



NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Nottinghamshire and City of Nottingham
Fire and Rescue Authority

CONSULTATION ON MIXED AND ALTERNATIVE CREWING

Report of the Chief Fire Officer

Date: 22 September 2017

Purpose of Report:

To seek approval from the Authority to publicly consult on Mixed and Alternative Crewing options proposed in February 2016 as part of the Sustainability Strategy for 2020.

CONTACT OFFICER

Name : Craig Parkin
Assistant Chief Fire Officer

Tel : 0115 967 0880

Email : craig.parkin@notts-fire.gov.uk

**Media Enquiries
Contact :** Therese Easom
(0115) 967 0880 therese.easom@notts-fire.gov.uk

1. BACKGROUND

- 1.1 At the Fire Authority meeting in February 2016, the Chief Fire Officer (CFO) presented the Sustainability Strategy for 2020 (attached at Appendix A for reference) which outlined a number of recommendations to ensure that the Service is positioned to meet the continued financial pressures anticipated to 2020.
- 1.2 These recommendations were approved, with the outcomes to be reported to a future meeting of the Authority to inform decision making. Two of these recommendations were:
 - Identify opportunities where a mixed crewing approach utilising retained fire fighters at periods of lowest demand could be implemented to maintain appliance availability and reduce costs;
 - Explore the use of alternative crewing models and emerging technologies to maximise the availability of appliances where crew numbers are less than four.
- 1.3 In April 2016 Policy and Strategy Committee approved the continual use of the Authority's Consultation Framework. This framework is recognised as best practice and outlines the approach and methods that will be undertaken during periods of consultation.

2. REPORT

- 2.1 The Fire Authority has committed to consult whenever its decisions with regard to the Fire and Rescue Service are likely to have a direct impact on the public. The proposals of mixed and alternative crewing impact on the Services operational response capabilities, therefore it is recommended that the consultation period will be twelve weeks in line with best practice.
- 2.2 The consultation programme will include internal and external elements with quantitative and qualitative elements with an emphasis on 'deliberative' or 'dialogue' methods of consultation, through focus groups and forums which will be supplemented with methods such as; websites, media, social media and questionnaires.
- 2.3 Consultation is planned to commence with immediate effect, subject to approval by the Fire Authority. This ensures that the twelve-week consultation period is completed prior to the Christmas period in line with the Authority's consultation framework, reducing the risk of delay in reporting the outcomes to the Fire Authority.
- 2.4 The outcomes of the consultation will be formally presented to the Fire Authority in February 2018 which will allow Members to consider the

outcomes and inform its decision-making process before implementing any proposals.

- 2.5 NFRS has recently completed a competitive procurement process and has awarded a two-year contract to Opinion Research Services (ORS) for the supply of consultation services to support the Fire Authority around the Sustainability Strategy and the next integrated risk management plan (IRMP), currently being developed.
- 2.6 Following the approval by Members of the Sustainability Strategy for 2020 and subsequent recommendations, the CFO has identified and explored the options, and is recommending the following two proposals, to be consulted upon.

MIXED CREWING

- 2.7 Each wholetime duty system (WDS) appliance is currently crewed continually, 24hrs a day, every day of the year. With reducing demand this has led to some of those appliances responding, on average to less than one call per week during the hours of low demand. With the increased availability of retained duty system (RDS) firefighters at night, it is considered practicable to maintain the same level of resources by flexibly crewing between WDS and RDS firefighters, dependant on the time of day.
- 2.8 The mixed crewing proposal is centred on three main principles:
- A fair weeks' work for a fair weeks' pay;
 - Aligned to current collective agreement and self-rostering provisions;
 - Does not present an imposed duty system.
- 2.9 Officers have identified four stations at which the implementation of a mixed crewing approach could be adopted, due to the current provision of WDS and RDS personnel at these stations.
- Ashfield;
 - Newark;
 - Retford;
 - Worksop.
- 2.10 Having considered the implications, it is not proposed that the Fire Authority include Newark as an option for consultation, specifically with the location of the technical rescue unit and extensive training commitment this requires. It is not deemed practical for an RDS section to deliver such a capability at this point in time, therefore leaving Ashfield, Retford and Worksop for inclusion in the consultation process and implementation at two of the three to deliver the necessary change and financial savings for the Fire Authority.
- 2.11 Each of the three stations currently have two appliances crewed 24/7 by WDS and RDS, under the proposal of mixed crewing both appliances will remain. The effects on crewing for these appliances results in one appliance remaining as RDS crewed for the full 24hr period. The other appliance will

be crewed by WDS firefighters from 0800hrs to 1800hrs and then by RDS firefighters for the remainder of the 24hr period.

- 2.12 The suitability of mixed crewing depends on a number of factors, including the level of risk and incident frequency in each area, as well as RDS availability for each station. The impact on the three station areas will see an increased response time during the hours of 1800hrs to 0800hrs, due to the time taken for RDS personnel to attend station prior to mobilising to the incident, but also aims to improve response with better RDS availability across the whole county by re-investing part of the savings in those areas.
- 2.13 The use of such crewing systems will assist the Service to support an ageing workforce, offering a wider degree of choice for individuals, for example, shifts less than 12 hours, no night working and no reduction in salary.
- 2.14 Following the public consultation process, any implementation of mixed crewing at two of the three stations could generate approximately £1 million of savings, without the need for redundancies.
- 2.15 NFRS plans to reinvest a proportion of these savings to provide support for RDS appliance availability across all RDS sections and additional managerial support at the supervisory level.

ALTERNATIVE CREWING

- 2.16 Currently RDS appliances are mobilised to all incident types consisting of a maximum crew of six or a minimum crew of four. Current Service policy states that where a RDS appliance has fewer than four crew members available it is unable to respond to any type of incident, irrespective of the scale or location. This appliance will remain unavailable until the current minimum crew number (four) are available. During this time, the next nearest available appliance will be mobilised.
- 2.17 The alternative crewing proposal affects all sixteen RDS stations, and would allow the Service to mobilise with crews less than four to certain incident types. This crewing model offers a more efficient use of RDS appliances. It also has the potential to improve RDS availability at times of peak demand, reduce the time taken to attend incidents and provide an improved service to the communities of Nottinghamshire.
- 2.18 Alternative crewing is balanced against risks and benefits with specific criteria and control measures to ensure the safety of staff.
- 2.19 Alternative crewing may result in the initial mobilising of an appliance with crews less than four to incident types requiring a greater level of resources, if they are the nearest appliance to the incident. In this case crews less than four will carry out activities in preparation for the arrival of further resources.

NEXT STEPS

- 2.20 As part of the consultation process the two proposals will be supported by detailed analysis to ensure effective consultation enabling the communities of Nottinghamshire to make informed responses. Consultation on both proposals will run simultaneously.
- 2.21 Consultation will run for 12 weeks and conclude in December to enable reports on the outcomes and options to be presented to the Fire Authority in February 2018.

3. FINANCIAL IMPLICATIONS

- 3.1 The Authority's sustainability strategy and efficiency plan identified the need to consider operational resources to contribute towards the required savings of either £1.7 or £2.1m depending on what the Authority decide in respect of the precept.
- 3.2 A budget is already set aside for public consultation activities and the costs associated with mixed and alternative crewing consultation will be met within this existing budget.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

The consultation work will predominantly be undertaken 'in-house' supported by ORS with facilitation and reporting of the outcomes of consultation to the Fire Authority.

