



## Summary

The Policing and Crime Act 2017 makes provision for local assessments by PCCs as to the most effective governance model for their local Fire and Rescue Service, giving them the ability to present a local business case to the Home Secretary where they perceive that a change would generate improvements in economy, efficiency and effectiveness, or public safety.

In North Yorkshire, the PCC, Julia Mulligan, appointed PA Consulting to assess whether or not a different governance model would be beneficial, and if so which of the different governance options set out in the legislation would most effectively deliver these opportunities. Due to the history of collaboration in North Yorkshire, local stakeholders agree that the status quo is not sufficient and that a change to the current model of governance is required.

The 2017 Act amends the Fire and Rescue Services Act 2004 to enable PCCs to form part or all of the governance of their local fire and rescue service, either through sitting on the fire authority through the Representation Model (Policing and Crime Act 2017), or by replacing it through either the Governance Model or the Single Employer Model (Fire and Rescue Services Act 2004 as amended).

The 'Representation' Model	The Governance Model	The Single Employer Model
<ul style="list-style-type: none"><li>• PCC is represented on a FRA (or its committees) in their police area with full voting rights, subject to the consent of the FRA</li></ul>	<ul style="list-style-type: none"><li>• PCCs take on responsibility for the fire and rescue service(s) in their area</li><li>• Individual services retain their operational independence, their chief officers and, their own staff</li></ul>	<ul style="list-style-type: none"><li>• Fire functions are delegated to a single chief officer for policing and fire</li><li>• Services would remain distinct front line services, albeit supported by increasingly integrated support services</li></ul>

After assessing the options, the PCC has decided that the Governance model is the best option for North Yorkshire and should be recommended to the Home Secretary.

As such a full public consultation was required to gather feedback from the public, local authorities, fire and police services and partners. The above three options were presented to the public for consideration as to which they preferred. There was no option for the status quo, as there was local agreement that this was not an option. The consultation launched on 17 July 2017 running for 10 weeks. The LBC was published along with consultation materials and videos via a dedicated website.

The consultation included an open survey, a representative survey, a staff survey and a series of public events across the county in each district, during which over 1400 people were engaged. Information leaflets were available in public libraries, police and fire stations and council buildings across the county, with the website providing the full details of the business case. Over 2500 people responded to the survey.

The consultation found that a majority of the public and workforce favoured a transfer of governance, with the preference being for the Governance model. Local Authorities preferred the Representation model.

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## Response from the PCC

I would like to thank everyone who has responded to this consultation – your feedback is invaluable. I believe the proposals I have put forward could improve the way some of our ‘blue-light’ services are delivered, but it was always my focus to ensure I fully understand the public appetite for change. Our public services are facing difficult times, and it is incumbent on us to pull together, put politics to one side, pool our sovereignty and put the public first. It is after all the public’s money, and we must use every opportunity at our disposal to protect and improve frontline services.



This report sets out the feedback that you have given me on those proposals, which are to ask the Home Secretary to transfer the governance of the Fire and Rescue Service. This report is not exhaustive, but highlights the most relevant issues. The full, independent report on the consultation can be found as an appendix to this report, as well as all the written contributions and my specific responses to North Yorkshire County Council’s (NYCC) and the City of York Council’s (CYC) consultation submissions.

Altogether I received over 2500 responses to the consultation which is hugely appreciated, and I would like to thank my team and the researchers at MEL Research for all their hard work in putting together and running this consultation.

Though the number of respondents from the workforce was relatively low, their response, and that of their representative bodies, is clear. Sixty-one percent of fire and police employees who contributed think a transfer of governance is necessary and 41 percent, the largest proportion, believe the Governance model is the best option.

Interestingly, while the second largest group, at a close 39 percent, thought the Representation model would be the best option, a clear majority thought the Representation model would bring no benefits and would have a negative or no impact, seemingly contradicting their final preference and suggesting a reluctance for change in general. For the Governance model, there is much clearer alignment between the number who gave it as their preference and those who said it would be of benefit and have a positive impact.

However, from the conversations I have had with firefighters and their representatives, while visiting fire stations around the county over the last two months, the appetite for change has been clear, and I have thoroughly enjoyed engaging with firefighters, retained firefighters, fire officers and fire staff on the pros and cons of my proposal. I am very grateful for their active interest in the future of their service, and for their vote of confidence in my plans. This includes the North Yorkshire branches of the Fire Brigades Union and the Fire Officers’ Association, and the Association of Principle Fire Officers, and my discussions with them, alongside my station visits, have been illuminating.

Concerns regarding my proposals from the services revolve around my ability to govern both services, in terms of working knowledge and time to be able to govern effectively. Let me be clear,

I am aware that this is no small undertaking, but I am confident that I, and indeed any PCC, can perform this combined role. Furthermore, the Governance model retains the Chief Fire Officer and Chief Constable separately to run the day to day business of each service. Each would be principal advisor to the PCC regarding their service functions, and the PCC has the resource of the Office of the Police and Crime Commissioner to provide independent advice and support.

Furthermore, this is a full-time role, and PCCs can develop insight into a wide range of issues drawing on sources from across the country and across Government, to which they have direct access. It is a PCC's job to develop knowledge and understanding so that they can deliver for the people they represent, who have elected them to deliver the best possible service. Unlike the Fire Authority who are appointed and not directly accountable for the service provision, PCCs have a direct responsibility and mandate from the public. If a PCC does not, not only should their Police and Crime Panel bring them up on poor decision making, but the public would not re-elect them. Indeed, there have been cases where the public have forced a PCC to leave office mid-term.

The majority of the workforce's comments are positive. They are eager to collaborate more, and to see change happening at pace that would enable resources to be reinvested into frontline services. This is also the view of those partner organisations that I have engaged with during this process, though none responded officially to the consultation.

For police employees, there is a clear indication that they feel that governance of the police service could be diluted by this change. While a majority support the transfer of governance, the largest proportion prefer the Representation model.

I understand some of these concerns, which is why I believe the Governance model is the right model, maintaining a Chief Constable whose sole focus is on the police service. Over the last six years I have strived to protect frontline capacity, and we are in the process of boosting both officer and PCSO numbers. Under the Governance model, the Chief Constable will remain operationally independent with responsibility for the deployment of the resources I delegate to him. I will continue to exert close scrutiny on the police through the structures already in place, and am sure that the opportunities that emerge from this proposal will be of benefit to both services.

During this consultation, my team and I ran eight public information events across the county over market days and weekends to engage the public, taking to the streets with our stall and a video booth where they could watch my animated information video. Altogether we engaged over 1,400 people through these events, handing out leaflets and answering a range of questions from the public.

What became clear to me during these events was that the public, while interested and willing to engage on the future of their public services, ultimately don't mind who governs their emergency services if the job is done effectively and efficiently and they receive a high level of service. From their response, they feel my proposal will do just that. Their priority is straightforward: a good police service and a good fire service. The governance model affords the opportunities to make both better.

One criticism of my proposal, which I think stems from this and that comes through in comments, is why, therefore, change something that doesn't seem to be broken. Indeed, NYFRS do provide a good service and it is clear to me that firefighters are dedicated to continuing that trend. However,

while NYFRA continue to receive assurance from their external auditor, which isn't for me to question, I think that firefighters are being put in a position where it will become increasingly more difficult for them to maintain current service levels. Indeed, there is a cut of 30 firefighters currently underway. This is reflected in comments from firefighters and in the responses from representative bodies. NYFRA say that their strategic and medium term financial plans are in response to changing demand and the need to make savings. I would argue that by bringing the governance of the services together it would be possible to fundamentally change the way these savings can be found across both organisations to protect frontline services and ensure the long-term sustainability of the services.

There are also comments that a 'do nothing' option should have been presented. The Government has made it clear that the status quo is not an option, and what's more all key local stakeholders, including the Fire Authority, agree that the current model of governance is insufficient to enhance collaboration going forward and that change is necessary – doing nothing simply isn't an option. Therefore, only the options for constructive change were put forward in this consultation.

Seventy-one percent of the public favour a transfer of governance, with 55 percent favouring the Governance model. This includes a representative survey of the population of North Yorkshire comprising over 1,500 people to ensure a robust, representative view was achieved. I commissioned an independent research company to undertake this work, and MEL Research's report can be found later in this report. There have been concerns that members of the public asked to respond to this survey wouldn't be able to comprehend so complex a topic in a short space of time. I appreciate those concerns, and we worked hard to ensure that the assessments set out in the business case could be conveyed comprehensively. Indeed, the responses clearly indicate that residents did understand the different options.

The majority of comments are positive, dwelling on the positive impact the change could have, the opportunities to collaborate, and what is most often referred to as 'common sense' in creating a structure where the two services have to work more closely together.

In contrast, North Yorkshire County Council and the City of York Council have supported the Representation model over my proposal, but have not provided any substantive evidence to counter or amend the assessment, nor any information or opinion from their respective communities in support of their proposal. They did however raise several concerns and I have responded to their specific objections separately, a copy of which is included with their responses in the appendices. Some of their comments align with those concerns raised by the public so I will address some of the general points here.

The concern raised by NYCC, pertinent to the statutory criteria, is about how the business case addresses public safety. My business case draws clear links between three of the critical success factors that are assessed and public safety. It sets out that a governance option can be seen to be improving public safety if it can accelerate the pace and scale of collaboration, thereby benefiting the effectiveness and efficiency of the services. It sets out that a governance option will not harm public safety if it can mitigate key risks and is deliverable. There is a clear assessment of this in the business case which I have drawn out and made clear in response to this concern. I am satisfied that this is sufficiently addressed and many of the public responses particularly highlight the benefit for public safety that the Governance model could bring.

Connected to this concern over public safety, is a concern regarding the status and continuation of current collaboration between the fire service, local authorities and health services. There is a

perception that this transfer would immediately cut off any collaboration outside of that between police and fire. I have been categorical from the start that that would not be the case, but rather is central to one of the critical success factors – that the governance option facilitates wider collaboration. The PFCC would have a responsibility to consider the development and delivery of the fire service as separate to the police service, and I have stated several times that I would expect to see the fire service continue and extend significantly its current wider collaboration. Indeed, what the Governance model allows for is better coordination and alignment between police and fire services of collaboration with wider partners.

Furthermore, there is substantial international and national evidence set out in the business case that single governance models enhance collaboration and make it easier to deliver collaboration projects. In discussions with partners they have recognised that it would make engaging with the two services easier at a higher level. Given that barriers to collaboration to date have revolved around ownership and ‘sovereignty’ of services, certainly the evidence set out from these studies shows that the proposed model of governance would stop this being a problem. This would enable the services to think more radically about the extent of collaboration to sustainably enhance public safety.

It is this evidence which is the basis of the case for a change of governance, not the financial benefits or the collaboration opportunities, which the councils and Fire Authority purport to be at the heart of the assessment. This business case is about governance, and the best model of governance to achieve change. I can understand that some may not agree with the qualitative assessment that has been made based on this evidence, which then steers the financial modelling, but the arguments put forward are about delivery not about governance. They have not provided any evidence to counter or change the assessment that a single line of governance is better than fragmented governance.

The process to develop this business case was also collaborative, including NYCC and CYC, NYFRA and the two services. My process gave partners the opportunity to feed into the development of the case, and to provide any evidence they thought pertinent to the assessment. However, questions are raised through the responses as to the validity of the evidence set out in the business case. All the data derives from the services themselves, and the modelling has been agreed by the two services. Additionally, workshops with staff and officers, external operational experts, as well as individual meetings, gave PA Consulting significant access to the services and the necessary information.

The most common comment amongst the public who object to my proposal refers to the ability of the PCC to govern both services. I have addressed this above, but the councils and Police and Crime Panel also raise a concern that the Panel would not be able to maintain its ability to scrutinise my decision making, as it would be taking on the functions of the Fire Authority as well. It must be clear that the Panel would not be taking on the functions of the FRA as those functions transfer to the PCC. The Panel’s role would continue to be to scrutinise and support the PFCC in their decision making. While it is for the councils to arrange and support the Panel, I would of course expect my team to support members in developing an understanding of the context of the decisions that I am making, and will continue to work closely with the Panel to ensure they can undertake their function. It is clear to me that concerns about the resourcing of a local authority committee, which is straight forward to resolve, should not stand in the way of significant improvements to frontline services.

Linked to this is a concern from councils and the public regarding the impact that this change will have on the fire service, and the councils claim that there is no vision for the fire service set out within my business case. The change of governance in and of itself will not impact service delivery – the service will continue being delivered in the same way from the day before transfer to the day after transfer. Beyond this I have set out the areas that I intend to look at, and have also outlined my proposal for transformational collaborative change across the two services. One of the first things that I would need to do on transfer is to develop my Police, Fire and Crime Plan, setting out this vision in greater detail, involving the public directly in the development of their fire service in ways never done before.

Finally, linked to this concern about service delivery is one about the development of the services and the democratic representation of residents in doing so. Comments, largely from councils and councillors, suggest that the Representation model would be more ‘democratic’ as it includes a number of elected Councillors. It must be remembered though that local people do not elect those Councillors specifically for governing their fire service, and therefore do not hold them directly accountable for that provision. In contrast, as PCC, I am directly elected by the whole of North Yorkshire specifically for the role of governing the police, and I am directly accountable to the public at election time for that. Moreover, I included a commitment to look closely at how the fire and police services could collaborate better together in my manifesto. The public also see PCCs as more accessible than old Police Authorities, and I can’t foresee that being any different regarding the fire service. Parliament has made it clear that PCCs are responsible for the democratically accountable governance of policing and has now made that option available to fire and rescue services where the PCC can make a compelling case to do so. This is about the future of two of our important public services, and it is essential that we do what is in the best interest of the public.

Change of any sort is difficult. At the heart of this proposal is an opportunity to really look at how we provide emergency services in North Yorkshire to ensure that we are providing the best possible service to the public, and at good value for the taxpayer. My fundamental principle in managing the police is the same that I have applied to the development of this proposal; to ensure the effective use of public money to reinvest in frontline services that meet the needs and requirements of the public. In understanding what this means for the police and fire services, it became clear that the pace of decision making needed to accelerate, and the process be streamlined, to realise this principle. I cannot find any reason within the consultation response to amend this understanding, or the assessment in my business case.

After due consideration of the consultation responses, I intend to submit my business case to the Home Secretary in due course.



Julia Mulligan  
Police and Crime Commissioner for North Yorkshire

# Consultation Delivery

## Summary

The Fire and Rescue Services Act 2004 (as amended by the Policing and Crime Act 2017) sets out that any Police and Crime Commissioner (PCC) applying for a transfer of FRA functions under a Section 4A order by the Home Secretary must conduct a full public consultation prior to submitting their local business case to the Home Secretary.

In North Yorkshire, a local business case assessing the governance options was developed by PA Consulting. On reviewing this assessment, PCC Julia Mulligan's preferred option was for the Governance Model, which would require a Section 4A Order. The PCC therefore decided to consult on the options for change to understand the views of the public, local authorities, services and partners.

A Consultation Strategy was developed, which can be found in Appendix A. This was shared with key partners through the Strategic Reference Group for feedback and confirmation, and partners were satisfied with the approach being taken. MEL Research was commissioned to conduct an impartial consultation including a representative survey.

The consultation, which ran for 10 weeks from 17 July 2017 to 22 September 2017, engaged with, and welcomed responses from, anyone living and working in North Yorkshire. The consultation was circulated to the public and residents, MP's, councillors and representatives from county, city, district, town and parish councils, employees across the police and fire and rescue services and their representative bodies. It also engaged with other partner agencies and the community and voluntary sector. The consultation asked respondents to consider the available options for the future governance of the Fire and Rescue Service, along with the opportunity to provide more detailed feedback.

This section sets out how the Consultation Strategy was delivered.

## Delivering the consultation

Delivery of the consultation set out to meet the objectives set in our Consultation Strategy (see Appendix A). The following two sections cover objectives one and two, and three and four respectively, and both cover objective five – to ensure the PCC discharges her duty to consult as set out in the legislation.

### Informing the public

The consultation used a variety of methods to disseminate information about the consultation and ensure that the public were informed about the options set out in the Policing and Crime Act 2017 and Fire and Rescue Services Act 2004 (as amended), about the rationale for the preferred option put forward by the PCC, and about the criteria and factors that were important in the decision-making process.

Pro-active communication through existing channels used for consultation by the OPCC included good links with local media and the considerable online Community Messaging network. To capture the online audience, tweets, Facebook posts and YouTube videos were created and promoted, and printed literature such as leaflets and consultation posters were delivered directly to every police station, fire station, library and council offices across the county. Public events took



to the streets to pro-actively engage people rather than expecting them to come to us. Examples of the consultation materials referenced below can be found in Appendix E.

The local business case was sent to all statutory consultees with a consultation notice and published online, and an internal email was sent to all fire and police employees.

Public consultation notices (posters) were sent out to a variety of public buildings, including council premises, libraries and police and fire stations, and to all Parish and Town Councils for local notice boards. Posters advertising the consultation events were also circulated to these and to local shops in and around the area where the event was being held. A total of 808 were sent out.

Information leaflets were also distributed to council premises, libraries and police and fire stations providing information on the options and rationale, and providing links to further information. A total of 4,150 leaflets were distributed or handed out during public events.

A dedicated website, [telljulia.com](http://telljulia.com), provided the local business case, all the consultation materials, frequently asked questions, information about the public events being run, and contact details for further information. In total, the consultation webpages were visited 5527 times.

An animated information video was published setting out the options and the business case assessment, and the PCC also filmed a video setting out her case and the opportunities she saw arising from it. In total, all videos were viewed 9753 times.

1413 people were engaged through a series of public events which were held across the county, one in each district and one in the city, where staff from the OPCC were available to answer questions. Posters were circulated to public buildings, post offices and shops in and around the area where the event was being held. Information signs informed the public about what was happening, leaflets were available to take away, three pop-up banners provided information on the case for change, the options and the business case assessment and on the PCC's preferred option, and a pop-up cinema booth allowed the public to watch the animated information video. These events happened in the following locations on these dates:

- Northallerton on Wednesday 26 July
- Harrogate on Thursday 27 July
- Scarborough on Friday 4 August
- Malton on Saturday 5 August
- Selby on Monday 7 August
- Richmond on Tuesday 8 August
- Skipton on Monday 14 August
- York on Tuesday 15 August

Online and print coverage, totalling 121 articles or features from 39 unique sources, saw a reach of more than 941,000. Two TV news items reached an average of 400,000 each. The PCC made five radio appearances across four stations with an average weekly reach of between 45,000 and 85,000 people. Statistics on media coverage and outlets can be found at Appendix F. Media coverage included:

- A press release launching the consultation, distributed to all local newspapers and a range of national policing and fire publications
- A TV interview on local BBC news programme, Look North
- An interview on Harrogate based commercial radio, Stray FM

- Consultation and collaboration opportunities featured in the PCC's monthly column named Crime Matters, printed in the Harrogate Advertiser, Ripon Gazette and Wetherby News.
- A hotseat style interview on BBC Radio York involving the PCC, a member of the local Fire Brigades Union and the Chair of the Fire Authority

Social media engagement was conducted during the consultation period reaching approximately 530,068 people. This was used to promote the survey, disseminate information, advertise the public events and receive feedback. Social media statistics can be found at Appendix G.

The PCC also attended Overview and Scrutiny Committee meetings for the County, City and Districts. She also attended the Executive Meetings of the County and City councils, and met with a number of Councillors from a range of political parties individually.

Other information dissemination included:

- An e-newsletter sent to our entire stakeholder list
- A small article in the PCC's monthly newsletter which was handed out at the regional agricultural event, The Great Yorkshire Show
- An online message sent to signed up residents of North Yorkshire's Community Messaging network

### Obtaining views

The consultation used a variety of methods to effectively obtain the views and opinions of a broad range of stakeholders across North Yorkshire to inform the PCC of the public's opinion to enable her to consider their views and inform her final decision.

These included an open survey for residents and business owners in North Yorkshire, a representative survey of North Yorkshire Residents conducted by MEL Research, a survey for employees of the police and fire services, and key stakeholder focus groups. The survey questions are at Appendix H(i). The survey could be accessed in several different ways:

- Through the consultation website, telljulia.com
- The survey was included in the information leaflet circulated to public buildings, including a freepost return address
- Via social media posts
- Through the door-to-door representative survey conducted by MEL Research
- Via direct email for statutory consultees and service employees

More than 2,500 people living or working in North Yorkshire responded to the consultation, meaning that our confidence level (at 95% level) is  $\pm 2.5\%$  which is well within industry standards.

### Key stakeholder meetings

During the consultation, the PCC discussed the consultation with the following individuals and groups:

- North Yorkshire Fire and Rescue Service through nine station visits, including Fire HQ
- The Chief Fire Officer and his senior management team
- North Yorkshire County Council, City of York Council and the District and Borough councils
- The North Yorkshire branch of the Fire Brigades Union and the Fire Officers' Association

- North Yorkshire’s MPs

### Focus Groups

Five focus groups were held with key stakeholder groups to explore the options and gather more detailed feedback on their views to feed into the consultation. These were facilitated by MEL Research. It should be expressly noted that the views are in addition to any formal response made to the PCC. These meetings were held to allow greater qualitative understanding to be investigated for stakeholders’ views and were not considered as a formal response to the consultation from the respective groups.

- Police and Crime Panel\*: Three participants (Alverton Court, Crosby Road, Northallerton)
- Union Representatives: Five participants (Granby Road, Harrogate)
- Fire Authority: Seven participants (Alverton Court, Crosby Road, Northallerton)
- Local Authorities: Five participants (Alverton Court, Crosby Road, Northallerton)
- Local Partnerships: Two participants (Quaker meeting Room, Friargate, York)

\* A semi-structured in-depth telephone interview was conducted with a further Panel member.

## Consultation Expenditure

The consultation budget was £40,000. Costs have come in £76.65 over budget.

The following table demonstrates the cost of the consultation:

Item	Cost (£)
Research agency	29,781
Public events	6,187.82
Video materials	3,216
Website	360
Stationery and postage	531.83
<b>Total</b>	<b>40,076.65</b>

## Conclusion

In conclusion, this section shows that all the objectives of our consultation strategy were met and that not only did we manage to engage all our identified stakeholders but that we also undertook and went beyond our specified methodology.

The consultation received a good response, giving the outcome of the consultation credibility.

# Consultation Results

## Type of responses

Over 10 weeks the OPCC received 2587 responses to the public consultation. The table below is a summary of how the public responded:

Response medium		
Online survey	605	23%
Residents survey	1,514	59%
Public events	261	10%
Staff surveys	207	8%

The consultation sought qualitative responses describing how individuals and organisations might be affected by the change of governance in North Yorkshire.

As well as public responses, the online survey also includes responses from:

- Bentham Town Council
- Brompton Town Council
- Burton-cum-Walden Parish Council
- Draughton Parish Council
- East Cowton Parish Council
- Kettlewell with Starbotton Parish Council
- Middleham Town Council
- Moulton Parish Council
- Skeeby Parish Council
- Stokesley Town Council
- Weaverthorpe Parish Council
- Association of Principle Fire Officers
- Hambleton, Richmondshire and Whitby CCG
- Harrogate Borough Council Liberal Democrat Group

The opportunity to provide a written response instead of/as well as responding to the survey itself, was offered. In total, 24 written responses were received, including 6 responses from members of the public and 3 from councillors. 15 of the responses were from councils and a further 4 were from other organisations.

- Barton Parish Council
- City of York Council
- Craven District Council
- Harrogate Borough Council
- North Yorkshire County Council
- Pateley Bridge Town Council
- Richmondshire District Council
- Selby District Council
- Skipton Town Council
- Stapleton and Cleasby Parish Council
- Wigginton Parish Council
- North Yorkshire Fire and Rescue Authority
- North Yorkshire Police and Crime Panel
- Fire Brigades Union (North Yorkshire)
- Fire Officers' Association

North Yorkshire County Council's response also included a summary of all the District and Borough Council responses.

The demographic data for audience participation illustrated that the consultation reached a range of ages, backgrounds, ethnicities and diversities. This table shows the gender of respondents:

Female	1107	43%
Male	1294	51%
Other/no data provided	157	6%

This table shows a breakdown by age:

16-24	214	9%
25-34	275	11%
35-44	412	17%
45-54	474	19%
55-64	427	17%
65-74	353	14%
75+	267	11%
Prefer not to say	22	1%

All areas of North Yorkshire were well represented with sample sizes being more than adequate for a confidence rating (at 95% levels) of  $\pm 2.5\%$ :

Craven	187	7%
Hambleton	392	15%
Harrogate	446	17%
Richmondshire	169	7%
Ryedale	197	8%
Scarborough	311	12%
Selby	256	10%
York	569	22%
Other	26	1%

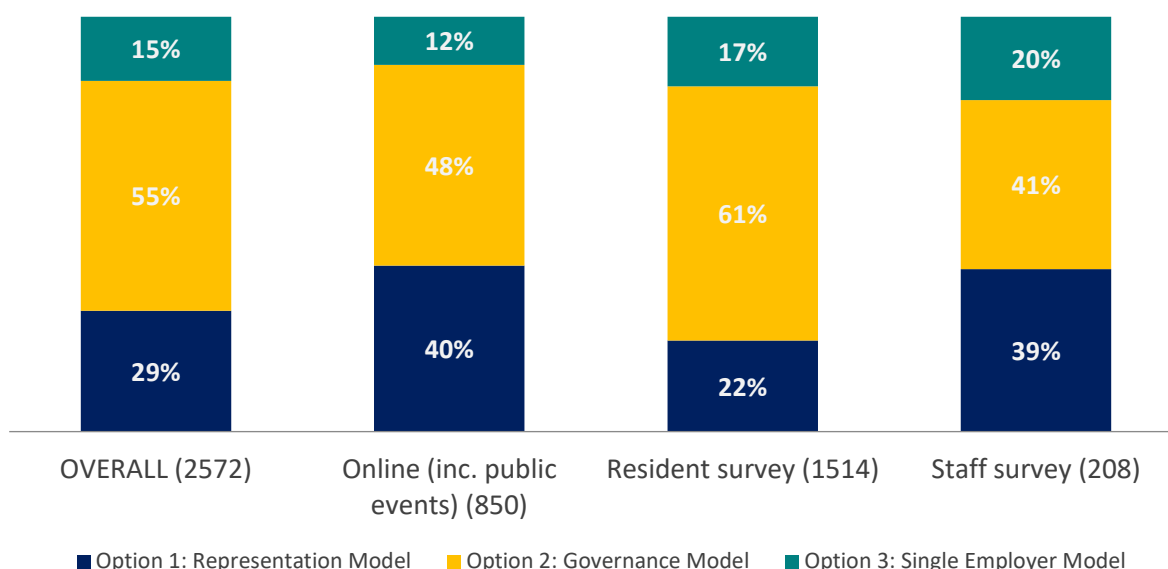
## Breakdown of responses

A full breakdown of the results by exception is available in the MEL Research report at Appendix H. The following identifies by exception significant results.

### Preferred option

Key local stakeholders agree that change is necessary. As such this consultation did not include a 'do nothing' option, but consulted the public on which of the three options would be best for North Yorkshire.

Overall, over half (55%) of respondents prefer the Governance model. Around three out of ten (29%) prefer the Representation model, whilst around 15% prefer the Single employer model. Seven out of ten of all respondents (71%) are in favour of a transfer of governance (i.e. Governance or Single Employer model). The chart below demonstrates these figures and breaks the result down by survey type.



### Overview of results

Full analysis of the results is available in the MEL Research report at Appendix H. A response to the qualitative comments highlighted in that report can be found in the ‘Response from the PCC’ section.

Overall, the results of the public survey show a preference for the Governance model. A majority in all demographic groups score the benefit of the Governance model as a three or above (on a scale of one to five, one being no benefit and five being significant benefit). A majority in all demographic groups rate it as having a positive impact. This model was rated more highly by younger respondents and by female respondents.

The public were less likely to score the Representation model highly in terms of benefit, and were more likely to say that it would have a negative or no impact.

Both tier-one authorities prefer the Representation model, as does the North Yorkshire Fire and Rescue Authority and the Police and Crime Panel, suggesting that it can provide all the benefits set out in the business case for the Governance model. One member of the Fire Authority is reported as stating that if the proposal is about speeding up decision making, then the Governance option is the obvious choice. A response to the specific objections of the tier-one authorities is included in Appendix I.

Fire service employees rated the Governance model’s benefits highly with 73% scoring it as three or above. 63% of them think that it will have a positive impact on the service. 59% chose this model as their preferred option, with 27% preferring the Representation model. Though the Single Employer model received a very negative response from unions and in staff meetings, 14% prefer this option. The number of Fire service respondents is low (93), but this strong preference, coupled with the support of three fire service unions indicates a strong desire for change.

All employee representative bodies were contacted and given the opportunity to respond. The three that responded show support for a transfer of governance, with two, the Fire Brigades Union and the Association of Principal Fire Officers supporting the Governance model, and the Fire Officers’ Association supporting the Governance model in principle.

While police service employees support a transfer of governance (52% preferring the Governance or Single Employer model), their preference was for the Representation model (48%). Comments show that they would prefer the PCC to concentrate on policing and that they do not see a benefit for the police service in sharing governance. They are therefore more likely to rate the Governance model as having no benefit and a negative impact. However, they also overwhelmingly rate the Representation model as having no benefit (64% scoring it a one or two) and as having a negative or no impact (65%). Similarly, they do not score the Single Employer model highly either. No police employee representative bodies responded.

A range of themes emerge from the comments provided by the consultation, some positive, some negative. These can be found in the MEL Research report at Appendix H. A response to the key themes that have been identified can be found in the 'Response from the PCC' section.

## Conclusion

The consultation has successfully delivered the objectives and methodology set out in the Consultation Strategy.

The consultation ran for 10 weeks delivering a range of consultation materials to inform the public and enabling responses in a variety of ways. The consultation closed at 23:59 on 22 September 2017, with a very positive total of 2,587 responses.

The result of the consultation demonstrates clear support for the PCC's preferred option, the Governance model from the public and workforce. However, the two tier-one authorities have objected to the proposal. The outcome of the consultation is a key piece of supporting evidence for the local business case.

The Police and Crime Commissioner for North Yorkshire, Julia Mulligan, has considered and reviewed the consultation and the responses and evaluation. She has determined that there is nothing in the responses to substantively change her business case, and therefore proposes to submit the case to the Home Secretary for consideration. As the tier-one authorities have objected, this will trigger the Independent Assessment process.

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## Appendix A – Consultation Strategy

Police and Crime  
Commissioner  
North Yorkshire



# Working Better Together

## Consultation Strategy

This document sets out the North Yorkshire Office of the Police and Crime Commissioner’s (OPCC) strategy for undertaking a full public consultation on the Police and Crime Commissioner’s local business case regarding the governance of the North Yorkshire Fire and Rescue Service.

This strategy sets out the requirements of the consultation and the OPCC’s approach to ensure the consultation is fit for purpose and meets the legal requirements and best practice principles of public sector consultation.

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## Background

### National context

Our emergency services have had a responsibility to collaborate with each other in order to ensure that they are providing the most effective, efficient and best value public service for decades.

However, the Policing and Crime Act, which came into effect in January 2017, now places a statutory high-level duty to collaborate on the emergency services (Police, Fire and Rescue, and Ambulance). It also makes provision for local assessments by Police and Crime Commissioners (PCC) as to the most effective governance model for Fire and Rescue Services (FRS), giving them the ability to present a local business case to the Home Office where they perceive that a different governance model would generate improvements in economy, efficiency and effectiveness, and/or public safety.

The Government has made it clear that it expects to see greater joint working not only delivering efficiencies and savings to the public purse, but also more effective services that improve public safety and resilience.

“The government believes that greater joint working can strengthen the emergency services and deliver significant savings and benefit for the public. It has already invested over £70 million to help drive blue light collaboration programmes. Although there are many good examples locally of joint working between the emergency services, the overall picture remains patchy and much more can be done to improve taxpayer value for money and the service to communities.”<sup>1</sup>

The Government have been clear that the status quo is not sufficient and that there must be improvement. In describing the measures set out by the Policing and Crime Act, Brandon Lewis, Minister for Policing and Fire said that “by overseeing both police and fire services, I am clear that PCCs can drive the pace of reform, maximise the benefits of collaboration and ensure best practice is shared.”<sup>2</sup>

### Governance Options

To facilitate better collaboration and improve emergency services, the Act proposes three alternative options to the status quo. These are:

#### Representation model

The PCC is represented on a Fire and Rescue Authority (and its committees) in their police area with full voting rights, subject to the consent of the Fire and Rescue Authority. In North Yorkshire, this would see the PCC join North Yorkshire Fire and Rescue Authority (NYFRA).

#### Governance model

The PCC takes on legal and overarching responsibility for the provision of the fire and rescue service(s) in their area. Individual services retain their operational independence, budgets, their chief fire officers and their own staff. In North Yorkshire, this would see the PCC becoming the NYFRA.

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<sup>1</sup> HM Government (2015), [Enabling Closer Working - Consultation](#)

<sup>2</sup> Brandon Lewis (2017), [Fire Minister's speech to Reform](#)

## Single employer model

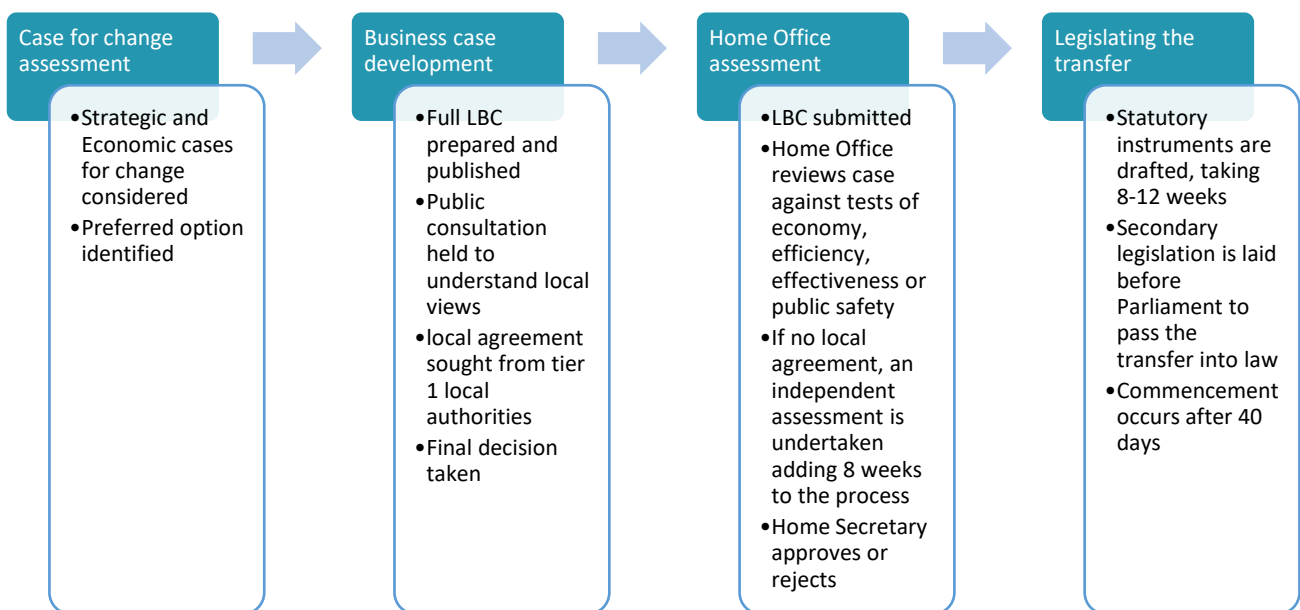
The PCC would become the NYFRA but, in addition, fire and rescue functions are delegated to a single chief officer for policing and fire. Within this model, the services remain distinct front line services with separate budgets, albeit with increasingly integrated support services.

In North Yorkshire, an assessment has been undertaken, and a preferred option of the Governance model is being put forward.

## Process

The Policing and Crime Act specifies a process whereby PCCs assess the case for change and, if a case is seen to exist to move to the governance or single employer model, prepare a full local business case (LBC) in accordance with the Treasury's five case model, demonstrating how the change is in the interests of economy, efficiency, effectiveness and public safety.

If this is done a public consultation must be held on the proposal. The PCC then makes her final decision as to whether to submit the LBC to the Home Office. If so, the Home Secretary then reviews the case and takes the final decision whether to approve it or not. If approved secondary legislation is laid before Parliament to put in place the statutory instruments to make the transfer possible.



## Approach

In North Yorkshire, the PCC has taken a collaborative approach to this process, instituting a structure that allows for the input and collaboration of key stakeholders from the beginning of the process.

This approach will be reflected in this consultation, which will aim to engage with a range of stakeholders as well as the public to gather and assess many and diverse perspectives. North Yorkshire is the largest county in England, containing many different communities – from the historic urban centre of York to seaside towns, rural villages, isolated hamlets and farms, and the sparsely populated Yorkshire Dales and North York Moors national parks.

This consultation seeks to engage across the county to explore and listen to the public's opinions about the opportunities that the LBC presents. It will present an evidence base for an innovative and fresh vision for how community safety can be delivered in North Yorkshire.

## Objectives

The objectives of this consultation are to:

- develop public understanding about the options set out by the Policing and Crime Act and about the rationale for the preferred option put forward by the PCC
- set out to the public the criteria and factors that will be important in the decision-making process
- effectively obtain the views and opinions of a broad range of stakeholders across North Yorkshire on the benefits of the options explored in our LBC
- inform the PCC of the public's opinion to enable her to consider their views and possible amendments to the LBC, and to inform her final decision
- ensure that the PCC discharges her duty to consult as set out in the Policing and Crime Act in line with legal requirements and best practice in public consultation

## Legal Requirements

The Association of Police and Crime Chief Executives has set out guidance based on the Policing and Crime Act requirements. This guidance is set out below.<sup>3</sup>

Prior to submitting a business case to the Secretary of State, a PCC is required to meet a number of consultation duties as set out in the Policing and Crime Act 2017 Schedule 1 Part 1. These are:

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

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

Consultation will need to demonstrate that it meets two criteria.

1. It adheres to the **Gunning Principles of good consultation:**

- consultation must take place when the proposal is still at a formative stage;
- sufficient reasons must be put forward for the proposal to allow for intelligent consideration and response
- adequate time must be given for consideration and response
- the product of consultation must be conscientiously taken into account.

Recent case law has also added two further principles:

- the degree of specificity regarding the consultation should be influenced by those who are being consulted;
- the demands of fairness are likely to be higher when the consultation relates to a decision which is likely to deprive someone of an existing benefit.

2. It adheres to the government **Consultation Principles 2016:**<sup>4</sup>

Consultations should be clear and concise

Use plain English and avoid acronyms. Be clear what questions you are asking and limit the number of questions to those that are necessary. Make them easy to understand and easy to answer. Avoid lengthy documents when possible and consider merging those on related topics.

---

<sup>3</sup> APACE (2017), [Police and Fire Business Case: Guidance for OPCC CEOs](#)

<sup>4</sup> HM Government (2016), [Consultation Principles](#). These have been adapted to suit local consultation. This government document does not have legal force and is subject to statutory and other legal requirements.

### Consultations should have a purpose

Do not consult for the sake of it. Ask departmental lawyers whether you have a legal duty to consult. Take consultation responses into account when taking policy forward. Consult about policies or implementation plans when the development of the policies or plans is at a formative stage. Do not ask questions about issues on which you already have a final view.

### Consultations should be informative

Give enough information to ensure that those consulted understand the issues and can give informed responses. Include validated assessments of the costs and benefits of the options being considered when possible; this might be required where proposals have an impact on business or the voluntary sector.

### Consultations are only part of a process of engagement

Consider whether informal iterative consultation is appropriate, using new digital tools and open, collaborative approaches. Consultation is not just about formal documents and responses. It is an on-going process.

### Consultations should last for a proportionate amount of time

Judge the length of the consultation on the basis of legal advice and taking into account the nature and impact of the proposal. Consulting for too long will unnecessarily delay policy development. Consulting too quickly will not give enough time for consideration and will reduce the quality of responses.

### Consultations should be targeted

Consider the full range of people, business and voluntary bodies affected by the change, and whether representative groups exist. Consider targeting specific groups if appropriate. Ensure they are aware of the consultation and can access it. Consider how to tailor consultation to the needs and preferences of particular groups, such as older people, younger people or people with disabilities that may not respond to traditional consultation methods.

### Consultations should take account of the groups being consulted

Consult stakeholders in a way that suits them. Charities may need more time to respond than businesses, for example. When the consultation spans all or part of a holiday period, consider how this may affect consultation and take appropriate mitigating action.

### Consultations should be agreed before publication

Seek collective agreement before publishing a written consultation, particularly when consulting on new policy proposals.

### Consultation should facilitate scrutiny

Publish any response on the same page as the original consultation, and ensure it is clear when the PCC has responded to the consultation. Explain the responses that have been received from consultees and how these have informed the policy. State how many responses have been received.

### Responses to consultations should be published in a timely fashion

Publish responses within 12 weeks of the consultation or provide an explanation why this is not possible. Where consultation concerns a statutory instrument publish responses before or at the

same time as the instrument is laid, except in exceptional circumstances. Allow appropriate time between closing the consultation and implementing policy or legislation.

Consultation exercises should not generally be launched during local or national election periods.

If exceptional circumstances make a consultation absolutely essential (for example, for safeguarding public health), departments should seek advice from the Propriety and Ethics team in the Cabinet Office.

## Consultation Timeline

In North Yorkshire, the PCC has set out her timeline for consultation as follows:



## Stakeholders

In North Yorkshire the PCC has made it clear that this consultation should reach as broad an appropriate audience as possible.

The main stakeholder groups are listed below.

### The public

- Representative sample
- Community groups
- Businesses

### Local Authorities

- North Yorkshire County Council and City of York Council
- MPs
- Fire Authority
- Police and Crime Panel
- District and Borough Councils
- Town and Parish Councils
- Clinical Commissioning Groups and Hospital Trusts
- Safeguarding Boards
- Community Safety Partnerships
- Health and Wellbeing Board

### Emergency Services

- Fire officers, staff and volunteers
- Police officers, staff and volunteers
- Unions and staff associations
- Yorkshire Ambulance Service
- Local resilience forum

### Media

- Newspapers
- Emergency services professional publications
- Local and regional radio and television stations
- Social media



## Methodological Overview

In North Yorkshire, the PCC has stipulated that the consultation must meet with rigorous standards, legal requirements and best practice principles of public sector consultation.

We will ensure that consultation documents are concise and clear, written in plain language that can be understood by the intended audience, avoiding jargon at all times.

Subject to a full consultation plan, our consultation methods are as follows.

### Survey

- An online survey accessible via a dedicated webpage (see Media)
- Face-to-face and telephone representative sample
- Officer and staff survey for fire and police
- Hard copy versions circulated to public buildings and by request with freepost return address (see also Leaflet)
- Easy read and other language versions

### Leaflet

- A public information leaflet also containing the survey for distribution to public buildings with freepost return address

### Public notices and meetings

- Public consultation notices distributed to all councils, and posted at police and fire stations where possible
- Public meetings or events across the county attended by the PCC where possible to advertise the consultation, provide information and allow for completion of surveys
- PCC engagement with County, City, Borough and District Council public meetings to present the LBC
- Key stakeholder focus groups to present the LBC and gather views

### Media

- A dedicated webpage which will accessibly host the consultation information
- An ongoing social media campaign will be used to keep the public up-to-date on the process and will be used as an effective tool to gather feedback
- PCC to provide press release to newspapers, features to industry magazines, and radio and TV interviews
- A list of FAQs will be prepared in advance so that all press requests can be met in a timely and informative manner
- A simple and easy to understand animated video, lasting less than five minutes, will outline the background and relevant information in plain English with subtitles
- A second short video will involve the PCC speaking to camera about her preferred option and her rationale for putting it forward to the public

## Appendix B – Consultation notice email

The following email was sent to statutory consultees on launching the consultation

Subject: Notice of Public Consultation – Working Better Together

Attachment: Working Better Together – NYLBC for consultation; Working Better Together consultation poster

Dear [consultee],

I attach a copy of the PCC's business case on governance of the North Yorkshire Fire and Rescue Service.

We would be grateful if you would also circulate this email to your lists and display the attached public notice prominently please.

Thank you,

Fraser Sampson

Interim Chief Executive Officer to the Police and Crime Commissioner for North Yorkshire

### **Public consultation notice: “Working Better Together: Options to improve collaboration between Fire and Police services in North Yorkshire”**

Legislation recently passed by Parliament includes a new duty for emergency services to collaborate, and a specific opportunity for Police and Crime Commissioners to apply to the Secretary of State to allow them to take on responsibility for the governance of their local Fire and Rescue Service, if it appears that it is in the interests of effectiveness, efficiency, economy or public safety to do so. Given this, the Police and Crime Commissioner for North Yorkshire, Julia Mulligan, has taken the view that a review of the governance of the North Yorkshire Fire and Rescue Service and a benefits assessment of the options for change is necessary.

A local business case has been prepared and is now published for public consultation. The consultation is your chance to tell us what you think about the benefits of change in North Yorkshire. The consultation runs from 17 July – 22 September 2017.

You can view the local business case, all consultation materials, find further information and respond to the consultation survey at [www.telljulia.com](http://www.telljulia.com).

Responses to the online survey must be received by 23:59 on Friday 22nd September. If you require assistance in completing the survey please call MEL Research on 0121 604 4664 or email [northyorksfrsconsultation@melresearch.co.uk](mailto:northyorksfrsconsultation@melresearch.co.uk).

Response forms and information leaflets are also available:

- At local libraries, police stations, fire stations and council offices

- To download from [www.telljulia.com](http://www.telljulia.com)

Responses outside of the online survey can be submitted in the following ways:

- by email: by completing the response form or writing an email and sending it to [northyorksfrsconsultation@melresearch.co.uk](mailto:northyorksfrsconsultation@melresearch.co.uk)
- in writing: by completing the response form or writing a letter and posting it to:

FREEPOST RTCL-AGAE-TRTS  
OPCC  
12 Granby Road  
Harrogate  
HG1 4ST

All responses outside of the online survey must be received by 13:00 on Friday 22nd September to be accepted.

Further information on the proposals can be requested by calling the OPCC on 01423 569562 or emailing [info@northyorkshire-pcc.gov.uk](mailto:info@northyorkshire-pcc.gov.uk). If you do not wish to be updated on further progress with this consultation please let us know using these contact details.

We look forward to receiving your comments.

Yours sincerely,

Fraser Sampson  
Interim Chief Executive Officer to the Police and Crime Commissioner for North Yorkshire

## Appendix C – Internal message to police and fire staff

Working Better Together – collaboration between policing and fire in North Yorkshire

Dear colleagues,

As you may be aware, earlier this year I started to explore the options set out in the Policing and Crime Act 2017 regarding how fire and police services collaborate, and how they are overseen.

A number of you have been involved in that process, from frontline firefighters and police officers to Chief Officers and heads of service, and I would like to thank you all for your ideas, thoughts and contributions.

We have now completed the assessment process, supported by an external consultancy, and a business case has been developed setting out the various benefits of all the different options in front of us. Having considered these within the financial and operational context we find ourselves, I believe that the best path forward is to bring governance of the two services together under a single individual, replacing the Fire and Rescue Authority with a Commissioner in the same way the Police Authority was replaced in 2012.

