

**BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY**  
**BUCKINGHAMSHIRE FIRE AND RESCUE SERVICE**

Director of Legal & Governance, Graham Britten  
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**Chief Fire Officer and Chief Executive**

Jason Thelwell

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To: The Chairman and Members of Buckinghamshire  
And Milton Keynes Fire Authority

5 October 2015

Dear Councillor

Your attendance is requested at a meeting of the **BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY** to be held in Meeting Room 1, Fire and Rescue Headquarters, Stocklake, Aylesbury on **WEDNESDAY 14 OCTOBER 2015 at 11.00 am** when the business set out overleaf will be transacted.

Yours faithfully

A handwritten signature in black ink that reads 'Graham Britten'.

Graham Britten  
Director of Legal and Governance

Chairman: Councillor Busby  
Councillors Bendyshe-Brown, Clarke OBE, Dransfield, Exon, Glover, Gomm, Huxley,  
Lambert, Mallen, Marland, Morris, Reed, Schofield, Vigor-Hedderly, Watson  
and Wilson



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## **COMBINED FIRE AUTHORITY - TERMS OF REFERENCE**

1. To appoint the Authority's Standing Committees and Lead Members.
2. To determine the following issues after considering recommendations from the Executive Committee, or in the case of 2(a) below, only, after considering recommendations from the Overview and Audit Committee:
  - (a) variations to Standing Orders and Financial Regulations;
  - (b) the medium-term financial plans including:
    - (i) the Revenue Budget;
    - (ii) the Capital Programme;
    - (iii) the level of borrowing under the Local Government Act 2003 in accordance with the Prudential Code produced by the Chartered Institute of Public Finance and Accountancy; and
  - (c) a Precept and all decisions legally required to set a balanced budget each financial year;
  - (d) the Prudential Indicators in accordance with the Prudential Code;
  - (e) the Treasury Strategy;
  - (f) the Scheme of Members' Allowances;
  - (g) the Integrated Risk Management Plan and Action Plan;
  - (h) the Annual Report.
3. To determine the Code of Conduct for Members on recommendation from the Overview and Audit Committee.
4. To determine all other matters reserved by law or otherwise, whether delegated to a committee or not.
5. To determine the terms of appointment or dismissal of the Chief Fire Officer and Chief Executive, and deputy to the Chief Fire Officer and Chief Executive, or equivalent.
6. To approve the Authority's statutory pay policy statement.

## AGENDA

### Item No:

#### 1. Apologies

#### 2. Minutes

To approve, and sign as a correct record the Minutes of the meeting of the Fire Authority held on 10 June 2015 (Item 2) **(Pages 5 - 14)**

#### 3. Disclosure of Interests

Members to declare any disclosable pecuniary interests they may have in any matter being considered which are not entered onto the Authority's Register, and officers to disclose any interests they may have in any contract to be considered.

#### 4. Chairman's Announcements

To receive the Chairman's announcements (if any).

#### 5. Petitions

To receive petitions under Standing Order SOA6.

#### 6. Questions

To receive questions in accordance with Standing Order SOA7.

#### 7. Committee Matters

To consider an amendment to Lead Member Responsibilities

The Lead Member Responsibilities are currently as follows:

<b>Responsibility</b>	<b>Lead Member</b>
Community Protection	Councillor Morris
Human Resources and Equality and Diversity	Councillor Reed
Finance, IT, <b>Property</b> , Procurement and Control	Councillor Dransfield
Health and Safety and Corporate Risk	Councillor Schofield
Resource Management	Councillor Gomm

To change to:

<b>Responsibility</b>	<b>Lead Member</b>
Community Protection	Councillor Morris
Human Resources and Equality and Diversity	Councillor Reed
Finance, IT, Procurement and Control	Councillor Dransfield
Health and Safety and Corporate Risk	Councillor Schofield
<b>Property and</b> Resource Management	Councillor Gomm

The Authority is recommended to approve the amendment of Lead Member Responsibilities.

Contact Officer: Katie Nellist (Democratic Services Officer) –  
01296 744633

**8. Community Safety Update**

To consider item 8 (**Pages 15 - 24**)

**9. Employee Development - The Institution of Fire Engineers Qualifications**

To consider item 9 (**Pages 25 - 30**)

**10. Treasury Management Governance Arrangements**

To consider item 10 (**Pages 31 - 34**)

**11. Draft Authority Response to HM Government Consultation on 'Enabling Closer Working between the Emergency Services'**

To consider item 11 (**Pages 35 - 70**)

**12. Milton Keynes Transformation Update**

To consider item 12 (**Pages 71 - 86**)

**13. Date of next meeting**

To note that the next meeting of the Fire Authority will be held on Wednesday 16 December 2015 at 11am.

If you have any enquiries about this agenda please contact: Katie Nellist (Democratic Services Officer) – Tel: (01296) 744633 email: [knellist@bucksfire.gov.uk](mailto:knellist@bucksfire.gov.uk)

Minutes of the meeting of the BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY held on WEDNESDAY 10 JUNE 2015 at 10.00 am

**Present** Councillors Busby (Chairman), Dransfield, Exon (part), Glover (part), Gomm, Huxley, Lambert, Mallen (part), Marland (part), Morris, Reed, Schofield, Vigor-Hedderly, Watson (part), and Wilson

**Officers:** J Thelwell (Chief Fire Officer), G Britten (Director of Legal and Governance), D Sutherland (Acting Director of Finance and Assets), L Swift (Director of People and Organisational Development) G Smith (Head of Service Delivery), J Parsons (Head of Service Development), P Holland (Head of Service Transformation), K Nellist (Democratic Services Officer), F Pearson (Communication and Consultation Manager), E Andrews (Executive Assistant to Chief Fire Officer)

**Apologies:** Councillors Bendyshe-Brown and Clarke OBE

**FA01 ELECTION OF CHAIRMAN**

(Councillor Dransfield presiding)

It was proposed and seconded that Councillor Busby be re-elected Chairman of the Fire Authority for 2015/16.

RESOLVED –

That Councillor Busby be re-elected Chairman of the Authority for 2015/16.

(Councillor Busby in the Chair)

**FA02 APPOINTMENT OF VICE-CHAIRMAN**

It was moved and seconded that Councillor Dransfield be appointed Vice-Chairman of the Fire Authority for 2015/16.

RESOLVED –

That Councillor Dransfield be appointed Vice-Chairman of the Authority for 2015/16.

**FA03 MINUTES**

RESOLVED –

That the Minutes of the meeting of the Fire Authority held on 18 February 2015, be approved and signed by the Chairman as a correct record.

(Councillor Exon joined the meeting)

**FA04 CHAIRMAN'S ANNOUNCEMENTS**

The Chairman welcomed the new member Councillor Peter Marland from Milton Keynes Council to the Authority and also advised members that for future meetings the Chairman's Announcements would be circulated in advance.

The Chairman announced that:

- (a) he, and the Vice-Chairman, along with officers, attended the LGA Annual Fire Conference in Newcastle on the 10 and 11 March. The conference provided a range of stimulating workshops on subjects including joint working, collaboration with the police, arson prevention and using performance data to drive improvement. There were presentations from the current Fire Minister and the Shadow Fire Minister on key priorities in the next Parliament for the fire and rescue service.
- (b) he could confirm that the joint control room had now gone live. This had gone reasonably smoothly and he wanted to place on record his thanks to all control staff for their hard work and dedication over the last number of years, they undoubtedly saved lives with their actions and this should not be forgotten. Looking forward he knew that the Head of Service Delivery and his team would continue to work incredibly hard to ensure that the communities of Buckinghamshire and Milton Keynes receive the best possible service from the new control room.
- (c) Watch Manager Kevin Mercer and Firefighter John Williams from Broughton Fire Station had been awarded the Thames Valley Police (TVP) Chief Constable's Commendation for excellent work. On the 13 February 2015 together with officers from TVP they successfully brought to safety a woman who was intent on taking her own life by jumping from a bridge in Milton Keynes. They would be presented with their award at a TVP ceremony. This award was well deserved and he would be writing to congratulate them on behalf of the Authority.
- (d) BMKFA held a seminar on Monday 30 March 2015, together with the Thames Valley Branch of the Institution of Fire Engineers at Stowe School. Speakers from English Heritage, Ecclesiastical Insurance and The Fire Surgery, spoke about the cause and consequences of the Glasgow Rennie Mackintosh fire, research regarding fire resistance in heritage buildings, insurance risks, managing fire strategies and disaster management plans. The seminar raised appreciation and understanding of the necessity to understand and manage fire risks in complex heritage buildings. With an audience of just over 100, delegates represented six fire and rescue services, the National Trust, fire consultancies, local authorities and numerous nationally prestigious heritage buildings from within Thames Valley and beyond.

- (e) he, along with the Chief, had now visited numerous fire stations, the feedback had been excellent with the majority of staff seeing and stating that they understand the need for future change. An issue that kept recurring was that of the ageing workforce and how the service needs to plan for the future. He had asked the Chief and his team to focus on this area for one of our Authority planning days.
- (f) the Annual Combined Fire Authorities Conference would take place on Thursday 22 October 2015 at Wyboston Lakes. This year BMKFA would be presenting on the subject of finance and how the Authority had managed to ensure it hadn't raised council tax since 2010, reducing it last year and so reducing the burdens on local tax payers. In that time it had not closed one fire station, removed one fire engine or made one firefighter redundant. A model he believed, that could be replicated across the country with strong political leadership.
- (g) on the 5 June 2015 there was a UK Fire Symposium 2015, which BMKFA hosted at the Doubletree Hotel, Milton Keynes, in conjunction with the Chief Fire Officers Association. A large contingent attended from the Australian Fire and Emergency Service Authorities Council. Some of the items discussed were national procurement, industrial relations, the role of government in providing local services, current initiatives with Australian Fire Services and the future shape of the UK Fire and Rescue Service.
- (h) members had all been invited to the next workshop on Monday 20 July 2015. Sir Ken Knight would be attending and he looked forward to seeing as many members as possible.
- (i) a new Fire Minister had been appointed, his name was Mark Francois the MP for Rayleigh and Wickford in Essex. A full biography was available in the members' library; he had also been invited to visit Buckinghamshire and Milton Keynes.
- (j) all members should inform the Director of Legal and Governance of any disclosable pecuniary interests that are not already recorded in the Authority's register of interests within 28 days of their re-appointment.
- (k) he had recently written to the new Fire Minister and the Home Secretary on the issue of Police and Crime Commissioners and their possible future role in running fire and rescue services. The letter was available to all in the members' library. He had expressed the opinion that any

change in governance should be driven from the bottom up and any legislation should allow fire authorities to choose their own path when determining the future governance model, one size does not fit all and the work that members had done over the last 5 years shows what could be achieved through strong leadership.

- (l) he would be writing to the two outgoing members Councillor Alan Webb from Milton Keynes Council and Councillor John Chilver from Buckinghamshire County Council thanking them for their time on the Authority.

## **FA05**

### **MEMBERSHIP OF THE AUTHORITY**

The Authority noted that the following Members had been appointed by the Constituent Authorities to serve on the Fire Authority for 2015/16:

#### Buckinghamshire County Council (12)

Councillors Bendyshe-Brown, Busby, Clarke, Glover, Gomm, Huxley, Lambert, Mallen, Reed, Schofield, Vigor-Hedderly and Watson

#### Milton Keynes Council (5)

Councillors Dransfield, Exon, Marland, Morris and Wilson

## **FA06**

### **COMMITTEE MATTERS**

- (a) Local Government and Housing Act 1989 and Local Government (Committees and Political Groups) Regulations 1990

The Authority noted that the allocation of seats on the Authority was:

(i) Conservative Group:	11 seats	(64.7059%)
(ii) Liberal Democrat Group:	2 seats	(11.7647%)
(iii) Labour Group:	2 seats	(11.7647%)
(iv) UK Independence Party	1 seat	(5.8823%)
(v) Independent Group	1 seat	(5.8823%)

- (b) Committee Matters – Committee Appointments

RESOLVED -

That the following Committees be appointed and seats allocated, as follows:

- (a) Executive Committee (8 members):
- (i) Conservatives – 5 seats
  - (ii) Liberal Democrats – 1 seat
  - (iii) Labour – 1 seat



- (iv) Ungrouped Member – 1 seat
- (b) Overview and Audit Committee (9 members):
  - (i) Conservatives – 6 seats
  - (ii) Liberal Democrats – 1 seat
  - (iii) Labour – 1 seat
  - (iv) Ungrouped Member – 1 seat
- 2. That the following Members be appointed to the Executive Committee:  
Councillors Busby, Dransfield, Gomm, Lambert, Marland, Morris, Reed, Schofield
- 3. That the following Members be appointed to the Overview and Audit Committee:  
Councillors Bendyshe-Brown, Clarke, Exon, Glover, Huxley, Mallen, Vigor-Hedderly, Watson and Wilson

Councillor Wilson moved the following recommendation which was seconded by Councillor Marland:

“That the Authority request the Overview and Audit Committee for 2015/16 to consider appointing a member of a minority party as Chairman of the Overview and Audit Committee.”

