense of 'waiting for change to happen' which has made some departments and many individuals anxious about the future.

The strategic vision and the three key focus areas and values for the Service were not well known outside Service HQ or below Group Manager level. Communication needs to be clearer using different engagement mechanisms across different levels of staff. Open invitations to workshops are not always reaching all staff groups and some people feel overlooked. NFRS should consider an informal process of targeted encouragement to ensure that all staff departments and groups are represented (for example stations, training centre, control, disabled staff, and women). This should help to ensure that the Service is working as one cohesive organisation towards a common goal.

The peer team heard differing views and levels of understanding about the part everyone needs to play in the future direction of the Service and the behaviours necessary for the new culture. Good and varied communication mechanisms can be used as a strategic tool and an agent for behaviour and cultural change. Inviting the skilled Comms Team to be part of thinking and planning will help to minimise the effect of rumours, and will ensure a consistent message at all levels of the Service. Frontline staff reported that they often prefer informal settings (for example, at the mess table on stations)

to more formal briefings. There is widespread acceptance that SMT cannot always share everything but there appears to be a sticking point at Station and Group Manager levels whereby messages may be lost, misinterpreted or misrepresented.

There is a high number of individual Performance Development Reviews (PDRs) but there is no apparent 'golden thread' linking individual performance to the performance of the Service as a whole. All staff should be clear about where their efforts fit in with the overall objectives of the service. The peer team suggest that NFRS should consider revising the IRMP in the light of the new SMT, direction and culture of the Service. This should set out organisational objectives to which individual objectives can be linked.

How effective is the organisational capacity to meet current requirements and future needs?

Incorporating focus areas of Organisational Design (OD), culture and competence for the future

Strengths

- Strategic Management team is recognised as committed and capable.
- Organisational development objectives are capable of moving the Service forwards
- People recognise that cultural change does take time and would like direction in the meantime
- People are keen to be involved and are enthusiastic about their work.
- NFRS is highly valued by partners

Staff believe that the SMT appear closely aligned and show a united front. SMT are willing to have mature and open conversations with staff and are able to admit that they don't have all the answers, but they will take responsibility for decisions. This is demonstrating the new style of leadership.

Plans for organisational development are wide-ranging and seen as very positive. The peer team feels these have the potential to address the areas to explore set out in this report around leadership and organisational capacity if they are fully implemented. This will support improving outcomes for citizens.

There is a widespread understanding that cultural change is a slow process. NFRS should consider how strategic direction might be maintained during the change process in order to maintain confidence and support from staff. Some managers may need more support than others in adapting to this inclusive leadership style and the change process could be difficult for them.

NFRS staff were enthusiastic about their work, with widespread interest in being involved in the OD programme, although this did not always translate into volunteering to be part of workshops. Some targeted encouragement to these workshops should be considered, as well as asking for volunteers. This

positive attitude bodes well for the forthcoming OD work and offers a good platform for the Service going forward.

Partners value the different ways that NFRS has worked with them. It is considered to be a committed and valuable partner that contributes constructively. Examples included strategic partnerships (the Local Resilience Forum), advisory work (with housing providers) and community work (with local schools and community groups).

Areas to explore

- There is a perception of departmental insularity and a collective view that this impedes progress
- Where do people fit in the jigsaw – does anyone know what the picture on the lid looks like?
- Fragmented approach to projects / reviews, the people selected to undertake them and potential for duplication
- Schisms are variously reported to exist
- Performance management is not integrated across the Service

Several teams were described as working in isolation, with little joint working or communication with other teams, particularly when working on projects and service reviews. This contrasts with senior officers where good collaborative working is reported. The peer team felt that increasing collaboration and project co-ordination would enable quicker progress and minimise duplication for example on individual service reviews. This has already begun to improve, with an increase of people considering cross-functional perspectives. Increasing co-location of projects and departments would mainstream different ways of working as ensuring that communications is seen as an integral part of everyone's work, rather than a separate function, perhaps by inviting the Comms team to join projects at the planning stage.

NFRS is currently going through change and is developing its strategic visions. There was some sense that while this was happening, different parts of the Service were lacking overall direction. There are committed teams and staff working hard and achieving goals but they are not always clear what the strategic vision was. This is likely to improve once the OD programme gets underway.

NFRS should consider establishing visible strategic co-ordination of the various service reviews and projects taking place. Several people working on reviews reported being isolated, and working with a lack of clear parameters or boundaries, finding out about the impact of their review on other teams by chance rather than design. Although this freedom may be intended to be empowering, it can be intimidating or overwhelming, particularly at the start of a review. Existing management mechanisms could be used to help.

The team heard several references to barriers and divisions within the Service with language used reinforcing these; “grey/green” references to uniformed / non-uniformed staff and “them and us” indicating Service HQ and other

locations. This should be addressed by the OD work that is taking place, although care should be taken to ensure that all staff feel involved. The peer team is aware that some of these issues were already identified by SMT at meetings with GMs, and have fed into the OD programme and objectives.

There has recently been a positive move to a more coaching style of performance management but this is not consistently applied. There were reports of little managerial oversight on operational competence where poor performance is not always challenged. This is at odds with the strong organisational emphasis on learning and development to ensure individual competence. The 'Expectations Document' (setting out NFRS expectations of its employees) appears to be of limited value. Setting clear objectives for the Service through the IRMP would enable NFRS to measure its organisational competence and manage individual performance consistently.

Training and Development

Strengths

- Approach to blended learning
- Positive feedback on external mentoring and talent spotting, secondments and placements.
- Opportunities for development through courses provided by NTU are seen as a real positive
- Training facility and positive proactive approach to operational training
- Vision for the future and progression of learning and development.

There is a clear appreciation that although there are benefits to e-learning, it is not the answer for everything. NFRS is exploring different ways of using e-learning, for example in support of face to face training, for background modules before classroom or practical training takes place, or as a supplement and reference tool for the induction of new staff.

NFRS aims to have high quality staff by investing in development opportunities (for example mentoring, secondments and work placements). This develops an individual's understanding of the wider organisation which they then share with their operational colleagues. The peer team hope that the Service will continue this investment and continue to provide similar opportunities in the future. The means of identifying appropriate people ('talent spotting') is perceived to be ad hoc and a more formal process may identify a wider range of beneficiaries. This could then create a more diverse work force at managerial level. However, the current less formal way should not be lost.

NFRS also demonstrated a commitment to staff development by sponsoring attendance on FE and HE courses, including relevant degrees. This is highly commendable and has resulted in highly motivated and knowledgeable staff. The peer team heard fears that this may not be financially sustainable and suggest that NFRS considers the risks and impact for future leaders and the

perceived inequality of development opportunities, particularly for non-uniformed staff in any exploration of this issue.

Training is well planned with a clear 12 month programme of exercises which need to be undertaken, designed around the new Operational Guidance for Breathing Apparatus (OGBA). There is a clear passion in the Service Development Centre to see people develop and grow and a dedication to operational training linked to a variety of risks and emerging operational guidance.

The Service Development Centre has a clear vision for its future and its staff are highly committed to ensuring that NFRS has highly competent and motivated staff. There is a blended approach to learning and development, and the Centre is always looking to the future for opportunities to improve the training it provides. There is collaboration with other FRSs where premises do not allow for certain practices.

Areas to explore

- Equality of opportunity for all staff
- L&D need to capture the benefits and outcomes of the master classes
- No existing clear strategy for L&D
- Ensure the Service understands that 'softer skills' underpin operational competence
- People don't understand the self-service training system
- Consider providing leadership and change support for managers during the transformational phase
- Identify competency requirements for all roles across the Service

There is a view in NFRS that non-operational employees have fewer opportunities for career progression than operational staff. This is not uncommon across the sector but addressing this would be advantageous for the Service, particularly given the developing culture and shape.

There was positive feedback about the master classes (identified as good practice by the team) although this does not appear to have been captured and analysed in a systematic way. Evaluating the benefits of such events and capturing the learning would help to shape the OD work. This way the master classes can be used as staff development and will undoubtedly, if attendance continues to be high, work towards internal cultural change of the service.

The Service Development Centre has a vision, but the team saw no clear Learning and Development Strategy that sets out how the Service will use training and development opportunities to enable its staff to work productively in the organisation it aspires to be. The team understand that this may be because the Service is undergoing a process of change and development, but suggest that, ultimately, this will help NFRS move forward.

Staff demonstrated a high level of understanding of the varying needs of different communities and individuals, but did not necessarily make the link

between that knowledge and operational competence. It may be that the equality and diversity work is seen by some as an extra, rather than integral to every day working. Clearer understanding is needed for all service personnel to appreciate why community knowledge and 'softer skills' are important to underpin operational competence.

There were varied views about the new self-service system for learning and development and some confusion as to how much is going to be electronic. There are some anxieties about how all staff will learn to use the new system, and to understand which courses they need to book themselves onto. Communication at early stages of implementation will help to address confusion.

NFRS staff need to feel comfortable during changes when it may feel somewhat chaotic. Staff across the Service understand that all roles may need to adapt to the changed organisation:

"we need to change the role of the fire fighter, not just the Watch Manager, if we are spreading thinner" (fire fighter)

but some managers may need extra support as they develop their understanding of how they and their direct reports should respond to change.