Let me be clear. This is not a merger – we are not moving to a single employer model. Fire officers would remain as fire officers, police officers as police officers. There would continue to be two distinct organisations, each with their own distinct roles, brands and budgets, and each with their own Chief Officer.

But the evidence shows that by bringing governance together under a Police, Fire and Crime Commissioner we can speed up decision making and increase the pace and scale of collaboration. This would allow us to make savings that can be reinvested into frontline services to enhance public safety; protecting the vulnerable, reducing harm, and making our communities stronger and safer.

Both services share the same goal in that respect – improved public safety – and share the values which brought you into public service in the first place.

The next stage in this process is to consult fully and openly on these proposals, and from today a public consultation has been launched. This will run for ten weeks, until 22 September. As part of this I really want to hear your views. I want to know what you think of the proposals, of the case for change that we have set out, and the benefits that we think can be achieved by helping the two services work better together, with each other and with wider partners.

To make sure you are fully involved in this process there is a [dedicated staff survey](#), where you can also find more information about my proposals. The survey is hosted by an independent research company and is completely anonymous, so please be open and honest with your views.

I truly believe that by working better together we can make the public safer. If you have any questions that are not answered by the information on my website, please do not hesitate to contact me by emailing [pcc@northyorkshire-pcc.gov.uk](mailto:pcc@northyorkshire-pcc.gov.uk).

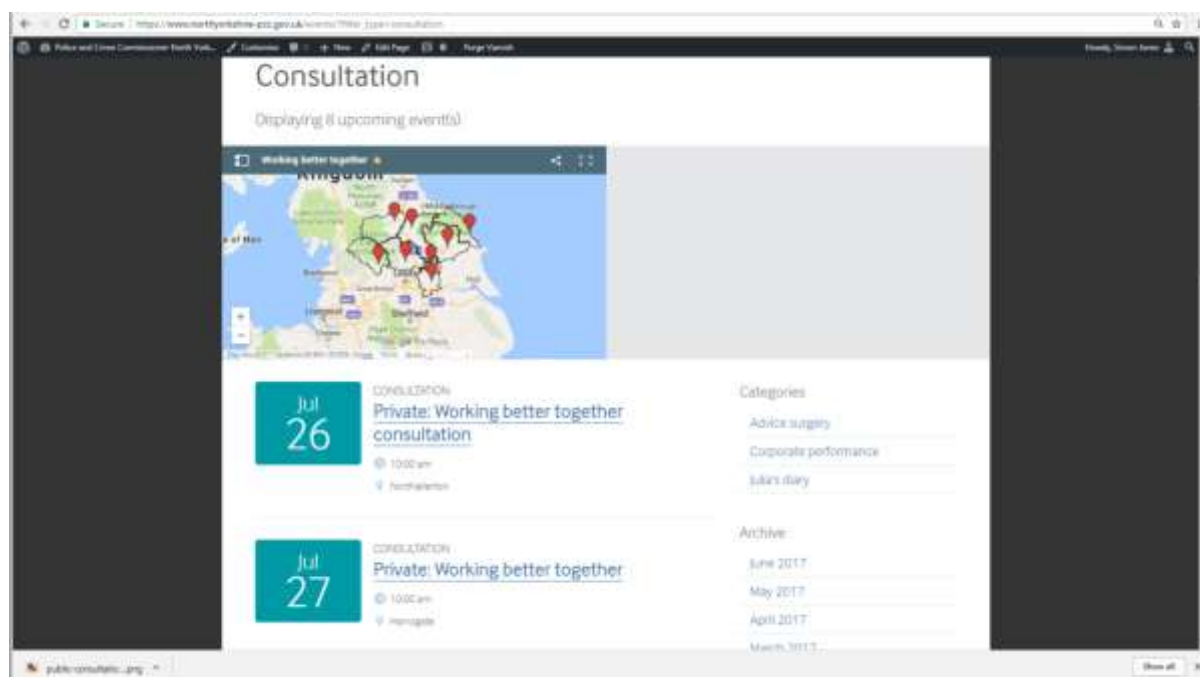
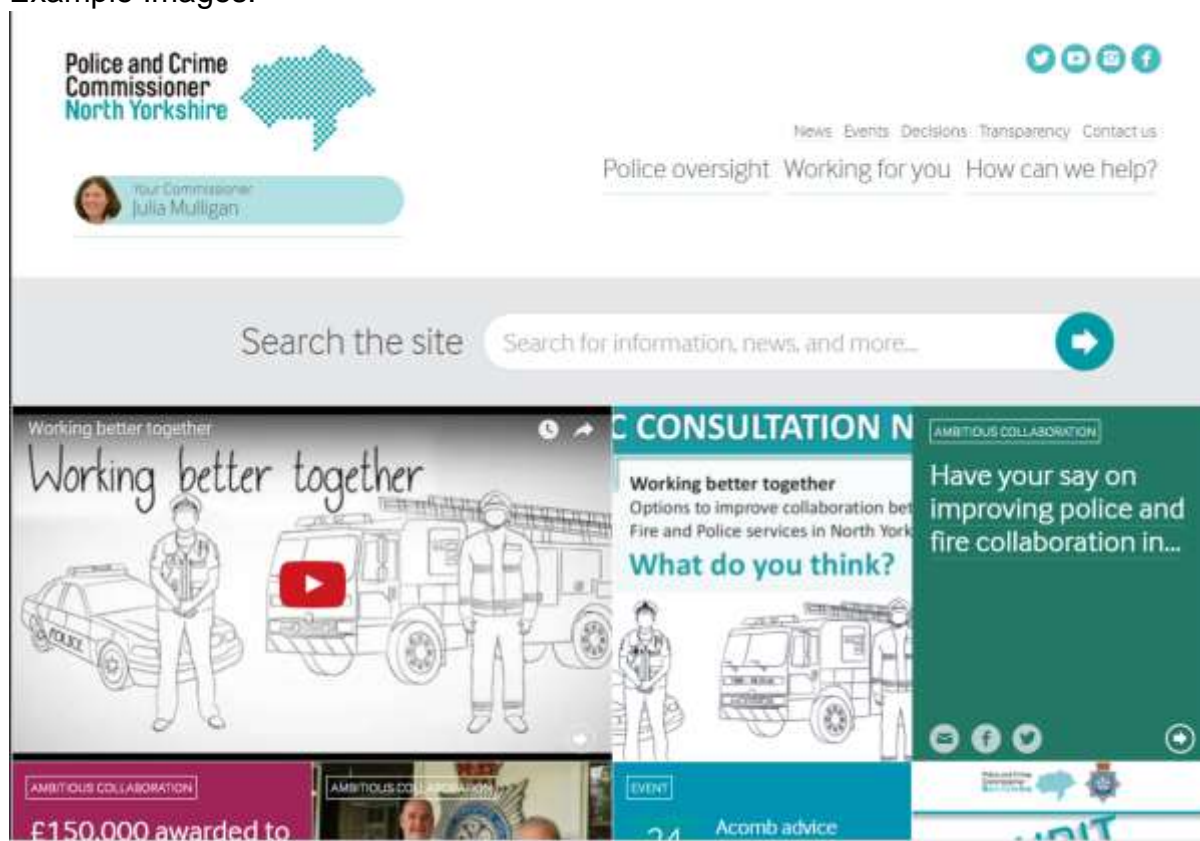
Thank you in advance for taking part in this consultation.

Julia

## Appendix D – Consultation website

The website hosted the consultation materials, detailed in Appendix E, for the public to gain a greater understanding around the governance of the Fire and Rescue Service, which included the full business case, a summary of the business case, the options to be considered, a video message from the PCC, a video explaining the options, and a frequently asked questions page.

Example Images:



# Appendix E – Consultation Materials

## Leaflet

Please share your views on the three options being considered. If you would like more information to help with your decision, visit [www.teljulia.com](http://www.teljulia.com)

**Q1** On a scale of 1-5, where 1 is no benefit and 5 is a significant benefit, how would you rate each model?

- Option 1: Representation model**  
 1  2  3  4  5
- Option 2: Governance model**  
 1  2  3  4  5
- Option 3: Single employer model**  
 1  2  3  4  5

**Q2** What impact do you think implementing each model would have if it were introduced in North Yorkshire?

- Option 1: Representation model**  
 Positive impact  No impact  Negative impact  
 Don't know/not sure
- Option 2: Governance model**  
 Positive impact  No impact  Negative impact  
 Don't know/not sure
- Option 3: Single employer model**  
 Positive impact  No impact  Negative impact  
 Don't know/not sure

**Q3** Of the three options, which do you most prefer? (tick one only)

- Option 1: Representation model  
 Option 2: Governance model  
 Option 3: Single Employer model

**Q4** Which local authority area do you live in? (tick one only)

- York  Craven  Hambleton  Harrogate  
 Richmondshire  Ryedale  Scarborough  
 Selby  Other (please specify)

Do you have any ideas as to how our fire and police services can work better together?

Please send this questionnaire to:  
 FREEPOST RTCL-AGAE-TRTS, Police and Crime Commissioner for North Yorkshire, 12 Granby Road, Harrogate, HG1 4ST.

If you need help completing the survey please call M-E-L Research on 0121 604 4664 or email [northyorksfrsconsultation@melresearch.co.uk](mailto:northyorksfrsconsultation@melresearch.co.uk)

Office of the Police and Crime Commissioner,  
 12 Granby Road, Harrogate, HG1 4ST  
 ☎ 01423 569 562  
 ✉ [info@northyorkshire-pcc.gov.uk](mailto:info@northyorkshire-pcc.gov.uk)  
 🌐 [northyorkshire-pcc.gov.uk](http://northyorkshire-pcc.gov.uk)  
 📷 [northyorkspcc](https://www.facebook.com/northyorkspcc)

Police and Crime Commissioner  
 North Yorkshire

Working better together

Options to improve collaboration between fire and police services in North Yorkshire

Helping you to be safe and feel safe in North Yorkshire

**A consultation proposing three possible options for how North Yorkshire Fire and Rescue Service is governed.**

**Why do we need change?**

- Government and local stakeholders have made it clear that leaving things the way they are is not an option
- To improve collaboration between police and fire services
- To improve public safety
- To make savings which can be reinvested into frontline services

**What is governance?**

Governance is the term used to summarise an organisation's oversight structure and decision-making processes e.g. setting budgets, spending money, drawing up plans. Good governance leads to improved spending decisions, policies, practices and procedures, quality of service, leadership and conduct.

**Is this a merger?**

No, this is not a merger. The two services will remain separate—police officers and fire officers will still have their own distinct roles, and budgets will always be kept separate. But by bringing governance closer together we can improve things for everyone.

You can find out more information about the consultation at [www.teljulia.com](http://www.teljulia.com)

**Your options**

**1. The Representation Model**  
 The Police and Crime Commissioner becomes the 17th member of North Yorkshire Fire and Rescue Authority.

**2. The Governance Model**  
 The Police and Crime Commissioner takes on the role of North Yorkshire Fire and Rescue Authority, becoming a Police, Fire and Crime Commissioner. The county's police and fire services remain two distinct organisations with each retaining a Chief Officer.

**3. The Single Employer Model**  
 The Police and Crime Commissioner takes on the role of North Yorkshire Fire and Rescue Authority, becoming a Police, Fire and Crime Commissioner.

The two organisations will be brought together under a single chief officer for fire and police services.

**Benefits Assessment**

	Representation	Governance	Single Employer
Effectiveness	Red	Yellow	Green
Economy and efficiency	Red	Green	Green
Public safety	Orange	Yellow	Orange
Ease of delivery	Green	Green	Red
Estimated benefit over 10 years	£3.3m	£6.6m	£7.5m

\*taken from the local business case - [www.teljulia.com](http://www.teljulia.com)

**Julia says**

“ One thing I truly believe would strengthen our emergency services is much closer collaboration. Within a context of continuing financial pressure across all public services, our fire and police services are facing new challenges and increasing demand. Only 9% of incidents attended by our fire service between 2010 and 2015 were domestic fires, and today 54% of calls to our police are not related to crimes. Currently, fire and police services are run separately, meaning we have two of pretty much everything. By working more closely together, we can speed up decision making and increase our ambition. Money can be saved and put back into frontline services to help meet those new challenges. After assessing the benefits of each option for change, I believe the Governance Model, option 2, is the best one for the people of North Yorkshire. But before submitting the case to the Home Secretary, I want to know what North Yorkshire people think of these options. ”

Police and Crime  
Commissioner  
North Yorkshire



## PUBLIC CONSULTATION NOTICE

### Working better together

Options to improve collaboration between  
Fire and Police services in North Yorkshire

### What do you think?



Julia Mulligan, the Police and Crime Commissioner for North Yorkshire, has developed a local case for changes to the way North Yorkshire Fire and Rescue service is overseen.

There are three options to consider and comment on.

Please visit [telljulia.com](http://telljulia.com) to find out more information on the options and complete a short questionnaire.

**Go to: [www.telljulia.com](http://www.telljulia.com)**

**The consultation closes 22 September 2017**

You can also visit your local library, police station, fire station or council office to pick up a leaflet and questionnaire.

**If you have any questions, please get in touch:**

✉ [info@northyorkshire-pcc.gov.uk](mailto:info@northyorkshire-pcc.gov.uk) ☎ 01423 569 562

Office of the Police and Crime Commissioner, 12 Granby Road, Harrogate,  
North Yorkshire, HG1 4ST

Police and Crime  
Commissioner  
North Yorkshire



# Newsletter

My name is Julia Mulligan and I'm the Police and Crime Commissioner for North Yorkshire.

My mission is to make a real difference for local people and their communities, and especially victims of crime.

This newsletter gives you an overview of what I have been doing recently.



Julia Mulligan

## Working better together

The Fire Service is currently governed by the North Yorkshire Fire and Rescue Authority, made up of 16 elected members selected from North Yorkshire County Council and the City of York Council.

Under new legislation, Police and Crime Commissioners can apply to oversee Fire and Rescue as well as the Police. From 17 July I will be consulting with the public to hear your views.

Lets be clear, whatever the outcome, Police Officers will still be Police Officers and Fire Officers still Fire Officers, each with their own distinct roles and responsibilities.

By changing the governance we can improve things for everyone, by sharing knowledge and best practice, sharing back office

departments, making smarter use of buildings and other resources, purchasing equipment together and by improving our combined ability to plan and respond to our communities.

From 17 July go to [telljulia.com](https://www.telljulia.com) to hear more about my ideas and tell me what you think.



[northyorkshire-pcc.gov.uk](https://www.northyorkshire-pcc.gov.uk)



[northyorkspsc](https://www.northyorkspsc)

**BE SAFE  
FEEL SAFE**



## Business Case Summary

### The case for change

The strategic case for a change to the current model of governance of fire and rescue and police services in North Yorkshire is clear. Given the structure, size and budgets of the two organisations, and the shared challenges in demand and finances that they face, closer working is inevitable.

- North Yorkshire is the largest county in England with diverse rural and urban communities and a growing, and ageing, population
- Demand is changing with a growing focus on protecting vulnerable people
- There are increasing strains on public finances and a national drive for efficiency in order to avoid cuts to frontline services

However, while there has been some collaboration to date, this has been limited in ambition, has progressed slowly, and has been led tactically rather than having been strategically developed.

- Examples include collaboration on estates, procurement, and vehicle servicing
- One barrier has been issues of sovereignty over individual services

There are considerable drivers for change, with evidence showing that more joined up governance accelerates collaboration.

- Nationally, the Government is clear that change must happen
- Locally, stakeholders all agree that collaboration does not happen fast enough and that change is needed
- Research shows that the PCC model speeds up decision making and is more transparent and engaged with the public
- Evidence shows that joining up governance can improve collaboration by simplifying decision making processes

Local collaboration could and should go much deeper and faster.

- To improve public safety the future governance model needs to be able to provide strong, cross-organisational leadership, improving service resilience and effectiveness by reinvesting savings into frontline services

### Options assessment

To facilitate better collaboration and improve emergency services, the Policing and Crime Act 2017 proposes three alternative options to the current model of governance for the Fire and Rescue Service.

Taking into account the context and drivers set out above, the business case assesses these options to identify which option is most likely to achieve the greatest acceleration of the pace of collaboration, the greatest scale of ambition for collaboration, and the greatest degree of transparency and accountability.

### Representation model

The PCC is represented on a Fire and Rescue Authority (and its committees) in their police area with full voting rights, subject to the consent of the Fire and Rescue Authority. In North Yorkshire, this would see the PCC join NYFRA.

The Representation model would bring tangible changes, with the PCC becoming the 17th voting member on the NYFRA and having a formal vote in the new Collaboration Committee. Whilst this model could contribute to delivering the priority opportunities identified and bring additional external scrutiny to fire matters, the option is unlikely to drive a significant change in the pace or scale of collaboration. As a governance model it would continue to require multiple decision-making mechanisms and relies upon joint agreement of objectives and priorities. It would not therefore deliver significant savings, making it more difficult for police and fire to meet the financial and operational challenges set out in the Strategic Case. It is however low-risk and could be a stepping stone to more significant changes in the future. This model would not harm public safety, but it would not bring extensive improvements to public safety either.

### Governance model

The PCC takes on legal and overarching responsibility for the provision of the fire and rescue service(s) in their area. Individual services retain their operational independence, budgets, their Chief fire Officer or Chief Constable, and their own staff. In North Yorkshire, this would see the PCC becoming the NYFRA.

The Governance model would bring a material change. Based on the evidence set out in the Strategic Case, it would speed up the pace of collaboration within police and fire, and with other partners, due to simplified, aligned decision-making structures. It could make transformational change more likely, with a greater likelihood of enabling joint commissioning strategies, and cross-organisational investment and resourcing decisions, bringing with it greater likelihood of achieving improvements to services for the public. It would bring more significant financial benefits that could be re-invested in frontline services. It would also enable the mechanisms used by the PCC to engage with the public to apply to fire, and increase scrutiny of fire and rescue matters. There will be some implementation costs and risks, but they are considered manageable. This model would not harm public safety, and could bring significant improvements in public safety.

### Single Employer model

The PCC would become the NYFRA but, in addition, fire and rescue functions are delegated to a single Chief Officer for policing and fire. Within this model, the services remain distinct frontline services with separate budgets, albeit supported by increasingly integrated support services.

The Single Employer model could bring greater benefits than the Governance model, through providing the means to achieve deeper integration of fire and police assets while maintaining operational separation. Joint management structures would create greater joined up operational practice, and could move the services from two organisations to a single community safety service in the future. It would bring significant savings that could be reinvested in frontline services. However, it also brings significant delivery and strategic risks. Therefore, while it could bring significant improvements to public safety, there is a risk that it would harm public safety if it results in disruption.

## Preferred option

Based on the assessment of the options, the preferred option is the Governance model.

It is assessed that this model is most likely to achieve the greatest acceleration of the pace of collaboration, the greatest scale of ambition, and the greatest degree of transparency and accountability, bringing meaningful savings, whilst being deliverable and sufficiently mitigating against strategic and public safety risks.

It is therefore most likely to deliver a transformative vision for collaboration against the context and drivers set out in the case for change. It is most likely to further enhance and improve public safety.

## Summary

A summary of the analysis of the options is set out below. Details of the evidence behind the assessment is set out in the full business case.

Critical success factors		Models (High/Medium/Low assessment)			
Critical success factor	How the test is met	Do nothing	Representation	Governance	Single Employer
<b>Accelerates scale, pace and effectiveness of collaboration</b>	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	L	L	H	H
<b>Brings benefits in terms of transparency and accountability</b>	The governance option can improve transparency, accountability, visibility, and consistency of decision-making for the public, stakeholders and NYP and/or NYFRS	L	L	M	M
<b>Is deliverable</b>	The governance option can be implemented successfully	H	H	M	L
<b>Mitigates strategic risks</b>	The governance option can mitigate strategic risks with the option	M	H	H	L
<b>CSF summary assessment</b>		L - 2 M - 1 H - 1	L - 2 M - 0 H - 2	L - 0 M - 2 H - 2	L - 2 M - 1 H - 1
<b>Net present value (£)</b>		<b>£0.1m</b>	<b>£1.3m</b>	<b>£6.6m</b>	<b>£7.5m</b>
<b>Assessment against statutory tests of economy, efficiency, effectiveness or public safety</b>		[7] ✓✓ ✓✓ ✓✓ ✓	[9] ✓✓ ✓✓ ✓✓ ✓✓ ✓	[10] ✓✓ ✓✓ ✓✓ ✓✓ ✓✓	[8] ✓✓ ✓✓ ✓✓ ✓✓

## Videos

### Animated information video

An animated video provided consultation information on the business case, setting out the options for change and the business case assessment.

The animated video went live on the consultation website at 6am on 17 July 2017. The video was also shown at the Public Events using an inflatable pod cinema. The video was available for the duration of the consultation.

The video was available on [www.telljulia.com](http://www.telljulia.com) and our YouTube channel <https://youtu.be/YJlAwBWJ2g>.



### PCC videos

A video set out the PCCs case for change and her view of the opportunities identified within the business case, in line with legislative and APACCE guidance. This longer video was also broken down into four shorter videos for ease of access.

These videos went live on the consultation website at 6am on 17 July 2017. They were available for the duration of the consultation.

These videos were available on the consultation website [www.telljulia.com](http://www.telljulia.com) and on our YouTube channel:



- Full collated video: <https://www.youtube.com/watch?v=59lXXZi4vIU>
- Improving Community Safety: <https://www.youtube.com/watch?v=79-e2gL7DZ8>
- Sharing support services: <https://www.youtube.com/watch?v=5JnjPa2L-ks>
- Shared HQ: <https://www.youtube.com/watch?v=Pod8jRW0i9Q>
- Joint estate plan: <https://www.youtube.com/watch?v=kmQgSR52lQw>

## Frequently asked questions

A set of FAQs was provided on the consultation website to provide answers to common questions. This was updated as the consultation progressed and was informed by the questions that were being asked by the public during the public events.

### *Is this a merger of the police and fire services?*

No. The two organisations will remain entirely separate, with separate budgets. There will also be separate chief officers for each organisation, and distinct operational roles - Firefighters will continue to be firefighters and police officers will be police officers.

A joined up governance structure, even though the organisations remain separate, will mean policing and fire services work much closer together, delivering better services more efficiently.

### *Why does the Police and Crime Commissioner want to do this?*

The Commissioner feels that there is a lot to be gained from joining up the governance of policing and fire services, not least by ensuring the services work much better together. By doing that, it will in turn improve the way we support the most vulnerable in society, saving money which can be put into frontline services to prevent harm, crime and anti-social behaviour earlier.

Policing underwent a similar process in 2012, when Police and Crime Commissioners replaced Police Authorities. Evidence undertaken nationally has indicated the new model of Commissioners has led to much better and faster decisions, and much better engagement with the public, significantly increasing transparency. In North Yorkshire, the Commissioner believes that by creating one decision making process for both services, we can speed up decision making and create one strategic vision for community safety in the county.

### *What is 'governance'?*

Governance is the term used to summarise an organisation's oversight structure and decision-making processes e.g. setting budgets, spending money, drawing up plans. Governance will be different at different organisations, but often dictates how decisions are made and implemented, and the speed of the process. Good governance leads to improved spending decisions, policies, practices and procedures, quality of service, leadership and conduct.

### *Why isn't the ambulance service included in this consultation if you are talking about emergency services?*

The Policing and Crime Act 2017 states that all emergency services, including the ambulance service, now have a legal duty to collaborate.

However, the Act also gives Police and Crime Commissioners specific powers to apply to take on the governance of the fire service, and did not include the same power to take on the governance of an ambulance service. So, whilst emergency service collaboration will always include ambulance, this particular consultation on governance is not able to include ambulance.

### *How would this benefit me?*

You can read the business case at [www.telljulia.com](http://www.telljulia.com) which sets out how, by bringing the governance of the two organisations together, new opportunities would emerge to shape how we can deliver community safety services on behalf of the public.

Where savings would be made, these can be reinvested in frontline services, directly benefiting the people of North Yorkshire. Equally, by working closely with police, fire, health, social and other local authority services, we could improve the way we can work with vulnerable people, improve community safety, strengthen our communities, and prevent and reduce harm.

*Will fire stations close as a result? Is this just a way to save money?*

No. Fire stations will not close as a direct consequence of this business case. The Commissioner has said though that she would look to combine police stations and fire stations where possible – meaning that where stations are already close to one another they could move in together. This would of course save money, and should also lead to a better, more rounded emergency service response as a result. If, in future, there were any plans to rationalise the fire service estate, this would be subject to a further business case which you would be able to have your say on.

*Will the Home Secretary read the responses residents submit?*

A summary of the response to this consultation will be included in the final business case submitted to the Home Secretary.

*When will the proposal be submitted to the Home Secretary?*

Once the consultation has finished, on 22<sup>nd</sup> September, the business case will be finalised following your feedback, and then the Commissioner will make her final decision on which model to put forward to the Home Secretary. At the moment, we foresee the final business case being submitted to the Home Secretary before the end of October 2017.

*Will the change in governance impact my council tax?*

No. The police and fire council tax precepts will continue to be collected as they currently are. The precepts will also continue to be collected and managed separately, and neither can be used to fund the other service.

If the Commissioner takes on the responsibility of the Fire Authority, she will also propose the fire precept and will consult on this every year, as she does with the policing precept.

*Are other Police and Crime Commissioners doing this?*

Yes. More than ten Commissioners are looking at the different options available. For example, Essex have already completed their consultation and presented their case to the Home Secretary whilst Northamptonshire, Staffordshire, West Mercia and Cambridgeshire are currently consulting their communities. Other PCCs considering this include Sussex, Hertfordshire and Gloucestershire.

*Where can I find detailed information about the three options?*

We have a dedicated section on the consultation website, [www.telljulia.com](http://www.telljulia.com), where we have published all information relevant to this consultation.

Details of the legislation that allows for this process to take place can be found at <http://www.legislation.gov.uk/ukpga/2017/3/schedule/1/enacted>.

*Where will I find the local business case sent to the Home Secretary?*

This will be published on the Commissioner's website once the business case has been submitted.

*Will police officers and fire officers take on each other's duties?*

No. Their roles will remain distinct. Firefighters will continue to be firefighters and police officers will be police officers. The law says that full time police officers cannot be firefighters.

*Do the fire service and police service collaborate already, and if so how?*

Yes they do. A number of low-level operational initiatives have been undertaken together, and we also share some buildings. A full list of current collaboration can be found in the business case.

*Who are North Yorkshire Fire and Rescue Authority?*

The Fire and Rescue Authority are the body who oversees the North Yorkshire Fire and Rescue Service. The 16 members of the Fire Authority are appointed from North Yorkshire County Council and the City of York Council. The number of members for each authority is determined by the size of the electoral representation within each authority.

The Authority meets four times a year.

Find out more about the [North Yorkshire Fire and Rescue Authority on their website](#).

*What happens once the Home Secretary receives the local case for North Yorkshire?*

There are two options here, depending on how well the business case is supported locally.

Options 1 - If there is agreement about the business case amongst local tier one authorities (in North Yorkshire these are North Yorkshire County Council and City of York Council), the case is put before the Home Secretary. There is a process of review by the Home Office against the statutory tests to determine whether the proposal is in the interest of economy, efficiency, effectiveness or public safety, which recommends a decision to the Home Secretary. This takes 4 weeks. Once the Home Secretary has taken a decision, secondary legislation is laid before Parliament for approval. This takes 8-12 weeks.

Option 2 - If there is not agreement amongst local tier one authorities, an independent assessment of the business case will be undertaken by an independent assessor appointed by the Home Office prior to the case being put before the Home Secretary. This process would take 8 weeks. Once the Home Secretary has taken a decision, secondary legislation is laid before Parliament for approval. This takes 8-12 weeks.

*Where will the savings go?*

Any savings will be used to make sure that police and fire services remain sustainable for the future, and will continue to be invested to make sure that they are providing the best possible service to the people of North Yorkshire.

*Will staff terms and conditions change?*

There will be no changes to staff terms and conditions as a direct result of this business case. Staff would be consulted regarding the transfer of their contracts from the current Fire Authority to the Police, Fire and Crime Commissioner if that were to happen.

*What happens if the business case is not approved by the Home Secretary?*

The Police and Crime Commissioner would consider the other available options, consider amending the business case or undertaking further work to improve the case for change.

*Where can I find the Policing and Crime Act 2017?*

[Policing and Crime Act 2017](#)

*Who would hold the Commissioner to account if she were to take on governance of the fire services?*

First and foremost it is the electorate who would still hold the Commissioner to account as they do for policing. On policing matters, currently the Commissioner is scrutinised by the Police and Crime Panel. If these proposals go ahead, the Panel's role would also be expanded to become the Police, Fire and Crime Panel.

*Will the PCC get paid any more for this?*

No. The PCC's salary is fixed by Parliament and currently there are no plans to change the salary. Nor is the Commissioner seeking for a change to her pay if she were to become PFCC.

*Will the police service respond to fires and the fire service respond to crimes?*

No. The two services will retain distinct operational roles. Firefighters will continue to be firefighters and police officers will be police officers. The law says that full time police officers cannot be firefighters.

*Will the change in governance lead to redundancies?*

There will be no redundancies as a direct result of this business case, as this is only about who governs the service. Any future plans to improve the efficiency of the two organisations would be subject to a separate business case and consultations with staff that would look into whether there would be any redundancies, but it is too early to say at this point. There are many ways to do this as well, such as through retirements and staff leaving to new jobs, which would have to be considered.

*Isn't the North Yorkshire Fire Authority more democratically accountable than a Police, Fire and Crime Commissioner?*

They are two different systems so aren't very easy to compare:

The Commissioner is directly elected by everyone in North Yorkshire and is a visible and well known position across the county. For example, compared to the Police Authority which she replaced, the Commissioner is more recognised, more accessible and has specific roles in her team for dealing with members of the public, like her Caseworker. As a result, the Commissioner can easily take into account the views of every part of North Yorkshire in her decisions, be they rural or urban, young or old. Evidence suggests that PCCs also use more modern methods of making themselves accountable to the public, providing greater transparency by publishing more documentation and being more accessible to the public.

The North Yorkshire Fire and Rescue Authority is made up of 16 elected Councillors, appointed to the Authority from North Yorkshire County Council and the City of York Council, and reflecting the political makeup of the overall numbers of elected councillors in the county and city. These Councillors represent lots of smaller areas, but which taken together cover a large part of the county. However, not every area is represented on the Authority and so not everyone has a voice.



*Would there be an election to appoint the new Police, Fire and Crime Commissioner?*

No. The existing Police and Crime Commissioner would take on the new role of Police, Fire and Crime Commissioner. The next election is in 2020, at which point the public would formally elect a Police, Fire and Crime Commissioner for the first time.

*Will savings made in one service be used to finance the other service?*

No. By law, the two organisations budgets and precepts will remain separate. Savings made in either service must be allocated back to that service's budget.

*Will I still call 999 to reach the emergency services?*

Yes, the 999 number will remain unchanged.

*How long will it be before we see any changes and savings?*

The total savings set out in this business case will be made over the next 10 years, with the different options achieving those savings faster or slower depending on the option.

All options should start to realise those savings in the first three years, but to differing levels.

*Why didn't you merge HQs before you just bought a new one?*

The Commissioner approached the Fire and Rescue Authority at the time about the potential for a shared headquarters. There was initial interest which has recently been revisited. The lease on the current Fire and Rescue Service HQ comes up for renewal in 2021/22.

*Is there enough space in Alverton Court to accommodate the fire service staff from their headquarters?*

Yes. North Yorkshire Police is currently introducing a new 'agile' way of working, and by using new technologies, it enables people to work from home or different buildings, and at more flexible hours. Although this new system isn't appropriate for all roles it does mean that we don't need a desk for every member of staff which greatly reduces the space required for a motivated and efficient workforce. By managing where police teams are based, we would definitely be able to fit the Fire and Rescue Service team into the new building.

*Would this change mean a reduced presence or visibility from our police or fire services in our communities?*

No. There will be no change to police officer or firefighter numbers as a direct consequence of this business case, or a negative impact on their visibility. In the business case it suggests it should be possible that, by sharing our buildings more effectively for example, both services can save money, and can therefore maintain their presence in communities and even reinvest in frontline services in the future.

*Would these changes mean a loss in local identity for our fire service?*

No. Fire and Police services would still exist as separate, distinct organisations. Their names, uniforms, roles and branding would not be affected.

*You're not saving much money, so what is the point?*

The point of this proposal is not just about saving money. Money is a factor, but the proposals are more about providing the best possible service to the people of North Yorkshire. While the savings outlined in this business case are not huge they do reflect a number of ways we can become more efficient and reinvest money in our frontline services. Also the savings do mean that current cuts to firefighter numbers that the Fire Authority has approved could be reversed.

## Appendix F – Media Coverage

Press Release



### Media statement

**Date: EMBARGOED until July 17<sup>th</sup>, 2017**

### **Police and Crime Commissioner launches consultation on improving police and fire collaboration in North Yorkshire**

Julia Mulligan, North Yorkshire’s Police and Crime Commissioner, has launched a consultation proposing changes to the way the county’s fire service is overseen.

Government and local stakeholders all agree that the way the police and fire services are currently governed is not driving collaboration fast enough, and that change is necessary.

Residents can visit [www.telljulia.com](http://www.telljulia.com) to have their say on the options.

The move comes after a new legal duty for emergency services to collaborate was passed by Parliament, which enables Police and Crime Commissioners (PCCs) to apply to oversee the fire and rescue service as well as the police, taking on the role of their local Fire and Rescue Authority.

By bringing the oversight of North Yorkshire Police and North Yorkshire Fire and Rescue Service together, collaboration between the two services will increase. This will improve the efficiency of both organisations, join up and enhance community safety, better support vulnerable people, improve transparency, and save money that can be reinvested into frontline services.

In response to the new legislation, Julia has developed a vision of what could be achieved if both services were governed under the same body. She said: “I believe that there are some real opportunities to improve the service to the public, especially the most vulnerable, and at the same time save tax-payers’ money and bolster and protect our frontline services.

“Let’s be clear, this is not a merger. The two services will remain separate—police officers and fire officers will still have their own distinct roles, and budgets will always be kept separate. But by bringing both organisations under the same governance, we can improve things for everyone.

“Here in North Yorkshire, we have some good examples of working together where the police and fire services join up to prevent harm, helping to protect vulnerable people, and improve community safety. But just a few examples are not enough. There is much more that we could, and should, be doing.

“One way to do this would be by re-investing money into our frontline services that we will save by sharing governance and working better together. For a start, I would explore the opportunities of a truly joint plan for sharing police and fire stations at more than 20 sites across the county where they are already close together, including our Headquarters.”

North Yorkshire Police recently relocated its headquarters to Northallerton’s Alverton Court, a move that will save approximately £10 million compared to other proposals.

Julia added: “Bringing our fire and police headquarters together into one place could further save up to £250,000 of tax-payers’ money per year. It’s firefighters and police officers that save lives, not buildings. But sharing buildings isn’t just about saving money. By bringing the two chief officer teams together, it would make it easier to develop a shared vision for a joint community safety plan for North Yorkshire, and oversight would be easier too, speeding up the scale and pace of change.

“Change is something we must embrace. All our public services are facing financial pressures, so it is vital we pull together, pool our sovereignty and put the public first, who quite rightly expect us to seize every opportunity to protect frontline services.”

Julia is encouraging people across the county to visit [www.telljulia.com](http://www.telljulia.com) to contribute to the 10-week public consultation.

ENDS

Editors notes:

The Policing and Crime Act received Royal Assent in January 2017. It creates a new legal duty for emergency services to collaborate in a bid to provide a more efficient and effective service to the public. The Act also enables Police and Crime Commissioners (PCCs) to form part or all of the governance of their local fire and rescue service, either through sitting on the fire authority, or by replacing it, where a local case is made.

Former Minister for Policing and Fire and Rescue Services, Brandon Lewis, said, “We need to be doing more to ensure collaboration can go further and faster and to not get trapped into saying ‘we don’t do that around here’.

“By overseeing both police and fire services, I am clear that PCCs can drive the pace of reform, maximize the benefits of collaboration and ensure best practice is shared. I expect the pace and ambition of collaboration to increase and for it to become the norm.”

North Yorkshire’s PCC, Julia Mulligan, has taken the view that, given the possible operational benefits for public safety, such an assessment as made possible by the Policing and Crime Act is worth undertaking. A business case has been developed collaboratively, which is available through the consultation website, [www.telljulia.com](http://www.telljulia.com). As part of this process, a 10-week public consultation will take place from July 17 across North Yorkshire, which will allow the public and stakeholders to voice their opinion on the three options. These include:

The Representation model: The PCC becomes the 17<sup>th</sup> full voting member of the North Yorkshire Fire and Rescue Authority subject to its consent, having a voice in how the Fire and Rescue Service is governed, and continues to govern North Yorkshire Police.

The Governance model: The PCC replaces 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. This is the preferred option in North Yorkshire.

The Single Employer model: The PCC becomes the North Yorkshire Fire and Rescue Authority as in option two, but a single Chief Officer is appointed to lead both services. The two service retain distinct frontline officer identities, but management roles might be joined up.

Once the consultation is complete, the business case will be reviewed in light of public feedback, before being submitted to the Home Secretary, setting out why the proposed changes would be in the interests of economy, efficiency, effectiveness or public safety.

From July 17<sup>th</sup> you will be able to visit [www.telljulia.com](http://www.telljulia.com) for further details on the consultation.

## Media Coverage

The consultation was promoted widely via press releases and interviews with the PCC which all directed readers, viewers and listeners to the consultation website.

### Online and print news articles and features

During the 10-week consultation, online and print articles were monitored. A total of 39 unique sources were published in the local media regarding the consultation, amounting to a total volume of 121 online and print articles. The total news reach amounted to 941,550 with a news value of £89,270.

The below tables show data for the top 20 media sources the first table listing the number of articles per news outlet and the second outlining the reach of each news outlet's coverage:

Source name	Volume
The Press	8
Yorkshire Post (Web)	7
Yorkshire Post	7
Darlington and Stockton Times	7
Craven Herald And Pioneer	6
Harrogate Advertiser (Web)	5
Yorkshire Coast Radio (Web)	5
York Press (Web)	5
Northern Echo (Web)	5
Craven Herald (Web)	5
Stray Fm (Web)	5
Harrogate News (Web)	4
North Yorkshire Advertiser	4
Darlington & Stockton Times (Web)	4
Selby Times	3
Wetherby News (Web)	3
104.7 Minster Fm (Web)	3
Keighley News	2
Telegraph and Argus (Bradford)	2
Yorkshire Post (North Yorks)	2
<b>Total</b>	<b>92</b>

Source Name	Article Reach
Itv.Com (Web)	502,221
Yorkshire Post (Web)	90,897
Northern Echo (Web)	76,784
Northern Echo (North Edition)	25,290
Yorkshire Post	25,178
Yorkshire Post (North Yorks)	25,178
North Yorkshire Advertiser	19,283
The Press	15,428
Harrogate Advertiser (Web)	14,615
Telegraph And Argus (Bradford)	13,951
Darlington And Stockton Times	12,102
Scarborough Evening News (Web)	11,153
Keighley News (Web)	10,155
Craven Herald And Pioneer	10,053
Harrogate Advertiser Series	9,726
Craven Herald (Web)	8,428
Keighley News	8,169
Darlington & Stockton Times (Web)	6,066
Emergency Services Times	6,000
Selby Times	5,765
<b>Total</b>	<b>896,442</b>

## TV and Radio

A BBC Look North news item reached 491,000. An ITV Calendar news interview reached 309,000.

The PCC made five radio appearances across four stations. These stations record their average weekly audience which is:

- Stray FM - 44,000 per week
- Radio York - 82,000 per week (1 interview on Kay Crewdson's Breakfast Show and 1 hotseat interview with the FRA Chair and FBU Branch Secretary on Jonathan Cowap's Show. These are the two most listened to Shows on weekdays.)
- Yorkshire Coast Radio 49,000 per week
- BBC Tyne Tees –

## Website visits

The consultation website hosted the consultation materials and the online survey.

Consultation website by page	Views
Working better together	3209
Message from Julia	290
Our Options	784
The business case	464
Supporting documents	172
FAQs	316

V- Why are we doing this	20
V - A joint estates plan	13
V- A shared HQ	12
V - Sharing support services	16
V - improving community safety	16
V - Our options	22
Events	170
Webchat	23

## Video coverage

The consultation videos were made available on [www.telljulia.com](http://www.telljulia.com), via social media, YouTube and it was played in the inflatable video booth to members of the public at the consultation events.

A second video, which was also split into five shorter films on specific topics, featured Julia explaining what collaboration opportunities could be achieved through joint governance. This was also promoted via social media and on the PCC's website.

PCC's Videos	YouTube views	Facebook views
Working Better Together – animated video	405	6,069
The Opportunities of working together – compilation video	56	3,092
Short intro	23	-
A shared HQ	36	-
Sharing support services	27	-
Improving community safety	20	-
A joint estates plan	23	-

## Appendix G – Social Media Coverage

Coverage of the consultation extended across our social media platforms including Twitter, Facebook, Instagram, Google+ and LinkedIn. Examples from Twitter and Facebook are given below as the two main feeds used during the consultation.

### Twitter

A variety of strategies were used to target our audiences on Twitter. Scheduled content was put in place for launch and regular reminder tweets were posted during the consultation period.

Twitter activity reached approximately 507,688, with a total number of impressions of approximately 973,929.

Example: Scheduled content for 17 July 2017

07:45am



08:00



08:30



09:00





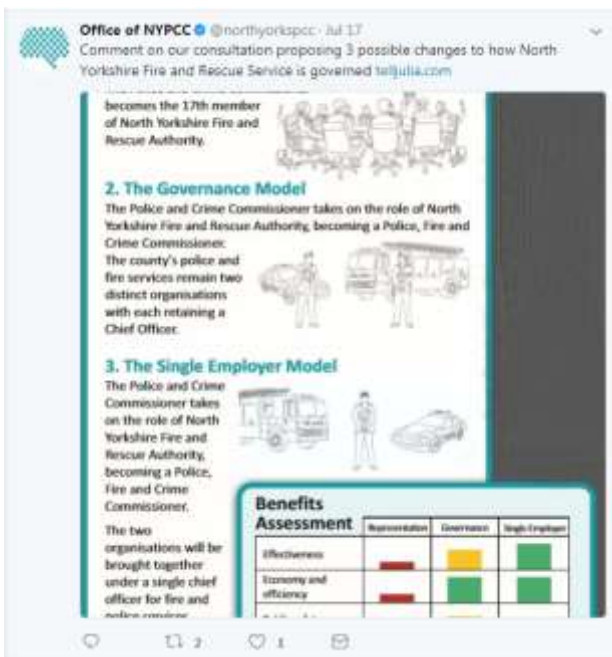
09:30



10:30



11:00



11:30



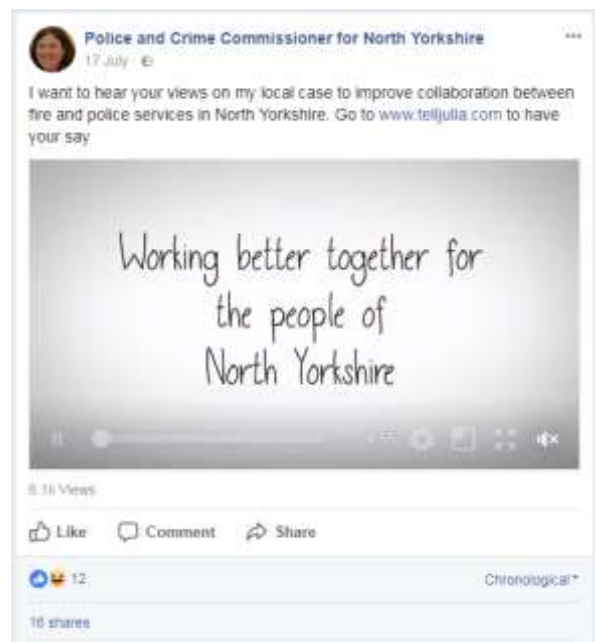
Example: Update tweets





## Facebook

Facebook was used throughout the consultation period to provide updates and engage our followers. Below is a selection of posts. Facebook posts reached 22,380 people, resulting in 883 clicks, and 253 reactions, comments and shares.



**Police and Crime Commissioner for North Yorkshire** shared North Yorkshire County Council's photo  
20 July · 🌐

Thank you North Yorkshire County Council for helping to promote this consultation.  
Please share

**What do you think?**

**North Yorkshire County Council**  
19 July · 🌐

The Police and Crime Commissioner for North Yorkshire wants to hear your views on how Fire and Police services work together in North Yorkshire.  
To take part in the consultation go to the 'tell julia' website (google 'tell julia'). The consultation is open until 22.09.17.

Like Comment Share

7 Chronological

**Police and Crime Commissioner for North Yorkshire** added an event  
25 July · 🌐

Julia Mulligan, North Yorkshire's Police and Crime Commissioner, has launched a consultation proposing changes to the way the county's fire service is overseen.

Government and local stakeholders all agree that the way the police and fire services are currently governed is not driving collaboration fast enough, and that change is necessary.

As part of the consultation, public events are being held around North Yorkshire in an inflatable pod where people can come along and... See more

**PUBLIC CONSULTATION NOTICE**

**Working better together**  
Options to improve collaboration between Fire and Police services in North Yorkshire

**What do you think?**

**Working better together consultation - ...**  
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Thank you to everyone who came to see me and my staff in Harrogate Town Centre today. It's really important that we hear your views on changes to the governance of North Yorkshire Fire & Rescue Service

If you couldn't make it, please visit [www.telljulia.com](http://www.telljulia.com) to fill out the online survey or to find your nearest consultation event. #workingbettertogether #teamworkmakesdreamswork

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**Police and Crime Commissioner for North Yorkshire** added 6 new photos  
8 August · 🌐

Today we are in Richmond talking to people and gathering their views on how police and fire services could be governed. Come along and say hi.

