

ONE YEAR ON

Progress against the Local Business Case,
'Working Better Together'

2019



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CONTENTS

FOREWORD	3
EXECUTIVE SUMMARY	4
1. BACKGROUND	6
2. IS IT WHAT WE EXPECTED	7
• Staff perceptions	7
• Independent Baseline Assessment	7
• Chief Fire Officer's 100 Day Report	9
3. REVIEW OF THE GOVERNANCE PROPOSAL	11
The Critical Success Factors (CSFs)	
• CSF 1: Accelerates scale, pace and effectiveness of collaboration	12
• CSF 2: Brings benefits in terms of transparency and accountability	21
• CSF 3: Transfer is deliverable	30
• CSF 4: Mitigates strategic risks	34
• Economic Assessment	37
4. PROGRESS AGAINST YEAR ONE PRIORITIES	40
5. LESSONS LEARNED	42
6. WHAT THE FUTURE HOLDS	43
APPENDICES	45

FOREWORD

Welcome to my 'One Year On' review of progress following the transfer of governance of North Yorkshire Fire and Rescue Service.

Much has happened in the last year and I am very grateful to people across North Yorkshire Fire and Rescue Service and North Yorkshire Police who have embraced new ways of working. I am very proud of our collective achievements over the last year and would like to thank everyone for their contribution.

My first few months were spent visiting fire stations, HQ and other locations, to begin to really understand North Yorkshire Fire and Rescue Service and hear and listen to people's views. I also commissioned an Independent Baseline Assessment of the Service by former Chief Fire Officer of Oxfordshire Fire and Rescue Service. The visits and the independent report helped me understand the real strengths of the Service as well as what needed to improve. I was also able to personally stress my commitment to the Service, and to address concerns people had about their jobs, as well as to allay fears about 'mergers' and a potential threat to the independence of the Service.

The Fire and Rescue Service has a very strong public image and this year I have heard from over 3,700 residents, businesses and partners about priorities for the Service and by how much people are willing to support the service via their council tax. This has enabled me to integrate the public's views into the first ever Fire and Rescue Plan. The Service's financial position on transfer was particularly challenging, and would have seen reserves vanishing by 2022/23, in an effort to fill a significant financial shortfall. This had led to fears about future station closures and other significant frontline cuts.

However, since transfer, we have been able to quickly identify significant efficiencies without impacting essential frontline services. We have progressed collaboration at pace, with savings identified from a shared HQ, joint corporate services and co-location of frontline staff. Hard work has meant that we should now break even by 2021/22, putting the Service on a more stable footing for the future.

For the first time in 10 years we've also held an open recruitment process for wholetime firefighters which is an important development. I promised to listen to firefighters, staff, residents and businesses about their priorities for the Service and this open recruitment campaign was one result of what they said.

In July, to take our plans forward and lead the Service, I appointed Andrew Brodie as Chief Fire Officer. Andrew's enthusiasm for our Service's potential and experience of leading innovative collaborative work in Leicestershire set him apart. His 100 Day Report demonstrated a thorough understanding of the challenges facing the Service as well as setting out our shared vision for the future. This will help deliver the priorities in my Fire and Rescue Plan and ensure we provide the best possible service to those who live, visit and work in North Yorkshire and the City of York.

This report shows that not only have I delivered a smooth governance transfer process, but that real progress has swiftly been made against all my intentions in the original business case. There is still much more work to be done but we have a thorough understanding of our challenges and robust plans in place to address them.



A handwritten signature in black ink, appearing to read 'Julia Mulligan'.

Julia Mulligan
Police, Fire and Crime Commissioner for North Yorkshire

EXECUTIVE SUMMARY

When Julia Mulligan took office in 2012, she identified clear opportunities to collaborate with local public sector partners and in 2013 a Statement of Intent was signed between the Commissioner, Chief Constable and Fire and Rescue Authority setting out an ambitious programme of collaboration across estate, fleet, corporate enabling services, training and other tactical initiatives. However, over the following five years, progress was limited largely to a co-located transport and logistics hub.

In 2017, the Policing and Crime Act gave Police and Crime Commissioners the opportunity to put forward a local business case to transfer governance of the Fire and Rescue Service to the Commissioner. North Yorkshire's business case set out a range of benefits, particularly the pace and scale of collaboration and change. The transfer would also improve transparency and accountability, alongside suggested savings of £6.6 million.

In June 2018 the Home Secretary approved the business case and on 15 November 2018 the transfer was made. The process went smoothly with clear employee consultation and communication, including the publication of an independent baseline assessment to help the Commissioner understand the position of the Service at transfer.

In the 12 months since transfer the pace and scale of collaboration and change has been significant and much progress has been made.

The two organisations now share a joint mission and vision with aligned priorities through their respective strategic plans, North Yorkshire Fire and Rescue Service (NYFRS) have a joint headquarters with North Yorkshire Police (NYP), and ENABLE North Yorkshire has been established to pool corporate enabling services. A single estates strategy is close to being finalised and progress is well under way toward developing a Public Safety Service with multi-agency officers delivering preventative work for both services by the end of the financial year. In addition, several tactical initiatives have been taken forward, with closer working between control rooms, integrated training (for example on mental health), the use of police drones with thermal imaging cameras for supporting fire incidents, and the sharing of calls from the ambulance service for gaining access for medical emergencies.

The Commissioner inherited a significant budget deficit of £1.2 million per year on transfer, increasing to £2.5 million by the end of the Medium Term Financial Plan (MTFP) and in 2022/23 seeing NYFRS's reserves depleted creating a significant risk. On transfer the Commissioner immediately set out to address this situation, setting up a finance working group and ensuring that ideas were gathered from as wide a range of sources across the Service and nationally. Within 12 months since transfer the Commissioner has secured sufficient savings over the course of the MTFP that the budget should break even by 2021 without any detriment to frontline services. Furthermore, over the 10 year period covered by the local governance business case, savings are now forecast to reach £8 million across NYFRS and NYP, £1.4 million more than originally estimated.

Much of this progress stems from more dynamic, transparent and accountable governance, allowing work to move at pace and decisions to be made more quickly. Access to information and a greater understanding of detailed business cases, through support from the Office of the Police, Fire and Crime Commissioner (OPFCC) and having more time to spend with the Service, has meant different considerations and potential gaps have been explored, leading to greater focus on clear priorities. Decisions are more transparent to the public and there is greater clarity on roles and responsibilities through a streamlined Corporate Governance Framework and planning cycle.

Public Accountability Meetings (PAM) are live streamed and can be reviewed via the Commissioner's website, providing the public with a more in depth understanding of their Service and the challenges and good work being done to improve it. More members of the public have been involved in setting the direction of the Service and its precept through consultation than ever before, with over 3,700 involved in the first year.

The detail of this progress and change is set out within this One Year On report demonstrating clearly the work that has been achieved, the challenges faced, and the solutions adopted to overcome them. The key milestones achieved are set out in the table opposite. The Commissioner is pleased that clear progress against her business case has been made and that the pace and scale achieved in the first year demonstrates the clear benefit of the transfer as set out in her business case.

KEY MILESTONES

Date	Milestone
15 November 2018	Governance transfers to the Police, Fire and Crime Commissioner
20 November 2018	Independent Baseline Assessment of North Yorkshire Fire and Rescue Service published
November 2018	Transform 2020 (T2020) commences
December 2018	Commissioner consults public and partners on fire precept (the amount of council tax people pay for their fire and rescue service) with 2,700 responses
December 2018	Shared S151 Officer confirmed in post by Police, Fire and Crime Panel across OPFCC and Fire Authority
December 2018	Commissioner establishes finance working group to identify savings
January 2019	Review of Principal Officer salaries in line with similar roles nationally
January 2019	Interim Chief Fire Officer Andrew Brodie appointed
February 2019	Medium-Term Financial Plan and Reserves Strategy agreed
February 2019	First Public Accountability Meeting takes place with both Police and Fire
February 2019	Fire precept increase of 2.99% agreed
February 2019	Commissioner consults public and partners on priorities for the Fire and Rescue Plan with 1,000 responses
March 2019	Interim Chief Fire Officer's 100 Day Report published
April 2019	ENABLE collaboration established, bringing together the business support functions of both police and fire services
April 2019	Code of Corporate Governance Framework published
April 2019	Interim Chief Executive appointed as Monitoring Officer across OPFCC and Fire Authority
June 2019	HMICFRS inspection of NYFRS
July 2019	Permanent Chief Fire Officer Andrew Brodie confirmed in post by Police, Fire and Crime Panel
July 2019	Commissioner's Fire and Rescue Plan published
July 2019	Annual Report of NYFRS/Fire Statement published
July 2019	First external recruitment of wholetime firefighters in 10 years
August 2019	Phased move from NYFRS HQ to shared HQ with NYP begins
August 2019	New Joint Head of Estates, Transport and Logistics (NYP/NYFRS) appointed
September 2019	Permanent Deputy Chief Fire Officer appointed
September 2019	Planning cycles of Fire and Rescue Plan and Risk and Resource Model/Integrated Risk Management Plan aligned with PFCC election cycle
October 2019	Finance working group's efficiency proposals agreed
November 2019	Draft joint Estates Strategy (Police and Fire) presented to Executive Board
November 2019	Senior management review across NYFRS/NYP
15 November 2019	One year anniversary of transfer

1 BACKGROUND

The Policing and Crime Act¹ was given royal assent in January 2017. The Act placed a high-level duty to collaborate on the emergency services (Police, Fire and Rescue and Ambulance). It also made provision for local assessments by Police and Crime Commissioners (PCCs) as to the most effective governance model for Fire and Rescue Services (FRS), giving them the ability to present a Local Business Case (LBC)² to the Home Secretary where they perceived that a different governance model would generate improvements in economy, efficiency and effectiveness, and/or public safety.

In North Yorkshire the PCC considered that such a change may be in the best interest across these considerations. Julia Mulligan commissioned a full and independent assessment of the current Fire Authority governance model and the options available through legislation, including robust and extensive consultation with the public and workforce, and submitted a LBC to the Home Secretary proposing a change in governance. This would see the PCC replace the North Yorkshire Fire and Rescue Authority. The Commissioner would govern both fire and rescue and police services, while each organisation would retain their operational independence, separate Chief Officers, roles and identities. The two services would continue to have distinct roles, identities and finances – one service's savings would not fund the other.

The full business case and consultation report are available on the Commissioner's website.

The Home Secretary approved the LBC in June 2018, recognising the benefits that joint oversight of the police and fire service would bring to the residents and businesses of North Yorkshire. On 15th November 2018, the Commissioner took on all statutory responsibilities of the North Yorkshire Fire and Rescue Authority, becoming the Police, Fire and Crime Commissioner (PFCC) for North Yorkshire.

The two services would continue to have distinct roles, identities and finances – one service's savings would not fund the other.



¹ Policing and Crime Act 2017
<http://www.legislation.gov.uk/ukpga/2017/3/contents/enacted>

² Commissioner's local business case 'Working Better Together'
<https://www.northyorkshire-pfcc.gov.uk/content/uploads/2017/10/North-Yorkshire-LBC-Working-Better-Together.pdf>

2 IS IT WHAT WE EXPECTED?

Leading up to and within the first few months following governance transfer, the Commissioner committed to an in-depth understanding of the Service's challenges and opportunities. She did this by listening to the staff of North Yorkshire Fire and Rescue Service and its representative bodies, commissioning fire sector expertise from outside North Yorkshire to provide an independent Baseline Assessment of the Service and considering the Interim Chief Fire Officer's 100 day report.

STAFF PERCEPTIONS

Prior to and post transfer the Commissioner initiated a roadshow of visits to almost all 38 fire stations and other working locations such as the control room and headquarters, to introduce herself and her role, and to listen to staff feedback about what it was like to work for North Yorkshire Fire and Rescue Service.

Accompanied by the Interim Chief Fire Officer at the time, comments and concerns centred on the potential loss of brand identity associated with the police, the significant savings requirement and potential cuts to the frontline, pay and internal communication, with a need to improve transparency of decisions between senior management and staff. Staff also demonstrated an appetite for change and proposed a wide range of future opportunities and savings.

The roadshows promoted trust and understanding between the Commissioner and the Service and an opportunity to address some of the misconceptions of the impact of governance transfer. Staff were concerned about their Service losing its independence and feeling it could be subsumed as the smaller of the two services. The Commissioner reassured employees that the budgets and identities of the two services were entirely independent. The roadshows were very well attended as it was the first time this had been done. Staff were also given the freedom to raise whatever issues they wanted with the Commissioner and Interim Chief Fire Officer, setting a more accessible, personal and transparent approach to leadership.

"In the meetings I have been struck by their willingness to look at how we can work together to develop a Fire and Rescue Service that is fit for the future, and I am committed to ensuring everyone is fully involved in these discussions. They know what works and they know the challenge."

"One of my priorities has always been to talk to people and let them know what is happening and why – from those on the frontline, to those who support them and the residents and businesses of the county."

Julia Mulligan, Police, Fire and Crime Commissioner
November 2018

"The individual services of North Yorkshire Police and North Yorkshire Fire and Rescue Service retain their operational independence, budgets, their chief officers and their own staff. The two services will always have distinct roles, identities and finances. One service's savings will not fund the other"

Julia Mulligan, Police, Fire and Crime Commissioner
November 2018

INDEPENDENT BASELINE ASSESSMENT

One of the Commissioner's first actions was to initiate an independent report on the state of the Service to fully understand where there was best practice and where improvement would be required. This assessment would review the Service structure, operational practices and protocols and savings plans, contracts, services and trading opportunities.

Between August and October 2018, Dave Etheridge, former Chief Fire Officer of Oxfordshire Fire and Rescue Service, undertook a Baseline Assessment of NYFRS³. This report was published soon after governance transfer on 20th November 2018.

³ Baseline Assessment of North Yorkshire Fire and Rescue Service

<https://www.northyorkshire-pfcc.gov.uk/content/uploads/2018/11/Report-into-North-Yorkshire-Fire-and-Rescue-Service.pdf>

The table below provides a summary of strengths, weaknesses, opportunities and threats (SWOT analysis) identified within the assessment.

