



# Consultation results on the Governance of Northamptonshire Fire and Rescue Service

August 2017



Working together to make Northamptonshire safer.



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# Introduction & Aims

## The Policing and Crime Act 2017 provides new legislation to:

- Place a statutory duty on the three emergency services to collaborate.
- Enable Police and Crime Commissioners (PCCs) to be represented on the Fire Authority.
- Enable PCCs to make a local case to take on governance of the fire and rescue service as the fire authority.
- Further enable the PCC to make a local case for fire and rescue and police to become a single organisation under a single chief officer.

There were four potential options considered by the Police and Crime Commission which are set out within the business case.

Northamptonshire Police and Crime Commission favours the option of the PCC taking on the governance for the fire and rescue service and become the fire and rescue authority but to

keep police and fire and rescue as two distinct services, with separate chief officers.

Therefore the aims of the consultation were:

- To gather public opinion on the Northamptonshire PCC taking on the governance of Northamptonshire Fire & Rescue Service and to understand the benefits and concerns people may have.
- To promote the consultation as widely as possible to those who live and work across the county, to raise awareness of the current governance arrangements, as well as the proposal to change.
- To ensure the consultation and information running alongside it is as accessible as possible.

The consultation ran for eight weeks from the 20th June – 1st August 2017. Overall 1212 people took part from a range of demographics and from both internally within police and fire services and from within the wider community.



# Methodology

## Stakeholders

Stakeholders were identified at an early stage and included the following;

- Senior leaders in Northamptonshire Police, Fire & Rescue Service and Northamptonshire County Council
- Fire Unions
- Police Unions
- Police officers, staff and volunteers
- Fire officers, staff and volunteers
- MPs
- Local councillors
- General public who live and work in Northamptonshire, and in particular ensuring young people's views were heard as they are often under-represented in consultation exercises

The methods of engagement and communication were tailored to each of these stakeholder groups to increase participation and feedback. Further details of these are shown later in this document.

## Materials

To reflect the consultation being accessible to all a range of materials were developed consisting of:

- A dedicated page on the OPCC website and website address [www.northantsfireproposals.co.uk](http://www.northantsfireproposals.co.uk) which contained the materials below;
- Animated video – lasting 2 minutes 20 seconds that could be used to explain the proposals, what would change and what would stay the same. The aim of the video was to describe the proposal and proposed changes in a way that was as accessible as possible. The video was to be promoted through social media, and to be shown at community events and meetings, to adults and young people.
- A leaflet replicating the same design and key points as in the animated video
- An online survey
- A hard copy survey with freepost address
- An easy read version of the survey
- A full business case

## Materials - animation video



## Materials - website page, public leaflet and hard copy survey



## External engagement activity

### Community events

Within the eight week consultation period the Commissioner and his staff attended 19 community groups and presented to 416 people utilising a range of materials. The type of groups attended (a full breakdown is in appendix 1) included those with the; voluntary sector, young people who belonged to the emergency service cadets or who attended youth clubs, residents groups, meetings with councillors and community forums across Northamptonshire .

### Survey promotion

- The link to the web page with details of the consultation were sent to groups and individuals across the county including through Community Connect, voluntary organisations, business groups, colleges, faith, disability and LGBTQ groups, hospitals, groups who work directly with young people and to all of the borough and district councils to communicate internally and externally, all parish councils.
- Hard copy surveys and leaflets were sent to all libraries and doctors surgeries.
- A short article promoting the consultation was sent out to editors of community and parish newsletters.
- Individual letters were sent to all County Councillors and an article was placed in Northamptonshire County Council (NCC) internal newsletter promoting the consultation to all staff. In addition several meetings also took place with senior representatives from NCC to inform the business case and to feedback their views on the proposal.
- Individual letters were sent to all Northamptonshire MPs.

- The animated video and consultation webpage was promoted through Twitter and Facebook by the OPCC and Police throughout the consultation period. In addition Facebook adverts were placed with messages targeting different age groups across the county.

## Internal engagement activity

It was important to ensure the views of both firefighters, police officers and staff were gathered as part of this consultation process.

In the run up to the consultation period, and during it, the PCC attended 10 fire stations and spoke to firefighters and staff (see appendix 2), and attended two meetings with fire officers and managers. The PCC communicated the benefits of the proposal, addressed concerns and gathered feedback, and encouraged participation in the consultation.

Printed hard copy surveys were also distributed to firefighters and fire staff throughout the consultation period.

Articles were placed in and on internal police and fire newsletters and intranets. Broadcast emails were sent across the two organisations with the direct support of the relevant Chief Officers to promote the consultation.

Police and fire union representatives were invited to attend a meeting with the Commissioner to give feedback on the proposals. In addition, in the month before the consultation the police ran their staff survey. A separate consultation survey on the fire governance proposals was promoted at the end of the staff survey to increase participation internally.

# Methodology

## Media and social coverage reach

### Website views

The total page views of [www.northantsfireproposals.co.uk](http://www.northantsfireproposals.co.uk) : was 3,098 with 2,727 being unique page views. The average time on this page was 3 minutes 14 seconds which demonstrates that people were reading the information and/or completing the survey.

### Facebook adverts

Three types of messages were designed and placed alongside the animated video. One message targeted all demographics across the County, the second was targeted at those under 50 years old and the third at those aged over 50.

The reach of the adverts are as follows;

- All demographics - 64,113 people
- Aged <50 – 63,720 people
- Aged >50 – 57,404 people

Therefore the animated video and messages appeared on the timelines of a total of 185,237 people across Northamptonshire. Twitter- there were 38,425 Twitter impressions from tweets relating to the consultation.

### Local media

Significant local media coverage was gained at the launch of this consultation. Examples of which are shown below (for further examples see appendix 2).

A full breakdown of the costs of both the engagement and communication activity can be found at appendix 3.

**Launch day: 20th June**

Interviews were held jointly by the Police and Crime Commissioner Stephen Mold, with Chief Fire Officer Darren Dovey and Assistant Chief Constable James Andronov. The feature is shown on **BBC Look East** tea-time edition and included clips of the animated film.

**20th June**

Interviews with PCC Stephen Mold utilising interview recordings with CFO Darren Dovey and ACC James Andronov on **BBC Radio Northampton** Breakfast Show

**20th June**

'Police chief bids for fire role'  
**Northampton Chronicle and Echo**

<http://www.northamptonchron.co.uk/news/police-commissioner-kicks-off-bid-to-take-control-of-northamptonshire-s-fire-service-1-8015564>

**21st June**

Interview with PCC Stephen Mold on **Heart FM**

**21st June**

'Police chief's plan to oversee the fire service'  
**Northants Telegraph**

<http://www.northants Telegraph.co.uk/news/police-commissioner-kicks-off-bid-to-take-control-of-northamptonshire-s-fire-service-1-8015564>

