

A Case for Change

Consultation Report

Published November 2018



OFFICE OF THE POLICE & CRIME
COMMISSIONER FOR NORFOLK

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Consultation Delivery

Background

The Policing and Crime Act, which received royal assent in January 2017, placed a new statutory duty on emergency service organisations to collaborate with one another where it is in the interests of efficiency or effectiveness.

The Act also includes provisions that enable Police and Crime Commissioners (PCCs), where a local case is made in the interest of economy, efficiency and effectiveness, or public safety, to take on responsibility for the governance of fire and rescue services.

In response to this new legislation, the Office of the Police and Crime Commissioner for Norfolk (OPCCN) appointed consultants, Grant Thornton, following a competitive tender process, to carry out an independent review and appraisal of the options which the legislation enables.

That project was initially split into two phases:

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

And then if, at the options appraisal and outline business case stage, a case for change could be made:

- **Phase 2** – Development of a draft full business case.

The outline business case developed by Grant Thornton in Phase 1 of the project was presented to PCC Lorne Green in January 2018.

The PCC then took the decision in February 2018 to proceed to Phase 2 of the project.

The draft full business case (completed under Phase 2) was presented to the PCC in July 2018. Having carefully considered all of the evidence provided to him in the draft full business case, the PCC took the decision to proceed to:

- **Phase 3** – Public consultation.

A public consultation was launched on 11 July 2018 and ran for eight weeks.

Consultation delivery

The Office of the Police and Crime Commissioner for Norfolk (OPCCN) – an apolitical organisation - developed a strategy to set out how it would support the Police and Crime Commissioner (PCC) in consulting on a full business case on the future governance of Norfolk Fire and Rescue Service (NFRS). That strategy sought to cover the requirements of the consultation, outlined the proposed approach and took account of both legal requirements and best practice principles.

The Consultation Strategy is provided at Appendix A.

The survey and supporting information

The OPCCN launched the ‘A Case for Change’ fire governance consultation on 11 July 2018. The period of the consultation was set at eight weeks, with a closing date of 5 September 2018.

The consultation took the form of an online survey, hosted by SmartSurvey and accessed via a dedicated ‘fire governance’ portal on the Norfolk PCC website. As well as providing access to the survey, the portal linked to the following supporting information to ensure those wishing to take part in the consultation could make an informed decision:

- details of the legislative framework within which the PCC was working
- the initial options appraisal
- the PCC’s decision to progress to development of a draft full business case
- the draft full business case
- the PCC’s decision to progress to public consultation
- a summary of the draft full business case
- a video summarising the draft business case and consultation process
- a set of questions and answers, updated at regular intervals to reflect the questions being asked by the public and partners during the course of the consultation.

The survey could also be accessed via a news item on the Norfolk PCC website announcing the launch of the consultation – available at Appendix B. That news item too provided links to all the supporting information.

As well as running online, the survey was made available in hard copy and, for people wanting to have their say in a different way, contact with the OPCCN was invited via telephone, email or post.

A postcard and leaflet were also produced to promote the consultation and encourage people to have their say by taking the survey or getting in contact with the OPCCN.

Copies of all of the consultation materials are available at Appendix F.

The survey asked the following primary question:

The proposal is that the Police and Crime Commissioner (PCC) becomes the Police, Fire and Crime Commissioner (PFCC) and has overall responsibility for the governance of both Norfolk Fire and Rescue Service and Norfolk Constabulary. Do you agree or disagree with this proposal?

The survey also offered participants the opportunity to provide additional ‘free text’ comments.

Further information was then requested from those taking the survey, including whether they worked for a stakeholder organisation (Norfolk Fire & Rescue Service, Norfolk Police or Norfolk County Council - the current fire authority), the district in which they live, their gender, their age group and ethnic background. By collecting this information, it made it possible to identify whether the legal requirement

to consult stakeholders who might be affected by the PCC's proposals was being met. It also allowed the OPCCN to target engagement activity over the course of the eight weeks to raise awareness of the consultation with, and encourage participation from, those groups where response levels were lower than others. No identifiable data was requested from participants; respondents could remain anonymous with no requirement to enter names, addresses or email addresses in order to have their say.