TABLE 1: BASELINE ASSESSMENT: STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS

Strengths	Weaknesses
<ul style="list-style-type: none"> • Impressive record of reduction in fires and other emergencies over many years. • Effective partnership working and a good external reputation. • Firefighters and operational crews conduct Fire Safety Audits in businesses. • Strong track record of successful prosecutions of business who place employees/public at risk. • Effective approach to Fire Investigation, especially in relation to fatal fires. • All house and business visits are recorded on a software system which provides a clear audit trail. • Effective training framework, especially concerning operational competencies. • Effective Health and Safety framework. • Effective Incident Command training. • Effective fitness policy for all operational staff. • Fire Cover Review has produced a large volume of data for the Service to use in future. • NYFRS has many dedicated staff who 'go the extra mile'. 	<ul style="list-style-type: none"> • Unsustainable financial position. • Reliance on reserves to 'plug' the financial gap. • IRMP approach is not looking far enough into the future. • No formal Emergency Response Strategy. • No Response Standard which tells the public the time the Service will take to attend a 999 call. • Industrial relations are challenging due to the complexity of various projects and initiatives and the lack of process. • Buildings/furnishings need replacement or refurbishment. • Service could make better use of data and intelligence from other organisations to target higher risk businesses and vulnerable people. • The Service should celebrate success more concerning the positive impacts achieved around community safety. • There is minimal evaluation of the effectiveness of prevention and protection activities.
Opportunities	Threats
<p>Timely to conduct a fundamental review of the Service in all the following areas:</p> <ol style="list-style-type: none"> 1. Understanding where, why and when previous incidents occurred. 2. Assessing future risks from housing and business growth and an ageing population and likely future incidents. 3. Reviewing the number and location of fire stations. 4. Reviewing the future equipment on fire engines and other vehicles. 5. Assessing how fire engines should be crewed at different times during the day and night. 6. A management review to create a flatter structure. <p>There are also opportunities to:</p> <ul style="list-style-type: none"> • strengthen industrial relations through greater transparency and consultation; • place greater emphasis on public safety/risk reduction; • put the Service on a firm financial footing; • collaborate further with Police, Ambulance and other public services; • fully engage workforce in the future design and service delivery of NYFRS; • opportunities to broaden partnership working and community safety to become more 'relevant' and add further value to residents and business; • revisit the Tactical Response Vehicles project; • develop a longer-term workforce development strategy; and • ensure future establishment of enabling services jointly with the Police provides greater resilience in the supporting functions (enabling services) . 	<ul style="list-style-type: none"> • Loss of corporate knowledge and strategic experience due to high number of senior managerial retirements. • Service could receive a poor outcome from the forthcoming baseline review by HM Inspectorate of Constabulary and Fire and Rescue Services. • Worsening of financial position due to the potential reduction in government grant. • The potential pensions burden of £1.4m by the next financial year. • NYFRS will have insufficient or no reserves by 2022, leading to a vulnerable position and the inability to use reserves for other programmes. • Service could be open to criticism concerning the lack of equality and diversity within the workforce, especially concerning the employment of women and members of ethnic minorities. • Inflexible working patterns could lead to a less effective service to the public. • Several important projects will run concurrently, putting pressure on capacity and resource allocation.

The report showed that North Yorkshire Fire and Rescue Service (NYFRS) has dedicated staff and was delivering well against its statutory functions of prevention, business safety and response.

However, very serious challenges were also identified – primarily the 'unsustainable' financial position caused by relying on reserves to 'plug' the financial gap, an approach which the report said 'limits the use of reserves for other purposes and is not common in other fire and rescue services'.

To maintain the current levels of service, which the public rightly expects, NYFRS would need to make savings of around £1.2m recurring from 2019/20. The scale of savings increased to £2.5m recurring, as a consequence of a service delivery decision taken by North Yorkshire Fire and Rescue Authority in December 2017.

The former Fire Authority chose to use reserves to fund the budget shortfall between 2018/19 and 2020/21. The continued use of reserves would have seen them deplete by 2022/23, in turn losing the ability of the Service to have funds available for unplanned emergency spending or for essential investment to modernise the estate, fleet and equipment.

The report also recommended that the Service review the way its resources are used to mitigate risk, ensuring people are in the right place at the right time, with the right equipment and skills to deliver the best possible service to the public. This would in time require a full review of the Integrated Risk Management Plan (IRMP).

The Commissioner considered the recommendations of the report in detail and quickly established a finance

"The transfer of responsibility for North Yorkshire Fire and Rescue Service has been controversial, but this independent report shows in stark terms why it is so important for there to be a proper, transparent plan to ensure the Service has a strong and sustainable future. This is not the case at present and the challenge I inherit is significant."

Julia Mulligan, Police, Fire and Crime Commissioner
November 2018

working group at the end of 2018, led by the North Yorkshire Fire and Rescue Service, to identify savings, set an emergency budget and enable the Service to live within its means. In contrast to previous processes, this would be completely transparent and accessible to the wider workforce and representative bodies, with savings proposals subject to informal 'round table' discussions, full consultation as required and decisions not taken behind closed doors.

Work commenced quickly to review the approach to financial planning. The Commissioner's Chief Finance Officer, working alongside the Service's Finance Manager produced a robust Medium Term Financial Plan and Reserves Strategy⁴. Capital Financing was reviewed and a significantly reduced Capital Programme put in place to halt the unsustainable use of reserves. The revised Fire Budget and Capital Plans for 2019/20 and the Medium Term Financial Plans to 2022/23 were approved by the Commissioner in February 2019.

INTERIM CHIEF FIRE OFFICER'S FIRST 100 DAY REPORT

The retirement of three members of the Principal Officer Team, around the time of transfer, created an opportunity to reshape the Service's senior leadership, but also created a potential loss of corporate knowledge and strategic experience. Following an open, widely advertised recruitment campaign, which attracted candidates from around the country, the post of Interim Chief Fire Officer was filled by Andrew Brodie from Leicestershire in January 2019.



⁴ Medium Term Financial Plan 2019/20 – 2022/23

<https://www.northyorkshire-pfcc.gov.uk/content/uploads/2019/03/2019-20-Budget-and-Capital-Programme-and-MTFP-to-2022-23-Fire.pdf>

Andrew was subsequently recruited to fill the permanent post in July 2019 after being recommended to the Police, Fire and Crime Panel, again following a rigorous recruitment process which included the opportunity for partner organisations from across North Yorkshire to meet and question candidates.

The appointment of Jon Foster as Deputy Chief Fire Officer in September 2019, along with Carl Boasman maintaining his role as Area Manager positioned North Yorkshire Fire and Rescue Service with a strong, talented and experienced strategic leadership team.

Andrew followed up the Independent Baseline Assessment with his own 100 Day Report⁵ published in March 2019. In setting out his understanding of the Service he reflected many of the previous findings, citing clear commitment of staff and the need to improve relationships between staff and management as especially important. The financial position remained the fundamental challenge. An extract from the report below summarises Andrew's understanding of his first 100 days in service.

"Andrew has proved to be an innovative and strong leader whose passion and ability to improve the safety of our communities is clearly evident. I am delighted that the Panel agree."

Julia Mulligan, Police, Fire and Crime Commissioner
July 2019

"Andrew's findings are insightful and certainly give me food for thought moving forward. It is hard to disagree with his views on the chronic underinvestment in the Service, which hasn't only affected the quality of buildings, kit and equipment in use, but in some instances, also a culture of distrust. We are making progress on these issues, but more time, money and hard work is needed to address them properly."

Julia Mulligan, Police, Fire and Crime Commissioner
March 2019

- "We are an effective fire and rescue service with people who are committed to delivering good internal and external services. There are no obvious areas of concern about safety, service delivery or culture that need immediate action. The public we exist to serve on your behalf can feel safe because we make sure they are safe. There is a great appetite for change and colleagues are willing to step outside traditional approaches to improve our service delivery. Relationships between management and representative bodies is healthy and improving, essential for delivery of future change and sustainability.
- We suffer from chronic long-term under-investment and some long-standing cultural challenges. Much of the estate is dilapidated, too many workplaces are uninspiring. Technological advancements in equipment, fleet and ICT have too often not been made. Mistrust exists between layers of the organisation and this stifles initiative. The means of introducing Tactical Response Vehicles has damaged trust, though it's being rebuilt through sensible, pragmatic decisions and engagement with firefighters and their representative bodies. Colleague's default outlook is to focus on the past and on failures, and encouragement is needed to focus on the present, future and successes; once this happens the ideas are limitless and helpful."

Extract from Andrew's 100 Day Report
March 2019

Within his report, Andrew set out an ambitious vision to 2025 to; be financially sustainable, promote an inclusive culture that recognises the benefits of diversity, take forward further collaborative opportunities, invest in and share our estate, explore the use of different vehicles and crewing arrangements to maximise availability, develop a new on-call model that better recognises and rewards firefighters for their commitment, provide stability within the senior leadership team, ensure enabling services are well regarded, efficient and sustainable and demonstrate the causal effect of the work of NYFRS on public safety.

⁵ Chief Fire Officer's 100 Day Report

<https://www.northyorkshire-pfcc.gov.uk/fire-oversight/governance/100-day-report-on-fire-and-rescue-service/>

3 REVIEW OF THE GOVERNANCE PROPOSAL

This chapter forms the focus of the Commissioner's One Year On review, reflecting on whether the new governance model has delivered the intended benefits and outcomes.

The Local Business Case assessed each governance option against a set of design principles:

- whether a change of governance would drive economies, efficiency and effectiveness in both police and fire services by significantly accelerating pace and efficacy of collaboration between these services and their wider partners, to the benefit of public safety (a statutory requirement of the Policing and Crime Act 2017);
- whether a change in governance would deliver wider benefits relating to transparency and accountability.

Four Critical Success Factors (CSFs) were identified, representing the attributes essential to the successful delivery of the change in governance.

- CSF 1: Accelerates scale, pace and effectiveness of collaboration
- CSF 2: Brings benefits in terms of transparency and accountability
- CSF 3: Transfer is deliverable
- CSF 4: Mitigates strategic risks

Table 2 below displays the assessment of the PFCC governance model against the tests at the time the Local Business Case was written. One year on, all four CSFs have been progressed and/or delivered. The following chapters explain in detail the delivery outcomes against each CSF and include a review of the original economic assessment that identified £6.6m savings over a 10 year period.

TABLE 2: ONE YEAR ON SUMMARY AGAINST THE CSFs AND STATUTORY TESTS

Critical success factor	Test	Economy / efficiency / effectiveness	Statutory tests		One Year On
			Economy / efficiency / effectiveness	Public safety ⁶	Progress
CSF 1 Accelerates scale, pace and effectiveness of collaboration	The governance option can accelerate and enable more effective collaboration and deliver tangible public safety and vulnerability prevention benefits to reduce harm, improve resilience and effectiveness, and increase value for money	High	✓✓	N/A	YES
CSF 2 Brings benefits in terms of transparency and accountability	The governance option can improve transparency, accountability, visibility, and consistency of decision-making for the public, stakeholders and NYP and/or NYFRS	Medium	✓✓	N/A	YES
CSF 3 Transfer is deliverable	The governance option can be implemented successfully	Medium	N/A	✓✓	YES
CSF 4 Mitigates strategic risks	The governance option can mitigate strategic risks	High	✓✓	✓✓	YES
Net present value (£)		£6.6m			£8.0m

⁶ The Local Business Case did not seek to make a statement on public safety in relation to the degree to which collaboration or governance will directly impact on it. Therefore an assessment against CSF1 and CSF2 was not made.

CRITICAL SUCCESS FACTOR 1

Accelerates scale, pace and effectiveness of collaboration

THE LOCAL BUSINESS CASE

Extract from the original Local Business Case

Test: The governance option can accelerate and enable more effective collaboration and deliver tangible public safety and vulnerability prevention benefits to reduce harm, improve resilience and effectiveness, and increase value for money.

This option would enable collaboration of a different scale than has been possible previously, with the ability to align priorities and budgets and share resources more easily. Under this option, the PCC would be able to move closer towards her transformational vision by delivering a fire / police whole system approach to prevention and early intervention. These could be supported by a more strategic approach to use of data and intelligence to inform the commissioning of services.

Wider integration of control room and enabling support services would also be more possible, although this would represent a significant change and incur implementation costs. This may, in future include a range of delivery options, including further review of a new delivery model such as a third entity. A separate business case would be required to assess the case for such a change.

This option will bring benefits in terms of resilience, flexibility in access to resources, thus making it easier to deliver front line services such as joint response and early intervention and prevention. In delivering collaboration, the PCC could act as a driver of change and transformation. Over the longer term, staff teams working together over time would also be likely to collaborate more, bringing more benefits and impacting on cultural barriers.

Under this option, it is also more likely that the opportunities to create shared governance roles across fire and police will be taken promptly, and the PCC would move to create a streamlined governance structure which operates at the speed of the required activity and aligns with the model adopted in policing. With a single decision-maker it is also more likely that over time opportunities will be seized to create shared support roles where there is a good business or cost reason to do so.

It is also considered, based on the evidence provided in the Strategic Case about how single governance can accelerate decision-making, that the pace of collaboration is more likely to increase. A single decision maker will ensure that there is aligned political will and ambition.

A single governance approach could also simplify collaboration arrangements with other partners, such as health and local authorities, reducing duplication and enhancing the ability of both services to collaborate more effectively and efficiently. It would reduce the number of decision makers needed in discussions and be able to join up discussions across the services. Initial engagement with health partners has indicated that this is anticipated by partners already.

ASSESSMENT AGAINST CSF 1

CSF 1. Acceleration of pace and effectiveness of collaboration		Likelihood of additional benefits to the status quo (low / medium / high)					
		Early intervention and prevention	Estates integration	Shared support services	Health collaboration	Other wider collaboration opportunities	Overall assessment
Transfer of functions (Governance)	Improves public safety and prevents vulnerability	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	H
	Brings efficiencies and resilience	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	M

Key

High

Medium

Low

CSF 1 – PROGRESS ONE YEAR ON

SHARED VISION

The new governance model has ensured the Commissioner, Chief Constable and Chief Fire Officer now have a shared vision and common purpose.

The Commissioner's Police and Crime Plan and her new Fire and Rescue Plan help set out the joint vision of providing an exemplary service and a shared mission to keep people safe and feeling safe in North Yorkshire and the City of York. Both plans share priorities of caring about the vulnerable, ambitious collaboration, improving frontline resources by better equipping staff with technology, skills, capacity and personal support and effective engagement with communities and customers.

North Yorkshire
Police, Fire & Crime
Commissioner



There is a shared direction and commitment to progress collaborative opportunities between the two services, clearly evidenced at the Commissioner's November Public Accountability Meeting where collaboration between the two services was under the spotlight. The collaborative opportunities outlined in the Police and Crime Plan mirror those in the Fire and Rescue Plan. There are good opportunities to learn from each other and a determination from the new senior leadership team to work, together where appropriate, in the public interest.

