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6 October 2015

Community and Public Safety Scrutiny Committee

A meeting of the Community and Public Safety Scrutiny Committee will be held on **Wednesday, 14 October 2015 at 10.00 am in Committee Room One, County Offices, Newland, Lincoln LN1 1YL** for the transaction of the business set out on the attached Agenda.

Yours sincerely

A handwritten signature in black ink, appearing to be 'Tony McArdle', written over a horizontal line.

Tony McArdle
Chief Executive

Membership of the Community and Public Safety Scrutiny Committee **(11 Members of the Council)**

Councillors C J T H Brewis (Chairman), L Wootten (Vice-Chairman), K J Clarke, D C Morgan, C R Oxby, S L W Palmer, N H Pepper, R J Phillips, Mrs A E Reynolds, Mrs N J Smith and R Wootten

**COMMUNITY AND PUBLIC SAFETY SCRUTINY COMMITTEE AGENDA
WEDNESDAY, 14 OCTOBER 2015**

Item	Title	Pages
1	Apologies for Absence	
2	Declaration of Members' Interests	
3	Minutes of the Meeting held on 2 September 2015	5 - 14
4	Domestic Abuse Update <i>(A report by Karen Shooter, County Domestic Abuse Manager, which provides an update of the Domestic Abuse work undertaken by the Community Safety Team)</i>	15 - 18
5	Substance Misuse Treatment Recommissioning Update <i>(A report by Louise Egan, Programme Officer, Community Engagement, in connection with the re-commissioning of substance misuse treatment services, contract following approval by the Executive)</i>	19 - 26
6	Enabling Closer Working Between the Emergency Services - Consultation Document <i>(A report by Nick Borrill, Deputy Chief Fire Officer, Planning, Prevention & Protection, in connection with Government consultation on measures to transform the delivery of local fire and police services and drive greater collaboration between the three emergency services (Police, Fire and Ambulance).</i>	27 - 54
 MEETING OF LINCOLNSHIRE COUNTY COUNCIL'S CRIME AND DISORDER COMMITTEE		
7	Lincolnshire Community Safety Partnership Priority Areas Update <i>(A report by Claire Seabourne, Service Partnership Liaison Officer, which provides an update on the Lincolnshire Community Safety Partnership (LCSP), including the priority setting process, structure of the LCSP and progress highlights for each of the priority areas)</i>	55 - 60
8	Community and Public Safety Scrutiny Committee Work Programme <i>(A report by Tracy Johnson, Scrutiny Officer, in connection with the latest situation of the Committee's Work Programme)</i>	61 - 64

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Please note: for more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting

- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details set out above.

All papers for council meetings are available on:
www.lincolnshire.gov.uk/committeerecords



**COMMUNITY AND PUBLIC SAFETY
SCRUTINY COMMITTEE
2 SEPTEMBER 2015**

PRESENT: COUNCILLOR C J T H BREWIS (CHAIRMAN)

Councillors L Wootten (Vice-Chairman), K J Clarke, D C Morgan, C R Oxby, N H Pepper, Mrs A E Reynolds, Mrs N J Smith, R Wootten and A M Austin

Councillors: W J Aron, R G Fairman, Mrs J M Renshaw, A H Turner MBE JP, C N Worth, Mrs S M Wray and Trisha Carter attended the meeting as observers

Officers in attendance:-

Sara Barry (Safer Communities Manager), Katrina Cope (Team Leader Democratic and Civic Services), Tony McGinty (Consultant Public Health Children's), Pete Moore (Executive Director of Finance and Public Protection), David Powell (Head of Emergency Planning), Dave Ramscar (Chief Fire Officer), Jasmine Sodhi (Performance and Equalities Manager) and Louise Tyers (Scrutiny Officer)

22 APOLOGIES FOR ABSENCE

An apology for absence was received from Councillor S L W Palmer.

The Chief Executive reported that, having received notice under Regulation 13 of the Local Government (Committees and Political Groups Regulations 1990), that Councillor A Austin had been appointed as a replacement member on the Committee in place of Councillor S L W Palmer for this meeting only.

23 DECLARATIONS OF MEMBER'S INTERESTS

No declarations of Councillors' interests were declared at this stage of proceedings.

24 MINUTES OF THE MEETING HELD ON 15 JULY 2015

RESOLVED

That the minutes of the Community and Public Safety Scrutiny Committee meeting held on 15 July 2015, be signed by the Chairman as a correct record.

25 LINCOLNSHIRE ASSOCIATION OF LOCAL COUNCILS - UPDATE

Consideration was given to a report from the Chief Executive of the Lincolnshire Association of Local Councils (LALC), which provided the Committee with an update on the LALC activities in respect of support for local councils, partnership working with LCC and training provision during the period January 2015 – August 2015.

The Committee were advised that LALC training continued to grow year on year, and there had been demand for both established and new training topics. It was highlighted that there had been more attendees at training events than in previous years. The Chief Executive and her Assistant Chief Executive advised that they were now at their maximum level of sessions that could be dealt with effectively.

It was highlighted that the biggest problem that LALC faced was getting those who needed the training to attend training sessions. The vast majority of councillors and clerks were committed to transparent, accountable and effective management were always willing to attend training sessions, networking and sharing best practice. It was just a small minority of local councils where problems continued to arise as the result of poor administrative and procedural processes, where councillors and staff were resistant to change and progress, and as a result the council failed to function as a cohesive unit.

Thanks were extended to the County Council for their continued support towards training activities, and the active promotion of the need to work more closely with town and parish councils, and recognition of LALC's contribution to local governance.

During discussion, the Committee raised the following issues:-

- Non-parished areas becoming Town councils. It was noted that there was national engagement in this process, particularly with the current issue of devolving services. The Committee were advised that a petition containing signatures from at least 10% of the local population would be needed to establish a town council, if the petition was then valid the local authority would then carry out a community governance review to see if a local council should be created; and
- It was highlighted that currently there was a national campaign to try and remove business rates from public toilets. The campaign had arisen as the result of some district councils closing public toilets due to budget constraints, and as result some town and parish councils were now looking into taking over the running of them. However, because of the business rates applicable on these premises, it was making the process a huge financial burden to town and parish councils, and as a result a national campaign had been started by NALC to try and get the government to recognise this. One member confirmed that NKDC had closed all but one of their public toilets as they had been uneconomical to run. It was also noted that village halls also caused parish councils issues, as a parish council was not able to get business rate relief; as they were not a charity, this was again an area that needed changing. It was noted that some village halls were run by charitable organisations, and as a result there was no business rates to pay.

(Note: Councillor R Oxby wished it to be noted that he was Chairman of the Heighington Village Hall Committee).

