Local Business Case for Joint Governance of Police and Fire and Rescue in Staffordshire

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prederi

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1. Introduction

This is the report on the appraisal of the options for formal collaboration between the Fire and Rescue Service and the Police Force in Staffordshire and Stoke-on-Trent. It is an independent, evidence-based analysis that has been undertaken by Prederi[1] for the Office of the Police and Crime Commissioner (OPCC) for Staffordshire and has involved officers, managers and staff from both the Staffordshire Fire and Rescue Service and Staffordshire Police, plus a range of other interested parties such as members of the Fire and Rescue Authority[2], and representatives of unions and staff associations.

Context

The Policing and Crime Act 2017 received Royal Assent on 31 January 2017 and contains, among other things, a statutory duty for emergency services to collaborate and the opportunity for Police and Crime Commissioners to make a local case for taking on responsibility for the governance of their Fire and Rescue Services.

The Act is intended to increase the scale and accelerate the pace of formal collaboration between emergency services, including sharing services as well as joint working. The Policing and Fire Services Minister recently emphasised that "I expect the pace and ambition of collaboration to increase and for it to become the norm" (Reform – 7th February 2017).

The Act offers three options for future governance:

- A Representation Model: which enables the Police and Crime Commissioner (PCC) to have representation on their local Fire and Rescue Authority (FRA) with voting rights, where the local FRA agrees;

- A Governance Model: where the Police and Crime Commissioner takes on the functions of the FRA;

- A Single Employer Model: where a Police and Crime Commissioner (PCC) takes on the responsibilities of their local FRA, further enabling him or her to create a single employer for police and fire personnel.

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[1] Prederi is an independent company providing advice, consultancy and training to public sector clients in the UK. (http://prederi.com)

[2] Consists of 21 councillors appointed to the Fire and Rescue Authority by Staffordshire County Council and Stoke-on-Trent City Council to govern the Fire and Rescue Service as part of their duties as councillors.

Where a PCC proposes to adopt either the Governance or Single Employer models, the PCC must demonstrate, through a local business case that a change in governance is in the interests of economy, efficiency and effectiveness; or of public safety. The resulting business case is subject to consultation across a wide range of stakeholders before being submitted to the Home Office for approval.

Developing the business case

The consideration of the options for formal collaboration between the Police and Fire Services in Staffordshire started in early 2016 when a small team was assembled with both Police and Fire Service representation. Under the guidance of an independent Programme Manager, 90 people were interviewed and over 150 meetings and workshops were held over a 10-month period.

Besides reviewing documentary evidence, the team liaised with executives, senior leads, managers, officers, firefighters and staff from Fire, Police, the Office of the Police and Crime Commissioner, Councillors from the Fire and Rescue Authority, the Fire Brigades Union, Unison for Fire and Police and the Police Federation. This covered all areas of the services, reviewing all 44 departments and 100 functions. This phase of the work resulted in the report "Is there a case for full integration?"[3] which focused on the Single Employer model and was published in December 2016.

Following review and feedback from stakeholder groups the PCC then made the decision to pursue the 'Governance Model' and appointed Prederi, who have extensive experience in developing HM Treasury-style business cases to examine this business case.

Prederi completed their own due diligence, reviewing and building upon the previous work, completing their own interviews across the same stakeholder groups and carried out further analysis of the financials, costs and complexity of change to reach their conclusions.

The choices for Staffordshire

This business case for Staffordshire and Stoke-on-Trent considers the three options in the Act and assesses them against the economy, efficiency, effectiveness and public safety criteria. The options are weighed against a "Do Nothing" baseline in which the governance is assumed to remain the same, but current collaboration initiatives continue, and future collaboration initiatives are developed to meet the duty as set out in the Policing and Crime Act.

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[3] Fire and Police Joint Transformation Programme, Protecting and Enhancing Frontline Services 'Is there a case for full integration?', December 2016

The business case looks primarily at Staffordshire Police and Staffordshire Fire and Rescue Service since the provision for a PCC to take on governance responsibility for another emergency service only applies to Fire and Rescue Services. Nevertheless, the business case also considers benefits available from closer alignment with other public sector agencies and any adverse impacts that a change in governance might have on other areas.

Options Appraisal

The options appraisal undertaken follows the guidance of the Association of Police and Crime Chief Executives (APAC^{2}E)[4], which applies HM Treasury's guidance on options appraisal – the Green Book[5]. This creates the following structure for the rest of the report:

- Executive summary – A summary of each case and overall recommendation;

The first three cases that assess the three options for future governance against the baseline:

- Strategic case – An assessment of how well each governance option fits the strategic objectives of the organisations involved both locally and nationally;

- Public safety case – An assessment of the impact of the options on public safety in Staffordshire;

- Economic case – An assessment of the impact of the options on costs of delivering police and fire services, including optimising public value in the UK, and a recommendation of the preferred option taking account of the strategic and public safety issues alongside the costs and savings.

The final three cases that assess the preferred governance model option (as identified through the analysis in the first three cases):

- Commercial case – Consideration of the commercial issues for the preferred option including estates, HR, resourcing, procurement;

- Financial case – Assessment of the financial impact and affordability of the preferred option on Staffordshire Fire and Rescue Service, Staffordshire Police and the OPCC for Staffordshire;

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[4] Police and Fire Business Case, Guidance for OPCC Chief Executives, Association of Policing and Crime Chief Executives (APAC^{2}E), February 2017

[5] HM Treasury, The Green Book, Appraisal and Evaluation in Central Government, 2003 updated 2011

- Management case – Assessment of the practical issues of implementation for the preferred model.

The rest of the case consists of the:

- Conclusion; and

- Appendices – containing more detail in support of the cases listed above.

Next steps

The business case will be the subject of consultation across a wide range of stakeholders including the public of Staffordshire and Stoke-on-Trent; their elected representatives including MPs and Councillors; staff from the two services together with their unions and employee representative organisations; partner organisations of the two services; other public sector agencies and the community and voluntary sector.

The objectives of consultation will be to:

- Effectively obtain the views and opinions of a broad range of stakeholders across Staffordshire and Stoke-on-Trent around a number of options set out in the Policing and Crime Act 2017 and as incorporated in a business case;

- Inform the PCC of the findings of consultation to allow consideration of views and opinions held and, therefore, potential amendment of any preferred options set out in the business case;

- Ensure that the PCC discharges his duties to consult as set out in the Policing and Crime Act 2017.

After the responses have been considered, the business case will be submitted by the PCC to the Home Secretary for consideration and potential approval.

The timeline is summarised in the following diagram.

Royal Assent 31st Jan 2017 | Develop Business Case 18th Apr – 6th Jul 2017 | Consultation 10th Jul – 8th Sep 2017 | Submit 3rd Oct 2017 | Finalise Business Case 9th Sep - 2nd Oct 2017 | Home Office Review Business Case 4 - 16 weeks | If Approved | Legal Transfer & Parliamentary Process 11 - 15 weeks | Go Live Apr 2018 *

*Dates are subject to change dependent on Home Office approval process.

2. Executive Summary

2.1. Overview

The Policing and Crime Act places a statutory duty for emergency services to collaborate and enables Police and Crime Commissioners to make a local case for taking on the functions for the governance of their local Fire and Rescue Services. There are three governance options to be considered:

- A Representation Model: which enables the Police and Crime Commissioner (PCC) to be part of the local Fire and Rescue Authority (FRA) with voting rights, where the local FRA agrees;

- A Governance Model: where the PCC takes on the functions of the FRA;

- A Single Employer Model: where a PCC not only takes on the functions of the FRA, but is also able to create a single employer for police and fire personnel.

Staffordshire's PCC is looking to maximise the possible synergies between local police and fire and rescue services, potentially by taking on responsibility for the governance of Staffordshire Fire and Rescue Service. He has therefore commissioned an independent business case, which considers whether a change to the governance of Staffordshire Fire and Rescue Service would be in the interests of economy, efficiency and effectiveness; or public safety.

This report has been prepared with input from a range of stakeholders and takes a structured approach to assessing the governance options, in line with HM Treasury methodology and APAC^{2}E guidance. The report builds on the extensive work already undertaken locally, which included an independent review of the PCC's proposal, the feedback from which informed the PCC's decision to formally consider the governance option. The report considers the strategic, public safety and economic cases for each of the possible governance options and concludes that the Governance Model, whereby the PCC takes on the functions of the FRA, is the option that best meets the evaluation criteria with a high degree of achievability. This supports the earlier work.

The report goes on to consider the commercial, financial and management cases for the recommended option and concludes that none of these sufficiently raise material barriers or risks to the implementation of the Governance Model.

Technically, in coming to a recommendation, there are four critical success factors that reflect the statutory tests, which are set out in the Policing and Crime Act and are assessed by the Home Office, shown in the following table, using definitions we have developed for this appraisal.

Critical Success Factor	Definition
Public Safety (Public Safety Case)	Working together to keep communities safe and reassured; improving the health, safety and well-being of communities; preventing incidents and crime; bringing offenders to justice.
Economy (Economic Case)	Minimising the costs of the inputs, while maintaining acceptable quality e.g. stronger procurement, lower property costs, optimising the staff skills profile.
Efficiency (Economic Case)	Maximising the outputs from a given level of inputs e.g. economies of scale.
Effectiveness (Economic Case)	Maximising the positive impacts from a given level of outputs e.g. through better intelligence.

In line with HM Treasury guidance, we have supplemented these criteria with other critical success factors, namely strategic fit and achievability. Strategic fit (tested in the Strategic Case) relates to how well the options contribute to the strategic objectives of the organisations. Achievability (tested in the Commercial, Financial and Management Cases) relates to, for example, how far the market arrangements are in place, the risks to implementation and the management capacity to deliver.

Adding these dimensions creates the following summary assessment, with the Governance Model as the recommended option, which supports the PCC's view of the preferred way ahead.

In this table, the green symbols (marked G) indicate an expectation of good to excellent results with the fuller the circle the better.

The reasoning behind this summary assessment is explained briefly in the later sections of this summary and explained more fully in the following chapters.

2.2. The Strategic Case

The police and fire services in Staffordshire are delivered by two organisations that are performing well:

- Staffordshire Police, governed by the PCC, with 3,062 full-time equivalent (FTE) employees and £171m budget (2017/18), and rated "good" for efficiency and legitimacy by Her Majesty's Inspectorate of Constabularies (2016);

- Staffordshire Fire and Rescue Service, governed by the Stoke-on-Trent and Staffordshire FRA, with 869 (FTE) employees and £39.9m budget (2017/18), and accorded a positive peer review in 2016.

These organisations are operating under, and need to address, increasing financial and operational challenges. Financially, Staffordshire Police and Staffordshire Fire and Rescue Service has each seen an 18% real terms funding reduction over the last five years. In the face of further financial challenges, Staffordshire Police is planning to save £6-7m a year by 2020; and the Fire and Rescue Service is planning efficiency savings of £4 million a year by 2020. Further long-term funding pressures may be expected. Operationally, pressures upon police services are rising and changing significantly. There is a marked increase in public protection demand, related to terrorist activity, cyber-crime, cyber-aided crimes and safeguarding issues. Numbers of fire related incidents in Staffordshire, however, continue to decrease, though nationally the major decrease experienced over the last decade appears to have halted.

Collaborative working is one strategy whereby public service organisations can respond to these pressures and maintain public safety: 'doing more with less'. The Police and the Fire and Rescue Service in Staffordshire, have both established some collaborative working arrangements with other police and fire and rescue organisations respectively in the region, yielding benefits in effectiveness, efficiency and resilience. Further, through the work of the OPCC, directed by the PCC, there are already examples of formal collaboration between Staffordshire Police and Staffordshire Fire and Rescue Service themselves, yielding £900,000 savings a year (see Appendix A); and there are small scale, local arrangements for shared use of estates.

A Joint Transformation Programme was set up in 2016 by the PCC, the Stoke-on-Trent and Staffordshire FRA, SFRS, Staffordshire Police, Staffordshire County Council and Stoke-on-Trent City Council. This was in response to the Government's consultation on emergency services collaboration to explore opportunities for further collaboration.

This analysis, with wide stakeholder input, confirms earlier work of the transformation programme that showed that there are further public safety and economic benefits that could be achieved through more extensive collaboration between Staffordshire's Fire

and Police services, helping address financial and operational pressures and contributing to the services' future sustainability.

Strategically, there are strong synergies between the two services, with both placing emphasis upon prevention, proactivity and community engagement, and these are harmonising strengths. The key question for this business case is which form of future governance arrangements would best drive forward further potential collaboration and the associated realisation of benefits to communities in Staffordshire.

We conclude that a move to PCC-led governance arrangements would be beneficial.

- First, the introduction of PCCs has made a positive impact nationally – the Home Affairs Select Committee has found that "the introduction of Police and Crime Commissioners has worked well to date and has had some beneficial effect on public accountability and clarity of leadership in policing[6] – and locally, there are many examples of the impact of the PCC[7], with the support of with the Police and Crime Panel and the Ethics, Transparency and Audit Panel (see Appendix B for details);

- Second, increasing the pace of change around joint working is more likely with a single chief officer team and a single governance body;

- Third, local policing has benefited from the increased political influence brought by Staffordshire's PCC and Fire and Rescue could benefit similarly;

- Fourth, PCC-led governance would increase the likelihood of securing greater levels of collaboration with wider public sector agencies as well as private organisations, and community and voluntary organisations.

	No change	Representation	Governance	Single Employer
Strategic Fit			G	G

Strategically, this leads to a choice between the Governance and Single Employer Models. The PCC's preferred option of the governance model would keep two separate organisations, each with its own chief officer, which will support the two services in maintaining their distinctive culture, skills and identity. There will continue to be clear branding at the frontline or through any service media presence. The

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[6] House of Commons Home Affairs Committee, March 2016, Police and Crime Commissioners: here to stay, Seventh Report of Session 2015-16

[7] PCC for Staffordshire, "Safer, Fairer, United Communities for Staffordshire 2017-2020", June 2017

governance model will focus on "best of both" to improve how they work together whilst maintaining their unique skills and identities.

Our assessment recognises that police and fire and rescue services have different cultures and brands, elements that feature strongly in the services' ability to enhance Public Safety and would make the transition to a single organisation more complex.

From the strategic perspective, we therefore recommend the Governance Model as the best future governance option for Staffordshire Police and Fire and Rescue services.

2.3. The Public Safety Case

The Public Safety Case assesses whether closer governance alignment between Staffordshire Police and Staffordshire Fire and Rescue Service would be beneficial from a public safety perspective and, if so, whether a change to the governance of the Staffordshire Fire and Rescue Service would increase the likelihood of these benefits being achieved.

In the APAC[2]E guidance[8], the critical success factor for Public Safety asks the question whether "there is an overriding public safety consideration that requires a governance change in its own right?"

Since both the organisations are currently performing well, there is not an immediate need for a change of governance to address urgent public safety concerns. However, as explained below, a change of governance for the Fire and Rescue Service is justified to improve the future sustainability of both services, which if it not addressed would in turn create issues for public safety.

Our analysis, explained in more detail in the Public Safety case and summarised in the following diagram, has considered five dimensions of Public Safety, as well as implementation risk to public safety.

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[8] Police and Fire Business Case, Guidance for OPCC Chief Executives, Association of Policing and Crime Chief Executives (APAC[2]E), February 2017

	No change	Representation	Governance	Single Employer
Prevention & public protection	A	A	G	G
Sharing protection information	A	A	G	G
Emergency response	G	G	G	G
National critical incident	G	G	G	G
Reinvestment of savings	A	A	G	G
Risk of disruption on implementation	G	G	A	R

In this table, the green symbols (marked G) indicate an expectation of good to excellent public safety outcomes with the fuller the circle the better. The amber symbols (marked A) indicate public safety outcomes that are satisfactory. The red symbol (marked R) indicate an adverse risk to public safety.

For emergency response duties, a combined view of resources would facilitate a more holistic and efficient approach to resource deployment and emergency scene management. Collaboration is expected to be more about approach rather than formal structures and there is a range of opportunities that could be developed. Examples from other parts of the country include "community safety responders" - joint police community support officer, retained firefighter and emergency medical responder; and making more routine use of fire and rescue expertise in forced entry and missing person situations.

For dealing with critical incidents, the Joint Emergency Services Interoperability Programme (JESIP) has improved emergency services interoperability. The case finds that closer alignment between the Police and Fire and Rescue services could build on those foundations by increasing the likelihood of achieving a fundamentally ingrained culture of interoperable working.

For prevention and public safety, the case identified opportunities to extend the scope of Safe and Well checks; create shared Community Risk Intervention teams; create a single Prevention and Community Protection team; enhance the Fire and Rescue Service's contribution to the Multi-Agency Safeguarding Hub, and use fire and rescue, as well as police, resources as part of a co-ordinated strategy of highly-visible presence and reassurance. It also identified opportunities to leverage the trusted brands of both police and fire and rescue services to achieve greater connection with communities.

For sharing protection information and IT, the case identified opportunities to create a more comprehensive and cohesive picture of risk to and within communities and to leverage the PCC's ICT development investment and delivery partnership with Boeing Defence UK Limited, along with Staffordshire Fire and Rescue Service's plans to upgrade its entire building estate to comply with Public Service Network (Police) code of connection standards, as significant public safety enablers. Potentially, staff in shared operations could then access their applications and data through a single user interface and from anywhere, subject to the appropriate information security controls, rather than deal with multiple systems. A joint ICT strategy would provide the foundation for more sharing of infrastructure and information. Also, police officers could access police systems from fire and rescue facilities and vice versa, making sharing facilities much easier.

With a substantial change agenda required to deliver these benefits and some scope to reinvest savings in enhancing public safety, our assessment is that adoption of the Governance or Single Employer models is more likely to drive the change faster and use the benefits to best advantage. Also, the PCC's community safety mandate and political influence should facilitate closer working with wider public sector agencies, as has been illustrated by the Early Intervention Academy and the initiative on Mental Health (see Appendix B for more detail).

	No change	Representation	Governance	Single Employer
Public Safety	◕	◕	G	G
Achievability	G	G	G	◗

The rationale for recommending the Governance over Single Employer Models is that the Single Employer option carries a greater risk of disruption, and therefore risk to public safety, during implementation. It will also be more complicated to manage the change involved. That has been reflected in the economic case by allowing for some delay and some implementation costs. There is also the risk that the Single Employer model will take longer and absorb more leadership and management attention.

At the point of transfer of governance there would be no immediate change to sharing protocols between the services and other partners. These will be reviewed as part of the next phase of joint transformation particularly for joint working initiatives for operational, prevention and support areas, including intelligence sharing and estates sharing.

2.4. The Economic Case

The Economic Case looks at whether the proposal for closer collaboration is worthwhile, in terms of both savings and outcomes, and assesses which of the options represents the best value for money.

The analysis assumes that, while there are different costs for the governance models themselves, the potential value of collaboration initiatives is the same for all options, but the probability of achieving the potential, however, varies between options, both in terms of extent and timing. This is clear from the experience nationally and locally over the past decade or more.

The 'do nothing' option, which forms the baseline, is only 'no change' in terms of governance. It assumes that the current collaboration initiatives are maintained and that the duty to collaborate placed upon emergency services leads to further opportunities being assessed and, where there are advantages in working together, these are pursued.

The assessment looks at the costs and potential savings for each option in terms of:

- Direct costs of the governance arrangements;

- Costs and benefits of enabling services, including e.g. finance, ICT, business intelligence;

- Savings from estates rationalisation.

The assessment shows that there would be modest saving from simply changing the governance arrangement, but that there would be substantial savings from increased scale and pace of collaboration, especially in the enabling services and from estates rationalisation.

After allowing for the costs of implementation and building in support to take on the FRA functions, the cost of governance would be about £200,000 a year less than the current arrangements. The savings from enabling services and estates running costs would amount to about £3.4m a year and rationalisation of the estate is expected to generate one-off net capital receipts of about £5-7m.

Looking at the areas for collaboration that are enabled by the change in governance models, there are clear advantages for the Governance and Single Employer options as there will be the opportunities to extend collaboration more easily and to act more decisively and quickly with a Police, Fire and Crime Commissioner. The main areas of impact are the enabling business services and the estates. This is shown in the chart below which shows the composition of the savings in the Governance option.

Option 3 – PCC Governance Option - composition of savings

■ Costs/savings of governance model ■ Costs/savings in enabling services ■ Savings from estates rationalisation
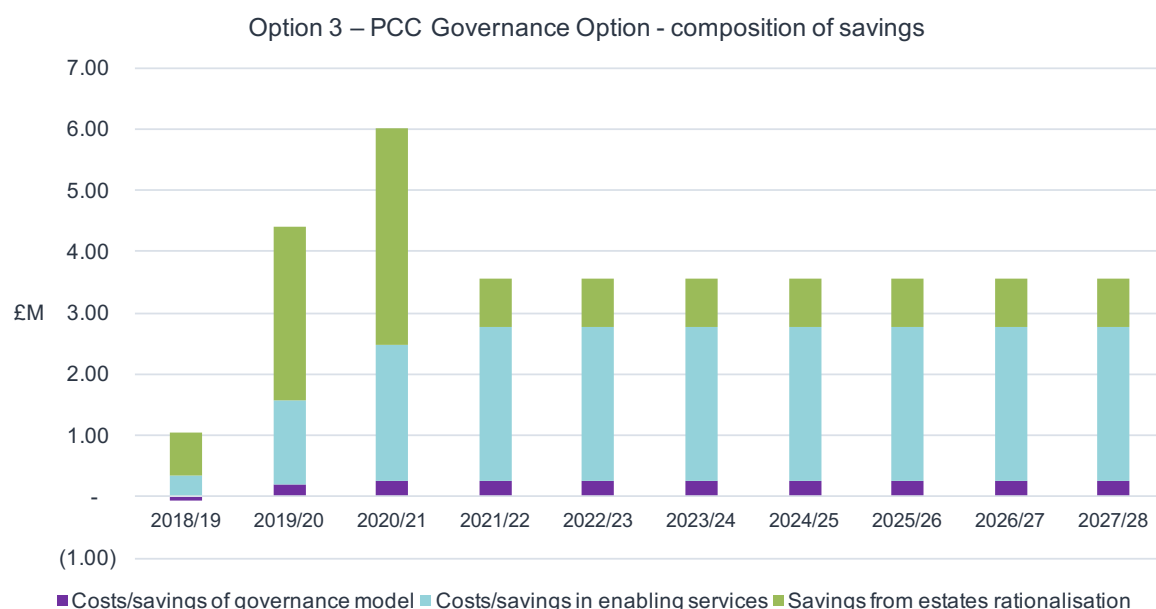
The analysis of all three options against the baseline (including all cost categories - direct costs of governance, the potential savings from collaboration in enabling services, and estates rationalisation) leads to the following summary shown in the table below:

Summary of savings from collaboration

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	Total
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Option 1 - No governance change (baseline)	0.02	0.66	2.45	3.00	0.82	0.89	0.96	1.02	1.09	1.15	12.05
Option 2 - Representation	0.04	0.76	2.71	3.31	0.98	1.05	1.12	1.18	1.25	1.31	13.72
Option 3 - PCC Governance	1.00	4.40	6.00	3.57	3.57	3.57	3.57	3.57	3.57	3.57	36.39
Option 4 - Single employer	0.91	4.68	6.38	4.00	4.00	4.00	4.00	4.00	4.00	4.00	39.99

Note: totals may not sum due to rounding

The contrast between the scale and phasing of the potential savings under the different options is clearly shown the following diagram.
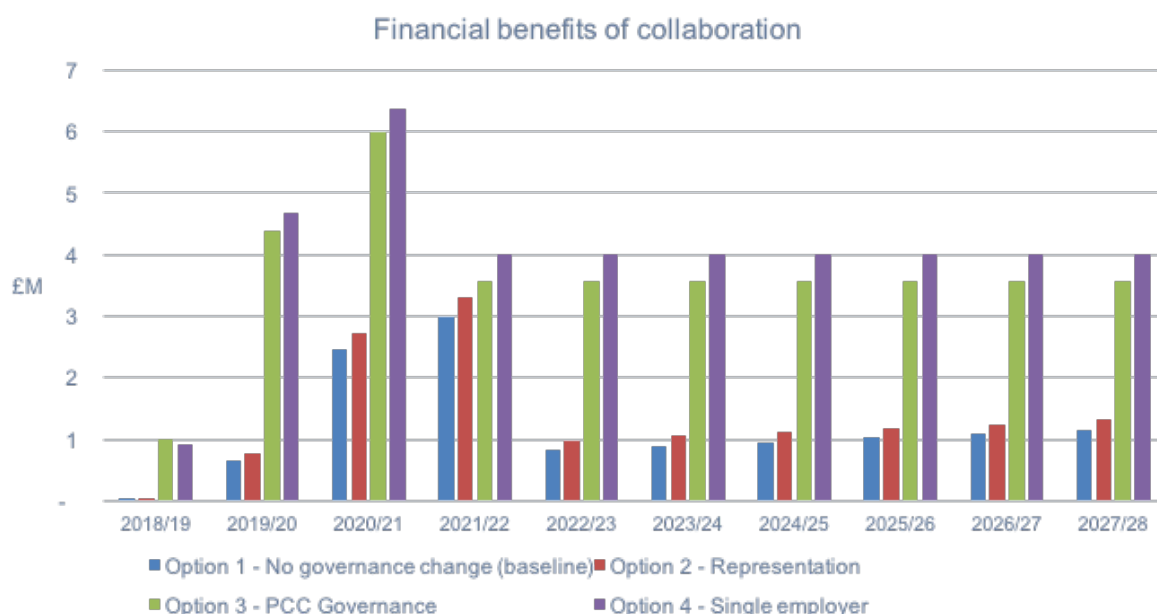
This shows that the savings from the Governance and Single Employer options deliver more savings, more quickly than the Representation model or the current arrangements that form the baseline.

There are clear economic advantages in adopting the Governance or Single Employer models. Over the 10-year period, using the Treasury specified discount rate, the differences in the net present values[9] are as follows:

Discounted cash flow	NPV (£m)	NPV net of the baseline (£M
Option 1 – "Do nothing" (baseline)	9.9	-
Option 2 - Representation	11.3	1.4
Option 3 - Governance	30.0	20.0
Option 4 - Single Employer	32.9	22.9

While the Single Employer model has the greatest potential in terms of the economic impact of collaboration, implementation would be more complicated and there is a possible risk of disruption during implementation.

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[9] Net present value shows the costs over the next 10 years but the values in later years are discounted to give costs or savings in the future less weight than costs and savings now. The cash impact of the projected costs and savings are shown in the Financial Case.

For these reasons, the Governance model is the preferred option. This has strong economic scores but carries less risk to public safety during implementation. There is also less risk to the time and cost of implementation as change management can be more readily delivered. Adding these issues into the balance creates the following assessment:

	Do nothing	Representation	Governance	Single Employer
Economy	◖	◖	G	G
Efficiency	◖	◖	◕	G
Effectiveness	◖	◖	G	G
Achievability	G	G	G	◖

In this table, the green symbols (marked G) indicate an expectation of good to excellent results with the fuller the circle the better.

2.5. The Commercial Case

The Commercial Case for the introduction of the Governance Model itself is relatively straightforward and introduces no major barrier to achievability.

There would still be two separate services: Staffordshire Police and Staffordshire Fire and Rescue Service – legal arrangements preserve the distinct legal identity of the fire and rescue service and the police. All the property, rights, liabilities and contracts with commercial suppliers would transfer from the existing FRA to the new Police, Fire and Crime Commissioner (PFCC), and all staff working for the existing FRA (currently three staff members) would transfer to the new PFCC on their existing terms and conditions, and the new PFCC would have all the same powers and responsibilities as the previous FRA. The PFCC would approve separate budgets for each service, levy separate Council Tax precepts[10] and maintain separate accounts. Moreover, there is no legislative provision to blur the operational distinction between police officers and firefighters.

Over time however, and to realise the benefits set out in the Economic Case, the two services will procure various supplies and services jointly and create a series of shared services in areas such as business support. The commercial considerations for these

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[10] The precept is the demand made by the PCC or the FRA on the councils that collect council tax locally as a contribution to the cost of services.

future initiatives would be more involved and require impact assessments to ensure that there is parity between employees undertaking similar roles.

2.6. The Financial Case

The Financial Case considers the affordability of the proposals to the organisations and looks at the impacts on budgets and on Council Tax.

The preferred option, the Governance model, would be affordable, via the budgets held by the PFCC, to both Staffordshire Fire and Rescue Service and Staffordshire Police. Both organisations would see reductions in their running costs. The capital receipts would arise from the sale of police properties, so the benefits of reducing the police estate are assumed to be largely police savings, allowing for some recharges for the use of fire stations as police posts. The PFCC would shape the priorities for how the receipts and savings are reinvested.
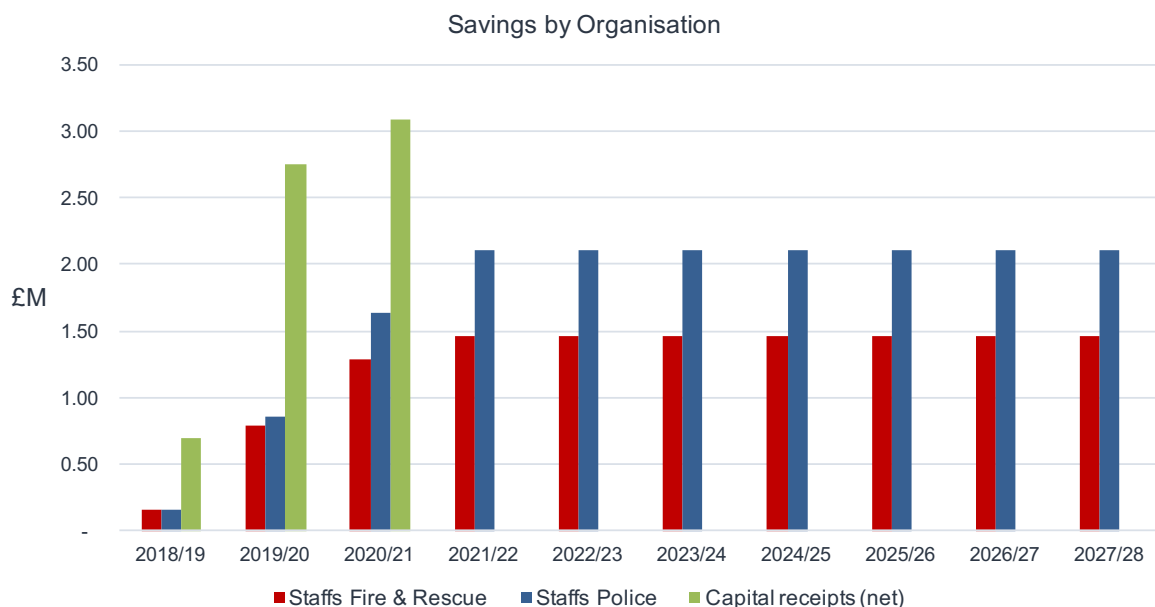
The approach to implementation, prioritising quick wins, suggests that the implementation costs would not need to be capitalised to make them affordable, but that option would be available. The implementation costs have been netted off the savings where they apply. For estates, for instance, this includes preparing property for sale, the cost of sale and the costs of moving etc. The programme management costs have been included in the main Transformation Programme.