SERVICE TRANSFORMATION (TRANSFORM 2020)

Prior to the transfer of governance, the Commissioner had initiated the Transform 2020 programme (T2020) with a policing focus, procuring an external strategic partner for support (PricewaterhouseCoopers). The procurement included the option for T2020 to be extended to NYFRS, should the Commissioner's Business Case be approved by the Home Secretary.

T2020 has now started to fundamentally re-align the operating model of enabling services and embed collaborative working at the core of North Yorkshire Police and North Yorkshire Fire and Rescue Service.

Both the Commissioner's own assessments and HMICFRS's findings showed that some areas of enabling services in NYP, which support front-line operational services, were providing poor value for money. Furthermore, changes driven by national programmes and the changing nature of public demand and crime required a re-evaluation of the way services were being delivered. In parallel, NYFRS was found to be facing a significant financial shortfall over the next four years. T2020 has evaluated how services can be delivered more efficiently and aims to deliver £10 million of recurring savings by the end of 2020/2021 for the Police and a further £2.5m for the Fire and Rescue Service.



However, T2020 is about more than just financial savings. It aims to help NYP and NYFRS adopt new ways of working that will allow the organisations to be more flexible, responsive to local need, driven by analytical insight and equipped to respond effectively and sustainably to future challenges.

Change of this degree has had a fundamental impact on our people and the Commissioner, Chief Constable and Chief Fire Officer are committed to supporting staff through the changes ahead. This includes internal support delivered through the change team, line managers, Heads of Function, HR and occupational health and external support commissioned from North Yorkshire County Council. T2020 is communicating openly and honestly about the future and has adopted an approach of co-design, testing and phased roll-out of those changes that require new ways of working, so that the impact on the organisations and their people is well understood.

SHARED SUPPORT SERVICES



ENABLE North Yorkshire was established in April 2019, and is a formal collaboration bringing together the business support functions for NYP and NYFRS. The shared vision for this collaboration is to deliver by 2020 a Police Service and a Fire and Rescue Service for North Yorkshire and the City of York which retain their respective identities, legislative duties, powers and responsibilities, and governance arrangements, but which share an integrated suite of business support and community safety prevention services where it makes sound operational and business sense to do so. The communities of North Yorkshire and the City of York will continue to enjoy discreet Police and Fire and Rescue Services but will see two of their blue light

services functioning as a virtual combined service in terms of business support and prevention.

In order for ENABLE to be progressed via a formal collaboration between NYP and NYFRS, it was necessary to transfer staff providing enabling services from the employment of the PFCC to that of the Chief Constable, as was envisaged at the time of the original Statement of Intent to Collaborate in 2013.

ENABLE comprises functions across the two services detailed in the table below.

TABLE 3: ENABLE FUNCTIONS (NYP AND NYFRS)

Functional Area	NYP	NYFRS
Administration	✓ (Business Administration Services)	✓
Communications	✓ (Corporate)	✓
Finance	✓	✓ (Payroll)
HR and Learning & Development	✓	✓ (Training Delivery, Occupational Health, Health & Safety)
ICT	✓	✓
Information Management	✓	✓
Strategic Intelligence, Information and Performance	✓ (Analytics, Inspection)	✓
Organisational Change	✓	✓
Transport, Logistics and Estates	✓	✓
Legal* and Procurement		✓

*NYP's legal team is not included as Evolve, a collaboration with Cleveland and Durham police forces, is the existing collaboration agreement through which NYP legal services are provided.

The Chief Constable and Chief Fire Officer are jointly responsible for setting out the requirements of the collaboration and the services they need, delivered by ENABLE's new Managing Director. The Commissioner will hold the Chief Constable and Chief Fire Officer to account for efficient and effective delivery of the new collaboration.

ENABLE is currently within stage 1, progressing to stages 2 and 3 over the next year:

Stage 1 – Simplify

Remove duplication of processes, define and refine what our enabling services do, ensure staff are deployed appropriately and supported to be the best they can, support managers to provide strong leadership and optimise the use of technology.

Stage 2 – Standardise

Transition to self service enabling services across the organisations, continue to improve processes, implement technology standardisation through joint procurements when upgrades are required, ongoing prioritisation in line with emerging needs of North Yorkshire Police, North Yorkshire Fire and Rescue Service and the public of North Yorkshire and the City of York.

Stage 3 – Share

A completely standard set of processes across North Yorkshire Police and North Yorkshire Fire and Rescue Service, underpinned by a common set of systems.

SHARED GOVERNANCE AND MANAGEMENT ROLES

There is now one Monitoring Officer and S151 Officer for the Commissioner and Fire Authority. This has brought significant benefits through streamlined decision making, comprehensive business awareness of risks and strategic priorities across both organisations, as well as cashable savings.

As forecast, the change in governance has led to combined/reduced senior management roles across fire and police around corporate, non-operational roles. In July 2019, on retirement of NYP's Head of Estates, the Head of Technical Services for NYFRS was seconded to become the new Head of Estates, Transport and Logistics across both services. Further opportunities exist to share management roles within ENABLE will be explored within phase 2 of T2020, to be implemented in line with existing staff retirements or natural attrition.

STREAMLINED, COLLEGIATE DECISION MAKING

The speed of decision making has improved under the new governance model with the ability to get things done quickly without waiting for committee cycles. The Police, Fire and Crime Commissioner, Chief Fire Officer and Chief Constable work in partnership to develop proposals for both services and make decisions. The decision-making process is deliberately separate from performance management and scrutiny, which takes place in a separate forum, aiding transparency.

The system has three principles at its heart:

1. Improved, streamlined decision-making
2. Greater and earlier public, workforce and partner involvement
3. Operational accountability and transparency

The engine of the system is the monthly Executive Board meeting, attended by those in leadership roles at the Police and Fire Service and chaired by the Commissioner.

TABLE 4: EXECUTIVE BOARD ATTENDEES

Attendees	
Police, Fire and Crime Commissioner (Chair)	Chief Constable
Deputy Police and Crime Commissioner	Chief Fire Officer
Chief Executive Officer	Deputy Chief Constable
PFCC Chief Finance Officer	Deputy Chief Fire Officer
Chief Constable's Chief Finance Officer	Head of Organisation and Development
Managing Director, ENABLE	Heads of Legal Services

A 'pipeline' of decisions is considered and individual matters are discussed in depth. The Executive Board provides a formal forum to discuss and progress the development and improvement of the two services and of the service delivered to the public in line with the Police and Crime Plan and Fire and Rescue Plan.

The Executive Board is supported by Chiefs Catchup where the Commissioner, her Chief Executive and the two Chiefs, meet informally on a weekly basis to ensure those decisions coming to the Executive Board are progressing appropriately. It provides an opportunity for the four senior leaders to informally review, discuss and provide strategic direction, to consider strategic issues and discuss corporate and partnership meetings. It has promoted open and transparent sharing of ideas and information at the most senior level of leadership. This process facilitates the early consideration of proposals between the key decision-makers and good communication. Importantly, it also ensures that the public, partners and workforce are consulted before key decisions are made.

IMPROVED PREVENTION AND DEMAND MANAGEMENT

The PFCC set out a clear vision for the strategic transformation of police and fire collaboration to deliver joined-up preventative services for North Yorkshire and to ensure that the frontline is protected by improving the efficient and effective use of emergency services assets, estates and support services.

The LBC set out the need for collaboration to focus on outcomes for the public. The two models below illustrate how an organisational perspective could see organisational leaders putting their service before the need of the public, whereas an outcomes perspective would see increasingly greater overlap of service delivery through greater collaboration to improve community resilience and public safety.

FIGURE 1: ORGANISATION LED

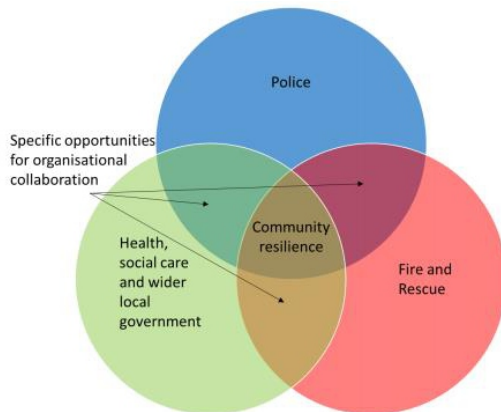
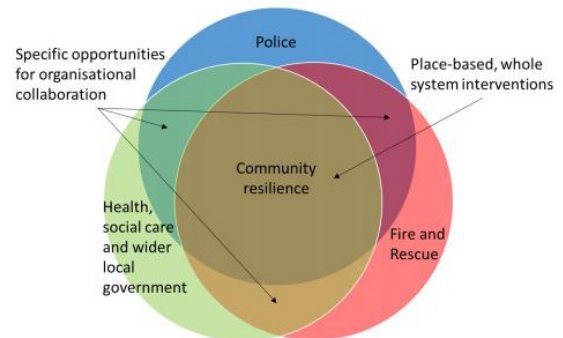


FIGURE 2: OUTCOME LED



Public Safety Service

The LBC recognised the challenges being faced by public sector agencies in meeting the needs of vulnerable individuals in the current financial climate. Communities, especially rural communities, have seen services retract. For the Fire Service, there is also a particular crisis in the recruitment and retention of on-call firefighters, especially in rural communities. No one service or agency can afford to solve this problem on their own, but collectively a solution is possible.

A pilot is being developed for a Public Safety Service which will initially be run in Craven. This will build on the already valuable partnership working through community safety hubs to build community resilience, prevent vulnerability and thereby reduce harm. It aims to bring together a wide range of partners to create a single approach tailored to the needs of local communities.

The hub will focus on primary prevention, early intervention and problem-solving activities across organisations at a district-wide level. It will focus on helping to reduce demand, identify unmet complex and service-spanning needs and improve community resilience, connecting vulnerable people to healthcare providers, social services, alcohol and mental health advice services, housing services, appropriate voluntary sector organisations, town planning and community groups.

The physical location of the team has been challenging as neither the police, fire or council offices are suitable. Alternatives are being sought.

A central part of this service will be a multi-agency role working on behalf of and across all involved partner agencies. Public Safety Officers (PSOs) will be in post by April 2020 based on the Tri-Service Safety Officer (TSSO) role successfully introduced across Cornwall. A North Yorkshire multi-agency project team visited Cornwall in September 2019 to shadow the county's TSSOs over two shifts and to gain an overview of this multi-agency project from design through to implementation.

In 2020, starting in the pilot area of Craven, the Commissioner will introduce two PSOs. The primary role of the PSO will be to support the community safety prevention agenda. Tasked by police, fire, health and council via the hub and other methods, the PSOs will carry out domestic and business risk reduction visits through intelligence and targeted information, to reduce the risk to the most vulnerable in our communities and can feed intelligence on vulnerability back to the hub where referrals can then be assigned specific targeted interventions by the actual services. The role will also manage a caseload relating to anti-social behaviour and could in addition develop location-based specialisms that could include

probation support for local rehabilitation or community sentencing.

The PSOs would also provide resilience to blue-light services response. PSOs will undertake operational elements of the on-call firefighter's role, with Community Safety Accreditation Scheme (CSAS) powers from the Chief Constable, to contribute to maintaining and improving community safety, and will be trained as Ambulance Emergency First Responders.

A multi-agency working group is currently progressing the development of the proposed Public Safety Officer, and identifying the necessary training and infrastructure, as well as determining the most beneficial locations within Craven, with a view to recruitment commencing in January 2020.

A full benefits review of the Public Safety Service pilot in Craven will be undertaken during 2021 as well as an independent evaluation of the Public Safety Officer role.

Safe and Well Visits

Safe and Well visits form a valuable contribution to the Fire Service's prevention activities. "Safe and Well Part 1" offers bespoke fire safety advice to help mitigate the risk of fire. Since transfer, "Safe and Well Part 2" has been introduced, allowing firefighters to extend discussions beyond fire safety to act upon a wider range of health and wellbeing risks. These additional factors can often result in much needed referrals to partner agencies e.g. social care.

- **Safe and Well Part 1** Previously called Home Fire Safety Visits – to help mitigate risk of fire
- **Safe and Well Part 2** A more comprehensive visit extended to cover wellbeing, dementia, alcohol, cold homes, scams and fraud prevention

There were initial concerns amongst firefighters about the necessary level of training required for the extended elements of the Part 2 visit and the unresolved national pay negotiations have to some extent hindered firefighters conducting Part 2 visits.

Targeting could be much improved by use of a broader range of partnership data to create a more robust assessment of vulnerability to fire. The Service aims to increase the number of partnership referrals into the Service, to better target Safe and Well visits.

Volunteers

With assistance from North Yorkshire Police's Volunteer Co-ordinator, two volunteers have been recruited to assist in Craven with the Fire Service's prevention agenda, conducting Safe and Well Visits and delivering other fire prevention work. The volunteers will commence in post by the end of the calendar year. There is further collaborative potential for volunteers to work across services on joint community safety prevention activities, to be explored over 2020.

Sharing data

To identify the most effective locations for the Public Safety Officers, our emergency services are now sharing data and intelligence to map demand, response and vulnerability across North Yorkshire and the City of York. Yorkshire Ambulance Service (YAS), NYP and NYFRS have all shared data at the design stage of this project with the view to accelerated, regular and meaningful use of shared data to inform future decision making and understanding of public need.

The information management teams for both NYP and NYFRS will shortly be co-located within ENABLE, greatly increasing resilience and encouraging data sharing as a matter of course between the two organisations.

OPERATIONAL COLLABORATION

Emergency First Responders (EFRs)

With a Memorandum of Understanding now re-established between YAS and NYFRS, firefighters can be called out to certain life-threatening incidents at the same time as an ambulance. An EFR does not replace the usual emergency medical response from the Ambulance Service. However, fire service resources within the local community could mean they are nearer to the scene in those first critical minutes of a medical emergency, delivering life-saving care until an ambulance arrives. Post transfer, Pickering and Lythe fire crews have reengaged in the EFR pilot on a voluntary basis and have already responded to a number of incidents, helping to save lives. The Commissioner would like to see this activity rolled out across North Yorkshire and the City of York.

Gaining Access for Medical Emergencies (GAME)

Gaining access to premises to assist Yorkshire Ambulance Service is now carried out on a voluntary basis in Scarborough and Skipton. Firefighters provide humanitarian assistance at emergencies where people are thought to be in need of urgent medical attention but where ambulance service paramedics cannot gain access, for example when they are locked indoors. The Fire Service has sound skills, knowledge and experience of making entry into premises, sometimes without damage due to high level access capability (using a ladder) and are quick to respond. Firefighters have better equipment to force an entry, creating less damage than police methods. The Commissioner would like to see this rolled out across North Yorkshire and the City of York.