**29th June**

Interview with PCC Stephen Mold on **Inspiration FM**

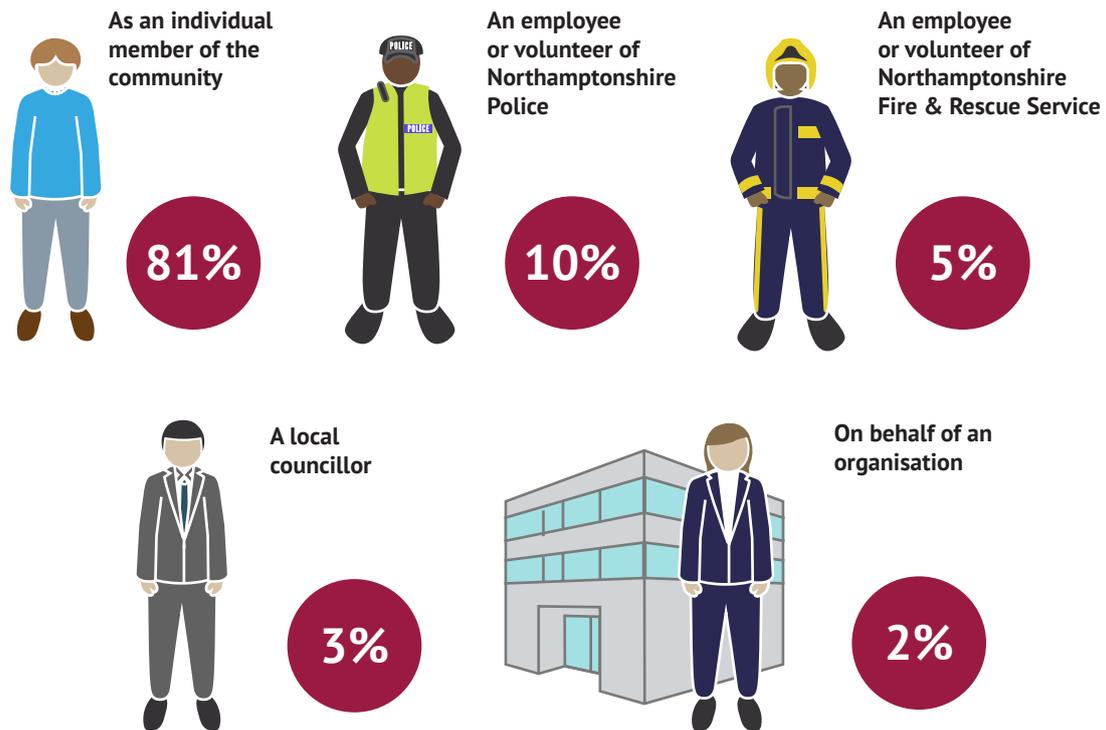


# Results

## Response rate

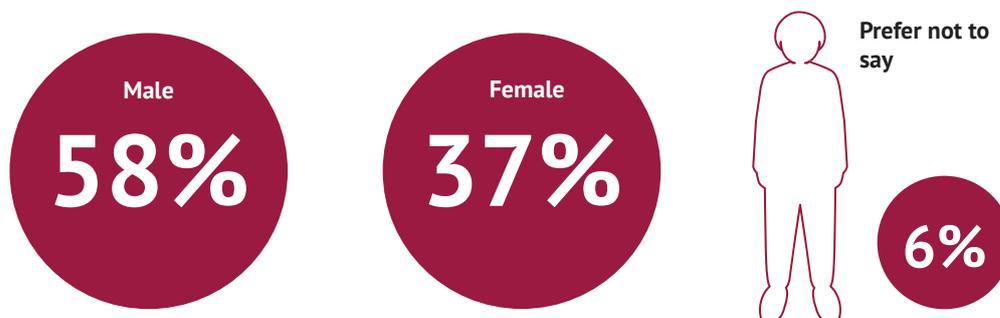
1109 people responded within the consultation period through an online or paper copy, an additional 7 people responded by letter or email, and an additional 96 police staff and officers completed a survey that was promoted at the end of their internal staff survey the month before the official consultation period. Therefore an overall 1212 responded to the consultation proposals.

## Type of respondents to the online survey

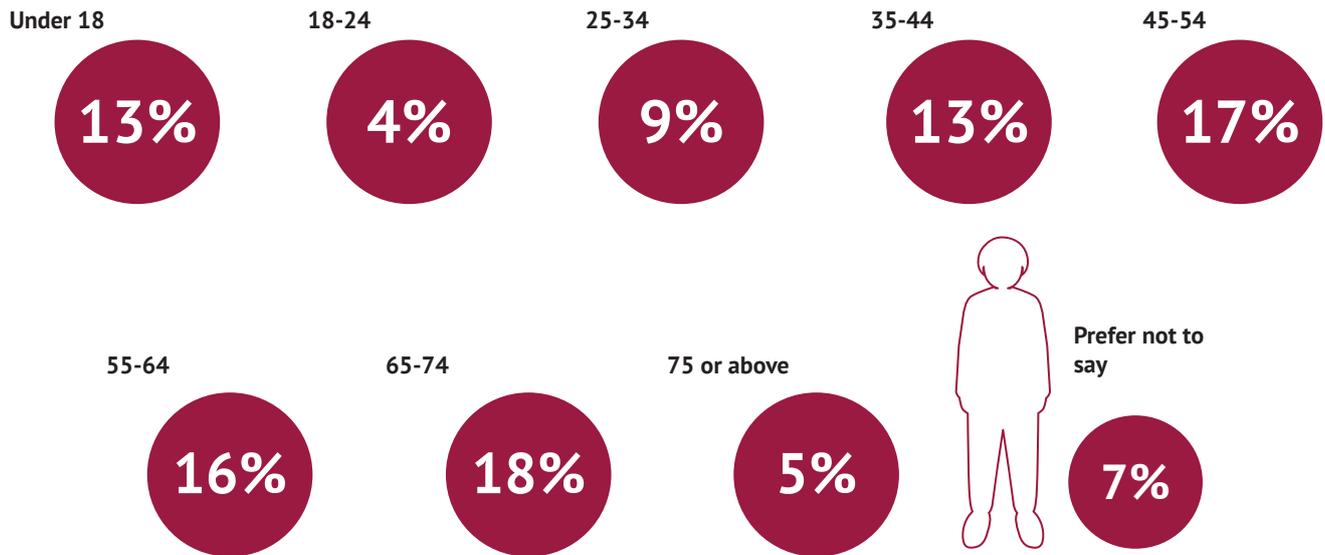


The 96 police staff and officers who responded through the police staff survey are in addition to respondents from police in the table above.