The cash flow profile suggests that there will be no adverse impact on the Council Tax precept.

2.7. The Management Case

The Management Case sets out how the proposed changes will be planned, managed and achieved in practice.

The actual process and changes required to move to the Governance Model are highly achievable, following a clear legal framework and re-using, wherever possible, existing schemes of delegation. The key target dates to note are as follows:

- Extensive stakeholder consultation: 10 July – 8 September 2017;

- Business Case submission to the Home Office: October 2017;

- Introduction of the new Model: during the period March to June 2018, depending upon approval timescales.

However, the main benefits from a change in governance come later and are associated with the closer alignment of the two services and the creation of shared business support services. The greater management challenge will come in creating a strong and equal partnership between the two services, who together can plan and deliver, in manageable stages, a path towards true and extensive collaboration. The Management Case therefore sets out a strong evolutionary approach, with pace and impetus provided by the OPFCC, to the subsequent collaboration programme, with time up front for joint visioning and creation of a joint Target Operating Model, which will achieve the "Best of Both" without compromising either service's identity or the core specialisms it provides.

The Management Case also sets out options for the overall governance and management approach, which recognises the key enablers to collaboration[11] identified by the cross-sector Emergency Services Collaboration Working Group in 2014. The key theme throughout is clear and collective communications, planning and decision making to ensure that the impacts on the public, employees and other collaboration partners are managed in a pro-active and transparent manner. Therefore, as well as formal consultation with a wide range of stakeholders, emphasis is placed upon stakeholder engagement with a wide number of interested parties and upon assessing, at each stage of the change programme, the impacts on equality, information security and the wider business.

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[11] J. Parry, Prof. E. Kane, Dr D. Martin, Dr S. Bandyopadhyay, Research into Emergency Services Collaboration, April 2015

2.8. Conclusion and Recommendation

The business case concludes that a change in the governance of Staffordshire Fire and Rescue would be significantly in the interests of economy, efficiency, effectiveness and public safety. The recommended option is the Governance Model, which would see the Police and Crime Commissioner take on the functions for governance of Staffordshire Fire and Rescue Service as well as Staffordshire Police but where each would remain as a separate organisation, led by a Chief Constable and Chief Fire Officer respectively.   It is recommended that adoption of the Governance Model, supported by this business case, should now be the subject of formal consultation, with a view to the case then being submitted to the Home Office for assessment and approval.

3. The Strategic Case

The strategic case sets out the case for change.

The case sets out the strategic context and provides a description of the current emergency services landscape in Staffordshire and Stoke-on-Trent. The case considers evidence of existing collaboration, reviews the overall objectives and business strategies for the two services, and examines the financial and operational pressures on each service. This analysis is drawn together in the case for change, and a description of the four governance model options is provided.

The case concludes with a recommendation for the preferred governance model option based on the evidence.

3.1. Background and Strategic Context

In December 2012, the Government commissioned Sir Ken Knight, former London Fire Commissioner, to undertake a review of efficiencies and operations in fire and rescue authorities in England. The resulting report 'Facing the Future'[12] was published in 2013.

One of its principal findings was that "collaboration, co-responding and co-location with other blue-light services does happen and can deliver efficiency through consolidating public sector assets as well as closer working. But progress is patchy and driven or hindered by local relationships." The report called for "national level changes to enable greater collaboration with other blue-light services, including through shared governance."

The Government ran a public consultation exercise in autumn 2015 and published its response document, 'Enabling closer working between the emergency services'[13] in January 2016. This confirmed its intention to legislate to accelerate the pace of collaboration between emergency services and enable Police and Crime Commissioners to play a pivotal role in making that happen.

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[12] Sir Ken Knight CBE, Facing the Future: Findings from the review of efficiencies and operations in fire and rescue authorities in England, May 2013

[13] HM Government, Enabling Closer Working Between the Emergency Services, January 2016

The Policing and Crime Act received Royal Assent on 31 January 2017[14] and amongst other things:

- places a new statutory duty on the police, fire and rescue and emergency ambulance services, which came into effect on 3 April 2017, to keep collaboration opportunities under review and to collaborate with one another where it would be in the interests of their efficiency or effectiveness;

- enables PCCs to take responsibility for the governance of fire and rescue services where it would be in the interests of economy, efficiency and effectiveness or public safety and where a local case is made (the "governance" model);

- enables PCCs to take an additional step of putting in place a single chief officer for fire and police where it would be in the interests of economy, efficiency and effectiveness or public safety and where a local case is made (the "single employer" model); and

- enables PCCs to be represented on the FRA or its committees with full voting rights, subject to the consent of the FRA, where a PCC has not taken on responsibility for fire but wishes to enhance collaboration opportunities (the "representation" model).

The statutory test to meet in making a case for a governance change under the 2017 Act includes that the change must not have an adverse effect on public safety.

Staffordshire's Police and Crime Commissioner is keen to achieve as many synergies as possible between police and fire and rescue services and has stated his desire to take on the functions of Stoke-on-Trent and Staffordshire's Fire and Rescue Authority.

In accordance with the recent legislation, Staffordshire's PCC has commissioned the independent production of this business case, which considers whether a change to the governance of Staffordshire Fire and Rescue Service would be in the interests of economy, efficiency and effectiveness, or public safety.

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[14] Home Office, Circular 001/2017: Policing and Crime Act – provisions commencing, March 2017

3.2. The Current Emergency Services in Staffordshire

The traditional county of Staffordshire has an area of 1,048 square miles and is administered by two top-tier local authorities: Staffordshire County Council and Stoke-on-Trent City Council. The population of the whole county area is 1.1 million[15], with about 253,000 people living in Stoke-on-Trent and 867,000 in the rest of Staffordshire. In the Staffordshire County Council area, there are eight districts[16,] ranging in size from Tamworth with a population of 77,000 to Stafford with a population of 134,000. After Stoke-on-Trent and Stafford, the county town, the main towns are Burton upon Trent, Cannock, Newcastle-under-Lyme, Lichfield, Leek and Tamworth.

The current emergency services in Staffordshire and Stoke-on-Trent consist of Staffordshire Police, Staffordshire Fire and Rescue Service and the West Midlands Ambulance Service.

Figure 1: Stoke-on-Trent City Council and Staffordshire's districts

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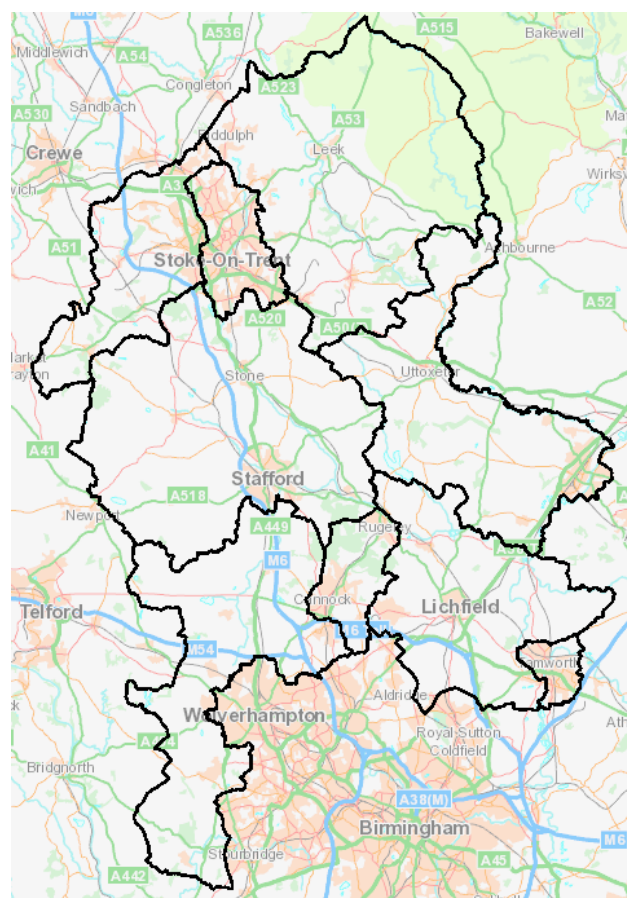
[15] Office for National Statistics, Mid-2016 population estimates, published June 2017.

[16] Cannock Chase, East Staffordshire, Lichfield, Newcastle-under-Lyme, South Staffordshire, Stafford, Staffordshire Moorlands, Tamworth.

Staffordshire Police

Staffordshire Police serves Stoke-on-Trent and Staffordshire. It has a revenue budget, allocated by the PCC, of £171 million (2017-18) and at the end of March 2017 employed 3,062 FTE people. These consisted of 1,635 police officers, 230 police community support officers and 1,197 other police staff, who perform a broad range of roles such as control room operators, scene of crime officers and support functions such as finance, human resources and learning and development. In addition, Staffordshire Police has approximately 260 volunteer Special Constables and a further 156 volunteers including independent custody visitors.

Estimated net revenue expenditure per head of population in 2016-17, excluding national policing responsibilities, was £161.20. This was below both the national average of £177.20 and the average for Staffordshire's "most similar group of forces", which was £163.00[17].

Figure 2: Local Policing Team areas
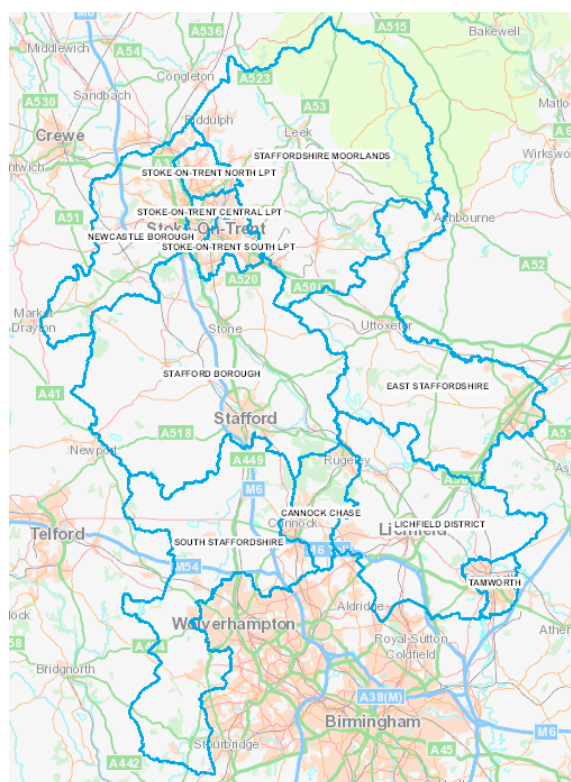
Policing services are currently organised into 11 Local Policing Teams[18] (see Figure 2), which are supported by several specialist functions, including forensics, armed response, dogs and roads policing.

The supporting estates footprint consists of 18 police stations, the County Headquarters in Stafford, a variety of police posts, custody suites, interview facilities and specialist sites. There are 52 police posts and drop-in locations, which include five that are owned by the OPCC and 10 that are leased. The remainder are licensed, including four in fire stations.

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[17] Her Majesty's Inspectorate of Constabulary (HMIC), HMIC Value for Money Profile 2016 Staffordshire Police

[18] Local Policing Teams (LPT) are aligned to local authority boundaries e.g. Stafford Borough Council. Stoke-on-Trent City Council has three LPTs.

The Service is governed by the Police and Crime Commissioner, whose office is responsible for several functions including setting the PCC strategy, providing political leadership, approving budgets, holding the Chief Constable to account for policing performance and commissioning various community services, including services to support victims of crime.

Scrutiny of the Police and Crime Commissioner is provided by a Police and Crime Panel, which consists of 10 elected councillors representing Staffordshire's 10 local authorities plus two co-opted members. Scrutiny of policing is further enhanced by an Ethics, Transparency and Audit Panel (ETAP). The latter was introduced by the Police and Crime Commissioner in 2013 to work towards making policing in Staffordshire the most open and transparent in the country.

HMIC's 2016 PEEL[19] assessment rated Staffordshire Police as "good" for efficiency and legitimacy, and "requires improvement" for effectiveness. Staffordshire Police has recently designed a new Target Operating Model, which is designed to help it meet a very complex and ever evolving policing demand, as well as responding to ongoing budget reductions. It is scheduled for implementation starting later this year.

Staffordshire Fire and Rescue Service

Staffordshire Fire and Rescue Service (SFRS) serves the same population and geography as Staffordshire Police. It has a revenue budget of £39.9m million (2017-18)[20] and at the end of March 2017 employed 869 (FTE) people, of whom 312 are in whole-time operational roles at all levels from firefighters to the Chief Fire Officer. There are 380 retained firefighters and a further 177 FTE people undertake support roles. In addition, there are 14 apprentices and the Fire and Rescue Service currently has 114 volunteers, who undertake a range of functions including "Safe and Well"[21] visits and community engagement activities.

Net revenue expenditure per head of population is approximately £36, which is approximately 10% below the average for fire and rescue services in England.

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[19] Her Majesty's Inspectorate of Constabulary (HMIC), PEEL: Police effectiveness 2016 An inspection of Staffordshire Police, March 2017

[20] Staffordshire Fire 2020: Efficiency Plan

[21] Staffordshire Fire and Rescue Service undertakes approximately 30,000 Safe and Well visits each year, which are targeted at vulnerable people who are at higher risk of injury or death from fire-related incidents due to the following risk factors: smoking, alcohol, mobility and being elderly (SAME).

The Service is organised into three delivery groups, see Figure 3. The Northern Service Delivery Group (SDG) covers Stoke-on-Trent, Staffordshire Moorland and Newcastle-under-Lyme; the Eastern SDG covers Tamworth, Lichfield and East Staffordshire; and the Western SDG covers Stafford, South Staffordshire and Cannock. These groups deliver the statutory functions as set out in the Fire & Rescue Services Act 2004.

SFRS operates from 33 fire stations and a Headquarters at Pirehill, Stone. Pirehill also hosts services such as driver training and learning and development. The Fire and Rescue Service has a Joint Emergency Services Transport facility in Stoke-on-Trent, which is shared with Staffordshire Police.

Figure 3: Fire Service Delivery Groups
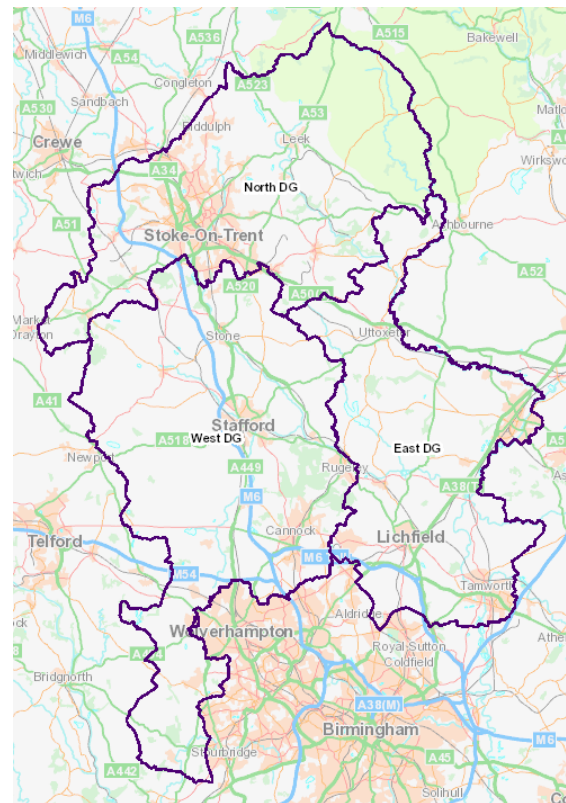
Through the Chief Fire Officers' Association's National Resilience arrangements, SFRS continues to play a national role, providing specialist capabilities to large scale incidents that have occurred across the country in recent years.

In its 2016 Peer Review, Staffordshire Fire and Rescue Service received positive feedback, with its empowering culture being described as a particular strength.

The Service is governed by Staffordshire and Stoke-on-Trent Fire and Rescue Authority, which was created by a Combination Order in 1996 and consists of 21 elected councillors representing Staffordshire County Council and Stoke-on-Trent City Council, who are appointed to the FRA.

The FRA operates through nine committees, such as Strategy and Resources, Audit and Service Improvement[22]. Three of the nine committees are ad hoc: Urgency, Appeals and Appointments. The FRA's committee structure is shown in Figure 4.

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[22] See http://www.staffordshirefire.gov.uk/1261.asp

Figure 4: FRA Committee Structure

Stoke-on-Trent and Staffordshire Fire and Rescue Authority Committee Structure
June 2015 (57 seats)
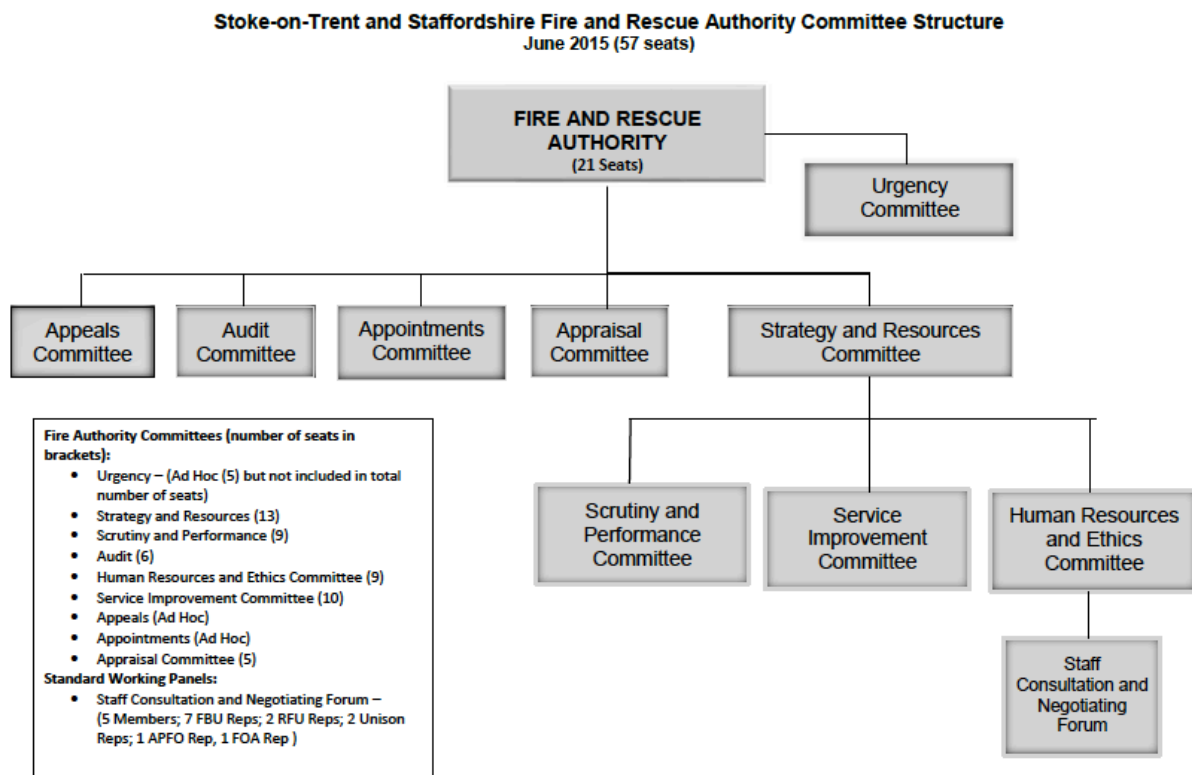
West Midlands Ambulance Service

The Policing and Crime Act places a duty on ambulance trusts to collaborate with the other emergency services, but the opportunities to change governance do not apply to those trusts. The information here is provided as context for the consideration of the options for changes in governance of the fire service and collaboration between police and fire services in Staffordshire.

Emergency ambulance services in Staffordshire are provided by West Midlands Ambulance Service, which serves a population of 5.6 million people covering an area of more than 5,000 square miles, made up of Shropshire, Herefordshire, Worcestershire, Staffordshire, Warwickshire, Coventry, Birmingham and the Black Country Conurbation.

The Service, which includes both emergency ambulance and patient transport services, has a budget of approximately £230 million a year (2015-16). It employs over 4,000 staff and operates from 16 hubs across the region and a network of over 40 community ambulance stations. The Staffordshire locations are listed in section 5.5.

It is governed by the West Midlands Ambulance Service NHS Foundation Trust.

3.3. Current Levels of Collaboration

The statutory duty to collaborate contained within the Policing and Crime Act 2017 was introduced because the government saw insufficient collaboration taking place between emergency services. It is important to emphasise that this was not referring to joint working at emergency incidents. The three emergency services regularly attend emergency incidents together and have a strong track record of working effectively together in such circumstances.

The following paragraphs therefore refer to formal collaborations, for example where emergency services share services or facilities. In addition, since this business case revolves around a potential change in governance for the Fire and Rescue Service, the examples given throughout are focused upon Staffordshire Police and Staffordshire Fire and Rescue Service.

Staffordshire Police Collaboration with Other Police Forces

Staffordshire Police currently has several collaborations in place with other police forces. These include membership of both the Central Motorway Policing Group, and the Regional Organised Crime Unit, which are both shared with West Midlands, West Mercia and Warwickshire police forces. Both of the above play an important role in gathering intelligence, targeting operations and reducing costs. Staffordshire Police also shares a legal services unit with West Midlands Police.

Staffordshire Fire and Rescue Collaborations with Other Fire and Rescue Services

Nationally, SFRS plays its part providing resilience in the context of the fire and rescue national framework for England[23].

Staffordshire Fire and Rescue Service has set out regional and local collaborations in its report "The Current Picture of Collaboration and Integration 2016". This describes the range of collaborations from the Joint Emergency Services Interoperability Programme (JESIP), to shared functions with the Police and working with others such as the Driver and Vehicle Standards Agency.[24]

Two of the most significant collaborations regionally are between Staffordshire Fire and Rescue Service and the West Midlands Fire Service (WMFS). SFRS and WMFS operate a joint control room, which since 2014 has provided joint command and control based at the West Midlands Fire Service HQ. It also has a joint fire investigations

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[23] Department for Communities and Local Government, Fire and rescue national framework for England, July 2012

[24] Staffordshire Fire and Rescue Service, "The Current Picture of Collaboration and Integration", Issue 2, 2016

partnership with West Midlands Fire Service which enables the Staffordshire Service to call upon the West Midlands Service for resources to investigate a fire fatality or significant business or community loss. These two arrangements have so far reduced overall operating costs for Staffordshire Fire and Rescue by over £600,000 a year, as well as providing additional resilience. The shared-service for fire control for Staffordshire and West Midlands Fire and Rescue Services has realised a recurring saving of £1.5m across the two organisations.

SFRS also already has strong links with Staffordshire Search & Rescue and with the British Red Cross in support of response arrangements.

Staffordshire Police and Staffordshire Fire and Rescue Service Collaborations

Staffordshire Police and Staffordshire Fire and Rescue Service currently have several shared functions. These include a Joint Emergency Services Transport function, a shared occupational health service, shared driver training and a shared supplies and logistics function. These four collaborative ventures are currently saving the two services over £900,000 a year between them (see Appendix A).

The two services set up a Joint Transformation Programme in response to the Government's consultation on emergency services collaboration to explore opportunities for further collaboration.

3.4. Overall Objectives and Business Strategies

The primary purpose of both Staffordshire Police and Staffordshire Fire and Rescue Service is to help keep people safe. In addition, although the two services have very different core specialisms, there is considerable alignment between the respective services' business strategies, with both placing emphasis upon pro-activity, prevention and connection with communities.

In his strategy document "Safer, Fairer, United Communities for Staffordshire, 2017-2020", the Staffordshire Police and Crime Commissioner sets out five key priorities:

- "Modern Policing: A police force that is fit for a changing future.

- Early intervention: Identifying and tackling root causes at the earliest opportunity.

- Supporting Victims and Witnesses: Making it easier for victims and witnesses to get the support they need, when they need it.

- Managing Offenders: Preventing offending in the first place and reducing reoffending.

- Public Confidence: Creating opportunities for communities to shape policing, with greater transparency and openness to increase confidence in policing."

This strategy document, alongside Staffordshire Police's 2020 Vision, the Home Office's Strategic Policing Requirement and the 2025 Vision produced by the National Police Chiefs' Council and Association of Police and Crime Commissioners, has guided the creation of 11 golden principles. These principles have underpinned the design of a new Staffordshire Police Target Operating Model, for which implementation is scheduled to begin later this year, and include:

- Moving more resources into more preventative roles;

- Increasing the level of digital and pro-active community engagement;

- Integration with partners on a case-by-case basis;

- Being connected to communities within a geography;

- Further collaborating regionally with local forces;

- Partially merging business support services cross-sector with partner organisations.

SFRS's priorities are set out in its Corporate Safety Plan 2017-20. Its vision is "to make Staffordshire the safest place to be" and it aspires to achieve zero preventable deaths by working effectively with partners and the community. Its priorities are:

- Education and Engagement – engaging with communities to build a safe, informed and inclusive Staffordshire;

- Community Safety and Wellbeing – developing innovative prevention services and working with partners to deliver a range of services and improved outcomes, which will ensure safety and wellbeing for the communities of Staffordshire;

- Planning, Resilience and Response – using its resources efficiently and planning for the development of the services it delivers, based upon information and knowledge.

"Staffordshire Fire 2020" sets out the vision for Staffordshire Fire and Rescue Service and how it will transform to meet the challenges of the next few years. The "Efficiency Plan 2020" sets out the detail of how the savings will be achieved.

3.5. Financial Pressures

Both Staffordshire Police and Staffordshire Fire and Rescue have been faced with substantial budget reductions over the last few years due to government austerity measures.   Since 2010 there have been significant reductions in numbers of employees.   Between 2010 and 2015, Staffordshire Police the number of police officers was reduced by 20% and the staff FTE numbers fell by 6%. In Staffordshire Fire and Rescue Service, over the same period, whole-time firefighter fell by 22% and support staff by 3%.

Further savings are required from both services over the next few years, as set out in each service's Medium Term Financial Plan. Staffordshire Police has to make total savings of £10.5 million by 2020 – equivalent to about £6-7m annual savings by 2020. Staffordshire Fire and Rescue Service has profiled efficiency savings rising from £2.7m in 2017-18 to £4 million in 2019-20. Both services have plans in place to meet a large proportion of these savings requirements, albeit that significant change will be needed to deliver them. The way in which the Fire Service will achieve the savings is set out in the Efficiency Plan 2020.   For Staffordshire Police, the savings plan relies upon the Transformation Programme and successful delivery of the Target Operating Model referenced in section 3.4, which is expected to deliver savings of about £6.4m a year by 2020[25].

In addition to the direct pressures on the services from cuts in funding, there are pressures that arise from reductions in service and changes in priorities in other parts of the public sector. The lack of priority given to social care and mental health services has for instance given rise to increased calls on police resources, with people with mental health problems being detained in police custody despite not committing a crime.

The position beyond the current Comprehensive Spending Review period is, at present, unknown. However, there will inevitably be further funding pressures ahead, driven by the growth in the proportion of the older people in the population, especially for services that have not traditionally had ring-fenced budgets like Health and Education[26].

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[25] PCC for Staffordshire, "Safer, Fairer, United Communities for Staffordshire 2017-2020", June 2017

[26] Institute for Fiscal Studies, Inevitable trade-offs ahead: long-run public spending pressures, May 2017

3.6. Operational Pressures

Trends in crime are a complex subject and aggregating different types of crime, taking account of the different ways of measuring crime, is not straightforward (see the Office for National Statistics recent bulletin[27]). A simplified summary is published by HMIC[28] and is shown in Figure 5 below, which shows the changes in Staffordshire in police numbers, crimes and charges between 2009/10 and 2015/16 by representing these as an index, baselined on 2009/10.

Figure 5: Trends in police officer numbers and crime in Staffordshire
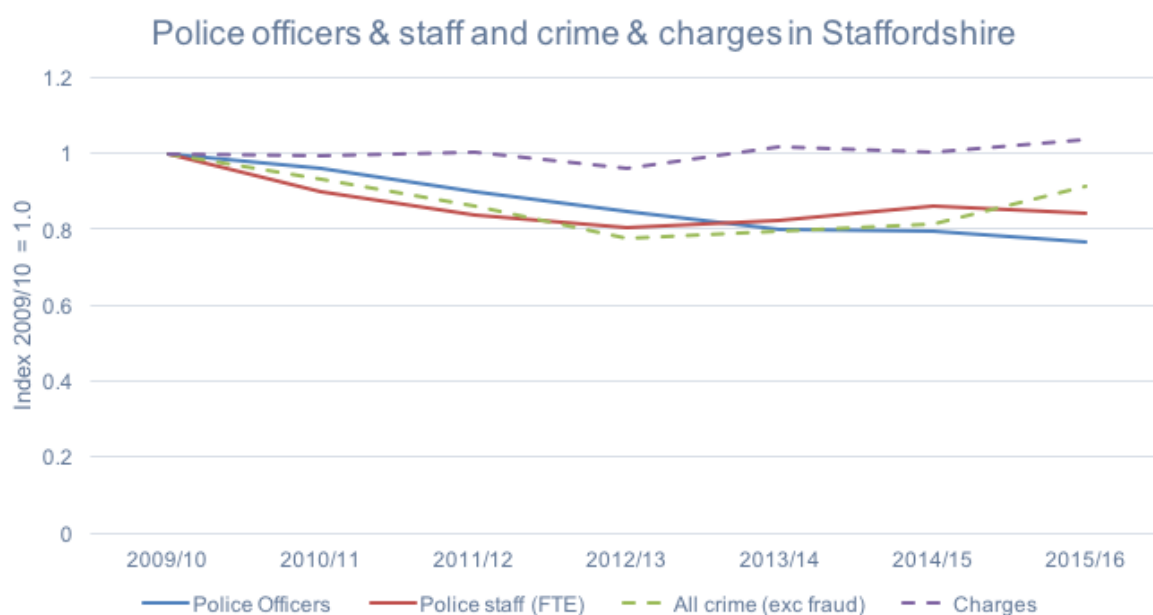
This chart shows how demand has increased over the last few years while police numbers have fallen. Furthermore, this increase in volume has been compounded by the increase in and changing nature of public protection demand, be this related to terrorist activity, cyber-crime such as financial fraud or ransomware attacks, cyber-aided crimes such as child sexual exploitation or other safeguarding issues including child protection, abuse against vulnerable adults or modern-day slavery.