Drones

A good example of how opportunities for collaborative working are more apparent when working closer together. From the 16th October 2019 a Memorandum of Understanding was put in place allowing NYFRS to request NYP's drones and their pilots to assist in providing a birds-eye view of incident scenes.

SINGLE ESTATES STRATEGY

One of the most significant areas of transformation, savings and improved working will be a 'One Estate' strategy. Sharing the estate will bring benefits of a rationalised estate, higher utilisation of the existing estate, benefits from shared maintenance contracts and wider knock-on benefits through co-location of staff. A review of both NYFRS and NYP estates strategies has provided an opportunity to look at a joint estates strategy, to deliver 'community safety services' to the people of North Yorkshire and the City of York.

The newly appointed Joint Head of Estates, Transport and Logistics has proposed a unified estates strategy, reviewed by the Commissioner's Executive Board in November 2019. This strategy looks to align all estate across both services and identify and progress merger of stations in appropriate locations. This joint strategy will deliver both capital disposals and revenue savings.

Shared stations

The Fire and Rescue Service currently hosts North Yorkshire Police personnel in Bedale, Boroughbridge and Ripon. Plans are well advanced for agile working space to be available for police personnel at Harrogate Fire Station, alongside Yorkshire Ambulance Service.

Shared headquarters

A phased transfer of all 75 staff from NYFRS HQ at Thurston Road in Northallerton, to Alverton Court, commenced in August 2019 and will be completed by mid December this year, well in advance of August 2020 when the lease on the current Fire HQ expires. The move has been supported by extensive planning and all the major enablers (IT systems, access cards, space, lockers, parking etc.) are now in place and ready to use.

"Working in partnership with North Yorkshire Police shows our commitment to collaboration through maximising opportunities in the interest of community safety and protecting our staff."

Mark Naylor, Group Manager, North Yorkshire Fire and Rescue Service

October 2019

Much work has been done to mitigate residual concerns about loss of identity including joint signage at HQ, the establishment of ENABLE as a 'brand' under the leadership of the Managing Director, regular, inclusive internal communications and briefings, supported by site visits to familiarise Fire Service staff with the new building and to meet their Police colleagues with whom they will be sharing office space.

A joint memorial garden that was created in the autumn is a good demonstration of how the two organisations can work in the same space but maintain their own identities.



Police and Fire cadets unveil the new obelisk

There are very significant benefits of a shared headquarters including:

- **Better use of space** - sharing common facilities (welfare, meeting rooms, reception etc.)
- **Effective strategic leadership** – bringing leadership teams together in one location allows for the cross-fertilisation of ideas and plans to further promote collaboration and drive efficient and effective delivery
- **Building effective working relationships** - opportunity to integrate staff and develop closer and more productive working relationships
- **Effective use of assets** - using whole site for the benefit of both partners
- **Reducing costs** - sharing one building will create savings across both services
- **Improved public perception** - presents an appropriate public image by making best use of shared assets

Joint transport and logistics hub



NYP and NYFRS operate a vehicle fleet supported by predominantly in-house service provision and some external contracts with third parties for fleet related services. Additionally, the two services also operate logistics functions which provide for the purchasing and delivery of uniform, equipment and other supplies to the end users. In June 2017, the two partners moved their respective Transport and Logistics teams into a new, shared facility in Thirsk (owned by NYFRS). The new Transport and Logistics Hub was constructed to a joint specification to meet the current and future needs of both services.

In late 2017, following vacancies in each organisation, the partners took advantage of a further opportunity to collaborate, combining the

management teams of their respective Transport and Logistics sections to create an interim collaborative structure to deliver support services to both partners. This has been in place formally since 1st December 2017.

Since governance transfer, T2020 has reviewed the integrated delivery model and identified opportunities to disestablish spare capacity, deploy orderlies and surveyors more efficiently and realign the staffing structure across both organisations so that there is collaborative oversight through shared managerial roles and alignment of responsibilities, grades and remuneration.

BETTER INTEGRATION AND JOINT TRAINING

Control Rooms

Over the last 12 months, there has been a marked increase in joint training across the two services' respective control rooms. Duty managers have been meeting regularly to gain understanding of the differing roles and exchange ideas. They have also used the meetings as a chance to debrief issues and look at data sharing. An example would be the Police gaining an understanding of the Fire Service's National Interagency Liaison Officer (NILO) role and the need for access to Police Control to gain situational awareness during certain incident types.

The current mobilisation and software platform is due for replacement, or contract extension, in 2023. This would present an opportunity to assess the potential of a single call receipt and mobilisation function across the two services.

Training

NYFRS and NYP are now actively seeking opportunities for shared training and have, over the last twelve months joined up training on several areas including mental health and neurodiversity. Joint events such as the Intersectionality Conference have been positively received by staff and help reinforce a shared vision across the two services.

Joint Leadership Days across the two services have provided the opportunity to learn together and build relationships from a leadership perspective.

Promotion assessments

Staff across both organisations are more involved in each other's recruitment and promotion processes. Police personnel have contributed to Fire recruitment and managers from the Fire Service are now represented on Police promotion assessment panels.

As an example, the recent inclusion of a police officer on the Fire Service's Equality, Diversity and Inclusion Group is helping to share best practice around recruitment with a view to improving the diversity of the workforce.

"The transfer has reinvigorated the need to collaborate more closely.

The most important aspect of collaborative working has been the development of informal working relationships between the two control rooms which has helped to progress a number of areas of work."

Simon Gallagher, District Group Manager,
Control, NYFRS

November 2019

CRITICAL SUCCESS FACTOR 2

Brings benefits in terms of transparency and accountability

THE LOCAL BUSINESS CASE

Extract from the original Local Business Case

Test: The governance option can improve transparency, accountability, visibility, and consistency of decision-making for the public, stakeholders and NYP and/or NYFRS

This option could also enable the changes that the PCC model has brought to policing to apply to fire and rescue services. There would be increased public engagement through a directly elected PFCC who would put in place similar accountability and engagement arrangements for fire as exist currently for police. This can contribute to the increased effectiveness of emergency services to understand and meet public expectations. It would mean:

- Direct and joined-up access to PFCC through police and fire public surgeries (FRA matters are discussed at local NYCC Area Committee meetings), making it easier for the public to raise concerns.
- Easier access to public meetings (PCC's Corporate Performance, Delivery and Scrutiny is live streamed and questions can be posed on social media such as Twitter live whereas the public can attend or pose questions in advance to the FRA).

- Independent technical resources within an OPFCC who would provide additional capacity and capability to provide effective independent scrutiny and challenge to decision-making, although this would incur additional costs.
- Speed of decision making is likely to increase as PCC formal governance is more frequent than the NYFRA with weekly and monthly decision-making meetings.
- It is likely to raise the public profile of fire governance, as the PCC role has been shown to raise the profile of police governance. There would be a single, democratically accountable person responsible for fire governance, with a clear port of call for people to contact and a visible public presence.

As shown below, the option was assessed as medium because it will bring a material change to the status quo position on the governance attributes below.

ASSESSMENT AGAINST CSF 2

CSF 2. Benefits in terms of transparency and accountability	Degree to which transparency and accountability attributes are achieved (low / medium / high)						
	Ability to create single direction /guiding mind	Improving cultural environment for collaboration	Improving speed of decision making	Improving scrutiny	Improving transparency	Improving public engagement and awareness	Overall assessment
Transfer of functions (Governance)							M

Key

- High
- Medium
- Low

CSF 2 – PROGRESS ONE YEAR ON

CLARITY OF ROLE

As a single, democratically accountable person elected specifically for the purpose of governing the Fire and Rescue Service and held to account at the ballot box by the electorate every four years for the service being delivered, the Commissioner has a visible public presence and is a clear point of contact with clear responsibilities to:

- develop a Fire and Rescue Plan that sets the direction and priorities for the Service;
- scrutinise, support and challenge performance against the Fire and Rescue Plan;
- approve an Integrated Risk Management Plan (IRMP);
- set a budget and the local fire precept;
- maintain an efficient and effective fire and rescue service;
- provide a local connection between the fire and rescue service and local communities;
- appoint a Chief Fire Officer to lead and manage the service.

ACCESSIBILITY AND PUBLIC ENGAGEMENT

Public Accountability Meetings (PAM)

Monthly Public Accountability Meetings are the forum in which the PFCC holds the two Chief Officers of both services to account for the service to the public. The meetings are live-streamed and open to public engagement via social media. Questions can be emailed ahead of time or tweeted live. Forthcoming PAMs are advertised on the OPFCC website, social media and via the North Yorkshire Community Messaging system. The agenda, papers, presentations and minutes are available online, including a monthly performance assessment against a wide range of performance indicators. Recordings of each meeting are made available on the OPFCC website.

At PAMs, NYFRS is required to demonstrate the quality of the service in different areas and is assessed against the vision of the Fire and Rescue Plan. The PFCC has already asked the two services to jointly report on some topics, to explain how they are recognising their shared challenges and are collaborating to improve their services to communities.

TABLE 5: PAM TOPICS – NORTH YORKSHIRE FIRE AND RESCUE SERVICE

2019	Topic	Joint NYP / NYFRS
February	Older people	YES
March	Health and safety in the workplace	
April	National resilience and major incident preparedness	
May	Equality, diversity and inclusion	
June	Mental health	YES
July	Protection and business safety	
August	Special services	
September	Safe and well checks	
October	On-call availability	
November	Fire/Police collaboration	YES

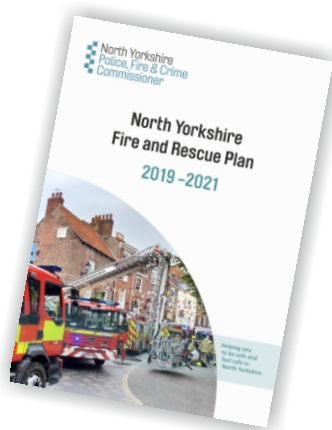
Public engagement

Listening to and understanding the needs and views of local people across North Yorkshire and the City of York is of primary importance to the Commissioner. This is achieved in a wide range of ways, in setting out the Fire and Rescue Plan, but also informally on a day-to-day basis. This includes public meetings and one-to-ones in cities, towns and villages across the area, as well as through commissioning independent research studies, consultations and surveys.

Over 2018/19, 16 formal surgeries (allowing for holidays, this is approximately one every three weeks), at which residents can meet for a one-to-one talk with the Commissioner, took place as well as 27 Community Engagement events where the Commissioner met with members of the community to discuss the work of the OPFCC. On transfer, the remit of surgeries and events was expanded to include fire and rescue related matters.

Fire and Rescue Plan consultation

Like the Police and Crime Plan for NYP and unique to the PFCC governance model, the Commissioner must produce a Fire and Rescue Plan, setting out the strategic vision, priorities and objectives for NYFRS. They must make arrangements for obtaining the view of the community as they currently do in preparing their Police and Crime Plan, to ensure Service priorities reflect the needs of the public.



To identify and shape the draft priorities and objectives for inclusion in her Fire and Rescue Plan, the OPFCC undertook extensive background research and consultation including focus groups with partners, Fire and Rescue Service staff across the organisation, including the senior leadership team and representative bodies, members of North Yorkshire Police's senior leadership team and locally elected councillors.

Draft priorities and objectives were subsequently worked up and presented for public and stakeholder consideration in an online survey with hard copies available on request, including access to an easy read format. A short version of the consultation was

"This is the first time that priorities for North Yorkshire Fire and Rescue Service have been clearly and publicly set out and are based on the priorities that the Fire Service, plus the communities and businesses of the county, have told me are important."

Julia Mulligan, Police, Fire and Crime Commissioner
July 2019

produced and distributed to libraries and council offices across North Yorkshire and the City of York. The consultation was promoted by targeted emails to the public, key stakeholders and partners and by using digital/social media and press activity.

Over 75% of the 1,000 respondents supported the four priority areas:

Caring about the vulnerable

to provide services that will best protect the most vulnerable people in our community and in doing so, make them safer

Ambitious collaboration

to maximise opportunities to work jointly with partners and to provide a more effective, efficient and proactive community safety service

Realising our potential

to create an inclusive work environment and a positive, supporting culture where we provide our people with the equipment, IT, training, skills, and capacity to effectively prevent and respond to incidents

Effective engagement

to increase trust and public confidence in our Service, involving, engaging and consulting our communities on the services we provide and delivering the best possible service.

The Commissioner's Fire and Rescue Plan 2019-21⁷ was published in July 2019 on the OPFCC website.

The Service has already made progress in delivering the outcomes set out in the Plan and is writing a Service Delivery Plan to ensure all objectives are met by 2021.

The Fire and Rescue Plan provides the opportunity for the public to not only influence the Service's priorities, but to hold the Commissioner to account for ensuring delivery of the Plan's objectives. Achievement of the Plan's objectives are linked to the Chief Fire Officer's progression plan.

⁷ North Yorkshire Fire and Rescue Plan 2019-21 <https://www.northyorkshire-pfcc.gov.uk/content/uploads/2019/09/Fire-Rescue-Plan-2019-2021.pdf>

Fire precept consultation

Prior to governance transfer there had been very limited public consultation on the fire precept, the amount of council tax people pay for fire and rescue. In December 2018 the Commissioner consulted on setting the fire precept for the first time and received over 2,700 responses from partners and the public. This level of response represents a significant uplift compared to previous precept consultations pre-transfer which received less than 50 responses.

This was a joint consultation addressing both the police and fire precept within one survey, thus promoting the governance role of the Commissioner and reducing unnecessary separate consultations. The consultation was undertaken in numerous ways with a representative telephone survey, supported by an open, online survey. The open survey was publicised on the Police, Fire and Crime Commissioner's website and promoted via social media. Leaflets located in libraries and other accessible locations across North Yorkshire and the City of York further promoted the survey as well as providing a paper-based return option.

The future - public perception survey

During 2020, the Commissioner will launch a new public perception survey. This will serve as a community safety barometer, collecting public priorities across both services and will assess service achievement of objectives and outcomes within the Police and Crime Plan and Fire and Rescue Plan. This will further reinforce the joint governance role of the Commissioner as well as reduce survey fatigue and cost by gathering perceptions of both services at the same time rather than separately.

CORPORATE GOVERNANCE FRAMEWORK

Developed by the OPFCC in conjunction with the Fire and Rescue Service, a draft Corporate Governance Framework was in place ready for the transfer date of 15 November 2018.

