



OFFICE OF THE POLICE & CRIME  
COMMISSIONER FOR NORFOLK

# A Case for Change

A better way of working  
for a safer Norfolk

A summary business case for changing the governance  
of the Norfolk Fire & Rescue Service

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## A message from PCC Lorne Green



As Police and Crime Commissioner (PCC), I spend a lot of time meeting and speaking with the people of Norfolk. One of the clear themes to emerge from those conversations is a wish to see more joint working between public services. People say that duplication of time, effort and resources makes little sense. And I agree.

There are some great examples of joint working between Norfolk Constabulary and Norfolk Fire & Rescue Service already underway. However, if we are honest, successes have too often been slow, patchy and complicated. We have a PCC holding the police to account for the joint working, whilst the fire & rescue service is overseen by a committee at Norfolk County Council – meaning twice the governance.

One of the real benefits of the role of PCC is that it is not hampered and delayed by a complex structure of committees, sub committees and immovable meetings. PCCs can make informed, evidence-based decisions in a sharper, quicker and more effective manner.

In 2017, a new legal duty for the three main emergency services to collaborate was enacted by Parliament. This legislation provides PCCs with the opportunity to explore whether collaboration could be made simpler, faster and better, with specific reference to police and fire & rescue. For me, this was the catalyst for change. Could we cut duplication and bureaucracy, reinvigorate collaboration and move joint working further and faster? The answer from independent experts was yes.

After carefully reviewing all the evidence, I strongly believe there is **a Case for Change**.

A change of governance would mean:

- Collaboration between our fire & rescue service and police force will go much further and at a faster pace
- Bureaucracy and duplication will be cut and efficiency will be improved
- Efficiencies gained over time will be reinvested in the service
- There will be greater transparency, greater dedicated focus and greater access for the public to hold their fire & rescue service to account
- The governance of fire & rescue will sit alongside the governance of a fellow emergency service, rather than with libraries, museums, archives, arts and events.

I do want to be 100% clear that I'm not interested in a merger. Even with a change of governance, firefighters would remain firefighters and police officers would remain police officers. We are talking about two distinct services with distinct cultures, histories and traditions; both are rightfully proud to serve. That would not change.

My message is clear: a change of governance would allow us to do even more to protect the vulnerable and make our communities even safer. However, it is important to me to hear the views of the people of Norfolk, key partners and stakeholders and those within our emergency services. Those views will help me decide whether to submit a case for change to the Home Secretary.

I await your views with interest.

Lorne Green, Police and Crime Commissioner for Norfolk

## The background

In 2017, a new legal duty for the three main emergency services to collaborate was enacted by Parliament. This legislation provided PCCs with the opportunity to explore whether joint working between police and fire & rescue could be made simpler, faster and better.

The Policing and Crime Act 2017 enables PCCs to take on responsibility for the governance of local fire & rescue services where a local case is made. A local case needs to appear to the Secretary of State to be in the interest of economy, efficiency and effectiveness, or public safety, determined by key tests set out in the legislation.

The options enabled by the legislation are:

- 1. Enhanced voluntary collaboration:** Continue with the Fire & Rescue Authority, which is embodied by a County Council committee, and continue with collaboration where appropriate.
- 2. Representation model:** Continue with the Fire & Rescue Authority as part of the County Council, but give the PCC a seat on the Authority.
- 3. Governance model:** Move Norfolk Fire & Rescue Service under the governance of the PCC (who will become Police, Fire and Crime Commissioner), where Norfolk Fire & Rescue Service will separate from Norfolk County Council and become an independent organisation in its own right.
- 4. Single employer model:** Move the Fire & Rescue Authority under the governance of the PCC by creating a single organisation that includes both fire and police under the command and control of a new Emergency Services Chief Officer.

## The review

On the instruction of the PCC, the Office of the Police and Crime Commissioner for Norfolk (OPCCN) appointed independent experts Grant Thornton to carry out a review and appraisal of the four options.