5. EQUALITIES IMPLICATIONS

Any consultation process and strategy will need to demonstrate that the Authority has engaged with all sections of the community. Consultation exercises will be developed to be as accessible to, and targeted at, those people who are affected by decisions and for whom the consultation is intended to reach.

6. CRIME AND DISORDER IMPLICATIONS

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

7. LEGAL IMPLICATIONS

The duty to consult the public is contained within the National Framework which is issued under Part 3, Section 21 of the Fire and Rescue Services Act 2004. Although this specifically relates to IRMP, effective consultation will serve to demonstrate accountability to communities.

8. RISK MANAGEMENT IMPLICATIONS

Effective consultation mitigates risk to the Authority in a number of ways, but specifically demonstrates to the Secretary of State accountability and engagement with the community, thus removing the risk of Ministerial intervention, and also reduces the risk of legal challenge, such as judicial review, over any proposals and changes the Authority may make as a result of consultation.

9. COLLABORATION IMPLICATIONS

Public consultation can often be complicated and emotive activity, this has required the engagement of ORS and this collaboration with an external partner will ensure the Authority delivers a competent, targeted and proportionate consultation process.

10. RECOMMENDATIONS

That Members approve to publicly consult on the Mixed and Alternative Crewing options as detailed in the body of the report.

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

None.

John Buckley
CHIEF FIRE OFFICER



NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Nottinghamshire and City of Nottingham
Fire and Rescue Authority

SUSTAINABILITY STRATEGY FOR 2020

Report of the Chief Fire Officer

Date: 26 February 2016

Purpose of Report:

To present proposals, highlight strategies and seek approval for actions to ensure Nottinghamshire and City of Nottingham Fire and Rescue Authority is in the best position possible to meet the financial pressures within the anticipated constraints to 2020.

CONTACT OFFICER

Name : John Buckley
Chief Fire Officer

Tel : (0115) 967 0880

Email : john.buckley@notts-fire.gov.uk

**Media Enquiries
Contact :** (0115) 967 0880
Therese Easom therese.easom@notts-fire.gov.uk

1. BACKGROUND

- 1.1 The Authority must consider the future financial pressures facing the Service and engage strategies to enable a balanced budget to be set in each financial year, as required by statute.
- 1.2 The indicative grant funding and estimated revenue available to be collected through council tax for the years 2016/17 to 2019/20 is likely to lead to shortfalls in the budget in the region of £4.5million if no adjustments to the establishment and service delivery are made. Government's prediction on spending power is making the assumption that local authorities will use the opportunity to raise revenue through increases in council tax during the term of this Government. Therefore, subject to local decision by the Authority, this deficit could be reduced to £2.5million if the current cap limit remains at 2%.
- 1.3 This report serves to outline the initial decisions that the Fire Authority may need to make in terms of addressing this financial shortfall, along with making recommendations regarding future strategies which should be considered in order to maintain an acceptable level of service delivery.

2. REPORT

- 2.1 Since 2010 the budget requirement for NFRS has decreased from just over £48 million to the outline requirement predicted in 2019/20 of circa £43 million. This has been due to a number of cost reduction strategies which have been employed, including reducing the number of operational appliances, voluntary and compulsory redundancy processes, contract negotiations and Service restructures. With the expected budget available due to only reach £39 million in 2019/20 the Service will have to find another round of savings equivalent to around £4 million (subject to the approval of the proposed council tax increases elsewhere on this agenda) over the period to 2020.
- 2.2 Prudent levels of balances have been utilised to manage through the transition to date and it is proposed that this strategy continues. By planning early and looking at options during 2016/17, decisions made will have the opportunity to be fully implemented or have commenced by the time each subsequent budget has to be set.
- 2.3 The number of incidents attended during 2015 has remained under 10,000, and previous actions taken to reduce resources at Mansfield and Highfields stations has had no discernible impact on the community. This is in part due to a multi-faceted approach to reducing risk by effective use of community safety and protection strategies as well as operational response.
- 2.4 However, the ability to continue to reduce capacity is not unlimited and recommendations within this report will seek to guide the Fire Authority over how the budget requirements could be met, but also future strategies on utilising and deploying resources to maximise effectiveness and manage risk.

OPERATIONAL SERVICE DELIVERY

- 2.5 Members will be aware that since 2010 the Service has reduced the number of front line appliances. This has not significantly affected the risk profile, however it does drive the need to ensure that the maximum number of resources are available at periods of highest demand.
- 2.6 Significant steps have been taken to increase retained fire fighter recruitment and retention, and this is having a positive impact on the availability of appliances. However, the issue remains that the predominant times that retained appliances are unavailable are during the hours of peak demand (15:00hrs – 21:00hrs) and the times of highest availability are during the night which is the period of lowest demand (00:00hrs to 08:00hrs).
- 2.7 Another factor to consider is that each front line appliance is of a similar type designed to tackle a whole range of incidents, but primarily crewed to respond to structural building fires. These fires, although critical in their nature, make up only a small percentage of the actual incidents attended (10%). Alternative technologies and delivery methods have been developed nationally that enable reduced crew numbers to deal with a large proportion of incidents in a safe and effective manner.
- 2.8 The Chief Fire Officer firmly believes that the most appropriate crewing numbers for appliances tackling structural building fires should remain at the traditional levels of 'five and four' and there is no desire to actively move away from this model with wholtime crews. However, current practice means that where a retained appliance has less than four crew members available it is unable to respond to any type of incident, regardless of proximity or scale, or in support of other appliances.
- 2.9 Each wholtime appliance is crewed continually, 24hrs a day, every day of the year. With reducing demand this has led to some of those appliances responding to less than an average of one call per week during the hours of low demand. With the increased availability of retained fire fighters at night it is possible to maintain the same level of resources available by flexibly crewing between wholtime and retained fire fighters dependant on the time of day.
- 2.10 The changes to the distribution of wholtime appliances since 2010 has increased the number of single-pump stations and decreased the number of two-pump stations. This has progressively skewed the numbers in the wholtime ridership and in effect created an over capacity due to the current calculations on which the collective agreement regarding crewing of appliances is based. Furthermore there is no flexibility to move away from a traditional 24hr crewing model.
- 2.11 There are many positive facets of the existing collective agreement that enable local control and flexibility for staff, and high levels of certainty and resilience in terms of appliance availability. It is clear that the agreement must be revised, however any changes must safeguard these important outcomes.
- 2.12 Current employment practices are based on the traditional wholtime or retained contracts with a permanent establishment maintained to deal with all

anticipated abstractions – eg: annual leave, training, sickness and staff turnover. This traditional model is rigid and provides little flexibility and a number of alternative methods through the provision of voluntary secondary contracts have been developed in other Services. These have proven to be very useful in coping with the continual transformation of services, and provided positive benefits for staff.

2.13 Removing surplus capacity within the current ridership and applying a flexible model of crewing with both wholetime and retained staff will create savings, some of which could be reinvested to support the availability of retained appliances through the provision of secondary contracts. This blended model has the ability to maintain the current fleet of appliances, increase availability of resources at times of highest demand and create savings.

2.14 Therefore, giving due consideration to operational activity and risk outcomes, the need to improve resilience and create savings, it is proposed that the Chief Fire Officer undertakes the following actions:

- Explores the use of alternative crewing models and emerging technologies to maximise the availability of appliances where crew numbers are less than four.
- Identify opportunities where a mixed crewing approach utilising retained fire fighters at periods of lowest demand could be implemented to maintain appliance availability and reduce costs.
- Enter into negotiations with workforce representatives to revise the current crewing collective agreement to release the surplus capacity within the ridership and create the opportunity to crew appliances for less than the full 24hr period.
- Consider the use of voluntary secondary contracts to provide support for retained appliances at periods of highest demand and ease the transformation of the service through the change process.