NFRS will benefit from establishing a collective corporate approach to exploring and managing risks, in conjunction with outcomes from major incidents, to ensure organisational competency. This could involve improved links between different teams for example, Ops Assurance, Health & Safety, Risk Management and Performance and Planning. Some of this is beginning to happen, for example by siting relevant managers in the same office and developing evaluation and risk management processes across different disciplines. These will subsequently identify operational training needs.

3. Other areas

How well are outcomes for local citizens being achieved?

Strengths

- Excellent examples of partnership working delivering quality outcomes for vulnerable citizens
- NFRS are described as enthusiastic partners who are eager to learn more about their communities and addressing their needs
- New mobilising system will realise significant service improvements

Partners highlighted that working with NFRS's Risk Reduction Team was particularly valued. These teams (North and South) are a real credit to the Service. Skilled workers have, and continue to develop relationships with partners, enhancing the reputation of NFRS and building strong links with different diverse communities. The work with schools and voluntary organisations encourages active involvement of the public in prevention work. Individual watches and the Risk Reduction Teams are working together, although this is not consistent. The work being undertaken is clearly achieving benefits for communities and vulnerable people. Consideration should be given to capturing and evidencing this good work and using it as notable practice to promote this throughout NFRS.

There were other examples of partnership working, for example, the Local Resilience Forum view current working arrangements as excellent, with NFRS engaging in constructive dialogue. Communications are co-ordinated across partners regionally, and are used appropriately in recent major incidents, which improved outcomes for citizens. For example, during the recent Radford Fire, regular updates on Twitter and Facebook kept the public informed, away from the area and enabled crews on the ground to be as effective as possible.

The new mobilising system is expected to give improved access to data via MDTs, enabling the right resources to be at the right place at the right time. Currently, appropriate resourcing relies heavily on individual Control staff. The new system has built in resilience with numerous failsafe systems and a new approach to risk data. This will deliver more efficient and effective mobilising.

Areas to explore

- Fire Cover Review is perceived to be driven by professional judgement rather than data – is it statistically robust
- Staff groups not always consulted on new policies and introduction of equipment
- Community Safety activity appears to be District-led and fairly ad hoc rather than distinctly IRMP-related.

There was a common view among staff that reviews (particularly the Fire Cover Review) were driven by individual opinion, and data subsequently sought to justify the decisions made. NFRS has worked with Nottingham Trent University to verify its methods and statistics but this perception remains strong. Good communications at an early stage in reviews in future will help to minimise this perception.

Ensure appropriate staff groups have been involved in decisions around policies and new equipment and be transparent where this has happened. New structures and mechanisms that have been put in place will take time to take effect.

The team did not see an overarching Community Safety Strategy showing clear links with the Fire Cover Review and the IRMP. This may be because the IRMP needs to be updated to reflect the changed situation within the Service (see 'Leadership and Governance'). Ensure that there is a systematic mechanism for collecting, analysing and using feedback from the community in order to improve outcomes for citizens. Crews need to appreciate what they are trying to achieve through their community safety work.

Community Risk Management

Strengths

- Very positive working relationships with partners to reduce risk
- Good data sharing with partners to target vulnerable people

Partners gave very positive feedback about working with NFRS, citing innovative approaches to locality working, sharing facilities and premises and developing integrated service models and collaborative working. Communications were co-ordinated well across partnerships during major incidents. NFRS has been able to use its good brand to help police reach communities and develop a joint understanding of risk.

There are examples where NFRS uses partner data, and shares its own, to identify hazards, trends and patterns of behaviour. This all works to manage risk. Work with the LRF, the Midlands Strategic Communications Group and work on the TriService Control project all illustrate this notable practice.

Areas to explore

- Consider the production of a new or interim IRMP with a clear strategy to support its delivery
- Consider using wider range of partner and other risk information to inform IRMP and decision making

The current IRMP was written when NFRS was in a different position and with a different SMT in place. The peers suggest that NFRS considers revising the IRMP to be a flexible, agile document which could provide a clear five year vision and Service objectives. A clear strategy would be needed to support

the delivery of the IRMP, and other strategies would flow from it, for example, Community Risk Management, Training and Development, and Workforce Strategies as well as individual objectives through the PDR process.

A co-ordinated approach to collecting and using risk data to inform decision making would be helpful. There is a wide range of risk information available to NFRS, both from partners and its own data from incidents. This is being effectively used in individual teams but could be used more comprehensively to inform a new IRMP and help decision making processes. Consider using Prevention, Protection and Response data as a blended approach to community risk reduction.

Prevention

Strengths

- Work with Prince's Trust and Safety Zone has good links with partners and clear outcomes
- Strong links with community – Dementia referral initiative and BME week of action. Issues found within businesses and dwellings were resolved
- Home Safety Checks targeted at the most vulnerable
- Multi-agency work through the hoarding framework and partnership with Burns Unit, Adult Access Services and Multi Agency Safeguarding Hub (MASH)

There were numerous examples of clear and successful outcomes from work with children and young people. Prince's Trust workers have a clear understanding of their purpose developing young people. They lever in funding from colleges and businesses and have a 70% success rate getting young people into employment. Fire Fighters are increasingly involved with this work now that it takes place on stations, which is seen as very beneficial to the young people involved. However, there was limited evidence of evaluation and tangible documented outcomes did not seem to be visible (although known by teams involved). Consideration should be given to an evaluation process and a case study/good practice process to celebrate success and disseminate this good work across the wider Service.

The strong links with the community, particularly through the Risk Reduction Teams have helped to change behaviours of the general public. The Risk Reduction teams have worked with NFRS Comms team evaluating initiatives and looking at how to change behaviour. Other departments could learn from the successful involvement of the Comms Team in evaluation. Fire Protection teams have demonstrated commitment to local communities through work with local businesses. They have built relationships with some of NFRS' highest risk businesses.

Home Safety Checks (HSCs) are now very targeted, although the annual total quoted seemed low (2,700). NFRS continues to ensure that a wide range of data is used to help target the most vulnerable people and consideration

given to the opportunity to review who does HSCs in future, for example more partnership working or using latent capacity on operational watches.

Areas to explore

- Cement and develop links with health
- Establish systematic evaluation of initiatives
- Establish stronger links with performance management
- Consider the value of RDS doing community safety work

Relationships with partners are generally very good but there is room for further developments, specifically with health partners. This is acknowledged by NFRS and attempts are being made to improve this.

A systematic evaluation of initiatives would enable NFRS to target its work, when mapped over the community risk data that it holds. A strategy to link all plans, stating priority areas, could help to focus the excellent community safety work being done. Stronger measures could be implemented to focus prevention activities where they are most needed, and to measure against demand and wider community knowledge.

Risk Reduction Teams appear to understand the links with performance management but, apparently, there is no systematic internal reporting on their performance. Formulating appropriate measures will help to ensure that NFRS knows why what it is doing is appropriate and achieving good outcomes.

There were some questions about the policy not to involve RDS fire fighters in community safety work. NFRS may want to revisit this as part of its OD programme, maximising the local knowledge that RDS staff have. However, the team recognises that this policy was made specifically to reduce costs.

Protection

Strengths

- The emphasis is on business support and education although the need for enforcement is recognised
- Strong examples of partnership working, led by the Fire Safety group
- Good mix of both uniformed and non-uniformed inspecting officers
- Post-inspection survey is a valuable initiative

NFRS focus on educating business to prevent the need for enforcement action, which effectively helps to manage risks and reduces costs for businesses. The Business Education Advocate role which leads on this is seen as positive by the Service and partners and the peer team felt that having this role demonstrated notable practice. Enforcement action is taken when necessary but this usually leads to on-going activity to minimise further enforcement action. For example, enforcement action with one housing provider has led to collaborative working to improve fire safety with a number

of local housing providers, thus reducing the risk with one of the highest risk sectors in the area.

The Fire Safety Group links NFRS with the main housing providers and has led to policy changes. For example Nottingham City Homes has committed to fitting domestic sprinkler systems into all new builds. They also have a clear set of fire safety performance measures as a result of work with NFRS. This shows that NFRS is exercising leadership in the local area and working to change behaviours of individuals and businesses.

The mix of uniformed and non-uniformed inspecting officers enables a diversification of the workforce. Officers without an operational background learn about fire behaviour from attending incidents and incident de-briefs as well as knowledge transfer between personnel in the team. There is structured liaison between Fire Safety and operational crews such that fire fighters are able to pass on information about issues they are concerned with, for Fire Protection to investigate.

Areas to explore

- Consider wider measures linking to business growth and economy
- Sustainability of separate Fire Investigation and Enforcement teams
- Explore regional opportunities for collaboration
- Should RDS undertake site specific risk inspections?

NFRS sees the benefit locally of a growing economy and the role the Service can play in supporting this. However, clearer links with business organisations such as the LEP, Councils' Trading Standards and Environmental Health teams, local business forums or Chamber of Commerce will help to link fire protection work directly with business and local economic growth.

NFRS may wish to explore further collaboration in order to maintain its levels of Fire Investigation and Enforcement teams. The separation of the roles may not be sustainable in the long term.