Raising awareness of the consultation

The launch of the consultation was marked with the PCC providing a face-to-face briefing for members of the media, as well as doing interviews with local newspapers and radio stations. The OPCCN issued a media release which was also added to the Norfolk PCC website homepage as a news item. On the day of the launch, and in the days and weeks that followed, the PCC's invitation to residents to have their say and details of how to do so were widely promoted across all media.

Examples of media coverage of the consultation are at Appendix G.

The OPCCN promoted the consultation through its own electronic newsletter, also using the Norfolk PCC website, Twitter and Facebook accounts to raise awareness. Links to the consultation information were also added to the email signatures of OPCCN staff.

Details of the consultation, along with a message from the PCC to officers and staff, were published on the Norfolk Police intranet and carried in the Force digital magazine. That information was also offered to the Chief Fire Officer for sharing with fire service employees.

The PCC wrote (both by letter and email) to all statutory consultees, including local authority leaders, Norfolk MPs, union representatives, the Chief Fire Officer and Chief Constable, providing details of the consultation and formally inviting their feedback on the business case. A follow-up 'reminder' communication was also sent two weeks before the close of the consultation.

Paper copies of the survey, along with supporting information, were available in public locations such as in the reception of Norfolk Police headquarters and Café Britannia at HMP Norwich.

Details of the consultation, along with hard copy surveys and supporting information were shared with community and voluntary sector partners with the invitation for feedback and the request to help raise awareness.

OPCCN volunteers, the Independent Custody Visitors, Independent Advisory Group members and Youth Commission, helped spread word of the consultation, as well as offering their own, personal feedback.

The OPCCN worked with the Norfolk Association of Local Councils to ensure town and parish councils were aware of the consultation and had the opportunity to make their views known.

Information about the consultation was also shared with Norfolk's business community through the Norfolk Chamber of Commerce and Federation of Small Businesses.

This is by no means an exhaustive list of the methods used to raise awareness of the survey and encourage people to give their views, but rather provides a snapshot of the approaches used.

This activity sat alongside an intensive programme of engagement activity which brought the PCC into contact with individuals, groups and organisations all over Norfolk.

A full overview of OPCCN consultation activity is at Appendix B.

Consultation engagement activities

Within the eight-week consultation period, the PCC and staff from the OPCCN completed a total of 55 engagement activities. These activities were broken down into the following:

- 1 public meeting
- 4 visits to fire stations (x3) and a meeting hosted in fire service premises for support staff, control room operators and various other fire service personnel
- 1 extraordinary Police and Crime Panel meeting
- 1 question and answer session with the Norfolk Independent Advisory Group
- 1 police & fire staff Q&A session at shared HQ in Wymondham
- 41 public engagement sessions across Norfolk
- 2 meetings with district councils
- 4 meetings with unions

A full list of the engagement events can be found at Appendix B.

The open public meeting was held in the middle of the consultation period in Dereham, a town considered to be a central point in Norfolk. The meeting was advertised through local media, social media and on the Norfolk PCC website. The meeting was hosted by the PCC, along with the OPCCN Chief Executive and Chief Finance Officer. Members of the public were welcomed to ask any questions or raise concerns that they may have had with the proposals made in the draft business case. Supporting information was also supplied for those who attended the meeting or for them to take and disseminate within their community.

Visits to fire stations were requested by the PCC to enable fire service personnel to provide any feedback and ask any questions regarding the proposal. The PCC, along with the Chief Executive and Chief Finance Officer and staff from OPCCN, visited stations in Great Yarmouth, King's Lynn, Norwich and Whitegates in Hethersett where the fire service control room is located. Copies of the paper survey, business case, summary of the business case and links to the online survey were left at each location.

The extraordinary Police and Crime Panel meeting took place on 19 July 2018, attended by a large number of Fire Brigade Union members, Unison members, Norfolk County Council senior officers and the media. The Panel questioned the PCC alongside representatives from Grant Thornton, the OPCCN Chief Executive and Chief Finance Officer on the proposal that the PCC should become the Police, Fire and Crime Commissioner and details in the business case.