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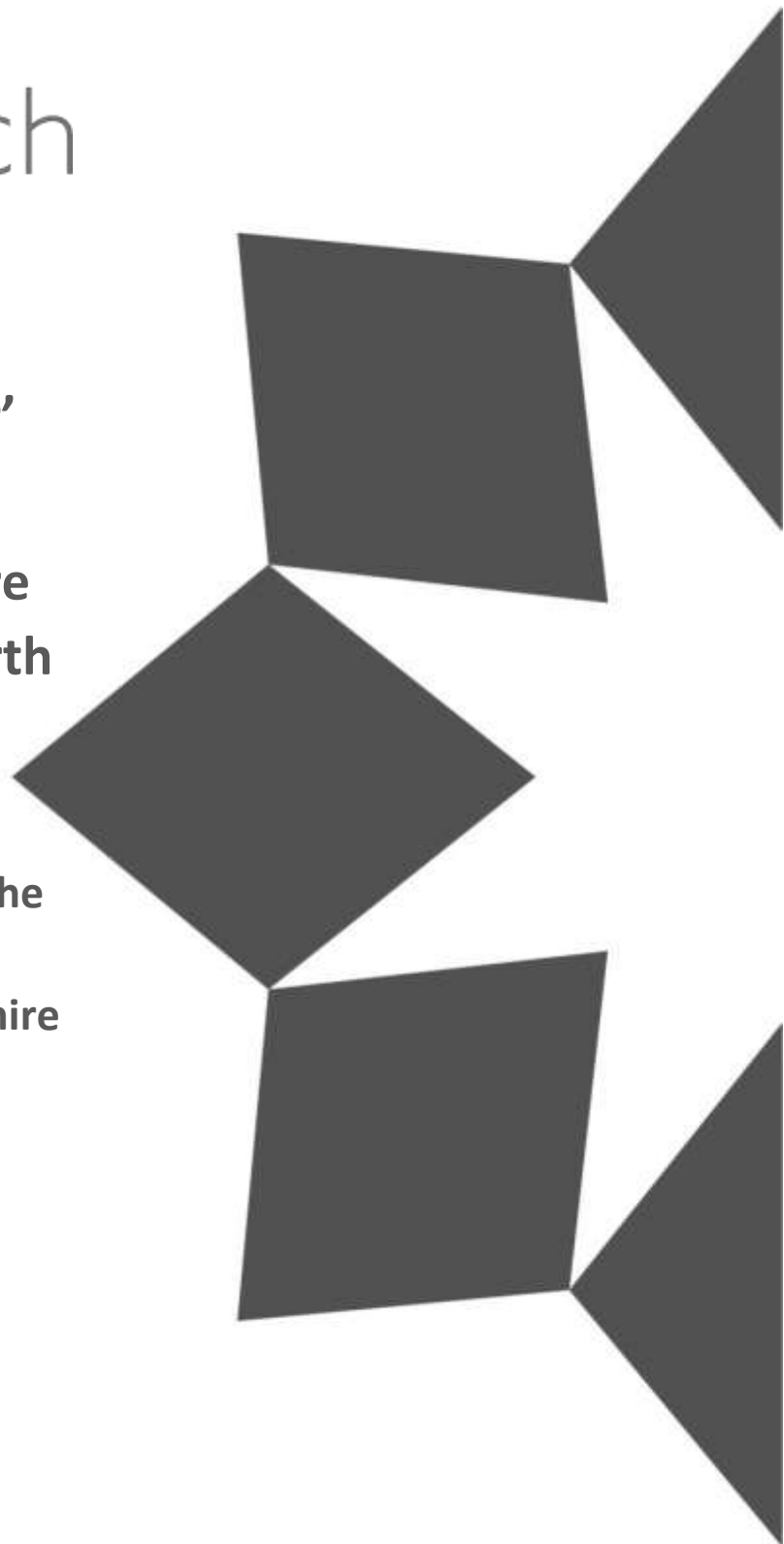
4 Chronological



**‘Working Better Together’  
Options to improve  
collaboration between fire  
and police services in North  
Yorkshire**

**Public consultation report for the  
Office of the Police and Crime  
Commissioner for North Yorkshire**

**September 2017**



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## Project details

<b>Title</b>	Public consultation on the joint governance of the Police and Fire and Rescue Services in North Yorkshire
<b>Client</b>	Office of the Police and Crime Commissioner for North Yorkshire
<b>Project number</b>	17088
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# Executive Summary

## Background

In January 2017, the Government introduced The Policing and Crime Act 2017 which enabled important changes to take place in regards to the governance of fire and rescue services. The act places a duty on police, fire and ambulance services to work together, whilst also enabling Police and Crime Commissioners to take on responsibility for fire and rescue services, where a local case is made.

A full Local Business Case was developed to assess the case in North Yorkshire and the PCC believes that there is a case for a transfer of governance to the PCC. As such a public consultation is required to gather the views of the public and partners to contribute to the final LBC which will be submitted for consideration to the Home Office.

The public consultation took place over a 10-week period (17<sup>th</sup> July 2017 to the 22<sup>nd</sup> September 2017). The consultation consulted on the three options for change. The primary method of consultation was an online survey. 8 public events were also held which were across key market towns in the county, and 5 focus groups were held with key stakeholders from a range of organisations. In total, 2,587 survey responses were received, along with 18 social media posts, 9 emails and 15 formal written responses.

This section provides the key findings from the public consultation, with a full breakdown of results presented in the main section of the report.

## Key findings

### Preferred option

Respondents were asked to state which of the three options for change was their preferred option. Around seven out of ten of all respondents (71%) are in favour of a transfer of governance (i.e. Governance or Single employer model), compared to the Representation model (29%). Over half (55%) are in favour of the Governance model. This is the most preferred model across each of the different surveys. Support for the Governance model is higher amongst those who took part in the residents' survey (61%), and lower for those who took part in the staff survey (41%). Results from the staff survey show that support for the Governance model (41%) and the Representation model (39%) were very close.

**Table 1: Degree to which options are supported (results overall and by survey type)**

Option in business case	Type of survey			
	Overall	Online survey (inc public events)	Residents survey	Staff survey
Option 1: Representation model	29%	40%	22%	39%
Option 2: Governance model	55%	48%	61%	41%
Option 3: Single employer model	15%	12%	17%	20%

## Perceived benefits and impact of each option

Respondents were asked to rate each option on a scale of 1 to 5, on the benefits that will be delivered by each option (where 1 is no benefit and 5 is a significant benefit). The mean score (average) for each option is shown in Table 2. Results show that the Governance model receives the highest overall mean score (3.2). The mean score was highest for the Governance model for each of the different surveys, but was highest for the residents' survey (3.4). The mean score given by each survey type is also shown below, with the highest scores highlighted.

**Table 2 Mean score of perceived benefit delivered by each option (results overall and by survey type)**

Option in business case	Type of survey			
	Overall	Online survey (inc public events)	Residents survey	Staff survey
Option 1: Representation model	2.4	2.6	2.3	2.2
Option 2: Governance model	3.2	3.0	3.4	2.7
Option 3: Single employer model	2.3	2.1	2.5	2.1

Respondents were then asked to rate the impact they feel implementing each option would have in North Yorkshire has on the duty to collaborate between emergency services in North Yorkshire. 'No opinion/don't know' options are not shown in the table below, but have been included in the analysis. The overall results show that a much higher proportion of respondents feel the Governance model will have a positive impact (58%) compared to the



other two options. A higher proportion of respondents feel that the Single employer model will have the most negative impact (44%) than the other options. Respondents to the staff survey were equally split over whether the Governance model would have a positive impact or a negative impact (42% each). A slightly higher proportion of respondents across most survey types felt that the Representation model was likely to have no impact, as opposed to a positive or negative impact (with the exception of the online survey).

The highest scores for each option by each survey type are highlighted in the table below.

**Table 3 Impact of each option on the duty to collaborate (results overall and by survey type)**

Option in business case	Level of impact	Type of survey			
		Overall	Online survey (inc public events)	Residents survey	Staff survey
Option 1: Representation model	Positive impact	28%	33%	25%	25%
	No impact	39%	29%	45%	36%
	Negative impact	21%	23%	19%	26%
Option 2: Governance model	Positive impact	58%	49%	65%	42%
	No impact	11%	7%	13%	6%
	Negative impact	25%	38%	15%	42%
Option 3: Single employer model	Positive impact	24%	21%	26%	18%
	No impact	19%	10%	26%	5%
	Negative impact	44%	57%	34%	62%

# Introduction

## Background

On 11 September 2015, the Government published a National Consultation paper 'Enabling Closer Working' seeking views on a range of proposals to increase joint working between the emergency services. The document said:

**“The government believes that greater joint working can strengthen the emergency services and deliver significant savings and benefit for the public. It has already invested over £70 million to help drive blue light collaboration programmes. Although there are many good examples locally of joint working between the emergency services, the overall picture remains patchy and much more can be done to improve taxpayer value for money and the service to communities.”**

Following the consultation process and an analysis of the responses, the Government introduced legislation - The Policing and Crime Act 2017 - which includes the provisions required to enable legislative changes to take place. The Act received Royal Assent on 31/01/2017.

The PCC, Julia Mulligan, has taken the view that, given the possible operational benefits for public safety, an assessment as made possible by the Policing and Crime Act was worth undertaking. The PCC therefore appointed an independent organisation to assess whether or not a different model of governance would be beneficial, and if so which of the different governance options set out in the legislation would most effectively deliver these opportunities.

The PCC instituted a governance and delivery structure to implement this process which was fully inclusive of Fire Authority, Fire and Rescue Service, Police and tier one local authorities to ensure a robust and collaborative process. A collaboration options assessment considered the current state of play, the ambition for collaboration and available opportunities through workshops, interviews and research. The assessment identified many opportunities around further and enhanced collaboration for both effectiveness and efficiency of services and for public safety.

A full Local Business Case (LBC) was developed to assess the case in North Yorkshire and the PCC has decided that there is a case for a transfer of governance to the PCC. As such a public consultation was required to gather the views of the public and partners to contribute to the final LBC which will be submitted for consideration to the Home Office. This public consultation must follow a robust process in line with best practice and legal requirements for local government consultations. It must gather views not only from the public, but from a range of local stakeholders, partners and government and professional bodies.

## Public consultation

The public consultation took place over a 10-week period (17<sup>th</sup> July 2017 to the 22<sup>nd</sup> September 2017). The consultation aims to consult on the three options for change set out in the Business Case and, while the PCC has suggested moving to the Governance model, the PCC should consider the amendment of the preferred option or elements of the business case based on the response.

The consultation welcomed responses from anyone living and working in North Yorkshire, including the public and residents, MP's, Councillors/representatives from Local Authorities, Town and Parish councils, staff across the police and fire and rescue services and their Unions and Employee representatives. It also engaged with other Public Sector Agencies and the Community and Voluntary Sector. The consultation asked respondents to consider a number of options for the future governance of the Fire and Rescue Service, along with the opportunity to provide more detailed feedback.

The consultation was promoted widely via press releases and interviews with the PCC. A dedicated webpage was set up and hosted on the PCC's website (<https://www.northyorkshire-pcc.gov.uk/workingbettertogether>) which held a number of key documents for the public to gain a greater understanding around the governance of the Fire and Rescue Service, which included the full business case, a summary of the business case, the options to be considered, a message from the PCC, a video explaining the options, a frequently asked questions document and other literature including posters and flyers.

The primary method of consultation was an **online survey**, although paper copies of the survey and a telephone helpline were also provided for people to respond. The PCC left leaflets in key public places which allowed respondents to record their feedback. A dedicated email address was provided for any queries and written responses to be sent to.

**8 public events** were held which were across key market towns in the county on market days or weekends, manned by OPCC staff. A video pod was taken to each of the events, which allowed people to watch the video about the consultation. A researcher from M·E·L Research was also present at each of the events to help interested parties take part in the consultation.

Wednesday 26th July	Northallerton	Tuesday 15th August	York
Thursday 27th July	Harrogate		
Friday 4th August	Scarborough		
Saturday 5th August	Malton		
Monday 7th August	Selby		
Tuesday 8th August	Richmond		
Monday 14th August	Skipton		

In addition, **5 focus groups were held with key stakeholder groups** to explore the options and gather more detailed feedback on their views to feed into the consultation. These were facilitated by M·E·L Research and the key headlines are included in the report.

The PCC promoted and sent out all correspondence to the relevant stakeholders, including subsequent reminders. A survey was also undertaken with residents, which is representative by local authority area, gender, age and ethnicity.

A breakdown of the number of responses by the different groups is provided below:

**Table4: Breakdown of respondents to the consultation survey**

Survey type	No of respondents
Online survey	605
Residents survey	1,514
Public events	261
Staff surveys	207
<b>TOTAL</b>	<b>2,587</b>

In addition, 18 social media posts on the PCC’s Facebook page, along with 9 emails and 15 formal written responses were received which have been analysed and included in Appendix B.

## Governance options

The consultation focused on the degree to which respondents felt there is a benefit from each of the options (on a scale of 1 to 5, where 1 in no benefit and 5 is a significant benefit), along with the likely impact respondents felt the different options would have in North Yorkshire. Respondents were given the different governance options that could be considered, along with detailed documentation that they could access to provide them with greater insight into the background to the consultation, the business case prepared by independent consultants and the different options and what each of those means. The different options presented in the consultation are:

### Option 1: Representation model

The Police and Crime Commissioner is represented on a Fire and Rescue Authority (and its committees) in their police area with full voting rights, subject to the consent of the Fire and Rescue Authority. In North Yorkshire, this would see the Police and Crime Commissioner join North Yorkshire Fire and Rescue Authority.

### **Option 2: Governance model**

The Police and Crime Commissioner takes on legal and overarching responsibility for the provision of the fire and rescue service in their area. Services remain separate, with their own budgets and their chief fire officer or chief constable. In North Yorkshire, this would see the Police and Crime Commissioner becoming the North Yorkshire Fire and Rescue Authority.

### **Option 3: Single employer model**

The Police and Crime Commissioner would become the North Yorkshire Fire and Rescue Authority but, in addition, fire and rescue functions are delegated to a single chief officer for policing and fire. Within this model, the services remain distinct front line services with separate budgets, albeit supported by increasingly integrated support services.

## **Reporting conventions**

Owing to the rounding of numbers, percentages displayed visually on graphs or charts in the report may not always add up to 100% and may differ slightly when compared with the text. The figures provided in the text should always be used. For some questions, respondents could give more than one response (multi choice). For these questions, the percentage for each response is calculated as a percentage of the total number of respondents and therefore percentages do not add up to 100%.

The consultation findings have been analysed overall, combining results by the different methods of consultation (online and public events combined and residents' survey and staff survey), and by demographics (local authority area lived in, age, gender and ethnicity).

Results are highlighted by exception where the response is statistically significant and where the base size is over 50.

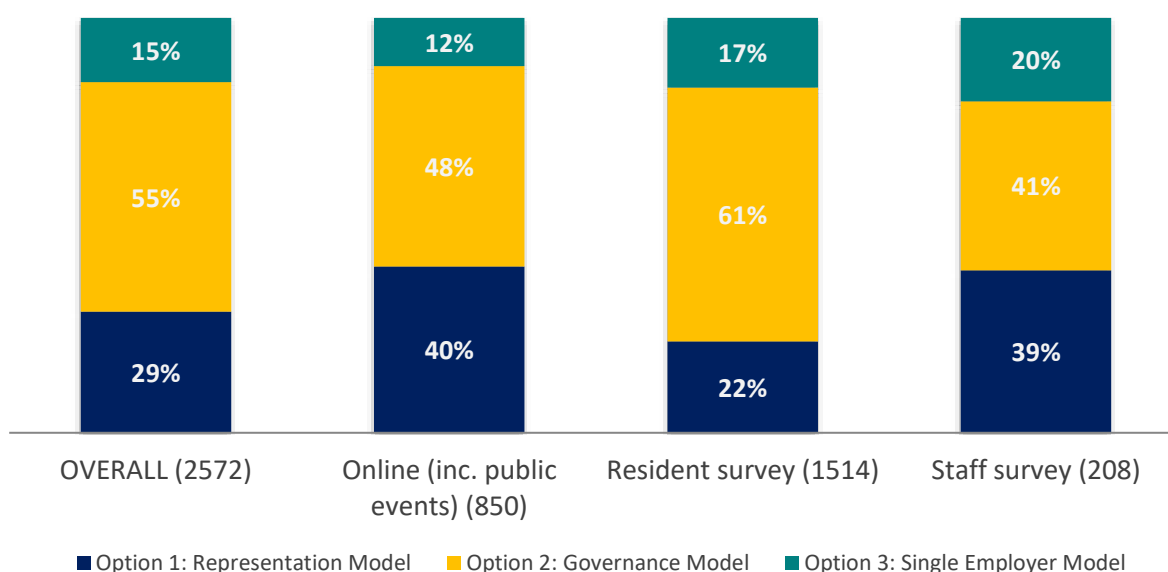
# Results

This section of the report presents the results from the consultation analysed by survey type and demographics. Results are highlighted by exception where the response is statistically significant and where the base size is over 50.

## Supported model of governance for the Police and Fire and Rescue Service in North Yorkshire

Around seven out of ten of all respondents (71%) are in favour of a transfer of governance (i.e. Governance or Single employer model), compared to the Representation model (29%). Overall, over half (55%) of respondents prefer the Governance Model. Around three out of ten (29%) prefer the Representation model, whilst around 15% prefer the Single employer model.

Figure 1: Supported option (results by overall responses to consultation and broken down by survey type)

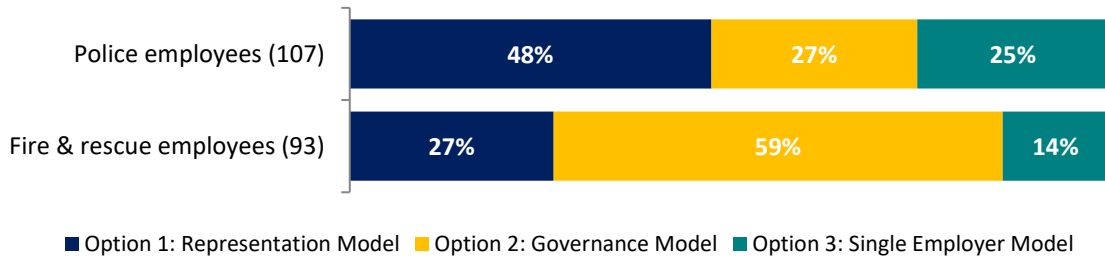


### Results by survey type

When we look at the different surveys undertaken for the consultation, we can see that all picked option 2, the Governance model, as their preferred option. The highest level of support for this option was given by respondents to the residents survey (61% compared to 55% overall).

When looking at responses to the staff survey, there was a fairly even split between those who chose the Representation model (39%) and the Governance model (41%). We can see that there is a difference when comparing police employees and fire & rescue employees. Police employees preferred the Representation model (48% compared to 27% for fire & rescue,) whereas fire & rescue employees preferred the Governance model (59% compared to 27% for police staff).

Figure 2: Supported option (results by employee type)



Results by demographics

Profiling information was gathered during the consultation. Differences are only reported below where they are statistically significant and where the base size is over 50.

**AGE:** Respondents aged under 35 were less likely to prefer option 1, the Representation model (17% average), compared to respondents aged 35 and over (32% average). In contrast, a higher proportion of respondents aged under 35 preferred option 2 (Governance model) compared to those aged 35 and over (69% average compared to 52% average). A higher proportion of respondents aged 35-44 preferred the single employer model (option 3) compared to those aged 16-24 (19% compared to 12%).

**GENDER:** Male respondents were more likely to prefer the Representation model compared to female respondents, with a third of males doing so (32%) compared to a quarter of female respondents (24%). The opposite was true for option 2, as female respondents were more likely to say they preferred this option (61%) compared to male respondents (51%).

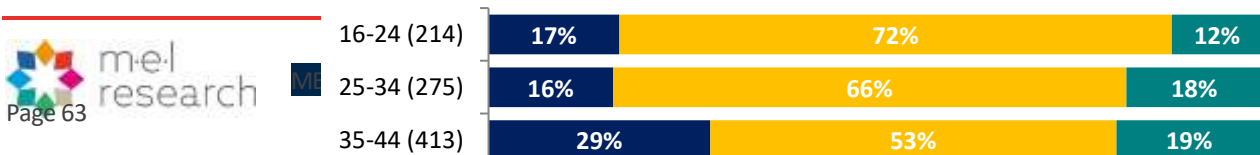
**WORK STATUS:** When analysing responses by working status, full-time students were more likely to prefer option 2 (77%) compared to all other groups (58% average).

**MARITAL STATUS:** Married respondents (30%) and those whose marital status falls under ‘other’ (34%) were more likely to choose the Representation model compared to respondents in a civil partnership (20%) and those who are single (22%).

Charts are only shown below where there are statistically significant differences within demographic groups.

Figure 3: Supported option (results by demographics)

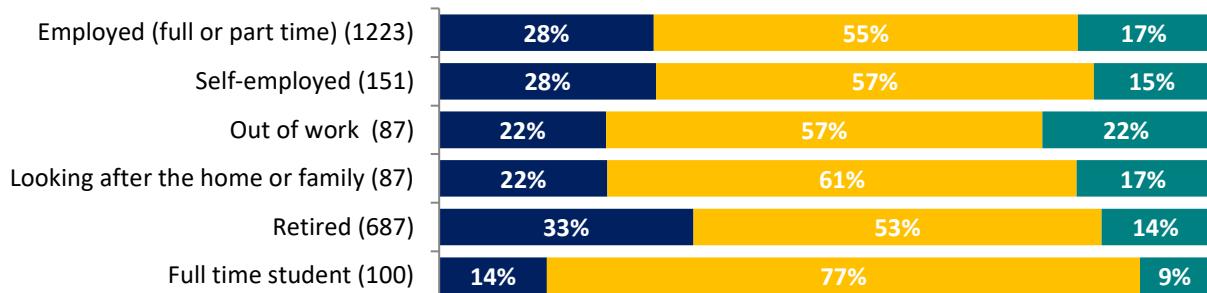
Age



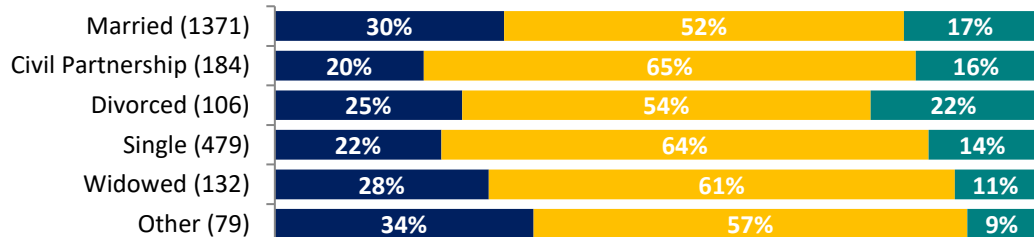
### Gender



### Employment status



### Marital status



■ Option 1: Representation Model ■ Option 2: Governance Model ■ Option 3: Single Employer Model

The next section of the report looks at each option in order of preference.

## Option 2: Governance model responses

Option 2: Governance model is the most popular of the three governance models presented within the consultation. This section looks at responses to the questions around the Governance model.



## Benefits delivered by Governance model

The first question in the section was around the perceived benefits that would be delivered by the option, rating it on a scale of 1 to 5, where 1 is no benefit and 5 is a significant benefit. Taking all responses into account, the most common rating given for the Governance model is 4 (31%), followed by 1 (25%). The mean score for the Governance model is 3.2, which we can take to mean that the option delivers some benefits.

Figure 4: Benefit of Governance model (results by overall responses to consultation and broken down by survey type)

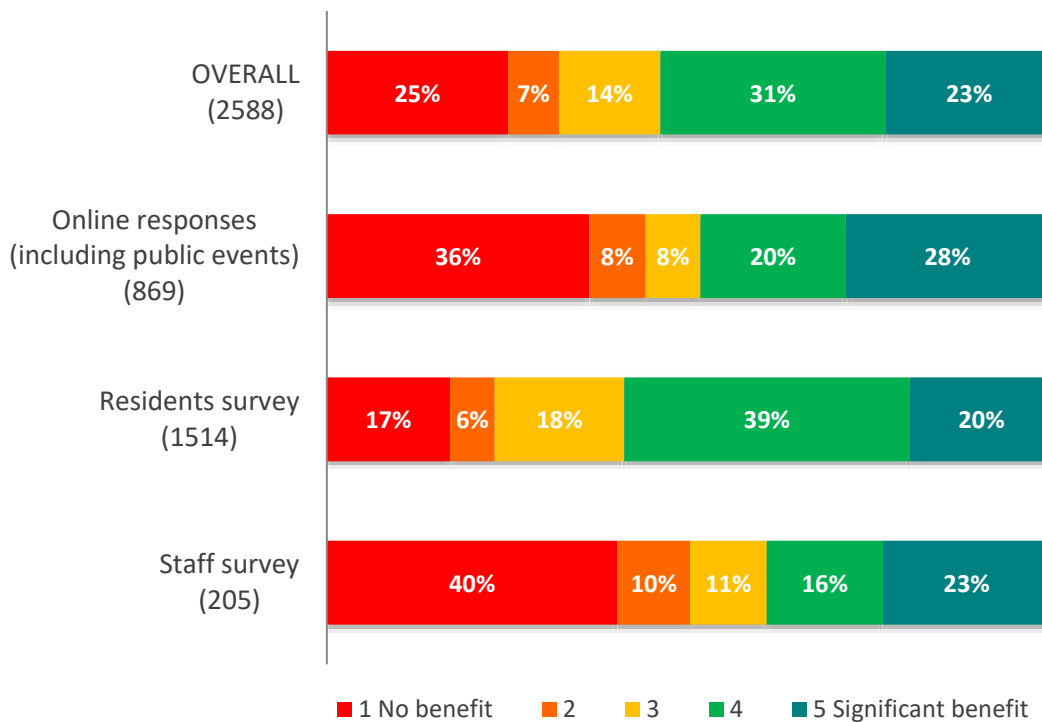
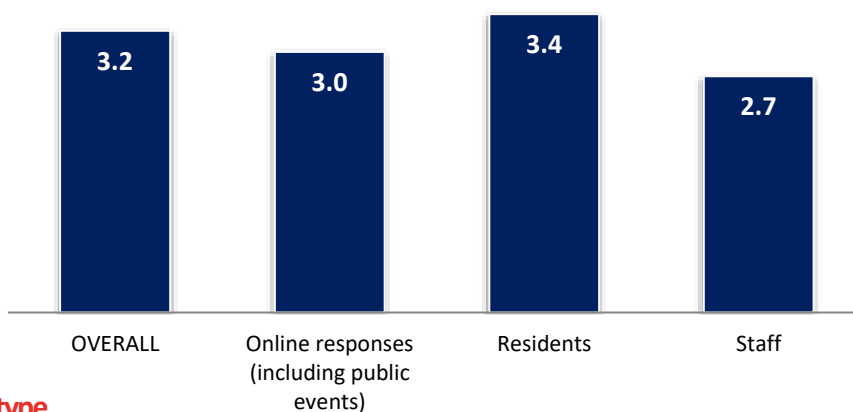


Figure 5: Mean score of benefit of Governance model (results by overall responses to consultation and broken down by survey type)



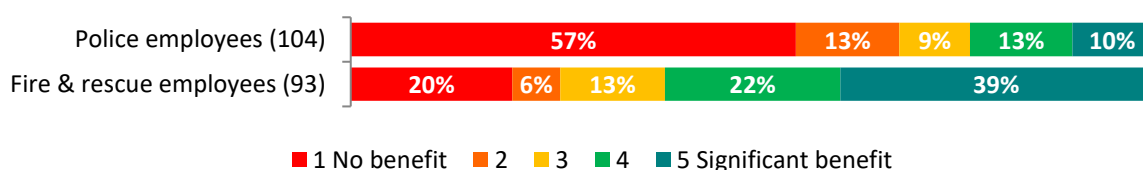
### Results by survey type

When we look at results from the different surveys, we can see that respondents to the staff survey are less satisfied with the Governance model, with 39% rating it as a 4 or 5. The mean score for staff is the lowest out of the three groups, at 2.7 compared to 3.2 overall for the Governance model. Respondents to the residents survey are more

positive, with 59% rating this model as a 4 or 5 in terms of benefit. The mean score for residents was also the highest for this model, at 3.4.

When we look at respondents to the staff survey, police employees are more likely to say that the Governance model has no benefit (57%) compared to respondents to the fire and rescue employees (20%). In contrast, the latter are more likely to say that the Governance model brings significant benefit (39%) compared to police staff (10%).

**Figure 6: Benefit of Governance model (results by employee type)**



### Results by demographics

Profiling information was gathered during the consultation. We can see the following differences.

**AGE:** When analysing this question by age, we can see that younger respondents are more likely to rate the Governance model as a 4 compared to lower ratings such as 1 or 2. For example, those aged 16-34 are less likely to say that the Governance model will bring no benefit (14% average) compared to older respondents aged 35+ (27% average). Those aged 16-34 are more likely to have answered 4 for this question (41% average) compared to those aged 35+ (31% average).

**GENDER:** Male respondents are more likely to say that the Governance model will have no benefit (28%) compared to female respondents (19%). In contrast, more female respondents rated this model as a 4 in terms of benefit (36%) compared to male respondents (29%).

**ETHNICITY:** White respondents are more likely to rate this as a 2 in terms of benefit (7%) compared to non-white respondents (2%).

**WORK STATUS:** Those who are full-time students (9%), who are out of work (12%) and looking after the home or family (13%) are less likely to say that the Governance model has no benefit compared to those who are employed (24%) and retired (29%). In addition, those who are looking after the home or family (13%) are less likely to choose 'no benefit' for this question compared to those who are self-employed (25%). Full-time students are less likely to choose 'no benefit' (9%) compared to those who are self-employed (25%) and unable to work/long term sick (25%). Out of work respondents are more likely to say that the Governance model will have a benefit of 3 (27%) compared to those who are employed (15%), self-employed (12%) and retired (12%). Almost half (47%) of full-time students

answered a 4 for this question compared to employed (31%), self-employed (31%), out of work (27%) and retired (32%) respondents.

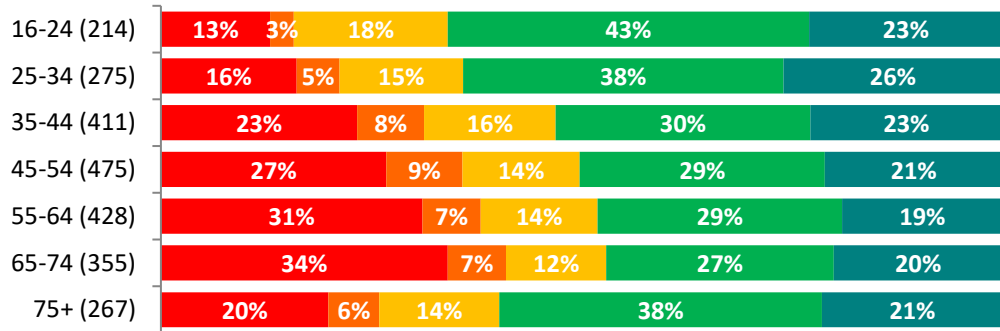
**MARITAL STATUS:** 15% of respondents who are in a civil partnership and 19% who are single said that the Governance model has no benefit, compared to respondents who are married (26%). Respondents who said their marital status was 'other' (23%) were less likely to rate the Governance model as a 4 compared to those who are in a civil partnership (37%) or are single (38%). In addition, single respondents (38%) were more likely to rate the Governance model as 4 compared to married respondents (32%).

**RELIGION:** Almost half (46%) of respondents who categorise their religious beliefs as 'other religion' (i.e. other than the major world religions) say that the Governance model has no benefit, compared to Christian respondents (22%) and those with no religious belief (24%).

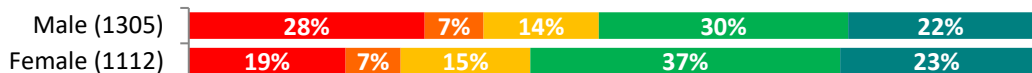
Charts are only shown below where there are statistically significant differences within demographic groups.

Figure 7: Benefit of Governance model (results by demographics)

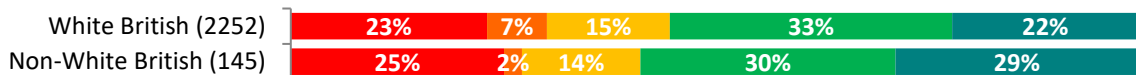
Age



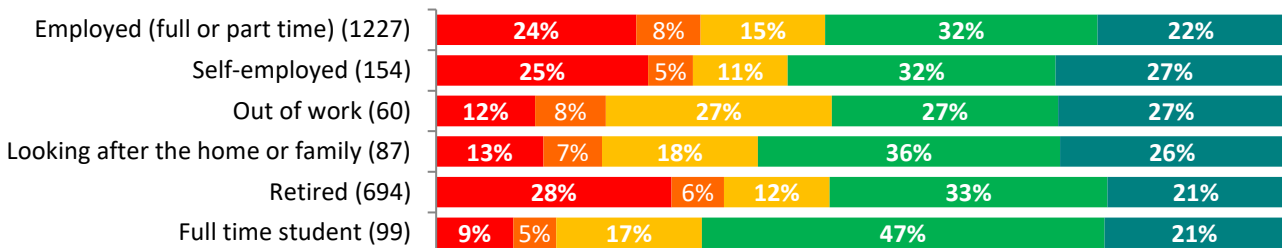
Gender



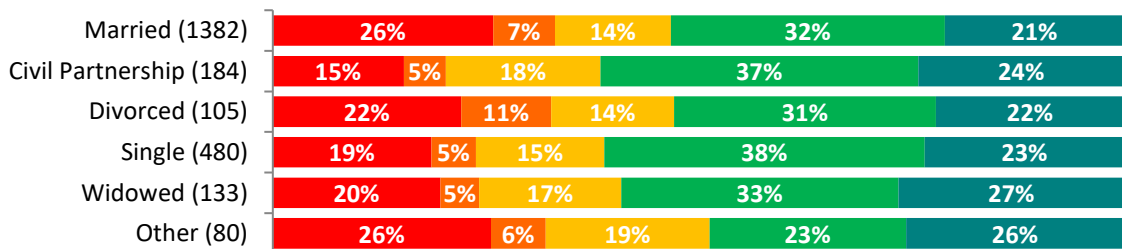
Ethnicity



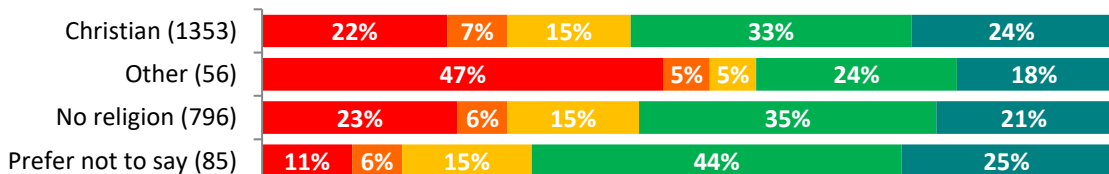
Employment status



Marital status



Religious beliefs

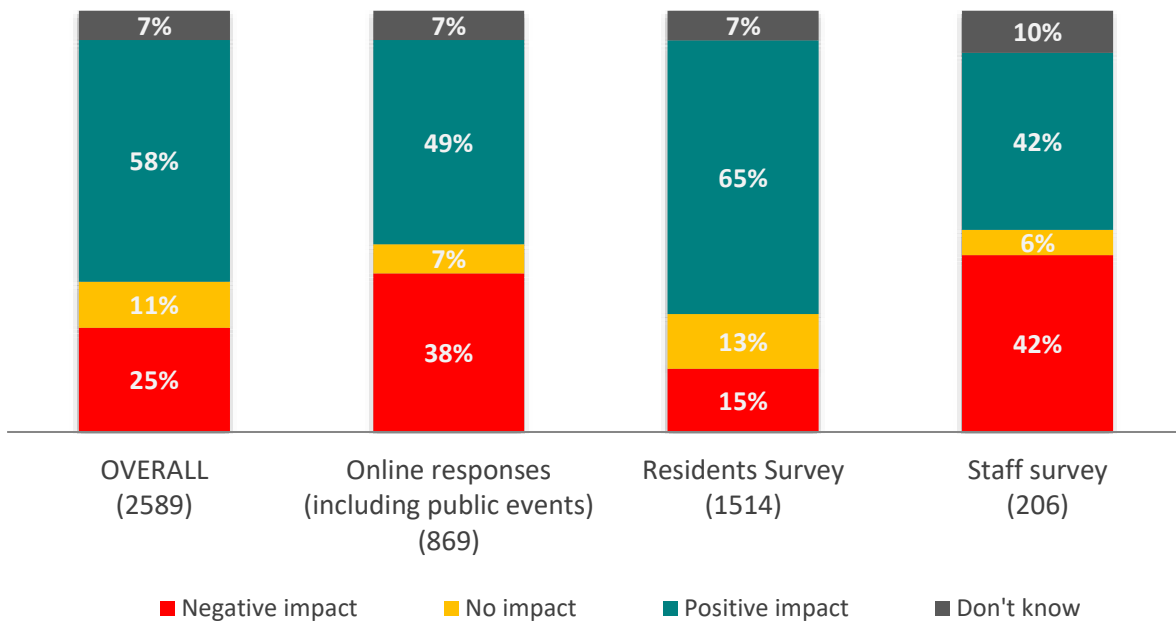


1 No benefit 2 3 4 5 Significant benefit

## Impact of Governance model

Respondents were then asked to rate the impact they felt the Governance model would have if it was introduced in North Yorkshire. Taking all responses into account, 58% felt the Governance model would have a positive impact, whilst a quarter (25%) felt it would have a negative impact. One tenth (11%) felt it would have no impact.

Figure 8: Impact of Governance model (results by overall responses to consultation and broken down by survey type)

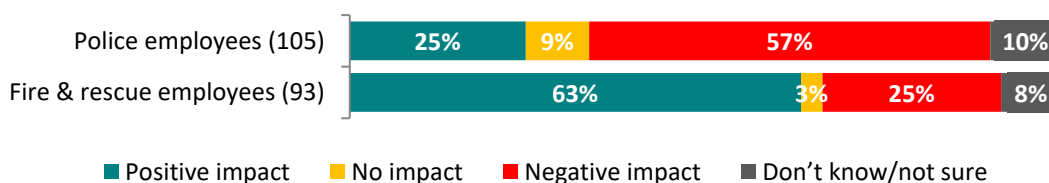


### Results by survey type

When we look at results from the different surveys, we can see that respondents to the residents' survey were more likely than all other groups to say that introducing the Governance model would have a positive impact (65%). Two-fifths (42%) of staff said this model would have a negative impact, which is similar to the result for the online survey (38%).

For respondents to the staff survey, fire and rescue employees are much more likely to say that the Governance model will have a positive impact than police employees (63% compared to 25% respectively). Conversely, police employees are more likely to say the Governance model will have a negative impact (57%), compared to fire and rescue employees (25%).

Figure 9: Impact of Governance model impact (results by employee type)



## Results by demographics

Profiling information was gathered during the consultation. We can see the following differences.

**AGE:** When looking at this question by age, those who are aged 16-34 are more likely to say that the Governance model will have a positive impact (71% average) compared to those who are 35+ (55% average). Conversely, this younger group are less likely to say that the Governance model will have a negative impact (12% average) compared to those aged 35+ (26% average).

**GENDER:** Female respondents are more likely to say that the Governance model will have a positive impact (63%) compared to male respondents (55%). In contrast, males are more likely to say it will have a negative impact (26% compared to 19% for females).

**EMPLOYMENT STATUS:** When analysing this question by employment status, we can see that full-time students are more likely to say that the Governance model will have a positive impact, with seven out of ten doing so (72%) compared to those who are retired (54%), self-employed (58%) and employed (60%). Those who are looking after the home or family are also more likely to say that this model will have a positive impact (71%) compared to retired respondents (54%). Those who are looking after the home or family (9%) and who are full-time students (7%) are less likely to say that the impact of this option is negative compared to roughly one-quarter (25% average) of employed, self-employed and retired respondents.

**MARITAL STATUS:** In terms of marital status, respondents who are in a civil partnership (68%) or single (65%) are more likely to say that the Governance model will have a positive impact compared to those who are married (57%) or have put their marital status as 'other' (51%). Those in civil partnerships are also more likely to do so (68%) compared to divorced respondents (57%).

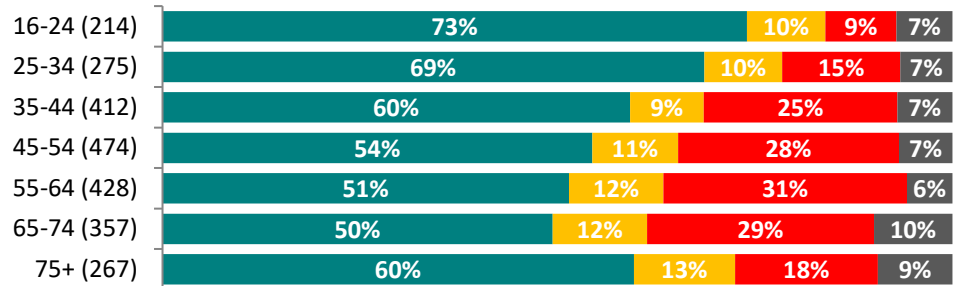
**RELIGION:** Respondents who preferred not to state their religious beliefs (65%) were more likely than Christian respondents (62%), those with no religion (58%) and those who categorise their religion as other (38%), to say that this model would have a positive impact. This latter group is more likely to say that the Governance model will have a negative impact, at over two-fifths (41%) compared to Christian respondents (21%), those with no religion (22%) and those who prefer not to say (12%).

**HEALTH ISSUES:** Respondents who don't have a health problem are more likely to say that the Governance model will have a positive impact (61%) compared to those who are limited a lot by a health condition (50%). This latter groups are more likely to say that the model will have no impact (18%) compared to those without a health problem (11%).

Charts are only shown below where there are statistically significant differences within demographic groups.

Figure 10: Impact of Governance model impact (results by demographics)

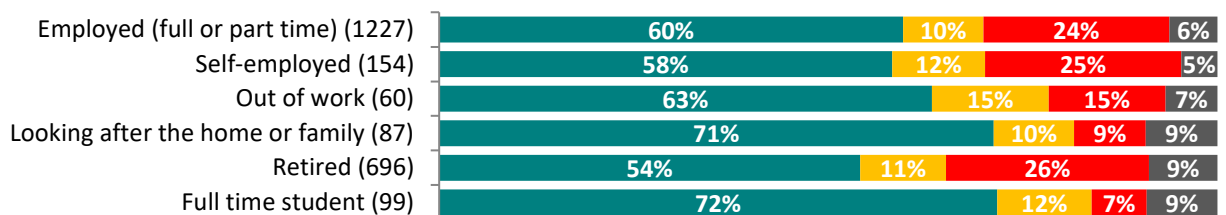
### Age



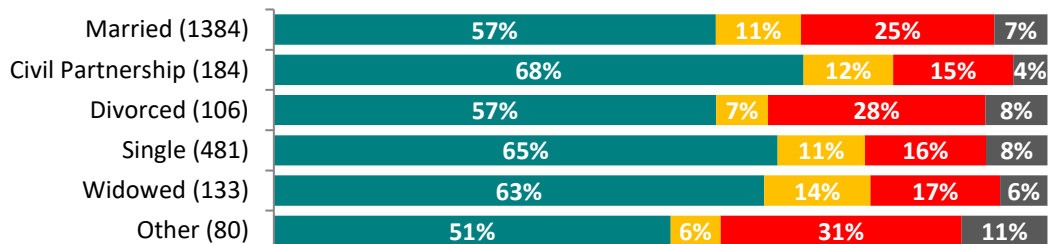
### Gender



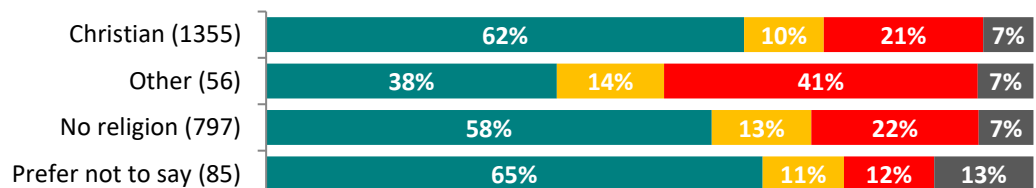
### Employment status



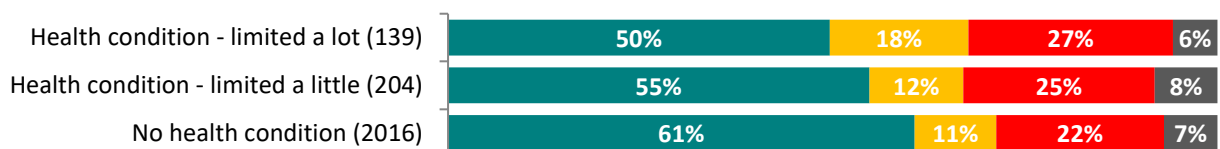
### Marital status



### Religious beliefs



### Health problems

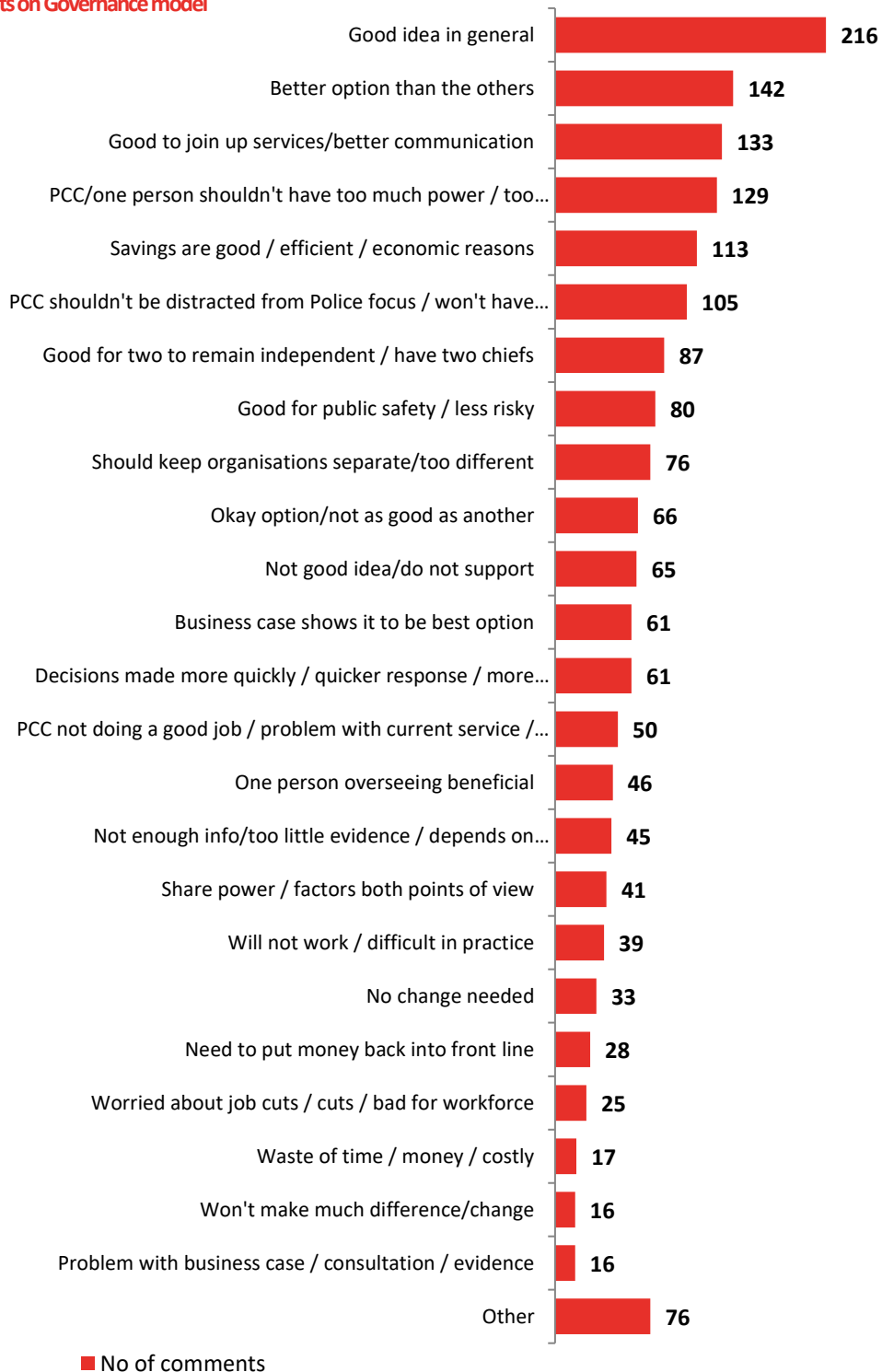


■ Positive impact   
 ■ No impact   
 ■ Negative impact   
 ■ Don't know/not sure

## Comments on Governance model

Respondents were given the option to provide any comments they wish to add on the Governance model. After removing comments that were not directly relating to this option, the analysis shows that the most frequent comments were that the Governance model is a 'good idea in general (216 comments), This is followed by 142 comments that it is a 'better option than the others' and 133 that it is 'good to join up services/better communication'. A breakdown of the themes is provided below, followed by some quotes to illustrate the top three themes. Themes where there were fewer than 10 comments have been included under 'Other'.