Demand on police services nationally has also grown from the increasing number of incidents involving people with mental health issues and more protective statutory requirements, such as Multi-Agency Public Protection Panel. Nationally, this has led

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[27] ONS, Crime in England and Wales: year ending Dec 2016, 27 April 2017

[28] HMIC, Value for Money Profile 2016 – Staffordshire Police, November 2016

to decreased levels of police visibility and increasing numbers of requests for mutual aid.[29]

The major decrease in fire-related incidents experienced over the last decade appears to have halted nationally[30], but locally incidents are still decreasing. The local trends in fire related incidents are summarised in Figure 6 from information from the Fire Statistics data tables[31] published by the Home Office. Non-fire related incidents were not recorded in the same way before 2009/10.

Figure 6: Trends in fire service incidents in Staffordshire

Fires, false alarms and other incidents in Staffordshire

- ■ All fires ■ False alarms ■ Non-fire incidents

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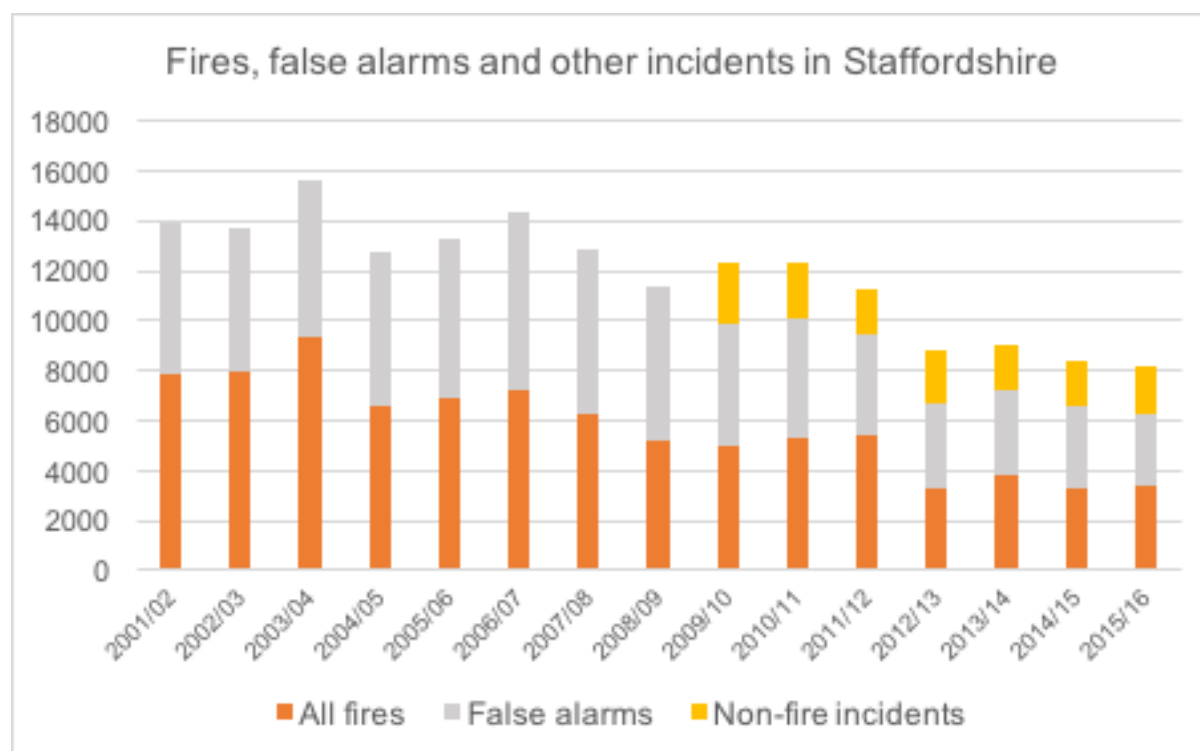
[29] College of Policing, Estimating demand on the police service, 2015

[30] Smalldridge G, "Fire Statistics: England April 2015 to March 2016", Statistical Bulletin 05/17, Home Office, 27 April 2017

[31] Home Office, Fire Statistics data tables, https://www.gov.uk/government/statistical-data-sets/fire-statistics-data-tables , June 2017

3.7. The Case for Change

The Public Safety and Economic Cases identify several areas where closer alignment between Staffordshire Police and Staffordshire Fire and Rescue Service could bring valuable synergies and benefits. In the public safety arena, these include emergency response capabilities, interoperability, prevention and sharing information and intelligence. In the economic arena, they include the sharing and rationalisation of buildings, the combination of generic business support functions, such as finance, HR, ICT and estates management; and a similar combination of operational support functions such as learning and development and business intelligence.

Achieving closer alignment between police and fire and rescue services in Staffordshire will not only save money, which can then be reinvested (e.g. in prevention and early intervention), but will also enable a joined-up approach to risk identification and management. Both services have extensive and complementary skills and specialisms. As noted above, both have the same principal aim to keep people safe. Both have a key focus upon prevention and, where possible, tackling problems at source. The potential to achieve this more efficiently and effectively by sharing resources wherever appropriate and playing to each other's strengths is substantial (as the economic case explains). The need to do so, against a backdrop of increasing demand and reducing public sector budgets, is unlikely to reduce.

The strategic case, however, also rests upon whether a change of governance to the Fire and Rescue Service would increase the probability of achieving these benefits. For this assessment, we looked at three areas:

- The efficacy of Police and Crime Commissioners compared to traditional police or fire and rescue authorities;

- The potential for agreement not to be reached or for undue delay with each of the available models;

- The ability to maximise political influence over other public services.

This assessment takes account of the findings of the fieldwork that has already been undertaken[32]. This report found three main obstacles to collaboration: political; cultural; and technology related. An extract from the report is provided at Appendix C. The main issues echoed the findings of the national research on collaboration[33].

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[32] Fire and Police Joint Transformation Programme, Protecting and Enhancing Frontline Services 'Is there a case for full integration?', December 2016

[33] Emergency Services Collaboration Working Group, National Overview, 2016

The Efficacy of Police and Crime Commissioners

There is evidence, both national and local, which shows that the impact of the introduction of Police and Crime Commissioners has been positive.

National evidence came from a Home Affairs Select Committee report[34], which concluded that "the introduction of Police and Crime Commissioners has worked well to date and has had some beneficial effect on public accountability and clarity of leadership in policing."

Local evidence came from senior management and employee representatives within Staffordshire Police. Interviews with this group for this report showed that, despite some initial reservations within Staffordshire Police regarding the introduction of Police and Crime Commissioners, they now viewed the PCC and his office as a positive development due to the level of positive scrutiny it has brought, the additional business acumen it has introduced and the increased speed of decision-making.

The PCC has made a significant difference to local policing and community safety through a wide range of change projects, delivering improved outcomes for the people of Staffordshire and Stoke-on-Trent. A selection of examples[35] follows with a detailed schedule within Appendix E:

- Child Sexual Exploitation: working with partners to develop a Child Sexual Exploitation (CSE) strategy in Staffordshire;

- Staffordshire Victim Gateway: established in September 2015, provides greater, more tailored support for victims of crime and overall supports far more victims than previously was the case;

- Safer Neighbourhood Panels: established 11 Safer Neighbourhood Panels (SNPs) across Staffordshire, following the success of the overarching, county-wide Ethics, Transparency and Audit Panel (ETAP);

- Ethics, Transparency and Audit Panel: Established in 2014, as a public scrutiny body, the ETAP has been recognised nationally for its work in holding policing to account across a number of areas;

- Mental Health: The number of people in mental health crisis who end up in police cells despite not committing a crime has been reduced, following work and sustained pressure by the PCC. The progress in Staffordshire has seen

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[34] House of Commons Home Affairs Committee, Police and Crime Commissioners: here to stay, Seventh Report of Session 2015-16, March 2016

[35] PCC for Staffordshire, "Safer, Fairer, United Communities for Staffordshire 2017-2020" June 2017

NHS and police staff work closely together on the ground to make sure individuals get the right support.

Some of these types of reform could be applicable to the Fire and Rescue Services. The ETAP and SNP structures are examples of what could be expanded, following a change in governance, to cover fire and other safety issues.

As to the efficacy argument for Fire and Rescue Authorities, the most recent Staffordshire Fire and Rescue Service Peer Challenge report commended "the close alignment between the political and professional leadership of Staffordshire Fire and Rescue Service". It also found that "in terms of contribution to strategic delivery there are some positive examples of scrutiny in individual areas". However, it went on to state: "There does not always appear to be a consistent understanding amongst members of the value of scrutiny. The overall sense of the team is that this key function is often seen to be about receiving reports with some debate of the issues. The opportunity is for scrutiny to play a more confident and proactive role in challenging thinking, and identifying areas which may need stronger focus."

In addition, the report stated: "There also does not seem to be a consistent recognition from members of their overall political leadership role in driving change when this is required: different members appeared to be in different places in terms of offering stronger political leadership to the whole of the Service, rather than focussing on representing their own local areas."

The Peer Review was carried out in 2016 and work has since been carried out by the FRA following the development of an action plan by the Chair of the FRA. In this area, however, the evidence of the practice both nationally and locally of the Staffordshire PCC (see Appendix B) suggests that Police and Crime Commissioner governance is potentially more efficient (in terms of the pace of decision taking, the level of commercial challenge and the support of the PCC's office) and more effective (in terms of balancing the local views and the county-wide perspective).

The Potential for Disagreement or Undue Delay

In this area, the assessment is based upon numbers and probability. Collaboration between Staffordshire Police and Staffordshire Fire and Rescue currently depends upon agreement between two chief officer teams and two different governance bodies. If there were only one governance body, the likelihood of agreement and commonality of purpose would be increased. Such a change would also increase the momentum for and timing of the desired alignment.

Political Influence over Other Emergency Services

Research for the Economic and Public Safety cases identified opportunities where, at first glance, increased collaboration with the West Midlands Ambulance Service would be beneficial e.g. Fire and Rescue Service co-responding to medical emergencies,

and sharing buildings. In the report "Above and beyond"[36] and the Corporate Safety Plan[37] , SFRS sets out its ambitions to play a wider role in health, safety and wellbeing. There is also evidence nationally[38] that appropriately trained and equipped firefighters co-responding to targeted, specific time-critical medical events, such as cardiac arrest, can improve patient survival rates.

Several stakeholders consulted during the construction of this business case pointed to the increased political influence brought by Staffordshire's Police and Crime Commissioner and the increased profile this has given policing both locally and nationally. These stakeholders felt that extending the PCC's governance to the Fire and Rescue Service would have a similar impact upon Fire and Rescue, and could potentially increase the influence of both services.

An example of how the PCC has stimulated collaboration with other agencies in the policing and crime sector is the work of the PCC with criminal justice and other partners to develop and enhance the services provided for victims and witnesses across Staffordshire and Stoke-on-Trent. A multi-agency strategic Victim and Witness Commissioning and Development Board will be established before the end of the 2017/18 financial year to make sure that there is a coherent multi-agency approach to provide support. The board will oversee services for victims and witnesses across Staffordshire and report directly to the Safer Staffordshire Strategic Board.

3.8. The Potential Governance Options

As noted above, the Police and Crime Act 2017 provides for three different models of governance for Fire and Rescue Services as alternatives to the current arrangements. These are:

- The Representation Model;

- The Governance Model;

- The Single Employer Model.

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[36] Staffordshire Fire and Rescue Service, "Above and beyond traditional expectations of a Fire and Rescue Service", 2016

[37] Staffordshire Fire and Rescue Service, "Corporate Safety Plan 2017-2020", 2017

[38] Williams J, Newton A et al, Broadening Responsibilities: Consideration of The Potential to Broaden the Role of Uniformed Fire Service Employees, University of Hertfordshire, January 2017

A description and illustration of the current model (the baseline) and each of these models is provided in the following paragraphs.

Option 1 – "Do Nothing" – the current model of governance

This option would maintain the current, separate governance mechanisms for Staffordshire Police and Staffordshire Fire and Rescue Service. The Police and Crime Commissioner would continue to govern Staffordshire Police, with external scrutiny provided by the Police and Crime Panel (PCP). The Fire and Rescue Authority would continue to govern the Fire and Rescue Service. Option 1 is summarised in Figure 7 following.

Leadership and management of the two services would remain as currently, with two different senior executive teams.

The two services and their respective governance bodies would continue to work together in line with the legislative "duty to collaborate". The diagram below reflects the current position of both joint working (operational co-operation) and shared business support services i.e. joint transport management, joint occupational health arrangements, joint supplies / stores management and joint driver training.

Figure 7: Option 1 - "Do nothing" option - the current model
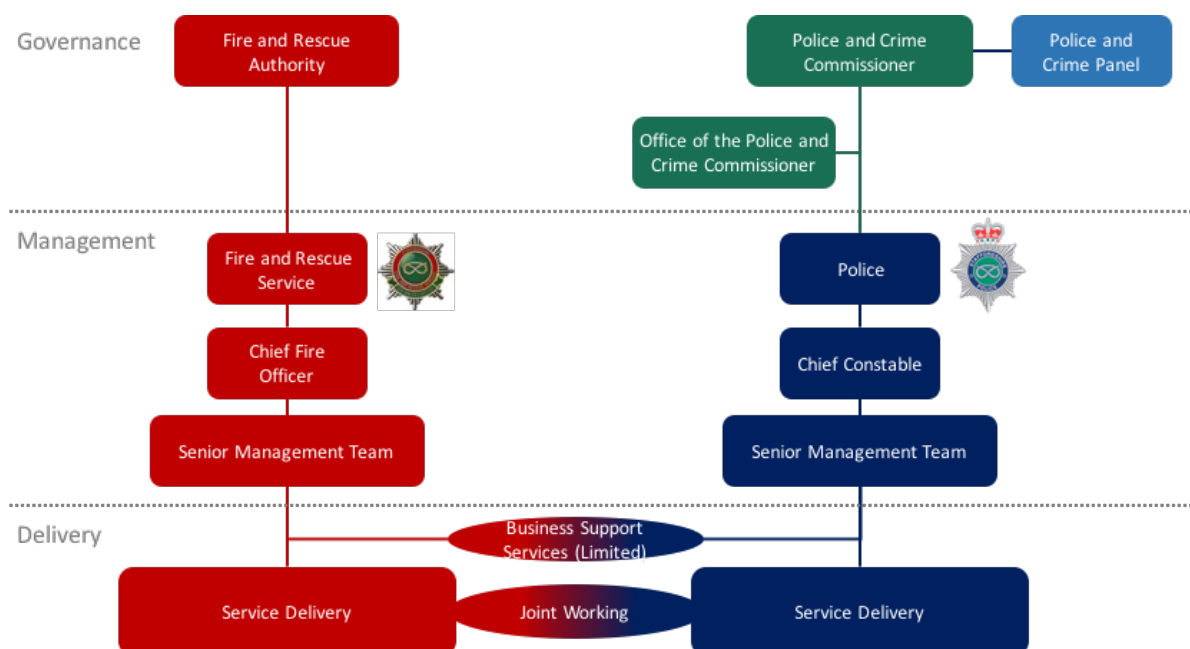
The "Do Nothing" option – the current model – has the potential to expand joint working and shared business support services in line with the legislative "duty to collaborate". Such expansion would however depend upon the agreement of both the two senior management teams and their respective governance bodies.

For the reasons set out in section 3.7, it is unlikely that "Do Nothing" – retaining the current model of governance – would deliver the scale of potential benefits available. This is explored further in the Public Safety and Economic Cases

Option 2 – The Representation Model

This option (illustrated in Figure 8) would also maintain the current separate governance mechanisms for Staffordshire Police and Staffordshire Fire and Rescue Service. However, it would enable the Police and Crime Commissioner (PCC) to have representation on the Stoke-on-Trent and Staffordshire Fire and Rescue Authority (FRA) with voting rights.

Figure 8: Option 2 – The Representation Model
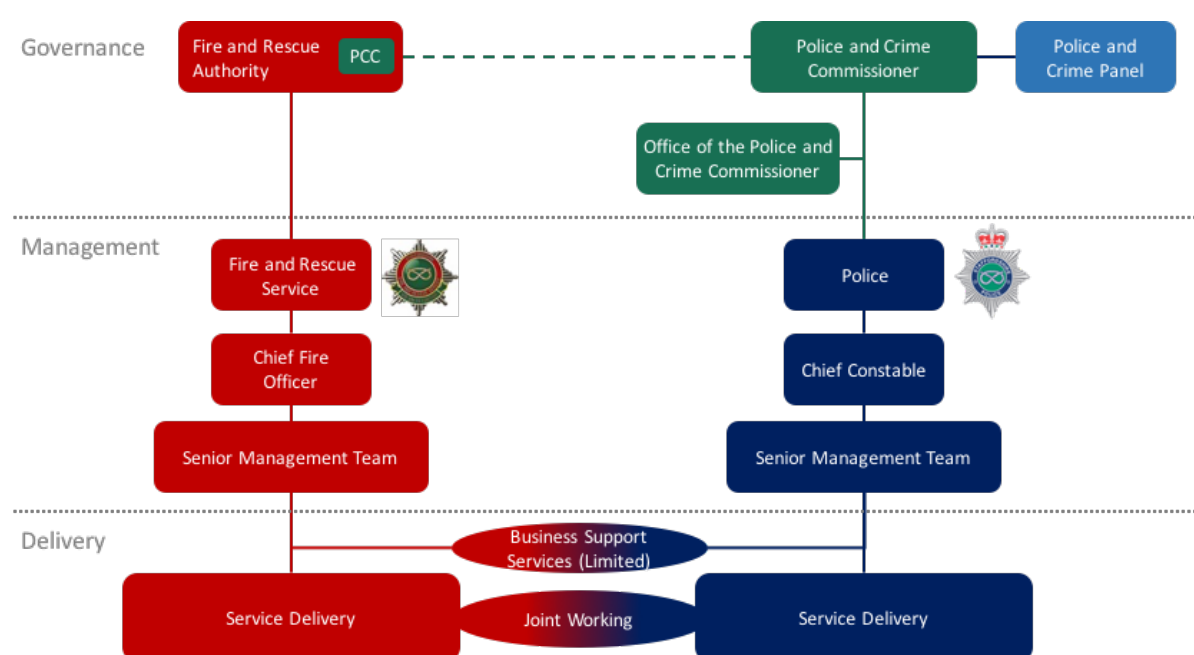
Under s7 of the Policing and Crime Act 2017, the PCC may request to be appointed to the FRA. The FRA must consider the request, gives a reasoned decision and publish the reasons. Where a PCC's request is agreed, the appointing authority or committee will make arrangements for the PCC's appointment to committees to attend, speak at and vote at meetings to ensure that the PCC's participation is meaningful.

The wording of the Act suggests that the PCC would become an additional Member of the FRA. The Combination Order for Stoke on Trent and Staffordshire provides for it to have a maximum of 25 Members, though the Authority reduced its number of Members to 21. This means that there is headroom to accommodate the PCC even without considering the overall number of Members.

It would be open to the FRA on receiving a request from the PCC for membership to take the opportunity to look at the size of the FRA Membership and reduce its numbers. There would also remain some considerations to be had around whether the addition of a PCC with a party-political affiliation would mean the overall political balance of an FRA would need a review. These however are 'downstream' questions and considerations and would require further examination and debate.

Leadership and management of the two services would remain as currently, with two different senior executive teams.

The two services and their respective governance bodies would continue to work together in line with the legislative "duty to collaborate". The diagram in Figure 8 reflects the current position with regards to both joint working (operational co-operation) and shared business support services i.e. joint transport management, joint occupational health arrangements, joint supplies / stores management and joint driver training. As with the "Do Nothing", current model, the "representation" model has the potential to expand joint working and shared business support services in line with the legislative "duty to collaborate". Such expansion would however still depend upon the agreement of both the two senior management teams and their respective governance bodies.

For the reasons set out in section 3.7, it appears unlikely that the Representation Model would deliver the scale of potential benefits available. This is explored further in the Public Safety and Economic Cases.

The Staffordshire PCC has stated that he does not wish to pursue this option.

Option 3 – The Governance Model

This option, which is the model proposed by Staffordshire's Police and Crime Commissioner, would involve the Police and Crime Commissioner taking responsibility for the statutory functions the FRA as well as the governance of Staffordshire Police. The role would be expanded to become the Police, Fire and Crime Commissioner (PFCC) and his Office (the current OPCC) would become an OPFCC (Office of the Police, Fire and Crime Commissioner).

Under the provisions of the Policing and Crime Act, there will still be a corporation sole called the FRA. The existing Stoke on Trent and Staffordshire FRA would be abolished and a new Authority would be established with the PCC being the FRA (the PCC-style FRA).

The Police and Crime Panel, which currently provides scrutiny of the PCC's decisions with regards to policing and crime, would be expanded to provide similar scrutiny of Fire and Rescue-related decisions. The remit of the Ethics, Transparency and Audit Panel would also be expanded to cover fire and rescue topics.

Although the governance arrangements would change with this option, the operational leadership arrangements within each service would not. Policing and Fire and Rescue Services would remain under separate leadership, as now, with a Chief Fire Officer leading the Fire and Rescue Service and a Chief Constable leading the Police Force. There would however be scoped to consider some future integration of some of the senior management of the two services.

The two services would continue to work together in line with the legislative "duty to collaborate" but, owing to the move to a single governance arrangement under the Police, Fire and Crime Commissioner, they would have much greater impetus to do so. Staffordshire's Police and Crime Commissioner has stated a desire to see both services undertake more joint prevention activities, rationalise their combined building estate and move a significant proportion of their business support and some of their operational support activities into a formal shared service operation. This is reflected in Figure 9 below.

Figure 9: Option 3 – The Governance Model
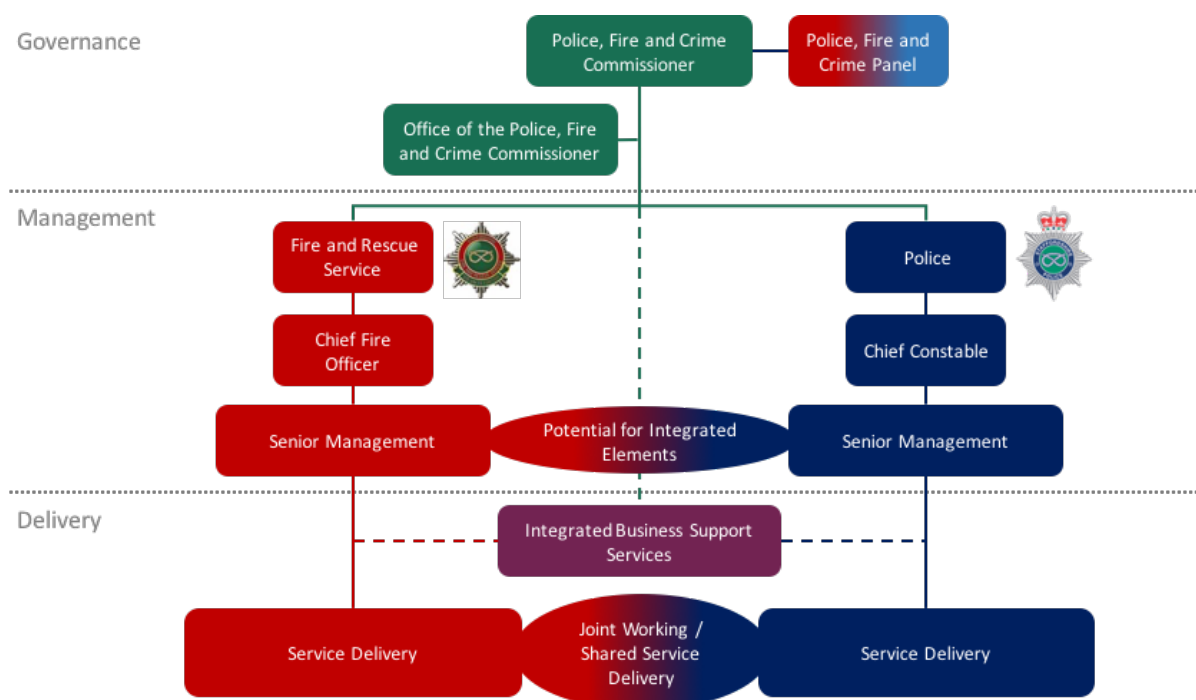
Although some services and supporting infrastructure would be shared, each service would continue to have its own separate budget and accounts, and would pay an equitable amount for its use of the shared arrangements. There is no provision within any of the models for a PFCC to spend Fire and Rescue funding on policing or vice-versa, however a PCC could invest in programmes that benefit both organisations.

For the reasons set out in section 3.7, we believe that the Governance Model could deliver the scale of potential benefits available. This is explored further in the Public Safety and Economic Cases.

Option 4 – The Single Employer Model

This option, summarised in Figure 10, would have the same governance arrangements as Option 3 (the Governance model). However, the leadership and management arrangements would be different. Instead of having separate Fire and Police services, this option involves having a single Chief Officer in charge of a combined service and this Chief Officer would fulfil the role of both Chief Fire Officer and Chief Constable. The specific disciplines of Policing and Fire and Rescue would each be represented on the combined senior management team.

Figure 10: Option 4 – The Single Employer Model
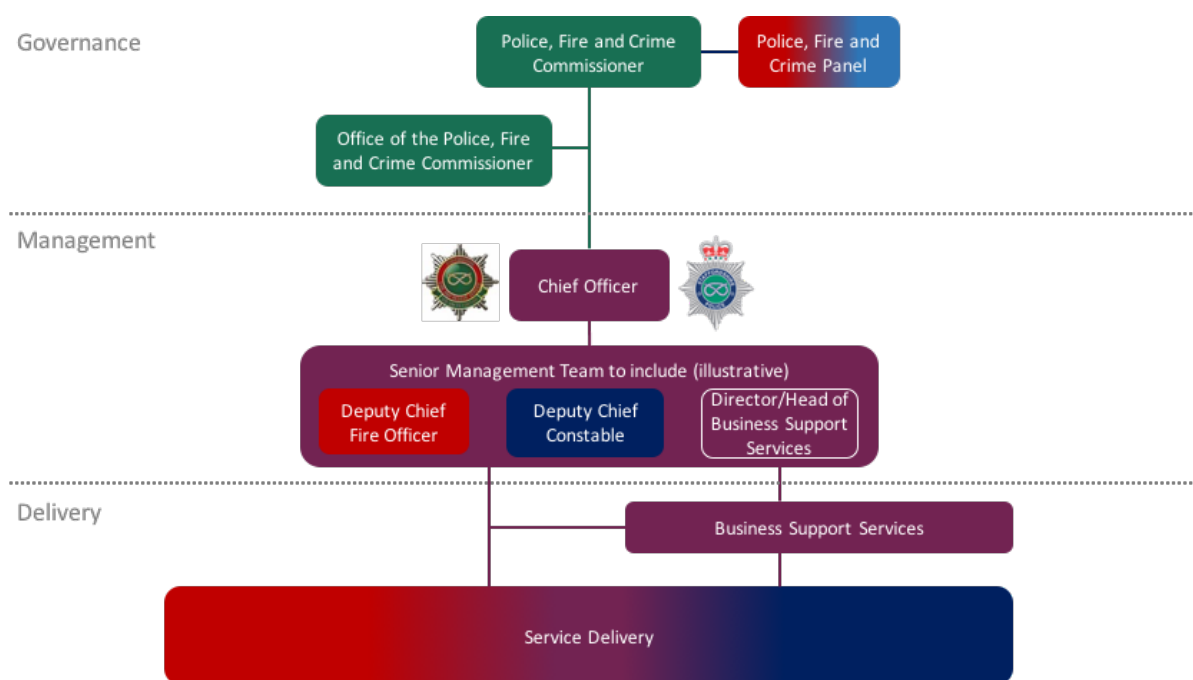
Although this option would involve a single service delivery organisation, there would still be a clear demarcation between firefighting and policing roles. Warranted police officers would continue to perform policing roles and firefighters would continue to perform fire and rescue roles. However, with this option all staff would be employed by a single organisation and the Chief Officer, supported by his or her senior management team, would have additional flexibility in terms of organisational and management structures etc.

As with all the other models, there would still be no provision to spend Fire and Rescue funding on policing or vice-versa. Costs would be apportioned between the two different disciplines and the OPFCC would still be required to maintain separate Fire and Police budgets, and produce separate accounts.

For the reasons set out in section 3.7, we believe that the Single Employer Model is also likely to deliver the scale of potential benefits available. However, there are several major disadvantages with pursuing a Single Employer Model now, not least the increased potential for strained industrial relations. Among the stakeholders consulted so far, while there are some who would currently support this option, others would not. This is reflected in the conclusions of Staffordshire's PCC, who said that, although he had originally favoured the Single Employer model, he had listened to feedback and was now advocating the Governance Model.

The Public Safety and Economic Cases provide a more detailed exploration of the Single Employer Model.

3.9. The Recommended Model

Based upon the analysis set out in this Strategic Case, together with the evaluations set out in the Public Safety and Economic Cases, the Governance Model is likely to prove to be best for Staffordshire.

3.10. Risks, Dependencies and Constraints

The risks, dependencies and constraints associated with the Governance Model are covered in more detail in the Management Case. Police and fire and rescue services have different cultures and, to achieve the "best of both", the two services will need to establish a strong and equal partnership. The Management Case therefore assumes that sufficient time would be provided for collective visioning, agreement of a joint target operating model and subsequent delivery. This is a key dependency for successful delivery.