On being put to the vote the recommendation was declared lost with 2 Members voting in favour, 11 Members voting against and 2 Members abstaining from voting.

**FA07**

**CALENDAR OF MEETINGS**

The Authority considered possible dates for its meetings and meetings of its committees during 2015/16.

RESOLVED -

1. That meetings of the Authority be held on Wednesday 14 October 2015, 16 December 2015, Wednesday 10 February 2016 and Wednesday 8 June 2016, all at 11 a.m.
2. That meetings of the Executive Committee be held on Wednesday 29 July 2015, Wednesday 16 September 2015, Wednesday 18 November 2015, Wednesday 3 February 2016, Wednesday 16 March 2016 and Wednesday 11 May 2016, all at 10 a.m.
3. That meetings of the Overview and Audit Committee be held on Wednesday 15 July 2015, Wednesday 23 September 2015, Wednesday 2 December 2015 and Wednesday 9 March 2016, all at 10 a.m.

**FA08****APPOINTMENT OF REPRESENTATIVES TO OUTSIDE BODIES**

The Authority considered the appointment of representatives to outside bodies:

RESOLVED –

1. That Councillor Busby be appointed as the Authority's representative to the Local Government Association Annual Conference.
2. That Councillors Busby and Dransfield be appointed as the Authority's representatives to the Local Government Association Fire Commission.
3. That Councillor Busby be appointed as the Authority's representative to the Local Government Association Annual Fire Conference.
4. That Councillor Busby be appointed as the Authority's representative to the Combined Fire Authorities Conference.
5. That Councillors Dransfield and Reed be appointed as the Authority's representatives on the Thames Valley Fire Control Service – Joint Committee.
6. That Councillors Busby and Morris be nominated as substitute members on the Thames Valley Fire Control Service – Joint Committee.

**FA09****LEAD MEMBER RESPONSIBILITIES**

The Authority considered the allocation of Lead Member responsibilities.

RESOLVED –

That Members be appointed as Lead Members for 2015/16 as follows:

<b>Responsibility</b>	<b>Lead Member</b>
Community Protection	Councillor Morris
Human Resources, Equality and Diversity	Councillor Reed
Finance, IT, Property, Procurement and Control	Councillor Dransfield
Health and Safety, Corporate Risk	Councillor Schofield
Resource Management	Councillor Gomm

**RECOMMENDATIONS FROM COMMITTEES**

**(a) Overview and Audit Committee – 11 March 2015**

The Authority considered the recommendations of the Overview and Audit Committee held on 11 March 2015 relating to:

**Protocol on Member and Officer Relations**

The Chairman of the Overview and Audit Committee introduced the report and asked the Authority to note that the Protocol on Member and Officer Relations had to be reviewed every four years. There were no major changes, but it now reflected the fact that the Overview and Audit Committee had taken on the responsibility of the Standards Committee.

RESOLVED –

That the revised Protocol on Member and Officer Relations be adopted.

**(b) Executive Committee – 18 March 2015**

The Authority considered the recommendations of the Executive Committee held on 18 March 2015 relating to:

**2015-20 Corporate Plan**

The Head of Service Development introduced the report and advised members that in December 2014 the Authority had agreed the final version of the Public Safety Plan and this report set out the detail of the plan and how the organisation would be developed over the next five years and beyond.

The plan restates the Authority's vision for Buckinghamshire and Milton Keynes to be the safest place to live work and travel. The success of the plan would be measured by a suite of performance measures which were based on outcomes that would make a real difference to the public that it served.

The Authority was also asked to note that various features of the Public Safety Plan and Corporate Plan were attracting interest from other fire and rescue services.

RESOLVED:

That the 2015-20 Corporate Plan be approved.

(Councillors Glover, Mallen and Watson left the meeting)

**FA11**

**MEMORANDUM OF UNDERSTANDING WITH ROYAL BERKSHIRE AND OXFORDSHIRE FIRE AND RESCUE SERVICES**

The Chairman introduced the report by advising members that a good example of shared services across the three fire and rescue services was the fire control project. He was pleased to note there were a lot of other areas of informal sharing taking place. It was agreed by the three senior elected members across the three services that more could be done and now was the right time to bring forward a Memorandum of Understanding for future opportunities.

The Chief Fire Officer reiterated to members that the Authority was pushing forward all the time in terms of collaboration across the three services including Bedfordshire Fire and Rescue Service. The fire control project showed that there were no borders with regard to mobilising, as the mobilising system chooses the quickest vehicle wherever that is, which would ensure better quality, resilience and efficiencies going forward.

The Memorandum of Understanding was not legally binding, but an opportunity for the Authority to get the best for its communities and was a platform to acquire more transformational funding from government.

RESOLVED –

That the principles within the MOU of collaboration between the Thames Valley Fire and Rescue Services be accepted for signature by the Chairman.

**FA12**

**SUPPORT SERVICES STAFF PAY**

The Director of People and Organisational Development advised Members that the support services staff were under local terms and conditions and over the last two years, supported by a members working party, a review of terms and conditions had been carried out, along with a full equal pay audit and the outcomes had been put in place in September 2014.

Following this it was always intended to carry out a salary review of base pay and it was felt the time was now right for the Strategic Management Board to award a pay review. It was done in line with the principles that members had agreed as part of the Authority pay policy of transparency, equality and affordability. Pay awards had to be affordable, realistic and in line with markets so that the Authority could attract and retain the right calibre of staff.

RESOLVED:

That the decision to make a 1 per cent pay award to support services staff, back dated to July 2014 be noted.

**FA13**

**SCHEME MANAGER DISCRETIONS FOR THE FIREFIGHTERS' PENSION SCHEME 2015**

The Director of People and Organisational Development introduced the report and advised members that the new firefighters pension scheme was introduced in April 2015. It would be a phased transfer into the scheme from April 2015 through to 2022, but over 60% of the Authority's firefighters including 'on call' firefighters had transferred into the scheme on the first day.

With any pension scheme there were usually a set of discretions and for this scheme there were 52 which the scheme manager (the Authority) could take a view on. This report covered the three discretions that need to be in place at the start of the scheme. Of the other 49 discretions, a significant number of them were not needed until 2022.

RESOLVED -

That the Firefighters' Pensions Scheme 2015 discretions policy statement be agreed and adopted.

**FA14                    EMERGENCY    SERVICES    MOBILE    COMMUNICATIONS  
PROGRAMME**

The Vice Chairman informed members that the Emergency Services Mobile Communications Programme was a national, Government led programme designed to provide effective operational communications systems for all emergency services and responders.

The transition in service was due to start in 2017 and at this stage it was anticipated that the Authority would cut over to the new system in 2018.

It was anticipated that there may be financial implications for the Authority. However, the amount and the future funding mechanism were unknown at this stage.

RESOLVED:

1. That the ESMCP programme and progress to date be noted
2. That the fact that potential costs to the Authority have yet to be identified be noted.

(Councillor Peter Marland left the meeting)

**FA15                    EXCLUSION OF PUBLIC AND PRESS**

RESOLVED:

That the public and press be excluded from the meeting by virtue of paragraph 1 of part 1 of schedule 12a of the local government act 1972 as the Exempt Minutes contained information relating to an individual; and paragraph 2 of part 1 of schedule 12a of the

local government act 1972 as it also contained information which was likely to reveal the identity of an individual; and paragraph 3 of part 1 of schedule 12a of the local government act 1972 as it also contained information relating to the financial or business affairs of any particular person; and paragraph 5 of part 1 of schedule 12a of the local government act 1972 as it also contained information in respect of which claim to legal professional privilege could be maintained in legal proceedings; and on those grounds it was considered the need to keep information exempt outweighed the public interest in disclosing the information, so that the meeting could consider the following matter:

Agenda Item FA16 – Exempt Minutes

**FA16**

**EXEMPT MINUTES**

RESOLVED –

That the Exempt Minutes of the meeting of the Fire Authority held on 18 February 2015, be approved and signed by the Chairman as a correct record.

**FA17**

**DATE OF NEXT MEETING**

The Authority noted that the next meeting of the Fire Authority is to be held on Wednesday 14 October 2015 at 11.00am.

THE CHAIRMAN CLOSED THE MEETING AT 11.25AM



# Buckinghamshire & Milton Keynes Fire Authority

<b>MEETING</b>	Fire Authority
<b>DATE OF MEETING</b>	14 October 2015
<b>OFFICER</b>	Greg Smith, Head of Service Delivery
<b>LEAD MEMBER</b>	Councillor Catriona Morris
<b>SUBJECT OF THE REPORT</b>	<b>Community Safety Update</b>
<b>EXECUTIVE SUMMARY</b>	<p>Over the past decade the number of operational incidents attended by this Authority has declined markedly. For the Service to continue the reduction in incidents and further reduce injuries and fatalities there is a need to share more data with partners to ensure resources are most effectively targeted.</p> <p>The reduction in incidents also means that the Authority has capacity to deliver more with its resources to protect the community. This Service is undergoing a fundamental change to ensure that health and wellbeing is considered in its wider sense.</p> <p>Using its trusted brand and existing resources, the Authority is well placed to support partner agencies in identifying those most vulnerable in our communities and working together to deliver effective interventions and also to create longer-term and more cost-effective prevention initiatives.</p>
<b>ACTION</b>	Information.
<b>RECOMMENDATIONS</b>	It is recommended that the content of the report be noted.
<b>RISK MANAGEMENT</b>	No risks identified to date.
<b>FINANCIAL IMPLICATIONS</b>	No implications to date.
<b>LEGAL IMPLICATIONS</b>	None identified to date.
<b>CONSISTENCY WITH THE PRINCIPLES OF COLLABORATION</b>	Opportunities for collaboration will be sought during the term of the project.
<b>HEALTH AND SAFETY</b>	No issues identified.
<b>EQUALITY AND DIVERSITY</b>	No equality and diversity issues identified.

<p><b>USE OF RESOURCES</b></p>	<p>Officers will work with Members to identify opportunities where Members can help the Authority influence partners in the wider health and wellbeing agenda.</p>
<p><b>PROVENANCE SECTION &amp; BACKGROUND PAPERS</b></p>	<p><b>Background</b></p> <p>Whilst this Service is still undertaking Home Fire Risk Checks, a new approach is being trialled for this year. In Milton Keynes a points scheme has been adopted where operational crews will gain more points for higher risk premises (the risk is based upon calculations using known vulnerabilities, including age, mobility and whether the occupant smokes). The intention is for crews to start targeting resources more effectively.</p> <p>This approach is being supported by a monthly update from the Information Team on the number and type of incidents mapped against station grounds to enable crews to target more effectively and deliver to the public relevant information.</p> <p><b>What initiatives have already started?</b></p> <p>At Buckingham Fire Station the operational crew have all undertaken dementia training as part of Buckingham town's drive to become a Dementia Friendly Society. The crews are also involved with creating activity classes for local schoolchildren as part of the wider drive to improve health and fitness amongst young people.</p> <p>High Wycombe Fire Station staff are being trained to improve their knowledge and understanding of those members of the public with Asperger's and Autistic Spectrum Disorder.</p> <p><b>How is the Authority looking to collaborate with partners?</b></p> <p>Due to work carried out at a national level by CFA and the NHS, all fire and rescue services will receive access to the 'Exeter Database' which lists the address, gender and date of birth of all those receiving NHS care. Whilst this information cannot be shared with partners directly it will help to build a better understanding of community risk and will place this Service at the centre of data gathering in the public sector.</p> <p>The Authority is spending time talking to partners and communicating where there may be mutual benefits. The information stated in Appendix 1 illustrates how this Service feels it can support the wider Health &amp; Wellbeing agenda. The document is used to maintain a consistent approach with partners and sticks to three main areas of potential support:</p>



	<ol style="list-style-type: none"> <li>1. Sharing of data</li> <li>2. Use of operational crews' latent capacity</li> <li>3. Use of fire stations as community hubs</li> </ol> <p>To date the Service has started discussions with Bucks &amp; Milton Keynes Carers about joint training to ensure fire safety messages are understood by carers and the operational crews will give carers information about how they can access support.</p> <p>This Service is creating a joint approach with Milton Keynes Council and Buckinghamshire County Council to support the Falls Prevention teams. This will intentionally be a staged programme with crews initially trained to identify falls risks which they will refer to the relevant team. Should this prove successful there could be further discussions over crews becoming more involved in fitting falls prevention items such as handrails.</p> <p>The Service has had a number of staff trained in the 'Making Every Contact Count' initiative, which they will cascade across the Service to help our staff identify where they can deliver safety messages on behalf of partners.</p>
<b>APPENDICES</b>	Appendix 1: <i>Buckinghamshire Fire &amp; Rescue Service: Now and the future – what can we do for you?</i>
<b>TIME REQUIRED</b>	15 minutes.
<b>REPORT ORIGINATOR AND CONTACT</b>	Greg Smith <a href="mailto:gsmith@bucksfire.gov.uk">gsmith@bucksfire.gov.uk</a>

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# BUCKINGHAMSHIRE FIRE & RESCUE SERVICE

NOW & THE FUTURE: WHAT CAN WE DO FOR YOU?