Figure 11: Comments on Governance model





## Verbatim comments on top three themes

Table5: Top three themes for Governance model, with example comments

Theme	Example comments
<p><b>Good idea in general</b></p>	<p>“This option gives the PCC real power and influence and there is a good chance that significant change and improvement can be achieved. Risks are also manageable”.</p> <p>“If this initiative is to go ahead then to my mind this is the model that should be followed. It appears to have the least chance of becoming tainted by politics and would hopefully make it easier for the Police Service and the Fire Service to co-operate like sensible grown up people.</p> <p>“The PCC is doing BA good job with police so I don't see why this can't work with fire service too”.</p> <p>“The table in this business case looks more balanced as compare to others”.</p>
<p><b>Better option than others</b></p>	<p>“All the scales in the tables show that it is beneficial to every category”.</p> <p>“This option is better than option one, the issue I have is not knowing the cost to implement option 2 and 3. Even though option two is implemented quicker, it does not mean it is the best value for money if the effectiveness is low, option 3 had higher effectiveness”.</p> <p>“Best option in terms of cutting through red tape”.</p>
<p><b>Good to join up services/better communication</b></p>	<p>“Although collaboration is welcome, I believe the Fire and rescue service need to retain their specialism and independence”.</p> <p>“At least here you have both services putting forward their opinion and they can discuss the important issues and come to an agreement”.</p> <p>“Streamlines the administrative functions of leading both organisations whilst retaining the specialist knowledge of both chief officers.”.</p> <p>“The PCC will have a position to take quick and rapid decisions, easy to collaborate and savings also”.</p>

## Option 1: Representation model

Option 1: Representation model is the second most supported of the three models presented within the consultation. This section looks at responses to the questions around the Representation model.

### Benefits delivered by the Representation model

The first question in the section was around the perceived benefits that would be delivered by the option, rating it on a scale of 1 to 5, where 1 is no benefit and 5 is a significant benefit. Taking all responses into account, the most common rating given for the Representation model is a 1 (33%), followed by 2 (26%). The mean score for the Representation model is 2.4, which we can take to mean that it delivers little benefit.

Figure 12: Benefit of Representation model (results by overall responses to consultation and broken down by survey type)

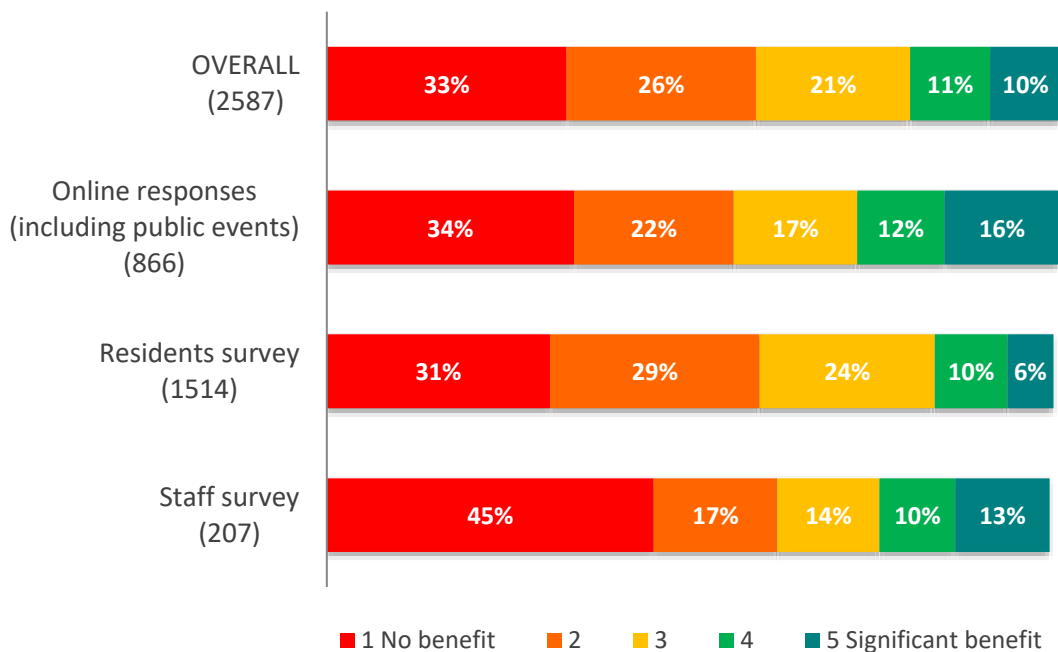
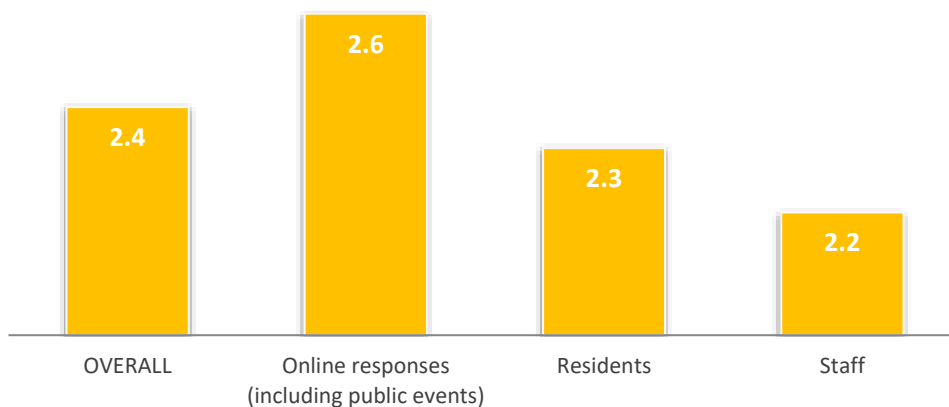


Figure 13: Mean score of benefit of Representation model (results by overall responses to consultation and broken down by survey type)



## Results by survey type

When we look at results by type of survey, we can see that respondents to the online survey are more positive about the Representation model than any other group, with 27% rating it as either a 4 or 5 and with a mean score of 2.6. Respondents to the residents survey are more negative with 16% rating it as a 4 or 5, with a mean score of 2.3. Respondents to the staff survey have a similar mean score of 2.2., but a higher level of satisfaction with this option, as a quarter (23%) rated it a 4 or 5.

## Results by demographics

Profiling information was gathered during the consultation. We can see the following differences.

**AGE:** Respondents aged 16-34 were less likely to give an 'extreme' answer for this question e.g. were less likely to choose a 1 or a 5. For example, they were less likely to rate the benefit of this option as 5 (6% average) compared to respondents aged 55+ (11% average). Additionally those aged 16-24 were less likely to choose 1 for the Representation model at one-quarter (26% average) compared to one-third (36% average) for those aged 25-54. Respondents aged 16-24 were more likely to choose 3 for this model compared to almost all other age groups (excluding 75+) (29% compared to 21% average respectively).

**GENDER:** We can see that male respondents are more polarised about the Representation model, as they are significantly more likely to choose both 1 (37% compared to 28%) and 5 (10% compared to 8%) for this option in contrast to females.

**ETHNICITY:** Non-white respondents are more likely to say that there is no benefit of the Representation model (45% chose 1) compared to white respondents (32%).

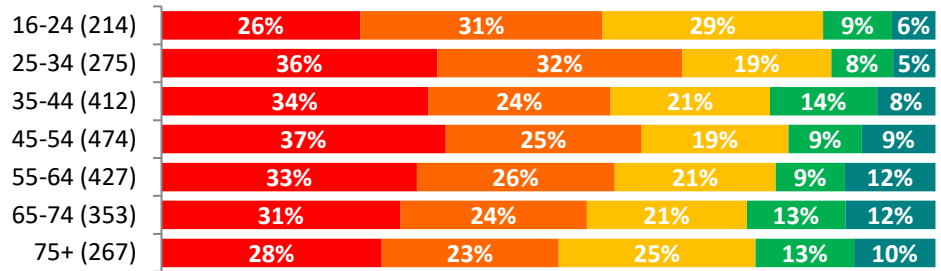
**WORKING STATUS:** Full-time students were less likely to support this option, as almost none said that the introduction of the Representation model would have a significant benefit (1%). This contrasts to those who are employed, self-employed, out of work and retired, where around one out of ten indicated that it would have a significant benefit (9%-12%).

**MARITAL STATUS:** Married respondents are significantly more likely to say that the Representation model has no benefit, at one-third (34%) compared to one-quarter (26%) of widowed respondents. Respondents in civil partnerships are less likely to say this model has significant benefit (4%) compared to those who gave their marital status as 'other' (13%).

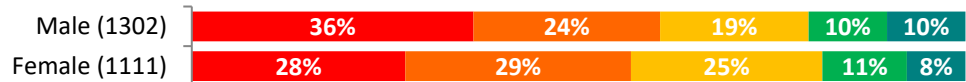
Charts are only shown below where there are statistically significant differences within demographic groups.

Figure 14: Benefit of Representation model (results by demographics)

Age



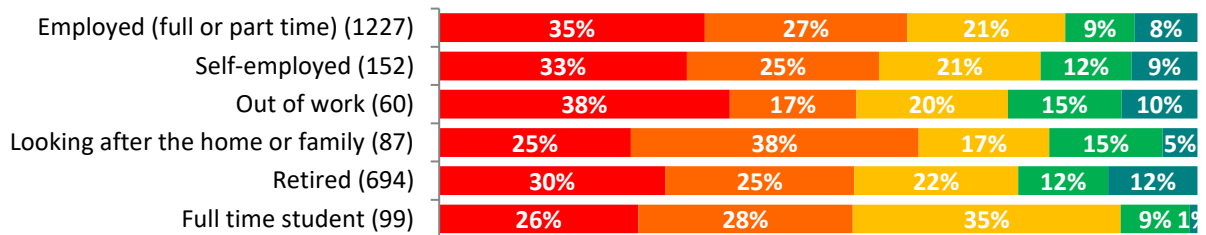
Gender



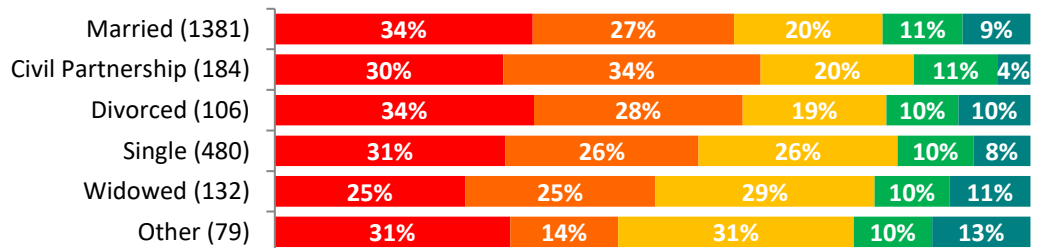
Ethnicity



Employment status



Marital status

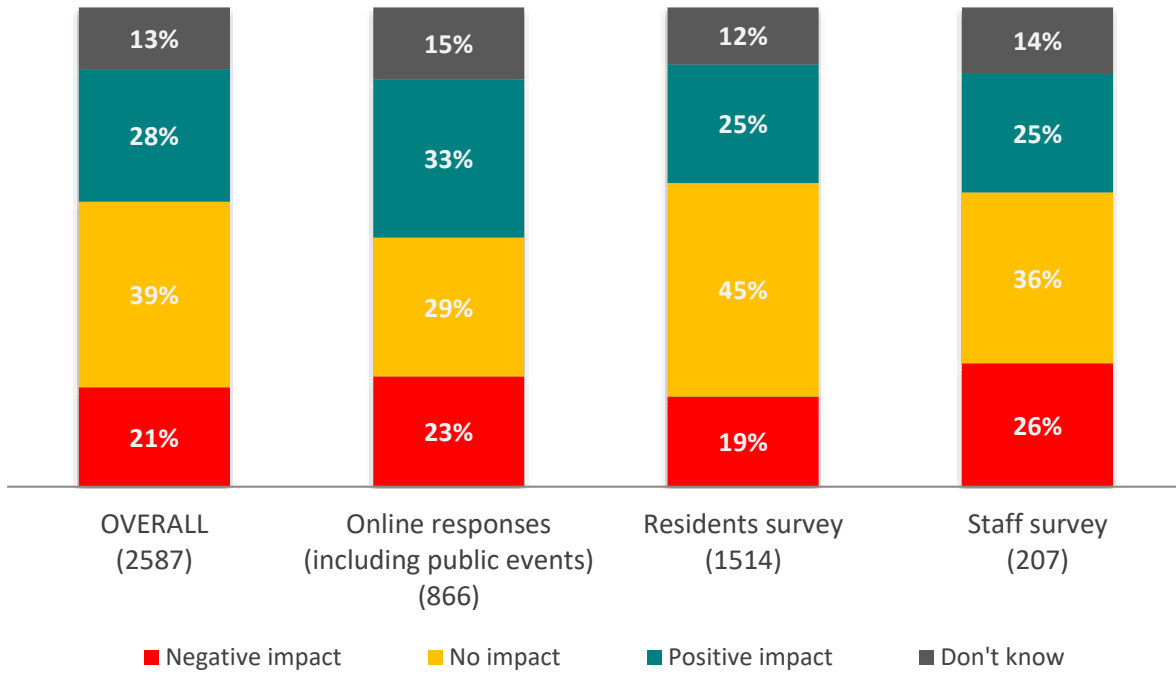


1 No benefit 2 3 4 5 Significant benefit

## Impact of Representation model

Respondents were then asked to rate the impact they feel the Representation model would have if it was introduced in North Yorkshire. Taking all responses into account, around two-fifths (39%) felt it would have no impact, three out of ten (28%) felt it would have a positive impact and a fifth (21%) felt it would have a negative impact.

Figure 15: Impact of Representation model (results by overall responses to consultation and broken down by survey type)

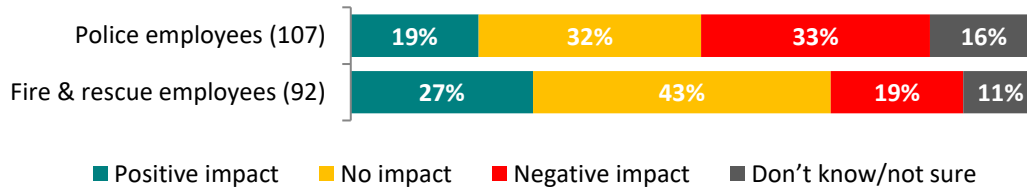


### Results by survey type

We can see that differences between the survey types are due to a larger proportion of respondents to the residents survey choosing 'no impact' for this question, at 45% compared to 29% (online survey) and 36% (staff survey) for the remaining groups. A third (33%) of respondents to the online survey said the Representation model would have a positive impact, compared to one-quarter for the residents and staff survey (both 25%). A further quarter (26%) of respondents to the staff survey said the Representation model would have a negative impact, which is the largest proportion out of all the respondents groups.

For the staff survey, police employees were significantly more likely to say that the impact of the Representation model will be negative, at a third (33%) compared to a fifth (19%) of fire and rescue employees.

Figure 16: Impact of Representation model (results by employee type)



### Results by demographics

**AGE:** When analysing these results by age, we can see that respondents aged 65-74 (30%) were more likely to say that this option would have a positive impact compared to respondents aged 25-34 (22%). Younger respondents (aged 16-24) were more likely to say that this option would have no impact (44%) compared to those aged 65-74 (35%). In comparison, younger respondents were less likely to say this option would have a negative impact (15%) compared to those aged 55-64 (24%). Those aged 75+ were more likely to choose ‘don’t know’ (18%) for this option, compared to one out of ten (11%) for 45-64 year olds.

**GENDER:** Female respondents were more likely to choose ‘don’t know’ for this question (16%) compared to male respondents (11%). In contrast, male respondents were more likely to say this option would have a negative impact (22%) compared to female respondents (18%).

**WORKING STATUS:** Almost half (48%) of full-time students said that introducing the Representation model would have no impact, compared to one-third (36%) of retired respondents. Respondents who are out of work were more likely to choose ‘don’t know’ for this question (20%) compared to self-employed respondents (9%). Retired respondents (15%) are more likely to choose ‘don’t know’ for this question compared to employed respondents (11%).

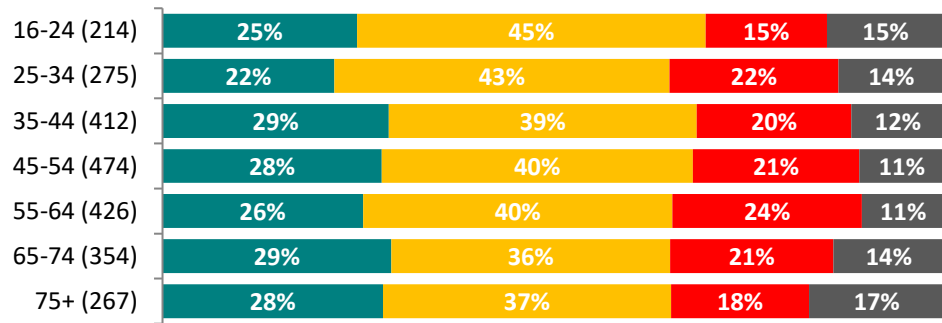
**SEXUAL ORIENTATION:** Respondents who identify as bisexual and heterosexual were more likely to report that introducing the Representation model would be positive (43% and 27% respectively) compared to those who said ‘prefer not to say’ for this question (13%).

**MARITAL STATUS:** Married respondents were more likely to say that this option would have a positive impact (28%) compared to those in a civil partnership (20%). Respondents who are single were less likely to say that introducing the Representation model would have a negative impact (16%) compared to those who are married (21%), in a civil partnership (26%) and ‘other’ (25%). Respondents with a marital status of ‘other’ were less likely to choose no impact for this question (27%) compared to respondents who are married, in a civil partnership or single (40-45%). Around one out of ten (9-11%) of those in a civil partnership and who are married chose ‘don’t know’ for this question, compared to around one-fifth (20% average) for single, widowed and ‘other’ respondents.

Charts are only shown below where there are statistically significant differences within demographic groups.

Figure 17: Impact of Representation model (results by demographics)

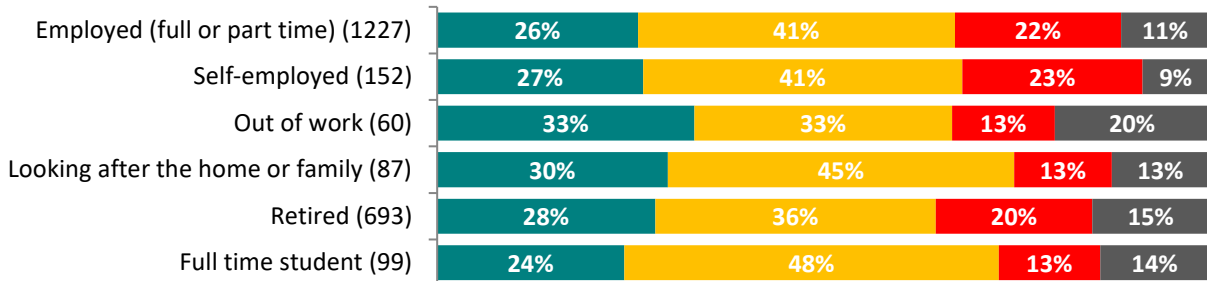
Age



Gender



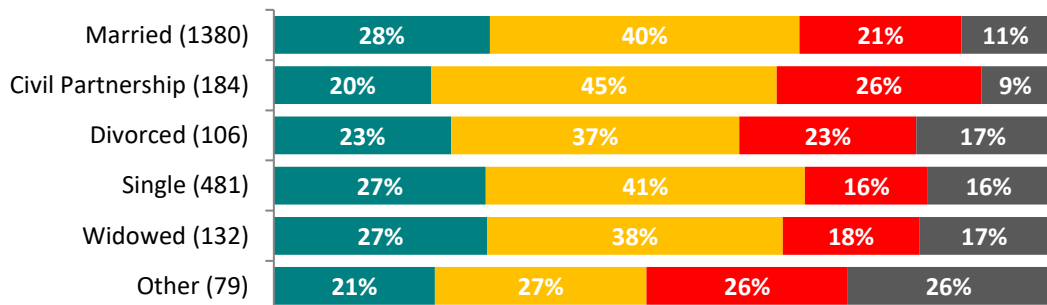
Employment status



Sexual orientation



Marital status

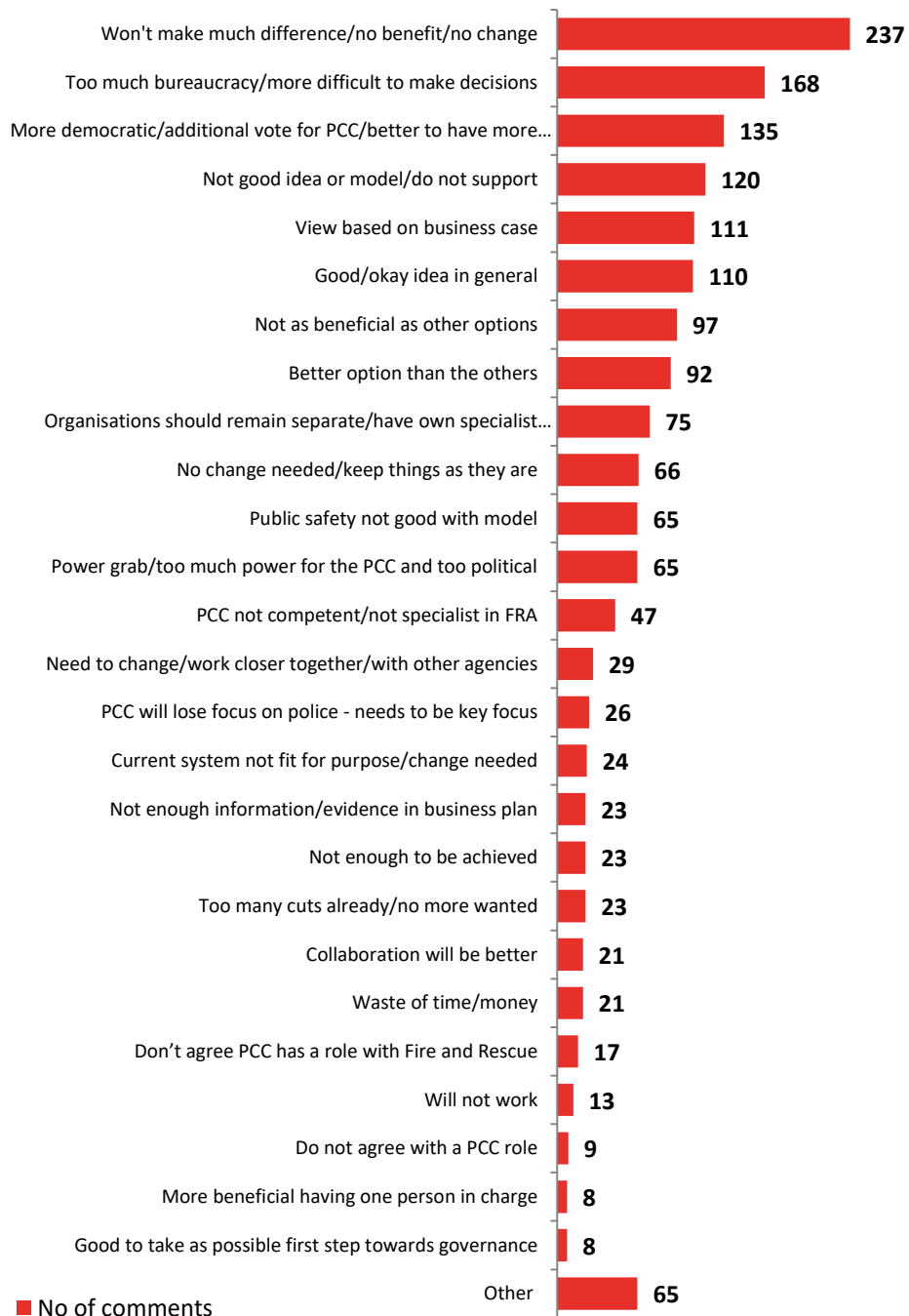


■ Positive impact ■ No impact ■ Negative impact ■ Don't know/not sure

## Comments on Representation model

Respondents were given the option to provide any comments they wish to add on the Representation model. After removing comments that were not directly relating to this option, the analysis shows that the most frequent comments were around the model not 'making much or any difference/benefits/ change' (237 comments). This was followed by the model will result in 'too much bureaucracy/more difficult to make decisions' (168 comments), whilst conversely 135 comments were around the model being 'more democratic/giving a vote to the PCC'. A breakdown of the themes is provided below, followed by some quotes to illustrate the top three themes.

Figure 18: Comments on Representation model





## Verbatim comments on top three themes

Table 6: Top three themes for Representation model, with example comments

Theme	Example comments
<p><b>Model won't make a difference/no change/no benefits</b></p>	<p>"With only one vote the PCC can't have much influence so no benefit for this change".</p> <p>"I can't see how this would save any time or money, or make the services more efficient in any way. However, this model would mean more understanding at board level of one another's service which I support. I don't think the two services are natural bed-fellows and I do not support any fuller integration".</p>
<p><b>Too much bureaucracy/more difficult to make decisions</b></p>	<p>"16 decision makers at the top of any organisation really makes the process time consuming, costly and slow to react".</p> <p>"It has all the potential to become steeped in political wrangling and turf wars".</p> <p>"Meeting quarterly or less frequently may not be as beneficial".</p> <p>"Most members of the FA have no understanding whatsoever of how the Fire Service functions. If the PCC joined the FA - just another FA member".</p>
<p><b>More democratic and will allow the PCC to have an influence/ understand more about the F&amp;RS</b></p>	<p>"All members will be able to have a say how things can improve and compare things in their own areas".</p> <p>"Allow the opportunity for the pic to be more aware of FRS activity but limited scope to influence".</p> <p>"It's the best option available to the public so there is not a single person in charge of the top end strategic decisions. Being a member of the committee also negates the chance of politics being an influence in decision making".</p>

## Option 3: Single employer model responses

This section looks at responses to the questions around Option 3: Single employer model, the least favoured option of the three models (15% prefer).

### Benefits delivered by Single employer model

The first question in the section was around the perceived benefits that would be delivered by the option, rating it on a scale of 1 to 5, where 1 is no benefit and 5 is a significant benefit. Taking all responses into account, the most common rating given for the Single employer model is a 1 (41%), followed by 3 (22%). The mean score for the Single employer model is 2.3, which we can take to mean that it delivers little benefit.

Figure 19: Benefit of Single employer Governance model (results by overall responses to consultation and broken down by survey type)

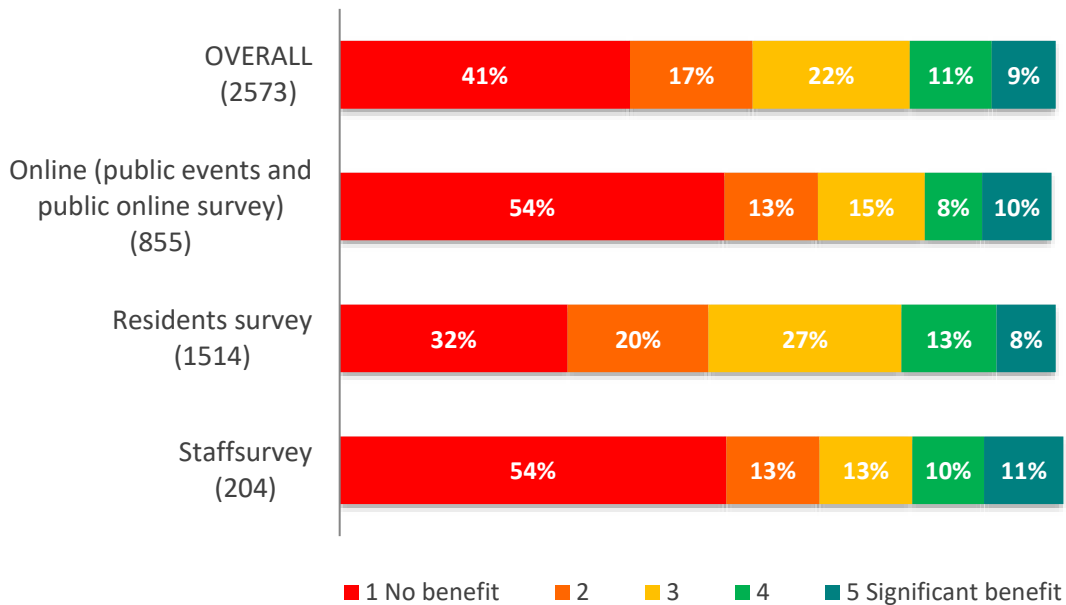
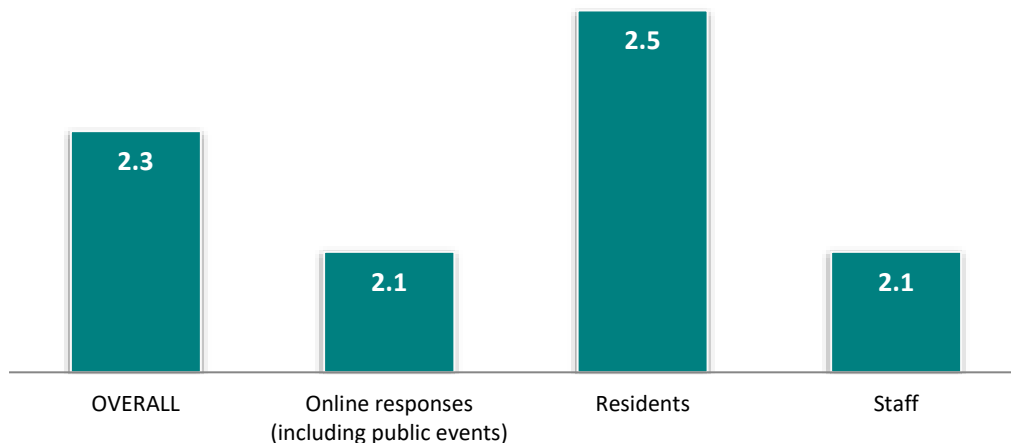


Figure 20: Mean score of benefit of Single employer model (results by overall responses to consultation and broken down by survey type)



## Results by survey type

When we look at the different surveys, we can see that the proportion that chose 4 or 5 is consistent across the groups (18-22%). However, over half of those who responded to the online survey and staff survey (both 54%) said that this option has no benefit, compared to a third (32%) of those who took part in the residents' survey. Around a quarter (27%) of respondents to the residents' survey chose 3 for this question, compared to 13% for the staff survey and 15% for the online survey. The mean score for residents is 2.5, higher than responses to the online and staff survey (2.1 for both).

## Results by demographics

**AGE:** Respondents aged 16-24 were less likely to say that the single employer model would have no benefit, at one-fifth (22%) compared to two-fifths (41%) average for respondents aged 25 and over. Instead, 16-24 year olds were more likely to choose 3 for this at one-third (36%) compared to an average of one-fifth (21%).

**GENDER:** Male respondents were more likely to choose 1 (no benefit) for this question (43%) compared to female respondents (35%). In contrast, females were more likely to choose 2 (20% compared to 15%) and 3 (24% compared to 20%) for this question.

**EMPLOYMENT STATUS:** Employed (40%) and self-employed (36%) respondents were more likely to say this option has no benefit compared to those who are looking for work (22%) and full-time students (18%). Additionally, those who are unable to work (38%) and retired (45%) are more likely to say that there is no benefit of this option compared to full-time students (18%). Retired respondents are more likely to say that this option has no benefit (45%) compared to those who are out of work (30%) and looking for work (22%).

**MARITAL STATUS:** Married respondents are more likely to say that the single employer model would have no benefit (42%) compared to approximately one-third for respondents in civil partnership (31%) and single respondents (32%). Divorced respondents are less likely to choose 3 for this question (10%) compared to any other marital status (24% average).

**RELIGION:** Those who gave 'other' as their religious belief (i.e. other than the main world religions) were more likely to say that the single employer model has no benefit (53%) compared to Christian respondents (37%) and those who have no religion (39%).

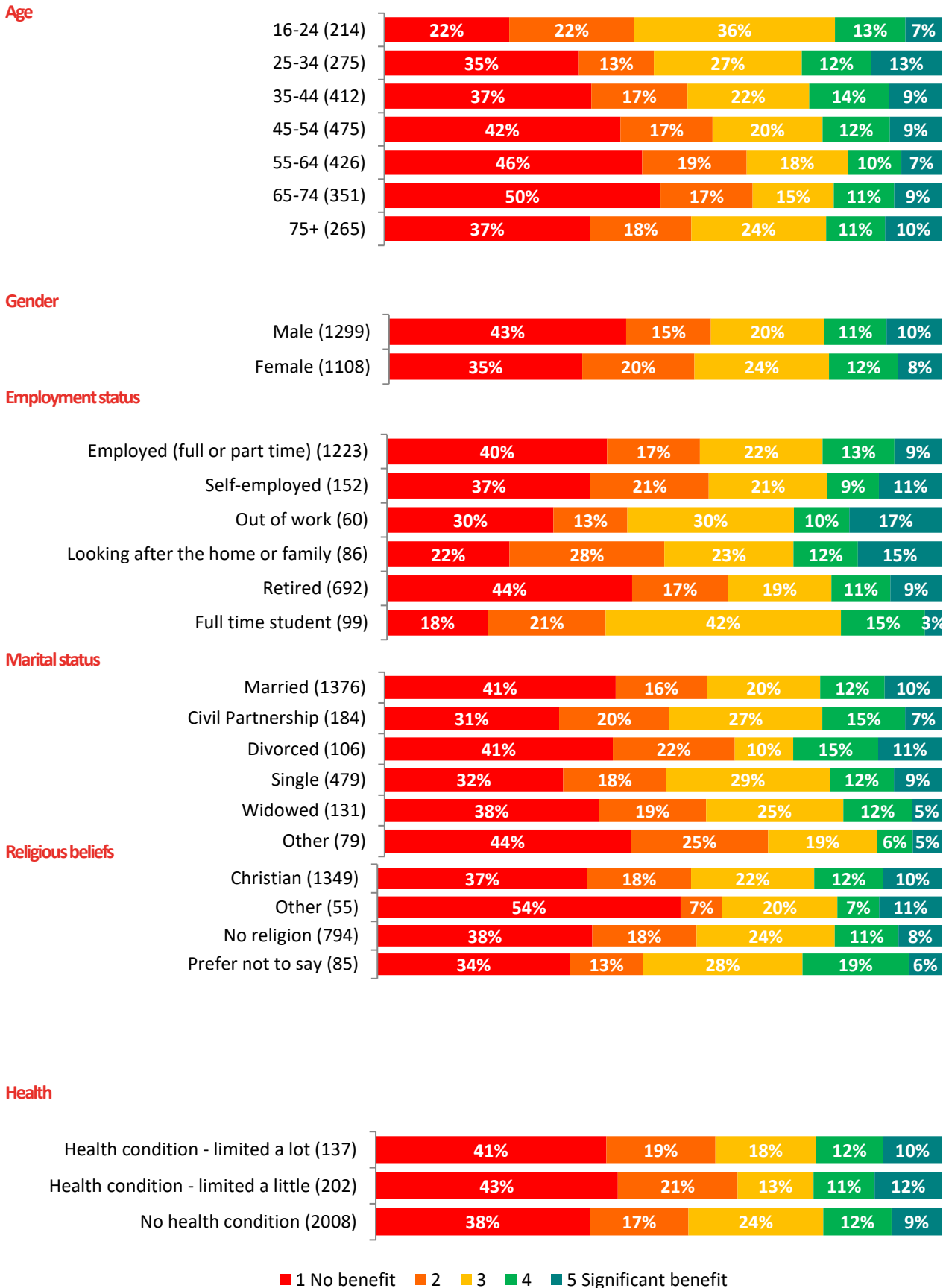
**HEALTH CONDITION:** Respondents who are not limited by a health condition\* are more likely to choose 3 in terms of benefit for this question (24%) compared to respondents who are limited a lot (18%) and limited a little (14%).

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\*Respondents were asked: are you or any household members' day to day activities limited because of a health problem which has lasted, or is expected to last, at least 12 months.

Charts are only shown below where there are statistically significant differences within demographic groups.

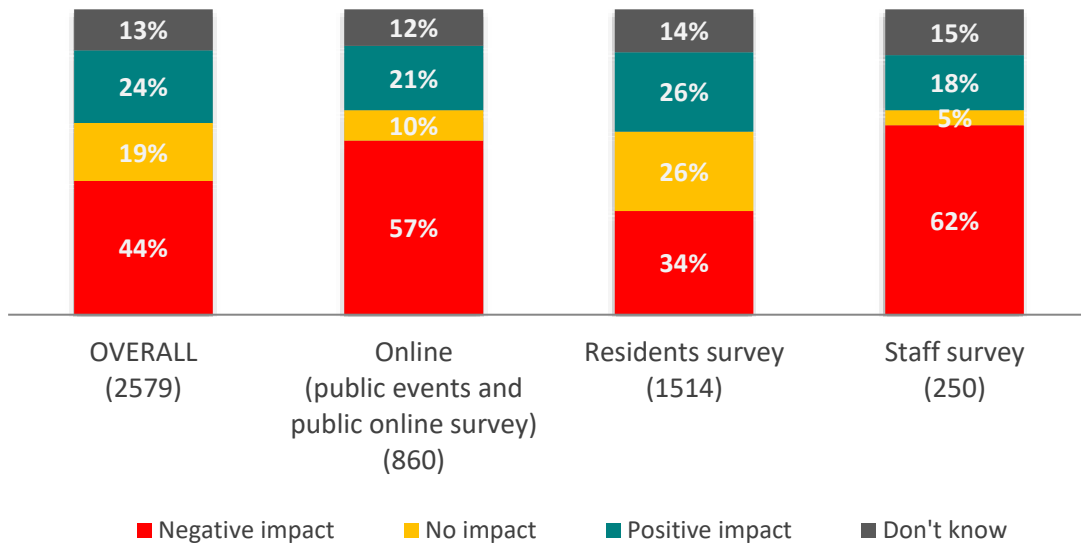
Figure 21: Benefit of Single employer model (results by demographics)



## Impact of Single employer model

Respondents were then asked to rate the impact they feel the Single employer model would have if it was introduced in North Yorkshire. Taking all responses into account, just over two fifths (44%) feel it will have a negative impact, and a quarter (24%) feel it will have a positive impact. A fifth (19%) feel it will have no impact. A fifth (19%) feel it will have no impact.

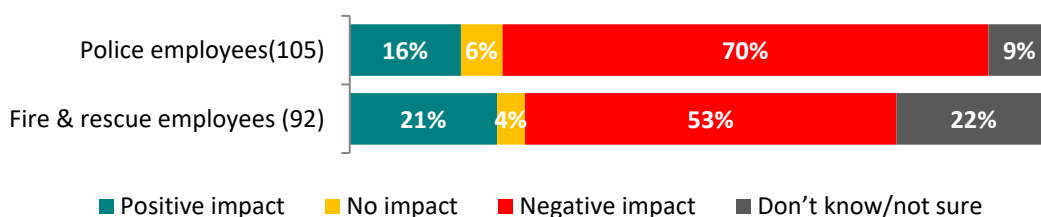
Figure 22: Impact of Single employer model (results by overall responses to consultation and broken down by survey type)



## Results by survey type

When we look at the different surveys, we can see that a higher proportion of staff feel this model would have a negative impact (62%). This compares to a third (34%) of respondents to the residents survey. In contrast, a quarter of respondents to the residents survey said that the single employer model would have a positive impact and a further quarter that it would have no impact (both 26%). Fire and rescue staff were more likely to say that they 'don't know' when asked what impact the single employer model would have if it was introduced (22% compared to 9% of police staff respondents).

Figure 23: Impact of Single employer model (results by employee type)



## Results by demographics

**AGE:** Respondents aged 35-44 were more likely to say that the single employer model would have a positive impact, at one-third (27%) compared to an average of one-quarter for those aged 16-24, and 45-74 (both 23%). Those aged 35-44 were also more likely to say that this model is positive at one-quarter (27%) compared to one-fifth (20% average) for those aged 55-74.

Older respondents, aged 35-74 were more likely to say that this option would have a negative impact (47% average) compared to younger respondents, aged 16-34 (32% average). 45-74 year old respondents are also more likely to choose 'negative' for this option (49% average) compared to older residents aged 75+ (36%). Younger respondents (16-24) were more likely to say that the single employer model would have no impact (30%) compared to almost all other age groups (18% average excluding 75+).

**GENDER:** Male respondents are more likely to say that this option would have a negative impact (45%) compared to female respondents (41%). In turn, female respondents are more likely to state that they 'don't know' for this question (15% compared to 12%).

**WORKING STATUS:** Employed respondents are more likely to say that the single employer model will have a negative impact (45%) compared to those who are out of work (23%) and full-time students (26%). One-third (32%) of those who are out of work don't know what impact this model will have in contrast to those who are employed, self-employed, looking for work and retired (13% average). Full-time students are more likely to choose 'don't know' for this question (21%) compared to employed respondents (12%).

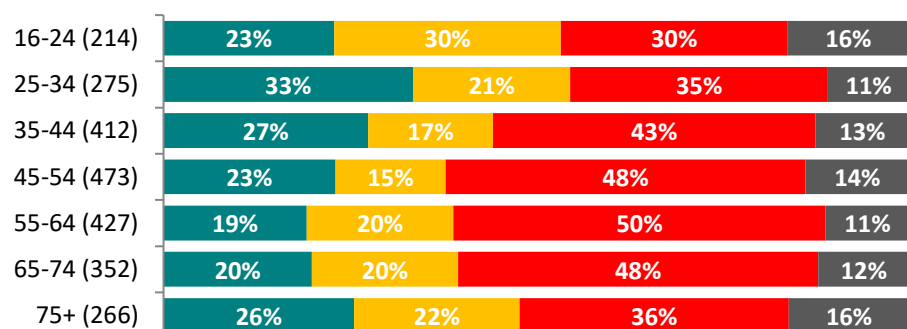
**MARITAL STATUS:** Respondents who are married, in a civil partnership and single (26% average) are more likely to say that this option will have a positive impact compared to those who gave their marital status as 'other' (13%).

**RELIGION:** Respondents who gave their religious beliefs as 'other' were less likely to say that introducing the single employer model would have no impact (5%) compared to those who are Christian (20%) and who have no religion (22%). On the other hand, the former group were more likely to say that the impact will be negative (58%) compared to Christian respondents (40%) and those with no religion (42%).

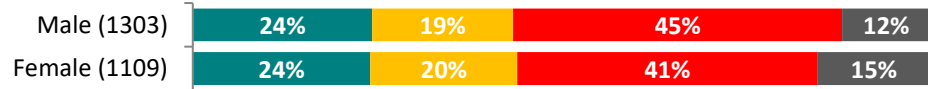
Charts are only shown below where there are statistically significant differences within demographic groups.

Figure 24: Impact of Single employer model (results by demographics)

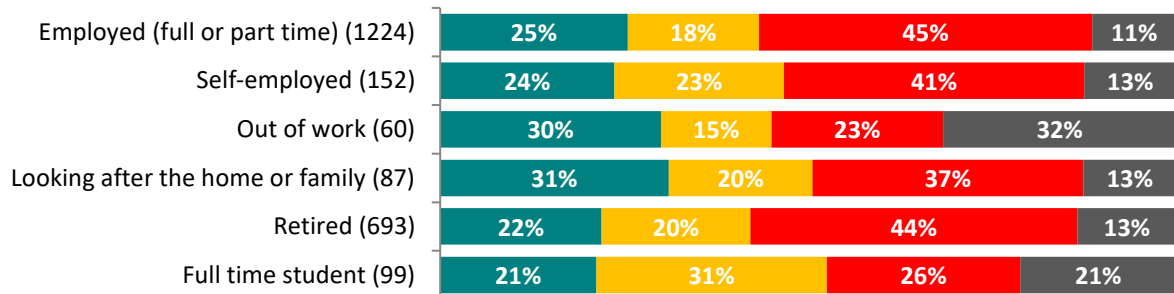
### Age



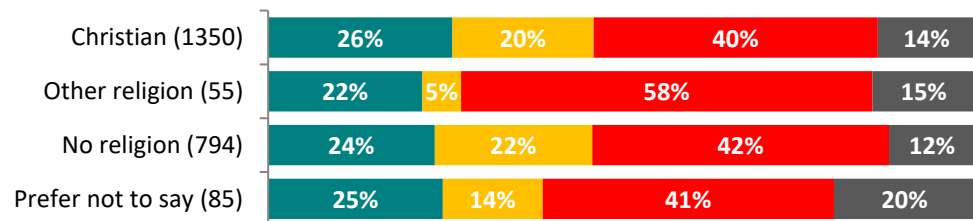
### Gender



### Employment status



### Religious beliefs

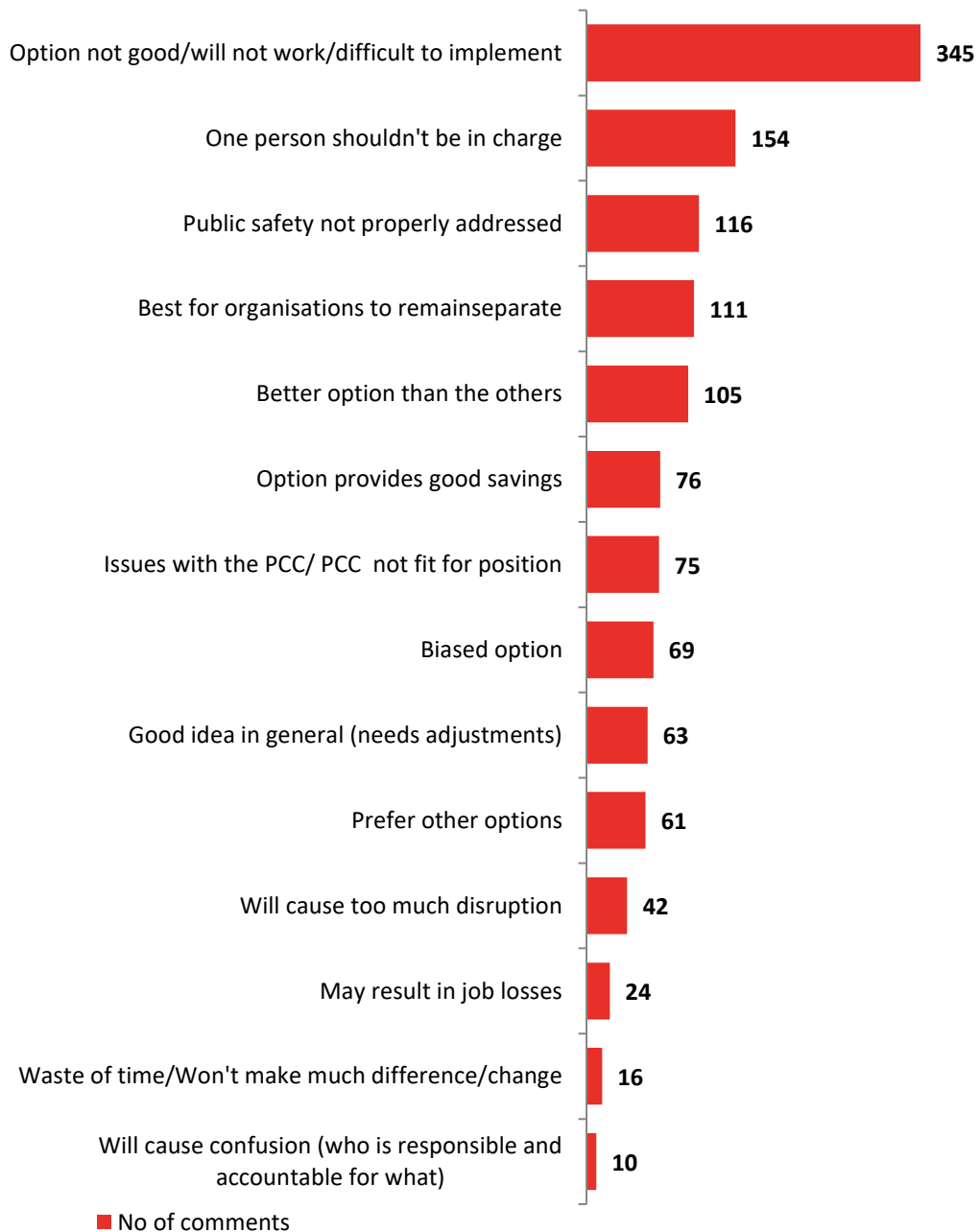


■ Positive impact 
 ■ No impact 
 ■ Negative impact 
 ■ Don't know/not sure

## Comments on Single employer model

Respondents were given the option to provide any comments they wish to add on the Single employer model. After removing comments that were not directly relating to this option, the analysis shows that the most frequent comments were around the 'option not being good/will not work/difficult to implement' (345 comments). This was followed by comments that 'one person should not be in charge' (154 comments). 116 comments were around 'public safety not being properly addressed' by this model. A breakdown of the themes is provided below, followed by some quotes to illustrate the top three themes.