2.15 If approved, work in these areas will be undertaken during 2016 with timely reports back to the Authority for decision before any changes are made. Furthermore, there may be the requirement to enter into public consultation if there is a direct impact on any aspect of service delivery.

COLLABORATION

2.16 On 26 January 2016 the Government articulated the next steps after considering the consultation responses to 'Enabling Closer Working Between the Emergency Services' and the full document is attached at Appendix A. In summary the Government intends to legislate to:

- Introduce a high level duty to collaborate on all three emergency service, to improve efficiency and effectiveness;
- Enable Police and Crime Commissioners (PCCs) to take on the functions of fire and rescue authorities (FRAs), where a local case is made;

- Where a PCC takes on the responsibilities of their local FRA. Further enabling him or her to create a single employer for police and fire personnel;
- In areas where a PCC has not become responsible for fire and rescue services, enabling them to have representation on their local FRA with voting rights, where the local FRA agrees; and
- Abolish the London Fire and Emergency Planning Authority and give the Mayor of London direct responsibility for the fire and rescue service in London.

2.17 This clear intention from Government will drive collaboration between the emergency services within the local area. There are no definitive timescales for when the legislation will be in place, however indications are that it will be before the end of the year.

2.18 There are also opportunities to build on collaborations with other local organisations and neighbouring fire and rescue services. Work is already taking place in some areas – eg: Control, Procurement, Finance Systems, Training and Pension Administration – however there is scope to do more.

2.19 Collaboration has the potential to deliver both efficiency and effectiveness, however there is also the potential for collaboration leading to compromises or challenges that are not favourable to the Authority. Notwithstanding that full engagement of the Authority will be required to deliver against the legislative requirements, caution must also be exercised to ensure the outcomes are appropriate for the community.

2.20 In this regard it is proposed that the Chief Fire Officer engages with partners to explore all opportunities that may exist for collaboration and provide informed reports to future meetings of the Authority when appropriate.

FURTHER OPTIONS

2.21 In addition to the above proposals and recommendations, a number of other work streams will be looked at by Officers to establish what further savings can be achieved. These include sharing of specialist operational advice and provisions, reviewing the property strategy for rationalisation, re-build or disposal, and reviewing current contracts and arrangements for further efficiencies.

2.22 There is no doubt that given the reductions already made by the Service, the challenge to make further savings could appear daunting. However, the community is as safe from fire today as any other period in the history of Nottinghamshire Fire and Rescue Service. By taking a measured approach, over the period to 2020, the transition can be managed through with as minimal impact on staff and the community as is possible. The implementation can also be regularly and safely monitored.

3. FINANCIAL IMPLICATIONS

The financial implications of this report are the need to find approximately £4million in further savings by the end of the 2020 financial year, and to develop a strategy to address potential reductions beyond this point

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT

- 4.1 There are significant human resources implications arising from this report from redundancy to contract negotiations with the representative bodies. The Service has a number of procedures in place which it has already used to good effect to minimise the impact upon staff. All of this will be managed by the internal human resources department to reduce any external costs.
- 4.2 In terms of learning and development implications, the Service will need to ensure its staff are appropriately trained and equipped with the requisite skills to perform their role.

5. EQUALITIES IMPLICATIONS

There will be a likelihood of some equalities implications arising from such a period of change. These will be managed by the Service to ensure that no particular sector of the organisation or community is disadvantaged by any decisions made.

6. CRIME AND DISORDER IMPLICATIONS

Fire and rescue authorities have a duty to exercise their functions in a way that prevents crime and disorder in their area.

7. LEGAL IMPLICATIONS

The Fire Authority has to satisfy its legal obligations under various legislation, but primarily the Fire and Rescue Services Act 2004 and the Civil Contingencies Act 2004. Any proposals will be assessed to ensure the Fire Authority will not be in breach of these legal duties.

8. RISK MANAGEMENT IMPLICATIONS

The primary risk to the Fire Authority arising from this report is one of finance and being able to balance a diminishing budget. The proposals and recommendations contained within this report are part of a short, medium and long term strategy that will keep the Service viable and continue to meet public expectations.

9. RECOMMENDATIONS

It is recommended that the Fire Authority consider the contents of this report and ask the Chief Fire Officer to:

- 9.1 Explore the use of alternative crewing models and emerging technologies to maximise the availability of appliances where crew numbers are less than four.
- 9.2 Identify opportunities where a mixed crewing approach utilising retained fire fighters at periods of lowest demand could be implemented to maintain appliance availability and reduce costs.
- 9.3 Enter into negotiations with workforce representatives to revise the current crewing collective agreement to release the surplus capacity within the ridership and create the opportunity to crew appliances for less than the full 24hr period.
- 9.4 Explore the use of voluntary secondary contracts to provide support for retained appliances at periods of highest demand and ease the transformation of the service through the change process.
- 9.5 Engage with partners to explore all opportunities that may exist for collaboration.
- 9.6 Provide reports on the outcomes of recommendations 9.1 – 9.5 to future meetings of the Authority to inform the decision making process.

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

None.

John Buckley
CHIEF FIRE OFFICER



HM Government

Enabling Closer Working Between the Emergency Services

Summary of consultation responses and next steps

26 January 2016



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Foreword

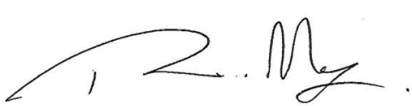
Emergency services play an essential part in serving our communities and keeping them safe. Whilst the police, fire and rescue and NHS ambulance services all have distinct frontline roles, it is clear that close collaboration between them can provide real benefits for the public and help each service better meet the demands and challenges they face.

The Government is committed to supporting collaborative and innovative blue light working and has invested over £80million in collaborative projects since 2013. However, while there are already a number of good examples of joint working across the emergency services locally, levels of collaboration are not as widespread as they could be. The Government's manifesto commitment 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" and on 11 September 2015 the Prime Minister announced a joint public consultation on a range of proposals about how to achieve these aims.

We have reviewed and analysed the responses to that consultation, of which we received over 300, and have summarised our findings and how we intend to proceed in this document. We would like to thank all those who gave their time to respond and contribute to the consultation process.

The Prime Minister's announcement on 5 January 2016 that responsibility for fire and rescue policy has transferred from the Department for Communities and Local Government to the Home Office again demonstrates the Government's commitment to closer collaboration between police and fire and rescue services. Bringing together responsibility for fire and police in the same Department will provide the same clear leadership in central Government that our proposals on emergency services collaboration seek to deliver locally. It provides an excellent opportunity for sharing good practice to drive reform and to deliver better outcomes for the public.

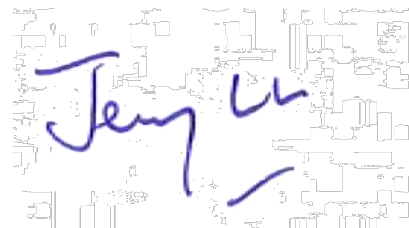
There are clear opportunities for collaboration to go further and faster. The Government intends to legislate to enable local communities to drive forward joint working in their area, improving the services delivered to the public as well as providing direct local accountability by enabling Police and Crime Commissioners to take on the functions of fire and rescue authorities.