The Framework provides a set of principles and processes by which NYFRS is directed and controlled; to do business in the right way, for the right reason at the right time. The principles underlying corporate governance are based on managing the organisation with integrity and fairness, being transparent, making all the necessary disclosures and complying with relevant legislation. Good governance facilitates efficient and effective management that translates into value and excellent customer service for our various stakeholders, and comprises:

- **Statement of Corporate Governance** – gives clarity on the way the Police, Fire and Crime Commissioner (Fire and Rescue Authority) for North Yorkshire and North Yorkshire Fire and Rescue Service, will be governed to do business in the right way, for the right reason at the right time.
- **Code of Corporate Governance** – sets out how the Commissioner will conduct her organisation, in accordance with the Statement of Corporate Governance by highlighting the key enablers for good governance. The Commissioner will apply the core principles highlighted in the International Framework standards for good governance in the public sector.



⁷ North Yorkshire Fire and Rescue Plan 2019-21 <https://www.northyorkshire-pfcc.gov.uk/content/uploads/2019/09/Fire-Rescue-Plan-2019-2021.pdf>

Principle A:

Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law

Principle B:

Ensuring openness and comprehensive stakeholder engagement

Principle C:

Defining outcomes in terms of sustainable economic, social and environmental benefits

Principle D:

Determining the interventions necessary to optimise the achievement of the intended outcomes

Principle E:

Developing the entity's capacity, including the capability of its leadership and the individuals within it

Principle F:

Managing risks and performance through robust internal control and strong public financial management

Principle G:

Implementing good practices in transparency, reporting and audit to deliver effective accountability

- **Scheme of Corporate Governance – Delegations and Consents** – provides a framework which ensures the business is carried out efficiently; ensuring decisions are not unnecessarily delayed. It aims to clarify those powers which, for the benefit of good practice, are given to the statutory officers and staff.

On 11 April 2019, the Commissioner, as the statutory Fire and Rescue Authority, published the final Corporate Governance Framework.

The framework will be reviewed on an annual basis by the Commissioner, Chief Fire Officer, Chief Executive and Monitoring Officer and the Chief Finance Officer (S151 Officer).

TRANSPARENCY

The Code of Corporate Governance sets out transparency requirements of the Commissioner in their role as North Yorkshire Police, Fire and Crime Commissioner (Fire and Rescue Authority):

- Develop and maintain open and effective mechanisms for documenting evidence for decisions and recording criteria, rationale and considerations on which decisions are based;
- Ensure that effective, transparent and accessible arrangements are in place for dealing with complaints;
- Ensure that those making decisions whether for the Authority or a partnership are provided with information that is relevant, timely and gives clear explanations of technical issues and their implications;
- Ensure that professional advice on matters that have legal or financial implications is available and recorded well in advance of decision making and used appropriately.

PFCCs have additional express legal obligations to ensure transparency such as the duty required by statute to publish documents and information as set out in the Elected Local Policing Bodies (Specified Information) Order 2011 and the Elected Local Policing Bodies (Specified Information) (Amendment) Order 2012. Specifically, they need to publish data on the following questions:

- Who is your PFCC and what do they do?
- What do PFCCs spend and how do they spend it?
- What are the PFCC's priorities and how are they delivered?
- How do PFCCs make, record and publish their decisions?
- What policies and procedures govern the Office of PFCC?
- Provision of public access to a Register of Interests



The data on the six areas above is all published on the OPFCC's website under 'Fire Oversight' and 'Transparency'. The OPFCC's Policy and Scrutiny Officer (Fire and Rescue), as the national OPFCC lead on Transparency and Accountability, is currently creating best practice publishing requirements for PFCCs, including content and timeframes for reports/plans. This will be cross-referenced with standards required to obtain COPAC Transparency Quality Marks.

As the Association of Police and Crime Commissioners' lead on Accountability and Transparency, the Commissioner seeks to ensure high standards within this area are maintained by her office.

Decision notices

The Commissioner has ensured decision-making is transparent. Whenever she has taken a key decision of significant public interest, the reason for that decision, alongside any supporting reports or evidence that helps explain how it was taken, has been published on the OPFCC website.

Since governance transfer, the Commissioner has published the following decision notices relating to North Yorkshire Fire and Rescue Service.

TABLE 6: COMMISSIONER'S FIRE AND RESCUE DECISION NOTICES

Date	Decision Notice Topic
31 st January 2019	Fire precept proposal 2019/20
5 th March 2019	2019-20 Service budget and Medium Term Financial Plan
2 nd April 2019	Service Pay Policy Statement 2019-20
11 th April 2019	Corporate Governance Framework
4 th July 2019	Chief Fire Officer - preferred candidate
22 nd July 2019	Chief Fire Officer - appointment
6 th September 2019	Fire and Rescue Plan 2019-21
11 th September 2019	Deputy Chief Fire Officer - appointment
9 th October 2019	Service - efficiency proposals
29 th November 2019	Transform 2020

Complaints

North Yorkshire Fire and Rescue Service receives very few complaints. As such, since transfer, the OPFCC has only received one direct complaint. There is a system in place to work closely with Service colleagues to resolve any complaints received, with a single point of initial contact via the Commissioner's Policy and Scrutiny Officer (Fire and Rescue).

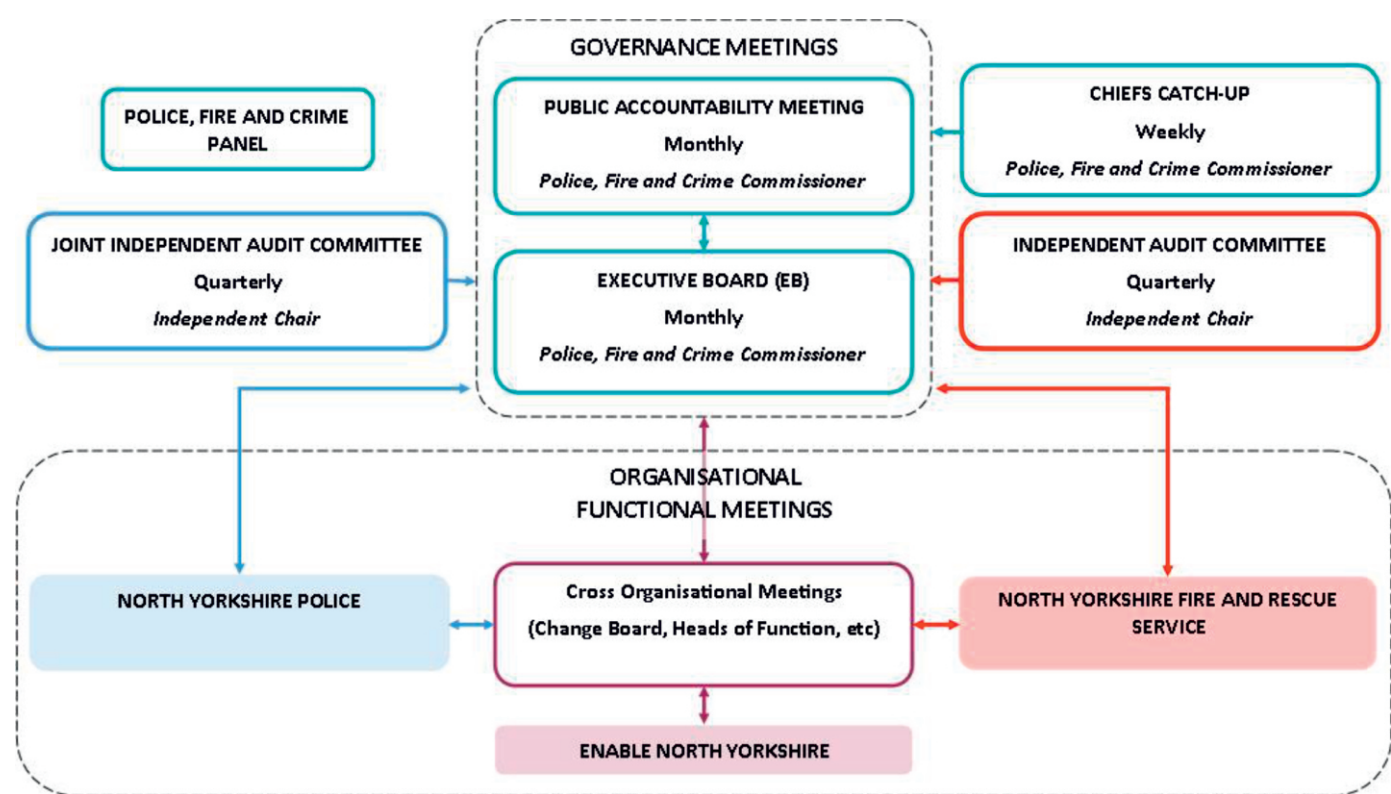
Press releases and social media

Regular press releases are issued and social media is used effectively to promote the work of the Commissioner, advertise meetings and communicate topical and timely community safety messages. Since transfer, the OPFCC has published 30 press releases relating to North Yorkshire Fire and Rescue Service.

ACCOUNTABILITY

In order to support effective decision making and to drive continuous improvement across both services, the Commissioner has established a robust governance and accountability structure. With a range of informal and formal meetings both in private and in public, the Commissioner can effectively hold both the Chief Constable and Chief Fire Officer to account for the delivery of their services. The relationship between all parties balances an open and constructive approach with robust challenge where necessary.

FIGURE 3: GOVERNANCE AND ACCOUNTABILITY STRUCTURE



NYFRS now joins the monthly Executive Board and Public Accountability Meetings (PAM). At Executive Board, the services discuss the development of their services to the public, helping to join up change programmes. Public Accountability Meetings are the forum in which the PFCC holds both Chief Officers to account for the service to the public.

Scheduled 'Ways of Working' meetings between senior members of the OPFCC and the Service's Principal Officer team are helping to improve the decision-making process as well as helping to maintain good working relationships.

The Commissioner holds regular meetings with representative bodies providing a private forum for open discussion of any pertinent issues. These meetings have proved invaluable in understanding workforce concerns, helping to identify and work through barriers to change.

The Independent Audit Committee

Replicating the approach to policing, the PFCC has established a separate Independent Audit Committee for the Fire and Rescue Service with an independent Chair, to support her and the Chief Fire Officer in ensuring the right governance and control mechanisms are in place to deliver a well-run fire and rescue service. The Committee reviews and scrutinises the adequacy and effectiveness of risk management, internal audit and control, and corporate governance arrangements, as well as reviewing financial management and reporting.

The Annual Governance Statement was published on 31st March 2019, concluding that the Commissioner's governance and decision-making arrangements are fit for purpose in accordance with the governance framework.

POLICY AND SCRUTINY

In September 2018, the OPFCC's Policy and Scrutiny Officer (Fire and Rescue) started in post to support the Commissioner in developing her Fire and Rescue Plan and in scrutinising the performance of the Service. The Policy and Scrutiny Officer now attends the Fire Service's Corporate Management Board as a trusted advisor, clarifying the decision-making process between the Service and the Commissioner, ensuring timely communication and involvement of the Commissioner. In addition, she attends the Service's Health and Safety Committee, Risk Management Group and Equality, Diversity and Inclusion Group, providing feedback to the Commissioner on any matters of significance. By keeping abreast of national and local policy, specialist briefings are prepared for the Commissioner to support effective decision making and scrutiny.

Outside of North Yorkshire, as an active member of the independently chaired Fire Standards Board, the Commissioner contributes to national policy in overseeing the identification, organisation, development and maintenance of a set of professional standards for fire and rescue services in England.

Regular meetings with the three PFCC colleagues from Essex, Staffordshire and Northamptonshire, supported by the Association of Police and Crime Commissioners, provides a forum to share common challenges, opportunities and developments as a result of the new governance model and ensures PFCCs have a collective voice nationally. The APCC's Senior Policy Manager for Fire and Rescue provides a monthly fire scan looking four months ahead to highlight key dates, events, awareness days, campaigns and announcements.

In summer 2017, HMIC became HMICFRS taking on inspections of England's fire and rescue services assessing and reporting on their efficiency, effectiveness and leadership. North Yorkshire Fire and Rescue Service was inspected in June 2019 and the final report will be published on the 17 December 2019. The Commissioner and Chief Fire Officer will use the report to promote good practice as well as address areas for improvement.

Aligned planning cycles

On transfer of governance, the Commissioner adopted an existing Integrated Risk Management Plan for 2016-21 and has produced a draft Fire and Rescue Plan for 2019-21. The timetable for renewing the Integrated Risk Management Plan was not aligned to the cycles of the Police, Fire and Crime Commissioner election, the Fire and Rescue Plan or the Police and Crime Plan.

Working with the Chief Fire Officer, a new planning cycle has been designed that aligns development and delivery of the Fire and Rescue and Integrated Risk Management Plans with the election cycle of the Commissioner. Elections take place in 2020, 2024 and 2028. A plan from 2021-25 followed by another from 2025-29 gives the incoming Commissioner one year to finish delivery of the current plan and to develop his or her Fire and Rescue and Integrated Risk Management Plans. They'd then have three years to achieve these plans before the next election.

It also aligns with the cycle of the Police and Crime Plan, currently running from 2017-21. This would allow the Police, Fire and Crime Commissioner to create a joint Police, Fire and Crime Plan if they wished.

TABLE 7: A NEW FOUR YEARLY PLANNING CYCLE, ALIGNED TO PFCC ELECTIONS

	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029
Risk analysis											
PFCC election											
Fire and Rescue Plan development											
Risk and Resource Model (IRMP) development											
IRMP and Fire and Rescue Plan delivery											
IRMP and Fire and Rescue Plan delivery											
IRMP and Fire and Rescue Plan delivery											

POLICE, FIRE AND CRIME PANEL

The Police, Fire and Crime Panel (PFCP) covers York and North Yorkshire and comprises: one elected representative from each of the district authorities; one from the County Council and two from the City of York. In addition, two individuals are co-opted as Independent "Community" Members.

With effect from 15 November 2018 the North Yorkshire Police and Crime Panel became the North Yorkshire Police, Fire and Crime Panel.

In relation to the Fire Service, the PFCP performs a scrutiny function, providing both support and constructive challenge to the Police, Fire and Crime Commissioner on the exercise of her functions as well as scrutiny of the Fire and Rescue Plan and Fire and Rescue Statement.

The Local Business Case highlighted concerns that the Panel may not have the capacity or resources to exercise a broader scrutiny role. To ensure the smooth running of Panels, meetings between senior OPFCC officers and the PFCP's Principal Scrutiny Officer take place to forward plan agendas to best meet the needs of Panel members. In November 2019, the Deputy Chief Fire Officer provided an informal Service briefing to Panel members to improve member understanding of the Service.