The Norfolk Independent Advisory group comprises a group of individuals from a variety of different local communities. The PCC and OPCCN Chief Executive attended their monthly meeting to discuss the business case on the proposed change of governance. The group fed back comments from local communities and expressed any views they had on the proposal.

At the beginning of the consultation, the PCC hosted an event in the joint police and fire headquarters in Wymondham. All staff were provided the opportunity to attend the two-hour drop-in session, during which they could speak to the PCC and senior officers from OPCCN about the business case and the proposal of a change of fire service governance. There was an opportunity for staff to take the survey whilst attending this session or to take information away with them to consider their response further.

The PCC engaged with the public across the county at 41 separate events held in locations such as high streets, supermarkets and with community groups. The PCC covered all seven districts in Norfolk: Breckland, Broadland, Great Yarmouth, King's Lynn, North Norfolk, Norwich and South Norfolk.

The open public engagement sessions occurred in variety of places and often involved the PCC walking through busy town centres or having a pop-up stand at supermarkets. Supporting information was

available. The chosen sites were countywide and designed to attract a high number of participants. Repeat engagement events were held in larger towns or the city, including Norwich, King's Lynn and Great Yarmouth to ensure that there was sufficient opportunity for members of the public to have their say. The PCC was generally accompanied by a member of OPCCN staff to assist with the dissemination of consultation materials. The PCC spoke to members of the public about the proposal to change the governance model of Norfolk's fire and rescue service, providing answers to any questions they posed. Whilst out on these engagements the PCC listened to any feedback, comments or concerns the public may have had.

It is important to note that, as detailed in Appendix B, the PCC visited the town of Mundesley on the 17 August to conduct some public engagement in relation to the business case. This trip was an unplanned, ad-hoc visit replacing the previously scheduled event to be held that day at Sainsbury's in North Walsham. The PCC made the decision to cancel his scheduled visit to the supermarket in North Walsham due to an unscheduled protest by a political group taking place at the store at the same time. The PCC did not want any disruption to be caused for both members of the public and the supermarket itself, so instead chose to move to a nearby town to conduct public engagement.

As the consultation took place over the summer months, the PCC took the opportunity to attend prominent events within the county. For example, the PCC engaged with members of the public who attended the Pride event in Norwich on Saturday 28 July. This event was attended by approximately 10,000 people providing the PCC an opportunity to discuss the change of governance proposal. A support staff member from the OPCCN also attended the event with a pop-up stall containing additional information on the case.

Over the eight-week consultation period, the PCC visited community groups across Norfolk, discussing the proposed change of governance for the fire service. The groups the PCC visited included First Focus in Fakenham, a community group for vulnerable residents in the west of the county, and Aylsham Care Trust, a service that provides support to elderly and rurally-isolated residents of Norfolk. These engagement activities allowed the PCC to take time to explain the proposal made in the draft business case and gather feedback from members of these community groups. The PCC was accompanied by a member of staff from the OPCCN who assisted with providing support material to service users.

Alongside these community groups, the PCC offered to go to meet members of Bridge Plus, an organisation working with the Black and Minority Ethnic (BME) communities in Norfolk, Opening Doors and Equal lives, community groups that work with people with mental and physical disabilities. Although these community groups did not take up the opportunity to discuss the proposals in person with the PCC, they received support materials, hard copies of the survey and links to the online survey. The groups were asked to provide any feedback or comments to the OPCCN directly. Similar activity was also offered to members of the Norfolk PCC Youth Commission however, due to the time of year, it was not possible to arrange a specific focus group between them and the PCC. Instead a member of OPCCN staff attended a scheduled meeting and spent time with the youth commissioners to encourage members to have their say. Members provided individual feedback and took away consultation material to disseminate to their peers.