Rt Hon Theresa May MP
Home Secretary



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



Rt Hon Jeremy Hunt MP
Secretary of State for
Health

Executive Summary

On 11 September 2015, the Government published a consultation paper¹ seeking views on a range of proposals to increase joint working between the emergency services. The consultation ran for six weeks, ending on 23 October 2015. A total of 318 full or partial responses were received from a range of organisations and interested individuals, using the online survey and via email and post, commenting on the 16 questions posed in the consultation paper.

Having carefully considered the consultation responses, the Government intends to legislate to:

- introduce a high level duty to collaborate on all three emergency services, to improve efficiency or effectiveness;
- enable Police and Crime Commissioners (PCCs) to take on the functions of fire and rescue authorities (FRAs), where a local case is made;
- where a PCC takes on the responsibilities of their local FRA, further enabling him or her to create a single employer for police and fire personnel;
- in areas where a PCC has not become responsible for fire and rescue services, enabling them to have representation on their local FRA with voting rights, where the local FRA agrees; and
- abolish the London Fire and Emergency Planning Authority and give the Mayor of London direct responsibility for the fire and rescue service in London.

These measures will apply to England only. Further details on these measures and how the consultation has informed them, are set out within this document.

¹ Enabling Closer Working Between the Emergency Services (September 2015)

Introduction

The Government is committed to increasing the level and ambition of joint working between the emergency services. Closer working can enable the emergency services to deliver more effective and efficient services for the public.

The Government has invested over £80 million since 2013 in local projects to increase blue-light collaboration. Where the emergency services collaborate, they have delivered efficiencies and service improvements.

However, the picture of collaboration around the country is still patchy and there is much more to do to ensure joint working is widespread and ambitious. The emergency services could achieve significant benefits from sharing premises, back offices, IT and procurement systems.

Strong leadership will be required to drive greater efficiencies and improved outcomes. 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”. PCCs are directly elected, have clear local accountability and a strong incentive to pursue ambitious reform to improve local services and deliver value for money.

On 11 September 2015, the Government published a consultation paper setting out its proposals for improving collaboration between the emergency services and strengthening accountability, and seeking views on how those proposals could best be implemented.

The consultation ran for six weeks, ending on 23 October 2015. A total of 318 responses were received from national, local and regional organisations, police forces, police and crime commissioners, fire and rescue authorities, local councils, ambulance trusts, front line practitioners, associations and other interested groups and individuals.

The following pages summarise the views received and set out the Government’s response.

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

Although collaboration between the emergency services occurs in many areas of the country, it is not as widespread or as wide-ranging as it could be in delivering efficiencies and better services for the public. The Government wants to make effective collaboration common practice. To provide a driver for this change, the Government set out in its consultation paper its intention to introduce a new statutory duty on the three emergency services to collaborate with one another to improve efficiency or effectiveness. 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 and implement those which would improve the efficiency or effectiveness² of all parties involved.

To inform this policy, the Government asked the following question in the consultation paper:

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

There was significant support for the new duty. Respondents thought it would help to drive efficiencies and savings, help the emergency services to share assets and reduce duplication. Whilst recognising existing collaboration, a number of responders felt that the new duty would help overcome local difficulties, remove barriers and raise the profile of collaboration, and that by doing so, it would strengthen and extend current collaborative activity.

Some responses suggested that the new duty was unnecessary in light of existing collaboration. There were also some views that collaboration should remain a matter for local decision.

Balanced against that, there were also views that the proposed duty should go further. Suggestions included extending the duty to other parties, such as local authorities, in order that they also play a role in driving collaboration and clarifying how compliance with the duty would be monitored.

Given the benefits from supporting, and extending further, existing collaboration, the Government has concluded that a statutory duty for the emergency services to collaborate should be introduced. We recognise that collaboration is well developed in some areas of the country, but it is our expectation that more can be done and a legislative duty will help drive this. We expect collaboration opportunities could include those identified in the Emergency Services Collaboration Working Group overview report³, including shared services such as procurement, vehicle maintenance and new stations.

The Government believes that the duty should be high level rather than overly prescriptive. The emphasis should be on local areas identifying collaboration opportunities which benefit their communities and then working together to implement the plans successfully.

² The consultation paper referred to a duty to collaborate to improve efficiency and effectiveness. This should have read efficiency or effectiveness, to be consistent with the separate duty to collaborate on PCCs and Chief Constables, which was used as a model for the new duty on emergency services. We do not consider that this had a material effect on the consultation and have corrected it in this document.

³ National overview of collaboration (2014)

While the statutory duty will only apply to the emergency services, where appropriate, the Government would also encourage wider involvement in collaboration by other bodies such as local government, health bodies or the voluntary sector.

The Government intends to legislate to:

Place a statutory duty on all three emergency services to collaborate with one another to improve efficiency or effectiveness for all parties. The duty will not prevent other parties, such as local authorities and the voluntary sector, from being part of a collaborative activity, albeit that the duty itself will not extend beyond the emergency services. The Government will ensure the duty is broad to allow local discretion over how it is best implemented for the benefit of local communities.

Strengthening accountability and governance

PCCs have brought clear local accountability to policing and a strong incentive to reform local services and deliver value for money in the interests of local people. The Government set out in its consultation the opportunity to enable the extension of the sharp focus of directly accountable leadership that PCCs bring. Collaboration and innovation that delivers efficiency and effectiveness across the emergency services requires strong local leadership.

The 2013 review of the fire and rescue service, 'Facing the Future', by Sir Ken Knight⁴ concluded that PCCs "could clarify accountability arrangements and ensure more direct visibility to the electorate" and he raised the prospect of PCCs taking on responsibility for the fire and rescue service. The Home Affairs Select Committee also concluded in their 2014 report 'Police and Crime Commissioners: progress to date'⁵ that PCCs 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.

The Government set out in its consultation that it intends to legislate to enable PCCs to take on responsibility for the fire and rescue service(s) in their area, where it is in the interests of economy, efficiency and effectiveness or public safety, and where a local case is made. Having the process driven by local leaders and requiring a local business case and local consultation is in keeping with the Government's broader approach to devolving powers and will ensure that communities have a real say in the way emergency services are delivered in their area.

In the consultation paper, the Government set out a proposed process for determining whether a PCC should take on responsibility for fire and rescue, and asked the following question:

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?

⁴ Facing the Future by Sir Ken Knight, 2013

⁵ Police and Crime Commissioners: Progress to date (2014)

The proposal that the process should be enabling, with local areas coming forward with plans, received good support on the basis that it would appropriately reflect varying local circumstances. Alongside that, there was a broad spectrum of views, with some respondents questioning whether PCCs had the necessary knowledge and expertise in fire and rescue matters to take on the extended role.

Amongst those who supported the process, there was agreement that there should be a duty on authorities to provide a PCC with all necessary information to help prepare a local business case. Some respondents suggested that there should be a requirement for a PCC to consult both the fire and rescue authority and local authorities within the area, in addition to the local community.

In instances where there was not local agreement amongst all parties to a PCC taking on responsibility for the local fire service, some respondents did not support the proposal that a Secretary of State should take the final decision. There was some concern that the process would enable a PCC to overrule local opposition, and there were questions around whether PCCs would have a mandate to run fire and rescue services in such circumstances.

Having considered the responses carefully, the Government has concluded that an approach of enabling a local case to be made for the transfer of fire and rescue to a PCC strikes the right balance between the alternative approaches of mandating change or inaction. We will require fire and rescue authorities to inform any business case the PCC develops and require the PCC to consult locally on the merits of that business case. We would expect that consultation to include relevant representative bodies.