## **Background**

The fire and rescue 'landscape' has changed dramatically over the last ten years or so. We have seen a dramatic reduction in the number of emergency incidents and consequent deaths and injuries across the UK including here in Buckinghamshire and Milton Keynes. These changes result from a broad range of measures taken by government, industry and the fire and rescue service to improve the safety of the public.

They are all the more remarkable when they are considered against the backdrop of what traditionally has caused rising risks, such as a population that is growing, ageing and becoming more diverse at a time when fire and rescue authorities are having to find ways of reducing their expenditure to cope with reducing funding from central government and constraints on their ability to offset this through local taxation.

Whilst fire and rescue authorities have taken steps to respond to this changing environment there is still more to do. Here in Buckinghamshire and Milton Keynes we have been at the forefront in terms of making your fire and rescue service a lean and efficient operation whilst maintaining and, indeed, improving our effectiveness. In addition to already being one of the lower cost fire and rescue services in the country we were, this year, able to set the lowest Council Tax rate of any combined fire authority in England thanks to the effectiveness of the measures we have already taken to date.

We are not, however, content to 'rest on our laurels' and nor, indeed, can we afford to do so given the continuation of a constrained outlook for the funding of all public services over the next few years. Nor are we complacent about the potential risks facing the communities we serve, despite the reduction in incidents that has occurred. The pace of change in the areas that we serve shows no sign of reducing and this can result in increased or new types of risk.

This has also resulted in the need for the service to look at its delivery model in the face of falling demand. We can either keep reducing in size, merely dealing with 'traditional' activities, or we can take on additional work to complement the work undertaken by our partners for the improved general safety of the communities we serve.

## Where are our resources?



Our twenty fire stations are crewed by approximately 280 full-time members of staff and 140 part-time responders.

We are supported by approximately 100 people who deal with Finance, Human Resources, Workshops, Facilities Management as well as policy writers and central administration.

## **What do we do?**

### **We do what you would expect.....**

#### *Respond*

We respond to a wide variety of operational incidents including commercial and domestic property fires, road traffic collisions, chemical incidents, animal rescues, local and wide area flooding and all the traditional activities the public expect us to respond to. We protect people, property and the environment.

#### *Protection*

We enforce fire safety legislation to support the safety of the public and employees when they are present in commercial enterprises.

#### *Prevention*

We deliver key safety messages to schools as well as supporting youth intervention work alongside the police. Predominantly we go into over 5,500 houses every year to ensure occupants consider the risk of fire and mitigate against it happening in the first place and what they should do if it were to occur.

### **But you might not expect that we also...**

#### *Co-respond*

We work alongside our partners in the South Central Ambulance Service (SCAS) to support people most in need of medical intervention. Our staff respond in cars and on fire engines to be first on the scene at medical emergencies. Those staff members then use those extra skills back in the fire service in their traditional 'core' activities. This does not replace ambulances or ambulance staff but supports them to maintain a level of care to the communities we serve.

## **What else could we do?**

### *Share data*

We already have a lot of data on vulnerable people. Statistically those same people will also require support from other agencies. Sharing data effectively would enable all partners to target resources more effectively and efficiently.

This has been tried before with a data sharing hub working out of our headquarters, gathering and analysing data on our behalf and also for the police and the local authority.

Could this be tried again?

### *Health & Wellbeing Agenda*

The NHS and Public Health are facing an ageing population with chronic illnesses which are costly to treat. The fire service has been successful in its prevention activities. Could the fire service help mitigate long-term illnesses?

What might this look like?

Fire stations used as community hubs by partners to deliver health messages directly to the communities and those most at risk

Fire stations used as community hubs to prevent social isolation amongst the elderly

Firefighters delivering health and wellbeing information to the public whilst carrying out a fire safety visit in their homes

Firefighters referring those people they feel need support urgently from other agencies in a streamlined and pre-arranged manner

Firefighters delivering physical training sessions to those youngsters identified as being at risk from obesity and the long-term accompanying illnesses

### *Support other organisations with ongoing joint training*

The fire station is a trusted brand and people want to be involved with us. Potentially this could see us creating reciprocal working relationships with organisations to support wider prevention activities in the communities.

Could we become involved with supporting training in other organisations so we all gain a broader understanding of community safety? We would welcome other organisations telling us how we can support them.

## **What are other fire & rescue services doing?**

### *Manchester*

A Critical Risk Intervention Team has been established to deal with those life-saving incidents where an ambulance might not be available in time. The team also deals with non-crime-related police calls.

### *Hampshire*

The local Clinical Commissioning Group sponsors the fire service to deliver a 12 week health education programme to those youngsters that GPs have identified as at risk of developing diabetes and other long-term illnesses because of their diet and lifestyle.

### *Cheshire*

The fire service has trialled the use of the 'Exeter database' which identifies those over-65s receiving NHS care. This data is then used to risk profile those at risk from fire and is linked to partners who use the data to inform their targeting.

This database will soon be given to all fire and rescue services across England and Wales.

### *Wales*

Part-time firefighters are paid for by a private company to respond to alarms in the homes of vulnerable people. The alarm uses integrated technology to warn of fire, carbon monoxide, flooding and when the home becomes too cold to be safely habitable.

***If you have an idea of how we might be able to work together, or if you would like further information, please contact us via [info@bucksfire.gov.uk](mailto:info@bucksfire.gov.uk)***





# Buckinghamshire & Milton Keynes Fire Authority

<b>MEETING</b>	Fire Authority
<b>DATE OF MEETING</b>	14 October 2015
<b>OFFICER</b>	Lynne Swift, Director of People and Organisational Development.
<b>LEAD MEMBER</b>	Councillor Roger Reed
<b>SUBJECT OF THE REPORT</b>	<b>Employee Development – The Institution of Fire Engineers Qualifications</b>
<b>EXECUTIVE SUMMARY</b>	<p>This report presents to Members an update on the introduction of The Institution of Fire Engineers (IFE) qualifications as part of the employee development process for operational staff within the Authority.</p> <p>Support staff role related qualifications are captured within the job description and reported on within the organisation's training needs analysis.</p> <p>There is an organisational need to identify development pathways for key roles to ensure resilience for the Authority, support staff retention as well as improving overall service performance.</p> <p>The Authority's promotions and qualification procedure details that employees with potential will initially be identified via the achievement of stretch objectives evidenced in the appraisal. This will enable nomination for a development centre (DC). Annex 1 details the DC process fully.</p> <p>As part of the DC process and the technical knowledge module, the IFE examinations are the route for raising the standard of technical knowledge and in turn the standard of application in the workplace by our staff.</p> <p>The IFE qualifications are recognised internationally as the benchmark for technical knowledge and it is this standard that the Authority aspires that all appropriate staff achieves.</p> <p>BMKFA has been awarded examination centre status for the IFE, with a view to holding future exams either at HQ or at an external venue within the County.</p>
<b>ACTION</b>	Information.
<b>RECOMMENDATIONS</b>	That the report is noted.
<b>RISK MANAGEMENT</b>	The process for determining the necessity for development centres is driven by workforce planning

	<p>information to identify future skills requirements and the likely vacancy profile. This translates into succession planning requirements .For example the need to have ‘talent pools’ of those people demonstrating experience at different levels of the organisation, ready to move up into more senior roles.</p> <p>A number of quality assurance processes are in place to ensure the level of knowledge acquired is maintained, these include:</p> <ul style="list-style-type: none"> <li>• Validation Exercises at the Fire Service College</li> <li>• Appraisals</li> <li>• Evidenced through application of CPD</li> <li>• Monitoring of all staff at Incidents</li> <li>• Performance &amp; Evaluation reports and recommendations</li> </ul>
<p><b>FINANCIAL IMPLICATIONS</b></p>	<p>The Authority will reimburse the examination fees for an employee should they be successful in all the elements of the respective examination they are taking.</p> <p>Costs are factored in to the annual training budget.</p>
<p><b>LEGAL IMPLICATIONS</b></p>	<p>None arising from recommendations.</p>
<p><b>CONSISTENCY WITH THE PRINCIPLES OF COLLABORATION</b></p>	<p>In March 2016 a joint examination centre will be held at a Buckinghamshire venue for both BMKFA and Oxfordshire candidates. The centre will also be advertised by the IFE as a possible venue for any candidate across the Country.</p> <p>The Thames Valley Branch of the IFE has a membership from across the three FRS as well as fire professionals who live in this area.</p>
<p><b>HEALTH AND SAFETY</b></p>	<p>Health and Safety considerations form a key part of the qualifications. The IFE qualifications are mapped to the National Occupational Standards, of which contain criteria against Health &amp; Safety.</p>
<p><b>EQUALITY AND DIVERSITY</b></p>	<p>The Authority’s development and promotional processes are open to all and is evidenced through the annual appraisal where personnel can be nominated for the next level development centre via their line manager.</p> <p>Reasonable adjustments are made for any member of staff with recognised learning disabilities. In March 2015, BMFKA was granted IFE examination centre status and hosted a venue to assist those with reasonable adjustments where required.</p>

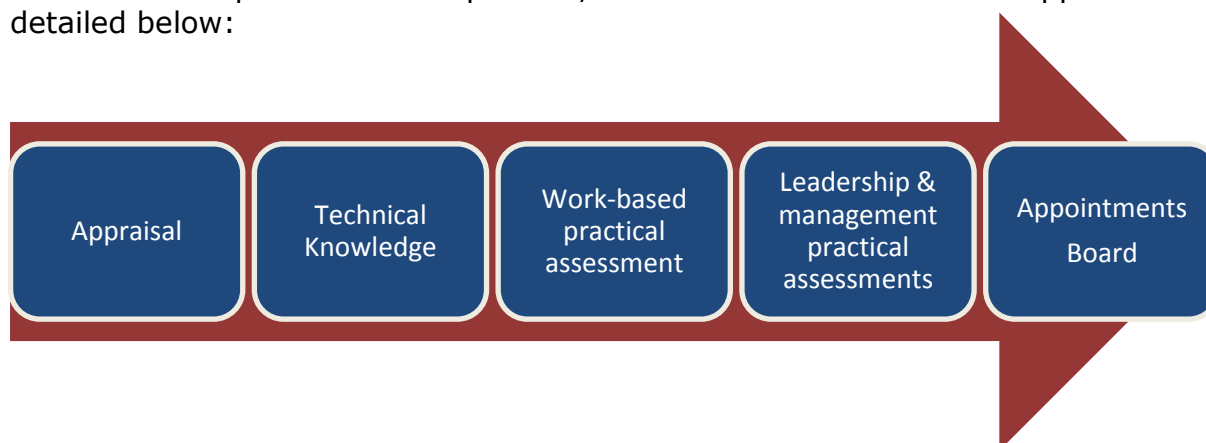
<p><b>USE OF RESOURCES</b></p>	<p><b>Communication with stakeholders;</b> stakeholder communication is a significant element of successful implementation of the IFE. The introduction and continuous involvement of the IFE within the development process is and will be communicated to staff through our existing processes and resources.</p> <p><b>The system of internal control:</b> Regular reports will be provided to the Training Strategy Group, including budgetary impact.</p> <p>A number of quality assurance processes are in place to ensure the level of knowledge acquired is maintained, these include:</p> <ul style="list-style-type: none"> <li>• Validation Exercises at the Fire Service College</li> <li>• Appraisals</li> <li>• Evidenced through application of CPD</li> <li>• Monitoring of all staff at Incidents</li> <li>• Performance &amp; Evaluation reports and recommendations</li> </ul> <p><b>The balance between spending and resources:</b> Funding for reimbursement of successful examinations has and will continue to be factored into the TNA.</p> <p>The IFE Centre Manager role will be performed by the Learning &amp; Development Manager.</p> <p>A member of staff is required to perform the invigilator role during the exams. This is shared amongst the FRS that has staff attending the examinations.</p> <p>IFE branches around the Country provide regional seminars that support individuals studying for the exams. These are all publishes on the IFE website.</p>
<p><b>PROVENANCE SECTION &amp; BACKGROUND PAPERS</b></p>	<p><b>Background</b></p> <p>Promotions &amp; Qualification Procedure – Published June 2014 – available on I:Drive</p> <p>IFE Technical Examination Guidance Note – Published June 2015 – available on I:Drive</p>
<p><b>APPENDICES</b></p>	<p>Annexe 1: Employee Development – The Institution of Fire Engineers Qualifications</p>
<p><b>TIME REQUIRED</b></p>	<p>10 minutes.</p>
<p><b>REPORT ORIGINATOR AND CONTACT</b></p>	<p>Anna Collett – Learning &amp; Development Manager  <a href="mailto:acollett@bucksfire.gov.uk">acollett@bucksfire.gov.uk</a>  01296 744468</p>

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## **Background:**

There is a need to identify development pathways for key roles to ensure resilience for the Authority, support staff retention as well as improving overall service performance. The principles governing employees' development, progress and eligibility for promotion should include opportunity, learning, practice and recognition of achievements and performance.

In 2013, The Authority's Promotions and Qualification procedure, introduced a revised development centre process, which follows a modular approach as detailed below:



Between 2013 and 2014, the Authority designed and assessed our managers level of technical knowledge via internal examinations. This proved a good tool to bridge the gap between the change in processes, however concerns were raised over the time and costs involved in the development and administration of these examinations as well as the process for maintaining the integrity of the papers.