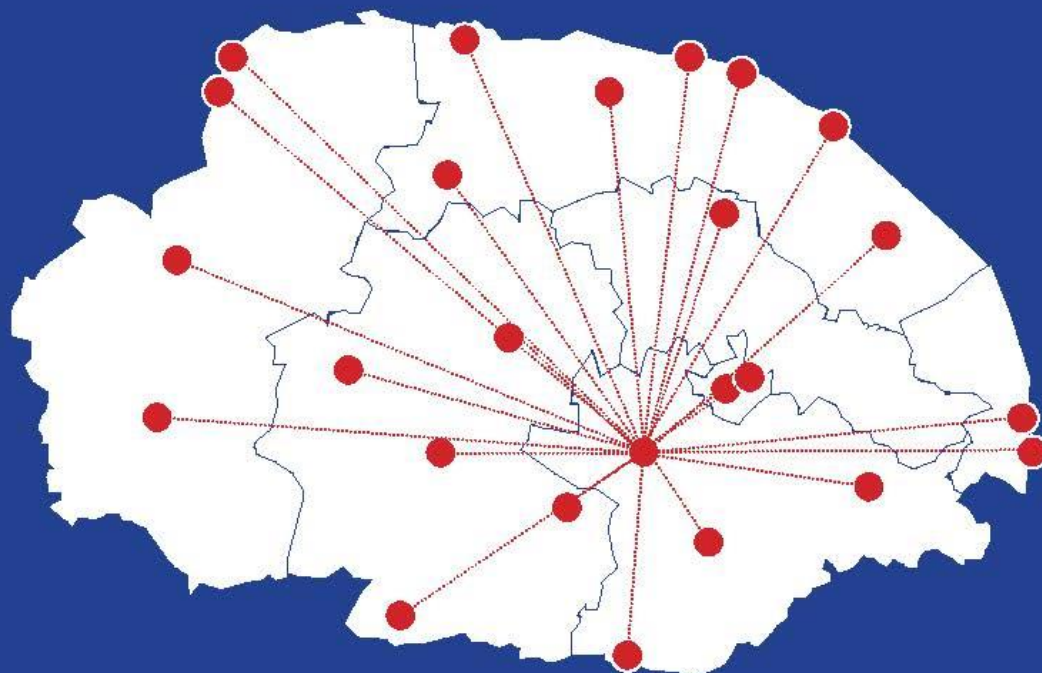
The commissioning team at the OPCCN engaged with their commissioned service partners by disseminating information about the business case and how to have a say. This ensured that service users were provided with details of the PCC's rationale behind a change in governance and ensured all had their opportunity to have their say. Commissioned services were asked to provide any feedback directly back into the OPCCN via telephone, email or post.

The PCC was formally invited to attend two district council meetings - one with North Norfolk District Council and the other with South Norfolk Council and Broadland District Council. The meetings were attended by local councillors, Norfolk County Council councillors, the Chief Executive and Chief Finance Officer of the OPCCN. The PCC received feedback and answered questions on the draft business case. It should be noted that these events took place in addition to the formal responses the PCC later

received from the district councils (see appendix K).

Key stakeholders were invited to have a meeting with the PCC to discuss the draft business case and the proposals. On separate occasions, the PCC met with the Fire Brigade Union, Unison, the Police Federation, Fire and Rescue Services Association and the Norfolk Police Superintendents Association. Representatives from these bodies posed questions to the PCC and discussed their concerns about the draft business case. These meetings took place in addition to the formal responses the PCC received from some of these stakeholders.

Norfolk Fire & Rescue Governance Review:



Where did Lorne go?

12.07.18 Norwich
 13.07.18 Hunstanton
 17.07.18 Hunstanton & Heacham
 18.07.18 King's Lynn
 25.07.18 Wymondham
 26.07.18 Downham Market
 27.07.18 Thetford & Attleborough
 28.07.18 Norwich Pride
 29.07.18 West Norfolk
 30.07.18 Wymondham & Gt Yarmouth
 01.08.18 Thorpe St Andrews

02.08.18 Great Yarmouth
 03.08.18 King's Lynn
 04.08.18 Stalham
 06.08.18 Watton
 07.08.18 Fakenham
 08.08.18 Dereham
 13.08.18 Holt & Wells
 14.08.18 Diss
 15.08.18 Wymondham
 16.08.18 King's Lynn
 17.08.18 Aylsham & Mundesley

18.08.18 Swaffham
 20.08.18 Wymondham
 21.08.18 Sheringham & Cromer
 22.08.18 Loddon
 23.08.18 Norwich
 24.08.18 Long Stratton
 28.08.18 Diss
 30.08.18 Gorleston & Gt Yarmouth
 31.08.18 Thetford
 03.09.18 Norwich
 04.09.18 Downham Market
 05.09.18 Wymondham



Consultation Results

'A Case for Change' - Results Overview

The 'A Case for Change' fire governance consultation was launched by the OPCCN on Wednesday 11 July 2018. The consultation ran for a period of eight weeks, concluding on Wednesday 5 September 2018.