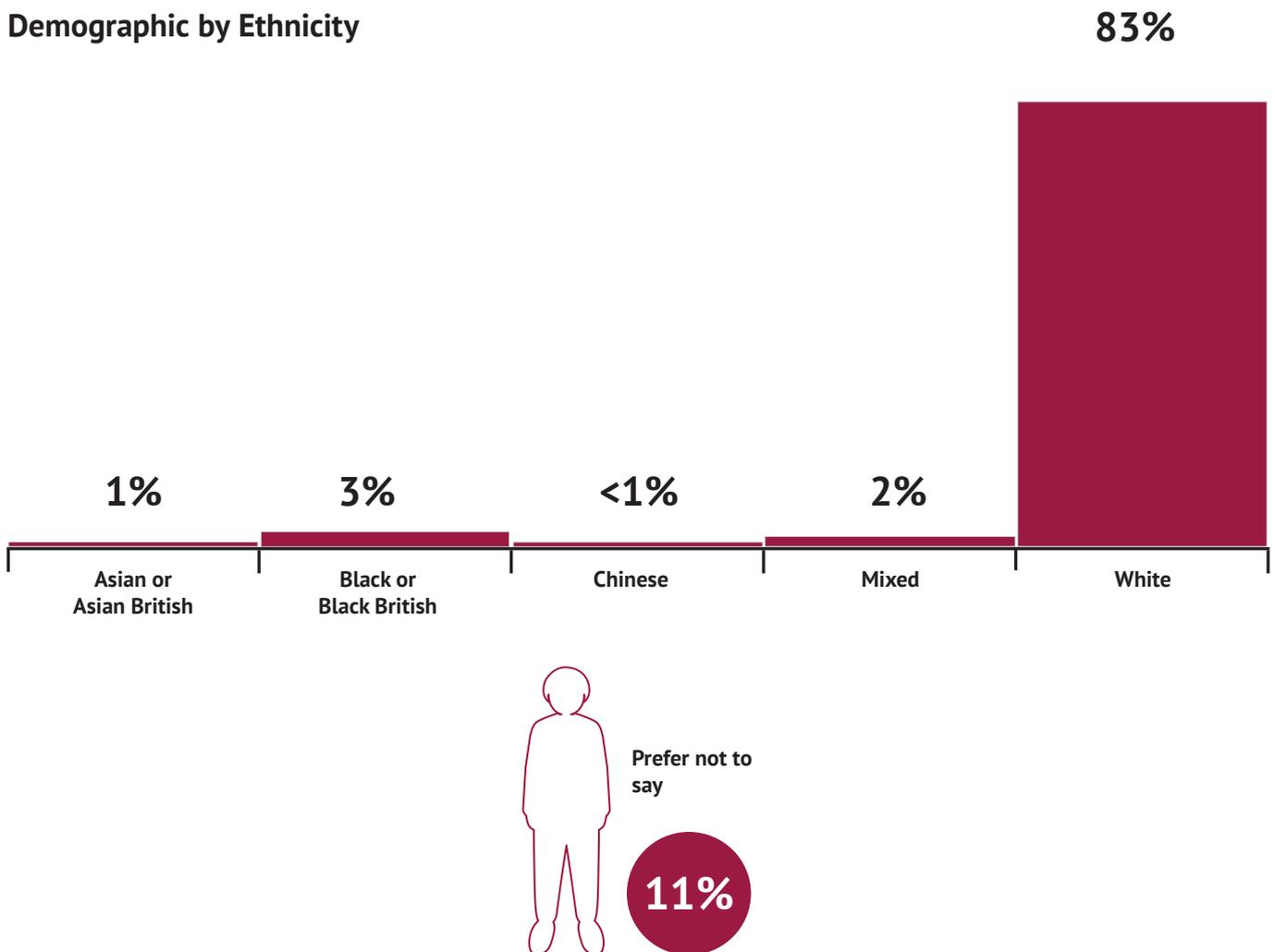
## Demographic by gender



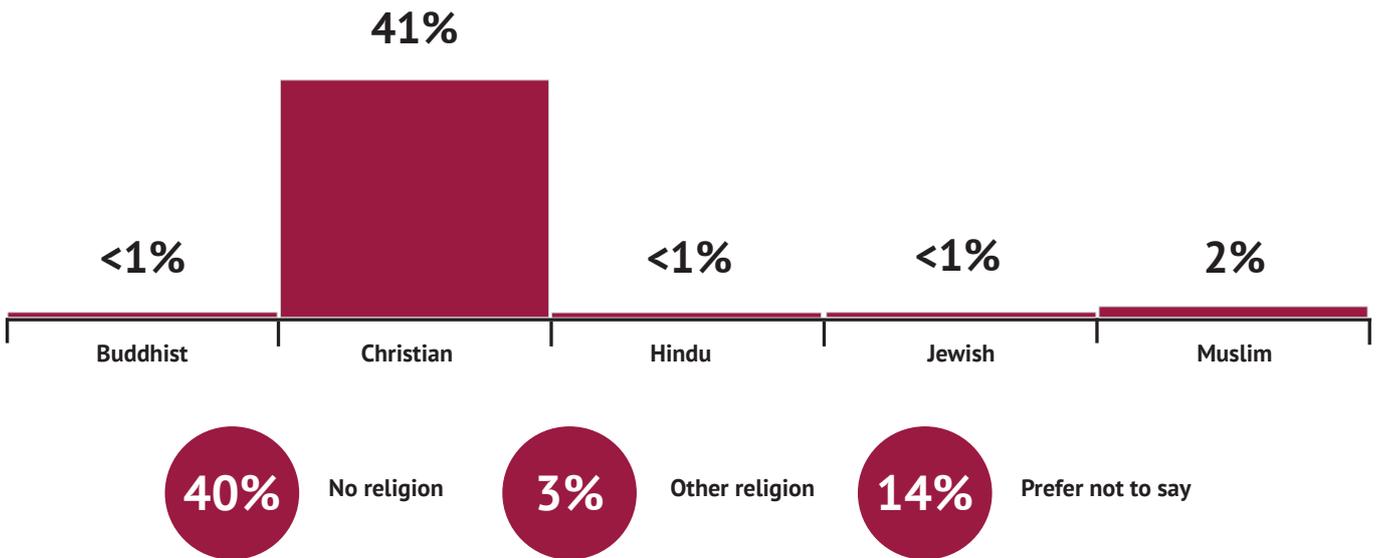
## Demographic by age group



## Demographic by Ethnicity



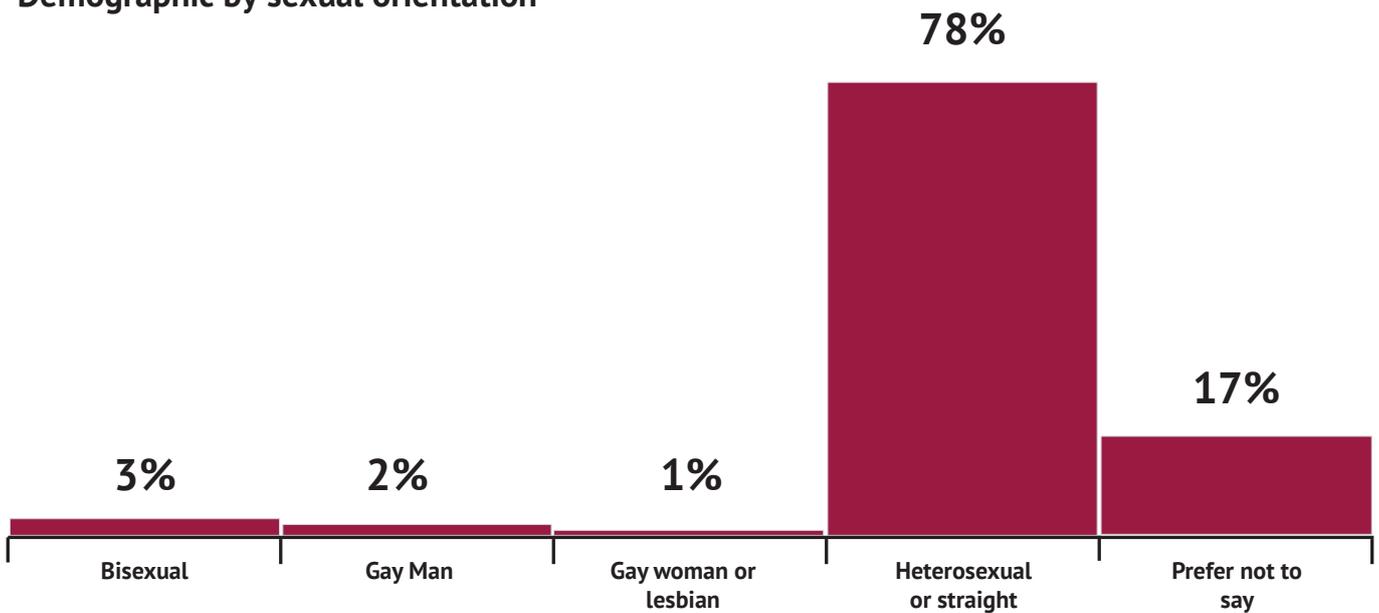
## Demographic by religion



## Demographic by disability



## Demographic by sexual orientation

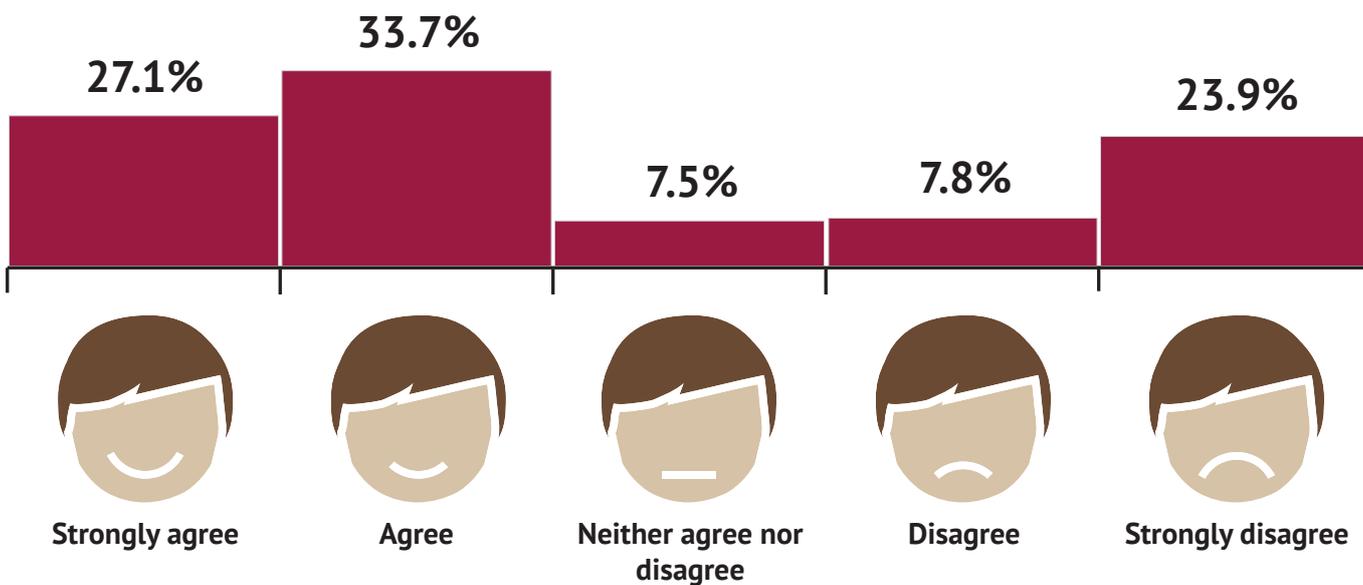


# Results

## Responses to questions

The majority of respondents **agreed** when asked “How much do you agree or disagree with the proposal for the Northamptonshire Police and Crime Commissioner to take on the governance of Northamptonshire Fire & Rescue Service?”