Figure 25: Comments on Single employer model





## Verbatim comments on top three themes

Table 7: Top three themes for Single employer model, with example comments

Theme	Example comments
<p><b>Model not good/won't work and difficult to implement</b></p>	<p>"Would be very disruptive and costly. Costs far outweigh any potential gain".</p> <p>"The worst option available! The police and fire service are very different services and should not have one single chief. I am in favour of working together and where possible sharing locations/stations but not chiefs!"</p> <p>"This is a terrible option giving a significant degrade in service of both the fire service and police service. The alleged savings are 'pie in the sky' talk probably from a third, or fourth rate economist. This will have a significant negative impact to both services".</p>
<p><b>One person should not be in charge</b></p>	<p>"A Chief Constable knows police matters and a Chief Fire Officer the fire service, combining the roles into one would be detrimental giving the police or the fire service expertise rather than both".</p> <p>"The idea of our PCC as the single employer model is the worst case of monopoly".</p>
<p><b>Public safety not properly addressed</b></p>	<p>"Public safety should be at the top of the list but not in this option".</p> <p>"This Option represents a large upheaval and centralisation of Fire and Police Authority, which admits in your explanation page, that it has significant risks and a potential reduction to public safety, at least in the short and medium term. While internal administration is shifting about and moving people round, people in Yorkshire will need Police presence and authority, as well as the vital work of Fire Services. Their delivery and effectiveness should not be put at risk by a risky new venture that might deliver some cost savings in ten years. These risks are too great and the public must be put first, and that means a first class service, that is properly funded and has its own in house experts and experienced staff and commissioners who know what they are doing. Therefore, I am against this model and consider it the worst of three presented, especially when the possible savings are considered."</p>

# Written responses

The opportunity to provide a written response instead of/as well as responding to the survey itself, was offered. In total, 24 written responses were received, including 6 responses from members of the public and 3 from councillors. 15 responses were from councils and other organisations which are listed below:

## Councils:

- Barton Parish Council
- City of York Council
- Craven District Council
- Harrogate Borough Council
- North Yorkshire County Council
- Pateley Bridge Town Council
- Richmondshire District Council
- Selby District Council
- Skipton Town Council
- Stapleton and Cleasby Parish Council
- Wigginton Parish Council

## Other organisations:

- North Yorkshire Fire and Rescue Authority
- North Yorkshire Police and Crime Panel
- North Yorkshire Fire Brigades Union
- Fire Officers' Association

In addition, there were 18 social media comments. A copy of all written responses and social media posts are included in Appendix B.

The comments from all the responses have been analysed and some key themes (negative and positive) have been identified. These are provided under the headings below, along with supporting quotes from the responses. These are ordered alphabetically, rather than in order of frequency of comments.

**Table 8: Key themes from written responses**

Theme	Example comments
Business case evidence questioned	"Although potential savings and efficiencies have been identified, the Commissioner's Local Business Case does not make a compelling argument as to why it is necessary to adopt the Governance Model to address the stated shortcomings in the pace and scope of collaboration between the Police and the Fire and Rescue Service".

	<p>“The Council is also not persuaded by the business case in terms of the savings as projected savings need to be balanced against costs of implementation. The Business Case itself indicates (at 8.6) the respective implementation costs and benefits. It is clear that the representation model carries a significantly lower cost. Given our view that the benefits of collaboration (assessed at £100k) could be achieved through true and meaningful collaboration without the change to a Governance Model, we consider that the recurrent costs of £64k and one off costs of the change at £121k may not represent good value for the public purse”.</p> <p>“It is the view of NYFRA that the LBC fails to provide evidence for the majority of the savings. NYFRA disputes the assessment of the benefits set out in the LBC. Specifically, the benefits of the Governance model have been overstated, while the benefits of the Representation model have been understated”.</p>
<p><b>Consultation is biased towards making change – should be a ‘do nothing’ option</b></p>	<p>“In Mrs Mulligan’s submission as the basis for the consultation exercise, she states that the public has four options (described in the consultation document as ‘YOUR’ options), but these are clearly the options favoured by the PCC, rather than a summary of all possible options. There is no option of retaining the status quo with increased co-operation. There is no option of returning to some form of the local democracy previously offered by local elected Police Committees, or of the PCC monopoly being strengthened by a locally elected management board”.</p> <p>“I have been informed of this survey. I am well aware of Julia Mulligan’s biased surveys and this purported ‘survey’ forces people into choosing an option which is different from the ‘status quo’. The results of this survey will therefore be as valid as a Hello magazine survey and I am surprised that your organisation has chosen to be involved. I am afraid that I have to ask whether your organisation is a member of the Market Research Society. I’m sorry but I will not complete the survey on principle. I do not care what the “government and local stakeholders” – whoever they are - “feel”. There is always a “do nothing” option and my completing the survey could end up legitimising something that I fundamentally disagree with”.</p>
<p><b>Control of FRS should not be in one person’s hands</b></p>	<p>“In summary, this Council questions whether it would it be wise, fair or equitable to grant even more influence and control into one person’s thought process and direction.</p> <p>The Parish Council objects strongly to any merging of the responsibilities of North Yorkshire Fire &amp; Rescue service and the North Yorkshire Police and to any increased powers and responsibilities such a merger would give the Police and Crime Commissioner”.</p> <p>“Support for the Representation model. Anxious when control is transferred to one person, rather than an elected authority as it weakens democracy. Would like to see the Police Authority return”.</p>
<p><b>Fire and Police should remain independent</b></p>	<p>“The police should have no involvement whatsoever with the Fire and Rescue Service – their roles are completely different – the police are the enforcement arm of government and it is important that the Fire and Rescue Service is seen as independent. Lincolnshire have just merged Ambulance and Fire and Rescue and I can see the justification of that”.</p> <p>“I expect there are demonstrable theoretical savings to be made over some amalgamation of administration, although these must be uncertain in prospect. But the main issue seems to be the entirely different culture of the police service and the fire service. Whatever is gained in money terms, setting up friction or creating unnecessary gaps in effective communication, use of premises, use of facilities and equipment, wouldn't be worth even a few hundred thousand pounds. They do different jobs. It isn't sensible to force them together”.</p>

<p><b>Governance models could not be reversed, but Representation model could be a first step</b></p>	<p>“The Council notes that a move to the Representation Model now would not rule out a move to the Governance Model in future, should it prove appropriate based on evidence and good practice. The reverse is, however, not true and a move to the Governance model would rule out any return to the greater democratic accountability provided by the Representation model”.</p> <p>“There is no option of returning to some form of the local democracy previously offered by local elected Police Committees, or of the PCC monopoly being strengthened by a locally elected management board”.</p>
<p><b>Loss of accountability if PCC were to take over FRA</b></p>	<p>“The Local Business Case fails to address concerns regarding democratic checks and balances and the level of oversight that the Police and Crime Commissioner would be subject to, were the Governance Model to be adopted and the Fire and Rescue Authority cease to exist as a governing body.</p> <p>If the Governance Model were to be adopted, then the scrutiny of the Police and Crime Commissioner’s governance of the Police and the Fire and Rescue Service would become the responsibility of the Police and Crime Panel, which has limited powers to hold the Police and Crime Commissioner to account”.</p> <p>“...it is a legitimate and significant concern to us that under the Governance Model, there would really be no accountable body with any great weight behind it to adequately perform the checks and balances that are required. This point is so heavily underplayed within the business case that it is arguable that members of the public responding to the public survey will not have registered how their PCC will be held to account in-between their votes being cast at the ballot box”.</p>
<p><b>PCC is seeking to extend monopoly</b></p>	<p>“Support for the Representation model. Concern that this is a “power grab” by one person, where are the checks and balances? Also have concern over the PCC’s apparent lack of interest in attending the Overview and Scrutiny Commission”.</p> <p>“Another empire building politician springs to mind, let's see how the cards topple when the police HQ moves into Northallerton with no parking for the staff and not enough desks for them either. Saves paying a gardener though”.</p>
<p><b>PCC should focus on improving the police service</b></p>	<p>“We expect the Commissioner to raise the standards of the Police service and ensure that it is constantly fit for purpose. If this is to be the case then she needs to give 100% of her time and energy to this roll not 50%”.</p> <p>“It has been noted over many months the amount of complaints we have heard re the '101 service' that you provide which is somewhat frustratingly hopeless in that residents can never get straight through and have spent half an hour on hold, we feel that this is not acceptable”.</p> <p>“Get the police force sorted first then think of power grabs elsewhere”.</p>
<p><b>Representation model preferred</b></p>	<p>“The preferred option of North Yorkshire County Council is the Representation Model”.</p> <p>“We support the decision of our Executive and recommendation in the formal response by City of York Council in favour of the representation model to improve the police and fire collaboration in North Yorkshire”.</p>

**Trust in Fire and Rescue may be impacted**

“The cultural aspects of how Police Officers and Fire Officers will work together, how they will be perceived and how this will be different are not addressed. This is a serious omission as Police Officers and Fire Officers necessarily have very different roles and are perceived very differently by the public. Put simply, a Fire Officer is trusted member of the community who is welcomed into people’s homes, someone who is seen as supportive and who can be confided in. By contrast, a Police Officer also has a clear and obvious enforcement role which is supported by intelligence gathering”.

“Going to struggle to bring the fire and police together.....people trust the fire brigade but no one trusts the police I'm afraid”.

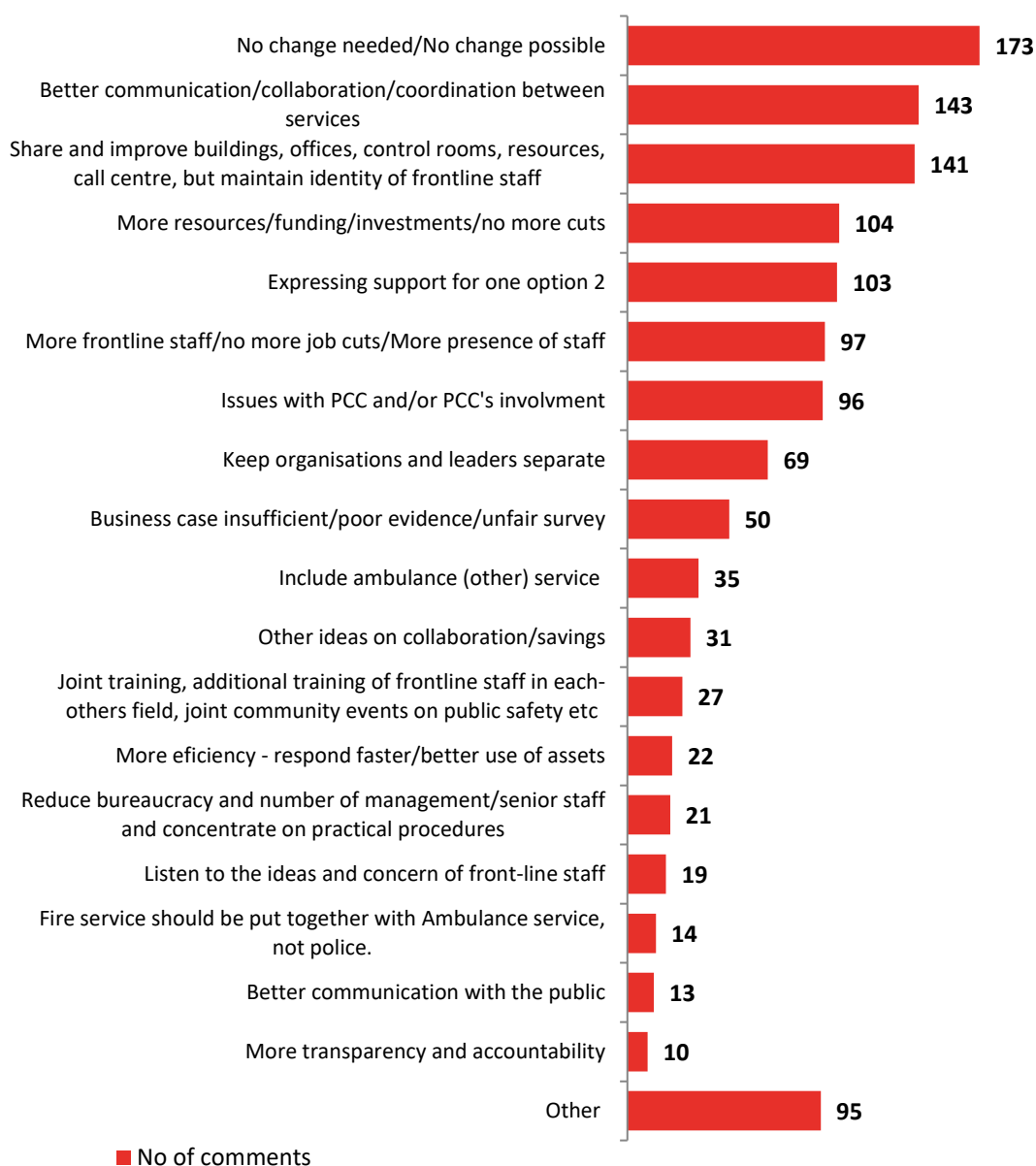
## Other ideas or suggestions for collaboration

After the main questions on each of the options, respondents were given the opportunity to put forward any other ideas they may have on how the emergency services in North Yorkshire could collaborate more effectively to make significant efficiencies and cost savings.

### Results from online survey

In total, 1589 out of 2113 (75%) respondents said 'None/not sure/not applicable/don't know'. The remaining 525 comments have been analysed and key themes identified. Not all are directly relevant to the question being posed, but for completeness, all themes have been included in the analysis and the key themes presented in the chart below. Themes where there were fewer than 10 comments have been included under 'Other'.

Figure 26: Ideas or suggestions for collaboration (comments grouped under common themes)



Of those comments that are relevant, the most popular theme is 'no change needed/possible (173 comments), followed by 'better coordination/collaboration/communication between services' (143 comments). 141 comments were around ideas to 'share and improve buildings/offices/call centres/resources/other functions'. Comments around these are provided as illustration below.

**Table 9: Key themes from survey responses (ideas and suggestions)**

Theme	Example comments
<p><b>No change needed/change not possible</b></p>	<p>"I think leave them separate don't believe they can work together and it been like this for years and it works IV chosen 1 option only because there will 16 other members and not one person coming to the right conclusion".</p> <p>"Much of what is proposed in collaboration is already happening. If the Police support services are already operating efficiently how can they take on the work of the fire in the back office area without increases in staffing? I do agree the shared premises would be a great opportunity but changes in governance are not the enabler".</p> <p>"They already appear to work together well. The PCC should concentrate on the policing in the area. There appears to be empire building here".</p>
<p><b>Better coordination, collaboration and communication between services</b></p>	<p>"Believes that police and fire service do need to work closer together. The current board need more experience in the police and fire service. Heads of both should meet and talk more often. And also communicate the post".</p> <p>"More communication between the two.mid they had more communication then they would have a better chance at getting things done easier and faster especially at response scenes".</p> <p>"Collaboration with other services to keep vulnerable people safe, reduce risk of harm and improve independence - work with NHS, social services</p> <p>"A need for them to come together and a model should be built which involves all the blue light services but not being run by one person a need to reflect the differences as well as the similarities".</p>
<p><b>Sharing offices, resources and functions</b></p>	<p>"Single control centre, Joint fleet maintenance and other backroom services but NO integration of the day to day operational function".</p> <p>"There are plenty of ways to work together with shared back office and non-operational roles the obvious ones. Why do we need separate supplies, HR, procurement or even premises? Money saved could protect the front line which is what the public actually want".</p> <p>"Combined stations are the way forward with modern equipment and sharing of facilities. Drastic changes in governance will only cause a period of instability whilst the changes are made and implemented. The services have been through enough changes over the past few years so the least impactful option would be the better option - option 1".</p> <p>"All three blue light services share Command and Control functions with embedded partner agencies to ensure demand goes to the right organisation and that all public servants provide the maximum service for the public purse. Delegated powers across all services with tiered model for specialisms".</p>

All comments have been provided to the PCC.

## Additional suggestions from written responses and social media

Of the 24 written responses and 18 social media posts, only a handful of these contained ideas on how more effective collaboration and cost savings could be gained. Key themes have been identified from these, and are provided below.

It should be noted that specific proposals on collaboration and areas for cost savings are presented by the North Yorkshire Fire and Rescue Authority and North Yorkshire Fire Brigades Union and have not been reiterated here. Their full responses are included in Appendix B.

**Table 10: Key themes from written/social media responses (ideas and suggestions)**

Theme	Example comments
<b>Merge F&amp;R with Ambulance service</b>	<p>“Lincolnshire have just merged Ambulance and Fire and Rescue and I can see the justification of that”.</p> <p>“Amongst stakeholders there is a desire for collaboration between the three blue light services and the Council would also wish to see active investigation of the opportunities for collaboration with the ambulance service under the preferred option.”</p>
<b>Adoption of the Representation model as an opportunity to learn</b>	<p>“The Panel has already suggested to the PCC that she adopt the Representation Model for a period of at least 12 months, to develop a clear understanding of the issues and challenges facing the FRS”.</p> <p>“The Representation Model, with the Police and Crime Commissioner represented on the Fire and Rescue Authority and its committees, would provide an opportunity for further work to be done to understand why previous efforts to promote collaboration have been frustrated and then come up with joint solutions that enable the pace and scope of collaborative effort to be increased.</p> <p>After a period of time and with the agreement of all parties, the governance arrangements could then be escalated to the Governance Model should that be appropriate. It is acknowledged that this is a more cautious approach but being cautious will not impede the progress of collaborative working and the achievement of significant savings”.</p>
<b>Merger with neighbouring fire and rescue authorities</b>	<p>“Would prefer to see the Representation model, and possibly a merger with neighbouring fire and rescue authorities”.</p>



<p><b>Look at other organisations where services could be joined up to provide cost savings</b></p>	<p>“The Council notes its own experience of working “better together’ with the County Council in a collaborative model. In this case the Better Together Programme enables shared expertise, intelligence and leadership between North Yorkshire County Council and Selby District Council to ensure assets are maximised to deliver savings whilst redesigning services to achieve the best possible outcomes to all customers in the locality. As a result of the programme cashable savings of £358,685 have been achieved with a further £1,021,805 potential savings identified. In total the Better Together Programme will secure savings in excess of £1.3m by March 2020.</p> <p>This example shows what can be achieved through equal collaboration without the necessity to merge governance arrangements and the District Council urges the PCC and the Fire and Rescue Authority to operate in a similar manner to achieve the objectives set out”.</p>
<p><b>Merge police forces</b></p>	<p>“How about having ONE Yorkshire Police Force get rid of Chief Inspectors only one needed!!”</p>
<p><b>Cutting management numbers</b></p>	<p>“Try cutting management I personally don't think that firemen get the praise they deserve they are the true heroes as far as I am concerned”</p>

All written responses have been provided in Appendix B.

# Focus group findings: Stakeholder views

## Participants

The following stakeholder groups provided input into this stage of the consultation. It should be expressly noted that the views are in addition to any formal response made to the PCC. These meetings were held to allow greater qualitative understanding to be investigated for stakeholders' views and should not be considered as a formal response to the consultation from the respective groups or organisations.

Police and Crime Panel\* - 3 participants (Alverton Court, Crosby Road, Northallerton)

Union Representatives<sup>6</sup> - 5 participants (Granby Road, Harrogate)

Fire Authority - 6 participants (Alverton Court, Crosby Road, Northallerton)

Local Authorities<sup>7</sup> - 5 participants (Alverton Court, Crosby Road, Northallerton)

Local Partnerships<sup>8</sup> - 2 participants (Quaker meeting Room, Friargate, York)

\* A semi-structured in-depth telephone interview was conducted with a further Panel member.

## General views

Most, but not all, participants were aware of the Policing and Crime Act 2017 that provides the legislative duty to collaborate and the framework for PCC's to consult locally on changes for governance of the Fire Service.

## Views around existing levels of collaboration

Representatives from the Police and Crime Panel indicated that the Fire and Police services, alongside wider stakeholders and partners, have been collaborating widely for many years, particularly after the two services' indicated and signed a 'statement of intent' to collaborate in 2013. However, much of what was indicated as progress related to meetings to discuss opportunities, rather than actually delivery of any tangible measures. Of those measures introduced, most related to shared buildings and workshops, e.g. in Bedale, some indication of safety hubs, plus the more recent (2017) introduction of Safe and Well checks.

Similarly, the Fire Authority and Union Representatives identified these measures, but acknowledged that the pace of collaboration had been slow. The Fire Authority suggested this was not from unwillingness on their part.

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<sup>6</sup> Association of Principle Fire Officers (APFO), Fire Brigades Union, Unison (Local Government), 2 x Unison (North Yorkshire Police)

<sup>7</sup> Hambleton District Council, 3 x Richmondshire District Council, Selby District Council

<sup>8</sup> Yorkshire Ambulance Service (YAS), Environment Agency

## Preference of options

Generally, with the exception of the FBU and Local Partnership representatives, all stakeholder groups preferred the Representation Model. This was due to:

An opportunity to trial this type of collaboration approach first, with less or no risk – If this did not work effectively, then the Governance model could then be considered.

Fire Authority members represent the views of their constituents/areas, which would allow more local knowledge to be considered, particularly around impact of any changes.

Also allows wider input from across large County including urban and rural areas, from those with many years' experience.

Is seen as being fully democratic (rather than to a 'dictatorship' style approach, expressed by one representative from the Police and Crime Panel).

Generally, these stakeholders claimed they were happy to see 'evolution', through the Representation Model, rather than 'revolution' using the Governance Model.

By contrast, the FBU and Local Partnership representatives agreed with the PCC's preferred option; they felt that the Governance model would speed up decision making and thereby improve the pace of continued and greater collaboration. A member of the Fire Authority also recognised that if it was simply a matter of speed of decision making then there should be a change to the Governance model.

The FBU representative also highlighted that the FBU's stance had changed to one that now supported the PCC's preferred Governance model option. This was mainly due to the level of engagement and dialogue they had received from the PCC, with recognition of a proactive approach taken by the PCC to research and consider the issues raised and offer solutions and compromise. The indication in the outline business case that the Governance model could bring significant savings that could be reinvested in frontline service was also seen as a contributing factor in supporting the Governance option.

## Other considerations

The Fire Authority did recognise that being one voice in 17 may still, to some extent, hinder wider collaboration at greater pace. They therefore highlighted that the Fire Authority had recently set up a 'Collaboration Panel' (early 2017) that would have just two voting members; the Fire Authority Chair and the PCC. The Collaboration Panel would invite other stakeholders to meetings to discuss wider collaboration opportunities and this was felt a suitable mechanism and compromise to allow decisions to be made at a greater pace. It was noted that local elections and the general election had so far limited the number of meetings convened, but that this was expected to increase in the future.

## Concerns

The representatives from the Police and Crime Panel, Fire Authority and Local Authorities raised particular concerns regarding the claimed savings identified in the business case. They were concerned that the outline business case was not sufficiently detailed and that the financial information did not appear robust; they questioned how accurate the savings to be achieved is likely to be.

They also raised concerns that the Governance model has not been tried and tested in Fire Services and therefore this represents, in their view, a much higher risk. They pointed out that if this approach was taken, there would be no way to roll back to the Representation model.

There were also some concern raised by Fire Authority the that the PCC role was already a full time role and that there were some areas where the PCC had not resolved service delivery issues; the 101 Service was given as an example of this. They therefore suggested adding a Fire role was likely to cause an even greater service and time management conflict and that the PCC should demonstrate effectiveness with the Police first, before taking on much wider role. The Unions and Local Authority representatives also questioned how the PCC would manage her time and the two services effectively, without additional resources.

The Local Authority representatives held concerns that the wider reviews and changes to operations already undertaken by the Fire Authority could be scrapped or rolled back by the PCC. If this was the case, they questioned whether the PCC had considered the potential impacts of taking such a decision and what supporting evidence had been gathered.

There was some recognition by a local authority representative that a single decision maker could implement change quicker. However, overall for the Police and Crime Panel, Fire Authority and Local Authority representatives (and to some extent some of the Unions representatives), concerns remained over how transparent the evidence to support decisions would be; any accountability or scrutiny of decisions was felt to be too late as decisions would already have been made. This view was held regardless of the 'assessment' identified in the outline business case.

*“It is assessed that this (Governance) model is most likely to achieve the greatest acceleration of the pace of collaboration, the greatest scale of ambition, and the greatest degree of transparency and accountability, bringing meaningful savings, whilst being deliverable and sufficiently mitigating against strategic and public safety risks.”*

Finally, for some, there were also personal views held that the PCC was simply 'empire building' and 'power grabbing', but these views should not be taken as the views of the organisations that those who attended represent.

**Appendix (i): Consultation questions**

**Appendix (ii): Written responses**

## Appendix H(i) – Consultation questions

**Police and Crime  
Commissioner  
North Yorkshire**



### Working Better Together: Options to improve the oversight of North Yorkshire Fire and Rescue Service

#### About the Consultation

Legislation recently passed by Parliament includes a new duty for emergency services to collaborate, and a specific opportunity for Police and Crime Commissioners (PCCs) to apply to the Secretary of State to allow them to take on responsibility for the governance of their local Fire and Rescue Service if it is in the interests of effectiveness, efficiency, economy or public safety to do so.

Before PCCs can do this, they have to make a local business case, and then ask the public what their views are. The consultation is your chance to tell us what you think about the benefits of change in North Yorkshire.

The Government and local stakeholders have made it clear that leaving things the way they are is not an option. The purpose of the proposed change is to help police and fire work better together, and with other partners, by reducing red tape to speed up decision making and get better value for money.

The options to choose from are:

The 'Representation' Model	The Governance Model	The Single Employer Model
<ul style="list-style-type: none"><li>PCC is represented on a FRA (or its committees) in their police area with full voting rights, subject to the consent of the FRA</li></ul>	<ul style="list-style-type: none"><li>PCCs take on responsibility for the fire and rescue service(s) in their area</li><li>Individual services retain their operational independence, their chief officers and, their own staff</li></ul>	<ul style="list-style-type: none"><li>Fire functions are delegated to a single chief officer for policing and fire</li><li>Services would remain distinct front line services, albeit supported by increasingly integrated support services</li></ul>

FRA – Fire and Rescue Authority

This survey has been designed by an independent partner.

To respond to this consultation it is important that you are informed about the options.  
To find out more about the proposal and the options for change, please follow the links below. These will open in a separate window.

[A message from the PCC](#)  
[The options](#)  
[Full Business Case](#)  
[Video about the consultation](#)  
[FAQs](#)

If you require assistance in completing the survey please call M.E.L Research on 0121 604 4664 or email [northyorksfrsconsultation@melresearch.co.uk](mailto:northyorksfrsconsultation@melresearch.co.uk)

## Option 1: Representation model

This would mean the PCC joins the Fire and Rescue Authority (FRA) as the 17th voting member, if the FRA agree.

Q1 On a scale of 1-5, where 1 is no benefit and 5 is a significant benefit, how would you rate the Representation model? (tick one only)

- 1 No benefit     2     3     4     5 Significant benefit

Q2 And what impact, if any, do you think implementing a Representation model would have if it were introduced in North Yorkshire? (tick one only)

- Positive impact     No impact     Negative impact     Don't know/not sure

Q3 Are there any other comments you would like to add about this option?

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## Option 2: Police and Crime Commissioner Governance model

This would mean the PCC would replace the FRA and take sole responsibility for the FRA's functions.

Q4 On a scale of 1-5, where 1 is no benefit and 5 is a significant benefit, how would you rate the Governance model? (tick one only)

- 1 No benefit     2     3     4     5 Significant benefit

Q5 And what impact, if any, do you think implementing a Governance model would have if it were introduced in North Yorkshire? (tick one only)

- Positive impact     No impact     Negative impact     Don't know/not sure

Q6 Are there any other comments you would like to add about this option?

## Consultation information

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### Option 3: Single employer model

This would mean the PCC would replace the FRA as in Option 2, and also create a single Chief Officer for police and fire. Frontline officers would retain distinct identities.

Q7 On a scale of 1-5, where 1 is no benefit and 5 is a significant benefit, how would you rate the Single Employer model? (tick one only)

- 1 No benefit     2     3     4     5 Significant benefit

Q8 And what impact, if any, do you think implementing a Single Employer model would have if it were introduced in North Yorkshire? (tick one only)

- Positive impact     No impact     Negative impact     Don't know/not sure

Q9 Are there any other comments you would like to add about this option?

### Consultation information

To respond to this consultation it is important that you are informed about the options. To find out more about the proposal and the options for change, please follow the links below. These will open in a separate window.

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## Other ideas and comments

### Your preferred option

Q10 Of the three options, which do you prefer? (tick one only)

- Option 1: Representation Model       Option 2: Governance Model       Option 3: Single Employer Model

Q11 Do you have any other ideas to improve how our emergency services could work better together?

## Consultation information

To respond to this consultation it is important that you are informed about the options. To find out more about the proposal and the options for change, please follow the links below. These will open in a separate window

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## About you

We have to collect the following information for equality monitoring purposes.

**Q12** If you are responding on behalf of an organisation, please state which one? (please write in below)

**Q13** Which local authority area do you live in? (tick one only)

- City of York Council
- Craven District Council
- Hambleton District Council
- Harrogate Borough Council
- Richmondshire District Council
- Ryedale District Council
- Scarborough Borough Council
- Selby District Council
- Other (please specify)

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Q14 **What age group are you?** (tick one only)

Under 16

16-24

25-34

35-44

45-54

55-64

65-74

75+

Q15 **Are you....?** ( tick one only)

Male

Female

Other

If you require assistance in completing the survey please call M.E.L Research on 0121 604 4664 or email [northyorksfrsconsultation@melresearch.co.uk](mailto:northyorksfrsconsultation@melresearch.co.uk)

Q16 **[Only answer if you are female] As a woman, are you.....?** (tick all that apply)

- Pregnant
- On maternity leave
- Returning from maternity leave
- None of the above

Q17 **Is your gender identity the same as the gender you were assigned at birth?** ( tick one only)

- Yes
- No

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**Q18 What is your ethnic background? (tick one only)**

- |  |  |
|--|--|
| <input type="radio"/> White: English/ Welsh/ Scottish/ Northern Irish/ British | <input type="radio"/> Asian: Pakistani               |
| <input type="radio"/> White: Irish   | <input type="radio"/> Asian: Bangladeshi             |
| <input type="radio"/> White: Gypsy or Irish Traveller                          | <input type="radio"/> Asian: Chinese                 |
| <input type="radio"/> White: Other   | <input type="radio"/> Asian: Other                   |
| <input type="radio"/> Mixed: White and Black Caribbean                         | <input type="radio"/> Black: African                 |
| <input type="radio"/> Mixed: White and Black African                           | <input type="radio"/> Black: Caribbean               |
| <input type="radio"/> Mixed: White and Asian                                   | <input type="radio"/> Black: Other                   |
| <input type="radio"/> Mixed: Other   | <input type="radio"/> Other: Arab                    |
| <input type="radio"/> Asian: Indian  | <input type="radio"/> Other: Other ethnic background |

**Q19 What is your current working status? (tick one only)**

- |  |   |
|--|---|
| <input type="radio"/> Employed (full or part time)     | <input type="radio"/> Unable to work/long term sick |
| <input type="radio"/> Self-employed                    | <input type="radio"/> Retired                       |
| <input type="radio"/> Out of work                      | <input type="radio"/> Full time student             |
| <input type="radio"/> Looking after the home or family | <input type="radio"/> Other                         |

If you require assistance in completing the survey please call M-E-L Research on 0121 604 4664 or email [northyorksfrsconsultation@melresearch.co.uk](mailto:northyorksfrsconsultation@melresearch.co.uk)

Q20 Which of the following best describes your sexual orientation? (tick one only)

- Bisexual
- Gay/Lesbian
- Heterosexual/Straight

Q21 What is your marital status? (tick one only)

- Married
- Civil Partnership
- Divorced
- Single
- Widowed
- Other

If you require assistance in completing the survey please call M.E.L Research on 0121 604 4664 or email [northyorksfrsconsultation@melresearch.co.uk](mailto:northyorksfrsconsultation@melresearch.co.uk)



Q22 **What is your religion or belief?** (tick one only)

- Buddhist
- Christian
- Hindu
- Jewish
- Muslim
- Sikh
- Other
- No religion

Q23 **Are you or any household member's day to day activities limited because of a health problem which has lasted, or is expected to last, at least 12 months?** (Tick one only) (Include any household member with a long-term illness or disability in your answer)

- Yes – limited a lot
- Yes – limited a little
- No

If you require assistance in completing the survey please call M.E.L Research on 0121 604 4664 or email [northyorksfrsconsultation@melresearch.co.uk](mailto:northyorksfrsconsultation@melresearch.co.uk)

Q24 **Please tick here if you would like to be kept informed about the consultation** (leave blank if you do not wish to be kept informed)

Yes - I would like to be kept informed by email

Yes - I would like to be kept informed by post

Q25 Please provide your email address

Please provide your full postal address

**Thank you for your time. Please click on the "Submit" button below.**

## Appendix H(ii) – Written responses

Responses from Tier-one Authorities can be found separately in Appendix I.



### **NORTH YORKSHIRE FIRE & RESCUE AUTHORITY**

Julia Mulligan  
Police and Crime Commissioner  
Office of Police and Crime Commissioner  
12 Granby Road  
HARROGATE  
HG1 4ST

County Councillor Andrew Backhouse  
Chairman  
North Yorkshire Fire and Rescue Authority  
Service Headquarters  
Thurston Road  
Northallerton, DL6 2ND  
Email: [clir.andrew.backhouse@northyorks.gov.uk](mailto:clir.andrew.backhouse@northyorks.gov.uk)

Our ref: AB/adb/G-1039

22<sup>nd</sup> August, 2017

Sent via email to: [Julia.mulligan@northyorkshire-pcc.gov.uk](mailto:Julia.mulligan@northyorkshire-pcc.gov.uk)  
And to: [pcc@northyorkshire-pcc.gov.uk](mailto:pcc@northyorkshire-pcc.gov.uk)

Dear Julia,

Please find attached the North Yorkshire Fire and Rescue Authority's formal response to your consultation on the local business case, "Working Better Together – options to improve collaboration between Fire and Police services in North Yorkshire".

Should you wish to discuss the content of the Authority's response, please do not hesitate to contact me.

Yours sincerely

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

County Councillor Andrew Backhouse  
Chairman

Cc: Thomas Thorp via email to: [Thomas.thorp@northyorkshire-pcc.gov.uk](mailto:Thomas.thorp@northyorkshire-pcc.gov.uk)

[www.northyorksfire.gov.uk](http://www.northyorksfire.gov.uk)

**I25ALIVE**





# North Yorkshire Fire and Rescue Authority – Response to the Local Business Case of the PCC

## **Executive Summary**

This document is presented in response to the Local Business Case (LBC) put forward by the North Yorkshire Police & Crime Commissioner (PCC). The LBC sets out a case for the PCC to take on the responsibility for running North Yorkshire Fire and Rescue Service (known as the “Governance model”).

North Yorkshire Fire and Rescue Authority (NYFRA) believes that local leaders are best placed to determine the collaboration opportunities that are in the best interests of the communities that they are elected to serve, compared to a single individual. NYFRA has developed its own proposal in response to the LBC that will continue to improve collaboration and improve outcomes for local residents (the “Representation model”).

NYFRA has been (and continues to be) a good, high performing Authority which manages its financial obligations within the current financial constraints facing all public sector organisations. It also has a good track record of collaboration with others including, but not restricted to, the other emergency services.

It is the view of NYFRA that the LBC fails to provide evidence for the majority of the savings. There are a number of assumptions made with clear caveats that these are initial ideas with no assessments of operational benefits or viability. Many of the “opportunities” identified in the LBC are already in the NYFRA work plans, while others are vague aspirations. The preferred mechanism to deliver some of the shared services (the “third entity”) has yet to be subject to a business case, and no detail is available, including on any implementation costs.

NYFRA’s alternative proposal could deliver the same collaborations as set out in the LBC, where those are clearly the best options. Therefore, this model could also deliver the same level of any savings that come from those collaborations.

There are a significant number of risks in moving to the Governance model. One of the main risks is that the change to a Governance model is irreversible, whereas a move to the Representation model does not preclude a future change to the Governance model should it not deliver the anticipated benefits.

NYFRA disputes the assessment of the benefits set out in the LBC. Specifically, the benefits of the Governance model have been overstated, while the benefits of the Representation model have been understated.

The good case for an irreversible change to the Governance model has not been made. NYFRA's proposal to move to the Representation model allows for a proper assessment of the pros and cons of this model, while learning from others who implement other models. The Representation model also allows for collaboration with a greater range of partners, while allowing the PCC to bring a welcome fresh perspective and challenge to NYFRA.

## **Introduction**

This document sets out the North Yorkshire Fire and Rescue Authority's response to the Local Business Case (LBC) developed by the North Yorkshire Police and Crime Commissioner (PCC) ("Working Better Together", 17<sup>th</sup> July 2017), for a transfer of governance from the current Authority to the PCC.

It is noted that the LBC states "Depending on the view taken by the PCC after consultation, further versions may be developed, or this version may form the LBC submission to the Home Secretary for consideration." Furthermore, it states "[The business case] is not to provide a detailed case for progressing each opportunity. Each would require a further assessment to detail the financial and non-financial benefits and costs, and set out their implementation."

In response to the information contained within the LBC, NYFRA has produced its own proposal on the most appropriate way forward which balances costs, savings, collaboration and public safety in an appropriate and risk assessed way. In summary, the proposal is the representation model with the PCC as the 17<sup>th</sup> member of the Fire Authority, and as only one of two voting members on the committee that deals with collaboration. The full proposal can be found on the Authority's website.

It also recognises that local leaders are best placed to determine the sort of collaboration that is in the best interests of the communities they are elected to serve. We are committed to steps that will enable the police, fire and rescue, and other emergency services to collaborate where it helps us to achieve the outcomes we aspire to for our communities and where it brings greater efficiency and effectiveness in achieving those outcomes. We can however get there more easily and more quickly. We do not need to rely on time-consuming structural reform to improve collaboration. We can look for local solutions to collaboration on all aspects of public protection that use the legislation's criteria for ways of working together; economy, efficiency, and effectiveness, or public safety.

We can also provide a more flexible framework for collaboration that can adapt to the inclusion of other key partners when they are ready to join. We can get on with it now.

The starting point should be about how the proposals will improve outcomes for residents living in the area in terms of better multi-agency working, increased effectiveness and resilience and the delivery of efficiencies. There is also concern that the benefits of close working between NYFRA, local authority health and adult services and other health partners would be compromised by a focus simply on collaboration with the Police.

## **History of assessments, audit and collaboration**

### **Assessments and Audit**

North Yorkshire Fire and Rescue Authority is consistently high performing, as evidenced by independently external opinion:

- In 2006 in the Comprehensive Performance Assessment (CPA), NYFRA was rated "good" (range = excellent, good, fair, weak or poor).

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## NYFRA Response to the Local Business Case of the PCC

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- In 2007, under a direction of travel assessment, NYFRA was rated as “performing well” (consistently above minimum requirements; range = inadequate performance, adequate performance, performing well, performing strongly).
- In 2009 under Comprehensive Area Assessment (CAA), NYFRA was rated as “performing well” (as above).
- In 2013 NYFRA underwent a Peer Review. This is not an assessment, but a process to provide external challenge and support improvement. The team were asked to consider a number of areas, including new management structures and the Service’s response to flooding. The report provided some useful direction (which for example resulted in the Fire Cover Review being undertaken), but on the whole was positive about the Service and Authority
- In 2014/15 and 2015/16 the external auditors issued an “Unqualified Value for Money” conclusion. Prior to that, under different guidelines from the National Audit Office, the auditors reported each year that the “Authority had proper arrangements in place to secure economy, efficiency and effectiveness in its use of resources”.
- Performance indicators shows that NYFRA is generally high performing and demonstrating continuous improvement year on year.

### Collaboration and reform

North Yorkshire Fire and Rescue Authority have a strong track record of collaborating with partners. At the February Authority meeting, it agreed a new collaboration strategy in order to further drive the pace of collaboration. A Collaboration Committee was established (to include the PCC as one of two voting members and with other partners invited), and this committee oversees the collaboration work. The LBC states that “... NYFRS currently delivers a greater proportion of its services in joint delivery models with other agencies than NYP ...”

There are many examples of existing collaboration between NYFRA and a wide range of partners to directly or indirectly improve public safety. These include:

- Shared Transport and Logistics facility with North Yorkshire Police
- Shared virtual Control Room with Cornwall Fire and Rescue Service
- Emergency First Responder scheme with Yorkshire Ambulance Service
- Joint Fire Investigation provision across the regional fire and rescue services
- Community safety partnerships across North Yorkshire and City of York
- 95 Alive with North Yorkshire, City of York, North Yorkshire Police, and other partners
- Service level agreements with NYCC to provide support services
- LIFE courses (youth engagement and diversion) delivered by FRA, funded by local authorities and OPCC

NYFRA is outward facing and is constantly seeking new opportunities for collaborative working. These include:

- Safe and Well visits (home fire safety checks with additional checks around health and well-being related issues) being developed with Clinical Commissioning Groups and local authority Public Health
- On-going discussions with health partners around increasing the fire and rescue response to medical emergencies, including cardiac arrests and falls in the home
- On-going discussions with health partners and the voluntary sector around fire and rescue delivering health advice
- Driver training co-location with NYP at NYFRA premises
- A joint emergency services station at Ripon

## **Detailed Response to the PCC's Local Business Case**

### *Lack of evidence that the Governance model accelerates collaboration*

The LBC claims that collaboration to date between Police and Fire has been "limited in ambition, has progressed slowly, and has been led tactically ..." However, it is clear from the delivery of projects such as the joint transport and logistics facility at Thirsk, that a significant infrastructure project has been delivered within the timescales that would be expected within a capital project of this type. The LBC states that "integration is limited" and the teams occupy two separate halves of the site. Whereas in fact the project was to deliver a joint facility, which has a single garage space, the only limitations being that part of the space is designed to work on large vehicles and part on small vehicles. There is a separate project to look at the integration of the teams. This project demonstrates what can be achieved under the current arrangements.

There are a number of assertions within the LBC that the Governance model specifically, will drive the pace of collaboration, however, there is no evidence provided to support this. The LBC also states that "many of the priority opportunities for collaboration... could be achieved in line with the current direction of travel, but only if the PCC and NYFRA agree on the objectives and priorities". As the current PCC is now keen to progress some of these opportunities (which has not always been the case since the 2013 statement of intent referred to in the document) and now has a seat on the Fire Authority's Collaboration Committee, there is no reason why these opportunities will not be realised under the Representation model. This model will provide the type of "robust governance architecture" that the LBC suggests is required to deliver savings from collaboration.

Within the collaboration opportunities identified in the LBC, a number of opportunities have been assessed by the PCC as a "Transformation Vision", such as a Control room and shared estates, that are long term and already feature in the Authority's Collaboration plan (as considered at the Collaboration Committee). Other 'transformational opportunities' such as the accelerated use of shared data and intelligence, are no more than vague aspirations that do not have any detail, and have not had any assessment as to their merits.

Nearly all the collaboration opportunities would require separate business cases, and this demonstrates that there is no current evidence to support them, and yet these are the basis for the proposed change to the Governance Model. The LBC states that "these are all initial ideas at this stage and indicate the potential possibilities for collaboration ... all would be subject to separate investment cases, and where necessary, consultation."

Any case for collaboration that has merits, can be developed and delivered without any changes to governance. However, the proposal by the Fire Authority to move to a Representation model, with the PCC as one of the two voting members on the Collaboration Committee, will ensure that where any such business case demonstrates the benefits in terms of economy, efficiency, and effectiveness and/or public safety, these will be taken forward. The LBC states "The experience of NYFRS and NYP to date can be drawn on to ensure sustainable development of future collaboration ..."

### *Unsupported financial assumptions in respect of benefits and costs savings*

The LBC states that the net present value of the Governance model would be £6.6m (over 10 years), compared to the Representation model of £1.3m (over 10 years). The largest financial differences are shared enabled support services, which is stated will provide a benefit of £550k per annum (£4.7m in total) with the Governance model compared to £70k per annum (£630k in total), and shared senior management posts, which is stated will provide a benefit of £250k per annum which (it is stated) could only be achieved by the Governance model. These have been based on estimates which *could* involve duplication across

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both organisations and where there *may* be opportunities for joint roles or purchasing. The LBC notes that “these are intended as an indication of the potential ... with further analysis required on a service by service basis to review the actual opportunity within individual collaboration business cases.”