Delivery risks are also set out in the Management Case. From a strategic perspective, there is a small risk that a move away from a Fire and Rescue Authority comprising 21 elected members to a PCC Governance Model could weaken the link between the Fire and Rescue Authority and the different localities in Staffordshire. This geographical connection with elected members was highlighted as a strength by the 2016 Fire Peer Challenge review. However, since Staffordshire's Police and Crime Commissioner places emphasis upon community engagement (see for instance the Safer Neighbourhood Panels) and both he and his office devote significant amounts of time to it, this risk is assumed to be mitigated.

Change capacity will be the two services' greatest constraint, not for the introduction of the Governance Model itself but for the subsequent integration and shared services

initiatives. However, both services already have change programmes underway to respond to the efficiency and transformation challenges ahead. Creating a joint target operating model should help to ease this constraint by harmonising appropriate elements of the two organisations' change programmes. However, this constraint will still be a significant consideration when it comes to the pace of the changes that are envisaged beyond the introduction of the Governance Model itself. The approach to implementation is explained further in 8.4 in the Management Case.

4. The Public Safety Case

> The public safety case focuses on public safety, operational, response and prevention issues.
>
> The case considers the prevention and public protection activities of the two services. It explores the benefits and implications of improved information sharing to build a more comprehensive picture of risk. The case considers emergency response and national critical incident responsibilities.
>
> The case concludes with analysis of how public safety will be impacted by each of the four governance model options.

This part of the business case considers:

- The public safety benefits that could be achieved through a closer alignment between Staffordshire Police and Staffordshire Fire and Rescue Service;

- Whether a change to the governance of the Staffordshire Fire and Rescue Service would increase the likelihood of achieving the public safety benefits identified; and

- If a change in governance would be beneficial, which of the governance models provided for in the Police and Crime Act 2017 would be most appropriate.

For the purposes of assessing the public safety benefits that could be achieved through a closer alignment between Staffordshire Police and Staffordshire Fire and Rescue Service, we have considered the following areas of public safety, namely the impact of closer alignment on both services':

- prevention and public protection activities;

- ability to share information, build a more comprehensive and cohesive picture of risk to and within communities, provide a more targeted public protection service and enhance safety to both services' officers whilst going about their daily duties;

- emergency response capabilities;

- ability to meet their national commitments in dealing with critical threats and incidents;

- ability to generate savings and reinvest them in frontline public protection activities.

The assessment takes account of the changes in demand upon emergency services, in terms of volume, complexity and its changing nature, set out in sections 0 and 3.7 of the Strategic Case. As a result, the underlying theme within this Public Safety Case is that maintaining the status quo, in terms of service delivery, will not be good enough to meet future demands in the face of continued downward pressure on public spending.

4.1. Prevention and Public Protection Activities

Prevention is a central tenet of both Staffordshire Police and Staffordshire Fire and Rescue Service's philosophies.

Staffordshire Fire and Rescue Service, for example, invests a significant proportion of its resources into prevention and holds firmly to the ethos of "Prevention is better than cure". The "Above and Beyond" report provides several examples of this prevention work, such as the over 30,000 "Safe and Well" visits a year, which are targeted at vulnerable members of the community with risk factors relating to smoking, alcohol, mobility or being elderly (SAME). The prevention work is helping to deliver improved outcomes for residents in terms of health and wellbeing.

Similarly, the PCC cited "early intervention and tackling root causes before they become a problem" as a priority in his "Safer, Fairer, United Communities for Staffordshire" strategy document 2016-20 and reiterated the priority in the updated plan for 2017-2020. Prevention also features prominently in Staffordshire Police's new target operating model, which is built upon a number of golden principles agreed between the PCC and the Chief Constable, including moving more resources into more preventative roles. The benefits of early intervention have been estimated by the Early Intervention Foundation, who concluded that late intervention with children and families in 2016 alone cost the economy £237 million in Staffordshire and £82 million in Stoke-on-Trent[39].

The following paragraphs explore some of the opportunities that would be available through closer alignment between Staffordshire Police and Staffordshire Fire and Rescue Service.

Shared Prevention / Public Protection Focus

As stated above, Staffordshire Fire and Rescue undertakes approximately 30,000 "Safe and Well" visits a year, targeting people who primarily have risk factors relating to smoking, alcohol, mobility or being elderly (SAME). Staffordshire Police, through its community safety teams and PCSOs, undertakes a similar number of visits a year,

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[39] PCC for Staffordshire, "Safer, Fairer, United Communities for Staffordshire 2017-2020", June 2017

sometimes to the same people. As a result, there are opportunities to adopt a more co-ordinated approach, drawing upon the two services' combined intelligence, and direct these, and potentially a larger overall number of visits / engagements, towards a much broader range of public protection strands including crime prevention, neglect, abuse, child protection, internet safety and health-related matters.

This approach would build on the current cooperative working in Staffordshire. A partnership initiative across Stoke-on-Trent, involving Fire, Police, Local Authority, Health and Voluntary sector partners working together, supports a large number of families at risk of poor outcomes in terms of health, wellbeing and life-style choices. This improves their lives and reduces demand across the public sector system.

Many other areas of the country have begun to move in this general direction. Examples that Staffordshire could consider include, for instance, Northamptonshire Police and Fire and Rescue Service, who have created a single Prevention and Community Protection department between Police and Fire and Rescue with responsibilities encompassing crime prevention, licensing[40], community safety, integrated offender management, anti-social behaviour and road safety. They have also set up shared Rural Intervention teams, whose local engagement activities range from school visits to recruitment events, home fire safety checks, crime prevention, farm watch and road watch. They also perform response functions. The Rural Intervention Teams have been credited with increasing visibility, increasing public confidence and saving lives.

Other initiatives across the country that could be considered, are set out in Appendix D, which has further detail on these examples.

Multi-Agency Safeguarding

Staffordshire has a highly regarded Multi-Agency Safeguarding Hub (MASH), which deals with approximately 27,000 cases a year, with 10,000 of these benefitting from initial triaging against multi-agency information and the other 17,000 benefitting from full research. The three cohorts within the purview of the MASH are:

- Concerns about the welfare of a child;

- Concerns about the welfare of an adult with care and support needs;

- Concerns regarding a serious domestic abuse situation (where there are no concerns about the welfare of a child or of an adult with care and support needs).

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[40] Licensing could incorporate public houses and firearms etc.

Staffordshire Fire and Rescue Service already has links to the MASH, and the SFRS Director of Prevent and Protect is part of the MASH leadership group. The SFRS's 2016 Peer Challenge report, however, highlighted the MASH as an area where Fire and Rescue could potentially play a greater role.

Connected Communities

Connected Communities is a key Staffordshire Police and PCC policy strand, and features prominently in the new Staffordshire Police Target Operating Model, for which two of the underlying golden principles are: increasing the level of digital and pro-active community engagement and being connected to communities within a geography. It is also central to the Fire and Rescue Service's strategic priorities of "building a safe, informed and inclusive Staffordshire" and supporting community safety and wellbeing[41].

The Connected Communities programme, which is being led by the Arts and Humanities Research Council, focuses upon the role of communities in sustaining and enhancing quality of life. It incorporates several strands including:

- Health and wellbeing, including the creation of more dementia-friendly communities;

- Disconnection, division and exclusion and the effect that they can have upon individuals and their communities;

- Creative and digital communities.

Evidence shows that there is a strong link between disconnection and both vulnerability and disaffection. People over the age of 70 and bereaved within the last 2 years are, for example, much more likely to become the victims of scams or cold calling. Disaffection, on the other hand, can lead to an increased propensity to be a perpetrator of crime. There is a broad overlap with the people targeted by SFRS as vulnerable members of the community with risk factors relating to smoking, alcohol, mobility or being elderly (SAME).

Joint police, fire and rescue and other partner agency input can play a role in addressing some of these issues. The Salford Integrated Prevention Hub[42], for example, is addressing the needs of 11-25 year olds and their families, who fall within a "Complex Dependency" cohort. Integrated teams deliver multi-disciplinary assessment, support, safety education and liaison / advocacy with other services. Outcomes include crisis management, stabilising a family and achieving

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[41] Staffordshire and Stoke-on-Trent Fire and Rescue Authority, Corporate Safety Plan 2017-2020

[42] Emergency Services Collaboration Working Group, National Overview, 2016

transformative change e.g. improved confidence and educational attainment for the children and young people. Please see Appendix D for further detail.

Visible Presence

Another opportunity for shared prevention activity is providing a highly-visible presence to improve prevention and assurance. The Safer Peterborough Partnership, for example, has introduced daily briefings to the Fire and Rescue Service regarding burglary and anti-social behaviour hotspots, so that they can provide a visible presence whilst undertaking their other community safety activities. A similar initiative in Essex (Operation Insight) has seen burglaries in the target area reduce by 29%[43]. Further detail on the Safer Peterborough Partnership is included in Appendix D.

Analysis of the British Crime Survey in the HMIC report, 'Demanding Times: The front line and police visibility'[44] indicates that visible policing is linked to public confidence in the police, and if the public have confidence in the service, they are more likely to engage.

Based upon our analysis, we believe that, from a prevention and public protection perspective, there are significant public safety benefits to be gained from closer alignment between Staffordshire Police and Staffordshire Fire and Rescue Service. Both services enjoy positions of trust within communities and a more co-ordinated community safety approach, which better leverages the two services' respective brands, could pay noticeable dividends for Staffordshire communities.

4.2. Sharing Information and Building a More Comprehensive Picture of Risk

Staffordshire Police and Staffordshire Fire and Rescue Service aim to share information in the interests of public safety. However, since the two services have different systems and differing levels of information security, this is currently undertaken manually, which is firstly more time-consuming and secondly more prone to error or omission.

There are several areas where sharing information could enhance both public and officer safety. Examples include:

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[43] Emergency Services Collaboration Working Group, National Overview, 2016

[44] HMIC, Demanding Times: The front line and police visibility, 2011

- Fire and rescue staff, when called to incidents, being able to access details about premises with licensed firearms;

- Fire and Rescue staff being able to share appropriate details when attending car fires with Police colleagues and vice-versa;

- Fire and rescue staff being able to access appropriate details when attending incidents involving people with a history of violence or domestic abuse, as this may pose a risk to their safety;

- Police officers being able to access plans of premises where these are held by the Fire and Rescue Service and are helpful to police operations or to other agencies e.g. ambulance service or health services.

Several factors should make it easier for Police and Fire and Rescue staff to access appropriate information in the future.

The first is the advent of the Emergency Services network, which is currently scheduled to be implemented in Staffordshire in 2019. Staffordshire Fire and Rescue Service is intending to take this opportunity to upgrade the whole of its physical estate to meet the Public Service Network (Police) Code of Connection requirements. This will enable police officers, who share Fire and Rescue facilities, to access police systems from those facilities.

The second is the strategic ICT partnership that the PCC signed with Boeing Defence UK in 2016, which is intended to help meet the PCC's pledge "to make Staffordshire Police the most technologically advanced local force in the UK."[45] The force's IT strategy involves rationalising its IT landscape and creating a data layer to share and manage data access for Staffordshire Police and its trusted users. This promises to transform the ICT operating environment from the current situation, where staff in even shared operations like the Joint Emergency Services Transport Unit must cope with two different networks, two different computer systems, two phones and two email addresses, to a situation where staff can access their applications and data through a single user interface and from anywhere, subject to the appropriate information security controls.

Furthermore, Staffordshire Police's new target operating model envisages the creation of a centralised analytical capability supported by joined up information and analytic technology called the Knowledge Hub. The Fire and Rescue Service meanwhile currently leverages Mosaic and Exeter datasets, which enables it to identify people in Staffordshire aged over 65, and operates a stratified risk sampling methodology so that it can focus its preventative advice and support to those in most need.

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[45] PCC for Staffordshire, "Safer, Fairer, United Communities for Staffordshire 2017-2020", June 2017

Closer alignment of current Police and Fire and Rescue Service capabilities therefore, supported by the levels of investment envisaged by the PCC over the next few years, offers opportunities to create and share a much more comprehensive picture of risk than hitherto.   A joint ICT strategy would be established under joint governance and this would provide the foundation for converging infrastructure and sharing information.

The resulting public safety benefits could be substantial.

4.3. Emergency Response

The current baseline for emergency response by both Staffordshire Police and Staffordshire Fire and Rescue Service is good. Both consistently meet their targets. In addition, there is already very good joint working at an operational level between the three emergency services in Staffordshire.

Nevertheless, there are areas where greater collaboration between emergency services could either improve performance further or enable a more holistic and intelligent approach to resource deployment. The following paragraphs illustrate some of these opportunities.

Resource Deployment, Emergency Scene Management and Co-Responding

The current model for emergency response in Staffordshire involves three separate control centres (Ambulance, Fire and Police) under separate management, taking 999 calls and mobilising their respective resources. The economic aspects of this, which are complicated, are explored in the Economic Case.

From a public safety perspective however, a more joined-up approach to resource deployment, be this from a single or separate control centres, could lead to both improvements in efficiency and enhancements to public safety.

From a fire and rescue / police perspective, there are occasions where resources from both services are deployed when it might have been possible to deploy resources from just one service. With certain road traffic collisions, for example, the Fire and Rescue Service might be able to reach the scene first and, unless there is a need for the attendance of a warranted police officer, could potentially manage the entire incident subject to the powers of each service.

For other incidents, the reverse might be true with only a police response required but supported in a limited way by the FRS. On other occasions, a shared response akin to Northamptonshire's Rural Intervention Teams might be most appropriate.   A deployment approach, which can consider both police and fire and rescue resources holistically and deploy the most appropriate resource offers benefits, especially against a backdrop of increasing demand but reducing budgets.

There are also occasions where a different approach to deployment could be adopted to the benefit of Staffordshire residents. A study carried out by the University of Hertfordshire for the National Joint Council for Local Authority Fire and Rescue Services sought to identify what impact, if any, firefighters can have on the delivery of emergency medical response and wider community health interventions in the UK. The conclusion was that appropriately trained and equipped firefighters co-responding to targeted, specific time-critical medical events, such as cardiac arrest, can improve patient survival rates[46].

Co-responding to medical emergencies has become commonplace in several other parts of the country. In Greater Manchester Fire and Rescue Service, for example, firefighters now respond to cardiac arrests in support of the North West Ambulance Service and mobilise to 20% of all cardiac arrests in Greater Manchester. Similarly, Hampshire Fire and Rescue Service mobilise to over 10,000 such incidents a year.

Staffordshire Fire and Rescue Service is keen to make a similar contribution.

There may also be the potential for initiatives such as shared Community Safety Responders (CSRs). A pilot scheme in Stanhope, County Durham, has seen the introduction of CSRs, who perform the joint role of police community support officer (PCSO), retained on-call firefighter and emergency medical responder, trained to attend ambulance service Red 1 and 2 category calls (see Appendix D for more detail). As well as being able to provide improved levels of response in more rural areas, such initiatives might also make it easier to recruit and keep retained firefighters in certain localities – the current attrition rate for a retained firefighter in Staffordshire is 3½ years.

Specialist Skills and Equipment

There are several areas where the Fire and Rescue Service has skills and equipment that can make a key difference in emergency situations. Examples include gaining access to premises where a member of the public has collapsed or where there is a risk of self-harm. They also include missing person searches, where the type of thermal imaging equipment routinely used by Fire and Rescue to locate people in critical situations can be deployed to good effect more widely. SFRS have donated a number of thermal image cameras to Staffordshire Police in order to assist with this issue.

The Fire and Rescue Service already provides assistance in such situations, but extending these opportunities to work together will be constrained by the current legislation which provides powers of entry etc. Greater alignment between the Police

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[46] Williams J, Newton A et al, Broadening Responsibilities: Consideration of The Potential to Broaden the Role of Uniformed Fire Service Employees, University of Hertfordshire, January 2017

and Fire and Rescue Services, from a governance and management perspective, will remain constrained by the legislation, but is likely to identify areas where either the best of both services or, in some cases, just the most appropriate specialist skill set can be deployed.   In Staffordshire, for example, both the Police and Fire and Rescue Services maintain teams able to work at height. With closer alignment between the two services, the Fire and Rescue Service might own the responsibility for this discipline, subject to the legal responsibilities of employers under health and safety legislation.

4.4. National Critical Incident Responsibilities

Staffordshire Police and Staffordshire Fire and Rescue Services both have national critical incident responsibilities, be they in providing resilience for other police forces or fire and rescue services at times of peak demand or during critical incidents e.g. flooding, public order or terrorism-related incidents.   The Police and Crime Commissioner is also required to ensure that Staffordshire Police can fulfil its responsibilities towards the Strategic Policing Requirement[47].

Current arrangements for fulfilling these overall requirements include:

- The mutual aid agreements that exist between police forces, on the one hand, and Fire and Rescue Services, on the other, for operational deployments;

- Both services carrying on availability of national assets as and when required;

- The buddying arrangements that exist between different police forces, on the one hand, and Fire and Rescue Services, on the other, for assisting with peaks in emergency 999 calls;

- The Joint Emergency Services Interoperability Programme (JESIP), which was set up in 2012 to help move towards a fundamentally ingrained culture; of interoperable working between emergency services, covering doctrine, training, testing / exercising and joint organisational learning;

- The creation of National Inter-Agency Liaison Officers[48] ;

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[47] The Strategic Policing Requirement sets out the Home Secretary's expectations of police forces regarding their ability to respond to terrorism, serious and organised crime, national cyber security incidents, threats to public order and civil emergencies.

[48] An emergency services officer who can advise and support Incident Commanders, Police, Medical, Military and other Government Agencies on emergency service operational capacity and capability at major incidents, public order, domestic or any other situation that would benefit from the attendance of the NILO.

- Staffordshire Police's membership of regional constructs such as the Regional Organised Crime Unit.

In addition, both Staffordshire Police and Staffordshire Fire and Rescue Service play key roles in the Staffordshire Resilience Forum and the Civil Contingencies Unit, as indeed do West Midlands Ambulance Trust.

Our analysis suggests that the above arrangements are working well. As these are operational matters for the service Chiefs to deliver, they will not be directly affected by any change in governance. To the extent that there is closer alignment between governance of the Police and Fire and Rescue Services, then this should reinforce, for instance, the JESIP principles.

4.5. The Impact of Governance

Sections 4.1 to 4.4 have identified several areas where closer alignment between Staffordshire Police and Staffordshire Fire and Rescue Service could deliver significant public safety benefits to Staffordshire communities.

Before looking at the impact of a change in governance, there are two assumptions to note:

- At the point of transfer of governance there would be no immediate change to sharing protocols between the services and other partners. These will be reviewed as part of the next phase of joint transformation particularly for joint working initiatives for operational, prevention and support areas, including intelligence sharing and estates sharing; and

- Any changes to joint working would be managed under the joint transformation programme to sound project methodologies from concept of an initiative to delivery without any detriment to public safety. Before implementation, any initiative will be subject to a business case and explicit authorisation across a number of criteria of which public safety would be key.

This section considers whether the likelihood of achieving the public safety benefits identified would be increased by a change of governance. It does so by summarising our overall assessment of each of the available governance options against the five areas of public safety set out at the beginning of the Public Safety Case, namely the impact of closer alignment on both services':

- prevention and public protection activities;

- ability to share information, build a more comprehensive and cohesive picture of risk to and within communities, provide a more targeted public protection service and enhance safety to both services' officers whilst going about their daily duties;

- emergency response capabilities;

- ability to meet their national commitments in dealing with critical threats and incidents;

- ability to generate savings and reinvest them in frontline public protection activities.

In addition, however, it considers one further important factor: the level of industrial relations risk associated with each option.

The option assessment is set out in Table 3 at the end of this case. Two criteria were evaluated:

- The probability that adopting the model will have an impact on public safety (i.e. 'likely to change' or 'unlikely to change')

- The resulting level of public safety, illustrated through colour coding, where green shows a good level of public safety and red shows a risk of a deterioration in public safety.

This allows differentiation between scenarios where maintaining the current arrangements is considered to be positive and where a lack of change would be considered a negative outcome.

We have divided the results of the assessment into the ongoing effects and the impacts at implementation. The ongoing effects are summarised in Table 1 below.

Table 1: Impact on public safety - ongoing

	No change	Representation	Governance	Single Employer
Prevention & public protection	A	A	G	G
Sharing protection information	A	A	G	G
Emergency response	G	G	G	G
National critical incident	G	G	G	G
Reinvestment of savings	A	A	G	G

The impact on public safety during implementation because of the risk of disruption is summarised in Table 2 below.

Table 2: summary impact on public safety - implementation

	Do nothing	Representation	Governance	Single Employer
Risk of disruption on implementation	G	G	A	R

Based upon this assessment, we believe that the Governance model is the option that would most enhance public safety when the implementation phase is considered. This is because it would provide the greatest alignment between Staffordshire Police and Staffordshire Fire and Rescue Service, and capitalise upon the unified representation and single voice that the PCC is able to provide without risking the industrial relations challenges and potential disruption associated with the Single Employer model.

Table 3: Public Safety Assessment

Key:

	Excellent level of public safety		Satisfactory level of public safety (actual or risk)

	Good level of public safety		Unsatisfactory level of public safety (actual or risk)

Public Safety Dimension	Description	Option 1: "Do Nothing" Current Model	Option 2: Representation	Option 3: Governance	Option 4: Single Employer
1. Prevention and public protection activities	Prevention and public protection are central to the philosophies of Staffordshire's PCC, Staffordshire Police and Stoke-on-Trent and Staffordshire Fire and Rescue Service. There is a desire to expand prevention and public protection activities, and to consider them more holistically across police and fire and rescue, so that root causes are tackled	Unlikely to change Expansion of the scope of these activities would be subject to agreement between the separate Chief Officer teams and their respective governing bodies. Although some expansion might take place, it is likely to be limited.	Unlikely to change Expansion of the scope of these activities would be subject to agreement between the separate Chief Officer teams and their respective governing bodies. Although some expansion might take place, it is likely to be limited.	Likely to change Expansion of the scope of these activities would be subject to agreement between the separate Chief Officers and the PFCC but there would be a clear steer in this direction from the PFCC, with broader prevention activities expected to feature strongly in the combined Police, Fire and Crime Plan. This	Likely to change Expansion of the scope of these activities would only be subject to agreement between the single Chief Officer and the PFCC. Moreover, the clear steer in this direction from the PFCC, with broader prevention activities expected to feature strongly in the combined Police, Fire and Crime Plan, and the fact that the PFCC

Public Safety Dimension	Description	Option 1: "Do Nothing" Current Model	Option 2: Representation	Option 3: Governance	Option 4: Single Employer
	before they become problems.			would make expansion very likely to happen.	would have selected the single Chief Officer, would almost guarantee such expansion.
2. Ability to share appropriate public protection information more easily	Both the Police and the Fire and Rescue Services exist to protect the public and keep people safe. Although the two services already share information where available and appropriate, there are occasions where information known to one of the services would be useful to the other in the discharge of its public protection duties. Making it easier for each service to access appropriate information from the	Unlikely to change	Unlikely to change	Likely to change	Likely to change
		The two services would continue to access and share information as they do currently and both would continue to have a statutory duty to share relevant information relating to safeguarding or public protection concerns. However, information sharing would probably remain manual, which is more time-consuming and prone to error or omission.	The two services would continue to access and share information as they do currently and both would continue to have a statutory duty to share relevant information relating to safeguarding or public protection concerns. However, information sharing would probably remain manual, which is more time-consuming and prone to error or omission.	Both services would continue to fulfil their statutory duty of sharing relevant information relating to safeguarding or public protection concerns. However, the closer working of senior management across the two services could be expected to engender greater levels of trust and information sharing. There would be a joint ICT strategy to support shared infrastructure and information. Furthermore, the	Both services would continue to fulfil their statutory duty of sharing relevant information relating to safeguarding or public protection concerns. However, the creation of a single management team would engender greater levels of trust and information sharing across the new organisation. There would be a joint ICT strategy to support shared infrastructure and information. Furthermore, the

Public Safety Dimension	Description	Option 1: "Do Nothing" Current Model	Option 2: Representation	Option 3: Governance	Option 4: Single Employer
	other would be beneficial.			creation of the shared business support service envisaged with this model would enable easier access to appropriate information.	creation of a single business support service would enable easier access to appropriate information.
3. Emergency response functions	The public expects both the Police and Fire and Rescue Services to respond to emergency incidents promptly and professionally.	Unlikely to change	Unlikely to change	Likely to change	Likely to change
		Each service would continue to fulfil its emergency response functions and the two services would continue to work together and with the Ambulance Service in line with their public safety ethos and the legislative duty to collaborate.	Each service would continue to fulfil its emergency response functions and the two services would continue to work together and with the Ambulance Service in line with their public safety ethos and the legislative duty to collaborate.	Each service would continue to fulfil its emergency response functions and the two services would continue to work together and with the Ambulance Service in line with their public safety ethos and the legislative duty to collaborate. In addition, however, a single governance model would bring the two services and their senior management teams closer together,	The new single employer would continue to fulfil all its fire, rescue and police emergency response functions and would work closely with the Ambulance Service in line with its public safety ethos and the legislative duty to collaborate. In addition, and by virtue of there being a single new Police, Fire and Rescue organisation, it would have a collective senior management

Public Safety Dimension	Description	Option 1: "Do Nothing" Current Model	Option 2: Representation	Option 3: Governance	Option 4: Single Employer
				which would be expected to lead to enhancements to the two services' response models and a more holistic view of the overall resource capability.	focus, which would have a holistic view of the overall resource capability and could be expected to lead to enhancements to the overall response model.
4. National critical incident responsibilities	Both services have a responsibility to provide resilience for other police forces and fire and rescue services at times of peak demand or during critical incidents (e.g. flooding, public order or terrorism-related incidents). They must also achieve a culture of interoperability across all emergency services.	Unlikely to change	Unlikely to change	Likely to change	Likely to change
		Each service would continue to fulfil its national responsibilities as currently.	Each service would continue to fulfil its national responsibilities as currently.	Each service would continue to fulfil its national responsibilities as currently. In addition, however, a single governance model would bring the two services and their senior management closer together, which could be expected to lead to a greater level of maturity against the JESIP model.	The new single employer would continue to fulfil its national responsibilities as currently. In addition, the creation of a single new Police, Fire and Rescue organisation, would produce a greater level of maturity against the JESIP model.

Public Safety Dimension	Description	Option 1: "Do Nothing" Current Model	Option 2: Representation	Option 3: Governance	Option 4: Single Employer
5. Reinvestment of savings generated from closer alignment	Both the Police and Fire and Rescue Services are implementing significant efficiencies in order to cope with government funding reductions. Savings generated from closer alignment can be reinvested to either enhance public services or protect services during times of austerity.	Unlikely to change As set out in the Economic Case, maintaining the current arrangements is unlikely to increase significantly the level of collaboration or result in significantly more shared services or associated savings. The scope for reinvestment will therefore be limited.	Unlikely to change As set out in the Economic Case, maintaining the current arrangements is unlikely to increase significantly the level of collaboration or result in significantly more shared services or associated savings. The scope for reinvestment will therefore be limited.	Likely to change As set out in the Economic Case, adopting a Governance model would increase significantly the level of collaboration and sharing of services between the Police and Fire and Rescue Services. The scope for reinvestment is therefore significant.	Likely to change As set out in the Economic Case, adopting a Single Employer model would increase significantly the level of collaboration and sharing of services between the Police and Fire and Rescue Services. The scope for reinvestment is therefore significant.

Public Safety Dimension	Description	Option 1: "Do Nothing" Current Model	Option 2: Representation	Option 3: Governance	Option 4: Single Employer
6. Risk of disruption to services due to worsening Industrial Relations leading to strike action	Although police officers do not have the right to strike, fire and rescue and police staff do. If a change in either governance or service delivery arrangements were to result in a worsening of industrial relations, which then resulted in industrial action being taken, this could have an impact on the ability of either the Police or Fire and Rescue Services to deliver their Public Safety duties.	Unlikely to change	Unlikely to change	Likely to change	Likely to change
		This option involves no change.	The addition of the PCC to a reconstituted FRA is unlikely to have any impact upon industrial relations.	The Fire Brigades Union nationally has voiced its opposition to this model but not to the same extent as to the Single Employer model since the Fire and Rescue Service would still be a separate organisation headed by a Chief Fire Officer. Industrial action might still result but the probability of this happening is deemed to be low, especially since relations between the Fire and Rescue Service management and staff associations locally are extremely good.	The Fire Brigades Union nationally is vehemently opposed to this model and a move to a single employer model could result in industrial action. If this were to occur, all Fire and Rescue functions could be jeopardised, at least in the short term.

5. The Economic Case

> The economic case sets out whether the proposed options provide value for money, which is the combination of economy, efficiency and effectiveness.
>
> The case sets out the overall approach underpinning the analysis and examines three key areas: cost of governance; enabling services; and estates rationalisation. It also considers the scale of the value of operational collaboration.
>
> The case outlines the critical success factors for the business case, and explains the use of sensitivity analysis and optimism bias. The case considers the impact of governance with regard to the Public Sector Equality Duty.
>
> The case concludes with a recommendation for the preferred governance model option based on the evidence.

5.1. Introduction to economic case

The economic case looks at which of the options identified in the strategic case (Section 3.8) represents the best value for money. The approach to the economic analysis seeks to answer three key questions:

- What are the direct costs of the different governance model (e.g. boards, secretariat, senior officers)?

- What is the impact of different governance models on the potential improvements that arise from increased collaboration i.e. impacts beyond the current trajectory of increased collaboration?

- What are the costs and benefits of other impacts of the governance models (which could extend beyond Police and Fire and Rescue e.g. ambulance, local authority and beyond Staffordshire)?

The economic and financial analysis has been carried out in line with HM Treasury's guidance on Appraisal and Evaluation in Central Government[49], "The Green Book". We have also considered the advice of the Association of Policing and Crime Chief

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[49] HM Treasury, The Green Book, Appraisal and Evaluation in Central Government, 2003 updated 2011

Executives (APAC²E) published in "Police and Fire Business Cases: guidance for OPCC Chief Executives"[50].

5.2. Approach to options appraisal

The economic case assesses four options, building on the analysis in the strategic and public safety cases. The four options are:

- "Do nothing" – the current model: This is the baseline, based on the current arrangements;

- Representation: The PCC becomes a member of the Fire and Rescue Authority;

- Governance: The functions of the FRA are taken on by the PCC, who becomes a Policing, Fire & Crime Commissioner (PFCC);

- Single Employer: In addition to the Governance model, there is a single employer with a single chief officer.