- Some members of the Committee felt public toilets were very important to the general public and the lack of a presence of public toilets moving forward

COMMUNITY AND PUBLIC SAFETY SCRUTINY COMMITTEE
2 SEPTEMBER 2015

would mean that some sectors of the community would feel more vulnerable when venturing out. It was agreed that toilets were an essential rather than a luxury;

- Level of training for the Council Awards Scheme, it was noted that there was an Institute for Clerks, which brought the clerks some accreditation. It was reported that there was now a new course which had been updated to provide a certificate in Local Council Administration which had been aligned to a level three NVQ; and
- What made a failing council? It was highlighted that a council that had no policies or procedures in place would struggle and ultimately fail as no structured planning had been put in to place. It was highlighted that a failing council was a matter for National Government. An example of an excellent council was Mablethorpe Town Council who operated in a very open and transparent manner both in the way that they worked and with the information they made available on their website.

RESOLVED

That the report be noted.

26 EMERGENCY PLANNING - EXERCISE BARNES WALLIS - PUBLIC ENGAGING EXERCISE

The Committee gave consideration to a report from the Head of Emergency Planning, which provided information on the forthcoming Exercise Barnes Wallis (a civil emergency exercise planned for 12 November 2015), which would be a simulation of a wide area public engaging exercise to demonstrate how local community and voluntary responses could be integrated with that of the emergency services during an emergency situation.

It was reported that the value of the work of the resilience partnership was put to the test in 2013 with the tidal surge and the flooding in Boston. To this end the Local Resilience Forum led by the County Council would be running the exercise (simulation of the discovery of a large bomb) within the three communities of Anderby, Wyberton and 'The Suttons' to test the activation of their own community emergency plans, alongside the organised voluntary sector practising their own response roles under the coordination of the County Council. The exercise would help the council refine its own procedures for working and communicating with local communities and the voluntary sector, whilst promoting the benefits of 'community resilience' to a wider audience.

During discussion, the following issues were raised:-

- Attendance by members of the Committee at the exercise. The Head of Emergency Planning advised the Committee that anyone wanting to attend the Exercise should email him direct;
- EMAS – The Committee were advised that EMAS were unable to be involved, as they were already involved in a regional exercise;

**COMMUNITY AND PUBLIC SAFETY SCRUTINY COMMITTEE
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- Lessons learnt from the Boston flooding with regard to the problems encountered communicating with general public where English was not their first language. The Committee were reassured that there was access to interpreters, but the issue was still a challenge;
- Using volunteers to the best advantage. The Council was looking to introduce a system which would encourage people to become accredited volunteers;
- Whether due to the reduction in resources Lincolnshire had enough emergency services to deal with an emergency situation. The Committee were advised with the flooding in 2013, Lincolnshire had assistance from other fire crews, and that this situation would always be the case, as no authority would have the resources to deal with an incident on their own;
- The use of iphones and ipads to relay what's happening on the ground. It was confirmed that the Commander on the ground would make those decisions and then update the control centre accordingly. It was highlighted that the use of such equipment would be experimented with. It was reported that for the flood in Boston, emergency services used CCTV to assist them with what was happening on the ground. It was reported that the control centre for the exercise would be in Alford; and
- Caravans along the coast – One member referred to the implications of people living in caravans along the coast. The Chairman advised that a Task and Finish Group had previously looked at this issue. It was agreed that this item would be included on a future agenda.

RESOLVED

1. That the report presented be noted.
2. That a further report be presented to a future meeting of the Community and Public Safety Scrutiny Committee on the lessons learnt from Exercise Barnes Wallis.

27 LIBRARIES UPDATE

Consideration was given to a report from the Consultant in Public Health, which advised the Committee of the progress made since 3 February 2015 in implementing the decisions made on the future provision of libraries.

The Committee were advised that the procurement element of the project remained on time. Three bidders had submitted their initial written documents in August. A period of dialogue had then commenced which would continue into October with a final submission being required by 19 October 2015.

The final decision would then be taken by the Executive at its meeting on 1 December 2015; the Committee would undertake pre-decision scrutiny of the proposed decision at its planned meeting on 25 November 2015.

The Committee were advised that a 45 day consultation with all the 57 staff affected by the transfer of libraries to community hubs was now complete and that all staff

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within this cohort would be departing by the end of September 2015. A further consultation with temporary Area Managers was also complete and these staff would be leaving the Council at the end of October 2015. It was also highlighted that a Library and Heritage Service Senior Management restructure consultation was underway, the main purpose of the proposals was for the need to separate the joint management structure to enable the outsourcing of Library Services should a contract be awarded in December 2015.

Appendix A to the report provided the Committee with details of the Community Hub Implementation Phasing as at 3 August 2015. The Committee were updated on the following:-

- Bracebridge Heath, North Kesteven from Phase Two would be going live on 7 September 2015;
- Boultham, Lincoln from Phase Three would be going live on 21 September 2015;
- Kirton, Boston Borough from Phase Three last day of operation would be 1 October 2015.
- That there were still no leads from the community with regard to Conningsby/Tattershall, Skellingthorpe, Washingborough and The Deepings. It was however noted that an application was expected from a community group to operate The Deepings Library;
- That Holbeach and Spilsby would be run by the Co-op when they re-opened;
- That Pinchbeck had some problems with the building, and that some action would need to be taken before the premises re-opened;
- Confirmation was given that staff would TUPE across and that contractors had been given an initial list of the relevant staff;
- That opening times for Boultham Library would be from 9 to 5, five days a week, transferring all operations into the site;
- That reference books would be provided based on customer requirements, but further stock was available if required from the catalogue. The Consultant in Public Health agreed to look into an issue with regard to reference books at the Ermine library being removed outside of the meeting;
- Opening times and provision. The Committee were advised that the minimum requirement was for six hours, information relating to support was detailed on page 23 of the agenda; and
- Some members requested that a further report should be presented to a future meeting of the Committee relating to usage and performance.

The Chairman extended his thanks to the Consultant in Public Health for his informative update and he requested that the Committee should receive further updates regarding progress with the library service.

RESOLVED

That the report presented be noted.

28 QUARTER 1 PERFORMANCE - 1 APRIL TO 30 JUNE 2015

The Committee gave consideration to a report from the Performance and Equalities Manager, which presented the Quarter one data in a new style performance report measured against the Council Business Plan.

Members were reminded that in October of 2014, Corporate Management Board had supported a new Performance Management Framework for the Council which had included a proposal to use infographics for performance reporting against the Council Business Plan. Appendix A to the report listed the measures in the Council Business Plan that were within the remit of the Community and Public Safety Scrutiny Committee.