Given that the legislation stipulates that the finances for both organisations will be kept separate, it is difficult to identify how the savings will be apportioned between fire and police, and no further detail is provided in the LBC.

Comments on the costs and savings claimed in the LBC for the Governance model are set out in the table below.

Area	Total Claimed (Costs) or Savings, over 10 years	Comment
Implementation costs - recurrent	(576)	This cost is £64k per year to cover additional staff and additional governance support costs within the OPCC
Implementation costs – one off specialist support	(121)	This cost includes project management and consultancy costs of circa £60k per year for 2 years
Direct governance benefit	900	This reduction is £100k per year as a result of no member direct costs, training or committee services.
Shared estates	1,330	Based on a varying amount of between £70k and £290k per year over the 10 year period.
Shared senior management posts	1,825	Based on the removal of the Section 151 officer and Monitoring Officer roles, plus some unspecified senior management post reductions, assumed at £250k per year (phased).
Shared enabled support services	4,650	Based on assumed joint posts or purchasing arrangements of £550k per year
Total	8,009	
Net Present Value	6,600	

Table: LBC Governance model economic assessment

The assumptions in respect of the savings are speculative and no detail or evidence has been provided. The LBC itself sets out how these assumptions are untested in respect of the shared estates assumption, of which it says “No attempt has been made at this stage to assess the operational benefits or viability of the proposals” and “...assumption that the projects are technically viable, but no work has been done to actually verify this”. It also makes clear that all costs and floor space requirements are estimates. Assumptions have been based on NYP sharing an existing NYFRS fixed site with the largest financial benefit being assigned to NYP. All dates (and therefore attributed benefits) are “... based on NYP estates strategy but these currently have no standing in NYFRS.” It is difficult to see how any realistic costs and benefits can be calculated when no alignment of estates requirements has taken place.

For the shared enabled support services, the LBC notes that these are “... based on the assumption that a number of shared posts could be achieved across services, subject to consultation, based on analysis of existing structures.” There is a similar lack of clarity on the shared senior management posts, where the LBC says “it is assumed that it would be possible to combine some senior management roles across fire and police...”

Due to the lack of detail on each of the projects in the LBC, the Authority is unable to determine how the level of savings set out for each option has been arrived at. However, given that the Representation model will be able to deliver the same collaboration projects, it follows that similar levels of savings will accrue from both models. This is particularly the case for shared enabled support services and shared estates, given the renewed appetite for collaboration from the PCC and police.



Costs of implementation not clearly identified

As with the savings claimed in the LBC, the costs of implementation are not clearly identified. Specifically, the costs of setting up and running the 'third entity' are not set out, nor are the costs of any redundancies, which presumably would be required if the savings from shared enabled support services are to be realised

Business case driven by notional timescales

The LBC appears to be driven by a notional timescale of April or October 2018 for implementation, rather than a business need and/or a risk appropriate approach.

Lack of clarity around delivery model

In the LBC, the notion of a 'third entity' is raised, without any clear explanation of what this is. This is mentioned for the first time in the consultation version and not in earlier drafts presented to the Strategic Reference Group (a group set up by the PCC as part of the process to develop the business case that included the leaders of North Yorkshire County Council and City of York, as well as the chair of the Fire Authority).

Whilst in the LBC, this is stated as the preferred approach to managing the support functions; it also states that "a separate business case would be required to assess the case for such a change". As with the collaboration opportunities, the fact that this still requires a business case, indicates that the evidence is not available to determine, whether or not this approach is valid.

Risks

There are a number of strategic risks identified in the LBC. These include:

- "the 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."
- "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."

The Representation model manages the above risks by having the PCC as part of the decision making process, but with the check and challenge of the other elected members of the Fire Authority as well.

One of the key risks in respect of the change to the Governance model, is that the change is irreversible. It is not possible to revert to either the existing governance model or the Representation model, once this change has occurred. One of the advantages of moving to the Representation model is that it does not preclude further change, if the anticipated benefits are not realised, including a change to the Governance model.

A further risk is that the cost of the changes, in time and money (across fire, police and the office of the PCC), could have been better used to focus on delivering better outcomes for citizens (primarily through collaboration with other partners and implementing service improvements).

There is one specific risk in respect of the collaboration work that fire and rescue service is starting with health partners that could be jeopardised by too great a focus on collaboration with the police. The LBC

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states that "Initial discussions with Yorkshire Ambulance Service (YAS) as part of this work indicated that simplified or shared governance between fire and police may improve joint working with health." There is no evidence to support this statement, and there is no indication from the current discussions with health partners that the governance arrangements have any bearing at all on these collaborations.

**NYFRA Assessment of Benefits**

NYFRA disputes the PCC's business case's assessment of benefits. With detailed knowledge of the Fire and Rescue Service's business purpose, a more appropriate assessment of benefits has been undertaken, which has led to a different score for the critical success factors. The differences are highlighted in the tables below.

NYFRA assessment against each criterion

- *CSF 1: Accelerates scale, pace and effectiveness of collaboration.*

	Representation	Governance
NYFRA Assessment	M	M
LBC	L	H

- NYFRA believes that similar benefits accrue from both the Representation model and Governance model; hence both are scored as medium. This is due to the Collaboration Committee, which includes the PCC, and the fact that the representation model retains close links with local authorities. The LBC states that "the PCC has a formal opportunity to influence the shaping and improvement of future collaboration opportunities that come formally before the NYFRA and the Collaboration Committee."
- The rating for "improves public safety and prevents vulnerability" (CSF1.1) assesses health collaboration as Medium due to "...collaboration opportunities with health partners would also continue to require multiple governance bodies to sign-off", whereas, in the Governance model, it is rated as High because "it would reduce the number of decision makers ..." In reality, this would only reduce the number of decision makers by one.
- The LBC states "Those opportunities which are not yet in flight, such as shared support services functions, are unlikely to take place." There is no evidence to support this statement.

- *CSF 2: Brings benefits in terms of transparency and accountability*

	Representation	Governance
NYFRA Assessment	M	M
LBC	L	M

- The LBC gives no credit to the increased transparency and accountability that would accrue under the Representation model. NYFRA believes that similar benefits accrue from the Representation and Governance models, hence both are scored as Medium. This is because the local councillors retain their elected accountability to the residents of North Yorkshire and York, over a large geography, including areas of deep rurality. Therefore, the challenges resulting from our geography means that it would be more beneficial to have a number of elected representatives and the PCC to represent the views and concerns of our diverse communities.
- "Improving public engagement and awareness" (CSF2) has been scored as Low for the Representation model as it does not bring material change to the status quo position however, the LBC states "...the PCC's presence on the NYFRA could act as a catalyst to introduce the types of pro-active public engagement the PCC has undertaken in policing."
- It is noted in the LBC that "... factors which are considered also to have impeded progress, including cultural differences between police and fire services..." Whilst one of the benefits under this CSF is considered to be "improving cultural environment for collaboration", this has been rated as "Low" within the Representation model and "Medium" within the Governance model. There is no evidence in the LBC to support this statement. Indeed, the

Collaboration Committee is an example of the Authority recognising that the cultural environment required for collaboration is different to existing arrangements, and this committee is an appropriate environment to foster, develop and drive collaboration.

- *CSF 3: Is Deliverable*

	Representation	Governance
NYFRA Assessment	H	M
LBC	H	M

- NYFRA agrees with the assessment scores in the PCC's business case. There are no additional costs associated with the Representation model, save for the additional cost that the PCC would incur for the OPCC. The LBC states "This option is currently supported by the existing NYFRA and so would be easy to implement. It could also be a stepping stone to Governance or the Single Employer model in the future." There are a number of points raised in the LBC relating to the Governance model such as "... additional costs – a one-off implementation cost and ongoing costs." The LBC goes on to say "Implementation challenges can be expected, due to transfer of staff, assets, contracts and liabilities ...". It also states that "... it is not possible to revert to the Representation model after this option has been implemented unless there is subsequent primary legislation."

- *CSF 4: Mitigate strategic risks.*

	Representation	Governance
NYFRA Assessment	H	M
LBC	H	H

- The evidence for this Critical Success Factor includes a number of identified risks.
- Given the number of risks identified in the PCC's business case for the Governance model, it is difficult to see how this option scores as highly as the Representation model. In particular, the LBC states "there is a long term risk that strategic commissioning becomes more geared towards achievement of police objectives than fire ..."
- In addition, "... [long term risk] 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." It is highlighted that "The PCC will need to put appropriate resource into maintaining links with local government (City of York, County and Districts)."
- "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."
- In terms of the scoring assessments, the Representation model has been rated as High overall however, the Governance model has also been rated as High. The only score showing a higher rating than the Representation model relates to the "Risk of Losing Resilience" (CSF4.4) which has been rated as High for the Governance model and Medium for the Representation model. In comparison, the "Compromise to links with local government" (CSF4.3) has been rated as lower (Medium) than the Representation model (which is High).
- As an overall assessment, this would imply that the Representation model should be High and the Governance model should be Medium.

NYFRA Response to the Local Business Case of the PCC

A summary table of NYFRA's assessment of the critical success factors is set out below.

Critical Success Factors		Options			
Critical Success Factor	How the test is met	Do nothing Model	Representation Model	Governance Model	Single Employer Model
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.	L	M	M	H
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.	L	M	M	M
Is deliverable	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.	H	H	M	L
Mitigate strategic risks	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.	M	H	M	L
CSF summary assessment		L-2 M-1 H-1	L-0 M-2 H-2	L-0 M-4 H-0	L-2 M-1 H-1

Table: Summary assessment of critical success factors

NYFRA disputes the statutory tests assessment in the LBC. The main area of disagreement is the score against transparency and accountability (see table below). NYFRA cannot see that there is any difference between the statutory test for the Representation model and Governance model. Indeed, looking at the total scores for the statutory tests below, it is the view of NYFRA that both models would score the same.

How the test is met	Governance Option	Statutory tests	
		Economy/efficiency/ effectiveness	Public safety
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.	Representation	✓✓	N/A
	Governance	✓✓	N/A
The governance option can improve transparency, accountability, visibility, and consistency of decision-making for the public, stakeholders and NYP and/or NYFRS.	Representation	✓✓	N/A
	Governance	✓✓	N/A
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.	Representation	N/A	✓✓
	Governance	N/A	✓✓
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.	Representation	✓✓	✓✓
	Governance	✓✓	✓✓
Score against statutory tests	Representation	✓✓✓✓✓✓ (6)	✓✓✓✓(4)
	Governance	✓✓✓✓✓✓(6)	✓✓✓✓(4)

Table: Summary assessment of statutory tests

**Conclusions**

The legislation for a change of governance is discretionary and not prescriptive. It allows for a local choice to be made depending on local circumstances. It is NYFRA’s contention that the PCC’s business case is flawed in the way it has carried out its assessment of the various models and in not reflecting the actual local circumstances.

However, NYFRA welcomes the PCC’s interest in collaboration, and to this end has invited her to support the implementation of the Representation model. We believe that the Representation model provides the best governance model for greater collaboration across a range of partners (and not just with emergency services) and allows the organisations to build on strong governance arrangements that are already in place. Under this model we believe that the fresh perspective and challenge that the PCC will bring to NYFRA generally, and the Collaboration Committee in particular, will help drive further collaboration to deliver the best outcome for our residents collectively.

Before an irreversible step is taken in moving to the Governance model, a proper assessment could be made of the pros and cons of the Representation model, and to learn from others who will implement other models for the first time.

# NORTH YORKSHIRE POLICE AND CRIME PANEL

## 1.0 Introduction

1.1 This submission outlines the response of the North Yorkshire Police and Crime Panel ("the Panel") to the Police and Crime Commissioner ("the PCC") regarding her consultation on options to improve collaboration between the Police and Fire and Rescue Services (FRS).

1.2 Our response follows the Panel Members' careful consideration of the discussions held with the PCC at our meetings of 20<sup>th</sup> July and 14<sup>th</sup> September 2017. We would like to thank the PCC and her team for their attendance at our meetings to discuss the proposals. The Panel has also taken into consideration the alternative proposal prepared by the North Yorkshire Fire and Rescue Authority (NYFRA).

1.3 Of the possible options put forward by the PCC to achieve greater collaboration, the preferred option for the Panel, as resolved at our meeting of 14<sup>th</sup> September 2017, is the Representation Model.

## 2.0 Background

2.1 The advent of the Policing and Crime Act earlier this year has re-invigorated debate about collaboration between the emergency services. This in itself can only be a positive for communities and the Panel, as with other partners participating in this discussion locally, is clear that simply maintaining the 'status quo' on collaboration is not enough for our communities in the longer term. However, the considerable legislative mandate given to PCCs to take on additional responsibility for oversight of a local FRS needs to be carefully considered and weighed up against the current picture of progress, the benefits to communities and risks which can arise as a consequence of destabilising a framework.

2.2 It is evident that in some parts of the country, such as Essex, there has been a clear case for using this legislative mandate to transform governance of the Fire Authority, whole-scale, in order to address significant cultural and organisational issues. Conversely, in North Yorkshire, performance indicators and recent peer assessment suggest that the NYFRA is a high-performing authority with strong leadership. The NYFRA has developed a number of strategic partnerships in recent years to bring benefits to communities through collaboration and these have gone beyond purely looking to the Police. These have included, for example, working with local Clinical Commissioning Groups to develop Safe and Well visits in partnership to communities. In response to the additional "duty to collaborate", the NYFRA has also put in place a collaboration strategy in February of this year, following which a Collaboration Committee has been set up and on which the PCC is one of two key voting parties.

2.3 Whilst this context of performance and recent initiatives should not preclude further dialogue about what is needed for our communities and whether the impact of collaboration is currently significant enough, it does mean that any vision put forward for a transformation of governance by the PCC would have to be well-grounded in detailed analysis and risk assessment, with clear identification of costed savings and benefits. It would similarly need to be strongly evidenced that the alternative mechanism would not

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## NORTH YORKSHIRE POLICE AND CRIME PANEL

bring sufficient benefits to communities in a way that they deserve. For the Panel, we are of the view that the exercise undertaken to develop a proposal for change has not achieved this sufficiently to be able to validate the case made by the PCC. Our reasons are outlined below.

### 3.0 Panel response to the PCC's business case

#### Pace of the process

3.1 The focus of the business case and the argument for adopting the Governance Model is around achieving greater "pace" and "scale" of collaboration between Police and the FRS. However, the case presented is problematic in a couple of respects. Firstly, the business case does not adequately explain the reasons why, of the three options put forward for change, the Governance Model will singularly address the suggested deficiencies of the current status quo. Nor does it explain why previous attempts to collaborate have not progressed as quickly as expected.

3.2 The business case does not provide a detailed audit of collaboration to date, which would have provided a firm basis for understanding both progress made and the reasons for any apparent 'barriers' to progress. There are some references made to the progress achieved thus far by the FRS on collaborative initiatives but the overriding message is that collaboration has not been progressed at pace or as deeply as is needed. It is suggested that this is due to reasons of organisational sovereignty and cultural issues. Without further contextual detail it is impossible to understand whether - and why - blockages to progress may have occurred and whether or how this was challenged. Additionally, if there are cultural issues which have contributed to 'progress blockers', it is arguable that a change in governance itself may not be able to readily address these. The Governance Model represents significant strategic and management risks; a considerable stride up on a spectrum of change from the current status quo. The Representation Model, on the other hand, would enable a low-risk approach to change; with the PCC taking a seat at the table of the NYFRA and sharing the lead of collaboration on the recently-formed Collaboration Committee. This would facilitate better understanding of the challenges facing the FRS and render the model well-placed to progress collaboration in a methodical and well-evidenced way.

3.3 Additionally, the Panel has already registered its concerns (pre-consultation) that in the drive to achieve greater pace of collaboration, the pace at which this process has been driven forward thus far and the timetable for implementation are in themselves over-ambitious and risk overlooking or even bypassing the key issues of concern. The outcome of this is a business case which is too 'global' in its suggestion of savings and improvements to be confident of its viability. For example, the business case acknowledges that each collaboration opportunity identified would require its own detailed assessment of risks and benefits and consultation with those involved or affected. This has not yet been done. As such it is extremely difficult to assess whether any of the stated benefits of moving to the Governance Model would – or could – even be effected once this change is in place. This is a critical weakness in the business case. Transformation around any key public service

## NORTH YORKSHIRE POLICE AND CRIME PANEL

should only be attempted where there is some validation of the case put forward, supported by detailed, methodical analysis and planning. Additionally, there is no robust evidence or testing of the argument that the Representation Model would not deliver the same projected benefits over a ten-year period as the Governance Model. It is simply argued that the same organisational and cultural 'blockers' to progress would remain in place under the Representation Model so greater scale of change would not be effected, with little validation to this argument.

3.4 It is similarly unclear why there is an urgent need to push for implementation of the Governance Model in North Yorkshire from April 2018. There is reference to the possibility of a deferred timetable – to October 2018 – but no explanation of why slightly deferring the implementation of such a significant piece of work to enable methodical planning would be a great disbenefit. Additionally, the fact that the public consultation was set at 10 weeks rather than 12 (and conducted over peak holiday time for most people), coupled with the apparent lack of robust evidence provided to underpin the case made is suggestive of a push for North Yorkshire to become an 'early adopter' at all costs. There is no clarity given as to when an implementation plan would be made available and one isn't provided within the business case, nor is there any indication of when a benefits realisation plan would be produced. The Panel has previously expressed its concerns at the pace set for this work and now feel that the outcome of this drive for sudden pace has come at the compromise of meaningful engagement with the public and other stakeholders, and at the cost of providing a business case which could have been far more robust than it is.

### Risks

3.5 The treatment of risk around implementation of the Governance Model is a key issue and one which is not adequately addressed in the business case. A critical risk factor is the fact that adopting the Governance Model represents an irreversible step forward; as such this places even greater importance on the need for detailed planning and analysis. However, adoption of the Representation Model in the near term is very low risk in terms of management and strategic factors whilst retaining a safe and effective FRS. It also doesn't rule out the potential for it being used as a stepping stone to further consideration of the risks and benefits of the Governance Model over time. The Panel has already suggested to the PCC that she adopt the Representation Model for a period of at least 12 months, to develop a clear understanding of the issues and challenges facing the FRS. The Chair of the NYFRA has, similarly, agreed that if the benefits of the Representation Model have not delivered as anticipated after a given period then he will give his support to further work to explore implementing the Governance Model.

3.6 The business case highlights that the FRS has to be responsive to meet changing public need and complexity of need, and that its focus increasingly needs to be on prevention rather than response. The NYFRA has already made good headway in developing as a modern and responsive service, looking outwardly to those partners who can help it to provide for a range of preventative of response needs, such as the health and voluntary sectors. There is a risk that in contriving a closer relationship between Police and FRS, the change in governance risks fragmenting some of the close relationships developed

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recently with other such partners and excludes other opportunities for collaboration. Adoption of the Representation Model would enable such partnerships to continue and develop as needed, in addition to progressing any opportunities identified in collaboration with the Police.

3.7 Where there is a lack of evidential support and analysis for a case, the Panel's concern is of the risk to the efficacy of public service provided and as such any risks to public safety. We note that the business case must meet tests against effectiveness, economy and efficiency – or public safety. Under the guidance provided by The Association of Police and Crime Chief Executives (APACE), it is clear that the 'test' around public safety is a binary one; namely that public safety should not be harmed (adversely affected) in implementing a new model. It is unclear whether and how the public safety test has been applied to the Governance Model and there are a number of very broad-brush statements made around "significant improvements to public safety" which do not adequately address the point.

3.8 Should the Governance Model be adopted, the knowledge and expertise of the 16 Members of the current NYFRA would be lost. The business case briefly acknowledges the risks inherent with this in citing that "...careful measures would need to be taken to ensure the PCC has sufficient support and expertise to ensure effective governance of fire while also fulfilling her responsibilities for policing and crime". However, as there is no delivery plan available as part of the business case, this risk factor – and the mitigation of its possible consequences – does not feel to be adequately addressed. Under the Representation Model, the PCC would be able to work alongside the existing NYFRA membership, complementing their overview and expertise with her own and would be better placed to identify and help break down any barriers to progress in collaboration.

3.9 The Panel has already raised concern with the PCC that many doors in local communities will open to the FRS where they would not do so to the Police. We note the possible options identified for joining up on service delivery, such as on Forced Entry procedure. The identity of an organisation and how it is perceived within communities is a significant issue and must not be underplayed. The trusted brand of the FRS could be perceived to be diminished following adoption of the Governance Model. It is interesting to note that reference is made within the business case to the impact on the FRS 'brand' being one reason why such a significant change in governance has been abandoned in other areas. The Representation Model would help to keep this important 'brand' intact while progressing on collaborative opportunities with the Police and other partners.

3.10 Many of the strategic and management risks inherent in adopting the Governance Model may not be clear to a significant proportion of the local population who have wanted to participate in this debate as the language of the business case in particular is simply impenetrable in its language and style. The Panel has been clear since earlier this year that for any meaningful dialogue with the public, all materials provided – and the public survey itself – should be written in 'plain English'. The Panel is concerned that many of the public may therefore not have been able to fully exercise a balanced judgment on the options outlined in responding to the survey.

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## NORTH YORKSHIRE POLICE AND CRIME PANEL

### Scrutiny and accountability

3.11 As the key body responsible for providing scrutiny over the PCC's performance, the Panel has a critical interest in how the role of the PCC will develop if the Governance Model is adopted and, as a consequence of this, what the impact will be for the Panel. As such, the Panel would have liked to have had greater involvement in the process for scrutinising and overseeing the development of the business case and it was disappointing that we were not given an opportunity to participate on the Check and Challenge Panel. It is further disappointing that there is so little information provided within the business case about the engagement framework, including the Check and Challenge Panel, and the value that each of those individual groups brought to the process. It is difficult to make a reasoned assessment on such scant information and lack of access to meeting minutes as to the level of independent rigour that was fed into the development of the case now made.

3.12 Under the Governance Model, the sole body responsible for holding the PCC to account over her performance for policing, crime and FRS would be the extended "Police, Fire and Crime Panel" (PFCP). We have recently taken steps to include two Members of the current NYFRA as observers to the Panel, to assist us in developing a better understanding of the issues affecting the FRS but if the NYFRA is scrapped then it is difficult to see how we would be able to quickly gain sufficient expertise to be able to take oversight of this area of performance.

3.13 Moreover, this is a considerable increase in remit for a Panel whose legal powers and resources are limited. The Home Office has recently indicated that it does not intend to provide any additional resources to Panels to be able to discharge its role under an extended scrutiny remit, nor does it intend to review the powers available to it in holding the PCC to account on behalf of the public. The Panel identified last year that additional meetings would be required to be able to adequately scrutinise the wide range of issues incorporated under the PCC's policing and crime remit and so that the focus isn't purely on areas of 'statutory business'. This has increased the commitment for all Members from attendance at around 5 Panel meetings to up to 8 per year, in addition to any briefings, themed sub-group meetings, site visits and so on. The Panel advised PA Consulting, during the development of this business case, that we expect Members to have to almost double the current commitment required to be satisfied that we can discharge this extended scrutiny remit effectively. This clearly will also impact on the time commitment of officers supporting us. We have fed these points back to the LGA and the Home Office. It is very disappointing that this point has been underplayed within the final business case.

3.14 The key concern here isn't one of seeking remuneration for Panel Members in these circumstances (although it should be noted that the majority receive no remuneration whatsoever), but it is a legitimate and significant concern to us that under the Governance Model, there would really be no accountable body with any great weight behind it to adequately perform the checks and balances that are required. This point is so heavily underplayed within the business case that it is arguable that members of the public responding to the public survey will not have registered how their PCC will be held to account in-between their votes being cast at the ballot box. It is a point of concern for the

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## NORTH YORKSHIRE POLICE AND CRIME PANEL

public and also for the Panel. The potential ramifications of being unable to discharge an adequate check and balance role due to lack of time, expertise and adequate resourcing is not a viable position for the Panel; particularly when considering the highly-publicised ramifications for other public bodies in the last few years who have failed to provide adequate scrutiny.

3.15 In our view, the only viable way in which we as a Panel will be able to continue to perform an adequate check-and-balance of the PCC's performance is by remaining in our current form.

### 4.0 Conclusions

4.1 The Panel is not in disagreement with the broader principles around collaboration and developing opportunities further to achieve savings and benefits for local communities. But the Governance Model represents a step too far and a step which cannot be changed once made if things go wrong. The business case produced does not adequately outline the rationale for urgent change or address some of the risks inherent with adopting such a significant change in governance for us to have confidence that the Governance Model is the only way to take the future of the FRS forward.

4.2 Adopting the Representation Model is low risk, strategically and in terms of management of change. It has the potential to deliver a number of significant changes without impacting on public perception of a well-trusted 'brand' and gives a renewed mandate for the PCC and NYFRA to work together to properly review collaboration – or the reasons for the stated lack of it – and to push forward together, in partnership.

4.3 Looking to the future of our own role, the Panel is concerned that under adoption of the Governance Model, we may not have the capacity and capability to ensure that the PCC encounters sufficient constructive challenge or support in exercising her decision-making powers.

4.4 We urge the PCC to re-consider her proposal and to accept the NYFRA's offer of a seat at the table under the Representation Model.



Councillor Peter Wilkinson

Vice Chair, North Yorkshire Police and Crime Panel

*(Acting Chair at Panel meeting of 14<sup>th</sup> September 2017)*

21<sup>st</sup> September 2017

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Julia Mulligan  
Police and Crime Commissioner  
Office of the Police and Crime Commissioner  
12 Granby Road, Harrogate  
North Yorkshire  
HG1 4ST

Your Ref:  
My Ref: PC/170905 PCC Response  
Dealt with by: Paul Clark  
paul.clark@richmondshire.gov.uk  
Democratic Services  
Date: 14 September 2017

Dear Julia,

**Formal Consultation Response: North Yorkshire Local Business Case – Working Better Together – Options to Improve Collaboration Between Fire and Police Services**

Thank you for inviting Richmondshire District Council to respond to your consultation on options to improve collaboration between Fire and Police Services, and for your attendance at Overview & Scrutiny Committee 2, on 8 August 2017, to present your local business case to Members. This letter represents the Council's formal consultation response.

Having considered your proposals and those presented by North Yorkshire Fire & Rescue Authority on 2 August 2017, the Chairman of Overview & Scrutiny Committee 2 presented the Committee's subsequent report to an Extraordinary Meeting of Full Council on 5 September 2017. Following debate, a named vote was requested and taken, with Members unanimously supporting the following resolution:

*"That the conclusions of Overview & Scrutiny Committee 2 as set out in the report be endorsed and that Officers be authorised to issue a response to the Police and Crime Commissioner's consultation on behalf of Richmondshire District Council, stating that it does not support the option for unified governance under the PCC (the Governance Model) but that it does support the proposed option for securing greater collaboration between the Services (the Representation Model)."*

The following Councillors were in attendance and voted in favour of the above resolution:

Councillors John Amsden, John Blackie, Richard Blows, Jamie Cameron, Linda Curran DL, Angie Dale, Campbell Dawson, Tony Duff, Susan Fairhurst, Sam Gibbs, Danny Gill, Bill Glover, Lawrence Grose, Lorraine Hodgson, Geoffrey Linehan, Russell Lord, Richard Ormston, Stuart Parsons, Bev Partridge, Yvonne Peacock, Ian Scott, Karin Sedgwick, Angus Thompson, Caroline Thornton-Berry MBE, Ian Threlfall, Jimmy Wilson-Petch, Clive World, Stephen Wyrill and Simon Young.

A full copy of Overview & Scrutiny Committee 2's report is attached to this letter and provides the rationale for the Council's decision to support the Representation Model over the Governance Model.

Yours sincerely

**Paul Clark**  
Democratic Services Officer

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**Council**  
5 September 2017

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## **NORTH YORKSHIRE LOCAL BUSINESS CASE – WORKING BETTER TOGETHER – OPTIONS TO IMPROVE COLLABORATION BETWEEN FIRE AND POLICE SERVICES**

Report of the Democratic Services Manager and Chairman of Overview & Scrutiny Committee 2

**All Wards**  
**Key Decision = N**

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### **1.0 Purpose of Report**

1.1 Following the Council meeting held on 25 July 2017 (Minutes DC18/17 and DC19/17 refer), to provide Council with Overview & Scrutiny Committee 2's conclusions following discussions with the Police and Crime Commissioner ("PCC") and the Fire and Rescue Authority ("FRA") into the PCC's proposed shared governance arrangement for Police and Fire Services in North Yorkshire.

### **2.0 Decisions Sought**

2.1 That Council endorses the conclusions of Overview & Scrutiny Committee 2 and authorises Officers to issue a response to the Police and Crime Commissioner's consultation on behalf of Richmondshire District Council, objecting to the proposed Governance Model and supporting the alternative Representation Model.

### **3.0 Link to Corporate Priorities**

3.1 This report links to the Corporate Priority of Providing a Fit for Purpose Council by facilitating effective scrutiny of services outside of the Council's responsibility for the wider community interest.

### **4.0 Introduction & Background**

4.1 The Policing and Crime Act 2017 places a duty on police, fire and ambulance services to work together and enables police and crime commissioners to take on responsibility for fire and rescue services where a local case is made.

4.2 In response, the Police and Crime Commissioner for North Yorkshire has undertaken a review of the governance of the Fire and Rescue Service and proposed changes that are aimed at promoting improved collaboration between the Police and the Fire and Rescue Service. In turn, it is suggested that this will lead to greater efficiencies, improved outcomes and increased investment in front-line services.

- 4.3 Across the 40 force areas in England and Wales that have a Police and Crime Commissioner, there are 10 Police and Crime Commissioners who are known to be looking into options for changes to the governance to enable greater collaboration between the Police and the Fire and Rescue Service in their area. The drivers for this range from responding to the Policing and Crime Act 2017 to seeking to address specific, local issues with governance and service provision. Essex are the only force area known at this stage to have moved to such an arrangement, having received Secretary of State approval for a Governance model on 28 July 2017.
- 4.4 A local business case has been published in North Yorkshire for public consultation entitled 'Working Better Together: Options to improve collaboration between Fire and Police services in North Yorkshire'. The public consultation runs for 10 weeks from 17 July 2017 to 22 September 2017.
- 4.5 As part of the consultation exercise, the PCC must consult with relevant authorities. In North Yorkshire the relevant authorities are North Yorkshire County Council and City of York Council. Both Authorities have considered the PCC's proposed Governance Model (whereby the PCC takes on overarching responsibility for Fire and Rescue) at their respective Scrutiny Committees and Executives and have rejected it in favour of the Representation Model supported by North Yorkshire Fire and Rescue Service (where the PCC is represented on the Fire and Rescue Authority).
- 4.6 If Relevant Authorities object to the proposals during the consultation period then an independent assessor must be appointed by the Secretary of State prior to its final consideration.

## 5.0 Options

- 5.1 The options that are specified in the Policing and Crime Act 2017 to enable greater collaboration between blue light services to improve emergency services are as follows:
- (a) The status quo or the 'do nothing' option
  - (b) The Representation Model - the Police and Crime Commissioner is represented on the Fire Authority and its committees
  - (c) The Governance Model - the Police and Crime Commissioner to take on legal and overarching responsibility for the Fire and Rescue Service and the Fire and Rescue Authority ceases to exist as a governing body
  - (d) The Single Employer Model - the functions of the Fire and Rescue Service would be transferred to a single Chief Officer for policing and fire and rescue.
- 5.2 The local business case that has been prepared as part of the consultation document uses the HM Treasury Five Case Model in its options assessment process. The Five Case Model uses the following assessment criteria:
- (a) Strategic – legislative and strategic context
  - (b) Economic – the key criteria for determining the preferred option
  - (c) Commercial – commercial, HR and resourcing implications
  - (d) Financial - affordability and accounting implications
  - (e) Management – delivery of the preferred option.

- 5.3 The arguments that have been put forward for a change in governance and departing from the status quo are as summarised below. The detailed analysis is contained in the consultation document.
- (a) Inevitability – the argument that closer working between the Police and the Fire and Rescue Service is inevitable as the way of improving services and saving money
  - (b) Pace – whilst there has been collaboration to date the pace has been slow and the scope limited, with the emphasis upon the tactical rather than the strategic
  - (c) Research – the findings of national and international research and reviews suggests that joined up governance between emergency services accelerates collaboration
  - (d) Protecting the front line – increased collaboration results in increased efficiency, which in turn means that during a period of tight budgets there is greater protection of front line services
  - (e) Outcomes – a strategic view of collaboration between the Police and the Fire and Rescue Service will lead to improved outcomes.
- 6.0 **Police and Crime Commissioner – Preferred Option**
- 6.1 The preferred option that has been identified is that of the Governance Model, whereby the Police and Crime Commissioner takes on legal and overarching responsibility for the Fire and Rescue Service. A full copy can be found online here: [www.northyorkshire-pcc.gov.uk](http://www.northyorkshire-pcc.gov.uk).
- 6.2 The arguments that have been put forward for the Governance Model, are summarised below:
- (a) Decision making – simplified and aligned decision-making structures will increase the scope and pace of collaboration
  - (b) Joint strategic planning – there would be greater scope for joint planning of services, creating opportunities for more effective use of funding and resources across both services. The combined budget under the influence of the Police and Crime Commissioner would be £169m, with assets of £80m
  - (c) Front line services – estimated benefits over 10 years through enhanced collaboration being £6.6m which could then be re-invested in front line staff
  - (d) Scrutiny – improved oversight of the Fire and Rescue Service
  - (e) Public safety – improvements in public safety arising from collaborative approaches.
- 6.3 The tangible benefits that have been identified as could be achieved by accelerated collaboration between the Police and the Fire and Rescue Service, should the Governance Model be adopted, include the following:
- (a) Systematic data sharing of intelligence to enable commissioning of targeted services
  - (b) A single approach to community safety across Police and Fire and Rescue
  - (c) Roll out of more effective community safety hubs
  - (d) Joint control rooms
  - (e) Implementation of the a joint fire responder role, particularly in rural areas
  - (f) Joint management of estates, linked to One Public Estate
  - (g) Integrated specialist training

- (h) Single ICT strategy and systems
- (i) Rationalisation of the back office.

6.4 The arguments put forward against the other options, are as summarised below:

- (a) Do nothing option – this will not bring about an acceleration in strategic collaboration between emergency services, perpetuating the existing culture of tactical and localised joint working. Estimated benefits over 10 years of £0.1m.
- (b) Representation Model – this will promote greater tie in at a strategic level between the Police and Fire and Rescue Service but will suffer from the constraints of multiple decision-making mechanisms and the joint agreement of objectives and priorities. Estimated benefits over 10 years of £1.3m.
- (c) Single Employer Model – is likely to bring greater benefits than the Governance model but presents significant delivery and strategic risks. Estimated benefits over 10 years of £7.5m.

6.5 No option permits the merging of funds between services or a merger of roles between fire and police officers. The operational independence of the Chief Constable remains under all options considered.

## 7.0 North Yorkshire Fire and Rescue Authority – Preferred Option

7.1 In summary, the Fire and Rescue Authority has made the following key points:

- (a) There is already a commitment to collaboration and joint working across both services and many examples of existing collaboration
- (b) There is potentially more to gain from collaboration with the health, social care and wellbeing organisations and agencies than with the Police
- (c) Despite the detailed nature of the business case that has been presented as part of the consultation, there is a lack of evidence to support the assertion that a change of governance will yield significant, tangible and costed benefits. The benefit claims are 'theoretical at best' and 'supporting a major governance change on these basic estimates would be premature.'
- (d) The move to adopt the Governance Model without first trying the Representation Model is premature
- (e) This would be an irreversible change and there is no imperative to pursue this now.

7.2 The preferred approach of the North Yorkshire Fire and Rescue Authority is to adopt and test the Representation Model (the Police and Crime Commissioner is represented on the Fire Authority and its committees) for a period of time. The progress made through this approach can then be reviewed and options for change considered at that point. There could then be a progressive stepping up of arrangements, informed by experience.

7.3 A copy of the North Yorkshire Fire and Rescue Authority response and their alternative proposal, 'Proposal for Representation Model', can be found online here: [www.northyorksfire.gov.uk](http://www.northyorksfire.gov.uk).



## 8.0 Overview & Scrutiny 2 Conclusions

- 8.1 At the meetings with the Fire and Rescue Authority on 2 August and the Police and Crime Commissioner on 8 August, it was clear that whilst both parties embrace a need for closer collaborative working, there are significant differences between them as to how this ought to be achieved under the new legislative provisions. The Policing and Crime Act 2017 places a duty on blue light services to collaborate, but leaves the decision to adapt governance arrangements optional.
- 8.2 At both meetings there was considerable questioning on the respective merits of the Representation and Governance models. The PCC's local business case is a substantial document at 119 pages and so contains a level of technical detail which need not be addressed fully in this response, however key focuses of interest included the practical difference that the options might make to service delivery and whether the financial benefits claimed for the Governance Model are actually realisable. Both meetings involved consideration of existing and future collaboration projects taking place within North Yorkshire and elsewhere in the country – such as the potential use of tri-service responders – but it was acknowledged that these projects do not form part of the Local Business Case at present.
- 8.3 In drafting its recommendations Scrutiny has considered:
- (a) The Local Business Case published by the Police and Crime Commissioner for North Yorkshire
  - (b) The alternative Business Case published by North Yorkshire Fire and Rescue Authority
  - (c) A presentation by Cllr Andrew Backhouse on behalf of North Yorkshire Fire and Rescue Authority and subsequent discussion
  - (d) A presentation by the Police and Crime Commissioner, Julia Mulligan and subsequent discussion
  - (e) A letter sent by the Police and Crime Commissioner, Julia Mulligan, to the Chief Fire Officer Nigel Hutchinson on 28 July 2017.
- 8.4 Scrutiny's Findings:
- (a) Whilst Scrutiny consider that the Governance model could accelerate the scale and pace of collaboration from that presently undertaken, it has significant reservations as to whether it would be a proportionate step over that of the Representation model in achieving that goal. Its meeting with Cllr Andrew Backhouse found that the Fire and Rescue Authority are receptive to closer collaborative working and so the Representation model would enable that to be taken forward in order to achieve this purpose The Statement of Intent between Fire and Police is included in the business case and appears to remain current.
  - (b) The Scrutiny Committee explored how closer collaborative working could bring benefits. Examples cited to demonstrate the potential financial and resource savings available including shared real estate, shared training, back office staffing and IT. It was noted that a project involving shared use of premises was already underway. In addition, examples of more collaborative multi-agency working were provided (for example concerning community safety in York), however the Committee were not convinced how multi-agency working would necessarily be improved by unified governance since

partnership working was already tried and tested. Several projects were identified from other force areas where joint working between blue light services and other agencies better protect vulnerable people, particularly in rural areas. Devon and Cornwall were referred to as a "Nearest Neighbour" example of a demographically and geographically similar County, which has used closer collaborative working to positive effect between blue light services and other key agencies. It may be noteworthy that Devon and Cornwall's PCC has no plans to take on any functions for Fire and Rescue Services and is still able to deliver these collaborative projects.

- (c) As this Local Business Case relates to the high-level governance of Police and Fire, it does not provide a detailed, SMART plan of how the estimated savings may be achieved. The PCC acknowledged that each subsequent project would be subject to its own business case to assess its value. Until those business cases are forthcoming, estimated savings included in the case are aspirational, which led Scrutiny to believe that such an irreversible change of governance could be premature and unnecessary, and potentially place service delivery at risk.
- (d) It follows that the Committee had to consider whether the alternative Representation Model could achieve the collaborative goals of the PCC and Fire Authority and the advantages or disadvantages of the two models.
- (e) In achieving pace, the Representation Model is preferable as it can be implemented under existing legislation without the need for formal consultation or Secretary of State approval. Scrutiny's reservations regarding the Representation model is whether the Fire Authority will be receptive to changes proposed by the PCC should she have a seat at the table, or indeed whether the PCC will show the required commitment to making this model work. This is driven by a historic and cultural distinction between the two services which has led to reluctance in the past. However, the Fire Authority has proposed establishing a Collaboration Committee giving equal weight to the Fire Authority and PCC for this work. The Policing and Crime Act makes it clear however that emergency services have a *duty* to collaborate and it is hoped that this may be the catalyst needed to prompt faster and closer collaboration.
- (f) Scrutiny considered the current governance arrangements for both the Police and Crime Commissioner and the Fire and Rescue Authority and whether there are any issues of concern in respect of accountability, transparency, visibility and consistency. It heard that the Fire Authority spent just 14 hours in formal meetings over the last year, whilst the PCC spent 84 hours in meetings. However, time spent in meetings is not necessarily an indicator of effectiveness. The PCC indicated that if the Governance model went ahead, she would increase levels of staffing among fire crews, thus reversing some of the savings identified in the recent Fire Service Review. However, it was not clear how this would sit with service best value and the efficiencies identified in the business case for the Governance model.
- (g) In respect of accountability, Scrutiny noted that the PCC is directly elected by and accountable to the electorate, however the Fire Authority is also comprised of elected representatives, appointed by North Yorkshire County Council and City of York Council.

Scrutiny had concerns that public confidence may be adversely affected by a shared governance arrangement as it may make the fire service less responsive if it exists under a perceived police umbrella. For example, a concern raised by several Members is whether the PCC has sufficient capacity to take on additional responsibilities. This concern was prompted by continuing issues surrounding the 101 service which has experienced heavy call loads and long delays which have affected public confidence in the service. Members acknowledged the steps taken to mitigate this problem but equally recognised that this will not be a fast solution and the outcomes are yet to be seen.

- (h) The Committee was interested in the views of the public and Police/Fire staff who may be directly affected by the proposals. While the PCC suggested that Richmondshire District Council might delay its response until these responses were known, it was not at all clear that this was practical within the consultation parameters. Therefore, the Council should take the lead and respond to the proposals, with further information and developments being reported back to Scrutiny Committee in due course and where appropriate.

## 8.5 Scrutiny Conclusions

Scrutiny welcomes the positive approach to closer collaboration expressed by the Police and Crime Commissioner and the Fire and Rescue Authority, and recognise the reasons for their different approaches. On balance, and having considered both business cases carefully, Scrutiny prefers the Representation Model proposed by the Fire Authority to the Governance Model proposed by the PCC.

If the joint Governance approach is to be pursued in future, Scrutiny would prefer to see a more stepped and sequential approach to collaboration given the irreversible nature of the arrangement, including a more evidenced case for the savings it could produce.

North Yorkshire County Council has recently issued its response to the PCC's proposals. It has agreed to favour the Representation Model.

## 9.0 Recommendations

- 9.1 That Council endorse the conclusions of Overview & Scrutiny Committee 2 and authorise Officers to issue a response to the Police and Crime Commissioner's consultation on behalf of Richmondshire District Council, stating that it does not support the option for unified governance under the PCC (the Governance Model) but that it does support the proposed option for securing greater collaboration between of the Services (the Representation Model).

## 10.0 Corporate Implications

Scrutiny Consultation	Overview & Scrutiny Committee 2 considered the proposals at two separate Special Meetings.
Community Engagement	None.
Environment & Sustainability	None.
Financial Implications	None.

Legal Implications	None.
Risk Implications	None.
Human Resource Implications	None.
Equalities Implications	None.
Health & Safety Implications	None.

**11.0 Further Information**

11.1 Background Papers – None

11.2 File Reference – None

11.2 Appendices – None

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Chris Waterhouse  
Senior Committee Administrator

Date: 14<sup>th</sup> September 2017

Dear Mrs Mulligan,

Consultation : Options to Improve Collaboration between Fire and Police Services in North Yorkshire

On behalf of the Chairman and Members of the Council's Select Committee thank you for your attendance at the Committee's meeting held on 6<sup>th</sup> September 2017 to present and discuss your local business case for improving collaboration between the Fire and Police Services in North Yorkshire. Having considered your presentation and earlier input from the Chairman of the North Yorkshire Fire and Rescue Authority, the Committee agreed the following recommendation and commentary for submission to the Council's Policy Committee:-

*There is some merit in the case and aspirations expressed within the proposed business case for the future governance of the North Yorkshire Fire and Rescue Services, however, with no time pressures referenced within the 2017 Policing and Crime Act the Council's preference for the future governance of the service, in the first instance, is the representation model; the expectation being that the representation model will lead to greater collaboration between services.*

*In reaching this conclusion the Select Committee has reflected on what it considered were a number of grey areas within the business case, and the point that adoption of the representation model enables its operation for a period of time and allows progress made on collaboration to be reviewed within a reasonable timescale, with options for change considered at that point should satisfactory progress not be made. This approach enables a progressive stepping up of arrangements, if necessary, informed by experience.*

*Amongst stakeholders there is a desire for collaboration between the three blue light services and the Council would also wish to see active investigation of the opportunities for collaboration with the ambulance service under the preferred option.*



Paul Shevlin, Chief Executive  
Calls may be recorded for training and monitoring purposes  
For general enquiries telephone 01756 700600  
www.cravenc.gov.uk



On 11<sup>th</sup> September 2017 Policy Committee adopted Select Committee's recommendation and supporting commentary, including the wish to see active investigation of the opportunities for collaboration with the ambulance service. Please therefore accept the above statement as Craven District Council's formal submission to your consultation exercise.

Yours sincerely



**Chris Waterhouse**  
**Craven District Council**



# Skipton Town Council

NYFRS Consultation  
Office of the Police & Crime Commissioner  
12 Granby Road  
Harrogate  
HG1 4ST

18<sup>th</sup> September 2017

Dear Sirs,

**CONSULTATION ON THE FUTURE GOVERNANCE OF THE NORTH YORKSHIRE FIRE  
& RESCUE SERVICE**

With reference to the above, this matter has been considered by the Council's Finance & Policy Committee and I write, on behalf of Skipton Town Council, with the following observations which the Council asks be taken into consideration before any business case is submitted to the Home Office.

Generally, this Council does not support the proposal to add governance of the North Yorkshire Fire & Rescue service (NYFRS) to the remit already in place for the Police & Crime Commissioner (PCC).

In Mrs Mulligan's submission as the basis for the consultation exercise, she states that the public has four options (described in the consultation document as 'YOUR' options), but these are clearly the options favoured by the PCC, rather than a summary of all possible options.

There is no option of retaining the status quo with increased co-operation.

There is no option of returning to some form of the local democracy previously offered by local elected Police Committees, or of the PCC monopoly being strengthened by a locally elected management board.

This Council believes that any business case put forward by the PCC to seek to influence and/or control the governance of the NYFRS is based on the desire to further extend the existing monopoly and, more importantly, would serve to further erode the highly valued local democracy which has already been compromised through the creation of PCC's and has already politicised the governance of a vital public service.

Chief Officer & Clerk to the Council: David Parker  
Town Hall, High Street, SKIPTON, North Yorkshire, BD23 1FD  
Telephone 01756 700553  
Email [admin@skiptontowncouncil.gov.uk](mailto:admin@skiptontowncouncil.gov.uk)

The concept of PCCs was not well received, locally, by the voting public at its inception in 2012. At that election, a turnout of just 13.3 % was achieved with over 6400 voters spoiling their papers.

The second election, in 2016, achieved a turnout of just 22.47 % despite being on the same day as local council elections where the turnout was nearly double of the PCC election held in the same polling stations and in the same postal envelopes for postal voters.