## Responses



Answering as/on behalf of	Agree	Neither agree nor disagree	Disagree
An organisation,	73%	4%	23%
An individual member of the community	57%	8%	35%
An employee or volunteer of Northamptonshire Police	62%	5%	33%
An employee or volunteer of Northamptonshire Fire & Rescue Service	92%	4%	4%
A local Councillor	63%	7%	30%

- **60.8% agreed** compared with **31.7% who disagreed**, **7.5% neither agreed nor disagreed**. The level of agreement is replicated in the separate staff survey with police officers and staff where 60% were in agreement (20% disagreed and 20% neither agreed nor disagreed).
- When statistical tests were used there were some **demographic differences<sup>1</sup>**:
  - **Employees or volunteers of Northamptonshire Fire & Rescue Service were significantly more likely to agree with the proposal (92%)** compared to other respondent groups.
  - **Individual members of the community were significantly**

more likely to disagree with the proposal (35%) compared to other respondent groups, however **57% agreed**.

- Broadly speaking an ‘age divide’ appears to exist, with those aged **54 and under** being more likely to agree with

the proposal compared to other age groups; whilst those in the age ranges of **55-64 and 65-74** are significantly more likely to **disagree** with the proposal. However **disagreement lessens** by respondents aged **75 and over**.

Age group	Agree	Neither agree nor disagree	Disagree
Under 18	71%	21%	8%
18-24	72%	9%	19%
25-34	69%	3%	28%
35-44	77%	3%	20%
45-54	62%	5%	33%
55-64	51%	9%	40%
65-74	58%	3%	39%
75 and over	63%	8%	29%

- **Women are significantly more likely to agree (73% agreed, 8% neither agreed nor disagreed, and 19% disagreed)** with the proposal for the Northamptonshire Police and Crime Commissioner to take on the governance of Northamptonshire Fire & Rescue Service compared to **men (58% agreed, 7% neither agreed nor disagreed, and 35% disagreed)**.

## Comments

It was important that the OPCC understood in more depth people’s reasoning behind their response. Therefore respondents were asked to make any comments they had about the proposal of the Police and Crime Commissioner taking on the governance of Northamptonshire Fire & Rescue Services.

Of the 735 people who responded to this question 45% made positive comments, 48% negative and 8% were neutral. 774 comments were coded into themes and are shown, from highest to lowest:

### Concern that there is too much work for one person to oversee, and control is too great for one individual (128 comments)<sup>2</sup>

*“Combining two different services would seem to be double the workload and responsibility on one person and that team with the associated risks that imposes.”*

*“I agree with the benefits at an operational level, but there are problems holding PCC’s to account that need to be addressed before moving more services under their control.”*

*“Totally different services. The police need to concentrate on what they are paid to do without empire building.”*

### Some respondents used the survey to state their disagreement with the role of the PCC in general and concern over how politics would affect the fire service (121);

*“The Office of Police and Crime Commissioner is an unnecessary extra layer of bureaucracy. It should be scrapped.”*

1. Any statistical analysis reported is with a statistical significance level of 0.05 - the accepted convention. This states a probability of at least 95% that results are due to associations found and not due to chance. Furthermore, associations indicate a relationship and do not imply causation.

2. Please note there will be more comments than respondents due to the number of people who have made several comments in one answer.

# Results

*"I do not want to see more responsibilities concentrated in the PCC's hands"*

*"Whoever the Commissioner is he/she must not be driven by party politics and must remain objective with public protection as an overriding policy."*

**Respondents spoke positively about the proposal and that it would ensure that the Fire Service would be protected and have greater sustainability (64);**

*"I feel that NFRS under the umbrella of the OPCC would have more opportunity to shape it's own future with potential for growth at some point."*

*"I think the transparency of a combined commissioner will be a lot more beneficial to Fire and Rescue as opposed to how we often get lost amongst other priorities within the County Council. Also as another emergency service, like the Police, there will be more focus and benefits for Fire, as the Council often overlook and cut the budget for Fire as it doesn't really fit within the other services within their remit. This proposal will centralise emergency services within Northamptonshire and hugely benefit both staff and members of the general public."*

*"There are so many occasions when these two services closely interact in delivering their own distinct responsibilities that a more joined up approach to governance and funding is long overdue."*

**The proposal would improve operational effectiveness and less bureaucracy (55)**

*"Agree this would result in more streamlined decision making and more efficient use of resources particularly in an emergency"*

*"Proposals would hopefully reduce red tape and therefore become more cost effective"*

**Concern that the PCC does not have the knowledge of the fire service and would need expert advice (45)**

*"I would want assurance and details of who he is accountable to and that he will be 100% guided by the experts and senior management of both police and Fire and Rescue."*

**Some respondents appeared confused about the PCC's current remit and how he is held to account (41)**

*"Will this mean that the upper management structure will be removed?"*

**Concern about potential costs, waste of funds (41)**

*"The cost of implementation would be better spent on providing equipment to do the job, ie high rise appliances."*

**Other themes that had less than 40 comments made about them regarded:**

- Retaining the independence of the two services, and that they operate differently (37)
- The benefit of police and fire sharing resources and working closely (37)
- The proposal will make savings (33)
- Dissatisfaction with the current service provided by the police and the damage this could do if joined up with the fire service (32)
- Concern that the proposal could not increase operational effectiveness or public safety (25)
- Concern that the police and fire service operate very differently (21)
- Wanted to ensure there was greater transparency around decision making and the public were able to have a voice (19)
- The importance of retaining operational independence (17)
- The PCC should stand for election to become the Police, Fire and Crime Commissioner (17)
- The PCC should take on the governance of the ambulance service as well (16)
- Did not feel they knew enough, or there was enough

information to make an informed decision (16)

- Other (9) comments that did not appear to fit a theme

## Benefits

The OPCC particularly wanted to identify what benefits or concerns respondents had for the police and fire service working together.

800 people responded to the question; what benefits do you see to Northamptonshire Police and the Fire Service working together. Although 75% of comments were positive 22% used this option to give negative comments (3% neutral).

Of the 800 responses there were 1374 comments that could be coded into themes (as people could make several comments within one response) and are shown below, from highest to lowest:

### Police and Fire service will work better together, and it will increase information sharing (268);

*“Save money, learn from each, efficiency, sharing of information, sharing of buildings, work together to keep us all safe all the time.”*

*“Benefits of working together - Improved use of estates, sharing of systems and expertise (analysts, IT, investigation, professional standards, vetting) Improved prevention culture - that both organisations frontline staff continue to grow understanding of how to protect people from harm and keeping our communities safer”*

*“More opportunities for early intervention and prevention work. Greater value coming from quicker and easier sharing of information. Also, raising the profile of Fire fighters in their local community and showing residents what value they do and can add.”*

### There will be a financial benefit (240)

*“Able to spend money on each component enabling people to work together as well as help the community and save lives efficiently.”*

*“Better communication and support for both. I like the idea of a separate budget in the council tax set by someone who will know how much is needed and increase funding will go direct to the forces.”*

### There will be better response times, greater coverage and efficiency (237)

*“It will mean less cuts to fire services in the future. Better links forged between the services. Hopefully make both services more efficient”*

*“Greater collaboration and efficiency and hopefully reduction in time scales to deal with accidents etc.”*

### A greater opportunity to share, and increase resources (163)

*“Cost savings on administration and buildings can be spent of an increased workforce. Being integrated on common aspects of the role ensures efficiencies to the time and resource allocation”*

*“If the admin and call centres can be more efficient thus leaving more resources for the front line I see this as a benefit. The same goes for the buildings - if one hub will work for all and the need for half-empty buildings goes again we can put more money into the front line and see more police around and fire-fighters with the equipment they need.”*

### There is no benefit (96)

*“None. It would be wiser for police and ambulance to work together.”*

*“None, they are two totally separate organisations with different responsibilities and job descriptions”*

### Perception that the police and fire service already worked closely together (64)

*“The two work together at the moment and if something is not broken why change”*

# Results

*“Surely they should be working very closely together no matter what. If they are not working closely together why are they not”*

## Greater investment in services (56)

*“The chance to set a budget that is solely for the fire service that isn’t stolen at every opportunity by the county council”*

*“Administration and buildings cost savings that can be redirected to front line services including better rural coverage and response times.*

*“If the admin and call centres can be more efficient thus leaving more resources for the front line I see this as a benefit. The same goes for the buildings - if one hub will work for all and the need for half-empty buildings goes again we can put more money into the front line and see more police around and fire-fighters with the equipment they need.”*

## It will make Northamptonshire Safer (53)

*“Collaboration and teamwork should benefit both Police and Fire, and importantly, members of the public. More opportunities for early intervention and prevention work.”*

*“It will benefit the community and enable the community to feel a better sense of safety”*

*“Greater value coming from quicker and easier sharing of information. Also, raising the profile of Fire fighters in their local community and showing residents what value they do and can add”*

## Other themes that had less than 40 comments made about them were:

- It will be easier or better with one person managing both services (please note not the option put forward by the OPCC) (39)
- There is too much power for one individual (36)
- The services should be kept separate (28)
- Other comments that did not appear to fit a theme (23)
- Less bureaucratic (21)
- It is financially driven (16)
- The fire service will be more transparent and accountable (14)
- The Ambulance service should be brought in too, so there is closer working across all emergency services (11)
- Greater sustainability for the fire service (9)



## Concerns

699 people responded to the question what concerns do you see to Northamptonshire Police and the Fire Service working together.