An opportunity was identified to utilise the technical knowledge qualifications hosted by the IFE, to fulfil the technical knowledge module of the DC process.

The IFE qualifications are recognised nationally as the benchmark for technical knowledge and it is this standard that The Authority aspires that all managers achieve.

A pilot scheme was launched in November 2014 to trial the introduction of the IFE at Middle and Supervisory Manager level.

Following the successful uptake at all levels, in April 2015 the IFE qualifications were formally introduced as the gateway for participants of development centres.

Participants are required to apply for and sit two papers of the relevant level of qualification aligned to the development centre they are applying for. The remaining 1 or 2 papers are then required to be completed before the participant will be deemed competent in role. The outcome being that all personnel will have achieved the full qualification when being deemed competent in role.

The levels of IFE qualifications are aligned to the levels of management as detailed below:

- The IFE Level 3 Certification in Fire Science, Operations, Fire Safety and Management – Crew Commander
- IFE Level 3 Diploma in Fire Science and Fire Safety – Watch Commander
- IFE Level 4 Certificate in Fire Science and Fire Safety – Station Commander

In July 2015, the Authority rolled out the IFE technical knowledge requirements to On-Call staff wanting to progress with their development.

40 participants sat papers across all levels in March 2015 and a further 25 candidates have applied to sit the limited papers held by the IFE in October 2015.

BMKFA has been awarded examination centre status for the IFE, with a view to holding future exams either at HQ or at an external venue within the County.

In March 2016 a joint examination centre will be held at a Buckinghamshire venue for both BMKFA and Oxfordshire candidates. The centre will also be advertised by the IFE as a possible venue for any candidate across the Country. We currently have members of the Thames Valley Branch of the IFE.

Further progression utilising the IFE is being explored with the proposed introduction of The IFE Level 2 Certificate in Fire Science into our On-Call FF Development Programme. This qualification covers the knowledge requirements of the National Occupational Standards for the Firefighter role.

Research will also be undertaken exploring the use the IFE to meet the technical knowledge requirements of the apprenticeship programme.

### **The Institution of Fire Engineers:**

Founded in 1918, the IFE assesses knowledge of fire and professional experience, awarding internationally recognised membership grades and fire-related qualifications.

Through its Engineering Council licence as a Professional Engineering Institution (PEI), the IFE registers suitably qualified IFE members as Chartered Engineers (CEng), Incorporated Engineers (IEng) and Engineering Technicians (Eng Tech).

Learning opportunities are worldwide within the IFE fire community and the IFE delivers over 7,300 fire-related exams each year which are required by many Fire and Rescue Services for promotion both within the UK and internationally.

IFE vocational qualifications are recognised by employers throughout the UK and internationally. They are recognised and regulated by the Office of Qualifications and Examinations Regulation (Ofqual) and the Welsh Government.

The IFE is the only regulated Awarding Organisation in the UK that specialises entirely in the fire sector. Their assessment materials are developed and quality assured by sector experts who bring extensive experience and up to date knowledge to the assessment process.

All the IFE Qualifications are mapped to the National Occupational Standards.

# Buckinghamshire & Milton Keynes Fire Authority



<b>MEETING</b>	Fire Authority
<b>DATE OF MEETING</b>	14 October 2015
<b>OFFICER</b>	David Sutherland, Acting Director of Finance and Assets
<b>LEAD MEMBER</b>	Councillor Adrian Busby
<b>SUBJECT OF THE REPORT</b>	<b>Treasury Management Governance Arrangements</b>
<b>EXECUTIVE SUMMARY</b>	<p>The purpose of this report's recommendations is to broaden the role of the Overview and Audit Committee and at the same time ensure that Executive business is, as far as possible, focussed more upon strategic decision making.</p> <p>It is, therefore, proposed that the Treasury Management monitoring reports should be considered by the Overview and Audit Committee as part of its 'overview' remit instead of the Executive Committee.</p> <p>This report does not propose to seek changes to any other 'performance review' currently undertaken by the Executive.</p> <p>Authority approval is required for the proposed change to Treasury Management monitoring. At its meeting on 13 February 2013, the Authority resolved to bring the Treasury Management function in-house and invest in its own name. It also resolved that a quarterly Treasury Management report be submitted to the Executive Committee, with an annual report being submitted to the Authority; and that the Overview and Audit Committee be responsible for ensuring effective scrutiny of the Treasury Management Strategy and policies post implementation.</p> <p>It would, however, be good practice to allow Overview and Audit a more 'all-encompassing' role in Treasury Management and the annual Treasury Management strategy should also form part of its remit, providing a much closer link with the performance. Approval of the strategy would remain with the Authority, following recommendation from the Overview and Audit Committee.</p> <p>Given that the annual Treasury Management Strategy</p>

	<p>must follow the Authority’s agreed policy terms and that in the current financial climate a safe and prudent strategy is the business ‘norm’, this is a reasonable addition to the Overview and Audit terms of reference.</p>
<b>ACTION</b>	<p>Decision.</p>
<b>RECOMMENDATIONS</b>	<p>It is recommended that:</p> <ol style="list-style-type: none"> <li>1. Future Treasury Management monitoring reports be received by its Overview and Audit Committee.</li> <li>2. The Overview and Audit Committee’s terms of reference be amended so that it shall “Determine the Authority’s Annual Treasury Management Strategy”.</li> </ol>
<b>RISK MANAGEMENT</b>	<p>The Treasury Management monitoring reports focus on a relatively small part of the Authority’s financial affairs.</p> <p>It would be incumbent upon the Overview and Audit Committee to refer matters of concern back to the Executive which the Executive may continue to determine under its present terms of reference.</p>
<b>FINANCIAL IMPLICATIONS</b>	<p>There are no direct financial implications arising from this report.</p>
<b>LEGAL IMPLICATIONS</b>	<p>The recommendations accord with the Authority’s terms of reference. The Overview and Audit Committee currently determines the Authority’s Anti-Money Laundering; Whistleblowing; and Counter-Fraud and Corruption Policies. The recommendation would add Annual Treasury Management Strategy to this list of key responsibilities.</p>
<b>CONSISTENCY WITH THE PRINCIPLES OF COLLABORATION</b>	<p>There are no collaboration issues arising from this report.</p>
<b>HEALTH AND SAFETY</b>	<p>There are no health and safety implications arising from this report.</p>
<b>EQUALITY AND DIVERSITY</b>	<p>There are no equality and diversity implications arising from this report.</p>
<b>USE OF RESOURCES</b>	<p>Some minor revision to Financial Regulations will be required to reflect the proposals. Such changes are the responsibility of the Authority on receipt of recommendations from the Overview and Audit Committee. These changes will be incorporated into a separate report to Overview and Audit together with other unrelated changes.</p>



<p><b>PROVENANCE SECTION &amp; BACKGROUND PAPERS</b></p>	<p>The terms of reference for the Executive Committee currently include at item 2, 'To assess performance of the Authority against agreed organisational targets'.</p> <p>The Executive Committee currently receives budget (Revenue and Capital) and Treasury Management monitoring reports as well as other organisational targets performance reports.</p> <p>Minutes of the meeting of the BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY held on WEDNESDAY 13 FEBRUARY 2013</p> <p><a href="http://bucksfire.gov.uk/files/3814/0622/0925/BMKFA17042013.pdf">http://bucksfire.gov.uk/files/3814/0622/0925/BMKFA17042013.pdf</a> [pages 5 - 8 of PDF]</p>
<p><b>APPENDICES</b></p>	<p>None.</p>
<p><b>TIME REQUIRED</b></p>	<p>10 minutes.</p>
<p><b>REPORT ORIGINATOR AND CONTACT</b></p>	<p>David Sutherland <a href="mailto:dsutherland@bucksfire.gov.uk">dsutherland@bucksfire.gov.uk</a> 01296 744662</p>

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## Buckinghamshire & Milton Keynes Fire Authority

<b>MEETING</b>	Fire Authority
<b>DATE OF MEETING</b>	14 October 2014
<b>OFFICER</b>	Chief Fire Officer/Chief Executive, Jason Thelwell
<b>LEAD MEMBER</b>	Councillor Adrian Busby
<b>SUBJECT OF THE REPORT</b>	<b>Draft Authority Response to HM Government Consultation on 'Enabling Closer Working between the Emergency Services'</b>
<b>EXECUTIVE SUMMARY</b>	<p>The Government is consulting on a series of measures designed to transform the delivery of local fire and police services and drive greater collaboration between the police, fire and rescue and NHS ambulance services.</p> <p>Amongst the measures being consulted on of particular relevance to the Authority are:</p> <ul style="list-style-type: none"> <li>• the proposal for a new duty on all three emergency services to actively consider collaboration opportunities with one another to improve efficiency and effectiveness;</li> <li>• proposals to enable Police and Crime Commissioners (PCCs) to take on the duties and responsibilities of fire and rescue authorities, where a local case is made;</li> <li>• where a PCC takes on the responsibilities of a fire and rescue authority, enabling them to create a single employer for police and fire staff, facilitating the sharing of back office functions and streamlining management;</li> <li>• in areas where a PCC has not become responsible for fire and rescue services, enabling them to have representation on their local fire and rescue authority.</li> </ul> <p>Responses to the consultation are required by 23 October 2015.</p> <p>A draft response to the consultation, prepared by officers, is shown at Appendix A for Members' consideration.</p>
<b>ACTION</b>	Decision.
<b>RECOMMENDATIONS</b>	That Members delegate authority to the Chief Fire Officer to finalise the response in consultation with the Chairman for submission to HM Government on behalf

	of the Authority.
<b>RISK MANAGEMENT</b>	No direct implications arise from the submission of the response to the consultation. However, were the Authority to be affected by the implementation of any of the proposals, then this could potentially affect our approach to the management of risk in the communities we serve.
<b>FINANCIAL IMPLICATIONS</b>	None directly arising from the submission of the response to the consultation. However, there would be potential financial implications were the Authority affected by the implementation of the Government's proposals.
<b>LEGAL IMPLICATIONS</b>	None directly arising from the submission of the response to the consultation. However, under current legislation it is not possible for a PCC to take on the responsibilities of a fire and rescue authority. Legislative change would therefore be required to effect the Government's proposals.
<b>CONSISTENCY WITH THE PRINCIPLES OF COLLABORATION</b>	The Authority has already committed to a default position of collaboration with Thames Valley FRAs unless a clear business case favours an alternative option; and separately with the Thames Valley PCC and the Thames Valley FRAs in respect of property sharing. Introduction of the Government's proposals would extend this to include the other blue light services within the scope of this commitment.
<b>HEALTH AND SAFETY</b>	No issues immediately arising from submission of the response to the consultation.
<b>EQUALITY AND DIVERSITY</b>	No issues immediately arising from submission of the response to the consultation.
<b>USE OF RESOURCES</b>	None immediately arising from the submission of the response to the consultation. However, were the Authority to be affected by the implementation of the proposals then potential implications would arise for the use of resources including: communication with stakeholders; the system of internal control; the medium term financial strategy/plan; the balance between spending and resources; the management of the asset base; the arrangements to promote and ensure probity and propriety; and, environmental impact.
<b>PROVENANCE SECTION</b>	The consultation was released by HM Government on

<p align="center"><b>&amp; BACKGROUND PAPERS</b></p>	<p>11 September on behalf of The Home Office, Department of Communities and Local Government and the Department of Health and applies to Blue Light Services in England. A copy of the consultation document is shown at Appendix B.</p>
<p><b>APPENDICES</b></p>	<p>A: Draft Authority Response to the Consultation B: HM Government Consultation Document</p>
<p><b>TIME REQUIRED</b></p>	<p>20 minutes.</p>
<p><b>REPORT ORIGINATOR AND CONTACT</b></p>	<p>Stuart Gowanlock <a href="mailto:sgowanlock@bucksfire.gov.uk">sgowanlock@bucksfire.gov.uk</a> 01296 744435</p>

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**Buckinghamshire & Milton Keynes Fire Authority  
Response to 'Enabling closer working between the Emergency Services'  
Consultation**

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

We support the introduction of this new duty and it is already the policy of this Authority that opportunities for collaboration with other bodies including, though not limited to, other emergency service providers are considered when making service planning, improvement and investment decisions in order to deliver best value to taxpayers. The introduction of a new duty would place an obligation on all emergency service providers to do the same, encouraging dialogue and moves towards more integrated service planning and decision making across blue light services. We also strongly support the intention for decision making in relation to this to remain at local level and for there to be local discretion as to the nature of such collaboration and the manner of its implementation. We are also of the view that the scope of collaboration should be widened to include other local providers of public services where there is potential for this to achieve better outcomes in terms of efficiency and effectiveness than were it confined to blue light services alone.

Government will be aware that the Secretary of State for Communities and Local Government is already obliged under section 21 of the Fire and Rescue Services Act 2004 to prepare statutory guidance (the Fire and Rescue National Framework) and keep it under review. In so doing he is obliged by statute to have regard to the manner and to the extent that appear to him to be best calculated to promote (a) public safety; (b) the economy, efficiency and effectiveness of fire and rescue authorities; and, (c) economy, efficiency and effectiveness in connection with the matters in relation to which fire and rescue authorities have functions.