Members received a demonstration of how to access the performance information from off the Lincolnshire County Council website to aid them with their discussion. It was highlighted that the reporting was new and was still in the development stage, and the Committee were invited to make comments with regard to the presentation of the data.

Appendix B provided the Committee with performance data relating to the three commissioning strategies within the remit of the committee:-

- Protecting the Public
- Community Resilience; and
- Wellbeing.

During consideration of the performance information presented, the Committee raised the following issues:-

- That previous year's figures would be a useful addition so that the Committee could readily compare performance;
- That the landing page containing area should not contain ticks as this implied that all the targets had been met;
- Page 29, where a percentage was quoted, an explanation was needed so that members understood how the figures were calculated. Members were advised that for quarter two officers were being asked to provide numerator and denominator references;
- The use of national information to show how Lincolnshire was performing;
- The inclusion of exception reporting so that the Committee could identify what indicators were on line; and
- The Committee were reassured that although they were able to view the information electronically, it was easy to print hard copies from the web pages.

Overall, the Committee thought that the information presented was easier to read and follow, and the Committee extended their thanks to officers for all their hard work with the new performance data.

RESOLVED

That the report and comments raised be noted.

29 UPDATE ON THE TRADING STANDARDS SERVICE FOR
LINCOLNSHIRE - FINDING SOLUTIONS TO ENSURE EFFECTIVE AND
EFFICIENT DELIVERY

The Committee gave consideration to a report from the Safer Communities Manager, which provided an update on how the Trading Standards Service was managing following a 50% reduction in resources over the last four years. The report also detailed the priority setting process that had been adopted and the priorities that had been set for 2015/16.

It was highlighted that nationally all consumers requiring advice and assistance were now directed to the Citizens Advice Consumer Service. The service was government funded and provided advice by telephone, e-mail and through the web, and it was used as the main reporting portal for Trading Standard issues.

Even though the service had experience a 50% reduction in resources, adopting intelligence led approach, reorganising officers to meets needs and priorities in a flexible way and exploring alternative delivery methods had meant that the Trading Standards service in Lincolnshire had retained the ability to protect and safeguard the most vulnerable victims of consumer fraud whilst balancing their approach to monitoring and supporting a fair and safe trading economy.

It was highlighted that currently the service was awaiting the outcome of the three national reviews into the service and that Lincolnshire's views would be heard at a national level.

A short discussion ensued, from which the following issues were raised:-

- The need for a local service especially when vulnerable people were being targeted;
- Charging for carrier bags. The Committee were advised that the five pence charge applied to larger businesses employing 250 or more employees, and only applied to plastic bags. It was highlighted that smaller shops could in effect charge what they wanted;
- The need for health and safety aspects especially when services for gas/electric were being provided by rogue traders. The Committee were reassured that rogue traders would be picked up through the CAB helpline and from intelligence. This would be picked up and an appropriate response would be made. A concern was expressed that making cuts could result in increased risks happening. The Committee were advised that some things the consumer themselves could spot and those with the highest risk would be targeted. The service also used Lincs Alert as a way of informing and warning the public of issues. The service focussed on vulnerability and safety;
- Responsibility for blind fitting, the Committee were advised that if the property was rented then responsibility would rest with the landlord, but it was highlighted that responsibility also rested with the consumer as they had a duty to protect themselves.

The Committee were reassured that the Trading Standards Service in Lincolnshire had retained the ability to protect and safeguard the most vulnerable victims of consumer fraud, whilst balancing the Councils approach to monitoring and supporting a fair and safe trading economy.

RESOLVED

That the report be noted.

30 PROPOSED COURT CLOSURES CONSULTATION

Consideration was given to a report from the County Officer Public Protection, which informed the Committee about the Government's current consultation to rationalise the court estate across England and Wales. It was highlighted that the consultation proposed the closure of both Grantham and Skegness Magistrates Courts.

The Committee were referred to a paper circulated at the meeting which contained comments from Councillor Mark Whittington, Divisional member for Grantham Barrowby, and the Chairman and Vice-Chairman of the Lincolnshire Magistrates regarding the proposed closures.

It was reported that Lincolnshire currently had four Magistrates courts at Lincoln, Boston, Grantham and Skegness. The consultation had identified that Skegness and Grantham were being underutilised by 20% and 40% respectively, and were therefore not offering good value for money. The consultation document also identified the state of repair of the estate. Paragraph 1.1 to 1.9 of the report contained details of the key issues to the consultation document. Appendices A and B to the report provided the committee with copies of the consultation documents.

The Safer Communities Manager introduced the report from which the Committee made reference to the following issues:-

- Some concerns were expressed that the proposal was a backward step of more centralisation;
- Whether Lincoln and Boston would be able to cope with the extra case load. The Committee were advised that the Council's legal service had been contacted and they had indicated that they had not had any issues with Lincoln or Boston;
- The effect the travelling could have on witnesses and victims;
- The rurality of Lincolnshire and the implication for people attending court using public transport, as services were infrequent, long and costly;
- Members of the Committee were also encouraged to make an individual response to the consultation document;
- The potential for additional cost for the prisoner transport service; and
- Wastage of police time travelling further to courts.

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In conclusion, the Committee agreed to the Chairman, Vice-Chairman and the Scrutiny Officer formulating a response to the consultation document on behalf of the Committee, other interested parties, and suggestions included in the report presented. That a copy of the said response would then be emailed out to all members of the Committee, prior to it being submitted to HMCTS Consultation Ministry of Justice before 8 October.

RESOLVED

1. That the report be noted.
2. That the Chairman, Vice-Chairman of the Community and Public Safety Scrutiny Committee and the Scrutiny Officer be authorised to formulate a response on behalf of the Committee; and that a copy of the said response should be emailed to all members of the Committee prior to being submitted to HMCTS Consultation Ministry of Justice before the deadline of 8 October 2015.

31 COMMUNITY AND PUBLIC SAFETY SCRUTINY COMMITTEE WORK PROGRAMME

Consideration was given to a report from the Executive Director responsible for Democratic Services, which enabled the Committee to consider its Work Programme for the coming year.

The Scrutiny Officer presented the report which had detailed at Appendix A, a copy of the current Community and Public Safety Scrutiny Committee Work Programme.

The Committee were reminded that early on in the meeting a request had been made for a report concerning Emergency Planning issues relating to static caravan's sites; and that the PCSO's item would be reinstated on to the Committee's Work Programme.

RESOLVED

That the Work Programme presented be agreed subject to the inclusion of the two items mentioned above.

The meeting closed at 1.05 pm

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Open Report on behalf of Pete Moore, Executive Director of Finance and Public Protection

Report to:	Community and Public Safety Scrutiny Committee
Date:	14 October 2015
Subject:	Domestic Abuse Update

Summary:

This report provides the Community and Public Safety Scrutiny Committee with an update of the Domestic Abuse work undertaken by the Community Safety Team.