Respondents taking part in the survey were provided with the following statement:

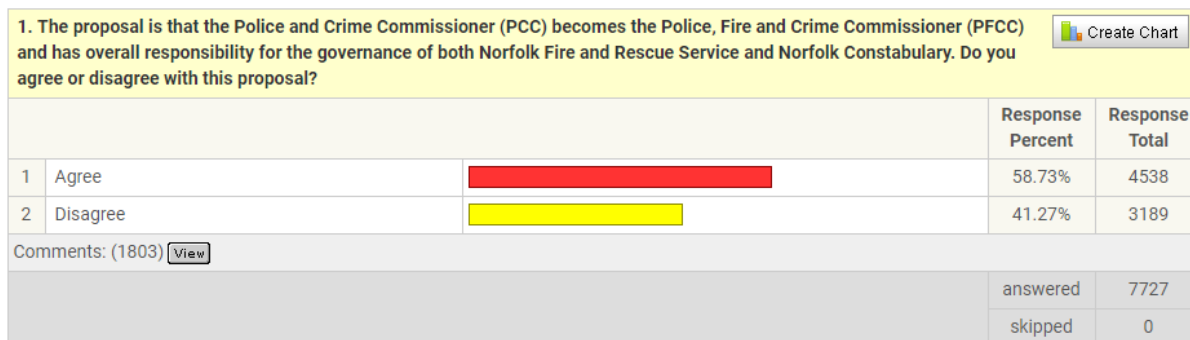
“The proposal is that the Police and Crime Commissioner (PCC) becomes the Police, Fire and Crime Commissioner (PFCC) and has overall responsibility for the governance of both Norfolk Fire and Rescue Service and Norfolk Constabulary.”

and then asked to state whether they 'agreed' or 'disagreed' with the proposal and add any comments.

Responses

In total, 7,727 people responded to the consultation either via the online survey, hosted by SmartSurvey, or by filling in one of the leaflet or paper survey forms (3,955 people responded in this way) - see Appendix F.





Of the 7,727 people who took the survey, 4,538 (58.7%) said they 'agreed' with the proposal, and 3,189 (41.3%) stated they 'disagreed', as illustrated below:



It was crucial that the OPCCN understood in more depth people’s reasoning behind their response, therefore respondents were given the option to make further comment.

Of the 7,727 people who responded to the question, 1,803 made further comment – within which a number of key themes were identified as highlighted in the Independent Panel Report which follows in the next section of this document.

Respondents were asked to state whether they worked for Norfolk Fire & Rescue Service, Norfolk Police or Norfolk County Council – including in a voluntary capacity - or ‘none of the above’. By collecting this information, it made it possible to identify whether the legal requirement to consult stakeholders who might be affected by the PCC’s proposals was being met.

2. Do you work for the following? (this can include in a voluntary capacity)			Response Percent	Response Total
1	Norfolk Fire and Rescue Service		5.20%	402
2	Norfolk Constabulary		6.28%	485
3	Norfolk County Council (non fire service staff)		3.11%	240
4	None of the above		85.45%	6603
			answered	7727
			skipped	0








Of the 6,603 respondents who claimed not to work for one of the three stakeholder organisations, 60.8% agreed with the proposal, compared with 61.6% of police staff, 45.8% of fire and rescue personnel and 16.7% of Norfolk County Council staff – as illustrated below:

Cross Tab Results						
The proposal is that the Police and Crime Commissioner (PCC) becomes the Police, Fire and Crime Comm...	Do you work for the following? (this can include in a voluntary capacity)					Row Totals
		Norfolk Fire and Rescue Service	Norfolk Constabulary	Norfolk County Council (non fire service staff)	None of the above	
Agree	184 45.8%	299 61.6%	40 16.7%	4016 60.8%	4539 58.7%	
Disagree	218 54.2%	186 38.4%	200 83.3%	2587 39.2%	3191 41.3%	
Column Total	402 5.2%	485 6.3%	240 3.1%	6603 85.4%	7730 100%	

Respondents were also asked to identify the district in which they live, their gender, age group and ethnic background. No identifiable data was requested from participants; respondents could remain anonymous with no requirement to enter names, addresses or email addresses in order to have their say.