Views were expressed that RDS could be undertaking site specific risk inspections. NFRS could explore how best to use and develop RDS knowledge and expertise, perhaps with more involvement in Protection and Prevention work.

Response

Strengths

- Positive partnerships and working relationships are well established with LRF partners
- The Operational Intelligence and Operational Assurance teams are seen as positive by crews

- Corporate functions are taking a positive approach to improving resources for the Response Function
- Self- rostering duty system is a real positive work-life balance
- NFRS / DFRS contingency arrangements are to be commended

Positive and engaging partnerships are well established and continue to develop as circumstances change which demonstrates that NFRS has an innovative, pragmatic approach. NFRS clearly works hard on building relationships with organisations and individuals and this is appreciated and respected by them. There is a shared understanding of priorities at senior levels.

Crews see the benefit of the Operational Intelligence and Operational Assurance teams. They are willing to learn from incidents and understand the value in thorough debriefs.

The Response function of the Service is supported by corporate functions. There are improvements being made to IT. Care should be taken to ensure that this work is done in consultation with end users, including the Service Development Centre. Future plans for co-location could consider learning from how well locating Transport on a station with Fire Protection and fire fighters has worked.

The peer team heard positive feedback about the introduction of a self-rostering duty system, enabling fire fighters to have a good work-life balance and helping to maintain motivation and commitment.

Contingency arrangements during periods of industrial action are to be commended. NFRS pooled available resources with Derbyshire FRS to cover the M1 corridor together, whilst maximising availability elsewhere. The team felt that this was notable practice and clearly improves outcomes for citizens.

Areas to explore

- Operational staff have a real passion to get involved with the changes which are needed. They want to be able to influence the decisions
- Consider having a more formal approach to the quality assurance of operational incident response

Operational personnel are knowledgeable and are keen to get involved with the changes that are needed. They understand the reasons for the changes, and want to be able to influence the debate. However, they are generally not aware that the SMT want to involve people in decision making processes. Consider using a targeted approach to getting a wide range of key staff involved, rather than open invitations.

A more formal approach to quality assuring operational incident response could further improve the link between risks and operational learning.

Health & Safety

Strengths

- There is clear leadership in, and championing of, Health and Safety at Officer and Member level
- Health and Safety systems are based on good practice, industry standards and are well established
- The approach to Health and Safety enables and supports rather than limits.

There is an active Health and Safety Committee, chaired by the ACFO who drives health and safety activity in the Service. Representative bodies are included and there is also a member champion. It is clearly perceived to be important across the Service.

Management systems are solid and appropriate and are based on HSG65. Audit Processes are established in order to ensure compliance with statute and legislation. Non-compliance is actively pursued.

Although necessarily operationally focused, the Health and Safety Team is clear about discharging its duty across all areas of the service. It has a pragmatic approach enabling rather than shackling activity and response. There is good awareness of how to use occupational health to support staff well-being. For example, trends were observed in sickness absence which led to the appointment of a fitness adviser.

Areas to explore

- Education, explanation and justification of the move to less prescriptive procedures and the introduction of guidance and discretion

There is a general misconception about the reason for changes in procedures. Clear briefings and explanations may be necessary to allay fears and give clarity on why the changes have happened and the benefits to Service.

Call Management and Incident Support

Strengths

- Control Room staff are trusted and professional. They are empowered to use judgement and initiative.
- The new control system will boost resilience, functionality and improve data management

Work on the TriService Control project means that the team were able to add little to the knowledge that NFRS already has about its strengths and areas to explore in this area.

4. Examples of Notable Practice

Fire Protection – the Fire Safety Group was established as a result of enforcement action that had to be taken against a housing provider. In order to improve the service it provides to its customers, and reduce the risk of further enforcement action, the housing providers established the Fire Safety Group to advise them. NFRS is an active part of this group and it has resulted in a reduction in investigations and enforcement action.

Safety Zone – Prevent action. There are a number of partners that come together to improve child safety including the Police, ambulance service, local colleges, local councils, the RNLI and the National grid. They work in sections delivering safety talks on several subjects. Although this isn't unique to Nottinghamshire, the delivery and enthusiasm amongst NFRS staff and partners was particularly good.

DB1 forms - The DB1 form is a relatively recent addition to the Service and provides means of feedback across all areas of the service so that all staff have the opportunity to view learning and where necessary implement this learning themselves. Forms are filled in following incidents or issues and are posted on the intranet as a form of 'lessons learnt'. Staff reported that these were used and were enabling geographically spread staff to learn from colleagues and partners

Staff suggestions – there is a formal mechanism to ensure that staff suggestions are taken seriously. Individuals keep ownership of their ideas, which hugely boost self-worth and importance. Individuals suggest an idea that gets discussed and worked up (with support if necessary) first at SMF< then CMB and finally SMT can agree to resource or approve it to go ahead. A firefighter gave an example of a suggestion he had put forward. The idea was not 'stolen' from him, rather he was encouraged to develop it himself and he presented it personally to every tier in the organisation. It raised his sense of self value and made clear that ideas are welcome whoever they come from.

DFRS / NFRS collaboration during strikes – Both Nottinghamshire FRS and Derbyshire FRS had very limited resources available during periods of industrial action. They effectively pooled resources along the M1 corridor to avoid overprovision along this shared boundary. This released much needed resources to cover other areas of each county.

First Contact form – This is a good example of partnership working and achieving positive outcomes for the community. It allows those who are delivering frontline community safety services to get other agencies involved where more complex issues are identified and require a joint approach. The form is designed to allow the sharing of information between agencies that come into contact with vulnerable members of the community during their day to day activities. Crews are trained to recognise safeguarding needs and can provide the information they have to other agencies that can provide the

support or care needed. The Community Safety Team have introduced this approach which is linked in with the adult safeguarding board, the MASH and health so that referrals can be made regardless of who identifies the vulnerable person.

Risk Reduction Teams – establishing, maintaining and developing excellent partnerships and community links in order to minimise community risk and achieve good outcomes for local citizens. There are excellent examples of involving partners and community organisations (as well as individuals) in improving the safety of residents and businesses in the local area. Outcomes include the Dementia Referral Scheme with Nottinghamshire Healthcare NHS Trust, use of University Students to break down language barriers, a positive move from enforcement to education to reduce risk, Safe Places Scheme,

Work with housing providers – Social housing is potentially a high level of risk for NFRS. As a result of enforcement action, NFRS now works with housing providers to prevent enforcement action from being necessary (although it will take action if necessary). NFRS has established a Business Education Advocate role, which works with many businesses following this approach. With the main housing providers, NFRS sits on the Fire Safety Group which identifies risks, trends and patterns from data and advises the providers on action to take in order to minimise risk and prevent enforcement action. It educates, which has a long-term positive effect as providers' understanding develops and appropriate fire protection measures are built into their standard procedures, processes and planning.

Master classes – These are aimed at creating a more inclusive and understanding workforce, learning around a topic or sharing good practice from inside or outside NFRS. For example, the June 2015 event was a Transgender Masterclass and included guest speakers including Katie Cornhill from Hampshire Fire and Rescue Service. There was good feedback on this individual master class, but also the concept for a learning organisation. Masterclasses are open to all personnel within the Service and are attended on a voluntary basis for personal development or interest. The frequency and topics will be decided by the Organisational Development Team. Consideration could be given to having clear aims and objectives and a method of evaluation to evidence the clear benefits (whilst retaining the informal and voluntary nature); the benefits can be used to provide evidence of the organisational development which is a key focus of the service.

Organisational Development Programme – this looks excellent and if it does achieve the outcomes which it aims to, this will be a model which other services may want to adopt based on organisational sustainability and achieving a workforce which is fully inclusive and understands the ever changing needs of its communities.

Operational Intelligence and Assurance team – this team provides a robust structure for the assuring operational competence across the organisation, providing links across a number of functions to ensure this was maintained. With ops always being at the forefront of fire and rescue services minds and

as the role expands, this structure could provide a model for other services to use.

5. Signposting to areas of good practice

Measuring Prevention work – Staffordshire FRS has set up a layered approach to measures working closely with its intelligence team. This links prevention activity with demand reduction. The top layer is a strategic overview and the middle tier links activity with where and who needs it the most including targeted home fire risk checks. The bottom layer is gathering feedback from the community through revisits and postal questionnaires using volunteers.

Staff Briefings on the financial situation - Staffordshire FRS have conducted financial briefings and workshops to engage the work force and update on work progressing.

Integrated Risk Management Planning – Cornwall Fire and Rescue Service are taking a more integrated approach to risk, becoming more focussed on a holistic approach to community risk. NFRS may find it useful to see how this has allowed for efficiencies through closer working with partners.

Community Risk Reduction – Cornwall Fire and Rescue Service has designed a process which allows risk to be identified at a local and station level through a Risk Based Evidence Profile. This looks at a number of factors and data sets to formulate an intelligence base on which to plan activities to reduce risk.

Partnership Governance and Evaluation – Hampshire Fire and Rescue Service or Cornwall Fire and Rescue Service. If Notts FRS plans to develop work within their at risk communities using different partners, consideration could be given to setting up a governance framework which includes ensuring the ethical standards of the partners. Hampshire and Cornwall FRS both offer examples of this. The Service will be benefiting from the partnership arrangement and a clear exit strategy.