This clearly demonstrates that the public is mostly unsupportive of the concept and principles behind the governance model of PCCs for the management of our public services – and, on this basis, the Council concludes that the argument for further extending this model is flawed and would result in the further weakening of local democracy as commented earlier.

In summary, this Council questions whether it would be wise, fair or equitable to grant even more influence and control into one person's thought process and direction. Further the current proposals suggest that the ambitions of the PCC may not end with the possible takeover of Fire and Rescue but could then extend to the Ambulance Service. The possibility of all three key emergency services coming, in theory, under the governance and control of the PCC, and therefore controlled and directed by one person, cannot be right. It flies in the face of what a democratic nation expects.

The Council notes that a substantial number of PCC's from across the country are not planning to put forward any similar business case to take control of their own Fire and Rescue Services – and this Council urges the PCC to rethink the current approach.

Yours faithfully,

David Parker  
Chief Officer  
Skipton Town Council



## Wigginton Parish Council

The Old School Community Hall, Mill Lane, Wigginton, York YO32 2PU  
Phone/Fax: 01904 763880 e-mail: [clerk@wiggintonparishcouncil.org.uk](mailto:clerk@wiggintonparishcouncil.org.uk)

21<sup>st</sup> September 2017

For the attention of Julia Mulligan  
Police and Crime Commissioner

Following discussion by Wigginton Parish Council, it was agreed that our response to your proposed future governance of the North Yorkshire Fire & Rescue Service should be sent.

The Parish Council objects strongly to any merging of the responsibilities of North Yorkshire Fire & Rescue service and the North Yorkshire Police and to any increased powers and responsibilities such a merger would give the Police and Crime Commissioner.

The role of the Police and Crime Commissioner is to ensure the efficiency of the Police authority and improve the services and quality of its officers. If this is to be achieved then any reduction to this responsibility in order to take on additional other responsibilities is quite unacceptable.

If the Police and Crime Commissioner believes that she can combine two roles then either the existing roll is over resourced or she will reduce her efforts to one to benefit another.

The cost of the Commissioner's office is considerable (such costs being taken away from front line policing), an increase in joint responsibilities will no doubt increase these costs considerably thus diverting funds away from operational fire commitments. We expect the Commissioner to raise the standards of the Police service and ensure that it is constantly fit for purpose. If this is to be the case then she needs to give 100% of her time and energy to this roll not 50%.

Whilst we agree absolutely in co-operation between all the emergency services, which is currently the case in North Yorkshire, merging of all or part of them will not improve this indeed, it will probably adversely affect it in that to fund her increased office we might see a reduction in front line firefighting and rescue.

We rarely see an appearance of police officers or even PCSO's in Wigginton, we do not receive replies to correspondence addressed to the commissioner's office, the 101 service is certainly the subject much adverse comment, officers are not being trained to the highest achievable standard, the cost of the commissioner's office will only continue to grow and we can expect the service provided to the public to decrease rather than improve.

Yours sincerely

P Vaughan,  
Chairman



THE PROFESSIONAL VOICE  
OF YOUR FIREFIGHTERS

### North Yorkshire Fire Brigades Union Response to PCC Business Case.

Following several months of detailed discussions with the PCC and her staff regarding the PCC's proposals for taking governance of North Yorkshire Fire and Rescue Service, North Yorkshire Fire Brigades Union would like to provide the following response to the consultation on change of governance.

We have made clear from the outset our concerns with regards the current state of crisis the service finds itself in, a direct result of lack of real governance and scrutiny of decisions made by the Chief Fire Officer. Whilst we are still sceptical regarding whether or not the move to single governance is the correct model for the service, we are clear that things cannot and must not stay as they currently are.

The direct open dialogue has been refreshing and productive, a working relationship we would be happy to continue should the PCC be successful in gaining governance of the service.

The PCC has detailed in letters to the FBU clear commitments around ceasing the Fire Cover Review and the current direction of travel which is based solely on cuts to frontline services.

We welcome the commitment to stop the reduction of firefighter numbers further on TRV's coupled with a further commitment to reinvest in the frontline reversing the dangerous introduction of 3 firefighters on TRV's by moving back to 4 firefighter by the latest 2021.

#### Looking to raise the crewing on TRV's from 3 to 4 by 2021

The below is part of the proposal received by the FBU from the PCC;

*Having considered the budget agreed by the Fire and Rescue Authority up until 2021, I feel able to:*

- *By 2021 at the latest, increase the numbers of whole-time firefighters riding on TRVs from 3s to 4s. I want to deliver this earlier than 2021, and commit to doing so if budgets allow*
- *In the meantime, not reduce numbers riding TRVs below 3*
- *Commit to reassessing the Fire Cover Review as soon as I am able, and consulting closely with the FBU on that review*

The FBU both locally and nationally have continually campaigned to achieve the correct number of staff on appliances for every eventuality and the below outlines what the NY FBU believes is achievable through the current budget figures made available to us;

In the current financial year 2017/18 the cost of crewing the whole-time appliances with 4 is £12,292,100 which would rise to £12,933,900 in 2018/2019 an increase of £641,000. The current projections if the crewing remained at 3 for 2018/19 equates to a £139,000 increase. Therefore, if the crewing was immediately raised to crews of 4, an additional £502,000 would need to be found now. The commitment given above states this could be delivered by 2021 if budgets allow.

To maintain crews of 3 on the Tactical Response Vehicles (TRV's) between now and 2020/21 would incur an increase cost of £271,000. If that figure is deducted from £783,200 (the difference between crews of 3 in 2018/19 - 12,431,900 and crews of 4 by 2020/21 £13,215,100), the amount needed to be found over the period to 2021 to assure the commitment above could be met would be between £512,000 and £548,000.

The total cashable revenue reserves as at 31<sup>st</sup> March 2017 were £6.672m for NYFRS which is over £3.6m above the accepted set amount of £3million. We would expect a percentage of that reserve could be looked into with a view to ensuring the commitment to frontline services and ensuring crews of 4 were achieved by 2021 at the very latest.

We would also recommend looking at the current cost of the fleet and how this can be improved to provide additional savings. The lifespan of standard "b" type appliances is currently on a 3 year rolling programme. Some appliances are being moved to Retained Duty System (RDS) stations with less than 25,000 miles on the clock. Once at an RDS station, the number of calls and dramatically reduced mileage mean that these appliances could be looked at having a longer lifespan at their initial whole-time station. Yes, there would be increased servicing costs, however the benefits would far outweigh the cost of new appliances and lead to an eventual saving that could be re-invested.

#### Summary

Whilst there are savings to be made, using the current resources available in a more effective and efficient way could generate an increase in the frontline along with a better service to the public of North Yorkshire and allow for any additional savings to be invested into collaboration ideas coming to fruition sooner.

The proposed financial commitment is based around a number of additional factors

*The above commitment is predicated on the wider financial picture remaining stable. By that I mean:*

- Any increase in pay for firefighters above 1% to be funded centrally and not locally
- Achieving 4s on TRVs by 2021 will depend upon the financial position I inherit, so a delay to the transfer in governance beyond April 2018 may mean this date needs to be revisited, although the commitment to reinstate would remain firm; i.e. the finances and capital decisions need to be under my control as soon as possible
- No significant changes in government funding other than those already forecast

Any increase in fire-fighter's pay up to and including 2% should not impact on the overall objective being reached. There was a 3 year period where fire-fighters did not receive a pay offer, yet NYFRS received funding and budgeted for this. With this being the case, there should be the equivalent of 3% for any pay award within the reserve budget. This would reduce the pressure and allow for up to a 2% pay offer for 2017, 2018 and 2019. This would mean that only 2020 would remain an anomaly. Based on the savings being quoted that can be achieved along with the continuing income from council tax, which is being generated by the increase in housing within North Yorkshire, then this would allow for other ways to be explored without such a big detrimental impact on the budgets.

Such a commitment will clearly improve response times to life critical incidents, improving the safety of the public and firefighters of North Yorkshire. This is something the FBU have been campaigning for since the introduction of TRV's as we have continually highlighted their shortfalls and concerns of staff forced to use these vehicles. How quickly firefighters arrive at the scene and how many resources are available can be the difference between a life and death. Financial savings must not come before public safety. It is imperative that fire and rescue services are properly funded, with resources determined by risk, not cost.

The FBU acknowledges the wish of the PCC to expand the community safety roles firefighters can be used in the future. We are committed to working to explore all options put forward by the PCC set within the parameters of NJC agreements and conditions of service for firefighters.

However Firefighters are dedicated professionals who provide an independent, humanitarian service. Operational and organisational independence from the police is a red line.

While the Police and Crime Act maintains the ban on serving police officers working as firefighters, many PCCs have been eager to emphasise that there is scope for firefighters to undertake non-warranted police activities, such as work with vulnerable people, particularly around issues relating to mental health, which take a substantial amount of police time. In some parts of the country, firefighters are exploring police constable support officer (PCSO) work.

The NYFBU seek a firm commitment that the PCC will maintain firefighters' operational independence from the police, and that firefighters will not be compelled to undertake police community support officer (PCSO) work.

#### **NJC role maps, terms and conditions**

The National Joint Council for Local Authority Fire and Rescue Services (the NJC) is the body responsible for agreeing the national framework of pay and conditions for whole-time and retained firefighters and fire control staff. It consists of 28 members appointed by the representative bodies of the employers and employees and each side is free to bring proposals to negotiations.

National bargaining provides stability, is cost-effective, strategic and efficient, providing both the necessary competence and capacity that cannot be reproduced locally. Our members also value the national arrangements for negotiating their pay with five out of six (87%) indicating they were in favour of a national pay structure in a recent YouGov survey of firefighters organised by the FBU.

It also makes strategic sense given that the demands on and operations of the service are not limited by administrative boundaries. Firefighters cross borders on emergency calls every single day and carry out work in areas covered by other fire and rescue services. Major incidents requiring large number of firefighters from many services are a regular occurrence. In these circumstances, national bargaining arrangements through the NJC provide a mechanism for addressing terms and conditions issues for sound organisational and operational reasons. They reduce costs by avoiding the unnecessary duplication and ensure that firefighters facing the same risks at incidents enjoy broadly the same conditions of service.

**The FBU seek a firm commitment that in the event of a transfer of governance, our members will continue to be employed on NJC terms and conditions and role maps.**

#### **The Single Employer Model**

The FBU is very concerned that a single-employer model, with increasingly integrated police and fire services including combined senior management, common complaints and conduct systems, and joint support services, would seriously undermine the firefighting profession.

Stakeholders from both the fire and police services have expressed concern that a single employer model does not serve their own organisations best interests or those of the wider public

Although the FBU recognise that your business case proposes a governance model, we remain concerned that the potential single employer model could be a long-term goal.

**The FBU seek a firm commitment that you will not seek to introduce a single employer model.**

#### **Privatisation**

The Fire and Rescue Service has witnessed creeping privatisation in many areas. Personnel, estates, training and frontline equipment including fire engines, have been handed over to the private firms seeking to make a profit out of the Fire Service. It is always claimed that this is a more 'efficient' way to operate but too often this proved not to be the case as epitomized by the scandalous FiReControl PFI contracts and the disastrous experience with AssetCo in London.

We have also seen examples elsewhere of privatisations which have completely failed, forcing the state to step in with a public bail-out. The failure of Metronet on the London underground is just one such example.

These examples highlight how the privatisation of emergency services is a dangerous and flawed policy. Local communities cannot afford to rely on the commercial success or otherwise of a private firm to ensure that they have fire cover. The only sensible and safe policy for the Fire and Rescue Service is that it remains firmly in the public sector.

**The FBU seek a firm commitment that North Fire and Rescue Service frontline, operational personnel and resources, will remain in the public sector.**

#### **Privatisation**

Despite the government's assurances that the police and fire service will remain operationally distinct, the PCC has highlighted within the business case merging police and fire controls and employing joint call handlers.

Fire control operators are uniformed personnel and an integral component of the fire and rescue service. They are dedicated professionals with an in-depth specialist knowledge of fire control and command, trained to provide life preserving advice to members of the public trapped, and determine what resources to mobilise to fire and rescue incidents.

Police control operators have a very different culture (non-uniformed) and call handling procedures with a separate role for call handlers and dispatchers.

**The FBU seek a firm commitment that North Yorkshire Fire and Rescue Service control staff will continue to be employed on NJC terms and conditions and adhere to nationally negotiated role maps.**

#### **Conclusion**

We have sought to highlight the areas of concern the NYFBU have with regards to the proposed change of governance whilst also considering the potential positives of such a change. NYFBU are of the belief that the current governance needs to change. The overall aim has to be that the detail set out by the PCC which includes the commitments to reinvestment into frontline services are achieved which look achievable through the collaboration initiatives contained within the Business Case. This along with further assurances to our concerns as set out above are addressed by the PCC. It would seem that the move to governance as proposed by the PCC business case maybe to the benefit of the public and firefighters of North Yorkshire and the only way this can be achieved is with the correct level of funding using the savings described within the PCC Business Case.

Office of the Police & Crime Commissioner  
for North Yorkshire,  
12 Granby Road,  
HARROGATE,  
HG1 4ST

Our ref: PCC/DR/22-9-17  
Your ref:  
Date: 22 September 2017

Dear Julia,

**Police & Crime Commissioner for North Yorkshire Consultation: Working Better Together**

I write on behalf of Paul Campbell Director of Community regarding the above consultation.

Thank you for taking the time to meet with Councillors, on the 20<sup>th</sup> September 2017, to present your proposals and provide an opportunity for discussion.

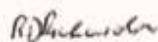
Subsequently, the Council's Cabinet met and the following was agreed:

1. That the Director of Community communicates Cabinet's views to the Police & Crime Commissioner for North Yorkshire by the consultation deadline of the 22 September 2017 whilst making it clear that such views are subject to the views of Council on 4 October 2017.
2. That the Director of Community communicates the Council's views to the Police & Crime Commissioner for North Yorkshire after its meeting on 4 October 2017.

Therefore, on behalf of the Director of Community, please find attached the extract from Cabinet Minutes in accord with point 1 above.

Please do not hesitate to contact me if you require any further information.

Yours faithfully,



**DEAN RICHARDSON**  
Head of Safer Communities  
Roger.Richardson@harrogate.gov.uk  
01423 500600 Ext 58522

*If you are replying to this communication by post, please ensure that you use the address at the bottom of the letter*

**CABINET  
HELD ON 20 SEPTEMBER 2017  
(FROM 6.03 PM TO 6.20 PM)**

**PRESENT:** Councillor Richard Cooper in the Chair. Councillors Rebecca Burnett, Stanley Lumley, Zoe Metcalfe and Graham Swift.

**EXTRACT FROM DRAFT CABINET MINUTES**

**MATTERS REFERRED TO COUNCIL FOR CONSIDERATION**

**44/17 – POLICE AND CRIME COMMISSIONER CONSULTATION:** The Director of Community submitted a written report setting out the details of the Police and Crime Commissioner's (PCC) consultation on the future of Police and Fire and Rescue services within North Yorkshire. The Policing and Crime Act 2017 placed a statutory obligation on emergency services to collaborate and enabled PCCs to take on responsibility for Fire and Rescue Services in their area. The North Yorkshire PCC had identified three potential operational models for closer working between the police and fire services and had set out a business case to enable each of these options to be assessed. The Government have confirmed that the status quo was not an option.

The three potential operating models were:

1. **Representation model:** The PCC is represented on the North Yorkshire Fire and Rescue Authority.
2. **Governance model:** The PCC takes on legal and overarching responsibility for the provision of the fire and rescue service and would become the Police, Fire and Crime Commissioner. The PCC would become the North Yorkshire Fire and Rescue Authority (NYFRA). The two services would retain their operation independence.
3. **Single Employer model:** The PCC would again become the NYFRA, and in addition fire and rescue functions would be delegated to a single chief officer for policing and fire. Front line services would retain their distinction, but with increasingly integrated support services.

The PCC had confirmed in the consultation that her preferred option would be the Governance Model.

It was recommended that the Council formally respond to the PCC's consultation as the Council was a statutory partner in policing and crime prevention in North Yorkshire and the consultation provided an opportunity for the Council to influence what could be a significant change for the district.

Immediately before the meeting of the Cabinet a pre-meeting had been arranged to which all Members of the Council had been invited to hear a presentation from the PCC, Julia Mulligan, setting out her proposals. Following this the Chair of the NYFRA, Councillor Andrew Backhouse, had set out the response of the NYFRA and its preference for the Representation model. After each presentation Members had been given the opportunity to ask questions. Councillors Stanley Lumley, Stuart Martin and Robert Windass declared



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an interest in the item on the basis that they were Members of the NYFRA and left the meeting room at this point. The Leader of the Council had then invited those Members present to make comments on the proposals.

The Leader then referred to the pre-meeting and advised that comments made by Members during that meeting had been noted and proposed that these comments form the Council's response to the consultation, and as such be included as part of the Cabinet Minutes. The closing date for the consultation was Friday 22 September 2017, however the Cabinet Minute would be subject to discussion and approval by Council at its meeting on 4 October and the Council position would be forwarded on to the PCC after its meeting.

(Councillor Stanley Lumley declared an interest in this item on the basis that he was a Member of the North Yorkshire Fire and Rescue Authority and left the meeting room during the discussion and vote.)

**RECOMMENDED (UNANIMOUSLY):**

That the following individual comments from Members be forwarded to the Police and Crime Commissioner as Harrogate Borough Council's formal response to the consultation on the future of Police and Fire and Rescue Services within North Yorkshire.

- Support the Representation model as strategic work will be done in co-operation and no confidence in the business case put forward by the PCC. Fully support the need for change as budgets are being cut, but can't see that giving so much power to the PCC under the Governance model will bring additional benefits other than simplifying the management structure at the top. The savings demonstrated in the Governance model could also be made under the Representation model, and there could potentially be more significant savings under the Representation model.
- When considering acquisitions and mergers the execution of change presents a risk, but the savings made during mergers mitigates the risk taken. Under the Governance model it is suggested that savings of £5 million will be made over 10 years, out of a budget of over £1 billion. Whilst such a saving looks good compared to no savings, there is concern over the lack of magnitude. The NYFRA needs to demonstrate it wants to change, but need a better context of benefits in order to choose change. The Representative model carries no risk, but things will carry on as they are. The Governance model carries more risk, but the suggested savings are only £5 million.
- Support the Governance model as it seems logical. Since the Police Authority has been dissolved the PCC has worked well and people can go to the PCC with issues and the business case put forward by the PCC seems sound. Would have liked to have seen a financial case put forward by the Chair of the NYFRA to back up its support of the Representation model.
- Support for the Representation model. Concern that this is a "power grab" by one person, where are the checks and balances? Also have concern over the PCC's apparent lack of interest in attending the Overview and Scrutiny Commission.
- Support for the Representation model. Anxious when control is transferred to one person, rather than an elected authority as it weakens democracy. Would like to see the Police Authority return.

- 
- Support for Representation model. There is a problem with crewing numbers in rural areas. Would prefer to see the Representation model, and possibly a merger with neighbouring fire and rescue authorities.

(6.12 pm – 6.15 pm)

The Police & Crime Commissioner  
For North Yorkshire  
Julia Mulligan

Reference: Consultation on improving police and fire collaboration in North Yorkshire

Dear Julia

In response to your consultation on improving police and fire collaboration in North Yorkshire, we as the four York Members of the North Yorkshire Police and North Yorkshire Fire and Rescue Authority wish to make the following comments:

We support the decision of our Executive and recommendation in the formal response by City of York Council in favour of the representation model to improve the police and fire collaboration in North Yorkshire.

We are concerned at the proposed loss of accountability to our residents in the proposed governance model by removing City of York Council's involvement in the governance of the service. Face to face and direct dialog and feedback with their local representative is very important for our constituents and lot will be lost if email inquiries can take up to six weeks to be responded to.

It is fair to say that discussions on your proposals with each of the two area authorities could have been entered into to see if support for your adventure existed before expending what is a large amount of tax payers' money that is greatly needed in times of austerity. We understand that operational and strategic decisions of the past and present to face these financial challenging times caused by the national government's cuts to the service can cause controversy with different stakeholders, but external reviews have consistently confirmed that the Fire and Rescue Authority has strong governance arrangements already in place and we believe that these arrangements can be further enhanced by the addition of the PCC on the Authority.

Please accept these comments as part of our response to your consultation on improving police and fire collaboration in North Yorkshire.

Regards

Cllr T Richardson

Cllr K Aspen

Cllr L Kramm

Cllr D Myers



Please ask for: Janet Waggott  
Direct Dial No: 01757 292001

Your Ref:  
Our Ref: JW/gm

22 September 2017

BY EMAIL  
[info@northyorkshire-  
pcc.gov.uk](mailto:info@northyorkshire-pcc.gov.uk)

### **Working Better Together Consultation**

Thank you for giving the District Council the opportunity to comment on the proposals for greater collaboration with the North Yorkshire Fire and Rescue Service.

The proposals were considered at the Council's Executive Meeting on 7 September 2017 where this response was approved.

The Executive considered the Business Case for change noting that the PCC's preferred option is a move to the Governance Model. The main reason for this preference is that the PCC has assessed this is most likely to achieve the greatest acceleration of the pace of collaboration, the greatest scale of ambition, and the greatest degree of transparency and accountability, bringing meaningful savings, whilst being deliverable and sufficiently mitigating against strategic and public safety risks. It is therefore most likely to deliver a transformative vision for collaboration against the context and drivers set out in the case for change. It is most likely to further enhance and improve public safety.

The Executive notes that the current Fire and Rescue Authority is comprised of Councillors from City of York and North Yorkshire County Council and as such those Councils are tier 1 statutory consultees for the process. The Executive also note the ongoing public and stakeholder consultation (of which this response is part) and workforce consultation.

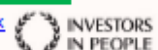
Selby District Council is supportive of collaboration within the public sector. It recognises that there are continued pressures on all public services to be more efficient and cost effective whilst delivering responsive public services.

Having considered the Business Case Selby District Council welcomes the proposed improvement that would come through greater collaboration. However it is not persuaded that greater collaboration can only be achieved (or only achieved quickly) under the governance model.

The Council notes its own experience of working "better together" with the County Council in a collaborative model. In this case the Better Together Programme enables shared expertise, intelligence and leadership between North Yorkshire County Council and Selby District Council to ensure assets are maximised to deliver savings whilst redesigning services to achieve the best possible outcomes to all customers in the locality. As a result of the programme cashable savings

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Civic Centre, Doncaster Road, Selby, North Yorkshire YO8 9FT. Tel: 01757 705101 Website: [www.selby.gov.uk](http://www.selby.gov.uk)



of £358,685 have been achieved with a further £1,021,805 potential savings identified. In total the Better Together Programme will secure savings in excess of £1.3m by March 2020.

This example shows what can be achieved through equal collaboration without the necessity to merge governance arrangements and the District Council urges the PCC and the Fire and Rescue Authority to operate in a similar manner to achieve the objectives set out.

The Council is also not persuaded by the business case in terms of the savings as projected savings need to be balanced against costs of implementation. The Business Case itself indicates (at 8.6) the respective implementation costs and benefits. It is clear that the representation model carries a significantly lower cost. Given our view that the benefits of collaboration (assessed at £100k) could be achieved through true and meaningful collaboration without the change to a Governance Model, we consider that the recurrent costs of £64k and one off costs of the change at £121k may not represent good value for the public purse.

As well as our concerns about the costs and our view that the benefits could be obtained through a less disruptive change, the Council is concerned that the Governance Model may be perceived by the residents of North Yorkshire as a very remote structure. North Yorkshire is the largest County and has a wide range of settlements both in terms of character, needs and geography.

Turnout for the PCC elections is historically low. Turnout in the County Elections and City of York is higher. The Representation Model allows 16 elected representatives from across the geography plus the directly elected PCC to make decisions. It is appreciated that there is some oversight via the Police and Crime Panel and that public responses to this consultation are awaited, however, on balance we feel that the Representation Model brings the decision making structure closer to the public than the governance model.

Therefore on balance this Council supports the Representation Model from the options available.

Yours sincerely



**Janet Waggott**  
Chief Executive

## STAPLETON AND CLEASBY PARISH COUNCIL.

Police & Crime Commissioner for N.Yorkshire,  
12 Granby Rd  
Harrogate  
HG1 4ST

Mrs K Proudfoot  
Deneside  
Front Street  
Winston  
Co. Durham  
DL2 3RJ

14/08/17

17 AUG 2017

Dear Ms Mulligan,

### 'Working Better Together' consultation.

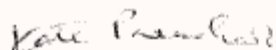
At our last Parish Council meeting the above consultation was discussed in depth with the result of the Parish Council feeling compelled to write to you about our concerns.

It has been noted over many months the amount of complaints we have heard re the '101 service' that you provide which is somewhat frustratingly hopeless in that residents can never get straight through and have spent half an hour on hold, we feel that this is not acceptable.

Speeding issues when raised over the past have not been dealt with in a positive matter and it is felt that with further amalgamation of services ever more issues will become manifest.

It is with this in mind that we ask you to reconsider and listen to the residents of North Yorkshire.

Yours sincerely,



Kate Proudfoot  
Clerk to the Parish Council

Cc: Home Secretary.

**Barton Parish Council**

21 AUG 2017

**C/O Kate Proudfoot**

**Deneside**

**Front Street**

**Winston**

**Co Durham**

**DL2 3RJ.**

**E-mail:**

[colin.kathryn.proudfoot@btinternet.com](mailto:colin.kathryn.proudfoot@btinternet.com)

14/08/17

Police & Crime Commissioner for North Yorkshire  
12 Granby Road  
Harrogate  
HG1 4ST.

Dear Ms Mulligan,


**'Working Better together, Consultation.'**

At our Parish Council last week, we discussed in detail the above consultation with some concern and the Parish Council has asked that I write to you on their behalf expressing their and residents' concerns.

It is felt that the service provided now by the North Yorkshire Police does not work efficiently and will not benefit from being amalgamated with the Fire Service and could prove detrimental to both Services and residents.

We therefore ask that the service is left as it is for the time being until all issues have been resolved satisfactorily with regard to 101 telephone response times for example.

Yours sincerely,

  
Kate Proudfoot  
Clerk Barton PC

Cc: Home Secretary.

17 AUG 2017



Fire Officers' Association  
London Road  
Moreton-in-Marsh  
Gloucestershire  
GL56 0RH

Telephone: 01608 652023

Email: [foa@fireofficers.org.uk](mailto:foa@fireofficers.org.uk)

Website: [www.fireofficers.org.uk](http://www.fireofficers.org.uk)

Police and Crime Commissioner  
OPCC  
12 Granby Road  
Harrogate  
North Yorkshire  
HG1 4ST

26 September 2017

Dear Ms Mulligan

#### **Fire and Rescue Service Governance Business Case Consultation Response**

As you are aware from our conversation the Fire Officers Association has no political affiliation and therefore our work is focused on providing the best support we can for our members. It is with this in mind that we take a pragmatic approach to any possible change in governance arrangements for fire and rescue services.

At all times we will act in what we consider to be the best interests of our members.

Our main points are;

- The fire and rescue service identity should be retained.
- The organisations should remain separate with their own leadership.
- Budgets should remain separate at all times.
- The FOA would like to see continued investment in training for firefighting staff, we see this as being essential to maintain firefighter safety and maintaining the appropriate level of professional competence.
- Collaborative work is important but the FRS does not need to lose sight of the single service skills such as fire and rescue core skills and fire safety work and inspections. In addition it is also important that time and adequate resources are available for these single service functions to be carried out.

Members wanted to reinforce the importance of the service retaining and strengthening their prevention role so they do not just become a response service. The fire and rescue service nationally has a strong and respected brand image in this area of work that has led to many successes in



the past. Members are keen to see this being continually exploited for the good of North Yorkshire and City of York residents.

The FOA would not advocate a policy of compulsory redundancies from the fire and rescue service support staff (or compulsory redundancies from any section of the workforce). The FOA would advocate an incremental approach merging "back office" arrangements and allow natural wastage to occur over time where possible.

Our middle manager members have in our opinion taken more than their fair share of reduction in numbers leading to significantly increased workloads. In some cases this has led to unsustainable levels of responsibility and work leading to mental health problems for our members. We would seek reassurance that further reductions would not be made and our members well being is considered at all times.

For many years we have been critical of some fire and rescue authorities not holding Chief Fire Officers to account resulting in some services being statutorily inspected with all the negative attention that brings to the fire and rescue service in general. The FOA would be interested in hearing in detail how the change in governance arrangements would improve accountability within the Fire and Rescue Service.

In addition the FOA would be interested to learn the detail of how you would ensure that both Fire and Rescue Services would be prepared and positioned to score well in its first HMICFRS inspection.

Considering all the above the FOA would support in principle your preferred option as described in the consultation document.

As stated above this is an "in principle" decision and the FOA will be guided by the FOA national Executive Board and its members in the Fire and Rescue Service as the move towards a change in governance progresses.

Yours sincerely



Ade Robinson  
Assistant Chief Executive  
Fire Officers Association

### Information about the Fire Officer's Association

The Fire Officers' Association was formed in 1994 in order to offer members of the service an alternative representative body which would seek to represent their views and further their aspirations in a non militant manner, free from political affiliation. A Certificate of Independence under the above-mentioned 1992 Act was granted in June 1995.

Management of the Association is vested in the Chief Executive and the Executive Board comprises serving personnel from around the United Kingdom. Membership is open to all roles (uniformed and support) but predominantly includes middle managers. It is this group of FRS staff that the Association represents in the national negotiating machinery through membership of the Middle Managers Negotiating Body (MMNB).

Since its formation the Fire Officers' Association has developed the service offered to members and we believe that the Association is in a position to offer members of the Service, particularly those in management roles, an organisation that provides representation in a responsible, constructive and modern manner.

Whilst the Association represents members in all sections and roles within the Fire and Rescue Service, our primary focus is on those members working in management roles who have day-to-day responsibility for the implementation of policy and development initiatives.

## Email responses

### Email 1

I have been informed of this survey. I am well aware of Julia Mulligan's biased surveys and this purported 'survey' forces people into choosing an option which is different from the 'status quo'.

The results of this survey will therefore be as valid as a *Hello* magazine survey and I am surprised that your organisation has chosen to be involved. I am afraid that I have to ask whether your organisation is a member of the Market Research Society.

Regards

### Email 2

I am ex HM Forces and for many years all three services Royal Navy (RN) Army and Royal Air Force (RAF), operated in their own individual environment, including Information Technology (IT) systems. Many Senior Officers and rank file did not want to operated in a "Joint" way or embrace interoperability. Eventually, the three services had to accept change and for a number of years now "Joint" operations have been functioning in a very efficient way and a number of IT services operate across all three services.

I suspect that the same initial reaction can be expected from the Police and Fire service personnel. Clearly, I suspect many will not want to lose their independence for the sake of efficiency, largely to protect their jobs. I would say the option to have collaboration between the Police and Fire services, needs careful consideration and agreement to attempt to improve efficiency in this very difficult economic climate.

### Email 3

I believe that this is an excellent idea. And really support option two.

xxxxx

#### Email 4

Hi Miss Miligan could you tell me is it a crime for someone to take your private property or a laugh. You Mersyside Police say that it is most definitely a crime and one they will only too happily investigate Ripon North Yorkshire think Internet stalking theft of private property and damage to property are the consequences of being an honest citizen who will not permit others to tell them how to live.

If I don't want to be a family crime member I don't think that I should have to tolerate their criminal actions going unprosecuted because they are famous.

Any particular reason why you are permitting Ripon to turn into a ghetto for the unlawful and greedy.

#### Email 5

Absolutely against this as it would just be political and not in the best interests of the public.

Clr. Linda Curran DL  
Clr Curran  
Member for Richmond West Ward  
Richmondshire District Council

#### Email 6

It was not clear whether or not an answer was required to every question and the questions were rather obscure.

#### Email 7

I expect there are demonstrable theoretical savings to be made over some amalgamation of administration, although these must be uncertain in prospect. But the main issue seems to be the entirely different culture of the police service and the fire service. Whatever is gained in money terms, setting up friction or creating unnecessary gaps in effective communication, use of premises, use of facilities and equipment, wouldn't be worth even a few hundred thousand pounds. They do different jobs. It isn't sensible to force them together.

## Email 8: Pateley Bridge Town Council

The Council discussed the three options to improve collaboration between fire and police services in North Yorkshire, and voted for Option 1, the Representation Model.

## Email 9

Thank you for your Business Case numbers.

*Feedback response - High level comments only:*

1. The financial numbers are far too standard numbers year on year across the ten year review period?? Not inflated?
2. No mention of the demand side for future Police & Fire Services.  
The paper takes a very narrow view of Services mainly taking out Fire Authority & Service Support costs from :
  - 2.1 The existing NY Fire Authority: the future transfer costs of liaising with local communities is not fully reflected but there will be ongoing local communication costs on Fire matters around North Yorkshire with local communities, the public and importantly business's given the number of major new projects planned for North Yorkshire. No extra travelling mileage costs or extra Officer time?
  - 2.2 Finance & Admin & SLA savings  
Many of these savings could easily be made without Governance although the global 4% shared enabled Support Services figure looks ambitious £350.0k in Year 1? £550.0k in Year 3??. These look way too optimistic and a five year profile is far more likely given the amount of Buildings and systems consolidation work to do before major change can take place and real savings accrued.
  - 2.3 The reduction of a Treasurer & one Senior Exec Fire Officer  
These could easily be implemented without Governance collaboration as the Treasurer is coming up to normal retirement and a very experienced Head of Finance is currently in post.

If you take Senior Fire Officer cover out then there is often a problem with 24/7 cover over the full 52 weeks at weekends and Bank Holidays especially if one Senior Officer needs extended sick leave after an major operation for example.

If all the Executive & legal responsibility falls on the PCC's Head's shoulders there is no budget provided for a Deputy PCC to give 24/7 cover to both the NY Police & Fire Services.

No such costs are reflected in your business case over the ten year period

arising from these operational management reductions in senior cover. As we found in York during the Christmas & New Year floods and again flash floods in Scarborough the local Fire Service had just under 100 call outs in just three hours. The weather can deteriorate rapidly as can road conditions & telecomm services the PCC lives in the Country side of Skipton getting to the Whitby Potash Mine for a major accident or a major Fire event in York is not very easy in the depths of winter.

- 2.4 SLA Savings ; are these just paper savings as NYCC will continue to have the ongoing overhead costs of operating these Northallerton functions.
- 3.0 Capital Costs : in general terms these are understated by a factor of 50.0%?? these is no revenue costs for putting in temporary building services whilst major building work is undertaken. Is the Capital Receipts figure of £1.8m underwritten by the Treasury or is it an estimated wish for figure?

To conclude:

The Business Case financial evaluation for this major policy change is lacking in detailed workings to underwrite your case for the real benefits from the Governance recommendation. Building costs are rising fast and you will need to go out to Tender for much of these merger Estates proposals, this takes significant time and various Planning & Building Control permissions.

We find it difficult to believe that both the Chief Constable and the Chief Fire Officer have formally underwritten these change proposals as a formal recommendation to the Home Office in London. Please confirm the current status. Thank you.

A number of knowledgeable people around the County have grave reservations about this proposed move and the impact on future operational service delivery performance for particularly the NY Fire Service, as trained experienced Senior Officers retire from this front line Service.

## Social media responses

### Comment 1

"How about taking politics out of services leadership ? Why we can all be asked questions why can't we do this to make us more efficient ? Ask yourself who is posing the question . It's my belief that area leadership of police, fire and ambulance should be required by law to be fully " apolitical". All three services are too important nationally and more importantly locally to be constantly buffered by this political whim and that political whim. It's true savings in spending maybe achieved here and there, sharing facilities here and there will lead to less duplication. However I treat any conclusion by any political view point that savings made will be fed back into frontline services. In my years on the planet in this country have never seen this happen, despite promise upon promise. I never ever see political leadership discuss resilience, which all three if these services desperately need. All three have been cut to the bone over the years, whilst what's required of them has increased exponentially. All three keep warning it cannot continue, the good will that prevents the wheel falling off is wearing extremely thin. Mark my words it's not a case of if the wheel will fall off, definitely more a case of when. So whenever I see any political entirety asking any questions around, "how can we become more efficient", I treat it with extreme caution. It's normally about saving pennies, whilst being pound foolish. The savings are never fed back, service worsens and change for changes sake is not good for anyone. Think on!!"

### Comment 2

"How about having ONE Yorkshire Police Force get rid of Chief Inspectors only one needed!!"

### Comment 3

"Many years ago before these sets of politicians were running the show, the police and fire brigade were joint entities. It was decided it would be better to separate them. And it is, its all about saving money and we have already seen what happens when accountants take over in SO MANY aspects of peoples lives. Both of these services do completely different tasks in society, usually if you have a firefighter knocking on the door you are pleased to see them-am not sure the public feel the same about the police, AND BUDGETS WILL be skewed toward the police who have more influence in the Home Office. THEY SHOULD BE SEPERATE SERVICES IN THEIR OWN ESTABLISHMENTS."

### Comment 4

"Going to struggle to bring the fire and police together.....people trust the fire brigade but no one trusts the police I'm afraid".

### Comment 5

"Yes I just wanted to double check. If this helps the Fire Service it sounds a good idea. They are so over stretched and hopefully this will encourage more people to join the service too".

### Comment 6

"I have watched the video . And while you make a very plausible case . I will wait and hear from the fire services as we are all going to be affected by this . . We have one officer here and a police house that has Sat empty and undated for for 7 years . How can you say that you have our best interest at heart with your policy when revenue is been wasted by not renting these property's out . Sort out the police before you start trying to sort out the fire services.

Yes I have all ready read this . But sadly we all know that these mean nothing and after a short period politicians and I put our PIC IN THIS scrap the drafts and change to what they want. . Rural policing is non existent. We have one officer who we never see . Please start bringing the police to the forefront rather than worrying about furthering your own career.

Is it about giving you more power . No-one but the conservative government thought bringing in (an elected 🗳️🗳️) PIC was a good idea . Politics should never be part of our services".

### Comment 7

"What we need here in Yorkshire is one of each: Yorkshire Police Force Yorkshire Fire Service Yorkshire Ambulance Service Saving Thousands of pounds getting rid of all these Chief Constables & all these police stations And most importantly North Yorkshire needs to unitary Authority!!! Again saving Thousands".

### Comment 8

"Hmm I am off the opinion that they will have made whatever decision they have and all this will be just "lipservice" I am sure the word concelation in this world is smile, nod, and do what the f##king hell you like!

Julia ,thanks for the response Not that I am at all cynical (much)But I did go to one of the many consultations on the Friarige Maternity unit ,not that I would wish to tar your fine fact finding mission with the same brush.But I am of the mind that after watching how our fine government have handled the opportunity that was Brexit that your time /efforts /hopes and ideas may be seeds that are to fall on stoney ground 😊 xx

But I must wish you well in your endeavours #keepthefaitth!!!! X"



### Comment 9

"Try cutting management I personally don't think that firemen get the praise they deserve they are the true heroes as far as I am concerned".

### Comment 10

"Try funding both services properly, give them enough personnel and other staff to meet their very huge demands. Stop trying to get much more for much less, unless the government is thinking about halving their numbers but still doing the same amount of work? Whatever that work may be?"

### Comment 11

"would never want the fire service in the same state you have taken the police into,ive never known it where 3 police officers have to deal with the whole of the north of york early evening,I dont feel safe no more when im told a lot of calls are ignored because of a shortage of officers..I dont really understand why you and other P.C.C.have those jobs that for years the chief constables did so well,its disgusting,I hope they never vote you in the fire service not even to clean a fire engine".

### Comment 12

"rather have better collaboration between the public and the police meddle with collaboration with police and fire bridge screws two emergency services up 101 answered asap instead of 1 for this 2 for that 3 for this etc"

### Comment 13

"Is this a joke ? :O"

### Comment 14

"Another empire building politician springs to mind, let's see how the cards topple when the police HQ moves into Northallerton with no parking my for the staff and not enough desks for them either. Saves paying a gardener though"

### **Comment 15**

"Just more austerity - savings before services".

### **Comment 16**

"Give the fire service a proportion of the "road safety" fund....."

### **Comment 17**

"Millions were wasted on regional control centres for the fire and rescue service that were never used in the end. We dont want a repeat of that with a local accountable service being snatched by a police commissioner, who is looking to justify an inflated salary by taking on the fire service as part of her remit".

### **Comment 18**

"Get the police force sorted first then think of power grabs elsewhere".



m.e.l.  
research





### **Response from North Yorkshire County Council to the Police and Crime Commissioner's 'Working Better Together' consultation on options to improve collaboration between Fire and Police services in North Yorkshire**

#### **1. Introduction**

- 1.1 North Yorkshire County Council welcomes the opportunity to respond to the consultation being undertaken by the Police and Crime Commissioner for North Yorkshire on options to improve collaboration between Fire and Police services in North Yorkshire. The Council also welcomes the interest of the Police and Crime Commissioner in trying to find efficiencies and savings in the collaboration agenda.
- 1.2 The preferred option of North Yorkshire County Council is the Representation Model.
- 1.3 The Commissioner's consultation document and Local Business Case has been considered in detail by Council's Corporate and Partnerships Overview and Scrutiny Committee on 31 July 2017 and by the Council's Executive on 15 August 2017. Thank you for attending both meetings to outline and discuss your proposals.

#### **2. Rationale supporting the adoption of the Representation Model as the preferred option for the County Council**

- 2.1 The rationale for the County Council's support for the adoption of the Representation Model, rather than the Commissioner's preferred option of the Governance Model, is provided in the following paragraphs.
- 2.2 Although potential savings and efficiencies have been identified, the Commissioner's Local Business Case does not make a compelling argument as to why it is necessary to adopt the Governance Model to address the stated shortcomings in the pace and scope of collaboration between the Police and the Fire and Rescue Service. Three options are being considered and the Representation Model, which is the least disruptive and lowest risk option, is bypassed in favour of the Governance Model. The Representation Model, with the Police and Crime Commissioner represented on the Fire and Rescue Authority and its committees, would provide an opportunity for further work to be done to understand why previous efforts to promote collaboration have been

frustrated and then come up with joint solutions that enable the pace and scope of collaborative effort to be increased.

- 2.3 The proposed move from the status quo direct to the Governance Model is an over ambitious escalation of governance arrangements. The time line for the adoption of the proposed change to governance, by 1 April 2018, is ~~entirely~~ over ambitious. This has left little room for engagement with the County C which is not in keeping with a collaborative approach. It is not clear from the Local Business Case why a more measured pace could not have been agreed from the beginning with key partners and stakeholders.
- 2.4 There is concern that the leap from the status quo to the Governance Model and the over ambitious time line are born out of a perceived frustration rather than a considered and methodical analysis of what had impeded collaborative efforts in the past, leading to a range of possible responses. There is a real risk that this will result in the public believing that the solution was first identified and then the Local Business Case engineered to support that solution.
- 2.5 The Local Business Case does not give adequate consideration of the consequences of a change in governance. There is no attempt to articulate a vision for Police and Fire and Rescue Services in the county in five or ten years' time. The cultural aspects of how Police Officers and Fire Officers will work together, how they will be perceived and how this will be different are not addressed. This is a serious omission as Police Officers and Fire Officers necessarily have very different roles and are perceived very differently by the public. Put simply, a Fire Officer is trusted member of the community who is welcomed into people's homes, someone who is seen as supportive and who can be confided in. By contrast, a Police Officer also has a clear and obvious enforcement role which is supported by intelligence gathering. The Local Business Case is focussed on the achievement of savings without any real consideration of what may be lost on the way to achieving them.
- 2.6 The Local Business Case does not make it clear that should the Governance Model be adopted, then the decision cannot be undone. Specifically, the Fire and Rescue Authority will have been dissolved and the skills, expertise and knowledge of the 16 elected members lost. This is of concern as the Local Business Case does not articulate a sufficiently robust argument to support a move directly from the status quo to the Governance Model, without first testing out the Representation Model. After a period of time and with the agreement of all parties, the governance arrangements could then be escalated to the Governance Model should that be appropriate. It is acknowledged that this is a more cautious approach but being cautious will not impede the progress of collaborative working and the achievement of significant savings.
- 2.7 It is also not clear from the Local Business Case why it would not be possible for the 2013 'Statement of Intent', which was drawn up by the Police and the Fire and Rescue Service, to be delivered through the Representation Model. There

has been a public and clear commitment by the Chairman of the Fire and Rescue Authority to progress collaborative work, where there is a strong business case and where it can improve services and outcomes. The Police and Crime Commissioner has also made it clear, through her response to the Policing and Crime Act 2017, that there is a strong desire to collaborate. Becoming a member of the Fire and Rescue Authority and working on the new and innovative Collaboration Committee has the potential, through a renewed and shared focus upon a common goal, of delivering what previously was not.

- 2.8 Previous attempts at collaboration between the Police and the Fire and Rescue Service have been impeded, in part, by the lack of a clear strategic view from the Police and Crime Commissioner. Work to foster new forms of collaboration with neighbouring Police forces have served as a distraction from developing collaboration with the local Fire and Rescue Service. It is of note, however, that despite all of this work on collaboration with other Police forces, this remains an area where further work could be done before looking at changes to governance of the Fire and Rescue Authority. The Local Business Case itself highlights that more could be done, stating that "North Yorkshire Police forecast that it would spend £4.2m in 2016/17 on collaboration with other police forces. This is 2.9% of its net revenue expenditure (NRE), which is lower than the England and Wales average of 11.9%" (page 28 of the Local Business Case).
- 2.9 The Local Business Case fails to provide sufficient evidence of what the impact upon public safety will be as a result of the proposed change in governance. The Association of Police and Crime Chief Executives (APACE) guidance states that as a minimum, the Local Business Case will need to demonstrate that there is no adverse impact on public safety. The criteria used as part of the assessment of the options for a revised governance model, do not use the four tests in the Policing and Crime Act 2017 (of which public safety is one). Instead, the four tests are translated into a series of design principles, none of which explicitly refer to public safety.
- 2.10 The financial analysis provided in the Local Business Case outlines the savings that are achievable over 10 years for each of the governance options being proposed. These are:
- Do nothing option – estimated benefits over 10 years of £0.1m
  - Representation Model – estimated benefits over 10 years of £1.3m
  - Governance Model – estimated benefits over 10 years of £6.6m
  - Single Employer Model – estimated benefits over 10 years of £7.5m.

The Local Business Case does not make it clear why it is not possible to accrue the estimated benefits associated with the Governance Model through collaborative working that is undertaken as a direct result of the adoption of the Representation Model. The assumption in the Local Business Case is that issues relating to organisational sovereignty will prevent the realisation of significant savings but this assumption is not supported by a robust evidence

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base. Equally, it can be argued that the real barrier to collaboration is cultural issues, issues that cannot easily be addressed through changes in governance.