Actions Required:

The Committee is invited to consider and comment on the report.

1. Background

Domestic abuse has a significant impact upon the communities and public services of Lincolnshire. Estimates from the Crime Survey of England and Wales (CSEW) suggest that 1 in 15 adults aged between 16 and 59 years suffered at least one incident of domestic abuse in 2013/14. This meant that during 2013/14 alone there were more than 25,500 victims of domestic abuse in Lincolnshire.

While most victims would not report their abuse to a partnership agency, domestic abuse nonetheless accounted for a high proportion of the workload of many public agencies in Lincolnshire, including 1 in 7 police urgent emergency callouts, 1 in 3 violent crimes, 1 in 4 adults' safeguarding referrals, 2 in 5 children's social care assessments and Families Working Together referrals, and an estimated 3,376 healthcare users.

Domestic abuse is a well-established priority for Lincolnshire County Council and the Lincolnshire Community Safety Partnership. Much has already been achieved by LCC, the Domestic Abuse Strategic Management Board (DA SMB) and its individual member agencies.

Lincolnshire County Council – Community Safety Priority Team, Safer Communities

The Authority initiates, facilitates and/or supports much of the partnership domestic abuse activity in Lincolnshire. This includes coordination and administration of the Multi Agency Risk Assessment Conference (MARAC) which is a partnership

response to high risk cases of domestic abuse, administration and support for the DA SMB and its sub groups, multi-agency and in house domestic abuse training, publicity campaigns, development of policies and protocols, data analysis, commissioning of domestic abuse services and coordination of domestic homicide reviews.

The Data Analyst employed by the Community Safety Priority Team has produced a strategic overview of domestic abuse based on the available national and local data. The local data is predominantly from Lincolnshire Police and the information related to high risk cases that have been referred to the MARAC. This strategic overview has provided valuable information that will help with the development of the next Domestic Abuse Strategy, whilst recognising that data from the wider partnership is vital in order to form a fuller picture of domestic abuse in Lincolnshire.

Lincolnshire County Council currently funds the Independent Domestic Violence Advisor (IDVA) service for high risk victims of domestic abuse, and the DA outreach services for all non high risk victims who need support across the 7 districts. The contracts for these services are due to end in March 2016. There are uncertainties about the future commissioning of these contracts given the current economic climate.

Domestic Abuse Protocol Update

The new Domestic Abuse Protocol will be officially agreed at the next meeting of the Domestic Abuse Strategic Management Board on 13 October 2015. It contains information and guidance for practitioners about all aspects of domestic abuse, to ensure that we have consistent and appropriate responses to domestic abuse across all agencies. To launch the protocol, an event was held on 29 September 2015 for front line practitioners and was attended by over 150 delegates.

2. Conclusion

If domestic abuse is not taken seriously victims can and do die or can suffer long term physical, financial and emotional effects.

Domestic abuse cannot be tackled by one agency alone; it requires the full commitment of all agencies. The County Council is a key agency in the domestic abuse partnership and provides both funding and resources in terms of strategic planning and oversight, coordination and administration.

There are some potentially challenging times ahead given the uncertainties around funding and the demands placed on the Council to support the partnership and manage Domestic Homicide Reviews.

Whilst the Authority has made considerable improvements in relation to tackling domestic abuse, there is still a significant amount of work to complete to ensure compliance with the new Domestic Abuse Protocol, including the 10 standards of the Lincolnshire Domestic Abuse Charter, training for practitioners, risk

assessment and risk management, referral pathways and ensuring that robust policies and procedures are embedded.

3. Consultation

a) Policy Proofing Actions Required

n/a

4. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Karen Shooter, who can be contacted on 01522 554509 or Karen.shooter@lincolnshire.gov.uk

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Open Report on behalf of Dr Tony Hill, Executive Director of Public Health and Wellbeing

Report to:	Community and Public Safety Scrutiny Committee
Date:	14 October 2015
Subject:	Substance Misuse Treatment Re-commissioning Update

Summary:

In March 2015 the Executive approved the re-commissioning of substance misuse treatment services, agreeing that the contracts should be reviewed at the end of the current contract period. Given the contribution that substance misuse treatment makes towards achieving key outcomes in the Public Health Outcomes Framework and towards the objectives of the Joint Health and Wellbeing Strategy, it was felt re-commissioning was appropriate. The treatment of substance misuse is a statutory obligation of the Council.

The Executive also agreed to extend contracts from 31 March 2016 to 30 September 2016 to support the re-commissioning and re-procurement of substance misuse treatment and to allow an adequate handover period for this vulnerable client group.

This report provides an update on progress on this re-commissioning work, identifying achievement against the key milestones for delivery.

Actions Required:

The Community & Public Safety Scrutiny Committee is asked to consider and comment on the content of this update report.

1. Background

Lincolnshire County Council is responsible for the treatment of substance misuse for all Lincolnshire residents. At the present time service providers include Addaction, Young Addaction, DART and Nacro, and incorporate pharmacological and psychosocial services, including brief interventions, harm minimisation, relapse prevention and peer support. On the whole, these services have been in place for 15 years and have not been subject to a competitive tender during this time; this is because contracts were previously held within the NHS.

The transfer of commissioning responsibility for this, and other contracts, to the County Council has provided the opportunity to re-commission these services as contracts expire, and in March 2015 the Council's Executive gave agreement that these contracts could be re-commissioned owing to the contribution they make to the Public Health Outcome Framework and the wider Joint Health and Wellbeing Strategy.

Significant engagement has been undertaken so far which has included:-

- meetings with current providers, potential new providers, the Lincolnshire Local Medical Committee, the Lincolnshire Local Pharmacy Committee, the Police and Crime Commissioner, Shared Care General Practitioners, United Lincolnshire Hospitals NHS Trust representatives, Lincolnshire Courts, the Integrated Offender Management Board and Healthwatch;
- engagement events with service users and peer mentors;
- engagement events with current providers, potential providers and stakeholders;
- attendance at Clinical Commissioning Group Board meetings;
- questionnaire for treatment naive, previous and current service users;
- questionnaire for GP's; and
- questionnaire for family, friends, interested parties and staff.

Findings from this engagement indicate overall support for the continuation of specialist treatment services and provide useful insight into what service users, providers and stakeholders expect of a new system. Key findings include:-

- the potential to review the opening hours of the services and their locations given the vast geographical area Lincolnshire covers;
- the current services on the whole have been well received and are valued;
- the levels of support received and the understanding nature of the treatment service workers was particularly noted; and
- a recurring theme around a desire to volunteer within the services, or gain employment within them, once the service user had completed their own recovery journey.