Where a PCC and all the relevant authorities for the area are in agreement that fire and rescue should transfer to the PCC, and following the local consultation, the PCC will request that the Government introduces secondary legislation to give effect to the transfer. Where all parties are not in agreement, the PCC would still be able to submit the business case to the Secretary of State to consider whether the transfer was in the interests of economy, efficiency and effectiveness or public safety. To inform their view, the Secretary of State would seek an independent assessment and would take account of the local consultation before any decision to proceed. This process of Ministerial decision informed by an independent assessment is in line with the existing process for determining changes to fire and rescue service boundaries, and the Government believes it is appropriate for this process too. Any secondary legislation to transfer fire and rescue responsibilities to a PCC will of course be subject to Parliamentary scrutiny.

The Government intends to legislate to:

Enable PCCs to take on the responsibilities of the fire and rescue service(s) in their area, where it is in the interests of economy, efficiency and effectiveness or public safety, and where a local case is made.

Provide a process for determining whether a PCC should assume governance for fire and rescue services as broadly set out in the consultation paper. The process should also include:

- **A requirement that fire and rescue authorities provide PCCs with all necessary information to help prepare the business case.**
- **Where all parties are not agreed that fire and rescue should transfer to a PCC, it would be for the Secretary of State to consider the local business case and decide whether the governance change would be in the interests of economy, efficiency and effectiveness or public safety. To inform that view, they would take into account the outcome of the local consultation and they would seek an independent assessment of the local business case before any decision to proceed.**
- **Implementation in each area would be via secondary legislation which would be subject to Parliamentary scrutiny.**

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

Enabling PCCs to take on governance of fire and rescue services would allow them to make valuable reforms and improve joint working with the police service. However, as set out in the consultation, 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, the Government set out in its consultation its intention to enable PCCs, 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 PCC ultimately accountable to the public for both services. 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. We were clear that the important distinction between operational policing and firefighting would be maintained. There is no intention to give firefighters the power of arrest or other core powers of a constable and the law preventing a full-time police officer from being a firefighter will remain in place.

In the consultation paper, the Government proposed applying the same process for creating a single employer as for transferring governance, and sought views on the benefits whilst retaining separate frontline services. The following questions were asked:

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?

Question 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?

There was a broad range of views in answer to these questions, although generally they were supportive. Where responses were supportive of the principle of enabling a single employer to be established they were predominantly also supportive of the same process being used to make the decision as for a PCC taking on governance. Many responses agreed with the emphasis resting with proposals being developed locally. Some concerns were raised around the implications for the public perception of the fire service, and it was also noted that the single employer model would not necessarily guarantee that efficiencies would be secured.

The benefits identified by respondents included savings from more co-location, shared back office services and joint procurement, cross-service training programmes, streamlined management structures and simplified leadership arrangements. Some also noted that there would be a variation in benefits depending upon local circumstances.

Another comment was about the need to ensure sufficient capacity for Gold, Silver and Bronze commands if senior management numbers were reduced. Some responses highlighted the challenges of bringing two workforces closer together – for example, complex industrial relations and the alignment of terms and conditions of personnel. One possible example of this may be, as set out in further detail later on in this document under the “complaints” heading, the implications of the Government’s decision, having considered consultation responses, to bring together complaints and conduct procedures for personnel from both services under the single employer model. The principles of the Cabinet Office Code of Practice will be applied to personnel transfers taking these considerations into account.

The Government has concluded that the proposed process for transferring governance of fire and rescue to a PCC is appropriate to enable a single employer for police and fire to be established. Ultimately local considerations will determine whether a PCC seeks to take this extra step, either at the same time or subsequently to seeking a transfer of governance.

Some respondents also reasonably made the connection with a parallel consultation on proposals to reform the Powers of Police Staff and Volunteers⁶. Those proposals are relevant to the proposals discussed here to enable PCCs to take on responsibility for their local fire and rescue service and to put in place a single employer. Under the single employer model a chief officer would employ both police and fire and rescue personnel.

The Government has considered the interrelationship between the issues discussed in both consultations. In line with the police powers proposals, the Government intends to legislate so that the chief officer (under a single employer model) would be able to decide locally whether to designate certain police powers to their fire personnel as well as to their police personnel. Crucially, this would not include any of the core powers that only police officers can hold. As set out in the consultation paper, the current law that prevents a full-time police officer from being a firefighter will remain in place. Similarly, there is no intention to give firefighters the power of arrest. Currently, under the Community Safety Accreditation Scheme (CSAS), fire personnel can already be accredited with powers by a chief constable, including powers to issue penalty notices. This proposal would just be the extension of this and would allow chief officers to fully utilise all their personnel. The important distinction between frontline services and the powers of a police officer and a firefighter would be maintained.

⁶ Reforming the Powers of Police Staff and Volunteers, 2015

The Government intends to legislate to:

Enable a PCC to put in place a single employer for local fire and policing (rather than two separate employers under the governance model) under his or her governance.

Provide that the case for putting in place a single employer is assessed using the same process as for a transfer of governance.

Enable any changes to the designation of powers to police personnel and volunteers to be applied locally to fire personnel, under the single employer model.

Chief Officer Role

The Government set out in its consultation paper that the single employer model would be based on a chief officer, who would employ all fire and police personnel.

The chief officer would need to hold the rank of chief constable as this is required in legislation for police forces. This would not be an additional post, rather that the post of chief constable would become known as the “chief officer” to reflect its wider role. The Government consulted on the basis that it would be appropriate for the chief officer position to be open to applications from both senior police officers and fire officers, since they would both have relevant experience. To enable this, the Government intends to remove the requirement for senior fire officers applying for chief constable roles in the single employer model to previously have been a constable, and simultaneously ensure senior fire officers have access to the necessary training that would qualify them to apply for chief officer posts.

To inform the development of this proposal, the consultation paper asked

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?

There were a range of views in response to this question. Some agreed that it was appropriate to broaden the field of those who could apply for the chief officer post so that applications could be from either the fire and rescue service or the police. They pointed to the need to have the best candidates and that the largely strategic management role did not require direct policing experience. Where respondents were less convinced of the approach they raised points around the need for operational skills and experience in either service.

The Government has decided to proceed on the basis of changing the law to enable applications from either the police or fire and rescue service for the chief officer role in the single employer model. This will allow career pathways for both police and fire that extend right the way through the organisation. The Government recognises the importance of relevant skills and experience for any applicant to the post. That is why applicants from either service will need to meet the standards set by the College of Policing. For example, applicants would need to have satisfactorily completed the Senior Police National Assessment Centre and the Strategic Command Course, which currently prepares police officers and personnel for promotion to the most senior ranks in the service. Ultimately, it will fall to the PCC to make the appointment of who holds the post of chief officer based on their judgement of the best candidate for the job.

The Government intends to:

Enable the post of chief officer to be open to applications from senior fire officers with relevant experience and who meet standards set by the College of Policing.

Remove the requirement in legislation for senior fire officers applying for chief constable posts to have previously been a constable.

Work closely with the College of Policing, National Police Chiefs' Council and the fire sector to develop career pathways between policing and fire, and ensure senior fire officers have access to relevant policing qualifications.

Improving performance

Where a PCC takes on responsibility for their local fire and rescue service, the PCC will need informed and independent information on the operational performance of the fire and rescue service. The consultation paper included the following question to seek views on how the performance of fire and rescue services should be reviewed and supported under PCCs:

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?

The responses to this question were mixed but two main themes emerged. First, the widespread view of respondents was in support of either expanding the role of HM Inspectorate of Constabulary (HMIC) or setting up a separate inspectorate for fire and rescue, to provide objective assessments of efficiency and effectiveness of fire and rescue services. In support of HMIC, it was felt this would provide a common methodology and approach to inspection across both services. Second, some respondents suggested that the existing peer review system was sufficient, whilst others felt that improvements could be made to it, such as by making it compulsory and by enabling better comparisons to be made on the performance of different fire authorities.