The Fire and Rescue Services Act 2004 also conveys powers on the Secretary of State to intervene if we fail to comply with an extant National Framework.

The mechanism for imposition of the proposed duty therefore appears to already exist in respect of a fire and rescue authority together with the sanction for non-compliance. We are unaware if similar comparable powers exist for other blue light services - in any event if new legislation is proposed in respect of the police and the ambulance services a key facet would be provision for the mechanism for dealing with non-compliance

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

We are broadly supportive of the proposed process. However, we are of the view that the trigger for invoking it should be clear evidence of a failure of the existing governance arrangements to provide an appropriate level of scrutiny and challenge or that there is overwhelming evidence that a transfer of responsibilities would lead to significant benefits to the public in terms of efficiency, effectiveness and accountability.

**Buckinghamshire & Milton Keynes Fire Authority**  
**Response to 'Enabling closer working between the Emergency Services'**  
**Consultation**

Naturally it would be fundamental that in the reference to "all the relevant constituent authorities for the area are in agreement that the fire and rescue service should transfer to the Police and Crime Commissioner", that "relevant constituent authorities" must include in their number, where relevant, a combined fire and rescue authority.

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

Yes subject to the caveats in our response to question 2. Also we are of the view that this step should not be dependent on the PCC taking on governance responsibilities for fire and rescue if there is a compelling local business case for the adoption of a single employer model, whether that be in conjunction with the Police or other agencies where the latter offers superior value in terms of efficiency and effectiveness.

There would be a further stakeholder in addition to those specified in Q2, i.e affected employees in accordance with either the Cabinet Office's Statement of Practice Staff Transfers in the Public Sector or the Acquired Rights Directive/TUPE.

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

These would be highly dependent on, and subject to, significant variation depending on the local context. The potential to deliver benefits would also be subject to achieving economies of scale across 'back office' functions and processes rather than the act of creating a single employer entity of itself. Also these should be weighed against the potential benefits of collaborating with other agencies.

Potential benefits will be circumscribed by the limitations on the new employer from altering terms and conditions and the incorporation of national terms of conditions that are agreed outside of the direct employee - employer relationship.

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

Yes. The important thing at this level is the quality of strategic leadership that a Chief Executive is able to provide rather than the particular context in which they developed it.

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



**Buckinghamshire & Milton Keynes Fire Authority**  
**Response to 'Enabling closer working between the Emergency Services'**  
**Consultation**

We are of the view that it remains important that the fire and rescue sector retains ownership of the performance improvement process and would therefore support a strengthened regime of peer reviews to provide assessment and assurance of operational performance. The peer review process should be strengthened to include financial performance in relation to front line service delivery.

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

Yes subject to the Police and Crime Panel having the necessary capacity and expertise to take on this extended remit.

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

Yes.

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

In such circumstances it would make sense to have a single process. However the existing Police process would need to be reviewed to ensure that it is also appropriate for fire and rescue. A practical hurdle to implementation is likely to arise from the application of the Cabinet Office's Statement of Practice Staff Transfers in the Public Sector and the Acquired Rights Directive/TUPE.

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

Yes we would support this as we believe that this would assist with the identification of opportunities for collaboration. In this regard we recently amended our constitution to provide for the co-option of non-members onto Authority committees. We already liaise closely with the PCC and he has an open invitation to attend Fire Authority meetings where matters of potential mutual interest are being considered.

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

This is a local matter for the relevant London authorities to consider and consult on with the communities they serve.

**Buckinghamshire & Milton Keynes Fire Authority  
Response to 'Enabling closer working between the Emergency Services'  
Consultation**

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

Again this is a matter for the relevant London authorities to consider.

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

There is potential to enhance local resilience where the PCC is able to catalyse greater collaboration in the delivery of both back office and front line services. However, greater benefits may accrue from broader collaboration across all blue light services and other agencies involved in preparing for civil contingencies rather than Police and Fire & Rescue alone. The benefits from this broader collaboration need not depend upon the adoption of a single governance model for those parties involved in the collaboration. Also benefits may be more rapidly realised from more opportunistic and organic forms of collaboration than more formalised forms of consolidation that take longer and are more costly and complex to achieve.

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

In theory this could have the potential to achieve greater levels of resilience where the PCC is able to improve collaboration amongst interdependent agencies. However the potential to do this could also be offset by the scale and scope of the role becoming unmanageable.

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

Where a single employer model is considered we believe that it is important to retain flexibility to determine employment propositions and contracts to take account of local needs and employment conditions. Also the potential for other governance and employer models should be considered alongside the single employer model.

Whilst welcoming the proposal to introduce a general duty to collaborate upon the three main emergency services, we feel that the emphasis on the PCC governance model and integration between Fire and Police is overly prescriptive and only one among a range of possibilities for delivering greater efficiency, effectiveness and value to the public. Regard should also be had, as part of the business case, as to the effect of any proposed changes on local tax payers. Last year, thanks to efficiency measures and sound financial planning, this Authority was able to offer a one per cent reduction in Council Tax rates and, as a

**Buckinghamshire & Milton Keynes Fire Authority**  
**Response to 'Enabling closer working between the Emergency Services'**  
**Consultation**

consequence, set the lowest rate of Council Tax of any Combined Fire Authority. Also regard should be had to the relative financial positions of any potential parties in any consolidation exercise to ensure that local Council Tax payers are not disadvantaged through exposure to additional liabilities of a disproportionate nature relative to the current position.

Also, as part of the intention to remove barriers to beneficial collaboration, we would ask that the Government review and seek to harmonise the requirements for undertaking public consultations, across the blue light services as these are currently more onerous for Fire & Rescue Services compared with the Police and Ambulance services and add to the cost and time needed to deliver benefits.

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

This would depend on whether the proposed changes altered the mix of services and resources between Police and Fire & Rescue. Any changes would need to be subject to full risk analysis, people impact assessments and due diligence to determine the answer to this question.

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HM Government

## **Consultation**

# **Enabling closer working between the Emergency Services**

September 2015



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## About this consultation

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

### Basic information

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



## Foreword

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

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

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

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

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

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

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

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

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

We look forward to receiving your responses to this consultation.



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

**Rt Hon Theresa May MP  
Home Secretary**



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

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



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

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

## Executive Summary

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

The measures being consulted upon are:

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

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

## Introduction and background

The Government is committed to driving increased collaboration between the emergency services to deliver more effective and efficient services for the public. Local services that are responsive and accountable to local people are best placed to make the right decisions for their communities. That is why the Government committed in its manifesto to “enable fire and police services to work more closely together and develop the role of our elected and accountable Police and Crime Commissioners”.

The profile of demand for all three emergency services is changing, with the best police and fire services managing demand earlier and investing in prevention and protection.

Police reform is working and crime, as measured by the independent Crime Survey for England and Wales, has fallen by more than a quarter since June 2010 and by 64% since its peak in 1995. It is at its lowest level since the survey began in 1981. However, a College of Policing analysis of demands on policing<sup>1</sup> found that whilst recorded crime has reduced, demand on the police has not reduced in the same way. The analysis shows the incoming and ongoing work of the police and suggests an increasing amount of police time is directed towards public protection work such as managing high-risk offenders and protecting victims who are at risk and often vulnerable. These cases are often extremely challenging and rightly require considerable amounts of police resource. The police need to continue to seek opportunities to maximise efficiency and effectiveness, including through collaborations.

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

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

We know that collaboration presents a real opportunity for organisations in terms of increasing efficiency and effectiveness alongside the ever-present need to maximise available resources. The 2013 review of the fire and rescue service ‘Facing the Future’ by Sir Ken Knight<sup>2</sup> stated that “merging fire and rescue services with one or more of the other blue light services and/or sharing governance structures” could result in considerable gains. Sir Ken highlighted that “if all authorities spending more than the average reduced their expenditure to the average, savings could amount

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<sup>1</sup> Estimating demand on the police service (2015)

<sup>2</sup> Facing the Future (2013)

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

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

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

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

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

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

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<sup>3</sup> Transforming NHS Ambulance Services (2011)

The Government has invested over £70 million in local blue light collaboration projects<sup>4</sup> and supports the Emergency Services Collaboration Working Group, which has published a national overview of collaboration,<sup>5</sup> hosted a shared learning event with over 140 delegates, and published research<sup>6</sup> to build the evidence base for greater collaboration.

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

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

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<sup>4</sup> Winning bids from the Fire Transformation Fund can be found at:

<https://www.gov.uk/government/news/fire-services-improvement-fund-public-get-a-win-win-better-local-services-and-at-lower-cost>

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

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

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

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

<sup>5</sup> National overview of collaboration (2014)

<sup>6</sup> Working group research report

## Proposals

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

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

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

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

#### Question

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

### Strengthening accountability and governance

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

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

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<sup>7</sup> Police and Crime Commissioners: Progress to date (2014)

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

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

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

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

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

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

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

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

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



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

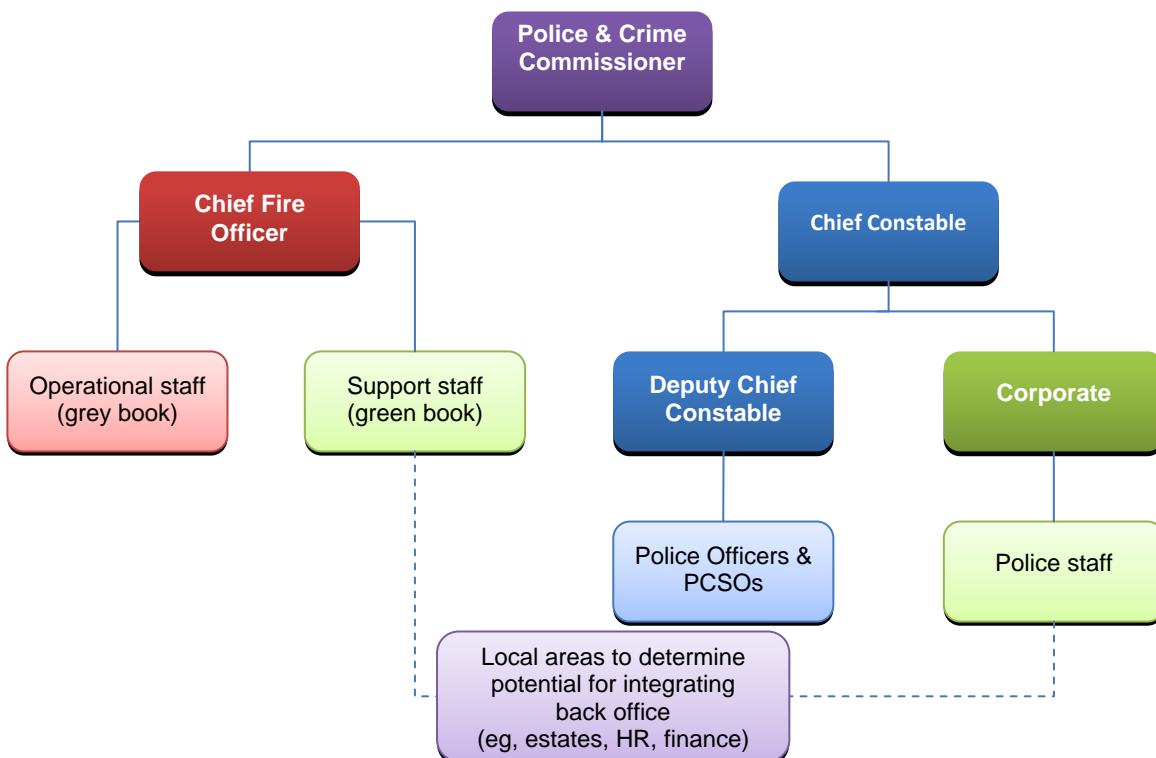
- The secondary legislation referred to above would transfer responsibility for governance of the local fire and rescue service to the Police and Crime Commissioner. This would allow Police and Crime Commissioners to drive ambitious reform of their local fire and rescue service and collaboration with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