PARTNER INVOLVEMENT

The Commissioner has attended a number of overview and scrutiny committees at County and District level to provide updates on the transfer of governance, particularly in relation to the outcomes of the Independent Baseline Assessment.

Partners have been consulted on the fire precept and on the Fire and Rescue Plan's priorities since transfer. Former members of the North Yorkshire Fire Authority over the last five years were contacted personally for their views.

For the first time, the Commissioner introduced stakeholder panels to the recruitment process for both the Chief Fire Officer and Deputy Chief Fire Officer. With the assistance of our recruitment partner at North Yorkshire County Council, panels were represented by senior police officers, health partners and elected members, providing a valuable partnership perspective on the future leadership of the NYFRS.

CRITICAL SUCCESS FACTOR 3

Transfer is deliverable

THE LOCAL BUSINESS CASE

Extract from the original Local Business Case

Test: The governance option can be implemented successfully in terms of meeting the likely availability of funding, matching the level of available skills and capacity required for successful delivery and minimising delivery risks

This option represents a transformational change. Staff consultation will be required to engage on, and

manage the change, including engagement with representative bodies.

There will be additional costs – a one-off implementation cost and ongoing costs. There will be an ongoing requirement for additional support to the OPFCC as part of the OPCC, to ensure that the PFCC can sustainably increase her remit.

The Police and Crime Panel has indicated that it is also likely to need additional funding for the additional remit. It is assumed currently that this will be funded by the Home Office as part of existing arrangements (if agreed), but no formal guidance has been received on this matter to date.

In addition, there will be one-off requirements for specialist implementation resources (e.g. project

management and consultation advice).

Implementation challenges can be expected, due to transfer of staff, assets, contracts and liabilities to the new PFCC entity, although this is relatively low risk as there will be no changes to terms and conditions arising from the change of governance. There is also a risk that the complexity of novating PFI contracts to the new OPFCC could result in delay and additional cost, although an initial review of the contract suggests that this is low risk.

ASSESSMENT AGAINST CSF 3

CSF 3. Is deliverable	Degree to which the option mitigates strategic risks (low / medium / high)			
	Meets the likely availability of funding	Matches the level of available skills and capacity required for successful delivery	Minimises delivery risks	Overall assessment
Transfer of functions (Governance)				M

Key

- High
- Medium
- Low

CSF 3 – PROGRESS ONE YEAR ON

The transfer process was designed between the Office of the Police and Crime Commissioner and North Yorkshire Fire and Rescue Service, to ensure transfer was completed effectively and within the required deadline and budget. Whilst the Home Secretary approved the LBC in June 2018, the Statutory Instrument was not laid before Parliament until September, with actual transfer taking place in November. This allowed five months to prepare a robust transfer process to minimise the impact on the day to day running of the Service.

The relationship between the OPCC and the Fire and Rescue Service was integral to the successful transfer and transition process.

PREPARATION PRE-TRANSFER

Setting out a clear Local Business Case

This was a collaborative process from the start. The design of the Local Business Case involved both the Fire and Rescue Service as well as the Police. Collection and analysis of data across both services enabled collaborative opportunities to be identified and provided the economic, commercial and financial considerations and benefits of each governance option. This approach importantly set up the 'modus operandi' for the future.

Risk register

The completion of a risk register at the time of writing the Local Business Case helped establish effective control measures. More detail about the risk register is provided in the following chapter: Critical Success Factor 4 - mitigates strategic risks.

Commissioner attendance of North Yorkshire Fire Authority meetings

During 2018, the Commissioner sought and was granted observer status as a non-voting co-opted member of the Fire Authority, attending the last three Authority meetings, recognising the benefit to business continuity. Once the Home Secretary had approved the LBC in June 2018, the Authority supported the Commissioner's request to participate in the recruitment of the Service's Principal Officers and the design of an interim Senior Management Team structure, acknowledging that she would soon become the employer.

Learning from Police Authority-PCC transfer and other PFCCs

Learning from the previous Police Authority transfer to the Commissioner was key to preparing for this transfer process. A Project Manager was appointed by the OPCC who had direct experience of that transfer, and the OPCC's Chief Finance Officer, who was in post for the Police Authority-PCC transfer in Cleveland, also

provided critical reflection. This allowed the Commissioner to draw upon tried and tested models of transfer and to put in place processes which she could be confident would ensure a smooth transfer.

Learning from the Police, Fire and Crime Commissioners in Essex and Staffordshire as to what worked well/not so well for them, helped further shape the North Yorkshire approach.

SUPPORTING THE TRANSFER – STAFF AND PROCESS

Specialist staff support

The transition programme was governed by the Commissioner and managed by her Chief Executive with support from the OPCC, and in close liaison with NYFRS, NYFRA and NYP. A dedicated Project Manager and Business Analyst were appointed for a fixed term, specifically to help manage and assist with the transfer.

The purpose of the transition programme was to:

- scope and deliver all proposed aspects of the preferred option within the Local Business Case for the PCC to take on legal and overarching responsibility for the provision of the Fire and Rescue Service in North Yorkshire and the City of York.
- provide resilience for the PCC and the North Yorkshire Fire and Rescue Service in the short-term while the preferred option within the Local Business Case was being considered by the Secretary of State and in delivering the requirements set out in the Business Case in the longer-term should the Secretary of State approve it.

The structure and management of the transition programme ensured that the transition was:

- **Thorough** – using the Local Business Case and learning from national best practice to ensure a comprehensive analysis was carried out and requirements translated into the necessary changes in a timely and sequential manner.

- **Timely** – carrying out the necessary work to meet the deadlines set. Delivery dates set using the most accurate assessment until further clarification was provided by the Secretary of State following consideration of the Local Business Case and an independent assessment made
- **Cost Effective** – the programme was pragmatic with no more bureaucracy than necessary. Manageable workstreams drove specific activities and reported to a limited oversight hierarchy
- **Inclusive** – each workstream incorporated all relevant stakeholders to help drive and deliver the necessary activities to ensure a smooth transition. The transition was undertaken in close liaison and consultation with all relevant partners and where practicable with the public.

A Fire Governance Transition Board was established with representation from the OPCC and NYFRS Principal Officers. By meeting in advance, it ensured

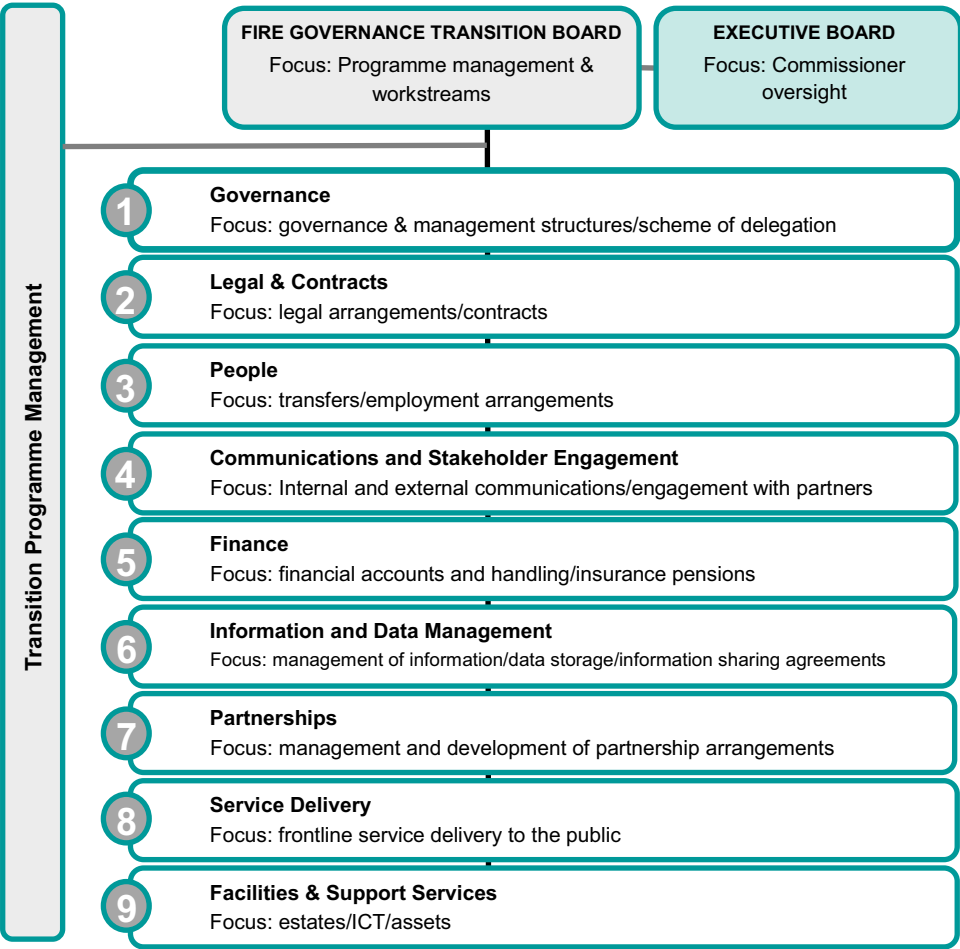
that transfer work could commence immediately after the Home Office decision, with a full understanding of the work and resource required.

The Board's objectives were to; agree transition programme objectives; key products; timetabling; staffing; report on workstreams and functional arrangements; set a communications strategy and resolve any arising issues. Clear lines of communication were maintained between the OPCC and NYFRS and good working relationships established.

Transfer workstream model

The diagram below illustrates the nine workstreams, led by senior managers from within NYFRS, reporting into the Fire Governance Transition Board. A shared intranet portal was established to allow transfer of workstream relevant documents from NYFRS to the OPCC.

FIGURE 4: TRANSFER WORKSTREAM MODEL



In addition to the fortnightly Fire Governance Transition Boards, weekly implementation meetings took place between the Programme Manager and NYFRS workstream leads. These reported into the Commissioner directly and through the Executive Board to allow the Commissioner to monitor progress and ensure projects were aligned across both police and fire services. These meetings provided the opportunity to understand any points of conflict throughout the transfer process.

EMPLOYEE ENGAGEMENT

The Service arranged a number of engagement opportunities for staff to provide support for the transfer.

These included:

- Face-to face drop-in sessions held during September 2018, where the Fire Service's Head of Professional Standards, along with a representative from the OPCC, were in attendance to answer any questions about the transfer. The drop-in sessions were held at; York Fire Station, headquarters in Northallerton, Harrogate Fire Station, Scarborough Fire Station and the Training Centre in Easingwold. Staff advised they felt informed about the transfer process.
- Police, Fire and Crime Commissioner with Acting Chief Fire Officer roadshows provided a welcome and valuable opportunity for the PFCC to listen to staff views on the change of governance and future of their Service.
- A set of frequently asked questions was created and made available on the Service's intranet portal. Members of staff also had the opportunity to email the Chief Fire Officer's mailbox if they had any questions or queries.

The Commissioner made it clear that there would be no change to staff terms and conditions on transfer. All staff were notified of the transfer and the conditions of transfer by letter and a subsequent letter updated their contract with the details of their new employer.

Engaging with the Representative Bodies (Unions) across both services was essential to understand concerns and maintain an open dialogue. Meetings between the Commissioner and representative bodies took place leading up to transfer and continue regularly.

FINANCE, DATA AND CONTRACTS

Financial accounts were transferred, and NYFRS and the new PFCC Fire and Rescue Authority was properly registered. All physical and data assets were automatically transferred under the Statutory Instrument. All contracts were notified of the change which is automatic under the Statutory Instrument.

GOVERNANCE

A new code of corporate governance framework was drafted in advance of transfer, in line with statutory guidelines and the details of the Statutory Instrument, to be enacted at the point of transfer, and to ensure a seamless transition from the governance arrangements under the Fire and Rescue Authority to those that will be in place under the PFCC governance arrangements.

The framework sets out the key roles and responsibilities within the new governance arrangements and made it clear what powers and responsibilities would be delegated to which role(s) and the limits within which people could operate. This was a key document which enabled the organisation to continue to operate from the point of transfer.

As part of the transfer process, a governance information file was developed alongside each workstream to provide a record of the transfer, the documentation for transfer, and state of the Service at transfer. This enabled the Commissioner to develop her understanding of the Service, alongside the briefings provided by Principal Officers. This file will be refreshed in advance of the May 2020 PFCC elections and will serve as a useful introductory handbook to the new Commissioner.

In September 2018, the OPFCC's Policy and Scrutiny Officer (Fire and Rescue) started in post to support the Commissioner in developing her Fire and Rescue Plan and in discharging scrutiny responsibilities. Over the last 12 months, the OPFCC has developed a good understanding of the Service so that it can start to maximise the effectiveness of its appreciative approach to scrutiny.

TIMELINESS

North Yorkshire Fire Authority was provided with regular transfer updates to their Full Authority meetings. The rigorous planning process and work across the OPCC and Fire Service helped reassure members that both organisations were confident that the transfer deadline would be met with no disruption to service.

On the 15th November transfer was completed without issue.

"The Assistant Chief Fire Officer (Service Development) reported orally that, since preparation of the written report to this meeting, further progress had been made and consequently he had a high level of confidence that all necessary arrangements would be in place before 15 November 2018."

Minutes, North Yorkshire Fire and Rescue Authority
September 2018

CRITICAL SUCCESS FACTOR 4

Mitigates strategic risks

Extract from the original Local Business Case

THE LOCAL BUSINESS CASE

Test: The governance option can mitigate strategic risks, including the loss of public trust, compromise to links with health, compromise to links with local government and risk of losing resilience

Closer integration and strategic joint commissioning of early intervention, prevention and response activities across fire and police, will present a greater opportunity for the police and other public sector partners to further benefit from the strong fire identity. It should also bring faster access to a greater number of resources, thus bringing further resilience.

Conversely, where the fire and rescue service are taking on more responsibilities as part of integrated services, there is a risk that activities are perceived to be involved in law enforcement and therefore there may be a risk of loss of trust – this risk would need to be measured on an individual collaboration business case basis, as there is no evidence yet from elsewhere that this is the case. While there may be a risk for fully integrated operational roles, public consultation in other areas has indicated that shared governance is not a public concern.

There is unlikely to be an impact on existing fire and police partnerships with other agencies and all collaboration opportunities would be subject to a detailed business case which would need to consider this risk. Conversely, closer fire and police governance may strengthen partnerships with other agencies or make it easier to engage with fire and

police, particularly around place-based early intervention and prevention. Also, it may present new opportunities for partners, for example around the estate.