The structure of the governance arrangements is explained in Section 3.8 of the Strategic Case.

The "Do Nothing" current model option forms the baseline for the economic assessment but is only 'no change' in terms of governance. It assumes that the current initiatives (many of which were prompted in anticipation of the legal duty to collaborate) are maintained and that the duty to collaborate placed upon the emergency services leads to further opportunities being assessed and pursued, where there are advantages. In general, the Strategic Case concludes that there may be some small improvements with the Representation model, but that overall progress will be similar to "Do Nothing". In contrast, the Governance option will reduce complexity in decision making and is likely to speed up progress and should make it easier to consider a wider programme of collaboration. The Single Employer model is assumed to further streamline processes as there will be a single management chain; this is judged to be a marginal gain on the Governance model.

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[50] Police and Fire Business Case, Guidance for OPCC Chief Executives, Association of Policing and Crime Chief Executives (APAC²E), February 2017

The economic assessment looks at the costs and potential savings of these options. These are considered in turn, over the following headings:

- Direct costs of the governance arrangements;

- Costs and benefits of enabling services e.g. finance, ICT, operational support; and

- Savings from estates rationalisation.

The analysis assumes that while there are different costs for the governance models themselves, the potential value of collaboration initiatives is the same for all options. This is because there are no legal obstacles to the collaboration initiatives that are considered in this case and all the emergency services are now under a duty to collaborate.

The probability of achieving the potential, however, is assumed to vary between options both in terms of extent and timing, for the reasons that are explained in the strategic case. The options and the differences in probability of progress with collaboration are summarised in Table 4 that follows. This takes account of the findings in the Strategic Case at 3.7 above.

Table 4: Option appraisal definitions and probabilities of collaboration

	"Do nothing" – Current Model	Representation	Governance	Single Employer
Governance	No change.	PCC is a member of the FRA.	PCC takes on role of the FRA and the OPCC is expanded.	PCC takes on role of the FRA and the OPCC is expanded. OPFCC becomes the SFRS' employer; there is one chief officer.
General impact on collaboration	Current initiatives maintained. Expansion of other initiatives as FRA and OPCC discharge their duty to collaborate.	Minor improvement as case for collaboration between fire service and police force made closer to FRA.	Significant improvement in speed and extent of collaboration from shared strategies and plans and from reduced obstacles.	Slight improvement over Governance model as people are in the same management or command chain.
Enabling services	Some services are already collaborating with other partners and these are expected to continue; some small-scale expansion possible.	As with "Do Nothing" but increased chance of collaboration of SFRS with SP.	Governance framework makes SFRS and SP collaboration the norm where possible and easier to implement.	Governance framework makes SFRS and SP collaboration the norm; more opportunities for Single Employer.
Estates rationalisation	Current initiatives from joint transformation programme maintained. Assumes Police assets would be rationalised in context of wider public sector.	As with "Do Nothing" but increased chance of collaboration of SFRS with SP.	Single ownership of assets helps to ensure that the property portfolios are managed as a single entity to maximise rationalisation.	As with Governance model.

The descriptions in Table 4 have been assigned numerical values for probability, based on the judgement of a group of senior managers and leaders, from Staffordshire Fire and Rescue, Staffordshire Police and the OPCC, working jointly as a steering group for this business case. The values assumed are shown in Table 5 below.

Table 5: Probability values assumed for the business case

	Direct costs of governance	Enabling Services	Estates rationalisation
Year	2018/19	2020/21	2020/21
Option			
Option 1 – "Do Nothing" (baseline)	100%	20%	75%
Option 2 – Representation	100%	30%	80%
Option 3 – Governance	100%	95%	95%
Option 4 - Single Employer	100%	100%	95%

The probability has been assumed to increase over the implementation period to 2020/21 and, in the case of the enabling services, it has been assumed to increase gradually year on year as pressures on unprotected public sector budgets causes all public-sector organisations to take more and more opportunities to collaborate.

The probabilities and the timing adjustments have then been applied to the estimates of the savings potential to calculate a value for each option.

The three main cost areas are each analysed in more detail in the following sections and then drawn together to a summary assessment and calculation of net present value.

The summary assessment is then subjected to sensitivity analysis: testing out different values for the largest or most uncertain values in the analysis.

The assessment also considers optimism bias, adapting the Green Book guidance to review the drivers of optimism bias across the proposals and how far these are mitigated.

5.3. Options appraisal: costs of governance and senior management

The Home Office guidance for PCCs defines governance as "the act, process or power of governing an organisation… A good governance framework will include the systems, processes, cultures and values used to direct and control organisations and through which they answer to, get involved with and, where appropriate, lead their communities."[51]

Using this approach, the costs of governance have been assessed looking at the costs of the OPCC (excluding areas such as commissioning, and grants which are part of the OPCC but not part of governance) and the FRA. The costs of expanding the role of the PCP and the Ethics, Transparency and Audit Panel (ETAP) have also been included for the Governance and Single Employer options.

The analysis includes chief officer costs (Chief Constable and Chief Fire Officer) and the section 151 officer, but not heads of support services or functional leads. This is because a single organisation will have, for instance, a single officer responsible for finance, but could have separate business services teams serving with different parts of the new organisation. The opportunities presented by collaboration to improve efficiency in support services is included in the assessment of the costs of enabling services below.

The direct costs of governance and senior management of the options are shown in Table 6. This shows for each option the estimated revenue costs for that governance model and the implementation costs. The implementation costs are an estimate intended to reflect the likely costs of possible redundancy costs, project management and legal advice and services. In the case of "Do Nothing" there are no implementation costs and the Representation model is assumed to have no material additional costs.

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[51] "Have you got what it takes? Applying and demonstrating strong governance", Home Office, March 2016

Table 6: Direct costs of the governance model options

Direct Governance Costs	2018/19 £m	2019/20 £m	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m
Option 1 - No governance change (baseline)										
Ongoing costs	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5
Implementation	-	-	-	-	-	-	-	-	-	-
Total	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5
Option 2 - Representation										
Ongoing costs	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5
Implementation	-	-	-	-	-	-	-	-	-	-
Total	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5
Option 3 - Governance										
Ongoing costs	1.4	1.3	1.3	1.3	1.3	1.3	1.3	1.3	1.3	1.3
Implementation	0.2	0.0	-	-	-	-	-	-	-	-
Total	1.6	1.3	1.3	1.3	1.3	1.3	1.3	1.3	1.3	1.3
Option 4 - Single employer										
Ongoing costs	1.2	1.1	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Implementation	0.4	0.0	-	-	-	-	-	-	-	-
Total	1.7	1.1	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0

To help to compare the impact of the governance options, the differences between the options are shown in Table 7 below.

Table 7: Differences between the options' direct costs of governance

Direct Governance Costs Differences (option - baseline)	2018/19 £m	2019/20 £m	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m	Total £m
Option 1 - No governance change (baseline)	-	-	-	-	-	-	-	-	-	-	-
Option 2 - Representation	-	-	-	-	-	-	-	-	-	-	-
Option 3 - Governance	(0.1)	0.2	0.3	0.3	0.3	0.3	0.3	0.3	0.3	0.3	2.2
Option 4 - Single employer	(0.2)	0.4	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	3.9

Note: positive numbers are savings
Note: totals may not sum due to rounding

The assessment suggests that even allowing for the costs of implementation and building in support for the PFCP and ETAP as well as increasing their activity levels, there would be savings from the Governance and Single Employer options. The savings arise from the OPFCC (an expanded OPCC) being cheaper to operate than the current OPCC and FRA combined, streamlining of the s151 posts and, in the case of Single Employer, a single chief officer.

5.4. Options appraisal: enabling services

The enabling services consist of the business support services that are found in all organisations and are frequently sourced collaboratively; finance, human resources, ICT and communications are typical examples. There are also services that are more specific to emergency services, such as the business intelligence. This is not a hard and fast distinction; both types of services enable and support operations and service delivery.

Both the Fire and Rescue Service and the Police Force already collaborate in various ways, such as contracting out or sharing with other organisations, to improve the efficiency of generic business services such as payroll and ICT. The governance structure will not change the ability of police and fire services to partner for these generic business services with other forces and services, other parts of the public sector or with the private sector. The pressure to do so and the opportunities to extend these are available for all the governance models, but a PFCC would be able to be more decisive than a separate PCC and FRA, and create more impetus. The result is that there is likely to be more scope to collaborate and to act more quickly with the Governance and Single Employer models.

In the more emergency services-specific functions, Staffordshire Police and Staffordshire Fire and Rescue Service currently have several shared functions, including Joint Emergency Transport Services, a shared occupational health service, shared driver training and a shared supplies and logistics function. These four collaborative ventures are currently saving the two services over £900,000 a year between them. The two services have also set up a Joint Transformation Programme to explore opportunities for further collaborative opportunities.

The current areas of collaboration are explained further in Appendix A. Examples from other areas of the country are included in Appendix D.

There is scope to build on the current achievements both in terms of improving efficiency further and to explore other functions. The current arrangements in Staffordshire also have some natural duplications arising from the origins as two organisations and these could be streamlined. New areas that could be explored include business intelligence where shared skills and a larger team could be more effective and more efficient. These savings are significant, but as there are wider implications for the way the organisations work the financial value has not been included in this assessment.

The savings that have been identified are on top of the currently planned collaborations and service efficiency plans in Fire and Police. They are based on the fieldwork and analysis of the Joint Police and Fire Transformation team carried out over the past year, adjusted for more recent developments such as the Target Operating Model.

The costs of implementation, principally the potential liability for redundancy under current terms and conditions, have been allowed for in the timing and scale of the savings. Programme management capacity already exists in the Transformation programme.

The savings in enabling services are summarised in Table 8 and the differences between the options are shown in Table 9.

Table 8: Potential savings in enabling services

Enabling Services Savings Summary	2018/19 £m	2019/20 £m	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m
Option 1 - No governance change (baseline)	0.0	0.1	0.2	0.3	0.4	0.5	0.5	0.6	0.7	0.7
Option 2 - Representation	0.0	0.2	0.4	0.5	0.5	0.6	0.7	0.7	0.8	0.9
Option 3 - Governance	0.4	1.4	2.2	2.5	2.5	2.5	2.5	2.5	2.5	2.5
Option 4 - Single employer	0.4	1.4	2.3	2.6	2.6	2.6	2.6	2.6	2.6	2.6

Table 9: Differences in savings in enabling services

Enabling Services Differences (option minus baseline)	2018/19 £m	2019/20 £m	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m	Total £m
Option 1 - No governance change (baseline)	-	-	-	-	-	-	-	-	-	-	-
Option 2 - Representation	0.0	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	1.1
Option 3 - Governance	0.3	1.3	2.0	2.2	2.1	2.0	2.0	1.9	1.8	1.8	17.4
Option 4 - Single employer	0.4	1.3	2.1	2.3	2.2	2.2	2.1	2.0	2.0	1.9	18.5

Note: positive numbers are savings
Note: totals may not sum due to rounding

This analysis suggests that the Governance and Single Employer models would save about £2m a year by 2020 (the end of the phased implementation) compared to "Do Nothing" – though this difference reduces as the no-change model partially catches up over later years.

5.5. Options appraisal: estates rationalisation

The Knight report[52] identifies co-location as an important theme for collaboration and SFRS and Staffordshire Police have already embarked on a process of collaboration to make better use of the estate. This section explains the context and the progress to date, sets out the potential for further savings from rationalisation and examines to what extent the governance arrangements would influence the realisation of the potential.

The Fire Service Estate

SFRS currently operates from 33 fire stations, of which eight are crewed whole-time 24 hours a day, of which six also have a retained contingent; two are day duty, also with a retained contingent; and the other 23 stations are crewed by retained fire fighters. There are separate sites for the headquarters at Pirehill, near Stone, and the Transport Workshops at Trentham Lakes. There are restrictions on the Pirehill site

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[52] Sir Ken Knight CBE, Facing the Future: Findings from the review of efficiencies and operations in fire and rescue authorities in England, May 2013

based on the deed of covenant, which relate to its being used for the fire service[53]. Many of the fire stations are new and have been designed for community use as well as the traditional fire station functions. There are 21 fire stations that have been built using PFI contracts. The remaining 12 stations are owned freehold by the FRA; of these 12, four need refurbishment.

All 21 PFI-funded stations have a community focus and community groups are encouraged to use the facilities at the stations. The new stations are all equipped with hi-tech operational facilities and have space for more community safety activities. All the new stations also incorporate dedicated rooms and amenities for the benefit of community groups, while most of the stations have fitness equipment that can be used by supervised groups.

The FRA receives £7m in funding annually from the Home Office, which currently supports around 70% of the unitary charge payable for both PFI projects. This funding is fixed for the 25-year period of each PFI.

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[53] A Deed of Covenant on the Staffordshire Fire and Rescue Services Headquarters site states that if a Fire Service presence were to be withdrawn from the site then the estate must be offered back to the original seller at the price for which it was originally sold. This will not prove a barrier to using the site differently, but it means that a Fire Service presence must be maintained at the site, assuming that this is in the best interests of Staffordshire communities and value for money.

Figure 11: Fire stations in Staffordshire

Staffordshire Fire buildings		
Fire stations (PFI)		
1	Burton Fire Station	
Community stations (PFI)		
2	Burslem Fire Station	
3	Cannock Fire Station	
4	Chase Terrace Fire Station	
5	Codsall Fire Station	
6	Hanley Fire Station	
7	Kidsgrove Fire Station	
8	Kinver Fire Station	
9	Leek Fire Station	
10	Lichfield Fire Station	
11	Loggerheads Fire Station	
12	Longton Fire Station	
13	Mercia Fire Station	
14	Newcastle Fire Station	
15	Penkridge Fire Station	
16	Rising Brook Fire Station	
17	Rugeley Fire Station	
18	Sandyford Fire Station	
19	Stone Fire Station	
20	Tamworth Belgrave Fire Station	
21	Uttoxeter Fire Station	
Fire stations (Freehold)		
22	Abbots Bromley Fire Station	
23	Brewood Fire Station	
24	Eccleshall Fire Station	
25	Ipstones Fire Station	
26	Stafford Fire Station	
27	Tutbury Fire Station	
Community stations (Freehold)		
28	Barton Fire Station	
29	Biddulph Fire Station	
30	Cheadle Fire Station	
31	Gnosall Fire Station	
32	Longnor Fire Station	
33	Wombourne Fire Station	
Other fire buildings (Freehold)		
34	Fire Headquarters	
35	Workshop (Trentham)	
#	Retained fire station	
#	Whole time fire station	
#	Day duty	

The PFI funded community fire stations have been designed with joint use in mind. The West Midlands Ambulance Service, parish councils and the Driver and Vehicle Standards Agency are among the groups using them. There are seven sites where Staffordshire Police already use fire stations for police posts or drop in facilities as well as driver training at the Fire HQ and vehicle maintenance at the fire-service transport workshops.

This assessment assumes that the current arrangement of whole-time, day-duty and standalone retained fire stations remains unchanged.   However, if the ability to recruit and retain enough retained fire fighters in all parts of the county declines (as elsewhere in England[54]), alternative approaches would be required. Increasing the use of stations by police officers and, possibly ambulance staff, would help to widen the range of economically viable locations. The Fire Service has been shifting resources towards prevention and there may be advantage in some of this service being delivered from more community-based facilities - alongside police personnel - as well as from fire stations.

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[54] National Audit Office, Impact of Funding reductions on fire and rescue services, November 2015

The Police estate

The Staffordshire Police estate includes 18 police stations, the County Headquarters in Stafford, a variety of police posts, custody suites, interview facilities and specialist sites. There are 52 police posts and drop in locations, which include five that are owned by the OPCC and 10 that are leased. The remainder are licenced, including four in fire stations. The hubs and police stations are shown on the map in Figure 12.

Figure 12: Police stations in Staffordshire
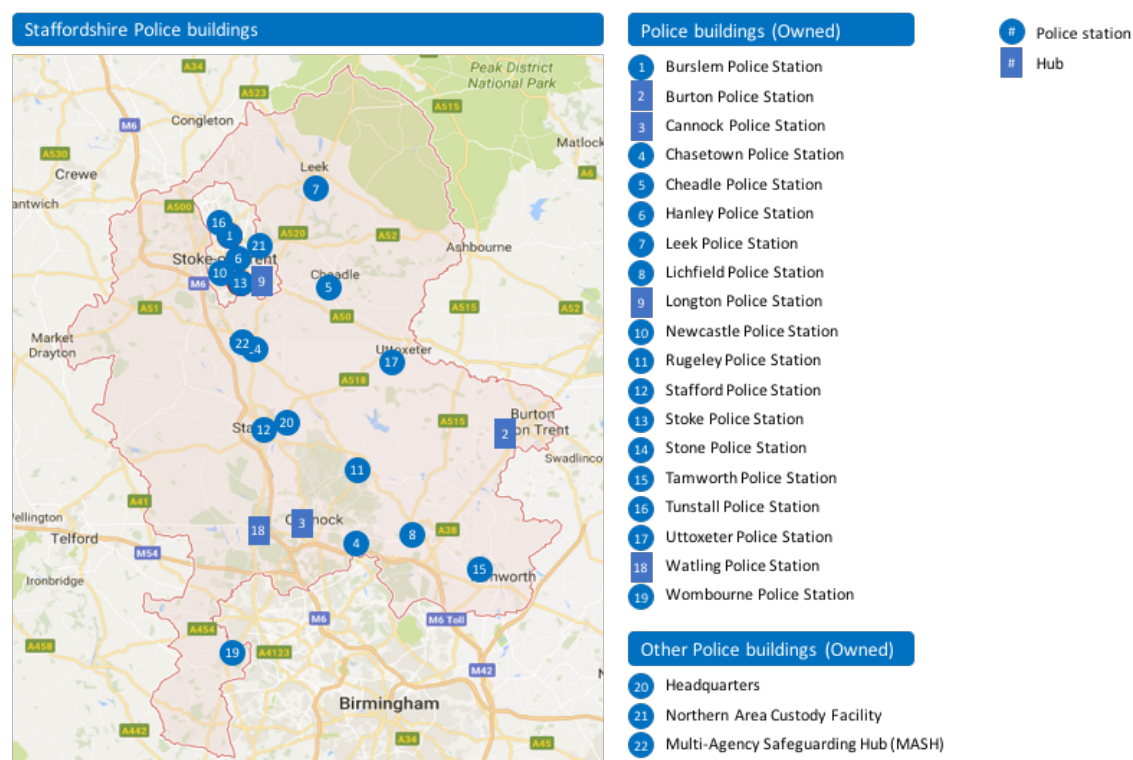
The Police Force have recently undertaken a review of its operating model. This has implications for estates and collaboration. The key points for estates are:

- There will be three hubs providing emergency response, custody, prosecution and resolution centres which will serve the East, North and West of Staffordshire;

- There will be 10 Local Policing Teams, three each in the East and West and four in the North, but these will work flexibly and across borders;

- Improved technology will increase mobile working and reduce the need to return to base.

The concentration on three hubs means that there will be police stations that become surplus to requirements, but the increased mobile working will be helped by more police posts. Some fire stations already serve as police posts and more stations could be readily adapted to serve as police posts. They will typically not require major

changes of the PFI arrangements; nor will they necessarily need major ICT investment (especially as the Public Service Network is further developed).

The expected arrangement of hubs, police stations and police posts is shown in Figure 13.

Figure 13: Police hubs, stations and posts in Staffordshire
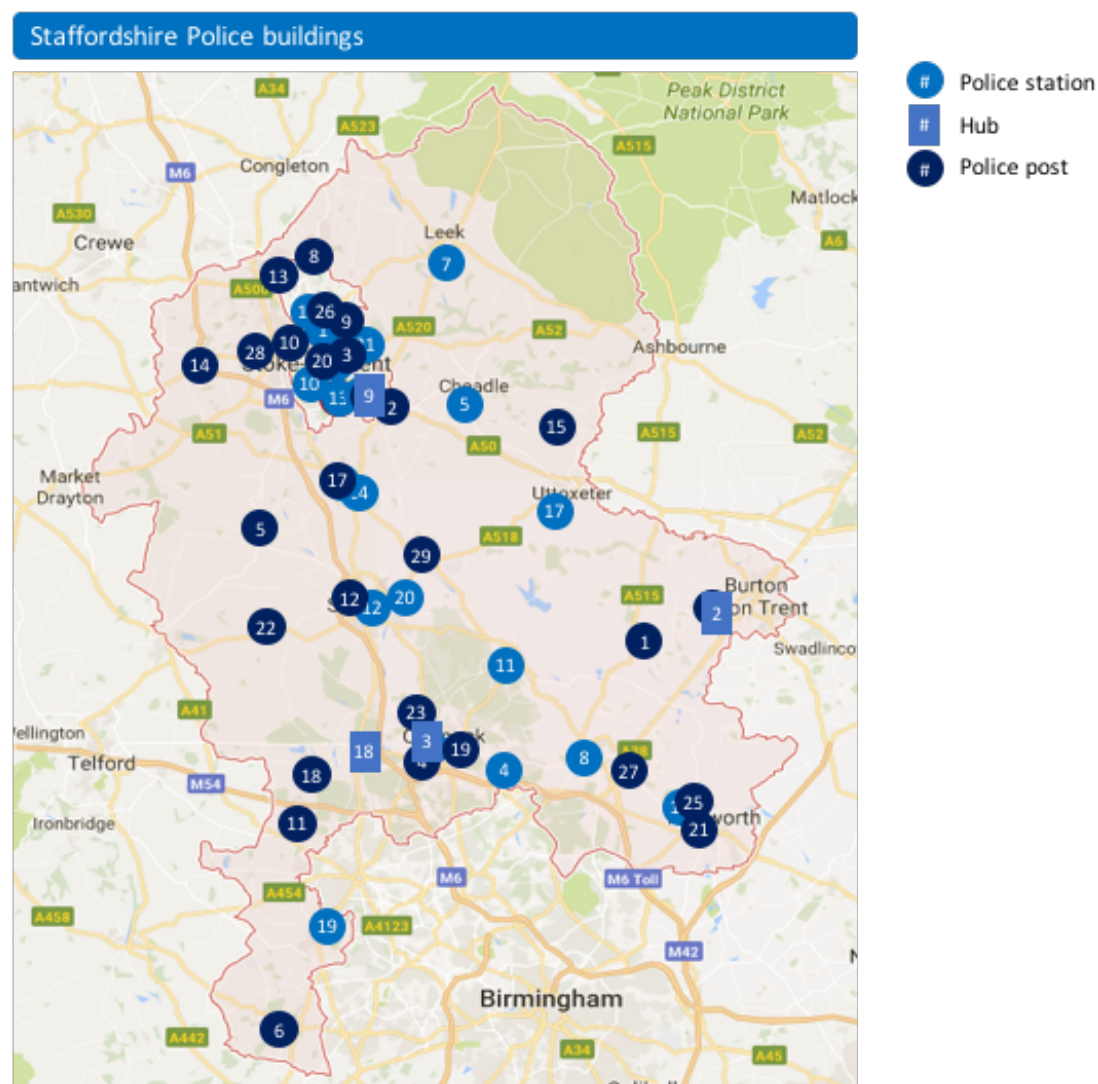
Potential savings

The map in Figure 14 overlays the police stations and fire stations. This shows how the arrangements to provide capacity for responding to incidents across the county means that there is a wide spread of fire stations. It also means that there are no police stations (and only two police posts) that are far from an existing fire station.

Figure 14: Overlay of police and fire stations in Staffordshire
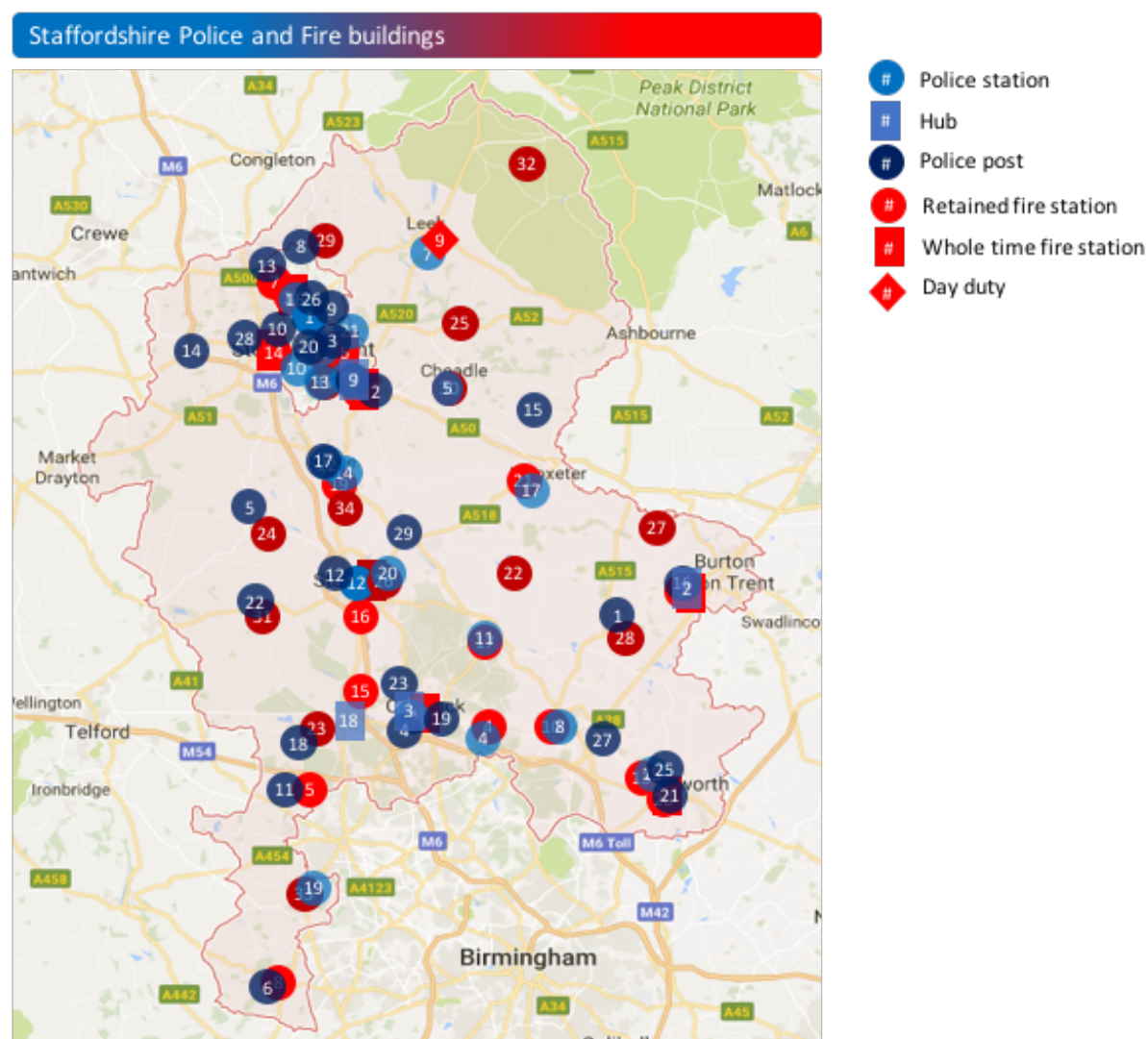
While there are potential savings in the fire estate, these have not been estimated as they would be predicated on a rebalancing of the whole-time and retained firefighters and the deployment of appliances. This case therefore considers the savings potential on the police estate. The potential for savings and capital receipts in the police estate are based on the trajectory of the new operating model.

The police estate has been analysed by starting from the target operating model and identifying the police stations and police posts that are not part of the various hubs or specialist sites. This created a potential long-list of properties that could in principle become surplus. Within the long list, a number of police stations and police posts were identified as being sufficiently close to fire stations that appear to have the capacity to serve as police posts. This was an initial assessment from the property leads in police and fire.

Based on this initial assessment, the value of the property owned by the OPCC that may become surplus has a capital value of around £8.5m, but this is based on the book values used in the accounts rather than the market values. We have adjusted the potential capital receipt for the largest buildings were then adjusted to allow for cases where the existing use value may be higher than the market value. The value after these adjustments is £7.6m. The running costs of the potentially surplus sites are over £950,000 a year. There will be implementation costs and these have been estimated at about £1.5m, resulting from the cost of sales, dilapidations and some offsetting ongoing costs.

The surplus property analysis excludes property that has already been declared surplus and is part of other business cases (e.g. Hanley Police Station is excluded since it is accounted for in the development of Smithfield).

The Fire Service and the Police Force are already working together to rationalise the estate (stimulated by the joint Police and Fire Transformation programme). Taken with the more readily realisable savings in the police estate, this means that the probability of realising the potential is likely to be less influenced by governance than other aspects of the options assessment.

Obstacles to collaboration on the estates are the decision-making process and the administrative arrangements required e.g. a licence to occupy and financial compensation. These are more likely to delay rather than prevent realisation of the potential savings. For instance, in some areas such as Stafford the rationalisation involves other parties such as the County Council and Borough Council. The NHS and other public sector bodies may also be involved in some areas. Aligning decision making in police and fire does not remove these obstacles, but it reduces the complexity as each extra party to the negotiations increases the relationships geometrically.

The model assumes that the rationalisation is delayed by a year if there is not unified governance and assumes that some non-fire property will be required, so that only 60% the running costs will be saved in Options 1 and 2; compared to 90% in Options 3 and 4.

Ambulance service

There are two fire stations where there is NHS and ambulance service use of the premises. WMAS community first responders also operate form several stations. The police and fire estates managers are aware of other opportunities for the ambulance service to share facilities and police and fire collaboration could provide further impetus to realise these opportunities.

The West Midlands Ambulance Service (WMAS) has an assortment of properties in Staffordshire, ranging from prefabricated buildings to shared facilities like Tamworth Belgrave. There are ambulance hubs at Burton, Cannock Chase, Lichfield, Stafford,

Tamworth, Newcastle-Under-Lyme, Stoke-on-Trent, and Staffordshire Moorlands. One of the two WMAS regional control rooms is based in Stafford.

The scope for co-location with WMAS has not been included in the analysis, but would be included in the consideration of the rationalisation of the estate, thereby increasing social value.