- 2.11 The savings envisaged by the Police and Crime Commissioner are estimates only and (as the Local Business Case states) detailed business cases would need to be developed for each potential collaboration opportunity before a real understanding of the likely benefits could be achieved. In practice it can be hard to achieve anticipated outcomes, and unexpected costs often arise.
- 2.12 The Local Business Case fails to address concerns regarding democratic checks and balances and the level of oversight that the Police and Crime Commissioner would be subject to, were the Governance Model to be adopted and the Fire and Rescue Authority cease to exist as a governing body. The combined annual budget of the Police and the Fire and Rescue Service is estimated to be £169m, with assets of £80m. Both services deal with increasingly complex issues, affecting some of the most vulnerable people in North Yorkshire, that demand increasingly sophisticated responses. At present, each organisation is subject to scrutiny by the Police and Crime Panel and the Fire and Rescue Authority, each of which has an in-depth understanding of the issues faced and the appropriate responses. If the Governance Model were to be adopted, then the scrutiny of the Police and Crime Commissioner's governance of the Police and the Fire and Rescue Service would become the responsibility of the Police and Crime Panel, which has limited powers to hold the Police and Crime Commissioner to account.
- 2.13 The Police and Crime Panel has raised concerns that, at present, they have neither the capacity nor the capability to take on a significantly expanded scrutiny role. It remains unclear in the Policing and Crime Act 2017 whether any additional resources and expertise would be made available to help the Police and Crime Panel take on this expanded role. In particular, to mitigate the risks associated with the loss of knowledge and expertise resulting from the removal of the 16 elected members on the Fire and Rescue Authority.
- 2.14 The Police and Crime Panel and the Fire and Rescue Authority have a critical role to play in the ensuring that the strategic management of key public services is scrutinised and that people account for their actions and decisions. There have been a number of high profile cases over the past 10 years where the scrutiny has failed and the results of this have been catastrophic. This has included: Rotherham Metropolitan Borough Council - child sexual exploitation; Stafford Borough Council - poor care and high mortality rates at Mid Staffordshire NHS Foundation Trust; and Tower Hamlets Council - governance failings. Whilst it is not suggested that any similar failing of scrutiny is imminent, it highlights what can happen when the appropriate checks and balances are not in place.
- 2.15 The Local Business Case does not have a comprehensive analysis of the risks associated with each of the governance options. The summary information provided relates only to the Governance Model and fails to address the risks to

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existing partnerships and joint working arrangements. The County Council, particularly through adult social care and public health, has established joint working arrangements that help promote wellbeing and protect vulnerable people. These existing collaborative arrangements may well be at risk, should the Governance Model be adopted and a strong and exclusive focus on collaboration between the Fire and Rescue Service and the Police be the end result.

- 2.16 The Local Business Case also does not have a comprehensive Equalities Impact Assessment. Whilst it is suggested that this will be done as part of the submission to the Home Office, this is a serious omission as those people who are being consulted with have no understanding of what the implications may be for them and in particular those people with protected characteristics and/or those people living in rural areas. As previously stated, the Local Business Case appears to cast the proposed change in governance as a technical matter without due consideration about what the long term impact upon service delivery in the county will be.
- 2.17 Finally, it is disappointing that during the consultation period the Police and Crime Commissioner has chosen to make bold statements (not included in the Local Business Case) about detailed operational and staffing issues within the Fire and Rescue Service and what she would do immediately if the Governance Model was implemented – without the benefit of access to the information and analysis available to the Fire and Rescue Authority.

### **3. Views from district councils, City of York Council and the Police and Crime Panel**

- 3.1 Over August and September, the seven District and Borough Councils in the county met individually to consider the Police and Crime Commissioner's Local Business Case and the options to improve collaboration between Fire and Police services in North Yorkshire.
- 3.2 It is noted that six of the seven District and Borough Councils in the county have concluded that their preferred option is the Representation Model. The findings of the councils' deliberations are summarised below:

#### Ryedale District Council – Council meeting on 31 August 2017

Resolved – 'That Ryedale District Council recommend the Representation Model'.

The draft minutes from this meeting are in Appendix 1. The web link is:

<http://democracy.ryedale.gov.uk/ieListDocuments.aspx?CId=114&MIId=2753&Ve r=4>

#### Richmondshire District Council – Extraordinary Meeting of Council on 5 September 2017

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Resolved – ‘That the conclusions of Overview & Scrutiny Committee 2 as set out in the report be endorsed and that Officers be authorised to issue a response to the Police and Crime Commissioner’s consultation on behalf of Richmondshire District Council, stating that it does not support the option for unified governance under the PCC (the Governance Model) but that it does support the proposed option for securing greater collaboration between of the Services (the Representation Model)’.

The draft minutes from this meeting are in Appendix 2. The web link is:

<http://www.richmondshire.gov.uk/council-democracy/councillors-committees/meetings-of-the-district-council/council2/2204-council-agendas-reports-and-minutes-civic-year-2017-2018>

#### Selby District Council - Executive meeting on 7 September 2017

Resolved – ‘To approve the draft response to the consultation and to support the Representation Model as outlined in the business case’.

The draft minutes from this meeting are in Appendix 3. The web link is:

[http://www.selby.gov.uk/sites/default/files/Documents/Executive\\_Minutes\\_07.09.17\\_DRAFT.pdf](http://www.selby.gov.uk/sites/default/files/Documents/Executive_Minutes_07.09.17_DRAFT.pdf)

#### Hambleton District Council – Scrutiny Committee meeting on 7 September 2017

Resolved – ‘That the Committee, having taken into consideration all of the information presented, recommends to Council that the representation model be supported’.

The draft minutes are in Appendix 4. The web link is:

<http://democracy.hambleton.gov.uk/documents/g1043/Printed%20minutes%2007th-Sep-2017%2009.30%20Scrutiny%20Committee.pdf?T=1>

#### Craven District Council – Policy Committee meeting on 11 September 2017

Resolved – ‘There is some merit in the case and aspirations expressed within the proposed business case for the future governance of the North Yorkshire Fire and Rescue Services, however, with no time pressures referenced within the 2017 Policing and Crime Act, the Council’s preference for the future governance of the service, in the first instance is the representation model; the expectation being that the representation model will lead to greater collaboration between services’.

The draft minutes are not currently available. The web link is:

<http://www.cravencd.gov.uk/CHttpHandler.ashx?id=12860&p=0>

#### Scarborough Borough Council – Overview and Scrutiny Board meeting on 13 September 2017

Resolved – ‘That the Overview and Scrutiny Board endorse the views of North Yorkshire County Council on the proposals to change the governance of the Fire and Rescue Service’.

The draft minutes are not currently available. The web link is:

<https://democracy.scarborough.gov.uk/iel.istDocuments.aspx?CId=722&MId=9189&Ver=4>

Harrogate Borough Council – Cabinet meeting on 20 September 2017

No decision made at the meeting. Instead, the views of those present were collated and included in the consultation response.

The draft minutes are not currently available. The web link is:

<https://localdemocracy.harrogate.gov.uk/Agenda.asp?meetingid=4964>

- 3.3 The City of York Council Executive met on 31 August 2017 and concluded that the Representation Model was the preferred option. Executive resolved: 'That the Executive 1) Agree that the representation model would be their preferred option for the future governance of North Yorkshire Fire & Rescue Services; and 2) Instruct the Chief Executive, in consultation with the Leader, to submit a formal response on behalf of the Council'.

The draft minutes are In Appendix 5. Papers from the meeting are available via the following link:

<http://democracy.york.gov.uk/documents/g10190/Printed%20minutes%2031st-Aug-2017%2017.30%20Executive.pdf?T=1>

- 3.4 The North Yorkshire Police and Crime Panel met on 14 September 2017 to consider the Police and Crime Commissioner's Local Business Case and the options to improve collaboration between Fire and Police services in North Yorkshire. The Police and Crime Panel passed a resolution that their preferred option is the Representation Model. The two concerns raised in support of this were: the irreversibility of the governance model; and the impact on the ability of the Police and Crime Panel to scrutinise the work of the Police and Crime Commissioner and hold them to account. The draft minutes are not currently available. The Police and Crime Panel papers are available via the following link:

<http://democracy.northyorks.gov.uk/committees.aspx?commid=14&meetid=3709>

#### **4. Concluding remarks**

- 4.1 There is agreement across all affected organisations and interested parties that collaboration and joint working is key to the delivery of effective and efficient services. A great deal of progress has already been made with joint service planning and delivery across the Police, Fire and Rescue Service, County Council, City of York Council, District Councils and others. Collaborative working is accelerating and more services are being commissioned and provided in a co-ordinated way across North Yorkshire.
- 4.2 The Local Business Case clearly states the need for more collaboration between the Police and the Fire and Rescue Service. What it fails to do is provide a convincing argument as to why the Governance Model is the only way in which this can be achieved. The Representation Model offers all of the benefits that can be accrued from the Governance Model, without any of the risks. It represents a measured and stepped approach to changes in governance that can be tested over time. The Governance Model would then be an option for the future, should the Representation Model not deliver the anticipated benefits.

4.3 The preferred option of North Yorkshire County Council is for the adoption of the Representation Model.

Councillor Carl Les  
Leader, North Yorkshire County Council  
21 September 2017.

Contact address:

North Yorkshire County Council  
County Hall  
Northallerton  
DL7 8AD  
01609 532444

## **Council**

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### Minutes of Proceedings

At the Ordinary Meeting of the District Council of Ryedale held in the Council Chamber, Ryedale House, Malton on Thursday 31 August 2017

### **Present**

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Councillors    Acomb  
                  Joy Andrews  
                  Burr MBE  
                  Clark  
                  Cleary  
                  Cowling  
                  Cussons MBE  
                  Duncan  
                  Famell  
                  Frank  
                  Goodrick  
                  Hope  
                  Ives  
                  Jainu-Deen  
                  Jowitt  
                  Maud  
                  Oxley (Chairman)  
                  Potter  
                  Raper  
                  Sanderson  
                  Elizabeth Shields  
                  Thornton  
                  Wainwright (Vice-Chairman)  
                  Windress

### **In Attendance**

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Simon Copley  
Janet Waggott  
Anthony Winship

### **Minutes**

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28    **Apologies for absence**

Apologies for absence were received from Councillors Paul Andrews, Steve Arnold, Val Arnold, Bailey, Gardiner and Di Keal.

29    **Public Question Time**

There were no public questions.

30    **Minutes**

following Officer:

(a) Electoral Registration Officer - Principal Specialist - Democracy

(b) Returning Officer - Principal Specialist - Democracy

Recorded vote

For - Councillors Acomb, Burr, Cowling, Cussons, Frank, Hope, Jowitt, Maud, Raper, Elizabeth Shields, Wainwright and Windress.

Against - Councillors Joy Andrews, Clark, Duncan, Goodrick, Ives, Jainu-Deen, Oxley, Potter, Sanderson and Thornton.

Abstention - Councillors Cleary and Farnell.

36 **Police and Crime Commissioner Proposal on Future Governance of North Yorkshire Fire and Rescue Service**

The Chief Executive submitted a report (previously circulated) which presented the options contained within the consultation document: Working Better Together - Options to improve collaboration between Fire and Police services in North Yorkshire.

A copy of North Yorkshire Fire and Rescue Authority's counter-proposal to the PCC's business plan regarding governance of North Yorkshire Fire and Rescue Service had also been circulated.

Councillor Ives moved and Councillor Sanderson seconded the following motion:

That Ryedale District Council recommend the Representation Model.

**Resolved**

That Ryedale District Council recommend the Representation Model.

Voting Record

19 For

0 Against

4 Abstentions

37 **Any other business that the Chairman decides is urgent.**

There was one item of urgent business:

**Recruitment and Selection for the Permanent Chief Executive Post - Minutes 27 (Future Arrangements - Job Specification) and 28 (Future**

At an Extraordinary Meeting of the Richmondshire District Council held at Mercury House, Station Road, Richmond, North Yorkshire on Tuesday, 5 September 2017 at 6.30 pm.

- Present:** Councillor Angie Dale (Chairman).  
Councillors John Amsden, John Blackie, Richard Blows, Jamie Cameron, Linda Curran DL, Campbell Dawson, Tony Duff, Susan Fairhurst, Sam Gibbs, Danny Gill, Bill Glover, Lawrence Grose, Lorraine Hodgson, Geoffrey Linehan, Russell Lord, Richard Ormston, Stuart Parsons, Bev Partridge, Yvonne Peacock, Ian Scott, Karin Sedgwick, Angus Thompson, Caroline Thornton-Berry MBE, Ian Threlfall, Jimmy Wilson-Petch, Clive World, Stephen Wyrill and Simon Young.
- Officers:** Tony Clark (Chief Executive), Callum McKeon (Corporate Director (Strategy & Regulatory)), Michael Dowson (Democratic Services Manager) and Sarah Holbird (Democratic Services Officer).
- In Attendance:** Revd. Keith Hall (Chairman's Chaplain) and three members of the public.
- Apologies:** Councillors Paul Cullen, Louise Dickens, Helen Grant, William Heslop and Pat Middlemiss.
- DC24/17 Public Speaking**
- There were no public questions or statements submitted for consideration at the meeting.
- DC25/17 Declarations of Interest**
- There were no declarations of interest reported at the meeting.
- DC26/17 North Yorkshire Local Business Case – Working Better Together – Options to improve collaboration between Fire and Police Services**
- Further to Minute DC19/17 (19 July 2017), the Democratic Services Manager and Chairman of Overview & Scrutiny Committee 2 submitted a written report which set out the conclusions reached by Overview & Scrutiny Committee 2 following discussions with the Police and Crime Commissioner ("PCC") and the Fire and Rescue Authority ("FRA") regarding the PCC's proposed shared governance arrangement for Police and Fire Services in North Yorkshire.
- In accordance with procedure rule 15.4, a named vote was requested and taken as follows:

Extraordinary Council – 5 September 2017

FOR	AGAINST	ABSTENTION
Amsden, John		
Blackie, John		
Blows, Richard		
Cameron, Jamie		
Curran DL, Linda		
Dale, Angie		
Dawson, Campbell		
Duff, Tony		
Fairhurst, Susan		
Gibbs, Sam		
Gill, Danny		
Glover, Bill		
Grose, Lawrence		
Hodgson, Lorraine		
Linehan, Geoffrey		
Lord, Russell		
Ormston, Richard		
Parsons, Stuart		
Partridge, Bev		
Peacock, Yvonne		
Scott, Ian		
Sedgwick, Karin		
Thompson, Angus		
Thornton-Berry MBE, Caroline		
Threlfall, Ian		
Wilson-Petch, Jimmy		
World, Clive		
Wyrill, Stephen		
Young, Stephen		
29		

**Resolved:** That the conclusions of Overview & Scrutiny Committee 2 as set out in the report be endorsed and that Officers be authorised to issue a response to the Police and Crime Commissioner’s consultation on behalf of Richmondshire District Council, stating that it does not support the option for unified governance under the PCC (the Governance Model) but that it does support the proposed option for securing greater collaboration between of the Services (the Representation Model).

**DC27/17 Ward Boundary Review –Warding Patterns**

Further to Minute DC19/17 (19 July 2017), the Democratic Services Manager submitted a written report which presented details of the outcome of the Ward Boundary Review Working Group’s deliberations on the Stage 2 (Warding Patterns) consultation.

In accordance with procedure rule 15.4, a named vote was requested and taken as follows:

# Selby District Council



## Minutes

### Executive

Venue:	Committee Room, Civic Centre, Selby
Date:	Thursday 7 September 2017
Time:	4pm
Present:	Councillors J Mackman (Chair), C Lunn (for minute item 29 onwards), C Metcalfe and R Musgrave
Officers present:	Janet Waggott, Chief Executive, Dave Caulfield, Director of Economic Regeneration and Place, Karen Iveson, Chief Finance Officer (s151), Gillian Marshall, Solicitor to the Council, Helen Gregory, Interim Planning Policy Manager (for minute item 31) James Cokeham, Head of Economic Development and Regeneration (for minute item 32), Alex Dochery, Economic Development Officer (for minute item 32), Mike James, Communications and Marketing Manager Stuart Robinson, Head of Business Development and Improvement (for minute item 34), and Palbinder Mann, Democratic Services Manager.
Also present:	Councillor R Packham (for minute item 27 to 32), Julia Mulligan, North Yorkshire Police and Crime Commissioner (for minute item 30), Michael Porter, Chief Finance Officer (Office of the Police and Crime Commissioner, for minute item 30) and Councillor Andrew Backhouse, Chair of the North Yorkshire Fire and Rescue Authority (for minute item 30)

Executive  
7 September 2017



Public: 1  
Press: 0

NOTE: Only minute numbers 30 to 33, 35 and 36 are subject to call-in arrangements. The deadline for call-in is 5pm on Thursday 21 September 2017. Decisions not called in may be implemented from Friday 22 September 2017.

**27. APOLOGIES FOR ABSENCE**

Apologies were received from Councillor Crane. It was also noted that Councillor Lunn would be late to the meeting due to attending another meeting at North Yorkshire County Council.

**28. MINUTES**

The Executive considered the minutes of the meeting held on 3 August 2017.

**RESOLVED:**

To approve the minutes of the meeting held on 3 August 2017 for signing by the Chair.

**29. DISCLOSURES OF INTEREST**

All Members of the Executive reported that they had received representations from Pegasus concerning the Church Fenton Air Base.

*The Chair decided to alter the running order of the agenda so that item 8 – Police and Crime Commissioner Proposal on Future Governance of North Yorkshire Fire and Rescue would be taken first.*

**30. POLICE AND CRIME COMMISSIONER PROPOSAL ON FUTURE GOVERNANCE OF NORTH YORKSHIRE FIRE AND RESCUE SERVICE**

Councillor Mackman, Executive Lead Member for Place shaping introduced the report that asked the Executive to consider the Police and Crime Commissioner's (PCC's) proposals and business case for changes to the governance of North Yorkshire Fire and Rescue Service under the Policing and Crime Act 2017. The Executive were also asked to consider a draft response which was appended to the report.

The Chair explained that he had given permission for Julia Mulligan, North Yorkshire PCC and Councillor Andrew Backhouse,

Executive  
7 September 2017

Chair of the North Yorkshire Fire and Rescue Authority (NYFRA) to present their views on the proposals to the Executive.

The PCC presented the following views:

- The proposal was an opportunity to allow greater joined up working which would support the most vulnerable people in society.
- A change of governance would help put front line services first and mitigate the current cuts.
- The collaboration work to date had not been very effective with limited progress being made. Due to this, there was a need to do things differently.
- A change in governance would help speed up and streamline the decision making process.
- The proposal put forward by NYFRA would make it difficult to make a difference and the PCC's proposal had been supported by the Fire Brigade's Union

In response to a query concerning the future and public perception of residents about services, the PCC explained that only one police station had closed in the five years she had been in office and that she had decided against the closure of police stations in rural locations.

The Chair of NYFRA presented the following views:

- The NYFRA were not resistant to change but were concerned about the proposed Governance Model and the transfer of governance to the PCC including the dissolution of NYFRA which had cross party representation of elected Members.
- The view of NYFRA was that the Representation Model was the most effective solution due to the following reasons:
  - The PCC would become the 17<sup>th</sup> Member of the NYFRA.
  - A Collaboration Committee would be created which would give voting rights to the PCC and the Chair of the NYFRA.
- There was a need for the PCC to understand how the NYFRA authority worked including the role of its Members.

Executive  
7 September 2017

- If the Representation Model did not work then the Governance Model would be the next option.

*Councillor Lunn entered the meeting at this point.*

In response to a query concerning the lack of progress, the Chair of NYFRA explained that consideration had been given to working with other fire services and that decision making required collaboration to be taken forward.

The Executive discussed the proposals. Councillor Metcalfe explained that as a previous member of NYFRA, he felt that the proposal of the Collaboration Committee was progressive and that there did not need to be a change in governance for greater collaboration.

The Chair explained that the Executive supported maximum collaboration between the PCC and NYFRA with mutually agreed targets and timescales. The Executive felt that this could be achieved without the need to change the governance arrangements. On this basis, the Executive confirmed that they supported the Representation Model and endorsed the attached draft response to the consultation.

In addition, the Executive made the following suggestions:

- That NYFRA invite the PCC to join the Fire and Rescue Authority or any of its Committees with full voting rights.
- That a mutually agreed and ambitious 'Better Together' programme with demanding targets and timescales be delivered and implemented in the interests of economy, efficiency, effectiveness and public safety.
- That North Yorkshire County Council and the City of York Council actively monitor the progress of greater collaboration.

**RESOLVED:**

**To approve the draft response to the consultation and to support the Representation Model as outlined in the business case.**

**REASON FOR THE DECISION**

*To enable the response to be submitted on behalf of the Council.*

Executive  
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Minutes of the meeting of the SCRUTINY  
COMMITTEE held at 9.30 am on Thursday, 7th  
September, 2017 at Main Committee Room, Civic  
Centre, Stone Cross, Northallerton, DL6 2UU

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Present

Councillor Mrs C S Cookman (in the Chair)

Councillor	C A Dickinson	Councillor	D Hugill
	G W Ellis		J Noone
	K G Hardisty		

Also in Attendance

Councillor	N A Knapton	Councillor	Mrs J Watson
	M S Robson		D A Webster
	Mrs I Sanderson		

Apologies for absence were received from Councillors S P Dickins, R W Hudson, Ms C Palmer, B Phillips and A Wake.

SC.12 **MINUTES**

**THE DECISION:**

That the minutes of the meeting of the Committee held on 27 July 2017 (SC.8 - SC.11), previously circulated, be signed as a correct record.

SC.13 **POLICE AND CRIME COMMISSIONER**

All Wards

The Police and Crime Commissioner, Julia Mulligan, attended the meeting to give a presentation on the local business case and options to improve collaboration between fire and police services in North Yorkshire.

Members obtained further information on a question and answer basis.

**THE DECISION:**

The Committee agreed to hear the presentation from the Fire Authority Chairman, Councillor Andrew Backhouse, prior to considering their recommendation.

SC.14 **NORTH YORKSHIRE FIRE AUTHORITY**

All Wards

The Chairman of the Fire Authority, Councillor Andrew Backhouse, attended the meeting to give a presentation on the proposed model of governance for improved collaboration between fire and police services in North Yorkshire.

Members obtained further information on a question and answer basis.

**THE DECISION:**

That the Committee, having taken into consideration all of the information presented, recommends to Council that the representation model be supported.

Councillor D Hugill wished it to be recorded that he voted against the motion.

SC.15 **REVIEW OF RISK MANAGEMENT**

All Wards

The Director of Finance (s151 Officer) presented the quarterly monitoring report on the strategic risks affecting the Council.

To ensure that strategic risks were appropriately measured and that suitable actions were undertaken to mitigate the effect of each risk it had been agreed that the Scrutiny Committee would receive a quarterly monitoring report.

**THE DECISION:**

That the quarterly report on the strategic risks affecting the Council and the actions that are in place to mitigate the impact upon the Council of each risk be noted.

SC.16 **COUNCIL PERFORMANCE 2017/18 (QUARTER 1)**

All Wards

The Director of Finance (s151 Officer) presented a report setting out the Quarter 1 Performance for 2017/18. The Committee asked a number of questions which were responded to at the meeting and where further information was requested it was agreed that the Committee would be provided with this information separately.

**THE DECISION:**

That progress made against the Council Plan for Quarter 1 of 2017/18, as detailed within Annex A of the report, be noted.

SC.17 **UPDATE ON THE CIVIL PARKING ENFORCEMENT**

All Wards

The Director of Business and Economy, Helen Kemp, provided an update on the current position regarding the Civil Parking Enforcement. It was reported that a report would be presented to Cabinet in October 2017 which would be seeking approval to continue with the existing arrangements.

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Meeting	Executive
Date	31 August 2017
Present	Councillors Carr (Chair), Gillies, Lisle, Rawlings and Runciman (Minute Item 41 only)

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## **PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS**

### **35. Declarations of Interest**

Members were asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda. No additional interests were declared.

### **36. Exclusion of Press and Public**

Resolved: That the press and public be excluded from the meeting during consideration of Annex B to agenda item 10 on the grounds that it contained information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under Paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by the Local Government (Access to Information) (Variation) Order 2006).

### **37. Minutes**

Resolved: That the minutes of the last Executive meeting held on 27 July 2017 be approved and then signed by the Chair as a correct record.

**40. Police & Crime Commissioner Proposal on Future Governance of North Yorkshire Fire & Rescue Service**

The Chief Executive presented a report which outlined proposals for the future governance of the North Yorkshire Fire & Rescue Services. The report included a proposal from the Police & Crime Commissioner's (PCC) Local Business case (LBC) and an alternative from North Yorkshire Fire & Rescue Service.

The Leader invited both the PCC and the Chair of the North Yorkshire Fire and Rescue Authority to speak on their proposals.

Julia Mulligan, North Yorkshire Police and Crime Commissioner, spoke to outline her proposed governance model. She stated that this would improve support to the public and offered genuine benefits for the people of York. She outlined the work of York Pathways and need for a joined up approach to supporting vulnerable residents. She went on to stress the importance of putting frontline services first and explained how this proposal would see money put back into frontline spending. Finally she discussed the public consultation and the robustness of the chosen methodology.

Councillor Backhouse, Chair of the Fire Authority spoke to express concern over moving to a governance model. He stated that there was an understanding of the need to 'balance the books' and for collaboration between emergency services, but that it was felt the representation model could achieve this without the drastic move to governance, from which there was no return. He reasoned that this was not a failing service and therefore there was no need to accelerate consultation and rush to transfer governance. Finally he suggested that the figures put forward in the report were not fully accurate, as both models allowed for sharing of back room services so the savings should not be as different as was claimed by the PCC.

Councillor Ashley Mason spoke, as Vice-Chair of the North Yorkshire Police and Crime Panel. He expressed concern around the workload for Members of the panel who were already providing overview and scrutiny of the PCC and key appointments. This would become unmanageable if the work of the Fire Authority was included. He stated that the Police and Crime Panel were in favour of the representation model, as this

left more room moving forward than moving straight into a governance model.

The Chief Executive reminded Members that this item had been presented to the Customer and Corporate Services Scrutiny Management Committee, who had recommended the representation model. She also stated that there was no easy way to reverse the governance model if this was chosen and then proved unsuccessful.

In response to Member questions the Chief Executive and PCC clarified that this was a formal consultation process and CYC was a consultee. Once all responses had been received then the business case would be adjusted to address feedback, before a report was submitted to the Home Secretary for approval. If CYC or North Yorkshire County Council formally objected to this report it would go to Independent Review.

In response to further questions the PCC stated that:

- This was not a staged process. The legislation was clear that if a representation model was taken forward, and then proved unsuccessful, the whole consultation process would have to start again in order to move on to a governance model.
- She disagreed with the Chair of the Fire Authority that this was a high performing service, as she believed that it was not resilient.
- There was no suggestion that the NY Police Service was a perfect service, however in terms of the 101 control room 60 new staff had been recruited which would make it far more robust moving forward.
- In response to comments on 'mission creep' this proposal had been in her manifesto which she was voted in on.

After considering both proposals from the PCC's LBC and the North Yorkshire Fire & Rescue Authority as well as considering the feedback from CSMC, it was:

Resolved: That the Executive;

- I. Agree that the representation model would be their preferred option for the future governance of North Yorkshire Fire & Rescue Services;



- II. Instruct the Chief Executive, in consultation with the Leader, to submit a formal response on behalf of the Council.

Reason: To facilitate the effective consideration of the Police & Crime Commissioner's LBC.

**41. A Further Phase of the Older Persons' Accommodation Programme Deciding the Future of Woolnough House Older Persons' Home**

The Programme Director, Older Persons' Accommodation presented a report which provided the results of the consultation undertaken with the residents, relatives and staff of Woolnough House residential care home to explore the options for its future.

The Executive Member for Adult Social Care & Health spoke to recommend closure of Woolnough House, with the requirement that all moves be safely and carefully managed. She also thanked Officers involved in this extremely successful programme for the many hours of work they had put in.

In response to Member questions, Officers stated that alternative provision would be made for respite care and short stays.

Resolved: That the Executive;

- I. Note that the Older Persons' Accommodation Programme aimed to address the needs and aspirations of older people who needed accommodation and care, both now and in the future, equipping York to meet their needs by delivering new Extra Care accommodation and good quality residential and nursing provision which meets modern day standards;
- II. Receive the outcome of the consultation undertaken with residents, family, carers and staff of Woolnough House to explore the option to close the home with current residents moving to alternative accommodation;



**Councillor David Carr**  
Leader of the Council &  
Executive Member for  
Finance and Performance

Julia Mulligan  
Police and Crime Commissioner  
12 Granby Road  
Harrogate  
North Yorkshire  
HG1 4ST

West Offices  
Station Rise  
York YO1 6GA

Tel: (01904) 551821/24  
Email: [cllr.dcarr@york.gov.uk](mailto:cllr.dcarr@york.gov.uk)

20<sup>th</sup> September 2017

Dear Ms Mulligan,

Thank you for the opportunity to comment on your proposals for changes to the governance of the Police and Fire Services in North Yorkshire. Thank you also for your attendance at two meetings held in these offices at which we were able to gain a greater understanding of your proposals and the reasons for them.

The City of York Council strongly supports consideration of steps which will lead to more efficient and cost effective Police and Fire services. However, having studied the local business case the Council is not persuaded that there is sufficient evidence to support the financial savings stated as a result of a move to the Governance Model.

The Council believes that the improvements in frontline services suggested in the business case could equally be achieved through greater collaboration, as a result of a formal move to the Representation Model.

The Council considers that the ability of elected Members to influence and monitor the delivery of Fire & Rescue Services across North Yorkshire through membership of the Fire Authority is an important safeguard which would be retained in the Representation model but lost if there were a move to a Governance model.

The Council notes that a move to the Representation Model now would not rule out a move to the Governance Model in the future, should it prove appropriate based on evidence and good practice. The reverse is, however, not true and a move to the Governance model would rule out any return to the greater democratic accountability provided by the Representation model.

For these reasons the Council supports the Representation model but would object to a move to the Governance model.

We would hope to be able to work alongside you in achieving all our ambitions to maintain and improve the high quality Police and Fire services we enjoy in York and North Yorkshire

Kind regards.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'David Carr', with a small flourish at the end.

**Cllr David Carr**  
**Leader, City of York Council**



# Response of the PCC to Tier-one Authorities

## **Response of the Police and Crime Commissioner for North Yorkshire (PCC) to the objections of North Yorkshire County Council (NYCC) and the City of York Council (CYC) to the proposed transfer of governance of North Yorkshire Fire and Rescue Service.**

The PCC set out her commitment to exploring every opportunity to save money and protect frontline services through collaboration in her manifesto in 2016. The Policing and Crime Act 2017 provides an opportunity to explore options for changing the governance of the fire service to enhance that commitment. Given the coterminous police and fire areas, the duplication of support services and estate, and the indication that the public supported such a move, the PCC decided that it would be beneficial to commission an assessment of the case for change in North Yorkshire.

A collaborative development process, involving Fire Authority, Fire and Rescue Service, Police, NYCC and CYC through several groups, was instituted outside of any statutory requirements, to gather views and ensure that the correct information was collected and presented. The Strategic Reference Group (SRG), which included senior leaders of each organisation, agreed the evaluation principles and framework, and were given extensive opportunity to comment on the collaboration opportunities assessment and the strategic and economic cases as they were developed. Those comments, as well as those collected through the external Check and Challenge Panel, were reviewed and incorporated as appropriate. The development process was extended by three months in order to accommodate requests from the SRG. It was made clear to the SRG that they should suggest any information they thought needed to be considered during the assessment, and that officers attending the Business Case Development Group should be required to present that information and provide access for PA Consulting.

Comments regarding the evidential basis misunderstand that this business case is not about individual collaboration opportunities, but about a change in governance. The collaboration opportunities have been assessed at a high level, as was discussed and agreed by the SRG, to determine the possible benefits. They, and the financial savings, are not the basis of this case, which rests upon evidence set out in the Strategic case, that single lines of governance deliver change and collaboration better than fragmented governance. No substantive evidence has been brought forward that would overrule that evidence.

The strategic assessment looks at the local context of each organisation and the local history of collaboration in the light of this national and international evidence regarding the efficacy of single governance models over multiple governance models to enhance and further collaboration. It then sets out the opportunities that were identified by both services to improve the effectiveness and efficiency of services to the public through collaboration:

- Strategic Commissioning to align the development of services, risk management and data sharing
- Improved prevention and demand management through a single approach to community safety, in partnership with health and local authorities, through integrated demand mapping and community hubs
- Effective joint response through control room collaboration and improved resilience in rural areas
- Shared support services and management roles to develop a single community safety estate, single support service, an integrated IT strategy, and to deliver specialist training

It concludes that to achieve these opportunities the pace of decision making and depth of collaboration need to be accelerated and extended.

The Economic case assesses which possible model of governance would enable that, based on the strategic assessment. The evaluation framework for this was agreed by the SRG. By reference to the strategic assessment and evidence provided by both services, PA Consulting have identified that the Governance model is most likely to achieve this, thereby bringing the greatest benefit to the effectiveness and efficiency of the police and fire services. No substantive evidence has been brought forward that would counter or amend the basis of this assessment.

As the Governance model, and Single Employer model, would most accelerate the pace and scale of decision making and collaboration, the assessment determines that these would therefore bring the greatest benefits in economy over a ten-year period. The financial modelling conducted for this assessment is based on data provided by both services, and the model was agreed by the finance leads for the two services. Differences in the scale of forecasted savings are due to the difference in the assessed pace and scale of change which could be achieved by each model. The Fire Authority's case for the Representation model provides no qualified evidence to counter this assessment.

As a result of improvements in efficiency and effectiveness, public safety would benefit. The PCC has been clear that this case is not suggesting that there is a risk to public safety under the current arrangements. It does suggest that improvements to public safety can be brought by change. The Home Office also require that there must be clear evidence that public safety will not be harmed by the proposal put forward. The evaluation framework, approved by the SRG, makes a clear link between the acceleration of the pace and scale of collaboration, the deliverability of the option and the option's ability to mitigate key risks, and public safety. Therefore, by improving the pace and scale of collaboration and therefore the effectiveness of services, being deliverable and being able to mitigate key risks, public safety is shown not to be at risk, and in fact can be improved. The assessment made in the business case shows that this is the case for the Governance model.

One objection relates to the statutory criteria, and that is on public safety which has been addressed above. Other comments do not bring forward concerns against the statutory criteria, or provide any evidence which would change the basis of the assessment.

This has always been, and will remain, about the quality of the public services the people in North Yorkshire could receive. In the face of constraints, we must put aside our politics and look at what is best for the public. The results of the consultation are clear; the public and workforce

overwhelmingly support a transfer of governance, and their preference is for the Governance model.

The consultation lasted 10 weeks, brought in responses from over 2,500 people, engaged over 1,400 people through eight public information events, and provided information to the public through a dedicated website, literature available in council buildings, libraries, and fire and police stations, and through media releases. Importantly, it includes an independent and impartial representative survey, conducted against Market Research Society standards, of over 1,500 people giving a confidence level of  $\pm 2.53\%$ . Five focus groups were held with key stakeholders, and the PCC attended a meeting with each district and tier one Council and held 11 question and answer sessions for employees of North Yorkshire Fire and Rescue Service.

Full results of the consultation are detailed in the consultation report and responses to specific objections from tier-one authorities are detailed below.

After due consideration of the consultation responses, the PCC intends to submit her business case to the Home Secretary in due course.

This objection is in direct relation to the statutory criteria.

Paragraph	Detail of objection	PCC response
NYCC 2.9	The LBC fails to provide sufficient evidence of what the impact upon public safety will be as a result of the proposed change in governance. The four design principles do not refer to public safety.	The statutory tests are not defined further in legislation leaving them to be specified against local drivers for change by PCCs. Table 16 in the business case demonstrates how the critical success factors (CSFs) meet the statutory tests. The evaluation framework that sets these CSFs was agreed by the Strategic Reference Group (SRG). It clearly identifies a link between the acceleration of the pace and scale and effectiveness of collaboration (CSF 1) and the improvement of public safety, and between the deliverability of an option and the mitigation of strategic risks (CSFs 3 and 4) and the removal of any adverse impact on public safety. The Governance model is demonstrated to achieve a High assessment against CSFs 1 and 4 as it would accelerate the pace and scale of collaboration thereby improving public safety and is able to mitigate strategic risks thereby not creating any risk to public safety, and a Medium assessment against CSF 3 as while there will be some challenges to the transfer it is assessed that they are easily managed.

The following objections are not directly related to the statutory criteria.

Paragraph	Detail of objection	PCC response
NYCC 2.2  NYCC 2.7	The Local Business Case (LBC) does not make a compelling argument for the Governance model to address the stated shortcomings in the pace and scope of collaboration.  It is not clear why the 2013 Statement of Intent could not be delivered through the Representation model. Working through the new and innovative Collaboration Committee has the potential	The LBC sets out a range of evidence as to the benefits of governance models with single points of accountability over those with multiple points of accountability in increasing the speed of decision making and expanding the depth and scale of collaboration. It brings forward national and international evidence to support this argument. The economic assessment of the Governance model uses this evidence to assess whether the Governance model would achieve this in North Yorkshire and finds that it would improve the pace and scale of collaboration.

<p>NYCC 2.10</p> <p>CYC 2</p> <p>CYC 3</p>	<p>to deliver what previously was not.</p> <p>The LBC does not make it clear why it is not possible to accrue the estimated benefits associated with the Governance model through the Representation model.</p> <p>There is insufficient evidence to support the financial savings stated as a result of a move to the Governance model.</p> <p>Improvements in frontline services could equally be achieved through the Representation model.</p>	<p>It is this finding that the pace and scale of collaboration will be accelerated to a greater extent through the Governance model over the Representation model that leads to the financial assessment and the difference in savings between the two options. There is no indication that those elements set out in the Statement of Intent could not be delivered through the Representation model, just that they can be delivered quicker and to a greater extent through the Governance model, thereby delivering greater savings over a ten-year period. This evaluation framework is clearly set out in the business case. The financial information is based on data provided by both police and fire services and modelling agreed by both services.</p> <p>The Collaboration Committee is simply another committee meeting at intervals which can only decide on matters for NYFRS. The PCC would sit on this committee only in her role as a member of NYFRA as she cannot make operational decisions for the Chief Constable. Collaboration projects would still need to proceed through separate decision-making processes and be subject to two separate organisations having to develop proposals. Wider governance issues would still be subject to the slower decision-making processes of the full NYFRA of which the PCC is only one of 17 members.</p>
<p>NYCC 2.2</p>	<p>The Representation model is the least disruptive and lowest risk option.</p>	<p>As is set out in the assessment, the Representation model would see a continuation of the status quo with very little disruption, and while not bringing great improvement to public safety, does mitigate the key risks that have been identified. However, the Governance model is also shown to bring very little operational disruption, if any, and is also able to mitigate the key risks while improving public safety.</p>



<p>NYCC 2.2</p>	<p>The Representation model would provide an opportunity to further understand why previous efforts to promote collaboration have been frustrated and to create joint solutions to increase the pace and scope of collaboration.</p>	<p>The business case has looked at the reasons why previous efforts have been frustrated. It has identified key issues across both organisations, and concluded that these can be avoided through the Governance model.</p>
<p>NYCC 2.3</p>	<p>The timeline for adoption by April 2018 has left little room for engagement with NYCC which is not in keeping with the collaborative approach. It is not clear why a more measured pace could not have been agreed.</p>	<p>The previous Police and Fire Minister, Brandon Lewis, made it very clear that it was for PCCs to set the pace of this process. Both NYCC and CYC have been closely involved in the process from the start through the Strategic Reference Group, and the timeline has been extended by three months to accommodate requests from the SRG.</p>
<p>NYCC 2.6</p>	<p>This is a more cautious approach, but being cautious will not impede the progress of collaborative working and the achievement of significant savings.</p>	<p>Furthermore, it clearly identifies that in the current climate, with restricted finances and demographic pressures, there is an urgent need for change to avoid risking frontline services. To spend further time assessing these issues would be to fail the public in delivering the best possible service.</p>
<p>NYCC 3.2 (Craven)</p>	<p>There are no time pressures referenced in the Policing and Crime Act.</p>	<p>The options set out in the business case are also not a stepped process. Any move to go from the Representation model to the Governance model would still require an LBC and a full public consultation.</p>
<p>CYC 5</p>	<p>A move to the Representation model now does not rule out a move to the Governance model in the future.</p>	
<p>NYCC 2.4</p>	<p>There is a risk that the public will believe that the solution was first identified and then the LBC engineered to support that solution.</p>	<p>These proposals have been brought forward as a result of the Policing and Crime Act 2017 and the options that that sets out for reforming the governance of police and fire services. A full assessment has been undertaken by PA Consulting based on information put forward by all partners. This has been conducted within the legislative framework and been completed with a statutory public consultation. The views of partners have been incorporated throughout the process, and the results and responses from the consultation taken into account in finalising the</p>

		business case for submission to the Home Secretary.
NYCC 2.5	The LBC does not give adequate consideration of the consequences of a change in governance. There is no attempt to articulate a vision for Police and Fire and Rescue Services in the county in five or ten years' time.	Table one sets out the PCC's transformational vision for the services, identifying key areas where improvements can be made in the services provided to the public. Several collaboration best practice case studies are included in the Strategic Case to indicate what this service might look like. A clear direction of travel has been set out through the identification of areas where savings could be made.
NYCC 2.5	The business case omits to consider the difference in roles between police and fire officers and the way in which the public perceive them. It is focussed on achieving savings without any real consideration of what may be lost.	Section 3.4.1, bullet one sets out a key strategic risk around changes to how firefighters are perceived that has been identified and which options must be shown to be able to mitigate. The LBC makes it clear that under the Governance model there would be no changes to service branding.
NYCC 2.6  CYC 5	The LBC does not make it clear that the Governance model cannot be undone.  A move to the Governance model would rule out any return to the greater democratic accountability provided by the Representation model.	The Policing and Crime Act 2017 includes a Henry 8 clause which would allow for the Home Secretary's order to be revoked.  It should be noted that the Governance model is not any less democratic as the PCC is elected by the whole of North Yorkshire and York, just as each Councillor is elected to represent their ward.
NYCC 2.6  NYCC 2.13	The skills, expertise and knowledge of the 16 elected members of NYFRA will be lost.  The Police and Crime Panel (PCP) is concerned that it has neither the capacity nor capability to take on significantly expanded scrutiny role. In particular to mitigate the risks associated	It is appreciated that the Councillors appointed to NYFRA bring a variety of different backgrounds, knowledge bases and experiences to the table. The role of PCC is a full-time role which allows for the PCC to develop an in depth understanding of matters. The OPCC also provides the PCC with independent analysis and information and enables the PCC to drive progress and change.  The capacity and capability of the PCP is for NYCC to remedy. The OPCC currently helps Panel members to develop greater insight into policing

<p>NYCC 2.14</p> <p>CYC 4</p>	<p>with the loss of knowledge and expertise resulting from the removal of the 16 elected members of NYFRA.</p> <p>The PCP and NYFRA have a critical role in ensuring that the strategic management of key public services is scrutinised and that people account for their actions and decisions.</p> <p>The ability of elected members to influence and monitor the delivery of Fire and Rescue services through membership of NYFRA is an important safeguard.</p>	<p>matters through sub-groups of the PCP, and it is envisaged that the same could be true for fire matters in the future.</p> <p>It is important to remember the critical difference between the PCP and NYFRA. The PCP's purpose is to scrutinise and support the PCC in her decision making, while the NYFRA is the management body for NYFRS – members should be doing more than simply influencing and monitoring, they should be leading. Currently, NYFRA should be scrutinised and supported by, and accountable to, the NYCC and CYC overview and scrutiny structure. The PCP would not be replacing NYFRA directly, and the level of understanding about individual decisions will be on a basis as relevant to PCP business. It is fundamental to the office of PCC and the statutory relationship between PCC and PCP that the PCP scrutinises the decisions of the PCC and supports her in her work. The PCC is held to account by the electorate and not by the PCP. As such, Councillors would continue to influence and monitor the delivery of services through their interaction with the PCC.</p>
<p>NYCC 2.8</p>	<p>Previous attempts at collaboration have been impeded, in part, by the lack of a clear strategic view from the PCC. Collaboration with neighbouring police forces have served as a distraction.</p> <p>NYP's collaboration history with other forces could improve. They currently forecast that collaboration makes up 2.9% of net revenue expenditure in 2016/17.</p>	<p>Throughout this process the PCC has been clear that reasons why collaboration has stalled exist in both organisations. She has given clear strategic direction through her previous and current Police and Crime Plans that all opportunities for collaboration should be taken forward. The PCC pushed for the Statement of Intent to be put in place and strongly supported its development. The PCC has also strongly supported the development of the Evolve collaboration with Durham and Cleveland police forces, and of the Yorkshire and Humberside regional police force collaboration.</p> <p>The Council's response fails to include the following sentence that shows that net revenue expenditure on police-police collaboration will rise to 5.9% in 2017/18.</p>
<p>NYCC 2.15</p>	<p>The LBC does not have a comprehensive analysis of the</p>	<p>The LBC specifies several strategic risks that are associated with a change in governance of any</p>

	risks associated with each governance option.	sort and assesses each option's ability to mitigate them. Under each option in the Economic case a section considers the risks pertinent to that option and considers whether the model would be able to mitigate these. The management case specifically looks at the risks associated with the Governance model and the transfer of governance to the PCC as the preferred option in line with HM Treasury guidelines.
NYCC 2.15	In particular it does not account for the risk that collaborative arrangements between NYFRS and councils on healthcare and vulnerability may be at risk if the Governance model leads to a strong and exclusive focus on collaboration between NYFRS and NYP.	<p>Section 3.1.4, bullet 2, identifies a strategic risk that wider collaboration might be adversely impacted. Section 4.4.3, CSF 4, addresses this for the Governance model and identifies that actually by bringing governance together these wider relationships could be strengthened if work between wider partners and police and fire were to be aligned and done jointly where appropriate.</p> <p>It is also clearly stated in the PCC's transformational vision in Table 1 that wider collaboration needs to be at the heart of future work, making it clear that this proposal is explicitly not about an 'exclusive focus on collaboration between NYFRS and NYP'.</p> <p>It should also be remembered that the PCC would be both governor of the police and of the fire service and would therefore have a mind to the work of each service as well as to that of both together. As such a transfer of governance would not stop any wider collaboration but look to enhance it and ensure that it efficiently works across a greater number of organisations and that there is no duplication of effort or resource.</p>
NYCC 2.16	The LBC does not include a comprehensive Equality Impact Assessment.	<p>Section 7.6 clearly states that an initial assessment finds no adverse impact on any particular group or community as the transfer of governance itself would not impact on the service being delivered. Given that the purpose of the transfer is to increase visibility and accountability it is supposed that the impact would be positive.</p> <p>Equality Impact Assessments are intended to help inform the final decision. In this case that decision will be taken by the Home Secretary. As is clearly stated a full EIA has been undertaken</p>

		alongside the consultation to reflect the views of different communities. This is included as part of the business case for submission.
NYCC 2.17	The PCC has made bold statements (not included in the business case) about detailed operational and staffing issues without the benefit of access to the information and analysis available to NYFRA.	<p>The matters discussed during the consultation are operational and not directly relevant to the transfer of governance. They stem from further detailed analysis of NYFRA budgets and medium term financial plans, research through the national Fire College and discussions with external fire experts, and through discussions with employees and their representatives.</p> <p>Given that NYFRA has revoked its previous decision and decided to follow the PCC's lead, performing a neat U-turn despite all its representations to councils, demonstrates that the PCC and her team clearly have a very good understanding of these matters.</p>