However, there is a long term risk that strategic commissioning becomes more geared towards achievement of police objectives than fire and that local authority links, currently enabled by the role of councillors in the governance of fire and access to local authority resources, will be damaged. The PCC will need to put appropriate resource into maintaining links with local government (City of York, County and Districts). If this could be done in a joined up way, so that police and fire issues are considered together, it could improve emergency services links overall. A publicly-elected Police, Fire and Crime Commissioner would have a mind to the overall public need and the outcomes that should be delivered, incorporating both services at the same time. From a community safety outcomes approach they would be able to approach such discussions with a mind to how the two services can provide a response rather than thinking about each separate organisation.

There is also a risk that there is a perceived lack of separation and therefore lack of challenge between police and fire, particularly when it comes to allocation of cost. The PCC would need to put robust controls and independent scrutiny of the cost allocations in place.

ASSESSMENT AGAINST CSF 4

CSF 4. Mitigates strategic risks	Degree to which the option mitigates strategic risks (low / medium / high)				
	Loss of public trust	Compromise to links with health	Compromise to links with local government	Risk of losing resilience	Overall assessment
Transfer of functions (Governance)					H

Key

- High
- Medium
- Low

CSF 4 – PROGRESS ONE YEAR ON

RISK REGISTER

The completion of a risk register at the time of writing the Local Business Case helped plan for the implementation of the new governance model by establishing robust control measures. The table below sets out the control measures developed for each risk and the final column provides a brief assessment as to their effectiveness on reflection.

TABLE 8: RISK REGISTER AND ASSESSMENT OF SUCCESS OF CONTROL MEASURES

Risk	Owner	Mitigation/Control Measures	Review of Effectiveness of Control Measures
Senior management distraction during the implementation of changes	OPCC CEO CC and CFO	<ul style="list-style-type: none"> Appoint appropriate governance to monitor the progress of implementation and balance demands against other priorities. 	MITIGATED SUCCESSFULLY
Requirement to transfer fire staff employment to new Fire and Rescue Authority, via a statutory transfer, causes industrial relations problems	PCC and CFO	<ul style="list-style-type: none"> Early and ongoing engagement with staff and representative bodies. Clear messaging that terms and conditions will be protected in the transfer. 	MITIGATED SUCCESSFULLY
That contract provisions, assets or liabilities are not well understood prior to transfer and therefore unforeseen costs arise post-implementation or unexpected delays in implementation occur	OPCC CEO	<ul style="list-style-type: none"> A phase of due diligence will need to be undertaken during implementation, including detailed review of the PFI contract to ensure that novation clauses and existing commitments are understood 	MITIGATED SUCCESSFULLY
Oversight of fire performance is overshadowed by the requirements of police oversight.	OPCC CEO	<ul style="list-style-type: none"> Design of OPCC arrangements to extend robust oversight to the Fire and Rescue Authority. 	ONGOING MONITORING New governance and accountability structure designed to ensure equal oversight of each service. Work continues to ensure fair representation within key meetings such as at the Executive Board. The order of Service presentations at PAMs are alternated to ensure fairness.
Insufficient public scrutiny of the PCC's performance in respect of Fire and Rescue by the Police and Crime Panel	PCP	<ul style="list-style-type: none"> Identify the changes that would be required to the remit of the NY Police and Crime Panel, including discussions with the Chair of the Panel, to ensure robust scrutiny of the PCC in relation to Fire. 	ONGOING MONITORING Regular meetings with Panel secretariat and expert Service briefing provided within an informal setting.
PCC inherits plans for NYFRS part way through the financial year that have the wrong priorities or are unaffordable	PCC CFO	<ul style="list-style-type: none"> PCC to seek observer status on NYFRA in advance of the changes to ensure visibility of planning processes. 	MITIGATED SUCCESSFULLY
Costs of change are higher than estimated	OPCC CEO CFO	<ul style="list-style-type: none"> Costs are tested during the implementation phase and updated prior to submission of the business case to the Home Office 	MITIGATED SUCCESSFULLY

There was concern within the LBC that public trust in fire and rescue services may be compromised – with greater risk attached to the Commissioner governance option than others. The fire and rescue service has a “very strong trusted identity”⁸ and it was felt by some that too close working or integration with the police could endanger this.

⁸ Firefighters are second most trusted profession, IFSEC, 2015

Research has shown that all three blue light services have easily recognisable identities in the public, and media perception is that, although they may suffer ups and downs, the services are generally strong and respected and “retaining the best features of these identities whilst working towards closer collaboration and shared resources”⁹ is important. The Commissioner has listened to staff concerns about a potential loss of identity and taken steps to mitigate this. Budgets are entirely separate, fire service operational activity must not blur into law enforcement and the independence of each brand has been maintained.

The Local Business Case identified a risk that broader links to wider community safety, health or social care partners may be compromised – some concern had been expressed that moving fire and police closer together may compromise collaboration with other partners, especially health. However, the PCC's responsibilities and commissioning powers also extend to community safety and changes to governance have not prevented joint community safety initiatives, or either service from collaborating with wider partners.

The Policing and Crime Act 2017 expressly provides for new collaboration agreements with ambulance services and initial discussions with the Yorkshire Ambulance Service indicated that simplified or shared governance between fire and police could improve joint working with health. Indeed, links with YAS have been strengthened with productive engagement around a place based Public Safety Service and the proposed multi-agency Public Safety Officers for Craven.

Concerns had also been expressed that links with local authorities and district councils may not be maintained, democratic challenge from a committee representing a wide range of opinions may be lost, and scrutiny and challenge of the single decision maker may vary. The governance and accountability structure established by the Commissioner provides robust challenge and scrutiny and in any public consultation, the Commissioner prioritises engagement with partners.

⁹ Research into Emergency Services Collaboration, Parry et al, 2015

ECONOMIC ASSESSMENT

Extract from the original Local Business Case

THE LOCAL BUSINESS CASE

A net present value (NPV) was calculated for ten years, Year 0 representing the point of transfer. Only financial benefits and costs were included in the NPV calculation. The Local Business Case identified a minimum of £6.6m in savings over 10 years.

Costs and benefits were assessed in terms of their 'direct' and 'indirect' impact on governance. 'Direct' costs and benefits were those which can be directly attributable to the governance change (i.e. associated with those activities through which the FRA or PCC exercise their governance and scrutiny roles). 'Indirect' costs and benefits are those which can be indirectly attributable to the governance change, such as a faster pace in delivery of collaboration.

- **Recurrent implementation costs** are associated with governance change and include additional governance resources required
- **One-off implementation costs** are associated with governance change and include project costs and specialist advice
- **Direct governance benefit** is related to the FRA no longer being required and some associated governance costs no longer being required

The table below represents the forecast net change versus baseline costs as a result of change in governance. Costs are shown as negative in **red** and savings are shown as positive in **black**.

10 YEAR ECONOMIC ASSESSMENT (£K)

Year	0	1	2	3	4	5	6	7	8	9	Total
Implementation costs - recurrent	-	(64)	(64)	(64)	(64)	(64)	(64)	(64)	(64)	(64)	(576)
Implementation costs - one-off specialist support	(60)	(60)	-	-	-	-	-	-	-	-	(121)
Direct governance benefit	-	100	100	100	100	100	100	100	100	100	900
Shared estates	-	(280)	(30)	70	220	270	210	290	290	290	1,330
Shared senior management posts	-	25	50	250	250	250	250	250	250	250	1,825
Shared enabled support services	-	350	450	550	550	550	550	550	550	550	4,650
Total	(60)	71	506	906	1,056	1,106	1,046	1,126	1,126	1,126	8,009
Total - direct	(60)	(24)	36	36	36	36	36	36	36	36	204
Total - indirect	-	95	470	870	1,020	1,070	1,010	1,090	1,090	1,090	7,805
NPV											£6.6m

Detailed projected costs and benefits from the Local Business Case can be found at Appendix A.

ECONOMIC ASSESSMENT - ONE YEAR ON

At the point of governance transfer in 2018, the Commissioner inherited a budget deficit of £1.2 million per year, increasing to £2.5 million recurring by the end of the Medium Term Financial Plan. The planned use of reserves to plug this gap would have seen them deplete by 2022/23. Within a month of transfer, the Commissioner set up a finance working group, to identify savings and reduce this deficit. The resulting savings, together with a reviewed approach to financial planning/spend should result in a balanced budget by 2021/22, without any detriment to frontline services. Furthermore, over the 10 year period covered by the local governance business case, savings are now forecast to reach £8 million across NYFRS and NYP, £1.4 million more than originally estimated.

The vast majority of the savings outlined in Table 9 below, over the 10 year period, have either been delivered and/or plans are in place for them to be delivered once the move to the shared headquarters is completed.

TABLE 9: 10 YEAR ECONOMIC ASSESSMENT - ONE YEAR ON (£K)

Year	0	1	2	3	4	5	6	7	8	9	Total
Implementation costs - recurrent	(25)	(42)	(42)	(42)	(42)	(42)	(42)	(42)	(42)	(42)	(405)
Implementation costs - one-off specialist support	(125)	-	-	-	-	-	-	-	-	-	(125)
Direct governance benefit	40	108	108	108	108	108	108	108	108	108	1,016
Shared estates	23	(29)	259	491	491	491	491	491	491	491	3,686
Shared senior management posts	39	238	277	277	277	277	277	277	277	277	2,491
Shared enabled support services	70	156	343	343	343	343	343	343	343	343	2,973
Total	23	432	945	1,177	1,177	1,177	1,177	1,177	1,177	1,177	9,636
Total - direct	(109)	66	66	66	66	66	66	66	66	66	486
Total - indirect	132	365	879	1,111	1,111	1,111	1,111	1,111	1,111	1,111	9,150
NPV											£8.0m

The recurrent implementation costs are lower than forecast. A full time Policy and Scrutiny Officer started in post in September 2018 but there has been little need for additional governance support.

The direct governance benefit now stands at £108k per annum, £8k more than forecast in the Local Business Case.

The costs in Year 1 linked to shared estates are lower than forecast and the savings associated with a shared estate will be significantly higher than projected with year on year savings climbing from £259k in Year 2 to £491k from Year 3. Moving the Fire and Rescue headquarters to the shared headquarters at Alverton Court and allowing the lease to cease at Coxwold

House equates to £450k of savings from these two lease properties alone by the end of 2020/21. The most significant cost in Year 1 is the one-off cost to create a car parking facility next to Northallerton Fire Station, providing parking for Fire and Rescue employees close to the new headquarters.

The business case set out plans to reduce expenditure on Senior Management Posts by £50k in Year 2 and by £250k per annum thereafter. Plans are in place to deliver £277k per annum from Year 2. The Commissioner's senior management review recommended a reduction in the number of Principal Officers from three to two and a review of salaries. There are now two Principal Officers (Chief Fire Officer and a Deputy Chief Fire Officer) and the Chief Fire

Officer salary has been reduced, in line with similar posts nationally, to an upper limit of £131k down from £161k. This new structure was implemented in November 2018 on retirement of the former Chief Fire Officer and an Assistant Chief Fire Officer. The Commissioner had already asked the Fire Authority to put on hold the Fire Service's plans for an additional, non-operational 'Head of Service Development' post prior to transfer, contributing to annual savings of £70k.

There is now a shared Section 151 Officer between Commissioner and the Fire Authority and one Monitoring Officer, delivering cashable savings.

As forecast, the change in governance has led to combined/reduced senior management roles across fire and police around corporate, non-operational roles. In July 2019, on retirement of NYP's Head of Estates, the Head of Technical Services for NYFRS was seconded to become the new Head of Estates, Transport and Logistics across both services. Further opportunities exist to share management roles within ENABLE and are currently being explored within the final stage of T2020, to be phased in line with existing staff retirements or natural attrition.

At present, we believe the creation of ENABLE North Yorkshire will not generate as much savings as forecast since the Fire Service's support functions are already very lean.

4 PROGRESS AGAINST YEAR ONE PRIORITIES

The Local Business Case set out five key priorities to be progressed on transfer. This chapter outlines progress against those priorities.

1. A Police, Fire and Crime Plan will be developed that would set out how efficiency and effectiveness could be improved in order to protect frontline services.

Between February and April 2019, over 1,000 residents, staff and partners, for the first time, helped to identify and shape the priorities for the Fire and Rescue Service via the Commissioner's open consultation. In July 2019, the Commissioner published her first Fire and Rescue Plan setting out her strategic vision, priorities and objectives for the Fire and Rescue Service to March 2021.

The Commissioner's Police and Crime Plan and her new Fire and Rescue Plan set out a joint vision of providing an exemplary service and a shared mission to keep people safe and feeling safe in North Yorkshire and the City of York. Priorities across the two plans are aligned, as are the collaborative opportunities allowing for speedier progression.

The four draft priorities were strongly endorsed by 75% of respondents.

- **Caring about the vulnerable**
To provide services that will best protect the most vulnerable people in our community and in doing so, make them safer
- **Ambitious collaboration**
To maximise opportunities to work jointly with partners and to provide a more effective, efficient and proactive community safety service
- **Realising our potential**
To create an inclusive work environment and a positive supporting culture where we provide our people with the equipment, IT, skills and capacity to effectively prevent and respond to incidents
- **Effective engagement**
To increase the trust and confidence in our Service, involving, engaging and consulting our communities on the services we provide and delivering the best possible service

Service progress against the outcomes set out in the Fire and Rescue Plan will be assessed within the Commissioner's Public Accountability Meetings, where the Chief Fire Officer will be held to account for their effective and efficient delivery.

By aligning the planning cycles for both the Police and Crime Plan (for NYP), the Fire and Rescue Plan (for NYFRS), and the Integrated Risk Management Plan with that of the Police, Fire and Crime Commissioner election cycle, the incoming Police, Fire and Crime Commissioner can consider whether he or she would wish to produce a single Police, Fire and Crime Plan 2021-2025.

2. Business cases, including staff and union consultations, would be developed for community safety and prevention services and to create a third entity to provide enabling services to NYP and NYFRS.

ENABLE North Yorkshire

Launched on 1st April 2019, this major collaboration brings together the business support functions for North Yorkshire Police and North Yorkshire Fire and Rescue Service. It will ensure the support services which enable both emergency services to operate come together in serving the public, ensuring both services are in the best possible position to respond to future demands and challenges. ENABLE signifies a significant step forward on collaboration since governance transfer.

ENABLE is headed up by a Managing Director, accountable to both the Chief Constable and the Chief Fire Officer for providing the services needed to support their respective operations.

ENABLE is based at the shared service headquarters at Alverton Court, Northallerton. A phased transfer of the location of 75 members of staff from NYFRS HQ at Thurston Road commenced in August 2019 and will be completed by the end of 2019.