788 separate comments were made and coded into themes shown below, from highest to lowest:

### **Concern about how the change in governance will have an effect operationally, particularly in changes to roles or responsibilities and services to the public (219)**

*"That the amount of funding for Fire Protection Officers is cut meaning there is less capacity to work with local housing authorities on property inspections. With the number of Houses in Multiple Occupation continuing to rise in the county the need for joint working between the Fire Service and the Housing Authority is essential."*

*"Merging together could mean that resources/space could be used up faster e.g. if police and fire could share buildings there may not be enough space for both to work effectively."*

*"There is a thin line between working close together when called upon and working closer together assisting with each other's duties. How long before that line becomes blurred?"*

*"I am concerned that we may have reduced police presence in the community because they might have more responsibilities working with the fire services"*

*"How the workers will feel about the merger. I would want their concerns taken seriously as they know more about the reality than those making the decisions"*

*"My main concern is that no mention was made about the number of officers being employed, or if shifts running on the new scheme might have fewer members involved on a job."*

### **Too much control or power for one individual/lack of accountability (135)**

*"The services which they provide are distinct. I accept that there are potential benefits in working together but this does not require common governance as is proposed."*

*"I see the Police Commissioners attention being diverted from an already difficult task"*

*"It will give huge power to the commissioner. I see it as a cost saving mechanism. The current system is not broken so why change it because it doesn't work well in other areas?"*

### **Concerns that it will mean further cost cutting to budgets and services (131)**

*"Future further amalgamation and integration for purely cost saving purposes, to the possible detriment of both services."*

*"The government will use it as an excuse to reduce the budget even more as services are being shared thus making both emergency services unable to cope with the demand and growth of the county."*

*"That this does not become another exercise in cost cutting. Recognise the different needs of each service; ensure each is funded appropriately and not merely seek to cut cost."*

### **Loss of identity and independence, want the services to be kept separate (110)**

*"Firefighters are firefighters. Police officers are police officers. Leave them to do their own job"*

*"To each their own. Although they are both emergency services, they are very different with entirely disparate skill sets and training."*

# Results

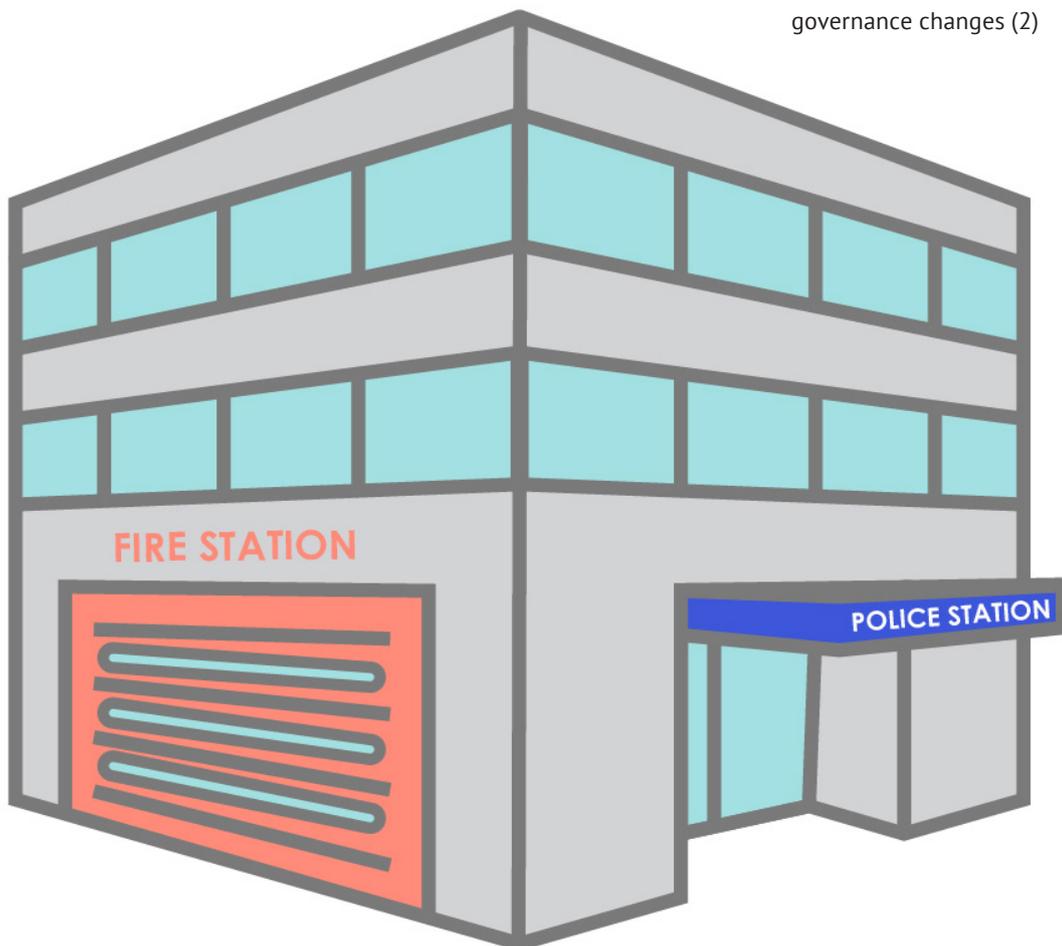
**Concern that the change of governance will affect the quality of decisions made about the fire service or will be negatively impacted by the police service (49)**

*“The pressure on the commissioner may affect the quality of decisions and responses”*

*“The police are a bigger organisation and I hope they don’t try to take over. The council have cut back the fire service over many years. I hope the PCC sees the value of the high regard we hold our fire service in”*

**Other themes that had less than 40 comments made about them were about:**

- Concern that there will be friction or issues between the two services (28)
- The lack of knowledge the PCC has of the fire & rescue service (22)
- Concern that the reputation the fire service has with the public will be negatively affected.(20)
- Comments that demonstrated respondents appeared confused about the PCC’s current remit (15)
- Other - comments that did not fit into the other categories (14)
- There needs to be good effective communication both internally and externally about any changes to the services (12)
- There will be confusion for the public (12)
- Concern about the impact of unions and firefighters being able to strike (12)
- Both the police and fire services already work well together (7)
- Need to include the ambulance service within these governance changes (2)



## Stakeholder responses

In line with legislation guidelines the consultation sought views from the top tier government authorities; in Northamptonshire's case Northamptonshire County Council and MPs.

Responses were received from four of the seven MPs, of the four all were in support of the proposal and letters can be found at appendix 5.

The PCC and/or representatives from his office held four meetings directly with representatives from Northamptonshire County Council before and during the consultation period to discuss the proposal and finance associated:

3rd May 2017– PCC and Chief Executive of NCC

5th June 2017– Director of Delivery and NCC lead accountant

22nd June 2017 – PCC and Leader of NCC

29th June 2017– PCC and Chief Executive of NCC

In addition a joint letter was given to the Leader and Chief Executive outlining the consultation process and timescales and formally asking them to participate, see appendix 6.

The Leader of Northamptonshire County Council sent a joint letter with the PCC to all County Councillors inviting them to take part in the consultation. Please find a copy of the letter at appendix 6.