About You - Geographical area

The largest number of respondents (1,823 / 23.59%) lived in the King's Lynn and West Norfolk area, with the smallest number (511 / 6.61%) living in the Great Yarmouth area:





3. Which area of Norfolk do you live in? - Please select from below:			Response Percent	Response Total
1	Breckland		14.09%	1089
2	Broadland		8.27%	639
3	Great Yarmouth		6.61%	511
4	King's Lynn and West Norfolk		23.59%	1823
5	North Norfolk		11.57%	894
6	Norwich		16.90%	1306
7	South Norfolk		18.96%	1465
			answered	7727
			skipped	0

The below table illustrates how each area voted:

Cross Tab Results									
The proposal is that the Police and Crime Commissioner (PCC) becomes the Police, Fire and Crime Comm...	Which area of Norfolk do you live in? - Please select from below:								
		Breckland	Broadland	Great Yarmouth	King's Lynn and West Norfolk	North Norfolk	Norwich	South Norfolk	Row Totals
	Agree	834 76.6%	253 39.6%	360 70.5%	783 43%	566 63.3%	710 54.4%	1032 70.4%	4538 58.7%
Disagree	255 23.4%	386 60.4%	151 29.5%	1040 57%	328 36.7%	596 45.6%	433 29.6%	3189 41.3%	
Column Total	1089 14.1%	639 8.3%	511 6.6%	1823 23.6%	894 11.6%	1306 16.9%	1465 19.0%	7727 100%	

About You - Gender

The below table illustrates the gender breakdown of those who took part in the consultation:

4. What is your gender?			Response Percent	Response Total
1	Male		47.20%	3647
2	Female		49.59%	3832
3	Rather not say		2.82%	218
4	Other - please specify		0.39%	30
Comments: (132) View			answered	7727
			skipped	0

More females (63.1%) agreed with the proposal than males (56.5%), those who would 'rather not say' (22.9%) or those who stated 'other' (33.3%):

Cross Tab Results						
The proposal is that the Police and Crime Commissioner (PCC) becomes the Police, Fire and Crime Comm...	What is your gender?					
		Male	Female	Rather not say	Other - please specify	Row Totals
	Agree	2061 56.5%	2417 63.1%	50 22.9%	10 33.3%	4538 58.7%
Disagree	1586 43.5%	1415 36.9%	168 77.1%	20 66.7%	3189 41.3%	
Column Total	3647 47.2%	3832 49.6%	218 2.8%	30 0.4%	7727 100%	

About You – Age

The largest number of respondents (1,413 / 18.29%) fell into the 65-74 age bracket, with the smallest number (213 / 2.761%) aged under 16:

5. What age group are you? - Please select from below:			Response Percent	Response Total
1	under 16		2.76%	213
2	16-24		10.22%	790
3	25-34		11.97%	925
4	35-44		14.44%	1116
5	45-54		17.10%	1321
6	55-64		16.97%	1311
7	65-74		18.29%	1413
8	75+		8.26%	638
			answered	7727
			skipped	0

The below table illustrates how each age group responded:

Cross Tab Results										
The proposal is that the Police and Crime Commissioner (PCC) becomes the Police, Fire and Crime Comm...	What age group are you? - Please select from below:									Row Totals
		under 16	16-24	25-34	35-44	45-54	55-64	65-74	75+	
Agree	203 95.3%	643 81.4%	542 58.6%	580 52%	626 47.4%	671 51.2%	781 55.3%	492 77.1%	4538 58.7%	
Disagree	10 4.7%	147 18.6%	383 41.4%	536 48%	695 52.6%	640 48.8%	632 44.7%	146 22.9%	3189 41.3%	
Column Total	213 2.8%	790 10.2%	925 12.0%	1116 14.4%	1321 17.1%	1311 17.0%	1413 18.3%	638 8.3%	7727 100%	