Encouraging initiatives and evaluation - Hampshire Fire and Rescue Service supported Cornwall FRS in their Initiative and Evaluation and have an excellent understanding of the methods of evaluating community based activities in order to evidence the outcomes and benefits for communities. This process also ensures the service is targeting their activities based on risk priorities.

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NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Nottinghamshire and City of Nottingham
Fire and Rescue Authority
Policy and Strategy Committee

FEES AND CHARGES

Report of the Chief Fire Officer

Date: 13 November 2015

Purpose of Report:

To revise the scale of charges in relation to special service calls and the use of Service facilities (hire of rooms).

To revise the scope of special service calls where charges are made.

To extend the regime of room hire charges to all premises within the Service.

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1. BACKGROUND

- 1.1 The services provided by the Fire Authority are set out in the Fire and Rescue Services Act 2004 (the Act) and the cost of these services is met from the Authority's funding from central Government and local council tax and business rate payers. A fire authority is given power under Section 19 of the Act to apply a charge for certain incidents that do not involve the extinguishment of fire, the protection of life or property in the event of fire, or the provision of emergency medical assistance.
- 1.2 The Act stipulates that in setting the amount of a charge, the income from charges must not exceed the cost to the Authority of taking the action for which the charges are imposed. This same principle is set out in Section 93 of the Local Government Act 2003 in relation to other discretionary services provided by local government bodies.
- 1.3 The Authority has an existing set of fees and charges, which have been in place for some time and are now outdated. Income raised from these fees and charges has been relatively low in recent years.
- 1.4 This report focuses on two areas of directly charging for discretionary services and seeks approval to update the fees and charges for these services and then to extend beyond current arrangements the range of services charged for in the future.

2. REPORT

SPECIAL SERVICES

- 2.1 The Fire and Rescue Services (England) Order 2004 (SI 2305/04) details the special services for which a charge can be made by English fire authorities. These are:
 - 1) Containment and clearance of debris, spillages, discharges or leaks from a vehicle, storage tank or pipe.
 - 2) Provision or removal of water.
 - 3) Effecting entry to, or egress from, premises.
 - 4) Rescuing persons from lift cabins.
 - 5) Rescuing animals.
 - 6) Removal of dangerous structures.
 - 7) Lifting of incapacitated persons.
- 2.2 The current schedule of fees and charges is set out in Appendix B, and allows for an hourly rate to be charged for personnel, vehicles and equipment used at any type of special services incident. The charges were last calculated in 2002. The same appendix shows the proposed new charges, which have been calculated with reference to the actual cost of providing services in the most recent full financial year (2014/15).

CHARGING FOR SPECIAL SERVICES IN THE FUTURE

- 2.3 Although charges for special services have been in place for many years, the Service does not routinely attempt to recoup the associated costs. It is custom and practice to not make a charge for most special services.
- 2.4 A survey of other fire and rescue services in the UK has revealed that more than half actively pursue cost recovery for defined incidents. Of the fifteen other English FRSs that make up Family Group 4: ten actively pursue cost recovery, three are considering their position and only two have ruled it out as a policy. The amounts recovered by other family group members (where known) range from £1k to over £100k per annum. (See Appendix D).
- 2.5 It is proposed, within the current context, that the Authority seeks to recover costs from some of the special services listed in Paragraph 2.1 within the following framework:
- 2.5.1 Charges for the containment and clearance of debris, spillages, discharges or leaks from a vehicle, storage tank or pipe would be made where the owner can be readily identified. With regards to vehicles following road traffic collisions, charging would only be considered after the conclusion of the emergency phase, and where the services provided go beyond that normally encountered from a collision – eg: clearance of a shed load or tanker discharge.
- 2.5.2 Charges for the provision or removal of water would relate to flooding in premises that has been caused by a lack of appropriate maintenance or mistakes on the part of contractors. For example, these could include insurable risks such as burst pipes and leaking roofs. Charges would not be made for flooding caused by inclement weather or other natural disasters.
- 2.5.3 Charges for releasing persons from lift cabins would apply on the second occasion that the Service attends such an incident at the same premises. The charge would be made to the owners of the premises or the maintenance company responsible, not to the person(s) being released.
- 2.5.4 Charges for effecting entry to a premise would apply in circumstances that would be best facilitated by a lock smith. They would not apply when the incident involves a vulnerable person – eg: elderly person or child, or where there is the potential for a fire, or other emergency to occur.
- 2.5.5 Charges for the removal of a dangerous structure would only apply where there is no risk to life, property or public infrastructure.
- 2.5.6 No charge will be made for rescuing animals.
- 2.5.7 No charge will be made for lifting incapacitated persons.

- 2.6 If this proposal is approved, it is anticipated that the number of chargeable special service incidents attended by the Service will fall. This is because the introduction of charges will prompt some callers to seek an alternative, more appropriate solution to their problem.
- 2.7 Revised procedures will be required and employees trained to ensure appropriate implementation of the framework. In addition, there will be a targeted campaign to raise awareness within the business community of the charge for releasing persons from lift cabins.
- 2.8 It is proposed that the revised arrangements would be implemented with effect from 1 April 2016.

HIRE OF ROOMS

- 2.9 Facilities at the Authority, in terms of rooms at venues such as Headquarters and fire stations, are available for use by members of the public and other organisations for various activities. Since 2010 charges have applied for the use of facilities at headquarters for organisations using rooms where there is no Service involvement in the meeting or where the priorities of the Service are not being worked towards through whatever activity is taking place.
- 2.10 The existing schedule of fees and charges is set out in Appendix C, together with the proposed new charges, which have been updated to reflect the current cost of providing and servicing meeting rooms. Such costs include premises and insurance costs, wear and tear on furniture and the cost of staff arranging the booking of facilities and servicing the meetings.
- 2.11 Charges for the hire of meeting rooms have been applied at Headquarters over the past five years, but not at other Service premises. This has led to an inconsistent approach in how the Service deals with community groups and businesses using facilities. For example, groups that have approached Headquarters and not wished to be charged for their booking have then gone on to hold their meetings at Highfields fire station free of charge.
- 2.12 The demands on the Service in this area have increased, particularly at Highfields fire station (300 bookings per annum) where there are good facilities available. As the use of rooms has increased, the work required from the administration team at that site has also escalated.
- 2.13 A review of the use of facilities by the public has been undertaken and the policy has been updated. It is proposed that charging for the hire of rooms is extended to all Service premises as opposed to only Headquarters, and that a decision-making tool is used to assess whether a full charge, discounted rate or no charge should be applied to the person or organisation proposing to hire a room. (See Appendix E)
- 2.14 This proposal will help to ensure that the Service applies a cost recovery system which does not disadvantage the Service, does not disadvantage

other non-profit making organisations, is aligned to the Service's key priorities and objectives, and adds social value to the communities served. If this proposal is approved, it will be applied with effect from 1 January 2016.

FUTURE REVIEW OF CHARGES

- 2.15 It is proposed that a full review and recalculation of charges will take place every three years to maintain the principle that charges must only recover the cost of services provided. In the interim years, fees and charges will be updated annually for inflation utilising the Consumer Price Index. Updated fees and charges will be reported to the Fire Authority in the budget report each February.

3. FINANCIAL IMPLICATIONS

- 3.1 Income raised from charging for special services over the past three years has averaged £7k per annum.
- 3.2 In 2014, 195 special services incidents were attended which would have qualified for charges to be made. These incidents could have generated income of around £77k if charges had been made. In view of the likelihood of incident numbers falling, it is proposed that the current budget of £30k for special service income is increased to £60k in 2016/17 and is reviewed annually if the proposal to make charges is approved.
- 3.3 Virtually no income has been raised from charging for the use of facilities (room hire at Headquarters) over the past three years. Around 300 room hire bookings are made each year at Highfields fire station alone. These bookings would have generated income of around £41k if charges had been made although room bookings at other fire stations are likely to be minimal in comparison due to the smaller number of rooms available. It is recognised that if the proposal to extend charging to all Service premises is approved it may well lead to a fall in the number of bookings made. In view of this it is proposed that a budget of £30k is set for use of facilities income in 2016/17 and is reviewed annually if the proposal to extend charging is approved.
- 3.4 These financial implications will form part of the budget recommendation reported to the Fire Authority in February 2016, if the recommendations in this report are approved.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

- 4.1 There are human resources implications relating to the administration of charges for both special services and the use of facilities. Existing processes will need to be reviewed to ensure that they are suitable for managing the increased workload, and amended if required.

- 4.2 Control staff will decide whether or not an incident is chargeable on receipt of the call. Costs would be explained and the caller's approval sought before resources are mobilised. This process would be explained in a revised Control Procedure.
- 4.3 The officer in charge of the incident would be responsible for collecting information from the person liable for the charge. Some familiarisation training would be required but is unlikely to have a significant impact.