Northamptonshire County Council has sent no formal response back to the consultation and have stated this is *"on the basis that there has been engagement as you have moved through the development of the business case."*

## Response from Unions

### Fire Unions

All fire unions were invited in writing to take part in the consultation and in addition to meet with the PCC and representatives from his office with the aim of giving them the opportunity to ask any further questions, or to feedback their views in person. The following were invited (although

there was no attendance):

- Association of Principal Fire Officers
- Fire Officers Association
- Fire Brigade Union
- Retained Firefighters Union
- Unison fire representative
- GMB

A written response to the consultation was sent in from local representatives of the Retained Firefighters Union and Association of Principal Fire Officers, their responses can be seen at appendix 7 and 8.

### Police unions and associations

A separate meeting was held with police unions giving them the same opportunity as the fire unions. The Police Federation, Unison Police branch and the Superintendents Association were invited to attend and Unison and the Federation took up this offer.

### Other stakeholders who participated

In addition a number of organisations fed-back their views via email or by the online survey a summary of which is at appendix 9.

# Conclusion

**60.8% of respondents to the consultation were supportive of the PCC taking on the governance of the Fire & Rescue Service within Northamptonshire.**

A total of 1116 people and organisations responded in the 8 week consultation period. An additional 96 police staff and officers completed a survey that was promoted at the end of their internal staff survey, therefore an overall total of 1212 participated.

Demographic data collected demonstrates a range of people participated and engaged in the consultation.

The consultation feedback to communities and stakeholders is due to be sent out through a variety of methods to ensure the results are well known.

This consultation is to be submitted with the business case to the Home Office and the Home Secretary will make the final decision in the autumn.



# Appendix 1

Table of community groups/meetings the OPCC attended to present the proposal of the PCC taking on the governance of the fire and rescue service.

Date	Type of event	Number of people attended
20th June	Wellingborough Consortium	26
26th June	Thrapston Town Council	6
26th June	Towcester Emergency Service Cadets	15
27th June	Wellingborough Emergency Service Cadets	25
29th June	Wellingborough Independent Advisory Group	25
4th July	Wootton Youth Club	20
4th July	Far Cotton Residents Association	60
5th July	Duston Youth Club	15
6th July	Police and Crime Panel	17
7th July	Blackymore Youth Club	6
10th July	Daventry Emergency Service Cadets	15
10th July	Kettering Emergency Service Cadets	20
10th July	Neighbourhood Watch County Executive Meeting	12
12th July	Pearls of Peace (Muslim Women's group)	14
12th July	PCC regular held meeting with Borough/District and Parish Councillors	20
13th July	Corby Independent Custody Visiting Panel	3
14th July	Kettering Local Strategic Partnership	10
20th July	Meeting with representatives from Northampton Borough Council forums (included representatives from the Pensioner's forum, Women's forum, LGBTQ forum, Diverse communities forum & Disabled people's forum)	22
21st July	Upton Youth Club	35
27th July	Towcester Rotary Club	50
<b>Total</b>		<b>416</b>

# Appendix 2

## Fire stations/venues visited by the PCC with firefighters and staff

Date	Station
20th April	Moulton Logistics Centre meeting (meeting with fire service managers and officers)
3rd May	Wootton Hall Conference Room (meeting with fire service officers)
8th May	Guilsborough Fire Station
10th May	Corby Fire Station
12th May	Moulton Logistics Centre
12th May	The Mounts Fire Station
15th May	Thrapston Fire Station
8th June	Daventry Fire Station
8th June	Mereway Fire Station
8th June	Wellingborough Fire Station
12th June	Desborough Fire Station
12th July	Rushden Fire Station

# Appendix 3

## 20th June Media Coverage

- <http://www3.northamptonshire.gov.uk/councilservices/northamptonshire-fire-and-rescue-service/news/Pages/have-your-say-on-changing-the-governance-of-the-fire-and-rescue-service-in-northamptonshire.aspx>
- [https://www.northamptonshirealert.co.uk/da/183324/Police\\_and\\_Crime\\_Commissioner\\_Fire\\_Governance\\_Consultation.html](https://www.northamptonshirealert.co.uk/da/183324/Police_and_Crime_Commissioner_Fire_Governance_Consultation.html)
- <http://www.corbyradio.com/news/local/46619-210617a>
- <http://www.northamptonchron.co.uk/news/police-commissioner-kicks-off-bid-to-take-control-of-northamptonshire-s-fire-service-1-8015564>
- <https://www.facebook.com/Northantsfire/>
- <https://twitter.com/northantsfire?lang=en>
- <http://www.northants.police.uk/press-release/pcc-launches-public-consultation-on-changes-governance-northants-fire-rescue-service>
- [http://www.east-northamptonshire.gov.uk/news/article/828/northants\\_fire\\_service\\_consultation](http://www.east-northamptonshire.gov.uk/news/article/828/northants_fire_service_consultation)
- [http://www.northamptonshireneighbourhoodwatch.co.uk/alert\\_archive/consultation](http://www.northamptonshireneighbourhoodwatch.co.uk/alert_archive/consultation)
- <https://collywestonpc.wordpress.com/2017/06/22/police-and-crime-commissioner-launches-public-consultation-on-changes-to-the-governance-of-the-fire-and-rescue-service/>
- <http://www.bbc.co.uk/news/topics/a257e904-0eba-43f5-aa7d-394655958fe0/northamptonshire-county-council>
- <https://www.youtube.com/watch?v=Blm8lLr1SkM>
- [http://www.ruralalert.co.uk/da/183324/Police\\_and\\_Crime\\_Commissioner\\_Fire\\_Governance\\_Consultation.html](http://www.ruralalert.co.uk/da/183324/Police_and_Crime_Commissioner_Fire_Governance_Consultation.html)
- <http://churches-together-northampton.org.uk/churches/other-groups/>
- <http://www.east-northamptonshire.gov.uk/>
- <http://www.bbc.co.uk/news/live/uk-england-northamptonshire-40309098>

## 29th June Media Coverage

- [http://nenevalleynews.co.uk/wp-content/uploads/2017/06/NVN\\_01\\_07\\_17.pdf](http://nenevalleynews.co.uk/wp-content/uploads/2017/06/NVN_01_07_17.pdf)

# Appendix 4

## Consultation costs

Item	Cost
Design and print of leaflets and surveys	£1,331
Animated video	£6000
Facebook adverts	£490
URL created	£17.09
3 x prize draw shopping vouchers	£75
Refreshments/event supplies	£50
<b>Total</b>	<b>£7963.09</b>

# Appendix 5

## Responses from MPs

MICHAEL ELLIS MP



HOUSE OF COMMONS  
LONDON SW1A 0AA

Mr Stephen Mold  
Northamptonshire Police and Crime Commissioner  
Wootton Hall  
Northampton  
NN4 0JQ

Tuesday, 1<sup>st</sup> August 2017

Dear Stephen,

With reference to the ongoing consultation in connection with the Northamptonshire Police and Crime Commissioner governing the Northamptonshire Fire and Rescue Service, please note that I am in agreement with the proposal.

Yours Sincerely,

A handwritten signature in black ink that reads "Michael Ellis".

Michael Ellis  
Member of Parliament for Northampton North

REPRESENTING NORTHAMPTON NORTH  
Abington, Boughton Green, Eastfield, Headlands, Kingsley, Kingsthorpe, Lumbertubs, Parklands, St David, Thorplands  
Telephone: 020 7219 7220 Email: michael.ellis.mp@parliament.uk

# Appendix 5

## Responses from MPs



**THE RT. HON. ANDREA LEADSOM MP**



**HOUSE OF COMMONS  
LONDON SW1A 0AA**

Mr Stephen Mold  
Police and Crime Commissioner  
Northamptonshire Police  
Wootton Hall  
Northampton  
Northamptonshire  
NN4 0JQ

31<sup>st</sup> July 2017

Ref: AL/TG/1707

Dear Stephen,

I have viewed the consultation and related business case in regards to your proposal to change the governance of the Fire and Rescue Service from the current Fire Authority (Northamptonshire County Council), to the Police and Crime Commissioner (PCC), so that the PCC becomes the Police, Fire and Crime Commissioner.

I agree with the benefits you set out, with the ultimate aim of making Northamptonshire Safer, and I therefore support your proposal.

With best wishes,

A handwritten signature in cursive script that reads "A Leadsom".