The project was split into two phases:

- **Phase 1:** An appraisal of the options and the development of an outline business case.

This was to allow the PCC to decide whether it was worth exploring any of the options in greater detail in the form of a full business case. The outline business case was presented to the PCC in January 2018 and can be found at [www.norfolk-pcc.gov.uk](http://www.norfolk-pcc.gov.uk).

- **Phase 2:** Development of a full business case.

The PCC agreed with the experts' analysis which recommended option 3 (the governance model), and he decided it was worth exploring a case for change. In February 2018, the PCC took the decision to proceed to phase 2 of the project. A full business case has therefore been co-ordinated and compiled by the OPCCN and Grant Thornton with detail, ideas and data provided by a number of key partners, including senior representatives from Norfolk Fire & Rescue Service, Norfolk Constabulary and Norfolk County Council.

This document is a summary of that full business case, which can be found at [www.norfolk-pcc.gov.uk](http://www.norfolk-pcc.gov.uk) or requested via the OPCCN by telephone on 01953 424455 or email to [opccn@norfolk.pnn.police.uk](mailto:opccn@norfolk.pnn.police.uk).

## Summary of the options

| <b>Critical Success Factors</b>                | <b>Option 1<br/>Enhanced<br/>voluntary<br/>collaboration</b> | <b>Option 2<br/>Representation<br/>model</b>                                     | <b>Option 3<br/>Governance<br/>model</b>  | <b>Option 4<br/>Single employer<br/>model</b>  |
|--|--|--|---|--|
| <b>Economy and efficiency</b>                  | Moderate additional financial benefit                        | Moderate additional financial benefit  | Significant additional financial benefit  | Optimum financial benefit  |
| <b>Effectiveness (improving public safety)</b> | Moderate improvement in effectiveness                        | Moderate improvement in effectiveness  | Optimum improvement in effectiveness  | Significant improvement in effectiveness   |
| <b>Maintaining public safety</b>               | No threat to public safety                                   | No threat to public safety   | No threat to public safety  | Some risk to public safety from disruption   |
| <b>Deliverability</b>                          | Minimal change proposed                                      | Minimal change proposed  | Straight forward to deliver under an effective transition plan                          | High risk of failure to deliver  |
| <b>Overall assessment</b>                      | Moderate additional benefit over current model               | Moderate additional benefit over current model, but with more complex governance | Strongest option offering the best balance of additional benefits while minimising risk | Significant financial benefit but effectiveness and public safety affected by difficulty of delivery |
| <b>Ranking</b>                                 | <b>2nd</b>   | <b>3rd</b>   | <b>1st</b>  | <b>4th</b>   |

Further details of the four options and their analysis against the critical success factors can be found in the outline and full business cases which are published at [www.norfolk-pcc.gov.uk](http://www.norfolk-pcc.gov.uk) or can be requested via the OPCCN by telephone on 01953 424455 or email to [opccn@norfolk.pnn.police.uk](mailto:opccn@norfolk.pnn.police.uk).

## What option 3 means for Norfolk

Oversight of Norfolk Fire & Rescue Service currently sits with a Norfolk County Council committee that also oversees museums, libraries and archives, among other services.

Oversight of Norfolk Constabulary sits with the PCC.

In order to improve joint working between fire and police, and cut duplication and bureaucracy, option 3 proposes to create a Police, Fire and Crime Commissioner for Norfolk. This will involve Norfolk Fire & Rescue Service separating from Norfolk County Council and becoming an independent organisation in its own right.

### **Under a Police, Fire and Crime Commissioner:**

- Joint working between fire & rescue and police will be simpler, faster and better.
- Better joint working will mean more efficient services.
- Improved efficiency can release £10 million over 10 years.
- Financial benefits will be reinvested in frontline services to improve public safety in our communities.
- The fire & rescue service will retain its cultural identity and gain operational and financial independence.
- Independence will mean greater transparency and accountability over where your money is spent.

The PCC believes **this is a better way of working for a safer Norfolk.**

## What has happened elsewhere

A number of PCCs have already explored the available options around fire & rescue governance.