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

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

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

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



### Question

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

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

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

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

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

### Questions

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

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

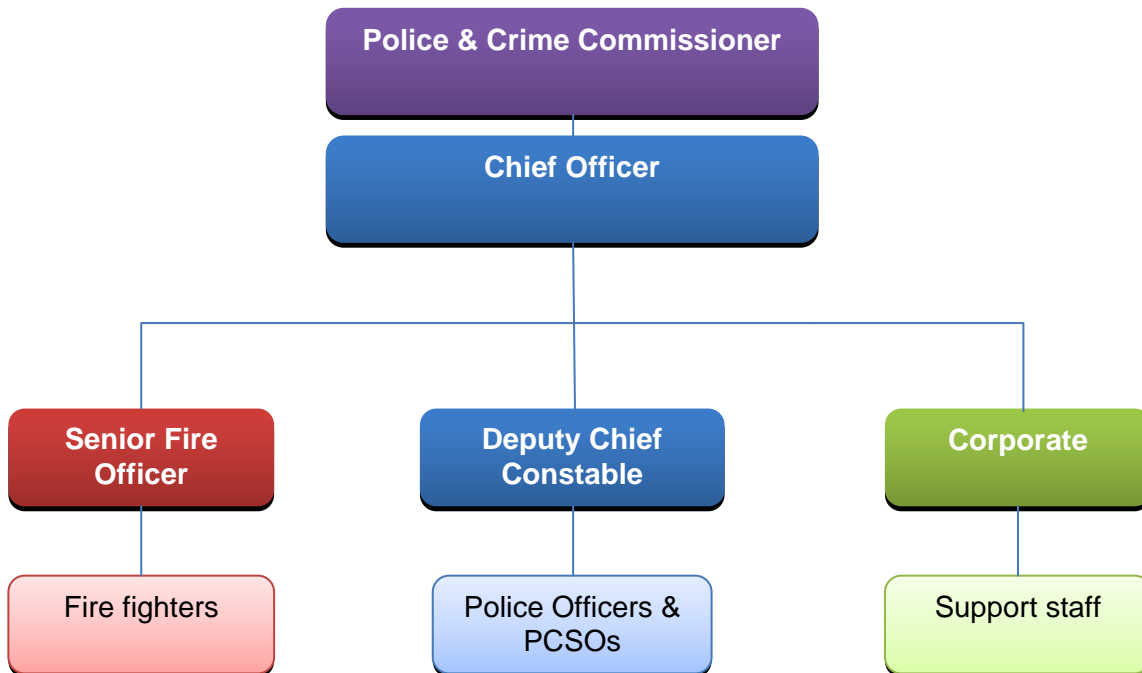
To retain the division between governance and operational functions, under this model the single employer will be led by a chief officer, who will employ all fire and police personnel. The new chief officer would need to hold the rank of chief constable as this is required in legislation for police forces.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

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

**Question**

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

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



## Associated issues

### Boundary changes

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

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

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

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

## Improving performance

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

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

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

## Question

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

## Scrutiny

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

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

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

## Questions

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

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

## Complaints

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

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

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

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

## Question

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

## Workforce issues

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

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

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

## Enhancing collaboration between police and fire and rescue

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

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

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

### Question

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

## London Fire and Emergency Planning Authority

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

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

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

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

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

### Questions

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



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

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

## Civil Contingencies

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

### Question

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

## Local devolution

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

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

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

### Question

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

## Closer working between Police and Crime Commissioners and NHS ambulance trusts

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

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

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

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

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

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

## Other views or comments

### Questions

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

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

## Concluding remarks

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

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

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

## Consultation questions

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

## Information about you

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

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

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

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

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

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

*Please select one option.*

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

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

*Please select one option.*

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

# Buckinghamshire & Milton Keynes Fire Authority



<b>MEETING</b>	Fire Authority
<b>DATE OF MEETING</b>	14 October 2015
<b>OFFICER</b>	Paul Holland, Head of Projects and Transformation
<b>LEAD MEMBER</b>	Councillor Catriona Morris
<b>SUBJECT OF THE REPORT</b>	<b>Milton Keynes Transformation Update</b>
<b>EXECUTIVE SUMMARY</b>	<p>The Milton Keynes Transformation is the first of five area reviews that will be delivered as part of the Authority's Corporate Plan 2015-20.</p> <p>This report provides Members with an update on progress, including details of a recently published consultation into a proposal to centralise the resources from Great Holm and Bletchley Fire Stations into a new shared facility with Thames Valley Police.</p>
<b>ACTION</b>	Information.
<b>RECOMMENDATIONS</b>	It is recommended that the contents of the report be noted.
<b>RISK MANAGEMENT</b>	<p>A full risk register has been completed for the transformation programme. This is reviewed at each monthly project board meeting.</p> <p>If a risk is identified as requiring escalation it will be reported to the Business Transformation Board for a decision on whether it should be included as part of the corporate risk register.</p>
<b>FINANCIAL IMPLICATIONS</b>	<p>The capital programme to deliver the new facility at West Ashland is being managed by the Head of Finance, who is a member of the programme board.</p> <p>All other project costs will be delivered from within the existing approved budget.</p>
<b>LEGAL IMPLICATIONS</b>	None arising from the report's recommendation.
<b>CONSISTENCY WITH THE PRINCIPLES OF COLLABORATION</b>	This project is in collaboration with Thames Valley Police. Discussions are taking place with other blue light responders and local authority departments regarding their co-location to this facility.
<b>HEALTH AND SAFETY</b>	No issues identified.

<p><b>EQUALITY AND DIVERSITY</b></p>	<p>The transformation projects will each have a People Impact Assessment (PIA) completed and regular review dates will be added to the project plan which will be monitored by the project board.</p> <p>At this stage of the transformation programme the only significant finding in the PIA was a requirement for the consultation document and questionnaire to be widely available to all members of the public and staff in a format that can be provided as a hard copy or in an electronic version.</p>
<p><b>USE OF RESOURCES</b></p>	<p>A Project Manager has been recruited on a fixed term two year contract to deliver the Authority's transformation projects and also support the coordination of the Thames Valley fire and rescue services collaboration projects.</p> <p>A professional services company 'The HUB' has been procured to provide the specialist skills and knowledge required to deliver the land acquisition and building phase of the project. The Authority has used this company before on other pieces of work which have all been delivered successfully.</p> <p>This is a key project identified within the Authority's Corporate Plan 2015-20, therefore the main resources required to deliver this project have been factored into departmental plans, and it is anticipated that no further resources will be required. This will be reviewed at monthly project board meetings.</p> <p>A staff engagement group has been established made up of representatives from each of the Milton Keynes stations and representative bodies, a place has been allocated to a support staff representative however we are awaiting confirmation of who will be taking this role on. The purpose of this group is to represent the views of the staff on proposals for change and to receive and discuss new ideas. To date the group has met to discuss a proposed design for the new facility with some extremely useful feedback provided that will be factored into any final design.</p>
<p><b>PROVENANCE SECTION &amp; BACKGROUND PAPERS</b></p>	<p>The MK transformation is split into three projects;</p> <ol style="list-style-type: none"> <li>1. Site Acquisition and Construction</li> </ol> <p>The scope for this project is set out in the successful transformation grant application that was approved by DCLG in 2014, providing £2.8m to support the project to co-locate with Thames Valley Police in a new purpose built blue light hub.</p> <ol style="list-style-type: none"> <li>2. Area Review and Response Modelling</li> </ol> <p>This area review will be subject to the planning</p>

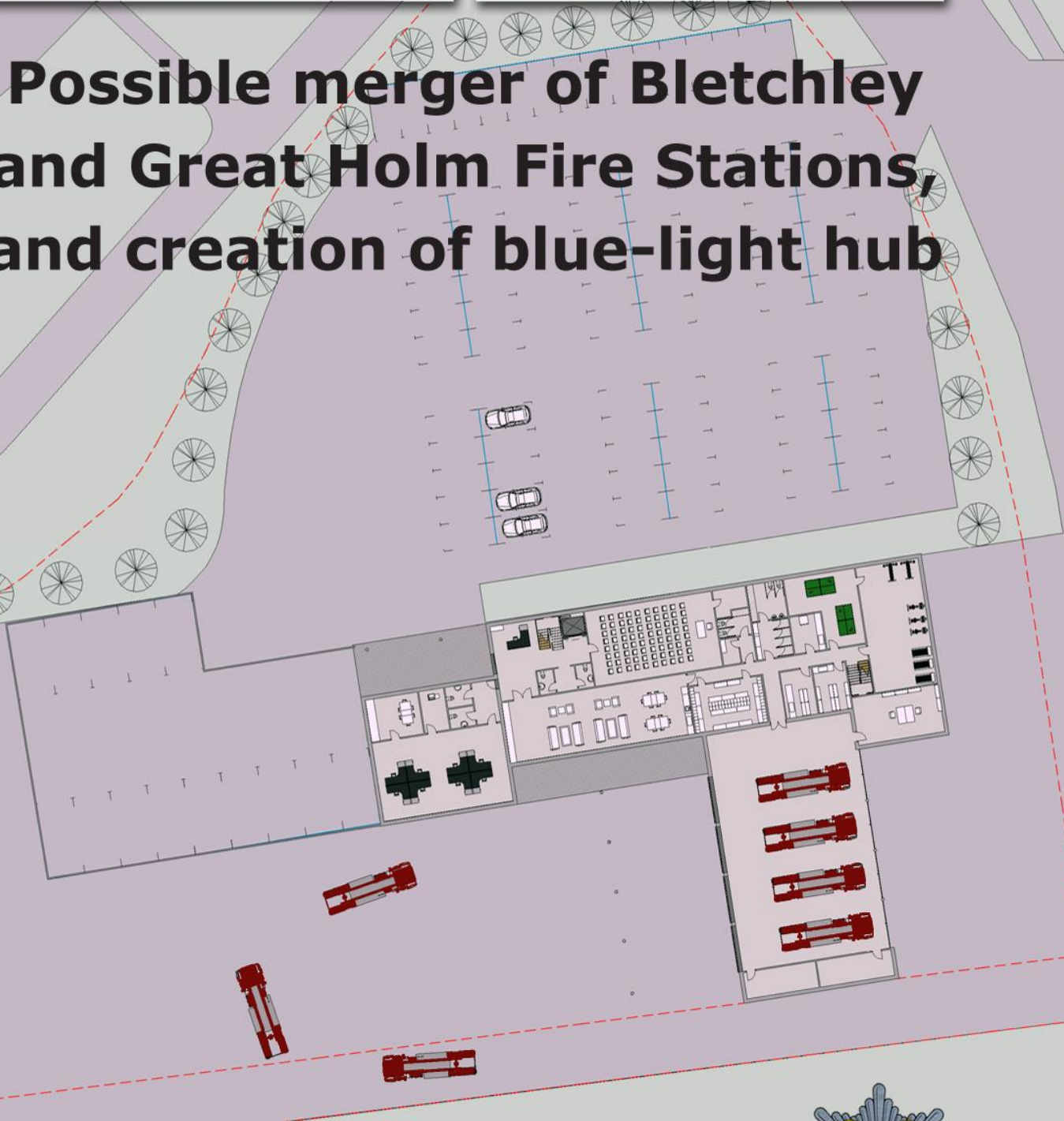


	<p>principles and assumptions laid out within the 2015–20 Public Safety Plan in that the outcomes will strive to:</p> <ul style="list-style-type: none"> <li>➤ Maintain the best possible safety provision for the communities we serve and our own staff at all times.</li> <li>➤ Be subject to full risk assessments and data analysis using nationally recognised models.</li> <li>➤ Ensure any change in attendance time taken by the first appliance to arrive at an incident is subject to full risk assessment analysis.</li> <li>➤ Ensure any impact on the speed or weight of response is subject to full risk analysis.</li> <li>➤ Where possible, any staffing changes will be achieved through relocation or natural wastage.</li> <li>➤ Explore more flexible or new ways of working.</li> </ul> <p>3. Implementation and Migration</p> <p>This project will manage the move of resources from Great Holm and Bletchley Fire Stations into the new facility in West Ashland. This is subject to the outcome of the staff and public consultation and approval by the Authority.</p> <p>A full staff and public consultation into the proposal to centralise the resources at Great Holm and Bletchley fire stations into a new Blue Light Hub at West Ashland started on the 14 September 2015 and will run for eight weeks up to the 9 November 2015. The full consultation document is attached as Appendix 1 to this report.</p> <p>During the consultation period three focus groups will be facilitated by Opinion Research Services (ORS), one in the Bletchley area, one in the Great Holm area and one involving an audience from across Milton Keynes. In addition to this a full stakeholder analysis has been completed and all identified groups have been contacted with details of how they can access the consultation document and provide feedback.</p> <p>The consultation document emphasises that the Authority is consulting widely and encourages everyone to submit their views because no decisions have yet been taken and the Fire Authority will consider all views, and all the evidence, before making a decision.</p> <p>The outcome of this consultation will be reported to the Authority at its meeting in February 2016 with</p>
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	appropriate recommendations.
<b>APPENDICES</b>	Appendix 1 - Public Consultation Document
<b>TIME REQUIRED</b>	15 minutes.
<b>REPORT ORIGINATOR AND CONTACT</b>	Paul Holland <a href="mailto:pholland@bucksfire.gov.uk">pholland@bucksfire.gov.uk</a>



# Possible merger of Bletchley and Great Holm Fire Stations, and creation of blue-light hub



Public consultation:  
14 September to  
9 November 2015



## Introduction

Buckinghamshire & Milton Keynes Fire Authority is consulting the public, stakeholders and its staff about a proposal to create a joint blue-light hub station for Bletchley and Great Holm at West Ashland in Milton Keynes. It would be a base for Buckinghamshire Fire & Rescue Service and Thames Valley Police to work together more effectively for the benefit of the local area.

Moving long-established fire stations is always a sensitive issue, but in this case we are confident that the proposal is safe and cost-effective while building greater collaboration between the emergency services and offering some facilities for local community groups to use.

In our **Public Safety Plan 2015-20**, we set out our blueprint for the next five years. Included within this was a proposal to review the number and location of our fire stations while continuing to strive to reduce risk across Buckinghamshire and Milton Keynes.