5. EQUALITIES IMPLICATIONS

- 5.1 An equality impact assessment has been undertaken in relation to special services charging and has found that there would be no negative impact as a result of this policy being introduced.
- 5.2 An equality impact assessment has been undertaken in relation to the use of facilities and the implications are that this has a neutral impact to both employees and the communities NFRS serves. However, the decision-making process has been discussed with the Equalities and Diversity Officer and it has been noted that there may be a positive impact on groups identified as at risk of being involved in an incident or those the Service aims to support through the equality and inclusion agenda. This initial equality impact assessment is attached at Appendix A.

6. CRIME AND DISORDER IMPLICATIONS

There are no crime and disorder implications arising directly from this report.

7. LEGAL IMPLICATIONS

It is a requirement for Members of the Fire Authority to make decisions on the application of charges to recover costs. The recommendations in this report, if supported by the Policy and Strategy Committee, will need to be taken forward to the full Fire Authority for approval and implementation.

8. RISK MANAGEMENT IMPLICATIONS

- 8.1 The Service's Business Risk Manager has identified the requirement to inform the Service's insurers if costs are recovered for the use of facilities, to ensure that the public liability risk is insured. It is anticipated that the resultant increase in insurance premium will be a nominal amount.
- 8.2 Additional risk comes from the potential for negative publicity as a result of the extension of charging. This risk has been mitigated by not pursuing cost recovery for the more emotive incident types relating to animal rescue and incapacitated persons and by implementing concessionary, or no charges, for

the hire of rooms by in certain circumstances. The risk will be further reduced with a targeted communications campaign to raise awareness of the changes amongst affected parties.

9. RECOMMENDATIONS

It is recommended that Members:

- 9.1 Support the proposed new charges for special services, as set out in Appendix B, and refer these onto the full Fire Authority for approval.
- 9.2 Support the proposal to recover the costs of attending special service incidents within the framework set out in Paragraph 2.5 of the report and refer these onto the full Fire Authority for approval.
- 9.3 Members support the proposed new charges for the hire of rooms, as set out in Appendix C and refer these onto the full Fire Authority for approval.
- 9.4 Members support the proposal to extend charging for the use of facilities to all Service premises and refer this onto the full Fire Authority for approval.
- 9.5 Members approve the proposal to fully review fees and charges every three years, and to amend fees and charges to reflect inflationary changes in the interim years.

10. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None

John Buckley
CHIEF FIRE OFFICER

Initial Equality Impact Assessment.

This questionnaire will enable you to decide whether or not the new or proposed policy or service needs to go through a full Equality Impact Assessment.

Title of policy, function, theme or service:		Use of facilities policy (2015 review to include cost recovery for room hire)							
Name of employee completing assessment:		Bridget Aherne					Department and section:		
							Corporate Comms & Admin		
1.	State the purpose and aims of the policy or service and who will be responsible for implementing it. The facilities policy has required updating for a number of years as it has been suspected that the service has been disadvantaging itself financially (and, therefore, the community) by failing to recover the costs incurred. Analysis has been undertaken to establish the costs that could and should be recovered against the time and costs involved in administering a cost recovery system and it has been found to be significant sums that the Service should be recovering. The policy update proposes a cost structure, system to recover it and a set of guidelines / criteria for charging that is proportionate and reflects the role we have in the community as a public service.								
2.	Please indicate below if the effect of the policy, function, theme or service will be positive, negative, neutral or unknown.								
	Age	Disability	Family status	Gender	Race	Sexual Orientation	Religion and Belief	Vulnerability	Rurality
Employees	neutral	neutral	neutral	neutral	neutral	neutral	neutral	neutral	neutral
Public	neutral	neutral	neutral	neutral	neutral	neutral	neutral	neutral	neutral

3.	<p>Please explain the impact you have identified.</p> <p>The neutral impact on colleagues has been identified because, while some additional work is required in administering the policy in its updated form, it now acknowledges and reflects work that was already involved and recovering costs appropriately will allow the service to resource such activities appropriately.</p> <p>The neutral impact on the public reflects the fact that the Service has not been recovering costs from groups or individuals whose objectives are either commercial or not aligned to the risks the Service addresses through its work. By recovering costs from those it should be doing, the Service will be better able to target its resources at those who needs we address through the service we deliver or those who have objectives aligned to those of the Service. Community groups with a genuine need and who provide activities that help create safer communities as per the priorities of our IRMP will still have free access to facilities, where there is some but not full alignment we will implement a partial cost recovery system and where groups or individuals are using facilities for their own / separate priorities we will recover full costs and a fair, appropriate and consistent decision-making process will be implemented as part of the policy update if it is agreed.</p>				
3a)	<p>Please explain any steps you have taken or may take to address the impact you have identified.</p> <p>Please see the above: cost recovery will be applied fairly and consistently through centralising booking process and providing colleagues involved in the process with decision-making tools, models and training.</p>				
4.	<p>Identify the individuals and organisations that are likely to have an interest in, or be affected by the policy, function, theme or service. <i>This should identify the persons/organisations that may need to be consulted about the policy or service and its impact.</i></p> <p>Users of rooms at NFRS locations – community groups, businesses and partner organisations. Other departments responsible for elements of maintaining facilities such as estates, ICT and finance.</p>				
5.	<p>Has consultation (with the public, managers, employees, TUs etc) on the policy, function, theme or service been undertaken?</p> <table border="1" data-bbox="1624 1077 2087 1193"> <tr> <td data-bbox="1624 1077 1736 1193">Yes</td> <td data-bbox="1736 1077 1848 1193"></td> <td data-bbox="1848 1077 1960 1193">No</td> <td data-bbox="1960 1077 2087 1193">X</td> </tr> </table>	Yes		No	X
Yes		No	X		

5a.	Please provide details for your answer including information regarding when consultation will take place if you have ticked yes.			
	Advice to users of NFRS facilities have been advised on booking space at our main sites for the six months to a year that it is the intention to begin recovering costs. Consultation with the internal stakeholders described above has taken place formally at management groups such as SMF and informally during the process of updating the policy and creating the cost recovery structure.			
6.	Has the Equality and Diversity Officer been contacted?	Yes	<input checked="" type="checkbox"/>	No
6a.	If Yes please outline below the outcomes/concerns highlighted in the discussion.			
	The E&D Officer advised that the impact is likely to be neutral across the board based on the details presented to him in the paper and the policy update. However, it is anticipated that as the decision-making model is designed to ensure groups in the IRMP are given discounted or free use of NFRS rooms then there may be some positive affects for groups identified as being at increased risk of being involved in an incident or as being a priority for NFRS to work with through the equality and inclusivity strand of the Service plan.			
If No please ensure that the Equality and Diversity Officer is contacted.				
If Yes , Please record here the date the Equality and Diversity Officer was contacted regarding this initial equality impact assessment.				
Date: 23 March 2015				

SPECIAL SERVICES – SCALE OF CHARGES

	Existing Charges	Proposed New Charges
Personnel: per hour, or part of an hour:		
Full Crew	-	£268.80
Station Manager and above	£46.82	£60.00
Watch Manager	£31.12	£49.20
Crew Manager	£30.89	£46.80
Firefighter	£27.38	£44.40
Appliances and Vehicles: per hour, or part of an hour:	-	£39.60
Above 6 tonne operating cost	£66.26	-
Above 6 tonne standby cost	£60.62	-
Below 6 tonne	£32.42	-
Portable Pumps: per hour, or part of an hour:		
Above 1,000 lpm	£62.04	-
Below 1,000 lpm	£35.24	-
Loan Salvage Sheet:		
Charge for fitting	£210.47	£268.80
Charge for removing	£210.47	£268.80
Daily charge	£14.42	-
Charge for salvage sheet	-	£86.39
Copy of a Fire Report	£34.98	£66.00
















Notes:

All charges above include VAT at current rate, where applicable

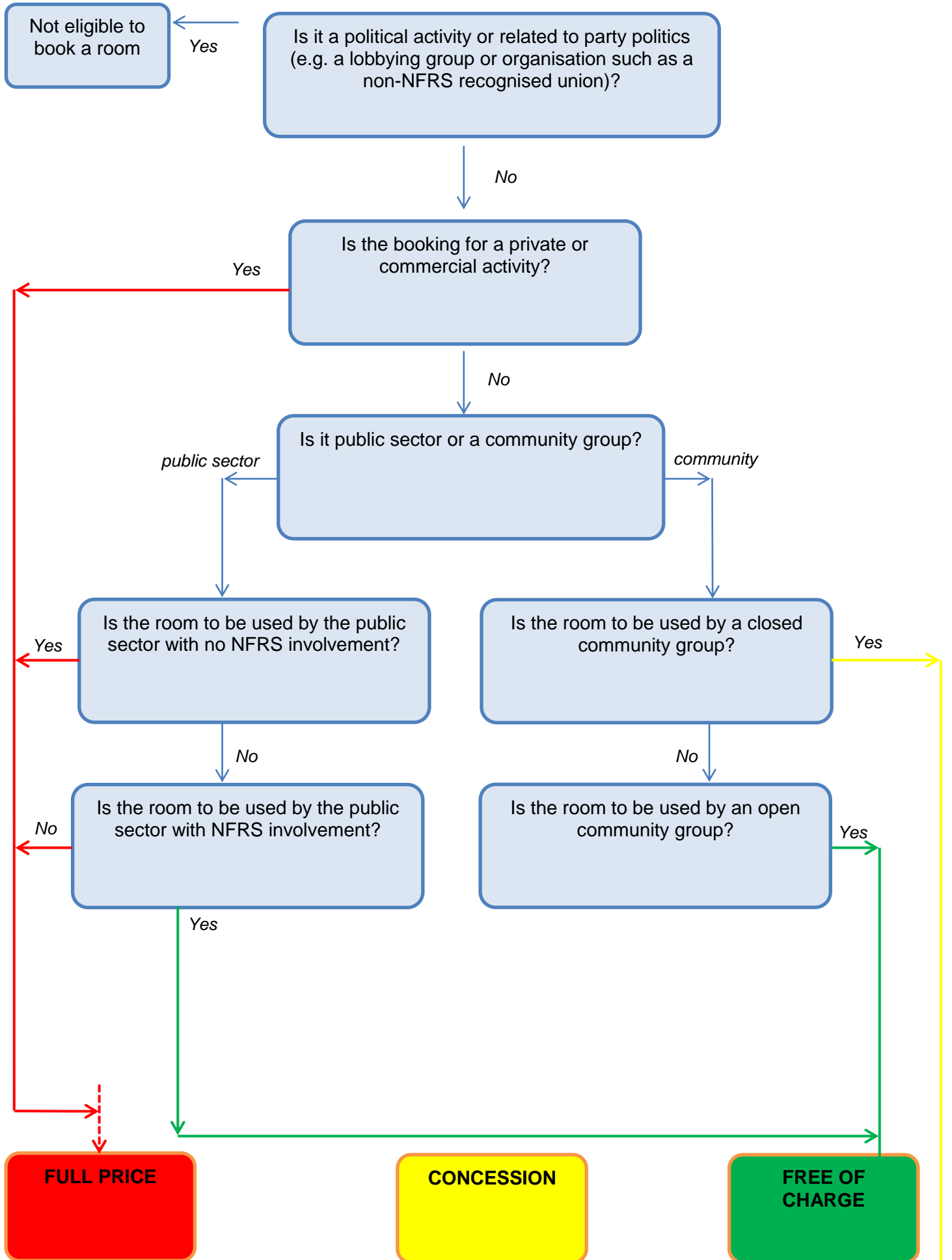
USE OF FACILITIES – SCALE OF CHARGES

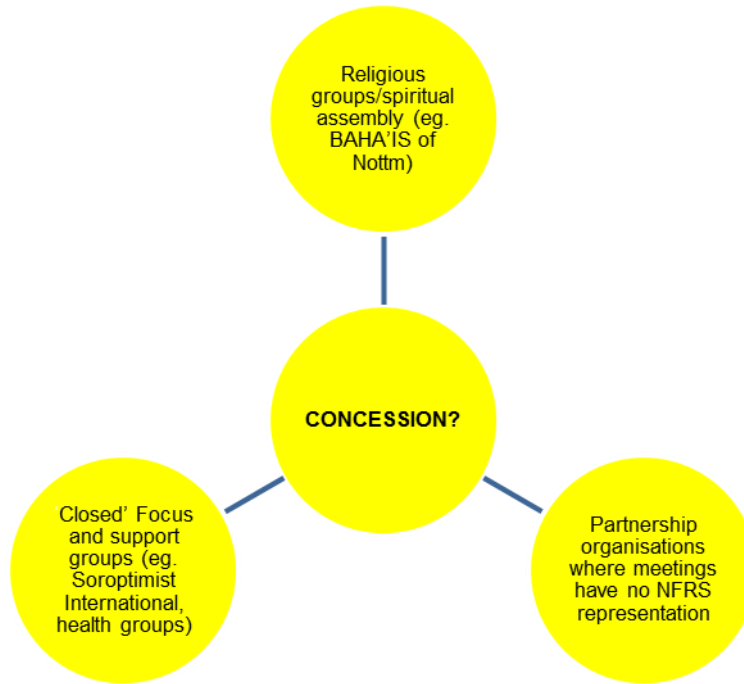
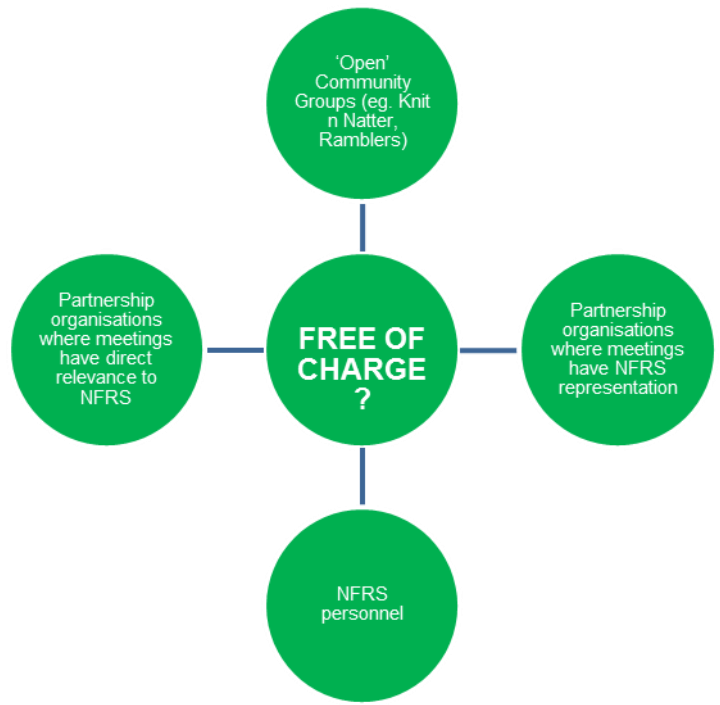
	Existing Charges	Proposed New Charges
Hire of Meeting Room: per day or part of a day		
Standard Charge	£204.00	
Charge if setting up required out of normal hours	£228.00	
Hire of Meeting Room		
Full day		£225.60
Half day		£116.40

SUMMARY OF FAMILY GROUP 4 CHARGING POLICIES

Fire Authority	Containment & clearance of debris, spillages, discharges or leaks	Provision or removal of water	Effecting entry to, or egress from, premises	Rescuing persons from lift cabins	Rescuing animals	Removal of dangerous structures	Lifting of incapacitated persons
Avon 	Yes	Yes	Yes	Yes	No	Yes	No
Cheshire 	No	No	No	No	No	No	No
Cleveland 	Yes	Yes	Yes	Yes	No	Yes	No
Derbyshire 	Considering	Considering	Considering	Considering	Considering	Considering	Considering
Essex 	Yes	Yes	Yes	Yes	Yes	Yes	No
Hampshire 	Considering	Considering	Considering	Considering	Considering	Considering	Considering
Hereford & Worcester 	Yes	Yes	Yes	Yes	No	Yes	No
Hertfordshire 	Yes	Yes	Yes	Yes	Yes	Yes	No
Humberside 	Yes	Yes	Yes	Yes	No	Yes	No
Kent 	No	No	No	No	No	No	No
Lancashire 	Yes	Yes	Rarely	Rarely	No	Yes	No
Leicestershire 	Rarely	Rarely	Rarely	Rarely	Rarely	Rarely	Rarely
Lincolnshire 	Yes	Yes	Yes	Yes	Yes	Yes	No
Staffordshire 	Yes	Yes	Yes	Yes	No	No	No
Surrey 	Yes	Yes	Yes	Yes	Yes	Yes	No

Decision Tree for Charging





The grey area is not necessarily who is using the room, but what they are using the room for (eg. a district council requests that its domestic violence team be allowed to hold meetings on station X. They have requested that the use be free of charge. The council's team member cites the need for Fire Service personnel to be more aware of domestic violence issues, particularly when carrying out HSCs - this is in a bid to secure free use. Further questioning of the district council member reveals that the room is required to interview witnesses in specific cases. The Service will not be involved in the process. NFRS does not gain any benefit from the room's use in these circumstances, therefore, any booking would attract a charge.

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NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Nottinghamshire and City of Nottingham
Fire and Rescue Authority
Policy and Strategy Committee

LIVING WAGE FOR SUPPLIERS

Report of the Chief Fire Officer

Date: 13 November 2015

Purpose of Report:

To seek approval to apply to be an accredited Living Wage Employer through the requirement of the living wage to be paid to staff employed by contractors providing services to Nottinghamshire Fire and Rescue Service.