A session held during June 2015 with current providers, stakeholders and interested parties was used to understand their view of treatment services, both at a strategic and operational level. Detail was provided on a benchmarking exercise undertaken and attendees were asked to consider the strengths and weaknesses

of each of the five proposed models of service delivery that had been evidenced elsewhere.

Attendees also had the opportunity to state what their "must haves", "nice to haves" and "can live without" elements of service would be given a restricted budget. The main areas of discussion centred on consideration of an integrated drug and alcohol service with a contract that allowed flexibility and innovation from the successful provider.

Following the session, the findings were reviewed in detail and the potential models were narrowed down from five to one. The delegates initially showed preference for either model one or model two, but wanted a contract that was not prescriptive in the way services and support was delivered. They preferred a contract which could be segmented as required in terms of providing services to both young people and adults covering all drugs and alcohol use. After consideration, it was concluded that model two would allow for development of this.

As such the proposed model contains one contract for treatment services and one contract for recovery services, both for all substances of misuse and for service users of all ages. As part of the procurement process providers would still have the opportunity to bid on both elements, evidencing value for money and economies of scale.

At a second engagement event model two was presented to delegates to seek their approval and to undertake an Impact Analysis of the two elements. Attendees supported this proposed model and were pleased their views had been taken into consideration. The session also concentrated on the overarching principles of service delivery because details around where services would be located would not be known until the contracts have been awarded at the start of 2016.

The Impact Analysis highlighted areas for consideration for the new provider, such as ensuring services were accessible to all ethnic groups, with consideration given to ethnic minority groups who have a higher propensity to misuse substances. Although Lincolnshire has a relatively small population of these groups and, thereby does not indicate the need for a separate service provision, any future services will need to ensure they are accessible and sensitive to the needs of this population. Stronger working links also need to be developed with domestic abuse services, children and family services, mental health services and sexual health services.

Dependant on the budget setting process for 2016/17, a final session will be held in November 2015 to confirm this model with potential providers and support will be given around the tendering process. All documents and evidence from all sessions will be available on the electronic tender system to ensure transparency and will also be shared with all those invited to the events.

Following the implementation there will be an offer to councillors to be involved in a 'meet and greet' of the services, as per this Committee's previous request. Please also see Appendix B for details on referring to the current services.

2. Conclusion

The project plan for the re-commissioning of these services is on target and progress against key milestones is summarised in Appendix A.

The commissioning plan has been finalised with the exception of the available budget owing to the financial challenge process.

3. Consultation

a) Policy Proofing Actions Required

n/a

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Progress against Key Milestones
Appendix B	Adult Alcohol and Drug services

5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Louise Egan, who can be contacted on 01522 554503 or louise.egan@lincolnshire.gov.uk

Progress against Key Milestones

Milestone	Deadline	Progress
Issue the Prior Information Notice (PIN)	March 2015	Completed
Review corporate needs (Including a review of relevant national policies and guidance; regional and local guidance and literature; local priorities and objectives)	March 2015	Completed
Review of felt/expressed/normative needs (Including undertake stakeholder analysis; produce a communication/engagement plan; stakeholder engagement events)	March 2015	Completed
Review of comparative needs (including desktop commissioner consultation; agree framework for benchmarking exercise and analysis; analyse comparator area data)	April 2015	Completed
Complete the Health Needs Assessment (including a review of epidemiological evidence base)	April 2015	Completed
Commissioning Plan written	July 2015	Awaiting approval – dependent on financial challenge budget setting
Impact Analysis	August 2015	Completed although this will be revisited once tenders are submitted
Pre-procurement consultation (Market analysis)	September 2015	Completed
Specification writing	November 2015	Started
ITT writing	December 2015	To commence
Procure services	November 2015 - October 2016	To commence

Adult Alcohol and Drug services

Both DART and Addaction have a full range treatment services available for both Alcohol and drugs, resource sites are located in Lincoln, Grantham and Boston but satellite sites are also used across all areas of Lincolnshire. Addaction also provide an online Skype service.

Drug and Alcohol Recovery Team (DART)

Internet - <http://www.lpft.nhs.uk/our-services/specialist-services/dart>

Telephone - 0303 123 4000

Addaction

Internet;

<http://www.addaction.org.uk/landing.asp?section=443§ionTitle=Lincolnshire>

Full contact details;

<http://www.addaction.org.uk/page.asp?section=660§ionTitle=Contact+Us>

Telephone – Lincoln 01522 305518

Grantham – 01476 512950

Boston – 01205 319920

NACRO Independent Governance Service (IGS)

NACRO offers all service users independent, confidential advice regarding their options of provisions available and the opportunity of a transfer providers if requested. This service can be utilised if a service user cannot decide which of Addaction or DART services are most appropriate for them or if they are unhappy about their treatment with either Addaction or DART adult services

Internet - <http://www.nacro.org.uk/services/lincolnshire/lincolnshire-substance-misuse-independent-governance-service/>

Telephone – 01522 589711

Young person's Alcohol and Drug services (18 years and younger)

Young Addaction

Young Addaction provides alcohol and drug services to anyone who is 18 years or younger. Intervention can be provided at an appropriate location and is tailored to individual need

Telephone – 01522 305768

Needle Syringe programme

There is a county wide needle syringe programme providing free needles and syringes for people who continue to inject drugs. This service supplies clean equipment to prevent viruses and infections that can happen if needles and syringes are not sterile. Specialist services are provided at each of Addaction's three main resource sites, but also 17 pharmacies across Lincolnshire. A full list of sites can be found here –

<http://www.addaction.org.uk/page.asp?section=656§ionTitle=Needle+Syringe+Provision>

Family and Carer Support

Oasis

Oasis provide confidential support for parents, carers, family, and friends of drug and alcohol users. Services provided include drop-in venues, one-to-one meetings and telephone support across Lincolnshire

Telephone 07900 013041

All services can be tailored to individual need, if in doubt, give them a call and discuss any concerns you may have

Please note the following changes will be made to the services detailed above:

Oasis – these services are subject to review and are scheduled to be re-commissioned for Summer 2016

DART, Addaction, Young Addaction, NACRO IGS and the Needle Syringe Programme – these services are subject to review and are scheduled to be re-commissioned for October 2016

Open Report on behalf of Dave Ramscar, Chief Fire Officer

Report to:	Community and Public Safety Scrutiny Committee
Date:	14 October 2015
Subject:	Enabling Closer Working Between the Emergency Services – Consultation Document

Summary:

The Government has published a consultation on measures to transform the delivery of local fire and police services and drive greater collaboration between the three emergency services (Police, Fire and Ambulance). A copy of the consultation document is attached to this report. Work is currently on-going to formulate a response on behalf of the Authority. An update will be provided to Committee members at the meeting. The closing date for response to the consultation is 23 October 2015.