Value of savings potential in estates rationalisation

The savings potential (excluding any alteration to the FRA estate and excluding ambulance stations) is shown in Table 10.

Table 10: Potential savings for each governance option for estates

Estates rationalisation savings

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Option 1 - No governance change (baseline)	-	0.5	2.2	2.7	0.4	0.4	0.4	0.4	0.4	0.4
Option 2 - Representation	-	0.6	2.4	2.8	0.5	0.5	0.5	0.5	0.5	0.5
Option 3 - Governance	0.7	2.8	3.5	0.8	0.8	0.8	0.8	0.8	0.8	0.8
Option 4 - Single employer	0.7	2.8	3.6	0.9	0.9	0.9	0.9	0.9	0.9	0.9

The differences between the options are shown in Table 11 below:

Table 11: Differences between the governance options for estates

Estates rationalisation

Differences (option - basleine)	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	Total
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Option 1 - No governance change (baseline)	-	-	-	-	-	-	-	-	-	-	-
Option 2 - Representation	-	0.0	0.1	0.2	0.0	0.0	0.0	0.0	0.0	0.0	0.5
Option 3 - Governance	0.7	2.3	1.3	(1.9)	0.4	0.4	0.4	0.4	0.4	0.4	4.8
Option 4 - Single employer	0.7	2.3	1.4	(1.8)	0.5	0.5	0.5	0.5	0.5	0.5	5.4

Note: positive numbers are savings
Note: totals may not sum due to rounding

The tables show that the Governance and Single Employer models have clear advantages over the "Do Nothing" and Representation models because of the earlier delivery and the increased likelihood of collaboration between fire and police. Because the assets would be owned by the PCC under both the Governance and Single Employer models, there is assumed to be no material difference between the Governance and Single Employer models.

5.6. Options appraisal summary

The analysis of the options over the three categories (direct costs of governance and the potential savings from collaboration in business support services, 'and estates rationalisation) leads to the following summary shown (at constant prices) in Table 12.

Table 12: Summary of savings from collaboration for each option

Summary of savings from collaboration

	2018/19 £m	2019/20 £m	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m	Total £m
Option 1 - No governance change (baseline)	0.02	0.66	2.45	3.00	0.82	0.89	0.96	1.02	1.09	1.15	12.05
Option 2 - Representation	0.04	0.76	2.71	3.31	0.98	1.05	1.12	1.18	1.25	1.31	13.72
Option 3 - PCC Governance	1.00	4.40	6.00	3.57	3.57	3.57	3.57	3.57	3.57	3.57	36.39
Option 4 - Single employer	0.91	4.68	6.38	4.00	4.00	4.00	4.00	4.00	4.00	4.00	39.99

Note: totals may not sum due to rounding

The differences between the governance options in terms of their impact on potential savings is set out in the following in Table 13:

**Table 13: Differences in savings from collaboration**

Summary of savings from collaboration

Differences (option - baseline)	2018/19 £m	2019/20 £m	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m	Total £m
Option 1 - No governance change (baseline)	-	-	-	-	-	-	-	-	-	-	-
Option 2 - Representation	0.0	0.1	0.3	0.3	0.2	0.2	0.2	0.2	0.2	0.2	1.7
Option 3 - Governance	1.0	3.7	3.6	0.6	2.7	2.7	2.6	2.5	2.5	2.4	24.3
Option 4 - Single employer	0.9	4.0	3.9	1.0	3.2	3.1	3.0	3.0	2.9	2.8	27.9

Note: positive numbers are savings
Note: totals may not sum due to rounding

The chart in Figure 15 below shows the differences in scale and timing between the options. The savings are greater and earlier for the PCC governance and single employer options.

Figure 15: Financial impact of collaboration
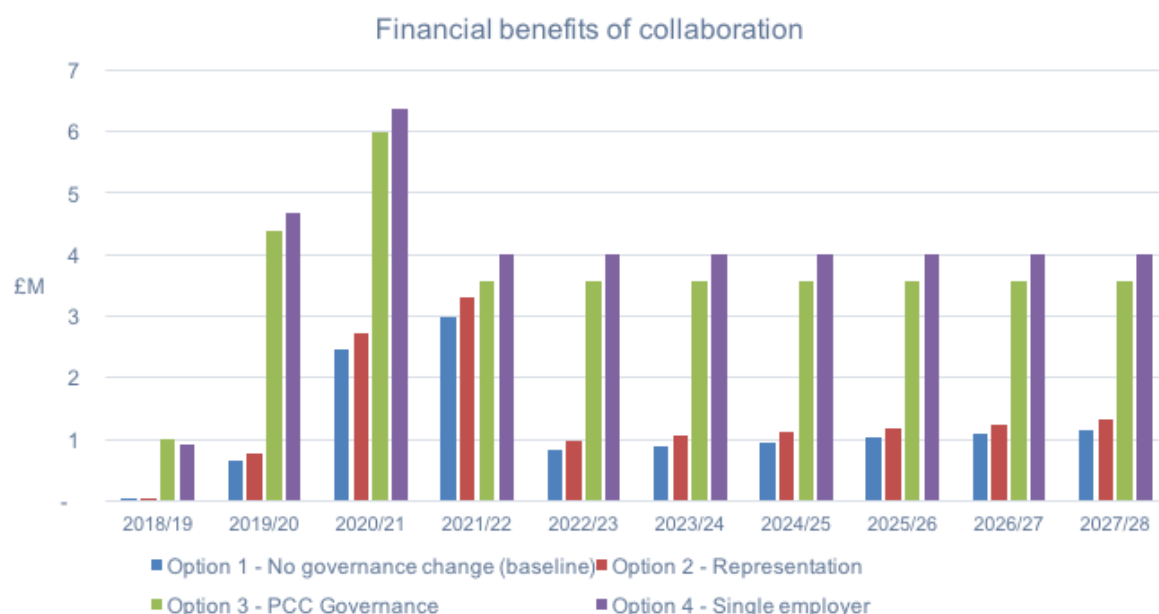
This shows that there are clear economic advantages in adopting the Governance or Single Employer models. Over the 10-year period, using the Treasury specified discount rate, the differences in the net present values are as follows:

Table 14: Net present value for each governance option

Discounted cash flow	NPV (£m)	NPV net of the baseline (£m)
Option 1 - "Do Nothing" (baseline)	9.9	-
Option 2 - Representation	11.3	1.4
Option 3 - Governance	30.0	20.0
Option 4 - Single Employer	32.9	22.9

5.7. Options appraisal: other savings potential

This section looks at areas that may have significant savings potential and public safety benefits but are not sufficiently clear to include in the economic analysis in this report.

Control Room

The control room for Staffordshire Police is based in Stafford; Staffordshire Fire and Rescue Service operates a joint control room with West Midlands Fire Service, based in Birmingham, which has been in place since 2014 after a Home Office grant to establish the shared control room.

There may be potential for a shared control room for Fire and Police although this would require its own business case that explored all options for future delivery.

Investigating a shared control room within the current governance arrangements e.g. the 'do nothing' options or the 'representation model' is highly unlikely to happen. In contrast, the 'governance model' or 'single employer model' would prompt an early investigation of the business case for a shared control room.

Operational collaboration

The Knight report[55] identified co-responding as one of the prime areas that could benefit from collaboration and the Transformation Team have identified several areas

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[55] Sir Ken Knight CBE, Facing the Future: Findings from the review of efficiencies and operations in fire and rescue authorities in England, May 2013

where collaboration could help efficiency and effectiveness through closer alignment of both services:

- prevention and public protection activities;

- ability to share information, build a more comprehensive and cohesive picture of risk to and within communities, provide a more targeted public protection service and enhance safety to both services' officers whilst going about their daily duties;

- local emergency response capabilities.

Examples of economic, effective and efficient operational collaboration from other services, that also positively impact public safety, include the Tri-Service Hub in Devon and Cornwall, the Greater Manchester Community Risk Intervention Teams and the Community Safety Responder Pilot Scheme in County Durham. Further details are included in Appendix D.

This is not an area where there are expected to be cashable savings, rather the improved joint working would free up time to be spent more effectively. Also, joint deployment could better prioritise resources in relation to risks to the public being safe and feeling safe.

To provide some scale to the non-cashable savings (i.e. savings which can be assigned a financial value but cannot be readily realised as cash reductions), an assessment has been made of the PCSO equivalent time that could be saved if, say, three hours a week spent on safe and well and similar preventative work, could also cover some of the presence and intelligence gathering of PCSOs. Depending on the approach, this could amount to the equivalent of 6 - 12 PCSOs to do this work. (There are currently 220 PCSOs). This is far more likely to be realised in the Governance and Single Employer models.

This example is one of many and illustrates that these areas for collaboration could create significant scope for resources to be reprioritised, recognising that the different roles do place practical limits on the extent of collaboration.

5.8. Critical Success Factors

As the APAC^{2}E guidance explains, the economic case appraises the governance options against the statutory test which requires evidence based assessments that the proposal would enhance efficiency, effectiveness and economy, or would be in the interests of public safety. This helps identify the preferred option. The implementation implications of the preferred option are then set out in the remaining three cases.

The APAC^{2}E guidance goes on to suggest four critical success factors that reflect the statutory tests that have been set by the Home Office. These CSFs and APAC^{2}E's descriptions are shown in Table 15.

Table 15: APAC²E's Critical Success Factors

Critical Success Factor	Description
Economy	What is the impact of the option against the collaboration opportunities baseline? Assessed by NPV analysis
Efficiency	What is the scale of savings that can be achieved by the option?
Effectiveness	What is the impact of the option for delivering operational outcomes for both the police and fire and rescue services?
Public Safety	Is there an overriding public safety consideration that requires a governance change in its own right?

HM Treasury's supplementary guidance on the Green Book includes other critical success factors that are normally expected in a Green Book business case, namely strategic fit and achievability.

Table 16: Green Book critical success factors

Key CSFs	Broad Description
Strategic fit and business needs	How well the option: • meets agreed spending objectives, related business needs and service requirements; • provides holistic fit and synergy with other strategies, programmes and projects.
Potential VFM	How well the option: • maximises the return on the required spend (benefits optimisation) in terms of economy, efficiency and effectiveness from both the perspective of the organisation and wider society; • minimises associated risks.
Potential achievability	How well the option: • is likely to be delivered in view of the organisation's ability to assimilate, adapt and respond to the required level of change; • matches the level of available skills which are required for successful delivery.

Key CSFs	Broad Description
Supply-side capacity and capability	How well the option: • matches the ability of the service providers to deliver the required level of services and business functionality; • appeals to the supply-side.
Potential affordability	How well the option: • meets the sourcing policy of the organisation and likely availability of funding; • matches other funding constraints.

The "supply side" CSFs (which are considered in the commercial case) are not distinguishing issues in this appraisal, so can be subsumed in "achievability". Similarly, all the options are affordable, so to add this criterion would be to duplicate the economic analysis. This analysis therefore adds "strategic fit" and "achievability" to the CSFs.

At the same time, we have used the classical definitions of economy, efficiency and effectiveness, namely:

- Economy – the relationship of the cost of inputs at an acceptable level of quality;

- Efficiency – the relationship of the inputs required to deliver a specific quality and level of output;

- Effectiveness – the relationship of the positive impacts or outcomes for a given level of output.

Using these definitions (rather than the APAC^{2}E definitions) and adding the "strategic fit" and "achievability" criteria, creates the following assessment in Table 17:

Table 17: Assessment of governance models against the critical success factors

	Do nothing	Representation	Governance	Single Employer
Strategic Fit	◗	◖	G	G
Public Safety	◖	◖	G	G
Economy	◗	◗	G	G
Efficiency	◗	◗	◖	G
Effectiveness	◗	◗	G	G
Achievability	G	G	G	◗

In this table, the green symbols (marked G) indicate an expectation of good to excellent results with the fuller the circle the better.

Preferred option

While the Single Employer model has the greatest potential in terms of the economic impact of collaboration, implementation would be more complicated and there is a possible risk of disruption during implementation.

For these reasons, the Governance model is the preferred option. This has strong economic scores but carries less risk to public safety during implementation. There is also less risk to the time and cost of implementation as change management can be more readily delivered.

5.9. Sensitivity Analysis

The summary assessment has been subjected to a sensitivity analysis: testing out different values for the largest or most uncertain values. The areas that were examined were the probabilities used in the economic analysis and halving the value of the major areas of savings. None of the switches changed the order of the options. The difference between the options was reduced by halving the major areas of savings, but the difference between the scores remains substantial and justifies action.

The reason that the sensitivity analysis does not change the conclusions is that the cost structure of the savings does not differ between the options (i.e. there are no differences in in the relationship between the timing of investment and payback) and because the relative probability has the same order, even when the absolute probability scores are changed.

5.10. Optimism bias

The assessment also considers optimism bias: the tendency for projects to overstate benefits while understating costs and the timescales required. The Green Book guidance on the drivers of optimism bias cannot be readily applied to these proposals (the values are developed from construction, IT projects etc.), so the assessment has considered how far the risks to collaboration are mitigated.

The risks to collaboration are based on the general challenges to organisational collaboration. The list of risks covers the barriers to collaboration that the Joint Transformation Programme identified (see Appendix C), the key barriers being:

- Different organisational priorities and cultures;

- Politics;

- Technology and data sharing.

In assessing the optimism bias, allowance has also been made for the use of probabilities in the likelihood of collaboration occurring used in the calculation of the NPV. These factors are shown in the first category (Risks to collaboration) in Table 18. The optimism bias is therefore looking at the extent to which the inherent project risks and the external influences have been mitigated (i.e. risks beyond those already reflected in the calculation of the NPV).

Table 18: Optimism Bias Assessment

	Option 1 - No governance change (baseline)	Option 2 - Representation	Option 3 - Governance	Option 4 - Single employer
Risks to collaboration				
Strategic misjudgement	1.00	0.90	1.00	1.00
Culture	0.25	0.45	0.90	0.95
Balance of power	0.80	0.85	0.95	1.00
Personal conflict	0.80	0.85	0.95	0.95
Resources and costs	0.75	0.80	1.00	0.95
Opposition	0.50	0.60	0.85	0.50
Project Specific				
Design Complexity	1.00	1.00	0.90	0.70
Degree of Innovation	1.00	1.00	0.90	0.80
Large Number of Stakeholders	0.90	0.80	0.70	0.50
Funding Availability	0.70	0.75	0.95	0.95
Project Management Team	0.80	0.80	0.95	0.95
External Influences				
Political	0.50	0.75	0.75	0.75
Economic	0.75	0.75	0.85	0.90
Legislation/Regulations	1.00	0.95	0.90	0.80
Technology	1.00	1.00	1.00	1.00

The table shows that, depending on the weighting of the risks, there is arguably less unmitigated risk for the Governance option than for the Single Employer on the one hand and the "Do Nothing" and Representation options on the other. It is also clear that the differences in unmitigated risk are unlikely to change the assessment of which option has the best NPV.

The NPV has only included cashable savings and there are significant positive economic impacts of the Governance and Single Employer models that have not been included that are explained in section 0, which will act as an offset to optimism bias in favour of the preferred option.

5.11. Distributional impacts

The distributional impacts have been considered in terms of different parts of Staffordshire and on particular social and economic groups. There do not appear to be any areas or groups who would be disadvantaged by the proposals. In accord with the Public Sector Equality Duty, we have considered the potential impact of the new governance arrangements on the protected characteristics. We have not identified any adverse impacts on people with any of the protected characteristics.

The equality impacts are further considered in the Management Case at 8.11.

5.12. Preferred Option

The options appraisal shows that the Governance model:

- Meets the statutory tests (i.e. public safety and economy, efficiency and effectiveness);

- Offers the best balance of strategic fit, benefits, value for money, risk and achievability;

- Remains the best option when the sensitivity of the calculation Is assessed;

- Is probably less subject to optimism bias than the other options;

- Does not disadvantage any of the groups protected under the Public Sector Equality Duty.

The remainder of this business case will discuss the Commercial, Financial and Management cases for the preferred option.

6. The Commercial Case

> The commercial case sets out the commercial implications of the preferred option.
>
> The case includes an explanation of the legal powers and statutory duties, and a description of the commercial, estates, human resources implications. It considers future charging mechanisms and procurement strategy.
>
> The case concludes with a description of the existing contractual arrangements that will need to be considered.

The Commercial Case considers whether the proposals, especially the preferred option, is attractive to the market place, can be procured and is commercially viable. In this business case, none of the options relies on creating a new market for services or assumes a major procurement process; only the Single Employer option would involve significant numbers of staff being transferred. The Commercial Case for the introduction of the Governance Model itself is relatively straightforward. It is both attractive and commercially viable.

6.1. Legal Powers and Statutory Duties

If the Secretary of State approves the business case for the introduction of the Governance Model, he or she will make an order, under the provisions of the Police and Crime Act 2017, which will give Staffordshire's PCC responsibility for the functions of Stoke-on-Trent and Staffordshire FRA.

The order will also enable the creation of a corporation sole for the Police and Crime Commissioner as the Fire and Rescue Authority. This arrangement is designed to "preserve the distinct legal identity of the fire and rescue service by creating the PCC-style FRA as a separate corporation sole, rather than transferring the fire and rescue functions to the PCC[56]."

At that point, the Police and Crime Commissioner will have two separate corporations sole: one as the PCC and one as the FRA.

A transfer scheme, which will form part of the order, will be developed and that will transfer all the property, rights and liabilities from the existing FRA to the new PCC-style FRA – or Police, Fire and Crime Commissioner (PFCC).   This will include the

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[56] House of Commons, Policing and Crime Bill, Explanatory Notes, note 282.

transfer of all the staff working for the existing FRA to the new PFCC on their existing terms and conditions, in accordance with the Cabinet Office Statement of Practice (COSoP). It will also include the transfer of all FRA contracts with commercial suppliers.

The new PFCC will have all the same powers and responsibilities as the previous FRA.

There is no provision in the legislation for police and fire and rescue funding to be mixed. The Police and Crime Commissioner will approve separate budgets for each service, levy separate Council Tax precepts and maintain separate accounts.

Similarly, there is no legislative provision to blur the operational distinction between police officers and firefighters. Warranted police officers will not be able to tackle fires and firefighters will not be able to take on the warranted powers of police officers. Under the Governance Model, there would still be two separate services: Staffordshire Police and Staffordshire Fire and Rescue Service.

6.2. Commercial Implications

In the first instance, there will be very limited commercial implications. All existing FRA contracts subject of a statutory transfer to the new PFCC. None of the associated terms and conditions will change.

For future procurements, the new PFCC will have access to all the contract routes and framework contracts available to the current FRA. From a group perspective, the new arrangement will have access to three different sets of framework contracts: those available to the PCC; those available to Staffordshire Police (Chief Constable corporation sole) and those available to Stoke-on-Trent and Staffordshire FRA.

Although there would be no obligation to harmonise PCC and PCC-FRA standard contract terms and conditions, there could be advantages in doing so for future activities. In due course the Office of the Police, Fire and Crime Commissioner will therefore consider introducing a standard set of contract terms and conditions for future procurements.

6.3. Estates Implications

As set out in the Economic Case, rationalisation of the estate is both a key enabler for integrated working and a significant element of the economic savings expected to be achieved as a result of introducing the Governance Model and pursuing the Joint Fire and Police Transformation Programme.

Under the current PCC / Chief Constable corporation sole arrangements, all the Staffordshire Police estate belongs to the PCC's corporation sole. With the Governance Model, the PCC-FRA corporation sole will own the Fire and Rescue

Service estate or its associated contracts e.g. Private Finance Initiatives (PFI). This will give the PCC greater opportunities to achieve alignment between the two estates and make them more efficient as a collective.

Each property will still be owned either by the PCC or the PCC-FRA, in accordance with its original provenance. Joint use will be reflected in each of either Staffordshire Police's or Staffordshire Fire and Rescue Service's accounts in line with its respective usage.

Where new shared estate is created, the PCC may choose to adopt joint ownership and reflect an appropriate percentage of the value of each asset in his respective balance sheets: PCC and PCC-FRA.

6.4. Human Resources and Resourcing Implications

The Human Resource impacts of introducing the Governance Model in the first instance will be limited, although they will still need to be handled carefully and sensitively.

There are three staff, who currently work directly in support of the existing FRA. These will be transferred to the new PFCC on their existing terms and conditions, in accordance with the Cabinet Office Statement of Practice (COSoP). There will then be a rationalisation exercise within the new Office for the Police, Fire and Crime Commissioner, which seeks to address any issues of pay inequality, remove duplication and make the new Office as efficient as possible. The new design will be subject to consultation with staff and their associations, in accordance with the currently agreed arrangements for restructuring exercises. Any redundancy or redeployment implications will also be subject to the currently agreed arrangements for restructuring exercises. Both the PCC and Stoke-on-Trent and Staffordshire FRA attempt to redeploy staff wherever possible.

Before the programme progresses beyond the introduction of the Governance Model itself and the number of integrated working / shared service initiatives increases, the three corporations sole (PCC, PCC-FRA and Chief Constable) will seek, where possible, to harmonise their redundancy and redeployment arrangements, so that staff affected by any of the subsequent changes will be treated equally.

Similarly, a full Equality Impact Assessment will be undertaken for each integrated working / shared service initiative at the time of design, so that any issues of inequality e.g. unequal pay or indirect discrimination can be properly identified and addressed.

Wherever possible, all staff working within a shared service will have the same terms and conditions. Local and national experience has shown that it is difficult to manage services effectively and harmoniously when staff are on different terms and conditions. Staffordshire Police and Staffordshire Fire and Rescue Service are currently exploring

the option of establishing a separate legal entity for one its existing shared services (the Joint Emergency Services Transport Unit). The shared services developed and operated under this joint programme will need to define a set of organisation design options, and agree the most suitable approach for their function. This is one example of collaboration and there may be different approaches for each shared service.

As set out in the Management Case, a significant number of people are likely to be impacted over time by the changes envisaged; engaging and communicating with them will be an important factor for the change programme's success. Staff and their staff associations will be briefed, consulted and supported throughout.

6.5. Charging Mechanism

Police and fire and rescue budgets will be kept separate and there will be separate accounts for each. Where services are shared, the costs will be apportioned between the PCC, PCC-FRA and Chief Constable corporations sole in line with their usage. Where precise usage is initially unknown, charges could be apportioned using an appropriate proxy measure e.g. floor area or net revenue expenditure. More sophisticated measures could later be developed to reflect the new ways of working and incentivise the right behaviours.

6.6. Procurement Strategy

Goods and services for both police and fire and rescue services will be procured using the most economically advantageous method available, including the use of existing contract frameworks available to either party. Both services will also continue to leverage national procurement initiatives and economies of scale, wherever this is beneficial both locally and nationally. Though not readily quantifiable, by combining the buying power of the two organisations, an improvement in procurement should be possible. An example would be the expansion of the Staffordshire Police partnership with Boeing.

6.7. Key Contractual Arrangements

Stoke-on-Trent and Staffordshire Fire and Rescue Authority has some large scale PFI arrangements in place. We therefore made enquiries about their flexibility in terms of modifications etc. and have received appropriate assurances. These arrangements will continue and will not be an impediment to integrated working where a PFI Fire and Rescue Authority facility is best placed for joint use.

As set out in the Strategic Case, both Staffordshire Police and Stoke-on-Trent and Staffordshire Fire and Rescue Authority have several existing collaborative arrangements with other police forces and fire and rescue authorities respectively. There is currently no desire or business driver to unravel Staffordshire Police's existing

collaborative arrangements regarding the Central Motorway Policing Group, the Regional Organised Crime Unit or Legal Services.

Staffordshire Fire and Rescue Service operates a joint control room and buys in resources for fire investigations from West Midlands Fire Service. These arrangements (and the contractual arrangements with local authorities) are assumed to continue. At suitable points, as each of these arrangements come up for review or renewal, a business case for the future arrangements will be needed.

7. The Financial Case

The financial case sets out the affordability of the preferred option.

The case provides a financial overview of the preferred option, describes the impact on budgets and provides detail on the estimated implementation costs. The case outlines the accounting implications, and the funding requirements and precept considerations. It also outlines the impact of financial statements and balance sheets.

The case concludes that the preferred option would be affordable in the budgets that would be held by the OPFCC for the police and fire services. It also notes that the expected cash-flow does not necessarily require borrowing to fund up-front investment costs.

7.1. Financial Impacts – impact on budgets

The Financial Case looks at the impact of the preferred option on the budgets of the organisations involved.

From the economic case, it is clear that any of the options would save expenditure in the organisations involved. This is clear from the net present value of the options shown in Table 19 below:

Table 19: Net present value for each governance option

Discounted cash flow	NPV (£m)	NPV net of the baseline (£m)
Option 1 – "Do nothing" (baseline)	9.9	-
Option 2 - Representation	11.3	1.4
Option 3 - Governance	30.0	20.0
Option 4 - Single Employer	32.9	22.9

The option appraisal at the end of the economic case concludes that the Governance Model is the preferred option, taking account of the public safety case and the strategic fit and achievability. The savings of the Governance Model are summarised in the chart in Figure 16.

Figure 16: Composition of the estimated savings in the Governance Model

Option 3 – PCC Governance Option - composition of savings

Legend: Costs/savings of governance model ■ Costs/savings in enabling services ■ Savings from estates rationalisation
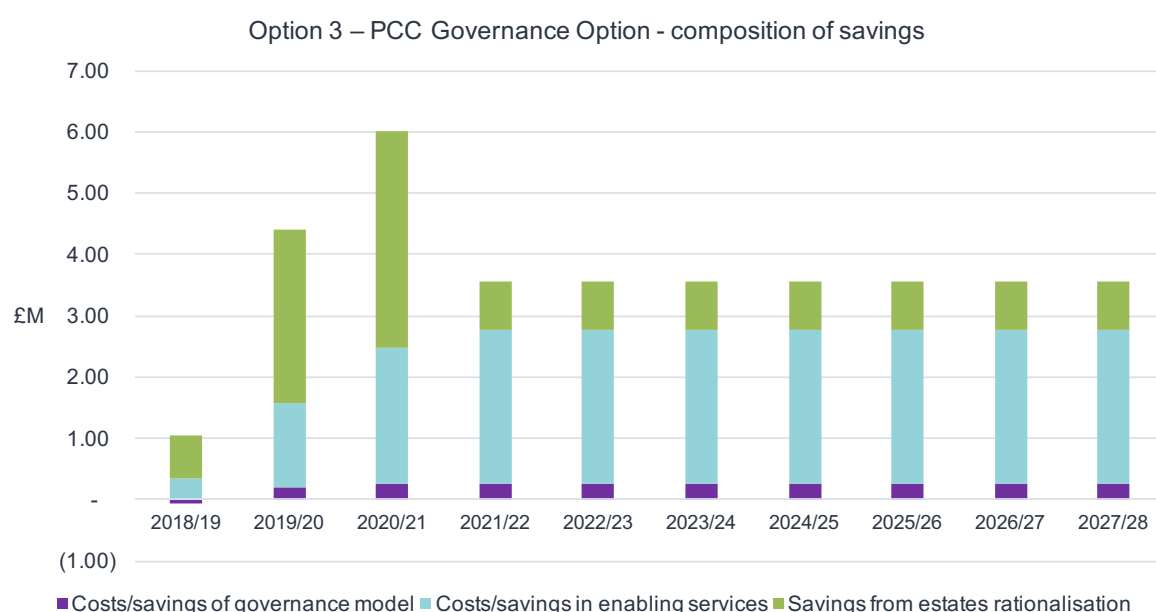
This shows that there are net savings in each year. There is no investment period, requiring borrowing, that is later paid back by savings.

The cashable savings include potential capital receipts from the sale of surplus property (assumed to be in the police estate) less the costs of rationalisation (such as dilapidations, removals, costs of sale, adaptation of the receiving sites etc.). The net effect is that there is a potential saving from the start, which is due to an evolutionary approach to change, piggy-backing on existing initiatives and aiming to make progress with the quick wins first to fund the changes.

The cashable savings in the economic case used for the calculation of the NPV are the starting point for the analysis in the financial case. These are opened out to show the revenue savings and capital receipts and the related implementation costs. This is summarised in Table 20. Implementation costs such as redundancy costs have been subtracted from the revenue expenditure savings line.

Table 20: Financial case summary

Option 3 - Governance	1	2	3	4	5	6	7	8	9	10	Total
	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Revenue expenditure savings	0.5	1.7	2.9	3.6	3.6	3.6	3.6	3.6	3.6	3.6	30.1
less OPF&CP implementation costs	0.2	0.0	-	-	-	-	-	-	-	-	0.2
Net revenue expenditure savings	0.3	1.6	2.9	3.6	3.6	3.6	3.6	3.6	3.6	3.6	29.9
Capital receipts (gross)	0.8	3.1	3.4	-	-	-	-	-	-	-	7.3
less Costs of sale/rationalisation	0.1	0.3	0.3	-	-	-	-	-	-	-	0.7
Net capital receipts	0.7	2.8	3.1	-	-	-	-	-	-	-	6.5
Total cashable savings	**1.0**	**4.4**	**6.0**	**3.6**	**3.6**	**3.6**	**3.6**	**3.6**	**3.6**	**3.6**	**36.4**
Discounted (net present value)	*1.0*	*4.1*	*5.4*	*3.1*	*3.0*	*2.9*	*2.8*	*2.7*	*2.6*	*2.5*	*30.0*

Note: totals may not sum due to rounding

Both organisations would see reductions in their revenue (or running) costs, but it is hard to be exact about how this will be reflected in the accounts. There are two reasons: first the simplifying assumptions to assess the savings cannot identify the specific area in the accounts at this stage of the process. The second reason is that the PFCC will be able to choose how to prioritise the use of the value of the savings.