Essex has already had its local case approved and now has a Police, Fire and Crime Commissioner.

Business cases for Staffordshire, Northamptonshire, West Mercia, Cambridgeshire and North Yorkshire have been approved by the Home Secretary and will see the creation of Police, Fire and Crime Commissioners.

A number of others PCCs have either submitted their business cases to the Home Secretary or are exploring options for the future governance of their local fire & rescue services.



## More about the proposal

After carefully and thoroughly reflecting on the full business case, the PCC decided there was a powerful case for changing the oversight of Norfolk Fire & Rescue Service which would greatly benefit the county.

A new governance model for fire & rescue through the creation of a Police, Fire and Crime Commissioner will drive joint working further and faster, and mean Norfolk realises benefits in improving public safety and making more efficient use of resources.

It will also provide a new level of financial and strategic independence for Norfolk Fire & Rescue Service, by moving it out of the control of the County Council and giving the service control of its own finances.

The full business case found that there was the potential to unlock £10 million of financial efficiencies over the next 10 years. The intention is to enable chief officers to reinvest in the service, people, training and development, as well as offering financial resilience for the future and covering any costs of the change.

The importance of Norfolk Fire & Rescue Service's unique identity, its history and its reputation in the community is fully recognised. This is seen as a key asset on which the success of this change will be built.

The core roles of fire & rescue and police will remain distinct and separate – this will make sure that the community benefits from closer collaboration between the services in those areas where it can make a real difference.

The Police, Fire and Crime Commissioner will become the Norfolk Fire & Rescue Authority and delegate strategic, financial and operational management responsibilities for fire & rescue to the Chief Fire Officer.

The Police, Fire and Crime Commissioner will work directly with the Chief Fire Officer and the Chief Constable to set common strategic goals for collaboration and investment in emergency services. Both chiefs will be held to account in making sure that benefits to the community are realised. A unified strategic approach, with clear lines of responsibility and decision making, will make it easier to work with other partners, including other blue light services.

The Police, Fire and Crime Commissioner will be able to raise a separate portion of the council tax for Norfolk Fire & Rescue Service, meaning it will be easier for people to see where their money is spent, and how much is being spent on fire & rescue services in the county.



## Have your say

The PCC believes that, based on the evidence, there is a powerful case for changing the oversight of Norfolk Fire & Rescue Service and that this would greatly benefit the county.

**What do you think? The PCC wants your views.**

## Take part in the consultation

The PCC will be running a consultation between 11 July 2018 and 5 September 2018, inviting feedback from the Norfolk public, key stakeholders and partner agencies.

To have your say, you can:

- Take the online survey at [www.norfolk-pcc.gov.uk](http://www.norfolk-pcc.gov.uk)
- Share your views by email to [TellLorne@norfolk.pnn.police.uk](mailto:TellLorne@norfolk.pnn.police.uk)
- Give your feedback over the telephone by calling **01953 424455**
- Put your thoughts in writing and send by post to **Fire Consultation, OPCCN, Building 8, Jubilee House, Falconers Chase, Wymondham, Norfolk, NR18 0WW.**

This document is a summary of the information within the full business case. If you would like more information, please visit [www.norfolk-pcc.gov.uk](http://www.norfolk-pcc.gov.uk) where you can find the outline and full business cases. Those documents can also be requested in hard copy from the OPCCN by telephone on 01953 424455 or email to [opccn@norfolk.pnn.police.uk](mailto:opccn@norfolk.pnn.police.uk)

If you require the information within this document in an alternative format, please contact the OPCCN using the contact details above.

## What happens next?

Following the consultation, the business case will be updated to reflect any queries or amendments raised by the public, key stakeholders and partners.

The updated document will then be reviewed again by the PCC, alongside the consultation feedback, before he makes his final decision on whether or not to proceed with the proposal.

If the PCC makes the decision to proceed, the final business case will be submitted to the Home Secretary for a decision as to whether an order for the change of governance will be issued.



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