Action Required:

The Committee is invited to note and comment on the content of the consultation document.

1. Background

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.

2. Conclusion

A response to the consultation on behalf of the Authority is currently being formulated to meet the consultation deadline of 23 October 2015.

3. Consultation

a) Policy Proofing Actions Required

n/a

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Enabling closer working between the Emergency Services Consultation Document

5. Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Enabling closer working between the Emergency Services	https://www.gov.uk/government/consultations/enabling-closer-working-between-the-emergency-services

This report was written by Nick Borrill, who can be contacted on 01522 582201 or nick.borrill@lincoln.fire-uk.org



HM Government

Consultation

Enabling closer working between the Emergency Services

September 2015



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For further information on this consultation, contact: Bluelights@homeoffice.gsi.gov.uk

The consultation can be found on gov.uk.

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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"> • Police • Fire and Rescue • Ambulance <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 th September 2015 – 23 rd October 2015
How to respond	<p>Responses can be submitted online through the gov.uk website, or by email : Bluelights@homeoffice.gsi.gov.uk</p> <p>or by post:</p> <p>Emergency Services Collaboration Consultation Police Strategy & Reform Unit 6th Floor Fry Building 2 Marsham Street London SW1P 4DF</p>
Enquiries	Bluelights@homeoffice.gsi.gov.uk
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: HOC consultations@homeoffice.gsi.gov.uk.</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 23rd 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 policing¹ 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 Knight² 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

¹ Estimating demand on the police service (2015)

² 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*,³ 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.

³ Transforming NHS Ambulance Services (2011)

The Government has invested over £70 million in local blue light collaboration projects⁴ and supports the Emergency Services Collaboration Working Group, which has published a national overview of collaboration,⁵ hosted a shared learning event with over 140 delegates, and published research⁶ 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.

⁴ 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>

⁵ National overview of collaboration (2014)

⁶ 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”,⁷ the Home

⁷ 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.

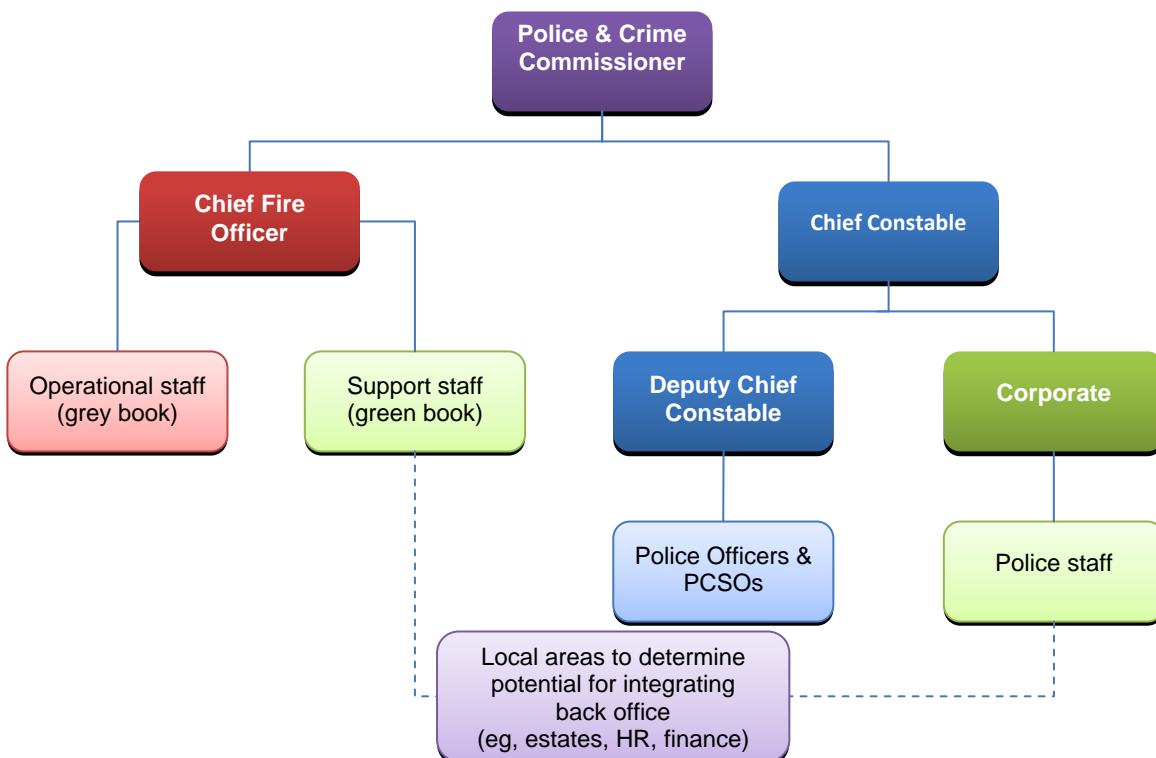
- The secondary legislation referred to above would transfer responsibility for governance of the local fire and rescue service to the Police and Crime Commissioner. This would allow Police and Crime Commissioners to drive ambitious reform of their local fire and rescue service and collaboration with 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?

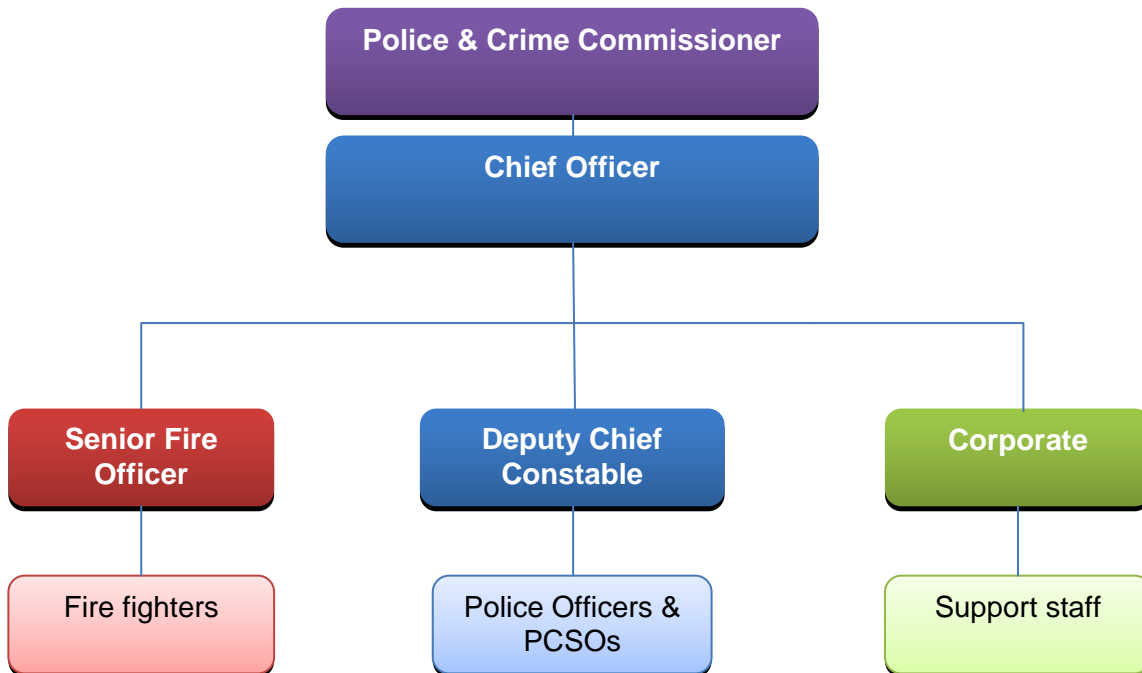
To retain the division between governance and operational functions, under this model the single employer will be led by a chief officer, who will employ all fire and police personnel. The new chief officer would need to hold the rank of chief constable as this is required in legislation for police forces. 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.⁸