An illustrative split of the cashable savings (capital and revenue) is set out in Figure 17:

Figure 17: Illustrative savings by organisation
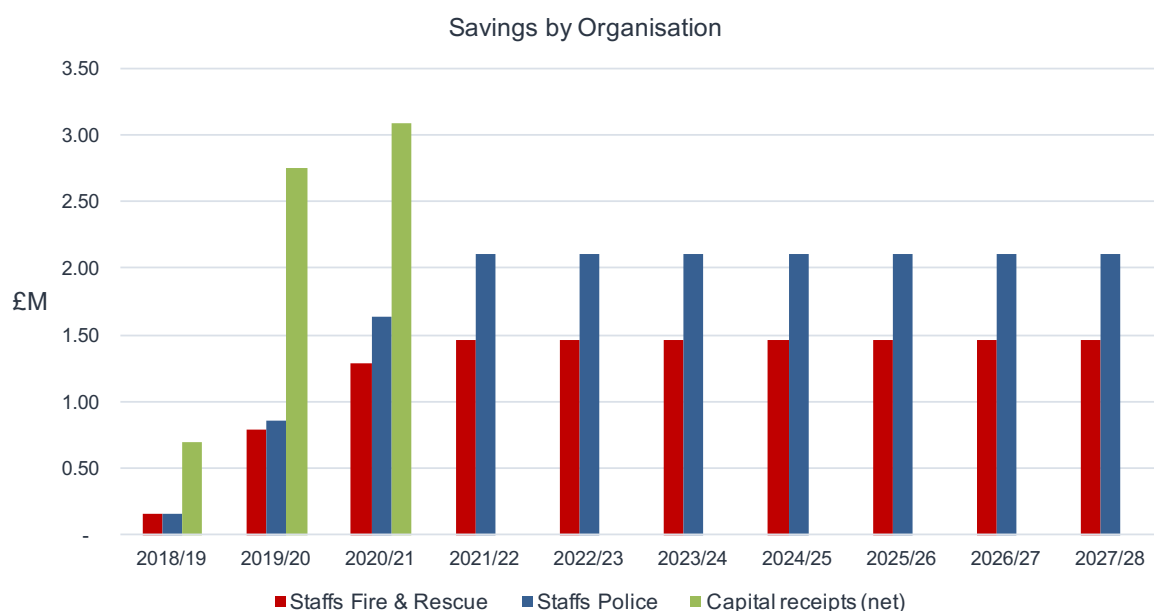
The analysis suggests therefore that the preferred option, the Governance model, is affordable to both Staffordshire Fire and Rescue Service and Staffordshire Police.

This illustration shows the capital receipts separately because although the capital receipts would arise from the sale of police properties, the assets are held by the PCC. Other savings are apportioned based on where the balance is expected to lie using the assumptions in the economic model.

The approach to implementation, prioritising quick wins, suggests that the implementation costs would not need to be capitalised to make them affordable, but that option would be available.

7.2. Reserves

The OPCC[57] and SFRS[58] both hold two types of reserves on their balance sheets: usable and unusable. The usable reserves consist of the General Fund and a number of earmarked reserves. The reserves in the General Funds are held at levels, based on risk assessments, to protect against unforeseen emergencies. The OPCC reserves are at the lowest level from some years.

Some of the earmarked reserves are in place for investment and, in SFRS' case, PFI funding. Other earmarked reserves are planned to be used to fund invest to save schemes and transformation initiatives.

Besides the revaluation reserves, which represent the gains made on the revaluation of assets like property, plant and equipment, the unusable reserves, consist largely of the pension reserve. The basis the pensions reserve is the sum of the liabilities for the firefighters' pension schemes.

For both Staffordshire Police and SFRS, the amounts included in the pension reserve reflect estimates of the total pension liability and incorporates a number of assumptions that change over time. These liabilities do not affect either service's ability to continue as a going concern as these are future liabilities that will be met by future contributions.

The effect of the preferred option for governance will be to support the essential replenishment of the OPCC reserves for Staffordshire Police and to support the efficiency plan in the SFRS which is integral to maintaining reserves in the Fire Service.

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[57] OPCC Staffordshire, Pre-audit Group Statement of Accounts 2016/17, June 2017

[58] Staffordshire Fire and Rescue Service, Draft Statement of Accounts 2016/17, June 2017

7.3. Implications for accounting, funding and precepts

As there are savings across the programme for both fire and police services, there are no adverse implications expected for funding or precepts. The proposed changes are not expected to pose material changes for the accounts given the sound starting point in each organisation.

For the final submission to the Home Office after consultation, a summary will be provided for: balance sheet; comprehensive income and expenditure statement; current year budget; funding gap over MTFP period; capital programme / revenue investment projects; assumptions.

With savings across the programme for fire and police services, there are not expected to be material implications for the precept.

The financial case assumes that costs of change are borne by the PCC rather than proposing that the FRA pay any costs of making the change from their budget.

The sharing or merger of funds is not provided for under the Act. Police and fire budgets are separate, but funding can be allocated for shared projects, so long as costs are apportioned back to the correct budgets. At this stage, the exact method of apportionment has not been decided, but will be confirmed in the final business case submitted to the Home Office.

As noted above, the case assumes that the assets would be owned by the PFCC. The case does not propose any changes in the assets (the SFRS Fire Stations) funded by PFI initiatives.

The practical aspects of accounting for the revised governance structure has been considered and does not appear to pose undue burdens.

7.4. Finance Conclusion

The preferred option with the proposed implementation approach is affordable for the police and fire budgets. It is not expected to create pressures on the precept or on borrowing. While it is difficult to be precise about the savings in each area the cashable savings are material: by 2020 they would represent about 3% of the budget for the FRS in the efficiency plan and about 1% of police revenue expenditure in the OPCC's plans.

8. The Management Case

> The management case sets out how the preferred option can be delivered.
>
> The case describes the legal framework and schemes of delegation. An implementation plan is included, alongside a description of programme governance, programme management and risk management. The case outlines the consultation process. The legal and compliance considerations are discussed, as well as the transfer of assets and liabilities, and the impact assessments.
>
> The case concludes with a description of benefits realisation monitoring.

8.1. Introduction

This section of the business case sets out arrangements for how the implementation of the proposed Governance model and the subsequent collaboration and shared service initiatives can be delivered successfully.

As set out at various points within the business case, the main challenge for the Fire and Police Joint Transformation Programme is not in implementing the initial move to the proposed Governance Model, but in creating a strong and equal partnership between the two services, who together can plan and deliver, in manageable stages, a path towards true and extensive collaboration.

Given the current differences in service delivery and culture between the police and fire and rescue services, this will require an evolutionary rather than revolutionary approach, albeit with pace and impetus, with sufficient time afforded up front for collective visioning and creation of a joint Target Operating Model (TOM), which is able to achieve the "Best of Both" without compromising either service's identity or the core specialisms it provides. The joint Target Operating Model will need to integrate with the Staffordshire Police TOM, the SFRS Efficiency Plan and the work of the Joint Transformation programme.

In September 2014, the cross-sector Emergency Services Collaboration Working Group commissioned a research report[59] to look at collaboration across the country and this identified several key enablers that need to be achieved if changes are to be accepted and embedded in collaborating organisations. These collaboration enablers

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[59] J. Parry, Prof. E. Kane, Dr D. Martin, Dr S. Bandyopadhyay, April 2015, Research into Emergency Services Collaboration

are listed below and have been reflected throughout the plans and approaches set out in this section:

- A clear and shared vision of the objectives of the collaboration;

- Trust at all levels of the collaborating agencies;

- Clear, shared resource plans;

- Agreed and realistic timelines and delivery pathways;

- Local cross-party political buy-in and explicit support;

- Robust governance architecture;

- Retaining service identity.

In Staffordshire, the Joint Police and Fire Transformation Team identified three main issues: politics, different priorities and organisational cultures, and technology and data sharing. The team also identified the following barriers to collaboration:

- Current focus;

- Funding streams and cycle alignment;

- Organisational differences;

- Legislation (since resolved by the Policing and Crime Act 2017);

- Difference in approaches between government departments;

- Cost of change;

- Complexity of change.

8.2. Legal Framework

As set out in the introduction to the Strategic Case, the proposed change in governance will be effected through the provisions set out in the Policing and Crime Act 2017.

Subject to approval of this business case by the Home Secretary, the Home Office will draft an appropriate statutory instrument and lay papers before Parliament to allow this change of governance to take effect.

8.3. Schemes of Delegation

Detailed schemes of delegation will be produced and be available for the formal submission of the business case to the Home Office. In summary, there will be no change to the scheme of delegation in operation between the Police and Crime Commissioner and the Chief Constable. It is expected that a similar scheme of delegation will be put in place between the Police, Fire and Crime Commissioner and the Chief Fire Officer.

Statutory Roles

At the point of transfer there will remain three s151 Officers: at the OPCC, the Police and FRS. During rationalisation of the enabling services, the finance function specifically will see a reduction in the 151 Officers within the two services, with Police and Fire having one 151 Officer for a single shared finance team producing two sets of accounts. The OPFCC will have one 151 Officer role.

The statutory role of Monitoring Officer currently held by the Chief of Staff for the OPCC will remain and will service the OPFCC.

8.4. Implementation Plan and Timetable

The indicative plan for the Fire and Police Joint Transformation Programme (the "Programme") has two phases. Phase 1 of the programme will focus on introducing the new governance model, and on aligning Fire and Police strategies and operating models to make best use of the opportunities that the new governance model affords. Phase 2 of the Programme will focus upon designing and implementing a series of integrated services, designed to improve service delivery, economy, efficiency, effectiveness and public safety. Phase 2 is assumed to be implemented in stages over several years, allowing sufficient time for discussion and consultation before each stage. This will help to maximise stakeholder buy-in and ensure an effective change programme. (This aligns with the assumptions in the economic case).

The indicative high-level timeline in Figure 18 shows the key activities and milestones to move to the new Governance model (Phase 1). The aim is to introduce the new Governance model between March 2018 and June 2018 depending upon many variables including local authority review processes, the extent of revision required to the business case following public consultation, and Home Office approval timescales.

Figure 18: Indicative High-level Timeline

*Dates are subject to change dependent on Home Office approval process.

The introduction of the Governance Model itself is, of course, just the first step on a journey: the main benefits will come from subsequent improvements in integrated working and shared services, and the economies of scale that such changes can bring. The detailed implementation plan and timescales for this subsequent phase of business transformation will be developed by the Transformation Programme's principal stakeholders over the next few months. However, it is envisaged that activities to agree and transition over to the new ways of working will include: visioning and articulation of the desired shared capabilities, workforce planning and organisation design, business process design and use cases, and business readiness activities such as staff communications and training, estate changes and technology changes.

There are already two established programmes: Joint Transformation and the Police TOM. These could be combined to allow the Fire and Police services to design jointly the new ways of working, building on the strategies and plans for: TOM, Estates, People, ICT, General Infrastructure, Support Services, and Delivery Services.

The implementation plan for Governance is being developed and it is expected that a small team of in-house technical experts will be led by a dedicated Project Manager. Activities are expected to include:

- Transfer of right, assets and liabilities;

- Staff Transfer writing to the three FRA employees to advise of change of employer;

- The Governance structure;

- Scheme of delegation;

- Statutory roles;

- Financial regulations;

- Budget setting process;

- Constitution amendments;

- Financial due diligence of the FRA;

- OPFCC roles and responsibilities

- OPFCC, website;

- Shared legal services; and

- Police and Fire Panel.

Once governance has changed the following activities will then take place for the initial Fire review:

- 'In-flight' projects;

- FRA financial due diligence;

- Fire Service financial due diligence;

- FRA contracts;

- Fire Service contracts;

- Community Interest Company (CIC); and

- Existing procurement arrangements.

A detailed migration plan will be included with the final submission of the Business Case to the Home Office.

8.5. Governance

If approved, the Governance Model changes will form part of the Fire and Rescue Service and Police Joint Transformation Programme, which aims to the service synergies through closer collaboration.

Responsibility for the implementation of the changes must be agreed. One option is the Police and Crime Commissioner's Senior Executive Group (SEG) of the Police and OPCC, which would require representation for Staffordshire Fire and Rescue, and would therefore need to be designed. The Group would leverage the Office of the Police and Crime Commissioner (OPCC) and specialist professional advice and support where necessary, e.g. in programme management, HR and legal.

Responsibility for oversight of the Programme must also be agreed. One option for Programme oversight would be a joint Chief Executive Group (CEG), comprising the senior management teams of both Staffordshire Police and Staffordshire Fire and Rescue Service.

The CEG could be supported by the Fire and Police Joint Transformation Programme Board (the "Programme Board"). The role of the Programme Board is normally: to

provide the Programme Manager with the necessary decisions for the Programme to proceed and overcome issues; to report to the relevant boards to ensure alignment with other strategies and initiatives; and to fulfil funding commitments.

An illustrative possible governance structure for the Programme is shown in Appendix E.

8.6. Programme Management Arrangements

Stakeholder Engagement

Given the ambition and the duration of the Programme, many people will be impacted by the changes envisaged; engaging and communicating with them will be an important factor for its success. A comprehensive Stakeholder Engagement Plan will therefore be developed. This plan will identify stakeholder groups and describe the tasks required to: brief officers, staff and other stakeholders; leverage officer and staff expertise during design and implementation; and put in place mechanisms for the contribution of feedback / views. Key stakeholders include local authorities, officers, staff, staff associations, other collaboration partners and members of the public across Staffordshire.

The Joint Transformation Programme has already had extensive engagement with key stakeholders to help shape the governance and collaboration activities already underway. These include officers from both Staffordshire Police and the Fire and Rescue Service, staff association representatives and elected members from across Staffordshire.

Methodology

The methodology for managing the Programme and its component projects will be agreed. This could include a combination of Managing Successful Programmes (MSP) and PRINCE2[60] standards, as well as Agile.

Status Reporting

The Programme Team already meets regularly to review progress, manage issues and prioritise tasks. This case assumes that the Programme Team will continue to report to highlight key progress, issues and risks at an appropriate level for a senior audience. Similarly, this case assumes that the Programme Team will also produce

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[60] PRINCE2 (an acronym for PRojects IN Controlled Environments) provides accreditation and best practice guidance on effective project management and is used extensively by the UK Government and the private sector, both in the UK and internationally.

briefing notes and reports on an ad hoc basis, e.g. to inform decisions by the Programme's governance boards.

8.7. Risk Management

Building on current risk management arrangements, and in accordance with good practice, the Programme will continue to operate a comprehensive risk register containing clearly articulated risks, individual owners, actively managed mitigating actions and due dates. The current RAID log of Risk, Assumptions, Issues and Dependencies will continue to be maintained and managed particularly to mitigate any risks arising identified by the programme team and board. Risks will be regularly reviewed to confirm that the Programme remains viable and will be managed within the governance structure, for example risks being updated or escalated where necessary at the appropriate board meeting.

The following key risks have been identified - to successful implementation of the new governance model in the first place, and to the integrated working / shared services programme subsequently.

Introduction of the Governance Model itself:

1. Insufficient attention being devoted to the detailed planning aspects of the changes, resulting in important elements of the Fire and Rescue Authority functions being omitted from the new governance arrangements;

2. Insufficient attention being devoted to the communication aspects of the changes, resulting in potential confusion from members of the public or other interested parties;

3. Insufficient attention being devoted to the human resources aspects of the changes, resulting in the staff affected by the changes feeling disenfranchised or potentially having a claim against their current or new employer.

Delivery of the Subsequent Collaboration and Shared Service Projects:

1. Insufficient attention being devoted to the cultural differences between the two services, resulting in inadequate time being devoted to visioning, target operating model definition and detailed planning;

2. Insufficient attention being devoted to detailed planning and individual business cases, leading to unjustified optimism bias;

3. Insufficient attention being devoted to the Equality Impact Assessment elements of the changes and failure to address the harmonisation of staff terms and conditions, resulting in "equal pay" claims;

4. Insufficient attention being devoted to the communication and human resource aspects of the proposed changes, leading to staff losses and thereby insufficient staff to deliver the new Target Operating Model;

5. Insufficient attention being devoted to consultation with staff associations, thereby increasing the likelihood of industrial action;

6. Lack of alignment between the two chief officers, resulting in mixed messages and sub-optimal delivery of the intended benefits / savings;

7. Lack of business ownership from appointed benefit owners, resulting in sub-optimal delivery of the intended benefits /savings.

8.8. Consultation

A comprehensive Consultation Strategy and Plan has been developed to guide formal consultation with a wide range of stakeholders. A summary of the consultation will be included as an appendix in the final business case to be submitted to the Home Office.

8.9. Legal and Compliance

The Programme will maintain a Legal and Compliance Register to monitor legal and statutory compliance or to capture mitigating actions. The register will include the following headings:

- Enabling powers;

- Statutory duties and obligations (specific);

- Statutory duties (general);

- Contractual (general);

- Contractual and statutory (employment);

- Assets and liabilities;

- Proposed use of assets;

- Forthcoming legislation;

- Any proposed schemes of delegation.

8.10. Transfer of Assets and Liabilities

All the Fire and Rescue Authority's assets and liabilities will be transferred to the Police and Crime Commissioner, acting as a PCC-style FRA when the statutory instrument giving effect to the change of governance comes into force.

8.11. Public Sector Equality Duty

Under the provisions of the Public Sector Equality Duty (PSED) contained in Section 149 of the Equality Act 2010, all public bodies are required in the exercise of their functions to have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

- Advance equality of opportunity between persons who share a relevant protected[61] characteristic and persons who do not share it;

- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

In accord with the Public Sector Equality Duty, we have considered the potential impact of the new governance arrangements on the protected characteristics. We have also considered the impact on police officers and firefighters and other public facing staff whose behaviour could change as a result of introducing governance changes.

Direct impact of the governance arrangements

Some groups are more likely to be at risk from fires due to their age or disability; for instance, people over 80 are about four times more likely to be killed in a fire than the average for the population[62]. Some protected groups may also experience crime because of their protected characteristics; for example, BME people are more likely to have been a victim of hate crime [63]. The proposals, however, do not adversely affect public safety. The protected groups should therefore not be adversely affected, but should share in the increased resources made available for improving public safety.

The change to PFCC from the FRA does not affect the people with protected characteristics differently from other citizens eligible to vote. The PCP and the ETAP already reflect the diversity of the community and will continue to do so as the PFCP.

Indirect impact of the governance arrangements

The Fire Brigades Union[64], nationally, have argued that the relationship of firefighters with the community will be adversely affected and have referred to the humanitarian

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[61] Protected characteristics are identified as age, gender, sexual orientation, gender reassignment, disability, pregnancy and maternity, race, religion or belief, marriage and civil partnership.

[62] Fire statistics for UK 2015/16

[63] See e.g. Equality Impact Assessment on "Getting it right for victims and witnesses"

[64] See e.g. FBU submission to consultation on enabling closer working between the emergency services

heritage of the fire service. As some of the people with protected characteristics may be greater users of the fire service (e.g. older people prioritised for home visits for safe and well) or may be people with greater distrust of police officers (e.g. people from backgrounds with historic concerns about police attitudes), there is an argument that some of the protected groups could be affected disproportionately or could be adversely affected.

The proposals for changing governance, however, maintain the operational independence of the firefighters and warranted officers. Legislation is already in place to maintain the established roles and there is no intention to change the traditions, values and ethos of either service.

As each service will retain its distinct identity and will remain distinct in the public facing roles, there will therefore not be adverse impacts on any of the protected groups.

The Public Sector Equality Duty will be considered at the appropriate point for each significant collaboration project put forward by the Programme.

Security Impact Assessment (SIA)

A Security Impact Assessment (SIA) identifies the impacts of proposed changes on information systems, security measures and technologies in order to understand the risks to information security and whether additional security design requirements are necessary.

The initial assessment is that the security impact is potentially high. Under the envisaged future state, there will be greater sharing of buildings and greater, albeit appropriate, sharing of information e.g. by linking IT systems or giving each organisation trusted partner status for each other's information assets. Managing this securely will require setting appropriate access rights and implementing consistent vetting policies. These are not requirements of the Governance Model in itself, but rather of the integrated working or shared service phase that will follow.

A comprehensive SIA will therefore be undertaken and maintained at both programme and project level once the new joint Target Operating Model has been defined.

8.12. Arrangements for Benefits Realisation Monitoring

Benefits management arrangements will be developed and put in place to ensure that the Programme delivers the desired outcomes. The current assumption is that the two services will leverage the existing benefits realisation capability in each service, adopting the established approach to track and prove the benefits of the new Governance model in terms of economy, effectiveness, efficiency and public safety.

As the Programme develops, it will be necessary to agree the method for ongoing benefits monitoring including handover and operational ownership and responsibility for each area.

9. Conclusion

The Policing and Crime Act is intended to accelerate the scale, depth and pace of formal collaboration between emergency services. The Act requires Fire and Rescue Authorities (FRAs), ambulance trusts and Offices of Police and Crime Commissioners (OPCCs) to explore the potential benefits of collaboration between them and enables a Police and Crime Commissioner (PCC) and FRA to consider alternative governance models which involve the PCC playing a greater role in relation to Fire and Rescue Services.

The PCC for Staffordshire commissioned this independent business case to examine the different governance options and consider the four statutory tests of economy, efficiency, effectiveness and public safety set out by the Home Office to determine which model would best drive forward collaboration and deliver its benefits and synergies more quickly.

The governance models are:

- Representation for the PCC on the FRA;

- the Governance Model, where the PCC takes on the FRA's functions; and

- a Single Employer model, where the PCC takes on the FRA's functions and creates a Single Employer for police and fire personnel.

These governance options have now been evaluated against the baseline of no change in governance, applying the four statutory tests set out by the Home Office (public safety and economy, efficiency and effectiveness) and supplemented by the guidance from HM Treasury on option appraisal set out in the Green Book. (This means that the strategic fit of the options has also been considered along with the achievability of the options taking account of the financial, commercial and management issues involved with the changes.) The results of the analysis are summarised in Table 21.

Table 21: Summary of Analysis

	No change	Representation	Governance	Single Employer
Strategic Fit	◖	◕	G	G
Public Safety	◕	◕	G	G
Economy	◖	◖	G	G
Efficiency	◖	◖	◕	G
Effectiveness	◖	◖	G	G
Achievability	G	G	G	◖

In this table, the green symbols (marked G) indicate an expectation of good to excellent results with the fuller the circle the better.

The business case confirms previous work in Staffordshire that the potential benefit from greater collaboration is substantial, with potential cashable savings of over £3m a year in running costs across Police and Fire and Rescue services; and £5-7m one-off proceeds from selling surplus property. (On average this is a net saving of £2m a year compared to not changing the governance model). It also shows that there are ways the two services' operational delivery can work together more effectively and improve public safety, especially in prevention and in emergency response, where there are opportunities for joined-up deployment models across Police, Fire and Rescue and wider public sector agencies.

The results of the analysis of the options shows the Governance model performing, on balance, strongest against the statutory tests. The greatest public safety and economic benefits would be achieved through a move to either the Governance or Single Employer model, due to the streamlining of decision-making and ability to carry strong political influence that a PCC-led model would enable. Neither model would change the core role of uniformed Fire and Rescue or Police personnel, or their distinct roles in society, ethos or values. The Governance Model is preferred, however, as it would be faster to implement and a move to a Single Employer model would carry the greatest risk of disruption, including potential industrial action.

Under the Governance Model, the governance changes themselves could be achieved relatively quickly and with limited investment - the costs of change would be paid back in the first year. Successful delivery of stronger and deeper collaboration and the associated benefits, would need a single-minded focus over a three to five-year period, during which the overall service delivery model of the two services would

continue to evolve, at increasing pace and impetus, as would partnerships with other organisations.

The recommended option, well executed, would build on current good performance, enabling the people of Staffordshire and Stoke-on-Trent to benefit from economic, efficient and effective emergency services that are sustainable and that deliver higher levels of public safety.

9.1. Next steps

This business case, recommending the Governance Model, will now be the subject of consultation across a wide range of stakeholders including the public, elected representatives, staff, unions, partner and other public sector agencies and the community and voluntary sector. The consultation will inform the PCC to allow consideration of views and opinions held and, therefore, potential amendment of any preferred options set out in the business case. After the responses have been considered, the business case will be submitted by the PCC to the Home Secretary for consideration and approval.

Glossary

Term	Definition
APAC²E	Association of Police and Crime Chief Executives
Bluelight	Emergency services (police, fire service, ambulance)
CCU	Civil Contingencies Unit: Preparations for and responses to emergencies and major incidents
CEG	Chief Executive Group
Co-location	Two or more emergency services situating teams in the same building
Co-responding	Emergency services work in partnership to provide an effective, rapid response to immediately life threatening medical emergencies, specifically in locations where the Fire Service will be able to get to the call more quickly
Complex dependency	Adults and children that may experience multiple issues e.g. involvement in crime or anti-social behaviour, problems at school, unemployment, domestic violence and abuse, health problems, homelessness
COSoP	Cabinet Office Statement of Practice
Council Tax precept	Demand made by the PCC or the FRA on the councils that collect council tax locally as a contribution to the cost of services
CRIT	Community Risk Intervention Team
CSE	Child Sexual Exploitation
CSF	Critical Success Factor
CSR	Community Safety Responder
Distributional impacts	The effects of proposals on different sections of society
EIF	Early Intervention Foundation
Enabling Services	The business support services that are found in all organisations and are frequently sourced collaboratively, e.g. finance, human resources, ICT and communications; and common functions in emergency services e.g. business intelligence
ETAP	Ethics, Transparency and Audit Panel

Term	Definition
ESFM	Emergency Services Fleet Management (Humberside) Ltd
FBU	Fire Brigades Union
Fire Peer Challenge Review	Independent review of fire services to support improvement, focusing on areas the local FRA has identified as particularly seeking the input of peers
FRA	Fire and Rescue Authority
FTE	Full Time Equivalent
GMFRS	Greater Manchester Fire and Rescue Service
GMP	Greater Manchester Police
HM Treasury Green Book	The Green Book is produced by HM Treasury and provides guidance on undertaking options appraisals. It is designed to promote efficient policy development and resource allocation across government.
HMIC	Her Majesty's Inspectorate of Constabulary
iESE	Improvement and Efficiency Social Enterprise Awards
ITF	Integrated Transport Function
JCC	Joint Command and Control Centre
JESIP	Joint Emergency Services Interoperability Programme
LPT	Local Policing Teams
MASH	Multi-Agency Safeguarding Hub
Monitoring officer	An officer appointed by a local authority to ensure that the council and officers maintain the highest standards of conduct
MSP	Managing Successful Programmes
MTFP	Medium Term Financial Plan
NAO	National Audit Office
NILO	National Inter-Agency Liaison Officers ie emergency service officer who can advise and support Incident Commanders, Police, Medical, Military and other Government Agencies on emergency service operational capacity and capability at major incidents, public order, domestic or any other situation that would benefit from the attendance of the NILO
NEAS	North East Ambulance Service

Term	Definition
NJC	National Joint Council for Local Authority Fire and Rescue Services
NPV	Net Present Value
NWAS	North West Ambulance Service
OPCC	Office of the Police and Crime Commissioner
OPFCC	Office of the Police, Fire and Crime Commissioner
Optimism bias	The demonstrated systematic tendency for appraisers to be over-optimistic about key project parameters
PCC	Police and Crime Commissioner
PCP	Police and Crime Panel
PCSO	Police Community Support Officer
PEEL assessment	Police Effectiveness, Efficiency and Legitimacy assessment
PFCC	Police, Fire and Crime Commissioner
PFCP	Police, Fire and Crime Panel
PFI	Private finance initiatives
PRINCE2	PRojects IN Controlled Environments
Public Sector Equality Duty	Public bodies must have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities
Public Service Network	High-performance digital network which helps public sector organisations work together, reduce duplication and share resources
Police Federation	Staff association for police constables, sergeants and inspectors (including chief inspectors)
RDS	Retained Duty System– the arrangement where volunteers are paid to be on standby, ready to serve as firefighters when called upon; usually known as retained firefighters.
Red 1	Ambulance response in 8 minutes for patients that have suffered cardiac arrest or stopped breathing
Red 2	Ambulance response in 8 minutes for patients that have all other life-threatening emergencies

Term	Definition
Regional Organised Crime Unit	Collaboration between regional police forces to fight organised crime across the region
Resilience Forum	Multi-agency partnerships which aim to plan and prepare for localised incidents and catastrophic emergencies
Safe and Well visits	Interventions in people's homes to reduce their risk from fire and to provide advice on actions to take in the event of fire
SAME	Risk factors: smoking, alcohol, mobility and being elderly
Section 151 Officer	Chief Finance Officer – a suitably qualified officer to a local authority for the proper administration of its affairs
SEG	Senior Executive Group
Sensitivity analysis	Tests the vulnerability of options to unavoidable future uncertainties
SFRS	Staffordshire Fire and Rescue Service
SIA	Security Impact Assessment
SMB	Senior Management Board
SNPs	Safer Neighbourhood Panels
SP	Staffordshire Police
SPP	Safer Peterborough Partnership
SSG	Strategic Steering Group
Strategic Policing Requirement	Sets out the Home Secretary's expectations of police forces regarding their ability to respond to terrorism, serious and organised crime, national cyber security incidents, threats to public order and civil emergencies
TOM	Target operating model
Unison	Public services union including police staff and fire staff
VFM	Value for money
WMAS	West Midlands Ambulance Service

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Appendix A: Existing Emergency Services Collaboration in Staffordshire

Table 22: Examples of Existing Collaboration

Collaboration between Staffordshire Police and Staffordshire Fire and Rescue Service	
Occupational Health Service Saving of £500,000 over 6 years	Staffordshire Police and Staffordshire Fire and Rescue Service have a shared occupational health service. The shared service provides access to occupational health support, internal and external welfare support, access to counsellors, access to physiotherapy and carries out all pre-employment medicals for both organisations. The service is based at Stafford Fire Station, with physiotherapy based at Hanley Police Station.
Joint Transport Centre of Excellence Annual saving of £750,000 - £1,000,000	Staffordshire Police and Staffordshire Fire and Rescue Service have a shared Transport Centre. The service is managed by a joint Strategic Head of Transport and has a shared estate, joint procurement, staffing, vehicle maintenance and repair, and the design and development of vehicles and associated equipment. The service is based at the Fire and Rescue workshop premises at Trentham Lakes.
Joint supplies and logistics department Annual saving of £75,000	Staffordshire Police and Staffordshire Fire and Rescue Service initially co-located their supplies department, before moving to full integration. The service is working towards a shared IT function to introduce out of hours' kit issue for the police, in line with fire procedures. The service is based at Fire Service HQ in Stone.
Driver development and education	Staffordshire Police and Staffordshire Fire and Rescue Service driver training teams co-locate at Fire Service HQ. The driver training teams are working towards greater integration.
Integrated postal service	Staffordshire Police and Staffordshire Fire and Rescue Service have an integrated internal postal service to remove duplication as the individual postal services were visiting the same areas to deliver mail. The service is provided by Staffordshire Police.