Under the proposal, all existing fire engines and other resources at Bletchley and Great Holm Fire Stations would be relocated to the new hub station. The fire stations at Broughton, Newport Pagnell and Olney would continue as now, unaffected by this proposal.

Buckinghamshire & Milton Keynes Fire Authority is consulting widely about this proposal. The consultation is your chance to have your say because no decisions have yet been taken. We will consider your views, and all the evidence, before making a decision – so please take part.

This document explains why we believe that the co-location of blue-light services will help provide even more effective, joined-up emergency services to the communities of Milton Keynes. The ways in which you can feed your comments back to us are outlined on page 12.



Councillor Adrian Busby,  
Chairman,  
Buckinghamshire  
& Milton Keynes  
Fire Authority



Jason Thelwell,  
Chief Fire Officer,  
Buckinghamshire  
Fire & Rescue  
Service

## **Current position**

The firefighters based at Bletchley and Great Holm provide 24-hour, immediate response to incidents. Both fire stations also have on-call crews who are paged to come in when needed.

Buckinghamshire Fire & Rescue Service has undergone a lot of positive changes over the last five years, meaning that firefighters are out in the community more than ever. We also have a mobilising system which uses automated vehicle location technology to select the nearest fire engine, regardless of whether it's in a fire station, to ensure that our communities will always benefit from the quickest possible attendance in an emergency.

This means the location of fire stations becomes less important when crews are out doing life-saving community work.

Buckinghamshire & Milton Keynes Fire Authority has been very successful in a number of bids to the Government, most recently securing a grant of £2.8million to build a new fire station. As this money is coming directly from the Government, there is no additional cost to the local community through extra council tax.

If further changes in Milton Keynes that could affect the service you receive from us are proposed in any of our future plans, we will consult with you again.

## **Why are we consulting?**

The existing fire and police stations in Bletchley are located within an area identified for pedestrian link and public realm improvements by Milton Keynes Council's "Fixing the Links" project and also within an "opportunity area" identified in within the emerging West Bletchley Neighbourhood Plan.

We are keen to support the efforts to improve pedestrian links between Bletchley town centre and the railway station and, indeed, to capitalise on the economic and transportation opportunities flowing from the East-West Rail scheme.

Relocation of both emergency services from their current sites in Sherwood Drive will create a significant redevelopment opportunity to exploit Bletchley's new-found location at the centre of a strategic transport network.

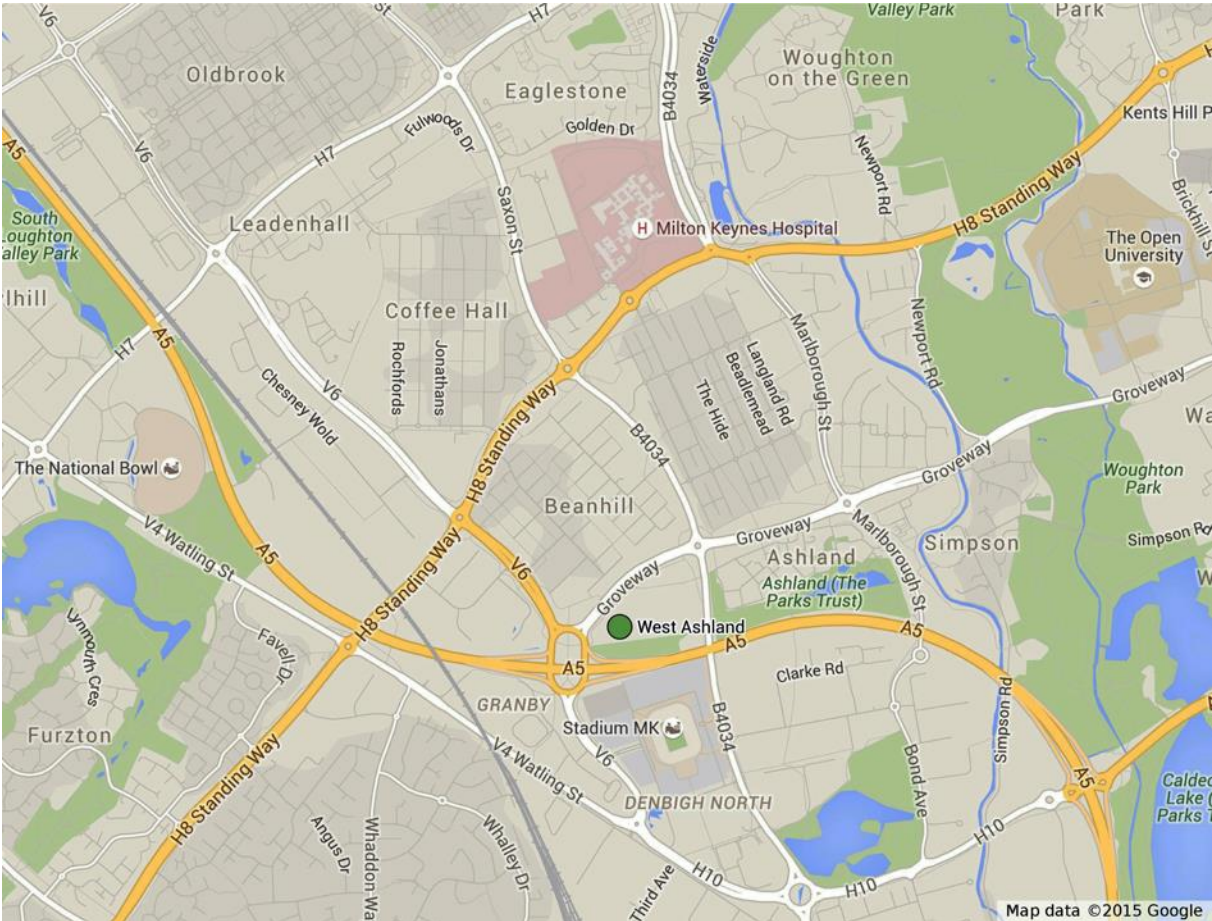
When we submitted a speculative application to the Department for Communities and Local Government for funding in 2014, we outlined that we would need £2.8 million to help fund the construction of a combined fire and police station in Milton Keynes.

The business case that supported this bid will deliver a new multi-agency hub and enable both the fire and police stations located in Sherwood Drive in Bletchley to be vacated and a new fit-for-purpose modern facility to be provided.

We analysed a number of sites for this relocation with a requirement to limit any impact on the time it would take to respond to 999 calls in our communities. The site that came out of this analysis as the best location is at West Ashland, just off the A5 near Redmoor Roundabout.

**Map 1**

Map showing the location of the proposed West Ashland site.



Given the proposed site's proximity to Great Holm, we can also relocate the resources currently based at the fire station there to the new site without adversely affecting our services to the community (see maps on pages 7, 8 and 9) and make significant savings by reducing the cost of our overheads.

However, no decisions have been taken and this consultation is to help Buckinghamshire & Milton Keynes Fire Authority consider all points of view and all the evidence – so please let us know your views.

We want to do what is best for the community, so if you have a new suggestion or something that you believe will improve this proposal, please let us know. For example, we are keen to hear from you on what type of public facilities you think should be considered at this site.

### **What does the proposal mean?**

We are proposing to combine the fire stations at Bletchley and Great Holm into one new facility that will be shared with Thames Valley Police. We are also talking to South Central Ambulance Service and other local authority service providers about the potential for relocating some of their local services to this site.

It will be a community resource, with meeting rooms and facilities provided for use by community groups. These facilities are not currently available on our two sites at Bletchley and Great Holm. We see this as an exciting opportunity for the whole community to benefit from a grant of £2.8million.

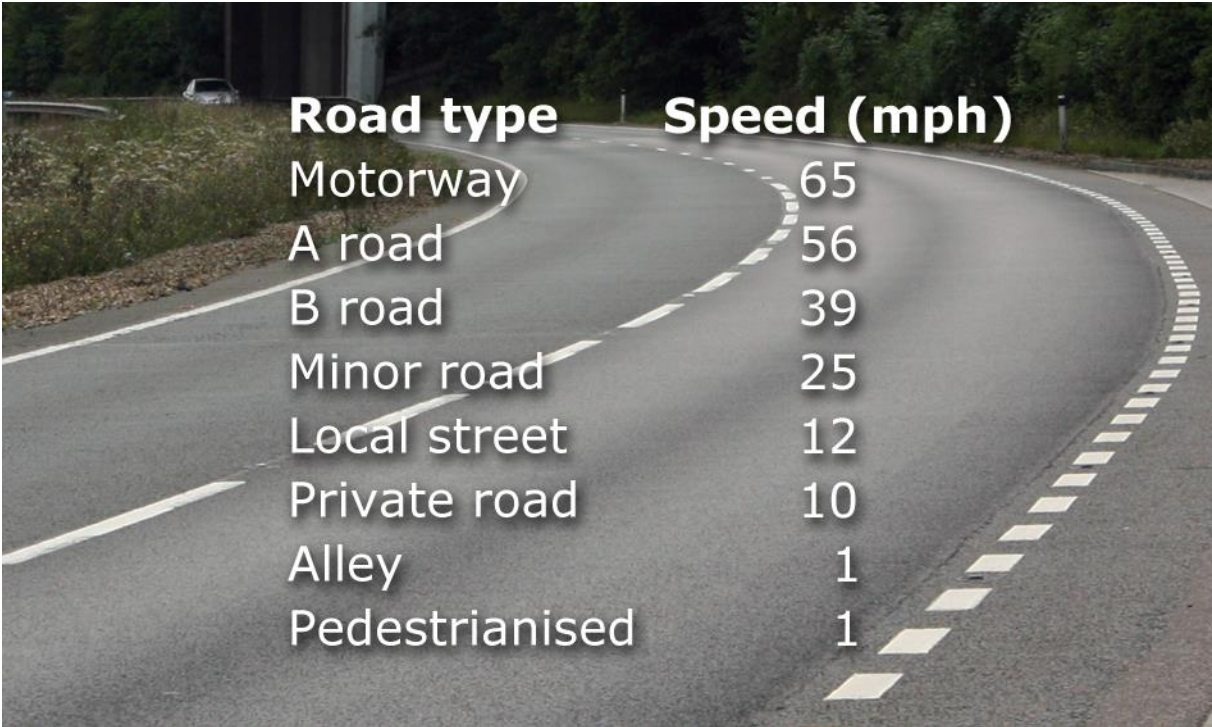
The new shared facility will promote closer working between the blue-light services, with shared facilities creating an emergency service hub environment, enabling staff from all services to be better trained in working together. The sites at Bletchley and Great Holm will be cleared and alternative uses will be found. Any income will be reinvested into the service we provide for our community.

If approved, the hub station would have all the emergency cover resources currently split between Bletchley and Great Holm Fire Stations. There would be no net reduction in fire engines or their crews.

**How would the proposal affect our emergency response times?**

We have analysed the relevant road networks and speeds of travel to assess the most suitable site for the hub station. For a realistic analysis of journey times, different speeds were applied to different types of road, based upon the mobilising system operated by the Thames Valley Fire Control Service.

The vehicle speeds associated with different kinds of roads were:



Road type	Speed (mph)
Motorway	65
A road	56
B road	39
Minor road	25
Local street	12
Private road	10
Alley	1
Pedestrianised	1

Using these speed norms, we calculated emergency journey times for the different hub station locations based on the time from when a fire engine leaves the station to when it arrives at the incident.

To validate the results, the distances that could be travelled in a given time were compared with actual incident data. We also tested typical journey times under simulated emergency conditions.