CONTACT OFFICER

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Deputy Chief Fire Officer

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Media Enquiries Contact : Bridget Aherne
(0115) 967 0880 bridget.aherne@notts-fire.gov.uk

1. BACKGROUND

- 1.1. In April 2013 the Nottinghamshire Fire and Rescue Service (NFRS) implemented the living wage to its employees. The introduction of this policy affected a very small number of people within the Grade 1 pay scale bracket.
- 1.2. In order to become a Living Wage Employer, the Living Wage Foundation requires that contracted staff such as cleaners, catering and security are paid the living wage. In order to gain accreditation, organisations need to put in place milestones for introducing the living wage across supply contracts. Support for the recommendation within this report will enable an application for accreditation to be made.
- 1.3. The Living Wage Foundation reports that the adoption of the living wage can bring benefits to businesses, families and society in general. For instance, an independent study examining the business benefits of implementing a living wage policy in London found that more than 80% of employers believe that the living wage had enhanced the quality of the work of their staff, while absenteeism had fallen by approximately 25%. Two thirds of employers reported a positive impact on recruitment and retention within their organisation.
- 1.4. The Chancellor recently announced a new 'living wage' as part of his budget speech which promised to pay over 25s £9 per hour by 2020. This rate was not calculated by the Living Wage Foundation and is, in effect, a higher National Minimum Wage, rather than a living wage which is based upon the cost of living. For the purposes of this paper the term 'living wage' will refer to that figure calculated and endorsed by the Living Wage Foundation. The rate referred to in the Chancellor's speech will be referred to as the 'National Minimum Wage'.
- 1.5. The living wage is currently £7.85 per hour, and the Chancellor's revised National Minimum Wage for over 25's will be £7.20 from April 2016.
- 1.6. The purpose of this report is to ask Members to consider the extension of the requirement of a living wage being paid to directly employed staff, to staff employed through services-related contracts that NFRS procures.

2. REPORT

- 2.1 The Authority has not yet committed to gaining accreditation as a Living Wage Employer, but there is a social and ethical case to consider this, and extending the policy to service contracts will facilitate the process.
- 2.2 This proposal fits within 'Service Priority 6 – Inclusion and Equality' from the Service's IRMP 2014-2019. Specifically, the commitment to engage with wider social and ethical issues at a strategic level. The expected outcome of this objective is to:

‘Support or develop initiatives and use our influence to positively contribute to a wider agenda of engagement on issues which affect the day-to-day lives of people in Nottinghamshire and make the County a better place to live and work.’ (p54, IRMP)

- 2.3 Research undertaken by the University of Strathclyde in partnership with the Living Wage Foundation has found a range of positive benefits from adopting the living wage with both directly employed staff and those people employed by suppliers via contracts. Please see Appendix A for an extract from that case study and direct quotes from companies bidding for the contract.
- 2.4 The research shows that payment of the living wage to the poorest 10% of households would see their disposable income rise by around 7 per cent on average, with an expectation that a large proportion of salary increases would be spent within the local economy, as low paid workers tend to live close to the workplace.
- 2.5 Furthermore, evidence from a range of sources suggests that the living wage can be linked directly to reduced absenteeism and staff turnover, and workers feeling more positive about their employment.
- 2.6 The requirement of the living wage to be paid to staff employed through contracted services has the potential to increase contract costs, however this is likely to happen anyway due to the increases expected through the Chancellor’s commitment to raise the National Minimum Wage.
- 2.7 It is difficult to predict the exact financial impact in the longer term, however the potential is low, firstly due to the very small number of contracts for service being let by NFRS, and secondly, the majority of contractors will already be paying at a level above the living wage. One area that is expected to be affected is the cleaning contract.

3. FINANCIAL IMPLICATIONS

- 3.1 The introduction of the new National Minimum Wage of £7.20 per hour for over 25’s has the potential to increase the contract cost for services at NFRS. This will increase further if the living wage of £7.85 becomes a policy requirement through tendering.
- 3.2 Using the example of the cleaning contract currently in place, this has the potential to rise by approximately £15k per year through the implementation of the living wage, assuming the contract hours remained constant through the retendering process.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

There are no direct human resources or learning and development implications arising from this report.

5. EQUALITIES IMPLICATIONS

An equality impact assessment has not been undertaken because this does not represent a change in service delivery policy, function or service.

6. CRIME AND DISORDER IMPLICATIONS

There are no crime and disorder implications arising from this report.

7. LEGAL IMPLICATIONS

As a public sector organisation NFRS needs to comply with EU Regulations and Public Contracts Regulations and the Treaty principles. Social considerations, including the living wage can now be included as a Contract condition within a set of criteria.

8. RISK MANAGEMENT IMPLICATIONS

- 8.1 It should be noted that there are financial risks associated with adopting this principle. These are not anticipated to be significant, but will add further burden to the ongoing financial pressures.
- 8.2 In making the decision and assessing risk, Members also need to consider the potential benefit this could bring to NFRS's contractors' employees, the wider economy and communities of Nottinghamshire.

9. RECOMMENDATIONS

That Members agree to pursue the accreditation as a Living Wage Employer through the implementation of the requirement for providers of service contracts to pay their staff the living wage through tendering processes as and when they are renewed.

10. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

John Buckley
CHIEF FIRE OFFICER

AVIVA CASE STUDY

Bidder A

“Overall, we believe the Living Wage has many positive impacts including individual well-being, commitment, enhanced family and community life which in turn improve loyalty, performance and standards.”

Bidder B

“We are committed to setting pay rates on the Aviva contract in accordance with the Living Wage and, in doing so, we will provide Aviva with the following benefits: • Creating an opportunity for people to provide for themselves and their families; • Improved levels of service; • Improved employee’s opinion of and commitment to their role; • Improved productivity; • Increased motivation and morale; • Reduced absenteeism (c.25%); • Minimised disruption to your business; • Substantial positive impacts on recruitment and retention; • Support your CR strategy and targets.”

Bidder C

“Where our clients have elected to implement the Living and London Wage we have seen a reduction in employee turnover, improved engagement and enhanced performance as we are able to attract the best calibre people in the market to these contracts. In one small study of a group of contracts that pay the Living Wage versus a group of similar contracts that did not, we saw a 4% decrease in employee turnover.”



NOTTINGHAMSHIRE
Fire & Rescue Service
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Nottinghamshire and City of Nottingham
Fire and Rescue Authority
Policy and Strategy Committee

INFORMATION SHARING AGREEMENT BETWEEN THE FIRE AND RESCUE SERVICE AND THE NATIONAL HEALTH SERVICE (ENGLAND)

Report of the Chief Fire Officer

Date: 13 November 2015

Purpose of Report:

To provide Members with an overview of the information sharing agreement between NHS England and the Fire and Rescue Service nationally.

CONTACT OFFICER

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1. BACKGROUND

- 1.1 Nottinghamshire Fire and Rescue Service (NFRS) has a strong reputation for partnership working locally and continues to seek opportunities to reduce risk to the most vulnerable within the community. The esteem in which the Service is held is envied by others in its ability to reach those most vulnerable in society as NFRS is considered a trusted partner agency.
- 1.2 The future health of the nation is seen as a key challenge, with a growing and ageing population it will continue to increase pressure upon the reducing resources available across the public sector.
- 1.3 Through Health and Wellbeing Boards it is recognised that the sharing of data increases collaboration and the resources available to address cross cutting issues.
- 1.4 The Chief Fire Officers Association, working with NHS England, has long recognised that agencies are often visiting the same vulnerable individuals in society, at times in an unco-ordinated manner. This highlighted the need for much wider data sharing to ensure resources are appropriately targeted.
- 1.5 Traditionally the sharing of health data beyond the health sector has been regarded as difficult to achieve and has had wide reaching consequences where information security has not been maintained. This can lead to significant financial penalties and damage to an organisation's reputation.
- 1.6 Members will also be aware of a previous report submitted to the Policy and Strategy committee in November 2014, which outlined the impact on the Service arising from robust information management, as demand for information and transparency has increased in recent years.
- 1.7 Information sharing agreements are a formal document for all parties to understand and communicate responsibilities placed upon organisations to achieve common objectives, whilst maintaining good information management with specific consideration to the Data Protection Act 1998.

2. REPORT

- 2.1 The information sharing agreement contains data (known as Exeter data) for all over 65's and highlights names, date of birth, gender and address due to the propensity of older people being more at risk from fire.
- 2.2 The Agreement therefore has the following three objectives:
 - To reduce deaths and injuries as a result of fire;
 - To reduce human misery and impact on the NHS; and
 - Improving health and wellbeing by working closely with health and social care.

- 2.3 Receiving the data does not automatically mean that NFRS will need to deliver services to everyone aged 65 and over, as they are not all at an increased level of risk. This data provides a richer picture and increases the ability to target resources and ensure preventative work is most effective.
- 2.4 The data is being provided via encrypted email by NHS England from a central hub known as the Health and Social Care Information Centre. To ensure the data remains current it will be refreshed every 12 months following the initial release.
- 2.5 Alongside the information sharing agreement, a risk register has been provided for each fire service to consider within its own risk management arrangements. Officers are now engaged with analysing how to process and integrate with the data already held locally and how to target resources towards those most vulnerable.
- 2.6 The health sector fully believes that this initiative and closer collaboration will support key objectives within the Better Care Fund, namely: 'Scheme 1 – Integrated Access to Care – Maximising Independence and Self-Help'.

3. FINANCIAL IMPLICATIONS

There are no financial implications arising from this report.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

- 4.1 Implications arise from the need to build the capacity and competence of staff within the Service to meet the information processing and security requirements necessary to maintain the conditions placed upon the Authority within the agreement and ensure compliance.
- 4.2 This will require line managers to consider the knowledge and skills of staff as part of the personal development review process and identify ongoing learning and development requirements.

5. EQUALITIES IMPLICATIONS

There are no equality implications arising directly from this report as it provides an overview of the information sharing agreement designed to support existing policies in relation to the delivery of services which have been equality impact assessed.