About You – Ethnicity

The following tables illustrate the response breakdown according to ethnicity:

Cross Tab Results										
What is your ethnic background? - Please select from below:										
The proposal is that the Police and Crime Commissioner (PCC) becomes the Police, Fire and Crime Comm...	White: English/Welsh/Scottish/Northern Irish/British									
	White: Irish	White: Gypsy or Irish Traveller	White: Other	Mixed: White and Black Caribbean	Mixed: White and Black African	Mixed: White and Asian	Mixed: Other	Asian: Indian		
Agree	4165 60%	55 62.5%	7 50%	146 61.3%	12 66.7%	6 50%	9 60%	17 58.6%	12 66.7%	
Disagree	2771 40%	33 37.5%	7 50%	92 38.7%	6 33.3%	6 50%	6 40%	12 41.4%	6 33.3%	
Column Total	6936 89.8%	88 1.1%	14 0.2%	238 3.1%	18 0.2%	12 0.2%	15 0.2%	29 0.4%	18 0.2%	

Asian: Pakistani	Asian: Bangladeshi	Asian: Chinese	Asian: Other	Black: African	Black: Caribbean	Black: Other	Other: Arab	Other: Other ethnic background	Rather not say	Row Totals
0 0%	5 100%	7 100%	7 77.8%	20 90.9%	8 66.7%	4 66.7%	4 100%	2 25%	52 18.2%	4538 58.7%
1 100%	0 0%	0 0%	2 22.2%	2 9.1%	4 33.3%	2 33.3%	0 0%	6 75%	233 81.8%	3189 41.3%
1 0.0%	5 0.1%	7 0.1%	9 0.1%	22 0.3%	12 0.2%	6 0.1%	4 0.1%	8 0.1%	285 3.7%	7727 100%

Other responses

The OPCCN also received a number of partial responses to its online survey, where respondents answered the proposal however failed to complete any of the ensuing mandatory questions. When taking the online survey respondents were clearly notified if they had failed to answer any of the required questions.

A total of 236 people ‘partially’ responded to the online survey with 59 of those who responded agreeing with the proposal and 177 disagreeing. When adding the partial response total (236) to the complete response total (7,727), the overall figure would total 7,963. Taking the ‘agree’ and ‘disagree’ responses of those who partially filled in the survey the ‘agree’ figure would total 4,597 (57.73%) and the ‘Disagree’ figure would total 3,366 (42.27%).

The OPCCN also received eight spoilt hard copy survey forms. The OPCCN is also aware of a handful of duplicate comments made during the consultation process.

The OPCCN took delivery of a petition from the Fire Brigades’ Union opposing “the hostile takeover” of “our service” by the PCC. The OPCCN is aware a similarly worded petition was run online. The PCC was made aware of both petitions.



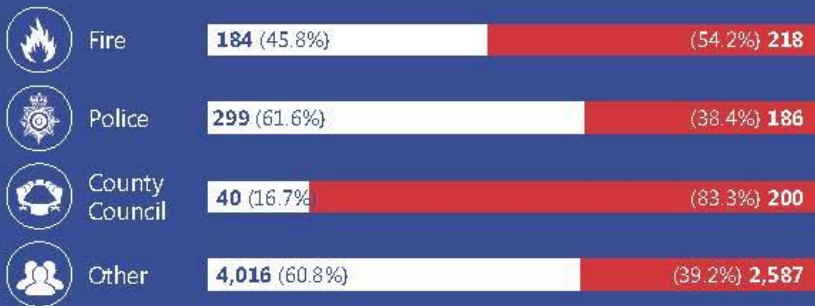
Norfolk Fire & Rescue Governance Review:

4,538

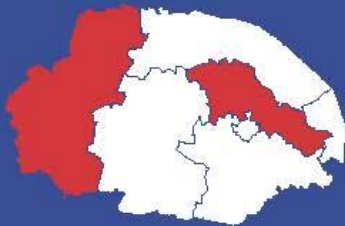
3,189

58.7%

agree with the proposal that the PCC becomes the PFCC and has overall responsibility for the governance of both Norfolk Fire & Rescue Service and Norfolk Constabulary.