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.

⁸ 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*)

Open Report on behalf of Pete Moore, Executive Director of Finance and Public Protection

Report to:	Community and Public Safety Scrutiny Committee
Date:	14 October 2015
Subject:	Lincolnshire Community Safety Partnership Priority Areas Update

Summary:

This report provides an update on the Lincolnshire Community Safety Partnership (LCSP). This includes the priority setting process, structure of the LCSP and progress highlights for each of the priority areas.

Actions Required:

Members are invited to comment on the contents of this report and the progress of the priority areas.

1. Background

1.1 Structure of Lincolnshire Community Safety Partnership (LCSP)

1.1.1 Community Safety arrangements in Lincolnshire were restructured over four years ago to create an informally merged Community Safety Partnership for the county. Voting members come from the eight councils, Clinical Commissioning Group, Community Rehabilitation Company, Fire & Rescue, Police, Police & Crime Commissioner and National Probation Service. There are in addition several non-voting attendees representing the local Community Safety Partnerships, Prisons, Magistrates Court, Local Criminal Justice Board, National Offender Management Service and the chairs of the priority Strategic Management Boards. Since the restructure, attendance at the quarterly meetings has been consistently high.

1.1.2 Most of the LCSP's priorities are supported by a Strategic Management Board (SMB). These multi-agency boards, led by different partners, are responsible for developing and actioning delivery plans, and reporting progress back to the LCSP on a quarterly basis. The reports focus on current challenges and risks which will impede progress against the delivery plan and the support of the strategic LCSP is sought to unblock any issues. Please see Appendix A for an illustration of the LCSP's

structure.

- 1.1.3 The partnership provides an opportunity to share good practice, discuss further opportunities for joint working and to challenge the way we do things. There is now a standing agenda item for 'Cross Cutting/Emerging Issues' under which themes identified as common to a number of SMBs or local CSPs can be discussed and addressed.

1.2 Setting Priorities

- 1.2.1 The LCSP priorities are set through a robust process that includes a comprehensive strategic analysis of crime, anti-social behaviour and other community safety issues (this is produced by the Police and Lincolnshire County Council but with the input of a wide range of partner agencies) and a priority setting event which facilitated a healthy debate and thorough examination of the recommendations contained within the strategic assessment.

- 1.2.2 In 2015/16 the partnership moved from a one year to a three year cycle in recognition that re-visiting strategic priorities each year has undermined the partnerships ability to take a longer term, more sustainable, approach in tackling significant underlying issues across the county. The LCSP also challenged its own approach to priority setting and set itself criteria when considering each issue; do we add value as a partnership?; do we together make a difference?; do we recognise and tackle the emerging?; do we tackle the cause and prevent more?; do we increase effectiveness and efficiency?; is this a single agency issue?; and, lastly, if we don't tackle it who does?

- 1.2.3 Following the process described above, the following priorities have been agreed by the LCSP for the period 2015-18:

- Anti-Social Behaviour and Hate Crime
- Domestic Abuse
- Reducing Offending
- Serious & Organised Crime
- Sexual Violence
- Substance Misuse

Serious and Organised Crime and Sexual Violence were added as new and developing priorities for the Partnership during the last review. The LCSP also keep a 'watching' brief on Road Safety (a 2014/15 priority), acknowledging that this area is well resourced and managed through the Lincolnshire Road Safety Partnership.

2. Priority Area Updates

2.1 Anti-Social Behaviour and Hate Crime

Incidents of Anti-Social Behaviour (ASB) continue to decrease. The Safer Communities Service currently commission two services supporting victims of ASB; the vulnerable victim service and mediation for cases of neighbourhood dispute. The service will be carrying out an evaluation of the provision in the next couple of months.

In relation to hate crime, the Safer Communities Service has produced a report mapping the prevalence of hate crime/incidents in Lincolnshire. The final report includes a series of recommendations all of which were agreed by the Hate Crime Delivery Group and will be built in to the partnership delivery plan.

2.2 Domestic Abuse

The Safer Communities Service has produced a strategic overview of domestic abuse in Lincolnshire, describing and explaining, where possible, both the current picture and longer terms trends. Having presented this to the Domestic Abuse Strategic Management Board, a task and finish group has been established specifically to look at the recommendations and agree any resulting activity. The service has also commissioned Lincolnshire Partnership Foundation Trust (LPFT) to develop a strategy aimed to reduce both the frequency and severity of domestic abuse incidents focusing on an intervention aimed at perpetrators.

On 29 September 2015, 150 front line staff from local agencies and charities gathered to learn more about domestic abuse and discuss how to make improvements and provide the best, most appropriate service. Discussions focussed not only on how to help the victim of the abuse but also the other family members who may be suffering including children and elderly relatives, and how we can work together to challenge those who are being abused.

2.3 Reducing Offending

The Reducing Reoffending Strategic Management Board (SMB) has had a refocus and has been renamed as the Reducing Offending SMB. This has enabled the group to secure increased partnership engagement with a greater focus on a holistic approach which addresses family, early intervention and is driven by innovation and best practice. The SMB are currently considering a briefing paper produced by the Safer Communities Service regarding the methodology behind a proposed local reoffending rate calculation. Once agreed and implemented the figures produced will enable the SMB to target interventions more effectively.