Having considered the consultation responses, the Government is clear that there must be appropriate arrangements in place to ensure PCCs have access to reliable independent assessments of local fire and rescue service performance, where they have taken on responsibility for it. However, the consultation received a range of views on how this might best be achieved. The Government will consider the options further before deciding how to proceed.

Scrutiny

In respect of their police and crime responsibilities, PCCs have well-established scrutiny mechanisms, based on the powers and functions of dedicated Police and Crime Panels, external audit, and transparency requirements. The Government believes that where a PCC takes on responsibility for fire and rescue, the remit of the relevant Police and Crime Panel should be expanded to include scrutiny of the PCC's fire responsibilities. This approach would support the public in holding the PCC to account for all elements of their role.

The consultation paper, therefore, posed the following questions:

Question 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?

Question 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?

Responses were supportive of extending the remit of Police and Crime Panels. Respondents pointed to the need for equal scrutiny and transparency across both services, and the importance of ensuring individuals have sufficient expertise. Some respondents commented that this would support the findings of the Knight review that fire and rescue services should develop a consistent approach to scrutiny. Other responses suggested having an alternative panel dedicated to fire and rescue.

Some responses to question 8 agreed that the Police and Crime Panel should have its membership refreshed to include fire expertise. Those opposed to this approach did so in the belief that the existing Police and Crime Panel model does not require local representatives to have any expertise in policing. However, under the law currently, when forming a Police and Crime Panel local authorities must meet certain “balanced appointment objectives”. These are set down in the Police Reform and Social Responsibility Act 2011. Paragraph 31(5)(c) of that Act makes clear that a Panel must, when taken together, have the “skills, knowledge and experience necessary for the Police and Crime Panel to discharge its functions effectively”. This clause ensures that each Panel has appropriate expertise in the field of policing.

The Government has concluded that the remit of the Police and Crime Panel should be extended to include fire and rescue where the responsibilities of the PCC are expanded. The Government will retain the “balanced appointment objectives”. Local authorities will be bound to review and reconstitute the membership of panels, as may be appropriate. This will ensure that Panels have the right skills, knowledge and experience to scrutinise matters relating to fire and rescue as well as crime and policing.

The Government intends to legislate to:

Extend the remit of Police and Crime Panels so that a PCC’s fire responsibilities are scrutinised by the Panel alongside a PCC’s police responsibilities, where the PCC’s role is extended.

Complaints

Where a PCC takes on responsibility for fire and rescue services, it will be necessary to look at how complaints against fire officers and personnel should be handled. At present, the majority of complaints and conduct matters against fire officers and personnel are currently handled internally by the fire and rescue services themselves. 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 PCC takes over governance of fire and rescue, but continues to employ fire service personnel separately from police, the Government believes that the complaints system should also remain separate.

Where a PCC puts in place a single employer for fire and rescue and police services, the Government sought views on 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.

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?

Many respondents noted the wider reforms to the police complaints system that are already underway. There were a range of views in response to the question. Some respondents saw benefit in having a single, consistent complaints system across both services. Other respondents questioned whether the police complaints system was appropriate for fire and rescue services, who do not have the same extensive powers as the police.

The Government has concluded that where a PCC establishes a single employer for both police and fire, it is appropriate for complaints, conduct and deaths and serious injury matters to be treated on a consistent basis under the Police Reform Act 2002. Where a matter relating to the fire service meets the mandatory referral criteria, it will be referred to the Independent Police Complaints Commission. Otherwise it will be handled locally under the reformed police complaints and discipline systems. Under a single employer model, personnel may be performing dual functions. It would be confusing for personnel and for the public to be subject to different complaints systems depending on the nature of the incident.

The Government intends to:

Ensure that where a single employer model is put in place, complaints, conduct and death and serious injury matters for fire and rescue personnel and police personnel will be handled in the same way. For other governance models, the system for complaints and conduct matters for fire and rescue personnel will remain separate and unchanged.

Enhancing collaboration between police and fire and rescue

In areas where fire and rescue services remain the responsibility of a fire and rescue authority, the Government consulted on the basis that it will still be beneficial to ensure that PCCs and fire and rescue authorities have meaningful opportunities to drive effective collaboration between fire and police services. To enable this, the Government consultation set out that, where a PCC has not become responsible for the fire and rescue service(s) 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.

The consultation paper noted that 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 PCCs would need to be restricted only to matters affecting the fire and rescue service. It would also be important to consider how adding PCCs to the membership of fire and rescue authorities might affect the political balance of those bodies.

The consultation included the following question:

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?

Respondents felt the benefits of this approach included the ability for PCCs to identify areas for potential collaboration, particularly around community safety and public engagement, to develop a greater understanding of current issues and to broaden accountability. Some respondents expressed misgivings around the electoral mandate of PCCs in respect of fire matters. There were also concerns around how the political balance of fire and rescue authorities could be maintained where the PCC is able to vote.

The Government recognises these concerns and, to address them, will require PCCs to state clearly their reasons for wishing to join the FRA, and the FRA itself will decide whether to agree to their request. Furthermore, FRAs will have the ability to change their membership in order maintain political balance where a PCC is appointed.

The Government has concluded that, consistent with the overall approach of enabling closer collaboration between the emergency services, there would be real value in PCCs having representation on local fire and rescue authorities where there are no wider governance changes. This would give PCCs and fire and rescue authorities an ongoing opportunity to overcome any local barriers to collaboration and drive greater joint working between fire and police services.

The Government intends to legislate to:

Enable a PCC to have representation on their local fire and rescue authority or its committees, with voting rights, in areas where fire and rescue services remain the responsibility of fire and rescue authorities. This will be subject to PCCs making clear their reasons for seeking membership and FRAs agreeing to their request

London Fire and Emergency Planning Authority

The consultation paper set out how abolishing the London Fire and Emergency Planning Authority (LFEPA) 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 LFEPA in respect of decisions relating to fire. The consultation paper explained that there are currently too many instances of the Mayor having to use his powers to direct LFEPA on the exercise of its functions.

The consultation paper sought views on abolishing LFEPA, enabling the Mayor of London to take direct responsibility for fire and rescue, and how fire and rescue responsibilities could be incorporated into the mayoral structure.

Question 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?

Question 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 Mayor of London, the London Councils, the Labour Group at the London Assembly and LFEPA itself all supported the abolition of LFEPA and the transfer of fire and rescue responsibilities to the Mayor. They also all agreed that fire functions should be incorporated within existing Greater London Authority (GLA) structures. This would include creating a deputy mayor for fire.

The Mayor of London made specific proposals for the creation of the “London Fire Commissioner” as a legal body in its own right and tasked with running the London Fire Brigade on a day to day basis; with the Mayor responsible for setting budgets and strategic direction.

Furthermore, the Mayor proposed that the London Assembly should provide scrutiny and oversight of the work of the Mayor, Deputy Mayor and London Fire Brigade through a new, and statutory, Fire and Emergency Planning Committee.

The Government agrees with the Mayor’s proposals and will legislate accordingly. In addition, the Mayor’s office has confirmed that they intend for the LFB to continue to deliver the Mayor’s responsibilities for resilience on the Mayor’s behalf, and the London Local Resilience Forum agrees that the role of the LFB in managing the work of the London Resilience Team on behalf of the forum should continue. London Councils and London’s local authorities have confirmed that the pan-London emergency planning function delivered by the LFB’s emergency planning team should continue. Government will continue to discuss with London Local Resilience Forum members the opportunities to strengthen coordination of London’s resilience activities.