Collaboration between Staffordshire Fire and Rescue Service and West Midlands Fire Service	
Shared fire control Recurring saving of £1.5m a year across the two organisations	Staffordshire Fire and Rescue Service and West Midlands Fire Service share a joint command and control function. The fully integrated shared service is based at West Midlands Fire Service HQ. The mobilising system uses vehicle tracking information previously not available within Staffordshire. This technology is ensuring the most appropriate fire service vehicle is sent to each emergency call.

Appendix B: Impact of the Staffordshire PCC

This appendix sets out examples of how the PCC has made a difference. The examples have been grouped under four of the priorities in the Police and Crime Plan:

- early intervention;

- victims;

- public confidence;

- offenders.

B1. Developing work around Early Intervention

- Tackling root causes before they become a problem.

Early Intervention Academy

What was the issue?

The Early Intervention Foundation (EIF) was working with the Home Office and College of Policing to explore the potential for early intervention to reduce significantly demand on policing through early intervention. Staffordshire was chosen as a Pioneering Place by the EIF to do even more work to prevent people from slipping into a life of crime.

What did the PCC do?

In August 2015, Staffordshire was the only PCC's office in the country to form part of the Early Intervention Academy for Police Leaders. The Academy developed the Charter for Early Intervention in Policing, setting out the vision, mission and core principles of how police forces should embrace the Early Intervention agenda. The learning from the Academy was shared with Police leaders and PCCs in June 2016. The OPCC worked with the EIF to produce a leaflet and website for police officers helping to aid their understanding of how to apply early intervention techniques.

What was the impact?

Staffordshire OPCC gained a place on the newly formed EIF Places Network which will ensure that Staffordshire continues to be involved in Early Intervention at a national level.

Early Help Strategy

What was the issue?

Some families face challenges that mean they cannot thrive in the way they want to. Early Help can be critical to promote the health and wellbeing of children and young people.

What did the PCC do?

The PCC played a key role in the development of an Early Help Strategy for Staffordshire. The strategy is a joint approach, involving all agencies, to help individuals, families and communities as soon as they can to stop them experiencing more severe problems and costing the taxpayer more money.

What was the impact?

The strategy has supporting action plans that the OPCC takes leadership on, ensuring also that Staffordshire Police play an active role.

Child Sexual Exploitation

What was the issue?
All victims of Child Sexual Exploitation (CSE) should receive a consistent high quality service wherever they are from, and preventative work should be targeted appropriately.

What did the PCC do?
The PCC worked with partners to develop a CSE strategy in Staffordshire, invested new money into making sure that services are in place to provide support to victims and initiated joint commissioning arrangements with Staffordshire County Council and Stoke-on-Trent City Council. The PCC also led on a performance focused approach that measures and assesses how well local organisations singly and collectively address the impact of CSE on communities and individuals.

What was the impact?
A multi-agency CSE Prevention Team was established, with the outcomes of this work influencing the future commissioning arrangements that are being delivered.

Police Cadets

What was the issue?

A cadet scheme can strengthen the links between police and young people from all backgrounds and can also promote good citizenship. Cadet schemes can help young people to build life skills such as responsibility and discipline, which can help the individuals socially and academically.

What did the PCC do?

The PCC introduced the Police Cadet programme for 14 to 17-year-olds which follows the National Volunteer Police Cadet programme. The young people also work towards a BTEC Level 1 in Teamwork, Personal Skills and Citizenship. The PCC introduced a Junior Cadet scheme for children at primary schools led by PCSOs.

What was the impact?

Six Cadet Units were established across Staffordshire and Stoke-on-Trent in the PCC's first term. The Junior Cadet scheme has involved more than 2,000 school pupils.

Space activity programme for young people

What was the issue?

'Space' was an activities scheme led by police in Staffordshire aimed at engaging young people, before it stopped in the 1990s. It needed to be reinvented to create opportunities for young people to participate in activities to make communities safer.

What did the PCC do?

The PCC launched a proof of concept of the activities programme, 'Space', for young people to provide positive activities during the school summer holiday. 'Space' linked various voluntary and public organisations, including councils across the county, to provide activities aimed at improving health and wellbeing, increasing skills, and reducing disruptive behaviour.

What was the impact?

In 2015, there were 13,388 attendances at 586 activities. In 2016, there were 12,432 attendances at over 1,000 activities. Evaluation of the scheme identified beneficial outcomes for both those involved and also for communities.

B2. Supporting Victims and Witnesses

- Making it easier for victims and witnesses to receive the support they need.

Staffordshire Victim Gateway

What was the issue?

There needs to be more support to victims of crime that is tailored to the needs of those individuals

What did the PCC do?

The PCC established the Staffordshire Victim Gateway in September 2015 to increase victim support capacity and provide more tailored support for victims of crime.   The Gateway, operated by the Citizens Advice Bureau, provides guidance and support to individuals, whether the crime has been reported to the police or not. The service helps victims to cope and recover from the harm caused by criminal activity.

What was the impact?

Performance is monitored through regular reviews to ensure good performance and ongoing development, in line with the Victims Code of Practice. More than 50,750 people in Staffordshire were offered advice and support in its first year.

Victim Specialists

What was the issue?

Vulnerable victims of sexual violence or domestic abuse may require support to navigate referral pathways and help to cope with and recover from their experience of crime.

What did the PCC do?

The PCC-established group of Victim Specialists continue to meet, supported by the Victim Gateway service. The group work together to strengthen referral pathways and support for vulnerable victims.

What was the impact?

The 12 Victim Specialists work with the Citizens Advice Bureaux across Staffordshire to provide a service 365 days a year for hundreds of the most vulnerable victims of crime.

Supporting those affected by Domestic Abuse in the workplace

What was the issue?

Professional support is needed in the workplace for individuals who are affected by domestic abuse.

What did the PCC do?

The PCC worked closely with members of the business community to develop a "Supporting Domestic Abuse Victims at Work" Policy and dedicated staff training aimed at private sector employers.

What was the impact?

The approach helps employers and their staff raise awareness of domestic abuse signposting those affected by domestic abuse to professional support.

Introducing Business Crime Advisors

What was the issue?

Business crime needs to be treated more seriously and company owners should have access to the support they need.

What did the PCC do?

Business Crime Advisors provide victim support for businesses to help minimise the impact of crime on the organisation. The PCC delivered a proof of concept pilot through the Staffordshire Chamber of Commerce that provides business crime support advisors, trained to give a wide range of business help and guidance, from insurance through to operational productivity.

What was the impact?

The service will be commissioned fully in 2017.

Improving Domestic Abuse Services

What was the issue?

Those affected by domestic abuse should be able to live safe and independent lives, and there should be consistent approaches used across the county so that victims and perpetrators receive the same level of support wherever they live.

What did the PCC do?

A pan-Staffordshire Domestic Abuse strategy, jointly led by the PCC, has been developed. The strategy will be owned and delivered through partnership arrangements established through the PCCs office that bring together all of those organisations that need to influence and shape an approach to domestic abuse. The Staffordshire strategy has been developed with links to all the other plans and strategies that impact on it, for example drug and alcohol, violence against women and girls and safeguarding plans and strategies.

What was the impact?

Aligned to the new strategy, work has begun towards the introduction of a collaborative approach to ensure more consistency in the commissioning and delivery of domestic abuse services across Staffordshire and Stoke-on-Trent.

Staffordshire Smart Alert

What was the issue?

New technology has the potential to harness the power of communities to support the police. There needed to be an easy to use application that would allow local people to help the police in Staffordshire.

What did the PCC do?

The PCC launched a new App and website in March 2016 which provides free, localised, timely crime alerts and community safety messages for residents and businesses across the county. Developed and driven by the PCC it has included work with and support from members of Neighbourhood Watch. People can enter their postcode in Staffordshire Smart Alert to receive updates for their area. The alerts are provided by Staffordshire Police. Alerts include incident numbers and contact details so that members of the public can contact the police quickly and efficiently.

What was the impact?

More than 53,000 people now receive alerts and the Staffordshire Smart Alert App can be downloaded from Apple and Android stores.

Business Crime Matters

What was the issue?

Business crime needs to be treated more seriously and company owners should have access to the support they need.

What did the PCC do?

The PCC commissioned a range of new interventions as part of the Business Crime Matters strategy. The Business Crime Matters campaign was launched to highlight free support and advice for businesses who become victims of crime.

http://businesscrimematters.com

What was the impact?

A seven-days a week daytime service is available to provide impartial and confidential advice for businesses that have been affected by crime. Business can also sign up for the Staffordshire Smart Alert (see above) and over 4,000 businesses across Staffordshire have signed up for up-to-date alerts and advice.

Remodelling Police support to witnesses

What was the issue?

Witnesses need to be supported on their route through the criminal justice system, which can appear fragmented and unnecessarily prolonged from the perspective of witnesses and victims.

What did the PCC do?

Staffordshire Police completed a comprehensive review and re-development of its Justice Services Department, which includes Witness Care. The PCC's office supported the re-design and restructuring of working practices to ensure that in future witnesses are better supported.

What was the impact?

Police now provide victims of crime with an information pack explains the support available. As part of remodelling support to witnesses, vulnerable victims of crime can now give evidence from community buildings linked by live video to court rooms. This

increases the number of people who are prepared to give evidence and reduces the number of people who withdraw from the process prior to the court hearing.

B3. Public Confidence

- Enabling individuals and communities to feel safer and more reassured.

Visibility with Purpose

What was the issue?

Against a background of reduced funding for police officers, a public-facing and visible police force is required to increase public confidence and reduce the fear of crime.

What did the PCC do?

The PCC, with the Chief Constable, led work to increase the visibility of local police within their communities. Police officers and PCSOs have been provided with hand-held devices to allow them to complete their duties out in the community rather than in a police station, which is particularly important in maintaining a visible presence in rural communities, where demand may be low but reassurance is still necessary.

What was the impact?

There has been an increase in PCSO visibility, and there is expected to be increased visibility of warranted police officers as well. The new technology equates to 3,000 extra frontline officer hours a week, which is roughly equivalent to 100 extra police officers.

Transparent Performance Information

What was the issue?

Publicly available information on police performance was focused on the whole police force area, making it hard for people to find information on crime for their local area.

What did the PCC do?

The PCC introduced a local police performance dashboard so people can view crime information for their local area over time. The Local Police Performance Dashboard was developed and made available, providing easy to understand information for the 11 local policing team areas.

https://www.staffordshire-pcc.gov.uk/performance/

What was the impact?

The information on the dashboard is used by Safer Neighbourhood Panels to examine local policing and hold their local police commander to account.

Safer Neighbourhood Panels

What was the issue?

Trust is fundamental to public confidence and arrangements were needed to increase transparency and scrutiny at every level, thereby improving reassurance and confidence in services.

What did the PCC do?

The PCC established 11 Safer Neighbourhood Panels (SNPs) across Staffordshire, following the success of the overarching, county-wide Ethics, Transparency and Audit Panel (ETAP).   Panels are made up of residents, local councillors and magistrates and meet regularly with their area's policing commander. They scrutinise local policing in their area.   SNPs have access to the local police performance dashboard to examine policing in their area.

www.staffordshire-pcc.gov.uk/safer-neighbourhood-panels

What was the impact?

The 11 Safer Neighbourhood Panels meeting across Staffordshire have given local people the opportunity to shape policing in their local areas and to examine the impact on communities.

Ethics, Transparency and Audit Panel

What was the issue?

The PCC established the Ethics, Transparency and Audit Panel (ETAP) in 2014 to help improve policing across Staffordshire.

What did the PCC do?

Reports from ETAP have reviewed the level of care offered in custody and detention, the development of the ICT strategy for Staffordshire Police, police use of stop and

search, financial regulations and complaints procedures as well as scrutiny of both OPCC and police expenses. Reviews are published on the OPCC website and full ETAP meetings are open to the public. The work of ETAP can be found at:

www.staffordshire-pcc.gov.uk/eta/

What was the impact?

The Ethics, Transparency and Audit Panel (ETAP) has been recognised nationally for its work and has helped to improve policing across Staffordshire.

Body Worn Video

What was the issue?

There is an increasing demand for transparency and increasing visibility of frontline officers.

What did the PCC do?

The PCC provided funding for more than 550 body worn cameras, enough for every frontline officer, PCSO and Special Constable. Police officers in Staffordshire are required to film every stop and search, use of Taser and use of force after an ETAP recommendation following a review of policing approaches.

What was the impact?

Body camera footage is scrutinised by Safer Neighbourhood Panels to ensure appropriate approaches are being used and to develop learning for the police service.

Building Awareness and Prevention of Cyber Crime

What was the issue?

Surveys in Staffordshire show that awareness of the scale and impact of cyber-crime is low. The majority of cyber-crimes go unreported.

What did the PCC do?

The Cyber Safe Staffordshire campaign aims to raise awareness around cybercrime and to encourage people to be more confident in taking steps to protect themselves online. The Deputy PCC instigated the development of a collaborative partnership approach to increase the awareness of, preventing and supporting victims of cybercrime.

What was the impact?

The campaign was launched in September 2016. The survey was undertaken in March 2017 as one of several initiatives designed to increase awareness of what people should do to protect themselves from cyber-crime.

B4. Managing Offenders

- Preventing offending in the first place and reducing the likelihood of re-offending.

Managing Offenders as a Priority

What was the issue?

Partner agencies in Staffordshire need to work together to prevent and reduce youth and adult offending.

What did the PCC do?

The PCC agreed a new high level Strategic Framework outlining how partner agencies will work together. The Strategic Framework has two key aims:

- Promoting timely interventions to reduce the risk of people becoming involved in offending behaviour;

- Ensuring that offenders are brought to account for their actions and are given the appropriate support to avoid reoffending in the future.

What was the impact?

The PCC has allocated £500,000 to commission offender-related services across Staffordshire that will be complemented by funding and resources from partner agencies.

Mental Health

What was the issue?

The lack of priority for mental health has resulted in increasing calls on police resources. The number of people in mental health crisis that end up in police cells despite not committing a crime needs to be reduced.

What did the PCC do?

The PCC worked with partners to ensure a cross-agency approach for mental health in Staffordshire and Stoke-on-Trent, including NHS and police staff working closely together on the ground to make sure individuals get the right support.

What was the impact?

The number of people detained in police custody under the Mental Health Act fell by 80 per cent – from 168 in 2012 to 33 in the 2015/16 financial year. The PCC also played a major role in getting this issue on to the national agenda.

Youth Offending

What was the issue?

Young adults, between 17 and 25, are the most at risk of offending. Initiatives are needed to divert young offenders (where appropriate) on to pathways leading away from the criminal justice system and towards suitable care and support.

What did the PCC do?

The PCC worked with Staffordshire County Council, Stoke-on-Trent City Council, Youth Offending Services and the Youth Justice Board to agree the basis for an assessment of the benefits and risks of increased collaboration between Staffordshire and Stoke-on-Trent Youth Offending Services.

The OPCC funded a Co-ordinator to support multi-agency work across the county aimed at diverting young people away from gang-related activity and youth violence.

What was the impact?

The post has been successful in researching and then implementing best practice, brought together in a shared agency action plan.

Restorative Justice

What was the issue?

Reoffending costs Staffordshire about £250m a year, besides creating victims and damaging communities. The cycle of offending behaviour needs to be broken.

What did the PCC do?

Restorative Justice brings those harmed by crime or conflict, and those responsible for the harm, into communication, enabling everyone affected by a particular incident to play a part in repairing the harm and finding a positive way forward.

The PCC initiated a review of Restorative Justice provision across Staffordshire. This led to the agreement of a new multi-agency strategy and the commissioning of a new Restorative Justice hub to increase access and availability of Restorative Justice to victims and offenders.

What was the impact?

Research has shown that Restorative Justice can have a positive effect on victim satisfaction and reduce re-offending rates. The Staffordshire Restorative Justice Hub went live in October 2016.

Appendix C: Barriers to Collaboration

This is an extract from the earlier fieldwork that explains the main barriers to collaboration between Staffordshire Police and Staffordshire Fire and Rescue Service.

C1. Politics

There have been and are still a number of issues where joint opportunities have been impacted by politics and differences of opinion where, agreements between the services has not been reached and have therefore been done separately or, the solutions diluted in their impact. The differences between the two governance structures also creates issues where party politics get in the way of agreements. The following summarises the two governance bodies:

Fire and Rescue Authority

- 21 councillors appointed by the leader of Staffordshire County Council and the leader of Stoke-on-Trent City Council to reflect the political make-up of the two councils.

- Oversees that the Fire Service performs all its duties and responsibilities in accordance with appropriate legislation and regulations.

- Decisions are by committee and tend to be along political party lines.

- Voting decisions often falling as expected based on political party mix.

- Those within the Fire Service advised there is a desire for a higher level of scrutiny.

A recent peer review reported 'There does not always appear to be a consistent understanding amongst members of the value of scrutiny. The overall sense of the team is that this key function is often seen to be about receiving reports with some debate of the issues.' Recent changes to the authority to improve their service have been implemented and the Fire Service Leadership team expect to see improvements.

Police and Crime Commissioner

- A directly elected individual.

- Accountable to the public and is subject to ongoing scrutiny.

- Holds the Chief Constable to account for delivering an effective and efficient police service.

- PCC post was first introduced in November 2012 replacing the old Police Authority due to the poor performance of the Police Authorities, thereby replacing bureaucratic accountability with democratic accountability.

- The OPCC for Staffordshire pursues significant reform, working daily with the Police.

- Strong and consistent recognition throughout the force of the benefits that the OPCC has bought.

C2. Different Organisational Priorities and Cultures

The services have developed over many years and their cultures, beliefs and values are deep seated. The difference in the size and complexity of Fire and Police also adds to the differences in priorities and approaches to work. Tackling these differences whilst the services remain separate, is likely to be impossible and although there are examples of where there have been, and continue to be joint working, there are still a number of unresolved issues that hinder truly efficient and effective working.

C3. Technology and Data Share

There are consistent difficulties with the two services sharing data and intelligence, being able to access each other's systems, having different ways of processing, managing and storing data. This means there are a number of missed opportunities for both public safety and officer safety. This impacts every area of service delivery, such as, operations, response, prevention, community engagement and business support. It means both services only have part of the picture and together, the benefits of a single IT platform and single source of intelligence, with one version of the truth, are incredibly high.

Police have recently chosen Boeing to be its Strategic IT Partner. Awarding a 10 year contract to support the service through a significant ICT change programme, to modernise the IT estate and deliver forecasted savings of up to £1.3m p.a. This creates the perfect opportunity for Fire and Police to be involved in the development of this together.

Appendix D: Emergency Services Collaboration Case Study Examples

Devon and Cornwall, Tri-Service Hub[65]

What was the issue?

The tri-service hub was proposed to improve collaboration across emergency services in Cornwall. The hub aimed to encourage cultural change and dispel myths around integrated working.

What did they do?

Hayle Emergency Services Community Station was designed and built for three Services' needs covering Cornwall Fire and Rescue Service (CFRS), Devon and Cornwall Police and South Western Ambulance Service. The station includes a Tri-Service Officer, whose duties involve youth engagement, tackling anti-social behaviour, health promotion and prevention and addressing home fire safety.

What was the impact?

The tri-service hub in Cornwall prioritises community safety through the delivery of intelligence led, customer focused services, coordinated by a Tri-Service Officer. This has been highly successful in providing a highly visible presence and offering a unique approach in dealing with public safety and prevention. Liskeard, Cranbrook and Sherford New Towns are looking to develop tri-service hubs following the success of Hayle tri-service hub.

Cambridgeshire, Safer Peterborough Partnership[66]

What was the issue?

The Safer Peterborough Partnership (SPP) aims to build more cohesive, safer and confident communities and drive down rates of reported crime and anti-social behaviour through a multi-agency approach including Peterborough City Council, Cambridgeshire Police, Cambridgeshire Fire and Rescue Service and the NHS.

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[65] Emergency Services Collaboration Working Group, National Overview, 2016

[66] Emergency Services Collaboration Working Group, National Overview, 2016

What did they do?

The SPP holds a daily management meeting where they task the fire and rescue crews on issues such as burglary patrols, and low level anti-social behaviour patrols. SPP initiatives include 'Junior Firestarters' where partner agencies highlight youths who have a fascination with fire so that fire officers can deliver preventative messaging. The SPP also facilitates closer working through basing a Police Neighbourhood Team at a Fire Station. This provides greater capacity in an under-utilised building and provides the police with a base in a high demand area of the city.

What was the impact?

The Partnership supports statutory agencies in delivering their own core functions and co-ordinates and leads on prevention work, which is where it can provide the biggest impact.

Derbyshire, Limited Liability Partnership[67] Humberside, Joint Venture[68]

What was the issue?

Derbyshire Police and Derbyshire Fire Service established a Limited Liability Partnership to build a new joint HQ and to facilitate future joint building projects. In Humberside, the fire service had vehicle and equipment maintenance workshops in three separate locations which was inefficient so they established a Joint Venture Company with Humberside police – Emergency Services Fleet Management (Humberside) Ltd (ESFM) – to provide a joint service.

What did they do?

The Derbyshire joint board (co-chaired by the PCC and Chair of the Fire Authority with a Chief Constable / Chief Fire Officer representative) was supported by a management board and project groups to implement the project and manage the building once it was completed. In Humberside, the Strategic Steering Group (SSG) set the parameters for the Project Delivery Team to work to and reported to the PCC and Humberside Fire Authority. The Shadow Governance Board developed a joint constitution and a set of key performance indicators as well as agreeing the composition of the ESFM Management team, which managed the operational phase.

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[67] Emergency Services Collaboration Working Group, National Overview, 2016

[68] Emergency Services Collaboration Working Group, National Overview, 2016

What was the impact?

There were some implementation issues in Derbyshire due to inconsistency in network and telecoms arrangements and security vetting for the two services; however, the joint HQ is due to realise ongoing savings of £1.5m over the next 10 years. Derbyshire Police and Fire Services are now looking at developing further joint projects, e.g. for a joint training centre and firearms range. In Humberside, the collaboration produces significant capital and annual revenue savings for Humberside Fire and Rescue Service. The project has also facilitated transfer of skills and knowledge between Humberside Police Fleet Management and HFRS Fleet and Equipment Maintenance personnel.

Salford Integrated Prevention Hub, Greater Manchester[69]

What was the issue?

Salford Integrated Prevention Hub was established to address the needs of 11-25 year-old children and their families who fall within the 'Complex Dependency' cohort. This is a collaboration between Greater Manchester Police, Greater Manchester Fire and Rescue Service and youth workers.

What did they do?

Integrated teams deliver multi-disciplinary safety education encompassing all Emergency Services' requirements and those of the Local Authority, to young people both in and out of a school environment. The support provided includes assessment, direct support (e.g. issue based one to one/group sessions, detached outreach and family conferencing) and liaison/advocacy with other services. This support aids crisis management and can stabilise families experiencing problems to achieve transformative change.

What was the impact?

The positive community impacts of the Hub include preventing drug abuse, child sexual exploitation and truancy. The Hub received positive feedback from young people, and helps troubled families and reduces anti-social behaviour. Cost benefit analysis by New Economy using partner data estimates the fiscal cost: benefit ratio as 1:1.8, with the expectation that greater impacts will be evident as integrated team working improves as the project goes on.

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[69] Emergency Services Collaboration Working Group, National Overview, 2016

Greater Manchester Community Risk Intervention Teams[70]

What was the issue?

Greater Manchester Fire and Rescue Service (GMFRS) is working with Greater Manchester Police (GMP) and North West Ambulance Service (NWAS) to help drive further reductions in risk to the most vulnerable communities through a wider approach to prevention activities through the Community Risk Intervention Teams.

What did they do?

The Community Risk Intervention Teams provide fire safety advice to people in their homes and assist with safety work on behalf of other agencies, for example, trying to reduce falls, providing support for people with mental health issues and reducing crime. The teams provide risk reduction advice, and can install assistive technology and equipment. The teams will target those identified as high risk, and the teams will comprise responders trained in similar ways to GMFRS' Community Safety Advisors, NWAS' Community First Responders, GMP officers trained in mental health response and Local Authority officers trained in mental health awareness.

What was the impact?

This new service is providing a reduction in the impact of falls and mental health issues on NWAS, GMP, Local Authority health and social care services and hospital A&E departments. The approach is seeing improved information sharing between all partners and improved referral pathways between all organisations involved. It is expected to save £3.2m a year because of increased independence and reduction of demand.

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[70] https://www.manchesterfire.gov.uk/media/2258/crit_briefing_leaflet.pdf

Community Safety Responder Pilot Scheme in County Durham[71]

What was the issue?

The introduction of Community Safety Responders aimed to increase collaboration between the three emergency services and allow efficiencies without reducing frontline services.

What did they do?

The Community Safety Responders work for Durham Constabulary as PCSOs, County Durham and Darlington Fire and Rescue Service as retained firefighters and as first responders for the North East Ambulance Service (NEAS). Each phase of the initial training was delivered by the lead organisation for that aspect of the role i.e. Police lead on PCSO training, Fire on firefighter training and NEAS on co-responder training.

What was the impact?

The Community Safety Responders incorporate elements from all three blue light services, which is expected to improve the response to patients especially in rural areas. Collaborative working with the Police and Fire & Rescue Services will mean that there are more resources available to the public in their time of need.

West Mercia, Police Harm Hub[72]

What was the issue?

West Mercia Police and Hereford & Worcester Fire and Rescue Service wanted to collaborate to deliver the most efficient and effective public and emergency services to their local communities.

What did they do?

Seven staff from Hereford & Worcester Fire and Rescue Service's West District Administration and Community Risk Team joined West Mercia Police's Harm Hub. The two teams work together to protect the most vulnerable people in the community.

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[71] https://www.neas.nhs.uk/news/2015/december/7/new-tri-responders-recruited-in-durham.aspx

[72] Hereford and Worcester Fire and Rescue Service, Commissioner Welcomes Police and Fire Collaboration, April 2017 https://www.hwfire.org.uk/news/11-04-2017-commissioner-welcomes-police-and-fire-collaboration

The fire Group Commander also works alongside the police Superintendent to provide a coordinated leadership approach throughout incidents involving both services.

What was the impact?

The teams can share knowledge, resources and skills, working to the same aim to protect the most vulnerable people. The teams work together to identify, reduce and prevent threats.

Surrey, Emergency Services Collaboration Programme[73]

What was the issue?

The Emergency Services Collaboration Programme involves six emergency services working together to co-design the way services are delivered. The programme partners are Surrey Police, Sussex Police, Surrey Fire and Rescue, East Sussex Fire and Rescue, West Sussex Fire and Rescue and South East Coast Ambulance. The Programme comprises a range of outcome-focused projects with the joint aims of:

- Sustainably improving service to the public;

- Reducing costs and increasing resilience;

- Reducing overlap in service provision;

- Responding to the changing patterns in demand.

What did they do?

The programme involves multiple collaboration projects. These include:

- Co-responding pilot: 300 Surrey Fire and Rescue Service personnel were trained in emergency and trauma care skills so that South East Coast Ambulance can request that they attend to start assessing and treating patients whilst ambulance resources are still on route;

- Gaining entry: Surrey Fire and Rescue Service took on responsibility from Surrey Police to respond to calls from South East Coast Ambulance to gain entry to properties where there is a concern for the safety of the occupant;

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[73] Surrey County Council, Emergency Services Collaboration Programme https://www.surreycc.gov.uk/your-council/how-the-council-works/our-performance/surrey-public-service-transformation-programme/emergency-services-collaboration

- Missing persons: Surrey Fire and Rescue Service and South East Coast Ambulance provide assistance to the Police in searching for high risk missing people.

In addition, the programme has three longer term themes:

1. Contact, Control and Dispatch – looking at arrangements for handling 999 and other calls into the emergency services;

2. Integrated Transport Function (ITF) – to deliver joint arrangements for many aspects of procuring, maintaining and repairing the emergency and support vehicles;

3. Operations - a range of projects looking at what partners can do with and for each other at incidents and considering joining up arrangements behind the scenes.

What was the impact?

The co-responding pilot helped ensure that people received urgent assistance as quickly as possible. By taking on responsibility for gaining entry, Surrey Fire and Rescue Service has freed up Police time and is able to respond within 10 minutes on average and generally can gain access with less damage to property. The Surrey partners won the Gold Award for 'Working Together' at the Improvement and Efficiency Social Enterprise (iESE) in March 2016.

Merseyside, Joint Command and Control Centre[74]

What was the issue?

It was acknowledged that Gold and Silver command facilities would need to be enhanced if they were to manage more complex incidents, and that a location outside the city centre would be at less risk of being compromised in a large-scale incident.

What did they do?

The new joint Police and Fire Command and Control Centre (JCC) is a mixture of a new build and refurbishment of a current building. Both emergency services share

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[74] Merseyside Fire and Rescue Authority, Joint Command Centre http://www.merseyfire.gov.uk/aspx/pages/rss/LatestRssPortal.aspx?id=421

site infrastructure and facilities and have been working towards sharing of technology solutions.

What was the impact?

The co-location of the fire and police control room functions provides an opportunity to deliver a more efficient and effective service to the public.

Northamptonshire, Police Fire Integration[75]

What was the issue?

The aim was to reduce duplication across the emergency services, engage with communities on prevention, offer greater strength and resilience across the emergency services, take what is great about each service and integrate that across the entirety of the emergency services, and invest any savings into frontline resources.

What did they do?

The Northamptonshire police fire integration programme was implemented in three phases:

- Phase 1: co-location of the police and fire senior management teams, shared fuel supplies, shared vehicle servicing;

- Phase 2: establishment of shared Prevention and Community Protection Department, Joint Operations Team, Rural Intervention Vehicles and Multi-Agency Incident Assessment Team vehicle;

- Phase 3: moving towards integrating estates, fleet and stores, and sharing control rooms.

What was the impact?

They have protected frontline resources, reduced duplication across the two organisations, rationalised their estates, and improved their response to incidents by pursuing innovative crewing arrangements.

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[75] Northamptonshire Police and Crime Commissioner, Bluelights Police Fire Integration in Northamptonshire, August 2015

Appendix E: Draft Programme Governance Structure

The illustrative programme governance structure below shows how programme governance might be organised under the Governance Model.

Illustrative Governance Structure - Phase 1: Change to Support Current Structure (DRAFT)