6. CRIME AND DISORDER IMPLICATIONS

There are no additional crime and disorder implications arising from this report.

7. LEGAL IMPLICATIONS

- 7.1 Legal implications arise from the statutory framework relating to data protection and information sharing and is a complex area to assure compliance. Monitoring and enforcement of such agreements will be a matter for the Information Commissioner's Office and their intervention may arise from complaints made as to how the Service meets its legal obligations and manages application of the agreement.
- 7.2 Each organisation included may leave the agreement by giving 60 days' notice in writing to the other parties, however this may significantly limit the Service's ability to share data in future and be party to the wider health agenda.

8. RISK MANAGEMENT IMPLICATIONS

- 8.1 Risk arises from the Service's ability to appropriately manage its legal duties. The processing of personal data is already recognised within the corporate risk register and is subject to regular review to ensure changes are highlighted and reflected in any future register.
- 8.2 There are a number of risks if NFRS do not observe these legal obligations, ranging from financial penalties, court actions and reputational damage to the Authority.

9. RECOMMENDATIONS

That Members note the contents of this report.

10. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

John Buckley
CHIEF FIRE OFFICER



NOTTINGHAMSHIRE
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Nottinghamshire and City of Nottingham
Fire and Rescue Authority
Policy and Strategy Committee

PRINCIPAL OFFICER PAY REVIEW

Report of the Clerk and Treasurer to the Fire and
Rescue Authority

Date: 13 November 2015

Purpose of Report:

To present the outcomes of the Principal Officer pay review which is undertaken on two yearly basis, and seek a recommendation to the Combined Fire Authority.

CONTACT OFFICER

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Malcolm Townroe, Clerk to the Fire Authority

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**Media Enquiries
Contact :** Bridget Aherne
(0115) 967 0880 bridget.aherne@notts-fire.gov.uk

1. BACKGROUND

1.1 The conditions of service for Principal Officers within Nottinghamshire Fire & Rescue Service are largely determined by the National Joint Council (NJC) for Brigade Managers of Local Authority Fire and Rescue Services. The NJC seeks to reach agreement on a national framework of pay and conditions for Brigade Managers for local application throughout the Fire and Rescue Services in the UK. Collectively the agreements are contained within the “Gold Book”.

1.2 The Gold Book makes the following statements with regard to salary and also gives advice and guidance to Authorities on pay determination, as attached as Appendix A of this report:

“The NJC will publish annually recommended minimum levels of salary applicable to Chief Fire Officers employed by Local Authority Fire and Rescue Authorities.

There is a two-track approach for determining pay for Brigade Manager roles:

- (i) at a national level the NJC shall review annually the level of pay to all of those covered by this agreement;
- (ii) all other decisions about the level of pay and remuneration to be awarded to individual Brigade Manager roles will be taken by the Fire Authority locally who will annually review those salary levels” – advice on other considerations when setting salary levels has also been provided by the NJC and is included within Appendix A.

1.3 At its meeting on 31 January 2014, the Policy and Strategy Committee agreed revised benchmarking arrangements as part of its local review of Chief Officer pay. The comparator group comprises of 18 Fire and Rescue Services who form the “Family Group” of authorities who are similar to the Nottinghamshire Fire & Rescue Service in terms of population size, deprivation levels, risk area and total fire calls. In determining its decision on an appropriate pay level, it was agreed that consideration would be given to the median average salary of this review group. Those Fire and Rescue Authorities who make up the Family Group are set out at Appendix B.

2. REPORT

2.1 In accordance with the Authority’s published Pay Policy, Principal Officer salary levels are reviewed in line with national pay agreements on an annual basis, and are subject to local review every two years.

2.2 The salaries applied to Principal Officers below the level of Chief Fire Officer are based upon a % of the Chief Officer salary, as follows:

- Deputy Chief Fire Officer – 82.5%
- Assistant Chief Fire Officer – 75%

- 2.3 In setting the Chief Fire Officer's pay, the Authority has consistently applied the same methodology for a number of years. This methodology determined that the Chief Fire Officer's salary from 1st January 2015 should be £147,368 per annum and this salary was applied.
- 2.4 As part of this process, Members requested that the methodology used in future should be changed to take account of a broader range of comparator Fire Authorities. It was decided to use the Audit Commission "family group" which is supposed to group together Authorities with similar characteristics and a benchmarking review has been undertaken using the salary data from this group. The outcome of this review is attached as Appendix C.
- 2.5 The median salary within this group is £143,552 per annum, although the range is from £113,120 to £152,256. The maximum salary applied to the Chief Fire Officer pay band is currently £147,368 per annum, as set out in paragraph 2.3.
- 2.6 There is nothing, therefore, that would suggest that the pay of the Chief Fire Officer in Nottinghamshire is significantly out of line with some of the other Chief Officers within the comparator group. This would indicate that the pay of the Chief Fire Officer is currently set at the appropriate level.
- 2.7 Members may wish to note that recent reductions in Principal Officer posts which have resulted in the deletion of an Assistant Chief Fire Officer post (August 2013) and Director of Finance and Resources post (1st October 2015) have led to additional responsibilities being undertaken by the remaining Principal Officers without any adjustment to pay. It is also worthy of note that the Sir Ken Knight report ("Facing the Future", 2013), which pre-empted these post deletions, showed that Nottinghamshire FRS had the leanest management structure in the review.

3. FINANCIAL IMPLICATIONS

The budget for Principal Officer's pay is based on the incremental point in the three point scale which is appropriate for each of the Officers. At this point in time all three Principal Officers are paid at 95% of the current maximum salary for each role.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

- 4.1 A local two yearly review of Principal Officer pay levels forms a contractual provision for the roles of Chief Fire Officer, Deputy Chief Fire Officer, Assistant Chief Fire Officer and Assistant Chief Officer.
- 4.2 Any change in the way that Principal Officer pay is undertaken by the Authority would need to be reflected in the published Pay Policy.

- 4.3 Any proposal to reduce the pay of the Chief Fire Officer to the level of the family group median salary may need to involve some level of pay protection.

5. EQUALITIES IMPLICATIONS

As there are no implications for existing policy or to service provision, no equality impact assessment has been undertaken.

6. CRIME AND DISORDER IMPLICATIONS

There are no crime and disorder implications arising from this report.

7. LEGAL IMPLICATIONS

- 7.1 In line with the requirements of the Localism Act, any decisions relating to pay in excess of £100k per annum must be discussed and agreed by the full Fire Authority at a public meeting.
- 7.2 The Authority is required to publish its pay policy which includes the way in which Principal Officer pay is determined.

8. RISK MANAGEMENT IMPLICATIONS

A robust and auditable methodology for setting Principal Officer salary levels is essential if the Service is going to stand up to external and internal scrutiny in respect of this matter. Additionally the Service needs to ensure that it is able to recruit and retain quality officers to ensure that NFRS meets the expectations of the Service and the community.

9. RECOMMENDATIONS

That Members consider the information contained within the report and take a recommendation to the Combined Fire Authority regarding Principal Officer pay levels from 1 January 2016.

10. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

Neil Timms
TREASURER TO THE AUTHORITY

Malcolm R. Townroe
CLERK TO THE AUTHORITY

NJC Guidance and Salary Structures

1. When determining the appropriate level of salaries for all Brigade Managers, the FRA should refer to the relevant minimum salary of the CFO and the most relevant benchmark data.
2. Normally the FRA will wish to begin by determining appropriate salary for their most senior manager.
3. When deciding how these posts should be remunerated, the following factors are to be considered:
 - (a) The CFO's salary and that of any service staff not covered by the Scheme of Conditions of Service (Gold Book).
 - (b) The relationship of current salary to the appropriate illustrative national benchmark
 - (c) Any special market considerations.
 - (d) Any substantial local factors not common to FRA's of a similar type and size e.g. London weighting, complex local regional or national responsibilities which bring added value.
 - (e) Comparative information to be supplied on request by the Joint Sec's on salaries in similar Authorities.
 - (f) Top management structures and size of management team compared to those other Fire & Rescue Authorities of similar type and size; and
 - (g) The relative job size of each post, as objectively assessed through an appropriate Job Evaluation process or otherwise, and
 - (h) Incident command responsibility and the requirement to provide operational cover with the employing authority and beyond.

The process for setting salary levels should include consideration of the following criteria:

- Minimum salary levels for CO's in relevant sized local authorities.
- Market rates of pay for service managers in a range of private and public sector organisations; and
- Evidence of recruitment and / or retention difficulties with existing minimum rates.

Family Group

Avon*
Cheshire*
Cleveland*
Derbyshire*
Essex*
Hampshire*
Hereford and Worcester*
Hertfordshire
Humberside*
Kent*
Lancashire*
Leicestershire*
Lincolnshire
Nottinghamshire*
Northern Ireland
Staffordshire*
South Wales
Surrey

* Combined Fire Authorities

COMPARATOR SALARY LEVELS (in ascending order)

(Please note that this information has been provided on the basis that it does not identify participant authorities.)

113,120
121,784
123,400
128,548
132,000
138,147
140,000
142,018
143,420
Median point - £143,552
143,684
144,800
145,864
147,368
148,353
150,344
150,683
151,500
152,256

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