The Government intends to legislate to:

Abolish LFEPA and incorporate fire responsibilities within existing Greater London Authority structures. This would include creating a deputy mayor for fire, creating a statutory “London Fire Commissioner” and a new Committee of the London Assembly which will provide scrutiny and oversight.

Local resilience/Civil contingencies

Police forces and fire and rescue services have duties under the Civil Contingencies Act 2004, both as individual emergency responders and as members of local resilience forums. The consultation paper sought views on the implications for local resilience where a PCC is responsible for both police and fire.

(preparedness, response and recovery) in areas where the Police and Crime Commissioner will have responsibility for police and fire?

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?

themes emerged. Many respondents highlighted the existing duty to collaborate under the Civil Contingencies Act and that established and effective collaborative arrangements for resilience are facilitated at the local level through local resilience forums. Some respondents asked for clarity about the transfer of fire and rescue authority duties, including those under the Civil Contingencies Act and regulations on the Control of Major Accident Hazards (COMAH)⁷, to a PCC or elected mayor.

Respondents to question 13 felt that if a PCC was responsible for police and fire the positive outcomes for resilience would include greater collaboration, increased strategic oversight and reduced duplication. Some respondents raised concerns about clarity of command responsibilities under a single leadership model and the potential for a PCC to politically influence the local resilience forums.

Respondents to question 14 considered the benefits of greater collaboration to be achieved where a metro mayor has responsibility for both services. The case for positive impacts included improved operational effectiveness, simplified decision making and greater accountability. However, some respondents were concerned about political influence on the local resilience forums and conflict of interest given a Mayor's wider remit and responsibilities.

⁷ <http://www.hse.gov.uk/comah>

The Government welcomes the responses about the implications for local resilience. It notes the comments about how the changes could enhance collaboration and the need to build on existing practice to further improve local preparedness and response. Where a PCC or elected mayor takes on responsibility for fire, all fire and rescue authority duties, including those under the Civil Contingencies Act and COMAH (Control of Major Accident Hazards) regulations, would transfer to the PCC or elected mayor.

The Government encourages local resilience forums to consider how local changes in police and fire governance, where PCCs or metro mayors take on responsibility for fire and rescue functions, can enhance local resilience arrangements. The early progress made in areas like Greater Manchester where, after the elections scheduled for 2017, the elected mayor will hold the functions of PCC and be responsible for fire and rescue, will provide opportunities to share emerging lessons.

Other views or comments

Question 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?

A range of views were expressed in response to this question. By far the most commonly stated view was the need for ambulance services to engage more with the police and fire and rescue services. In response to this, the Government is of the view that the duty to collaborate will drive greater collaboration between all emergency services, including the ambulance service. The consultation also proposed that NHS foundation trusts should consider how best to engage with PCCs. In addition, the ambulance service is a key component of the working group on emergency services collaboration and through this group the sector will be able to develop further proposals.

The consultation also asked the following question on equalities:

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

Positive impacts identified in responses to this question included enabling harmonisation of equality plans, policies and processes. Other responses suggested that the proposals could mean reduced community engagement between fire and rescue services and vulnerable people, and the risk of disproportionate impact on women and minority groups from any consolidation in roles of police and fire personnel that may be pursued locally.

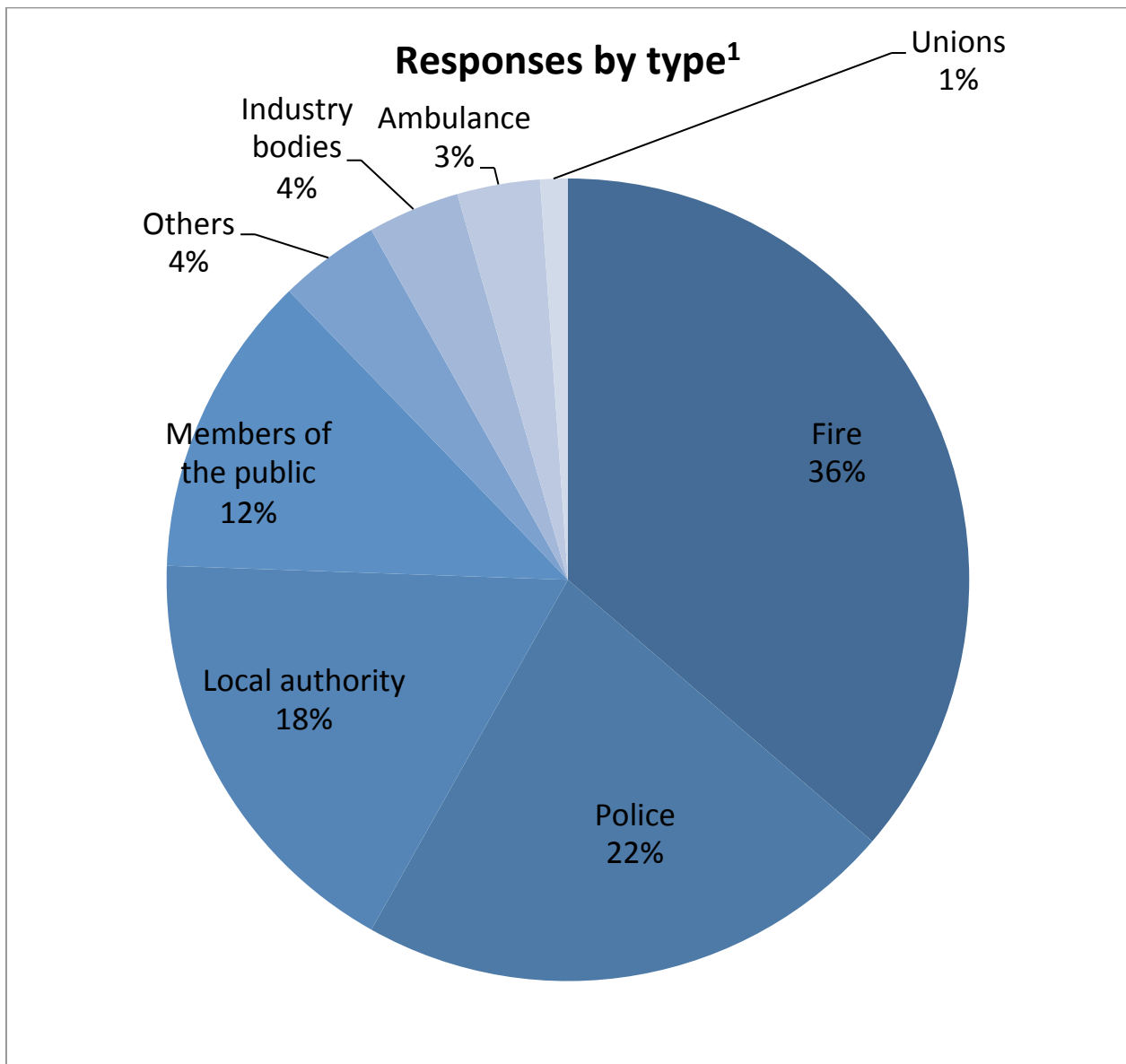
The Government's position is that the proposals consulted upon are enabling, meaning that the details will be developed at a local level. PCCs and fire and rescue authorities are also subject to the Equality Act 2010 and the obligations under that Act will apply to them in relation to specific proposals being developed for their local area.