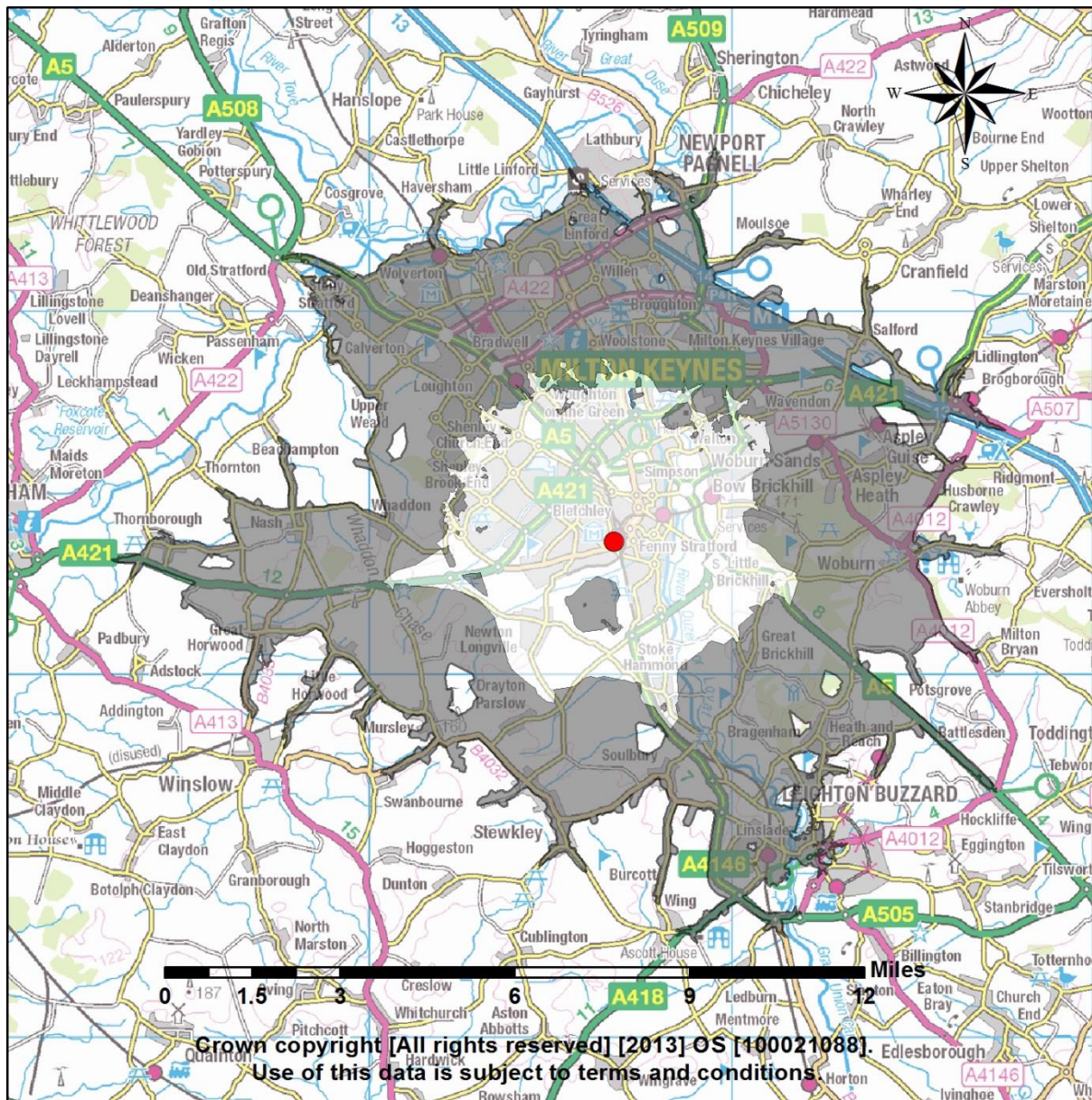
Based on our analysis, the maps on the next three pages show five- and 10-minute drive times from the two existing fire stations, as well as from the proposed site at West Ashland.

The West Ashland site is next to the A5, so the improved access to the north and south of Milton Keynes, combined with the grid road network, means that fire engines can travel more quickly to emergency incidents.



## Map 2

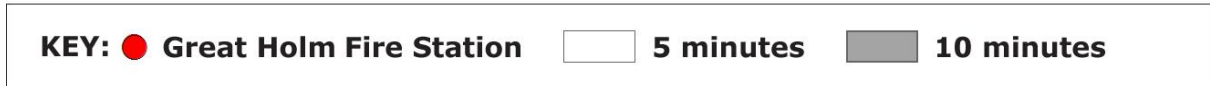
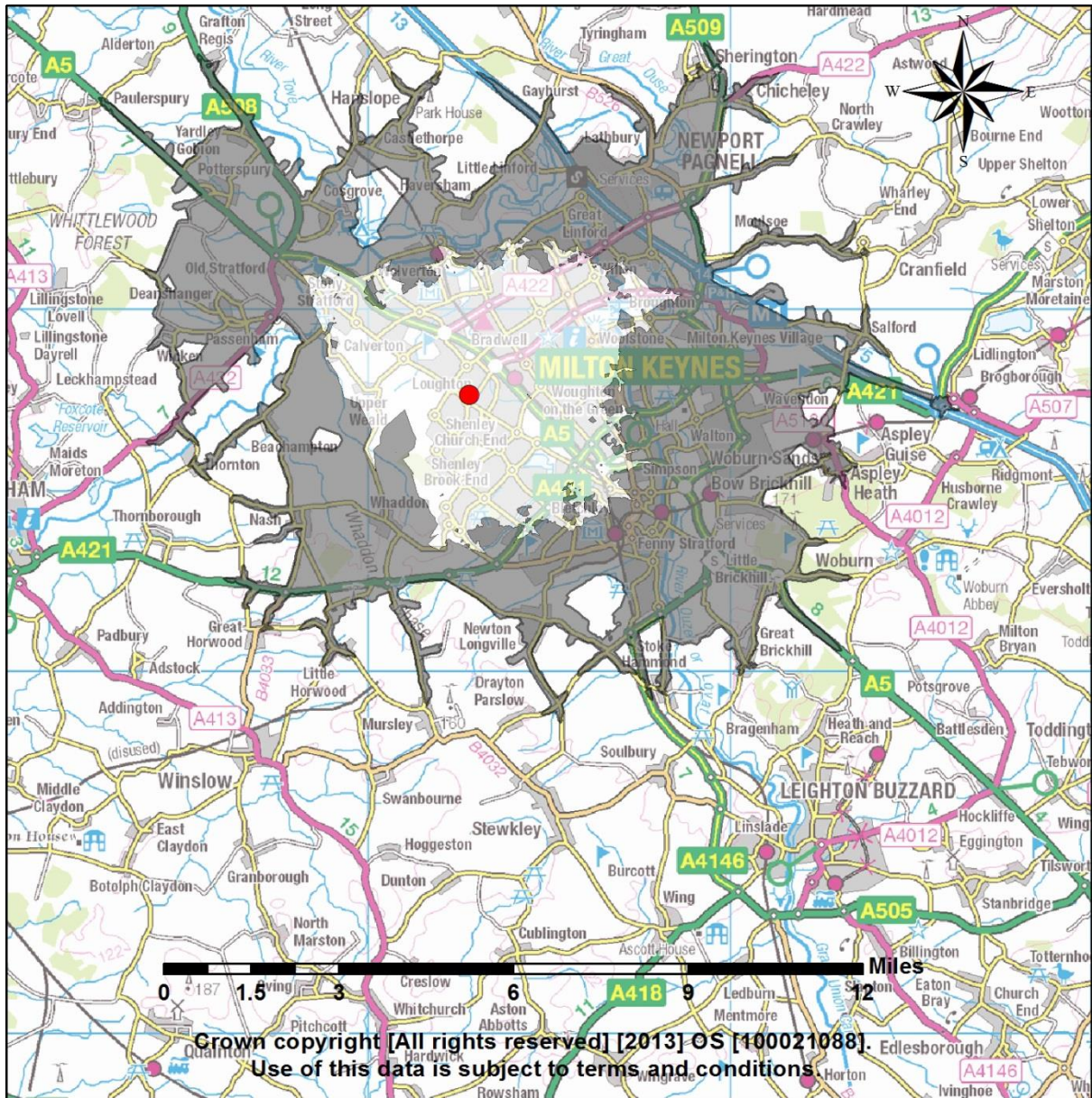
Map showing the area covered within five and 10 minutes - Bletchley Fire Station.



**KEY:** ● Bletchley Fire Station    □ 5 minutes    □ 10 minutes

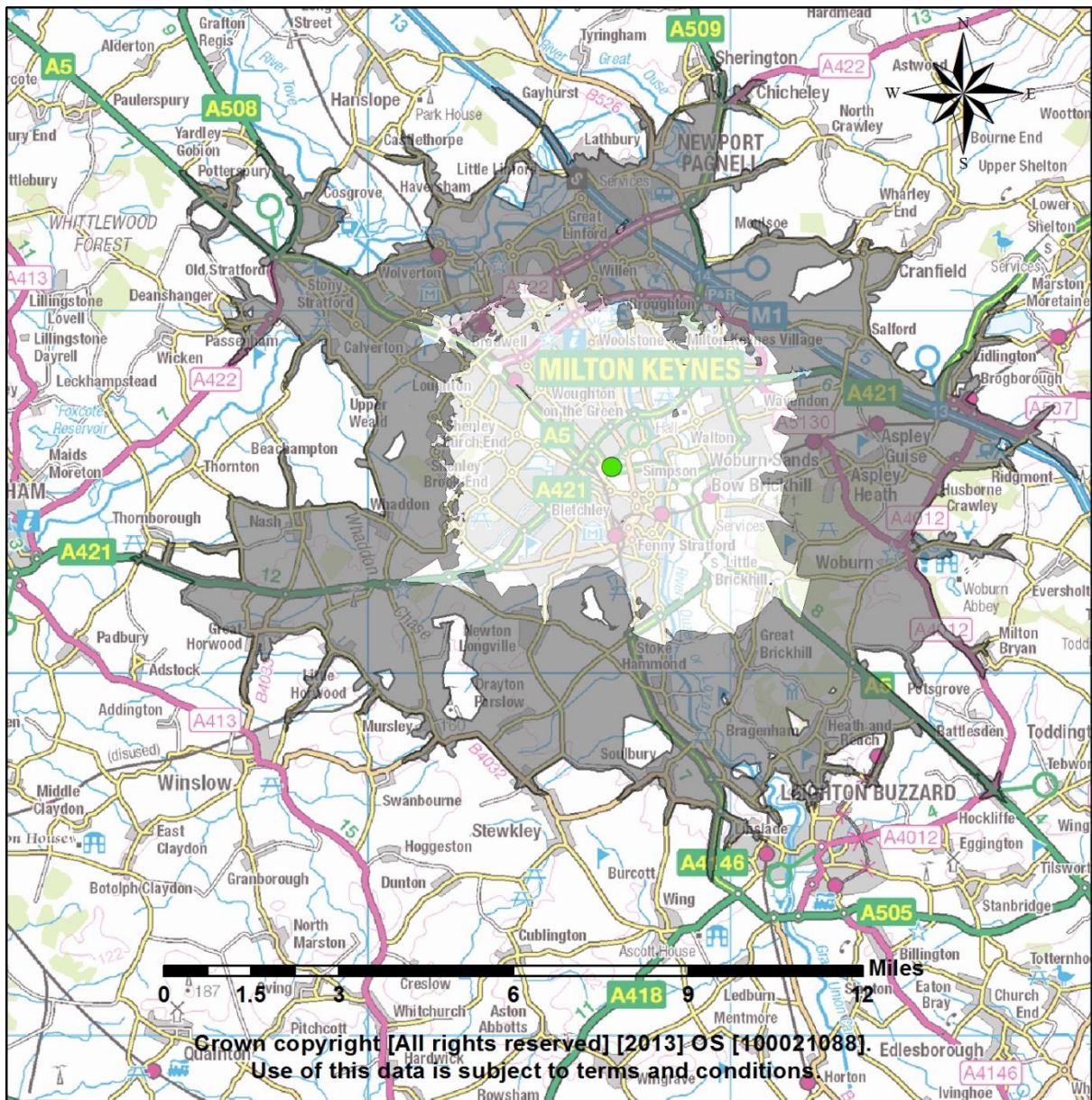
### Map 3

Map showing the area covered within five and 10 minutes – Great Holm Fire Station.



### Map 4

Map showing the area covered within five and 10 minutes – proposed West Ashland site.



### **Are there any other advantages?**

The age and condition of Bletchley Fire Station does not lend itself to efficient long-term investment. Improvement benefits will always be constrained by the current layout and lack of modern building technology.

Much more can be gained from seeking a brand new purpose-built facility of modern and energy efficient construction.

Great Holm Fire Station does not have the same problems, but it is not ideal, sitting as it does in the middle of a residential area which has grown up around it as Milton Keynes has expanded.

The key features of the current and proposed fire stations are:



### **Bletchley Fire Station**

- 50 years old.
- Limited access for community use.
- High maintenance cost.
- Not energy efficient.
- Located within the area designated for regeneration in Bletchley.



**Great Holm Fire Station**

- 26 years old.
- Limited access for community use.
- High maintenance cost.
- Not energy efficient.
- Located in a residential area.
- Close to the A5.



**Proposed West Ashland site**

- Modern.
- Energy efficient.
- Good access and facilities for community use.
- Low maintenance cost.
- Space and facilities for joint blue-light training scenarios.
- Opportunities for shared facilities with other agencies.
- Opportunities to develop facilities to support community health and wellbeing initiatives.
- Located away from residential areas.
- Close to the A5.

## **How to give your feedback**

The consultation period runs from 10am on Monday 14 September 2015 to 10am on Monday 9 November 2015.

Following the consultation period, Buckinghamshire & Milton Keynes Fire Authority will consider the responses and all the other evidence before deciding whether the proposal should be implemented, rejected or amended.

To let us know your thoughts, please:

**Fill in the online questionnaire:** [www.opinionresearch.co.uk/BMKFRS](http://www.opinionresearch.co.uk/BMKFRS)

**Email:** [irmp@bucksfire.gov.uk](mailto:irmp@bucksfire.gov.uk)

**Write to:** Public Safety Plan, Buckinghamshire Fire & Rescue Service HQ,  
Stocklake, Aylesbury, HP20 1BD.

If you are reading a hard copy of this consultation document, you can find the online version on the Buckinghamshire Fire & Rescue Service website at [bucksfire.gov.uk/mk](http://bucksfire.gov.uk/mk)