The Rt Hon. Andrea Leadsom MP  
Member of Parliament for South Northamptonshire

*Member of Parliament for South Northamptonshire*

Westminster Office: 020 7219 7149 [andrea.leadsom.mp@parliament.uk](mailto:andrea.leadsom.mp@parliament.uk) [www.andrealeadsom.com](http://www.andrealeadsom.com)

# Appendix 5

## Responses from MPs

### Mold, Stephen

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**From:** HOLLOBONE, Philip [mailto:philip.hollobone.mp@parliament.uk]

**Sent:** 12 July 2017 14:48

**To:** Commissioner

**Subject:** Fire Governance Consultation

12/7/17

Dear Stephen,

I have viewed the consultation and related business case in regards to your proposal to change the governance of the Fire and Rescue Service from the current Fire Authority (Northamptonshire County Council), to the Police and Crime Commissioner (PCC), so that the PCC becomes the Police, Fire and Crime Commissioner.

I agree with the benefits you set out, with the ultimate aim of making Northamptonshire Safer.

I support your proposal.

Best wishes,

Philip



**Philip Hollobone MP**

**Member of Parliament for the Kettering Constituency**

**House of Commons, London SW1A 0AA**

**Tels: 01536 414715 / 020 7219 8373 / 07979 850126**

**E-mail: [philip.hollobone.mp@parliament.uk](mailto:philip.hollobone.mp@parliament.uk)**

# Appendix 6

## Joint letter to the Leader and Chief Executive of the County Council



Northamptonshire Police & Crime Commission  
West Wing, Wootton Hall  
Northampton  
NN4 0JQ

Councillor Heather Smith &  
Chief Executive Paul Blantern  
Northamptonshire County Council  
9 George Row,  
Northampton  
NN1 1DF

22 June 2017

Dear Heather and Paul

RE: Fire Governance Consultation

As you will be already aware I have launched the public consultation on the proposal to change the governance of the Fire and Rescue Service from the current Fire Authority (Northamptonshire County Council) to myself so that I become the Police, Fire and Crime Commissioner.

The consultation began on Tuesday 20 June and runs until Tuesday 1 August 2017.

A full business case has been produced together with an animated video and leaflet to set out the proposals to the public, and we are encouraging people to respond via an online survey. The business case has been shared informally with your officers and we have worked closely together, particularly on the current funding and costs of Fire and Rescue to the County Council.

As part of this public consultation we are required by the Policing and Crime Act 2017 to formally consult:

- Each relevant upper tier local authority about the business case;
- People in their local police force area about the business case;
- Those who the PCC considers represent the views of employees who may be affected by the PCC's proposal, including fire and rescue personnel and police staff;
- Those who the PCC considers represent the views of members of the police force who may be affected by the PCC's proposal;

Therefore we invite Northamptonshire County Council to respond to this consultation. The full business case, video and online survey can be accessed at

# Appendix 6

## Joint letter to the Leader and Chief Executive of the County Council

[www.northantsfireproposals.co.uk](http://www.northantsfireproposals.co.uk) or you may respond in writing direct to me by Tuesday 1 August 2017.

Once the consultation results have been collated they will form part of the business case, and we will be publishing our response to the public and all stakeholders listed above. The business case is required to be sent to the Home Office by the 18 August to enable an April 2018 change of governance.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Stephen Mold', with a long horizontal flourish extending to the right.

Stephen Mold  
Northamptonshire Police and Crime Commissioner

## Joint letter to all County Councillors



Dear County Councillor

RE: Fire Governance Consultation

As you may already be aware the Police and Crime Commissioner has launched a public consultation on the proposal to change the governance of the Fire and Rescue Service from the current Fire Authority (Northamptonshire County Council), to the Police and Crime Commissioner (PCC), so that the PCC becomes the Police, Fire and Crime Commissioner.

The consultation began on Tuesday 20 June and runs until Tuesday 1 August 2017.

A full business case has been produced together with an animated video and leaflet to set out the proposals to the public, and people are invited to respond via an online survey. The business case has been shared informally with your officers and we have worked closely together, particularly on the current funding and costs of the Fire and Rescue Service to the County Council.

As part of this public consultation the Police and Crime Commissioner is required by the Policing and Crime Act 2017 to formally consult:

- Each relevant upper tier local authority about the business case;
- People in their local police force area about the business case;
- Those who the PCC considers represent the views of employees who may be affected by the PCC's proposal, including fire and rescue personnel and police staff;
- Those who the PCC considers represent the views of members of the police force who may be affected by the PCC's proposal;

Therefore we invite you to participate as County Councillors and residents of Northamptonshire. The full business case, video and online survey can be accessed at [www.northantsfireproposals.co.uk](http://www.northantsfireproposals.co.uk).

Once the consultation results have been collated they will form part of the business case, and will be published for members of the public and all stakeholders to see. The business case is required to be sent to the Home Office by the 18 August to enable an April 2018 change of governance.

Yours sincerely

A handwritten signature in blue ink that reads 'Stephen Mold'.

Stephen Mold

Northamptonshire Police and Crime

A handwritten signature in blue ink that reads 'Heather Smith'.

Councillor Heather Smith

Leader Northamptonshire County

# Appendix 7

## Responses from the Retained Firefighters Union



**ANDREW STURGESS**  
**Northamptonshire County Secretary**  
41 Spring Gardens  
Burton Latimer  
Northants  
NN15 5NS  
t: 01536 726024  
m: 07733 300422  
e: [Andy.Sturgess@briggs.uk.com](mailto:Andy.Sturgess@briggs.uk.com)

Your ref:

Our ref: Fire Governance/1

Mr Stephen Mold  
Police and Crime Commissioner  
West Wing  
Wotton Hall  
Northampton  
NN4 0JQ

22nd July 2017

Ref Fire Governance

Dear Sir

Thank you for your letter of 22<sup>nd</sup> June inviting us to respond to the consultation for change of Fire Service governance within Northamptonshire.

I would also like to offer my apologies for not attending the consultation meeting held on the 13<sup>th</sup> July, full time employment commitments often preclude attendance at many day time meetings.

As a Union representing predominantly Retained Duty System Firefighters our responses will accordingly appertain mostly to this section of the workforce

I have enclosed for your consideration a copy of our national position statement on Fire Governance. This statement can, I believe, be taken as representative of nearly all FRS across the country irrespective of their current governance arrangements. Countless reviews and reports by various "experts" have been published over the years, sadly the recommendations for change and improvement enclosed within these have been generally ignored and the publications at best gather dust on shelves or have been consigned to the refuse bin. This may indicate that a total change of governance and a new era of open and transparent accountability is called for. This weeks publication of the government report into Avon Fire and Rescue Service shows that without doubt the existing arrangements are failing in every direction. Hopefully the recently announced inspection regime by HM Inspectorate may improve the situation

Whilst recent years have seen extensive cuts made to FRS budgets we do not believe that budget pressures alone are the sole cause of the problems within FRS. An

RFU, Firefighter House, Station Road, Attleborough, Norfolk NR17 2AS  
t: 01953 455005, f: 01953 454760, [www.rfuonline.co.uk](http://www.rfuonline.co.uk), e: [office@rfuonline.co.uk](mailto:office@rfuonline.co.uk)  
**National General Secretary – John Barton**

extensive report carried out by NFRS under the title "Retained Review Project" in 2006 highlighted significant issues with the RDS establishment. Poor management and what appears to be a total lack of accountability have led to a catastrophic decline in the RDS availability in the ten years since this report and the service management attitude is that changing society and demographics are to blame, not the FRS.

I attended one of your presentation meetings with crews from surrounding stations and the following statement was made by one attendee:

"We may as well go with you because things cannot get any worse!"

Whilst not exactly a resounding vote of confidence in the PCC this is an indicative statement of current feelings

All of the points raised in the national position are applicable in NFRS but there are some particular unique local issues for consideration that we will raise below.