The Equality Act 2010 introduced an Equality Duty on public bodies and others carrying out public functions. The duty requires public bodies to have due regard to the need to:

- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Statistical Summary of Responses

A total of 318 full or partial responses were received and analysed. The largest group responding to the consultation were representatives from the fire and rescue service, who contributed over a third of responses, followed by representatives from the police (including PCCs and members of Police and Crime Panels) who contributed over a fifth of all responses. Responses classified in the 'other' group included academic institutions, charities and private companies.



¹ Includes online and individual responses sent via email/post. Those respondents who did not state an organisation have been excluded from these figures, although they have been included in the analysis of responses.

List of Organisations Responding

Organisations which responded to the consultation included:

ADS Group Limited
Asian Fire Service Association
Association of Ambulance Chief Executives
Association of Police and Crime Commissioners
Association of Policing and Crime Chief Executives
Association of Principal Fire Officers
Avon and Somerset Constabulary
Avon and Somerset Police and Crime Commissioner
Avon Fire and Rescue Authority
Barnsley Council
Bedfordshire Fire and Rescue Service
Bedfordshire Police
Bedfordshire Police and Crime Commissioner
Bedfordshire Fire and Rescue Authority
Bentley Parish Council
Billingshurst Parish Council
Birmingham City Council, Resilience Team
Borough of Poole
Bristol City Council
British Heart Foundation
Buckinghamshire and Milton Keynes Fire Authority
Cambridgeshire Constabulary
Cambridgeshire Fire and Rescue Authority
Cheshire Fire Authority
Cheshire Police and Crime Commissioner
Chief Fire Officers Association
Chief Police Officers Staff Association
City of London Corporation and the City of London Police
Cleveland Fire and Rescue Authority
Colchester Borough Council
College of Paramedics
College of Policing
Cornwall Council
County Durham and Darlington Fire and Rescue Authority
Cumbria Constabulary
Cumbria Police and Crime Commissioner
Derbyshire Constabulary
Derbyshire Fire and Rescue Authority
Derbyshire Police and Crime Commissioner
Devon and Cornwall Police of behalf of LRF chairs within the South West Region
Devon and Somerset Fire and Rescue Authority

Devon, Cornwall and the Isles of Scilly, Office of the Police and Crime Commissioner
Dorchester Council
Dorset Fire Authority
Dorset Office of the Police and Crime Commissioner
Durham Police and Crime Commissioner
Durham Resilience Forum
East Midlands Ambulance Service NHS Trust
East of England Ambulance Service NHS Trust
East Sussex Fire and Rescue Authority
Edge Hill University
Emergency Planning Society, West Midlands Branch
Enfield Community Safety
Essex Fire and Rescue Authority
Essex Police Force
Fareham Borough Council
Fire Brigades Union
Fire Officers Association
Fire Sector Federation
Five Tees Valley Authorities
Gateshead Council
Gloucestershire Constabulary
Gloucestershire Fire and Rescue Authority
Greater London Authority
Greater Manchester Combined Authority
Hampshire and the Isle of Wight Local Resilience Forum
Hampshire and the Isle of Wight Office of the Police and Crime Commissioner
Hampshire Constabulary
Hampshire Fire and Rescue Authority
Hartlepool Borough Council
Health and Safety Executive
Hereford and Worcestershire Fire and Rescue Authority
Hertfordshire Constabulary
Hertfordshire County Council (FRA)
Hertfordshire Local Resilience Forum
Hertfordshire Police and Crime Commissioner
Humber Local Resilience Forum
Humberside Fire and Rescue Authority
Humberside Police and Crime Commissioner
Inclusion London
Independent Police Complaints Commission
Institute of Community Safety
Isle of Scilly Council
Isle of Wight Fire and Rescue Authority
Keele University
Kent and Medway Fire and Rescue Authority
Kent County Council
Kent Police

Kent Police and Crime Commissioner
Kingston Borough Council
Lancashire Combined Authority
Lancashire County Council
Lancashire Police
Lancashire Police and Crime Commissioner
Lancashire Resilience Forum
Leicestershire Fire and Rescue Authority
Lincolnshire Community Safety Partnership
Lincolnshire County Council
Lincolnshire Police and Crime Commissioner
Local Government Association
London Ambulance Service NHS Trust
London Assembly
London Councils
London Borough of Ealing
London Fire Brigade
London Resilience Forum
Lowland Rescue
Merseyside Fire and Rescue Authority
Merseyside Police and Crime Commissioner
Merseyside Police and Crime Panel
Metropolitan Police Service
National Police Chiefs' Council
National Trust
New Forest District Council
Norfolk Constabulary
Norfolk Fire and Rescue Authority
Norfolk Police and Crime Commissioner
North East Ambulance Service NHS Foundation Trust
North Yorkshire County Council
North Yorkshire Fire Authority
North Yorkshire Police and Crime Commissioner
Northamptonshire Fire and Rescue Authority
Northamptonshire Fire and Rescue Service
Northumberland County Council
Northumbria Police
Northumbria Police and Crime Commissioner
Nottingham Trent University
Nottinghamshire Fire and Rescue Authority
Nottinghamshire Fire and Rescue Service
Nottinghamshire Police
Osman Consulting Ltd
Oxfordshire County Council (as FRA)
Police and Crime Commissioners Treasurer's Society
Police Federation
Police Superintendents Association

Reading Borough Council
Retained Firefighters Union
Royal Berkshire Fire and Rescue Authority
Royal College of Emergency Medicine
Royal College of Nursing
Safer Stronger Doncaster Partnership
Salisbury City Council
Shadow Dorset and Wiltshire Fire and Rescue Authority
Shropshire and Wrekin Fire Authority
South East Coast Ambulance Service NHS Foundation Trust
South Tyneside Council
South West Local Resilience Forums
South Western Ambulance Service NHS Foundation Trust
South Yorkshire Fire and Rescue Authority
South Yorkshire Local Resilience Forum
South Yorkshire Police and Crime Commissioner
Southampton City Council
Staffordshire County Council
Staffordshire Local Resilience Forum
Staffordshire Police
Staffordshire Police and Crime Commissioner
Staffordshire Police and Crime Panel
Staffordshire University
Stoke-on-Trent and Staffordshire Fire and Rescue Authority
Stoke-on-Trent City Council
Suffolk Constabulary and Police and Crime Commissioner
Suffolk Fire Authority
Suffolk Local Resilience Forum
Suffolk Police and Crime Panel
Sunderland City Council
Surrey County Council (FRA)
Surrey Police and Crime Commissioner
Sussex Local Resilience Forum
TechUK
Telford and Wrekin Council
Telford and Wrekin Council Civil Resilience Team
Thames Valley Police and Crime Commissioner
The Institute of Civil Protection and Emergency Management
Trades Union Congress
UNISON
UNISON LFEPA
Unite the Union
Victoria University (Australia)
Warrington Borough Council
Warwickshire County Council (FRA)
Warwickshire Police and Crime Commissioner

Warwickshire Police and Crime Commissioner
Weightmans LLP, Solicitors
West Mercia Police and Crime Commissioner
West Midlands Ambulance Service NHS Foundation Trust
West Midlands Fire and Rescue Authority
West Midlands Local Resilience Forum
West Sussex County Council (FRA)
West Yorkshire Police
West Yorkshire Police and Crime Commissioner
Williams Training and Consultancy
Wiltshire Police and Crime Commissioner
Wokingham Borough Council
Wokingham's Community Safety Partnership
Wyre Forest District Council
Yorkshire Ambulance Service NHS Trust