Public Safety Service Model

The pilot of the 'Public Safety Service' model in Craven will bring partners together to tackle local community safety issues, building on the experience from the established Community Safety Hubs. Work is being progressed to create a new hub in Craven bringing together a wider range of partners to create a single approach to community safety across police and fire, local authorities and health, tailored to the needs of people and communities.

The hub will focus on primary prevention, early intervention and problem-solving activities across organisations, helping to reduce demand, identify unmet complex and service-spanning needs and improve community resilience, connecting vulnerable people to healthcare providers, social services, alcohol and mental health advice services, housing services, appropriate voluntary sector organisations, town planning and community groups.

We had hoped to introduce Public Safety Officers during the first quarter of 2018/19 but this has been delayed due to further work on funding and contractual matters. The aim is to have two Public Safety Officers in post in Craven by the end of the financial year 2019/20.

Their primary role will be to support the community safety prevention agenda. Tasked by police, fire, health and council via the hub, the PSOs will carry out either domestic or business risk reduction visits through intelligence and targeted information, to reduce the risk to the most vulnerable in our communities. By feeding intelligence on vulnerability back to the hub, referrals can then be assigned specific targeted interventions by the actual services.

The PSOs would also provide resilience to blue-light services response. PSOs will undertake operational elements of the on-call Firefighters role, with Community Safety Accreditation Scheme (CSAS) powers from the Chief Constable, to contribute to maintaining and improving community safety, and will be trained as Ambulance Emergency First Responders.

The whole Public Safety Service Model, including the role of the Public Safety Officer will be evaluated during 2020/21 with a view to further roll-out across the county.

3. The estates strategies of both organisations would be reviewed to develop a single 'community safety estate' strategy that would seek to bring in other partners as well.

Through ENABLE, the estates strategies of the two organisations are being brought together. The now Joint Head of Estates for NYP and NYFRS has drafted a joint estates strategy, considered at the Commissioner's Executive Board in November. This strategy aligns the estate across the two services and progresses merger of stations in locations where it makes sense. Whilst not finalised, this has not prevented progression of sharing the estate with improvements within the Joint Transport and Logistics Hub and the move to a shared headquarters completed by December 2019.

This strategy will also seek to include other community safety partners.

4. Data analysis and the implementation of data sharing structures would be put in place to strengthen collaborative working.

New data sharing and structures and ways of analysing data are being explored to enable the two services to learn from one another and identify how they can best protect the most vulnerable in our society. The Fire Service, Police and Ambulance have started sharing data to map vulnerability, demand and response.

The Service wishes to ascertain which people are most vulnerable, socially excluded, or otherwise at risk, so it can ensure a home visit takes place to conduct a full safety assessment. To do so, it has shared information with other local public-sector entities, including YAS and NYP. This will be used to determine the locations of the proposed Public Safety Officers.

Once the Fire Service staff move to headquarters, data teams will be co-located, greatly increasing resilience and encouraging data sharing as a matter of course between the two organisations.

5. A change review would be initiated to start discussions around the future senior management structure of NYFRS to identify where efficiencies might be made. Wherever possible this will be achieved through negotiation and natural attrition in the first instance.

The three Principal Officers at North Yorkshire Fire Service either retired or were about to retire on transfer. Shortly after transfer, an interim structure and salary revisions were introduced with a reduction in Principal Officer posts from a Chief Fire Officer and two Assistant Chief Fire Officers to a Chief Fire Officer and a Deputy. The introduction of ENABLE, and changing business needs has led to a review of the two Area Manager portfolios, with some responsibilities transferring to ENABLE 'Heads of'. A new Senior Leadership Team structure is being considered by the Commissioner, to be implemented by early 2020. Any changes will ensure savings compared to the original senior management structure are realised year on year.

The NYFRS Head of Technical Services is now Joint Head of Estates, Transport and Logistics across the two services.

There is now one Monitoring Officer and S151 Officer for the Commissioner and Fire Authority. This has brought significant benefits through streamlined decision making, comprehensive business awareness of risks and strategic priorities across both services, as well as cashable savings.

5 LESSONS LEARNED

Reflecting on the transfer process itself and the implementation of the new governance model, this chapter outlines lessons learned.

Setting out a clear Local Business Case. A collaborative process from the start. The design of the Local Business Case involved Police and Fire and Rescue (data analysis and collection) to identify collaborative opportunities.

Learning from others. Governance transfer is complex. The transfer process was designed in line with learning from the Police-Authority-PCC transfer and from other areas where a PFCC was already in place such as Essex and Staffordshire.

Listening to staff. There was genuine worry about job security and the 'independent' future of NYFRS with a clear need to reassure staff that the independence of the two services would be maintained and that the two services would continue to have separate budgets - savings from one service would not fund the other. The staff roadshows and representative body meetings arranged by the Commissioner provided opportunity for staff to raise any concerns about the change in governance, promoting trust between the workforce and Commissioner. These meetings also provided the Commissioner with a good understanding of what was working well and what needed to change from a staff perspective.

Independent sector expertise. Commissioning an independent Baseline Assessment by a former Chief Fire Officer from outside North Yorkshire provided an external perspective on how well the Service was operating as well as identifying what immediate action was required. Preparing this assessment in advance of transfer meant that, at the point of transfer, the Commissioner could make some urgent decisions quickly.

Timely decision making. Some decisions could not be delayed. The inherited financial situation was such that immediate remedial action was required to review the Medium Term Financial Plan to stop the unsustainable use of reserves. Other decisions would wait until a thorough understanding of NYFRS had been established. Too much change early on would have been very unsettling and potentially knee-jerk hence the decision to delay revisions to the Service Delivery Model to a point when finances were more stable and predictable.

Transparent and consistent communication. Regular staff updates on transfer and on any decisions made should be transparent. All Decision Notices of significant public interest should be published on the Commissioner's website.

Define ways of working. The change in governance marked a new way of working with NYFRS. A new Corporate Governance Framework and Scheme of Delegation, formed between the OPFCC and NYFRS, provided early clarity around roles and responsibilities. Having this framework in place soon after transfer helped ensure the day to day business was conducted effectively. That said, adjusting to the new governance model requires time to bed in. Accessibility of the Commissioner and her staff has helped embed the new governance model with OPFCC colleagues, regarded as trusted advisors to the Service.

Clarity of vision. It's important for the Commissioner, Chief Fire Officer and Chief Constable to share a vision, with shared priorities across the Police and Crime Plan and Fire and Rescue Plan and agreed opportunities to collaborate, putting the public first.

Strong, cross-organisational relationships. The relationship between the Commissioner, Chief Fire Officer and Chief Constable is critical if the change in governance is going to work. A collegiate approach in North Yorkshire is working. Close working relationships that are based on both formal structures like governance boards and public scrutiny meetings, that also include more informal, ad hoc working arrangements work well.

6 WHAT THE FUTURE HOLDS

FUTURE PRIORITIES

A new Commissioner

In May 2020 a new Police, Fire and Crime Commissioner for North Yorkshire will be elected. This has created uncertainty but the embedded governance framework and established ways of working will help ensure a smooth handover. The Police and Crime Plan and Fire and Rescue Plan will have one year left to run before a new Commissioner presents his/her priorities for both services over the next four years. The current Commissioner's focus until May 2020 will be to ensure both services achieve the outcomes set out in her current plans.

HMICFRS inspection report

In summer 2017, HMIC took on inspections of England's fire and rescue services, assessing and reporting on their efficiency, effectiveness and leadership. The inspections are proportionate, risk based and result in graded judgements for each of the three areas above. The gradings are; inadequate, requires improvement, good and outstanding.

The first inspection of North Yorkshire Fire and Rescue Service commenced in June 2019 with the final report to be published in December 2019. The Service welcomed the inspection with positive feedback from the inspectors around the openness and honesty of the workforce during the inspection period. The report will highlight good practice within NYFRS as well as areas for improvement. Any areas for improvement will be priorities for the Service to progress and improvement will be overseen by the Commissioner.

In January 2020, Her Majesty's Chief Inspector of Fire & Rescue Services, Sir Tom Winsor, will produce his annual assessment of the efficiency and effectiveness of fire and rescue authorities in England.

A new Risk and Resource Model 2021-25

The Commissioner has asked the Service to commence an assessment of local risks and set out how effectively resources can be used in response to those risks, at the same time providing value for money to the local taxpayer – this is called an Integrated Risk Management Plan (renamed as the Risk and Resource Model in North Yorkshire). The starting point will be to create a risk profile. The outcome of the review will ensure that, within the available resources, the Service has the right people,

in the right place, at the right time and with the right equipment and skills, to deliver the best service, leading to a safer North Yorkshire and City of York.

The Chief Fire Officer has identified opportunities to transform on-call (retained) pay and contracts to improve recruitment and retention, and ultimately availability, invest in fleet, equipment, estates and training to modernise the Service and increase efficiency (productivity) and effectiveness on wholetime stations.

The new Commissioner will undertake public consultation on proposed changes to the Risk and Resource Model over 2020, prior to any implementation.

FUTURE FINANCES

Investment

Since governance transfer, significant savings and efficiencies have been identified whilst managing to protect essential frontline services. The budget should break even by 2021/22, one year earlier than expected. However, this has meant the suspension of the capital investment programme, preventing much needed modernisation of our estate, fleet and equipment. We need to extend our savings to free up funds to invest in vehicles, equipment, Personal Protective Equipment, buildings and training.

Around 70% of the Net Budget Requirement for the North Yorkshire Fire and Rescue Service is funded by the local precept. Normally, this would provide financial resilience, as decisions around the Government Grant have less of an impact than in those areas that are funded by a higher proportion by Government Grants. However, the recent Local Government Finance Settlement suggests that a referendum fire precept cap of 2% (a 1% reduction compared to last year) will be applied to fire authorities in 2020/21 equating to a budget cut in North Yorkshire of around £215k.

The Commissioner has lobbied hard for precept flexibility which would provide time and space to manage savings in a more sustainable way and to drive through longer term efficiencies. The outcome of the Local Government Finance Settlement will not likely be known until the new year.

National pay dispute

Resolution on the national pay dispute is needed. The national Fire Brigade Union and fire service employers have agreed to pause discussions surrounding the broadening of firefighters' roles. Whilst a 2% pay rise for 2019/20 was agreed this year, there is further negotiation required around any increase in pay linked to broadening the role.

Non-standard changes locally, can be rejected, often due to being in conflict with these pay negotiations. These need to be dealt with as early as possible to lift this impasse and frustration.

Any further funded offer from employers is likely to be dependent on the government's next spending review.

OTHER OPPORTUNITIES

Diversity

The HMICFRS inspections have highlighted a lack of diversity across fire services in England. In North Yorkshire, less than 5 percent of firefighters are female with 0.5 percent only from a Black, Asian and Minority Ethnic (BAME) background. Through the Service's Equality, Diversity and Inclusion Group, work is underway to improve recruitment processes and further develop staff networks and links to underrepresented groups. Learning from North Yorkshire Police's successes in improving diversity, the services will work together to share best practice and resources in this area.

Evaluating new ways of working

We will better evaluate the outcomes of our work, including our collaborations. Over the next 12 months we will identify tangible outcomes linked to improving the effectiveness and efficiency of our new ways of working, ensuring better outcomes for the public. This will include an evaluation of ENABLE, the Public Safety Service, and our prevention activities more widely, as well as the joint Estates Strategy, including the shared headquarters.

DETAILED COSTS AND BENEFITS FROM THE LOCAL BUSINESS CASE - ECONOMIC ASSESSMENT

IMPLEMENTATION COSTS - RECURRENT

Type	Cost / benefit	£	Assumption
Recurrent	Implementation cost	£34k	1 FTE of a Policy and Scrutiny Officer
Recurrent	Implementation cost	£30k	Additional governance support costs in OPCC
Total recurrent implementation costs		£64k	

ONE-OFF IMPLEMENTATION COSTS

Type	Cost / benefit	£	Assumption
One-off	Project manager	£49k	1 FTE, based on NYP pay scales
One-off	Project support	£29k	1 FTE, based on NYP pay scales
One-off	Consultation advice	£25k	An estimate of external support required
One-off	Audit fees	£17.5k	An estimate, if additional accounts are required
Total one-off implementation costs		£121k	

GOVERNANCE BENEFIT

Type	Cost / benefit	£	Assumption
Recurrent	Governance benefit	£76,130	Member direct costs (based on 2015/16 costs) NYFRA no longer exists
Recurrent	Governance benefit	£27	Member training (based on 2015/16 costs) NYFRA no longer exists
Recurrent	Governance cost	£1,023	Bank charges (based on 2015/16 costs)
Recurrent	Governance cost	£31,927	External audit fees (based on 2015/16 costs)
Recurrent	Governance cost	£7,210	Finance SLA (based on 2015/16 costs)
Recurrent	Governance benefit	£1,153	Legal services SLA (based on 2015/16 costs) NYFRA no longer exists. Monitoring Officer becomes part of OPCC Monitoring Officer
Recurrent	Governance benefit	£21,488	Committee services (based on 2015/16 costs) NYFRA no longer exists
Total recurrent governance benefit		£98,797	

SHARED ESTATES

Type	Cost / benefit	£	Assumption
Enabled	Capital cost	£2.016m	<p>Based on projects in Thirsk, Acomb, Stokesley, Easingwold, Ingleton/Bentham, Grassington, Leyburn, Pateley Bridge and Headquarters.</p> <ul style="list-style-type: none"> Savings arise from shared estates projects reviewed by NYFRS and NYP Conservative estimate of £290k recurring saving possible, if projects are delivered Expected reduction in overall running costs for both services of around 25-30% against current costs HQ benefit is a conservative assumption of £130k per annum saving (from 2021/22), equivalent to half the current lease cost of Fire HQ and no saving in running costs
Enabled	Capital benefit	£1.458m	
Enabled	Net revenue benefit	£1.107m	
Enabled	HQ benefit	£780k	
Total benefit		£1.329m	

SHARED SENIOR MANAGEMENT POSTS

Type	Cost / benefit	£	Assumption
Enabled	Shared SMT benefit	£250k	<ul style="list-style-type: none"> Possible to have 1 Treasurer and 1 Monitoring Officer across both organisations Possible to have Principal Fire Officer Structure that has 2 Principal Fire Officers instead of 3 as some governance work currently undertaken would be absorbed by OPCC. These assumptions will need to be tested as part of a review of the Senior Management Structure to ensure that they are deliverable and sustainable Any changes are proposed to be phased in line with business need

SHARED SUPPORT SERVICES

Type	Cost / benefit	£	Assumption
Enabled	Benefit at 4% p/a	£555,102	Based on total support service costs across both organisations of £13,877,542.

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