2.4 Serious & Organised Crime

A local Serious and Organised Crime profile has been developed with good partner input. The feedback on the profile from the Home Office is very positive. An action plan has been generated following production of the profile. At a practical level there is an exercise to share specific information on two Organised Crime Groups, one from the north of the County and one from the South. This has picked up some valuable additional intelligence from partner agencies and the next step is to plan joint intervention activity.

2.5 Sexual Violence

The Safer Communities Service has commenced work on the production of a sexual violence profile. Having been identified as a priority following the 2014 strategic assessment due to an increase in volume, it was recognised that more detailed analysis is required to understand where to focus activity. Once we are further down the line in the production of the profile, partnership support will be required to direct the product and deliver on any recommendations.

2.6 Substance Misuse

There are a number of projects recently commenced having been commissioned by the Safer Communities Service. These include the Blue Light Street Outreach Workers who will coordinate a support package for the Blue Light clients including organising multi-agency meetings in order to produce an action plan to address the barriers preventing them from accessing treatment. The principle aim of the Blue Light Project is to reduce the burden treatment resistant drinkers have on public services. Alcohol Concern are also delivering Blue Light training to front line practitioners. To date, over 150 individuals have been trained which includes a number of 'train the trainers' therefore resulting in wider dissemination into partner organisations. A further two more dates are yet to take place.

3. Consultation

a) Policy Proofing Actions Required

n/a

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Lincolnshire Community Safety Partnership Structure Diagram

5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Claire Seabourne, who can be contacted on 01522 552609 or claire.seabourne@lincolnshire.gov.uk



- County-wide strategic group
- County-wide strategic priorities
- Delivery mechanisms against county-wide priorities
- LCSP to monitor and respond as appropriate to emerging issues
- LCSP strategy and performance
- Local issues emerging from community and neighbourhood Policing Panels
- Voting LCSP member
- Non-voting LCSP member

Policy and Scrutiny

Open Report on behalf of Richard Wills, Director responsible for Democratic Services

Report to:	Community and Public Safety Scrutiny Committee
Date:	14 October 2015
Subject:	Community and Public Safety Scrutiny Committee Work Programme

Summary:

This report enables the Community and Public Safety Scrutiny Committee to consider its Work Programme for the coming year.

Actions Required:

To consider and comment on the Work Programme as set out in Appendix A to this report.

1. Background

At every meeting of the Committee, Members are invited to consider their future Work Programme and to agree on items to be included in the Work Programme. The current work programme for the Committee is attached at Appendix A to this report.

Scrutiny Activity Definitions

Set out below are the definitions used to describe the types of scrutiny, relating to the items on the Work Programme:

Budget Scrutiny - The Committee is scrutinising the previous year's budget, the current year's budget or proposals for the future year's budget.

Pre-Decision Scrutiny - The Committee is scrutinising a proposal, prior to a decision on the proposal by the Executive, the Executive Councillor or a senior officer.

Performance Scrutiny - The Committee is scrutinising periodic performance, issue specific performance or external inspection reports.

Policy Development - The Committee is involved in the development of policy, usually at an early stage, where a range of options are being considered.

Consultation - The Committee is responding to (or making arrangements to) respond to a consultation, either formally or informally. This includes pre-consultation engagement.

Status Report - The Committee is considering a topic for the first time where a specific issue has been raised or members wish to gain a greater understanding.

Update Report - The Committee is scrutinising an item following earlier consideration.

Scrutiny Review Activity - This includes discussion on possible scrutiny review items; finalising the scoping for the review; monitoring or interim reports; approval of the final report; and the response to the report.

2. Conclusion

To consider and comment on the Work Programme.

3. Consultation

a) Policy Proofing Actions Required

n/a

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Community and Public Safety Scrutiny Committee Work Programme

5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Tracy Johnson, who can be contacted on 01522 552164 or tracy.johnson@lincolnshire.gov.uk.

COMMUNITY AND PUBLIC SAFETY SCRUTINY COMMITTEE

Chairman: Councillor Chris Brewis

Vice Chairman: Councillor Linda Wootten

14 October 2015		
Item	Contributor	Purpose
Domestic Abuse Update	Karen Shooter, County Domestic Abuse Manager	Update Report
Substance Misuse Treatment Re-commissioning	Tony McGinty, Consultant in Public Health	Update Report
Enabling Closer Working Between the Emergency Services – Government Consultation	Dave Ramscar, Chief Fire Officer	Status Report
Sitting as the Crime and Disorder Committee		
Lincolnshire Community Safety Partnership Priority Areas Update	Mark Housley, County Officer Public Protection	Update Report

25 November 2015		
Item	Contributor	Purpose
Libraries Procurement – Award of Contract – EXEMPT REPORT	Sophie Reeve, Chief Procurement Officer	Pre-Decision Scrutiny (Executive 1 December 2015)
Youth Offending Update	Andy Cook, Head of Youth Offending Service	Update Report
Quarter 2 Performance – 1 July to 30 September 2015	Mark Housley, County Officer Public Protection; Tony McGinty, Consultant in Public Health; Nick Borrill, Deputy Chief Fire Officer	Performance Scrutiny
Fire and Rescue Statement of Assurance 2014/15	Nick Borrill, Deputy Chief Fire Officer	Update Report
Sitting as the Crime and Disorder Committee		
Integrated Offender Management	Mark Housley, County Officer Public Protection	Status Report

Appendix A

13 January 2016		
Item	Contributor	Purpose
Budget Proposals 2016/17	Michelle Grady, Assistant Head of Finance	Budget Scrutiny
Bespoke Business Advice Provided by Trading Standards	Sara Barry, Safer Communities Manager	Pre-Decision Scrutiny (Executive 2 February 2016)
Lincoln Prison Update	Peter Wright, Governor HMP Lincoln	Update Report
Joint Ambulance Conveyance Project	Nick Borrill, Deputy Chief Fire Officer	Update Report
Integrated Risk Management Plan	Nick Borrill, Deputy Chief Fire Officer	Consultation

9 March 2016		
Item	Contributor	Purpose
Lincolnshire Association of Local Councils (LALC)	Trisha Carter, Chief Executive LALC	Update Report
Annual Report of the Director of Public Health on the Health of the People of Lincolnshire 2015	Tony Hill, Director of Public Health	Update Report
Libraries Update	Tony McGinty, Consultant in Public Health	Update Report
Quarter 3 Performance – 1 October to 31 December 2015	Mark Housley, County Officer Public Protection; Tony McGinty, Consultant in Public Health; Nick Borrill, Deputy Chief Fire Officer	Performance Scrutiny

For more information about the work of the Community and Public Safety Scrutiny Committee please contact Tracy Johnson, Senior Scrutiny Officer, on 01522 552164 or by e-mail at tracy.johnson@lincolnshire.gov.uk