Northants County Council has seemingly always been a Council in Crisis. We have seen it lurch in various directions, big plans, big schemes, big reorganisations that all cost thousands of pounds in planning and result in no tangible benefit to the service user or staff. The current financial position is clear for all to see and is projected to get worse. NFRS for many years "prided" itself on being one of the "cheapest" per head of population FRS in the country. The consequence of this is that cuts bite quicker and clearly the service cannot continue to exist in its current form if further cuts take place. The PCC governance model has the potential to stabilize the situation and put the FRS on a stable footing

The post of PCC in Northants has unfortunately gained notoriety. A position that had little public credibility from its inception has now been completely destroyed by the actions of the previous PCC. Regaining public confidence in the Governance model will be an uphill struggle. The business model makes great play of robust decision making by the PCC and his team, all options explored and open and transparent decisions agreed for the collective good but the recent debacle of the sale of Wootton Hall suggest that this does not occur. Likewise the decision to target the recruitment of 900 special constables seemed to be the dream of one individual rather than a considered collective strategy. Such constant changes of direction destroy confidence in leadership

The public perception of the police under the governance of the PCC is not good and continues to fall. Whilst social media and the press always tends to attract negative comments we believe there is an overwhelming opinion that the police are invisible and do not respond to public concerns. As an example in a small local town residents are continually complaining about dangerous parking on yellow lines and speeding but despite countless requests nothing is done. Whilst these things may seem small and insignificant they are easily fixed and restore confidence

The business model talks about projects such as dual service crewed vehicles and suggests they were a success. The reality is that they no longer exist and what they

# Appendix 7

## Responses from the Retained Firefighters Union

actually achieved during a trial period was questionable and certainly not quantifiable .  
To include such information reduces the credibility of any business case

The business model goes to great lengths to conclude that individual brand identity should be retained. We are at a loss if this is the case, why FRS staff are being forced to drive around in dual badged vehicles. FRS staff are not police officers and don't want to be police officers. There is a not unreasonable public expectation that if they see a vehicle driven by a uniformed officer with "police " on the side of it that it will contain a police officer capable and warranted to undertake the actions of a police officer. We believe this presents a risk to both the public and the Fire officer

Similarly to above when FRS staff receive new clothing with "Police" sewn onto a badge on the outside of the clothing it can do nothing but consolidate feelings that the FRS is subservient to the Police and that we are being "taken over"

Merging of property assets is an obvious area where savings are possible but recent history suggests that merging locations becomes obsessional rather than logical. Communal areas such as rest rooms, locker rooms kitchens make sense but respective organisations need and should be allowed separate work space for their individual roles for a multiplicity of reasons.

All FRS staff although they will deny it extremely proud of the FRS brand and the esteem the public hold the FRS. This esteem and "good guy" image gets us to places that other organisations have failed to do so and it is for this reason that FRS staff wish to retain the separate firefighter brand

To summarise its our belief that the current arrangement both locally and nationally have and do fail the tax paying public, service users and workers

Change of governance to PCC may provide in conjunction with independent inspectorate a service operating within a stable budget and open and transparent management decision making however gaining the confidence of both the workforce and the public that this is to happen will be an uphill struggle

Yours Sincerely

Andy Sturgess

Cc: Tristan Ashby

By email

RFU  
Firefighter House  
Station Road  
Attleborough  
Norfolk, NR17 2AS

hq@therfu.org  
www.therfu.org  
Tel: 01953 455005  
Fax: 01953 454760



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## All Station/Brigade Reps – Briefing Note 03/17

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### **RFU Circular Position Statement – Police and Crime Commissioners**

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In our view, the current model of strategic management and accountability undertaken by local councils via their fire authorities, has failed in its role to provide an efficient, effective emergency service, that is both safe to work in and free from discrimination.

While there are knowledgeable and well-meaning individuals within FAs, they are in a minority and hamstrung by an archaic system that is not conducive to overseeing an emergency service fit for the 21<sup>st</sup> century.

Equality and Diversity in the UKFRS lags woefully behind other comparative emergency services with little sign of any improvement, many types of discrimination are still strongly institutionally embedded within most FRSs.

On far too many occasions we have witnessed the system fail both the employees and the public by its decisions and lack of any real direction, very limited scrutiny and non-existent accountability for performance and outcomes. There are a number of examples of FRSs currently in a process of resolution or still under investigation across England highlighting the need for change.

Elected members historically have not had the depth on knowledge necessary to provide independent and informed scrutiny of senior officers proposals, often these are deliberately designed to be very technical and over complicated making them difficult for elected members to understand.

Members of fire authorities are not elected by the public, but merely selected by their local political group, they change regularly when there are local elections, so direct public accountability and oversight is very limited. This has contributed to the perpetuation of the existing inequalities, discrimination and institutional incompetence that so often comes to light even today.

The RFU has met with many elected members who sit on fire authorities, their level of understanding as to how the fire service works varies dramatically. Some are clearly knowledgeable and sympathetic as to how the Retained Duty System (RDS) operates and the support that is required to maintain the system, while others are in post for political reasons with no understanding or care for the employees of the service.

A great level of knowledge is required at fire authority level for elected members to understand the workings of their local Integrated Risk Management Plans (IRMPs) which range from lengthy complex documents filled with statistical information that would confuse the most knowledgeable fire service officer, to the other end of the spectrum whereby scant

# Appendix 7

## Responses from the Retained Firefighters Union

documents are so vague in their content that they fail to inform the elected member/member of the public of any tangible information whatsoever.

The Knight report was correct to state that scrutiny varies considerably across fire authorities but we would suggest that by and large, effective and informed scrutiny is very limited.

Often On-Call firefighters are cut to preserve the jobs of whole time firefighters even though this is a vastly more expensive option, the Knight report identified massive savings across England if this policy was reversed, so far there is little evidence of this happening.

Our view is that a PCC could undertake a role of directly accountable leadership 'where a local case is made'. However, as it is unlikely that local councils would voluntarily hand over power to a PCC, it is more expected that there will be some outside pressures for a change to occur.

In some cases for a PCC to take on the strategic oversight of a fire service, there may need to be a merger of fire and rescue authorities, again we are not automatically opposed to such a move but would require further detail on a case-by-case basis. There are already examples of FRSs sharing chief officers so this shouldn't present insurmountable difficulties.

With this in mind, we do not dismiss the idea of a PCC taking over responsibility of any FRS and are open minded to discuss the potential change dependent on local needs.

Should any PCC decide to take on the responsibility of a local FRS, there would need to be the appropriate transparency of local data made available with which accountability can be held to determine how a service is being run, this would be a very welcome move.

There would also need to be meaningful benchmarks put in place to demonstrate how a FRS is performing, we expect such benchmarks to be part of the new Inspectorate and used by the electorate (and stakeholders) with which to hold a PCC to account.

*Tristan Ashby*  
**Chief Executive Officer**

# Appendix 8

## Response from the Association of Principal Fire Officers

### 1. How much do you agree or disagree with the proposal for the Northamptonshire Police and Crime Commissioner to take on the governance of Northamptonshire Fire & Rescue Service?

Strongly agree

### 2. Please use the box below for any comments you have about the proposal of the Police and Crime Commissioner taking on the governance of Northamptonshire Fire & Rescue Services

APFO members are supportive of the proposal for the PCC to take on the governance of NFRS. APFO members within NFRS believe that sustainability of NFRS will be better served with this change and within the known constraints would want to see year on year investment in the service that would facilitate the revenue cost of a capital programme for vehicle and equipment replacement and maintenance of essential training facilities. APFO are concerned that the new governance arrangements should operate with appropriate scrutiny arrangements and that operational service delivery strategy is led by the Chief Fire Officer.

### 3. What benefits do you see to Northamptonshire Police and the Fire Service working closer together?

APFO members believe there will be greater opportunity for collaboration in areas such as estates, training, ICT, Fleet and stores and that closer collaboration will enable a balanced and holistic approach to making Northamptonshire safer and protecting people from harm.

### 4. What concerns do you have of Northamptonshire Police and the Fire Service working closer together?

None

# Appendix 9

## Summary of other stakeholder's responses:

Organisation	Response
Kettering Borough Council	Agree with the proposal
South Northants	Agree with the proposal
Daventry District Council	Agree with the proposal
Corby Borough Council	Disagreed with the proposal. Members were concerned about how that they did not have enough information on the benefits that will accrue in term of service provision and delivery, and the financial advantages of the proposal.
Croughton Parish Council	Agree with the proposal
Badby Parish Council	Agree with the proposal
Chelveston-cum-Caldecott Parish Council	Agree with the proposal
Desborough Town Council	Agree with the proposal
Eve (support service for victims of Domestic abuse)	Agree with the proposal
Voice for Victims and Witnesses in Northamptonshire	Agree with the proposal

# For more information

Further information on the proposed change of governance of the Fire and Rescue Service in Northamptonshire is contained in the document: **Business Case for the Northamptonshire Police and Crime Commissioner to become the Northamptonshire Fire and Rescue Authority.**

This details the options appraisal by the Office of Police and Crime Commissioner, information around the proposed transfer of property, rights and liabilities and timescales for implementation, as well as financial details relating to the business case.

To download or view the business case, visit [www.NorthantsPCC.org.uk](http://www.NorthantsPCC.org.uk).