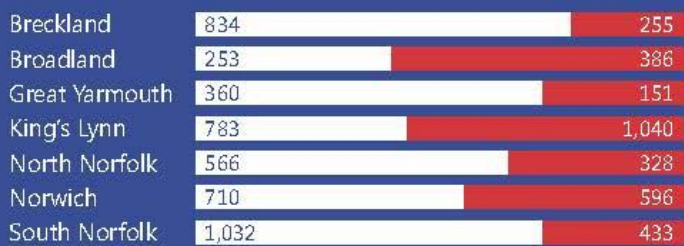


Workplace
The proposal has overwhelming support from the police and public.



District

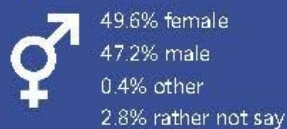
Five out of the seven districts voted in support of the proposal.



How you voted

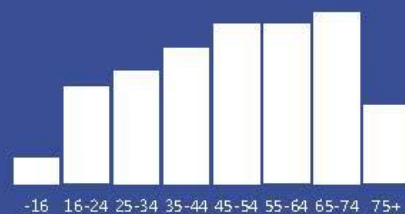


Who voted?



Age

Voting responses typically went up with age with 18.29% of responses aged 65-74.



Non online survey responses

As well as running online, the survey was made available in hard copy and, for people wanting to have their say in a different way, contact with the OPCCN was invited via telephone, email or post.

The OPCCN received 15 letters and 36 emails from members of the public - please see Appendix I and Appendix J. A total of 10 phone calls were also received by the OPCCN. All views were taken into account.

Statutory stakeholder responses

The PCC wrote to all statutory stakeholders, including local authority leaders, Norfolk MPs, union representatives, the Chief Fire Officer and Chief Constable, to provide details of the consultation and invite feedback on the business case.

Stakeholder responses can be found at Appendix M.

Partner responses

The PCC received a written response to the consultation from Norwich City Council, North Norfolk District Council and Broadland District Council. North Norfolk District Council also submitted its response via the online survey.

Copies of the relevant correspondence are provided at Appendix K.

The parish councils of Leziate, Heacham and Snettisham wrote to the PCC to provide their feedback. Easton, Shouldham and West Winch parish councils registered their views via the online survey; West Winch also shared its response with the PCC by email.

Another parish council submitted its response via the online survey but did not identify which area it represented; when looking at the full response record (available at Appendix H), this parish council submitted identical feedback three times.

Copies of the written responses from parish councils are also provided at Appendix K.



Independent Panel Report

Background

The independent panel was established to add an extra layer of impartiality in the analysis of the consultation results. The panel examined all the comments that had been received during the eight-week consultation period. This analysis allowed for the identification of key themes emerging from the comments received, the details of which are contained in this report.

The membership of the independent panel consisted of the Chair of the Ethics Committee, the Chair of the Audit Committee and the Chair of the Independent Advisory Group.

The group met on 12 September at the OPCCN to review all of the comments that had been received during the consultation period.

The independent panel received redacted versions of the comment responses made by members of the public. These responses were submitted via the online survey, emails that were received by the OPCCN, as well as other written correspondence received.

The OPCCN received 1,803 comments via the online survey, a further 36 email responses and 15 letters.

Independent panel findings

The panel remarked that, overall, there was a sense that those who disagreed with the proposal for a change in fire service governance were more likely to leave a comment. The panel suggested that, taking an overview of the comments alone, there could be a bias assumption that the public disagreed with the proposal.

It was identified that whilst the consultation was regarding the PCC becoming the PFCC, a large amount of commentary was around the actual role of the PCC and disapproval of the existence of the role.

The key thematic topics identified by the independent panel were as follows:

- The public felt there would be too much control or power by one person if the PCC took the role of PFCC.
- Many comments were made regarding the feeling that the PCC was 'empire building' and/or going for a 'power grab' through his case for change of fire service governance.
- Comments were made around perceived poor police performance and suggestions made that the PCC is not successful in his current role. There were suggestions that the PCC should concentrate on his PCC role and making improvements to police services.
- Members of the public expressed that they felt the current PCC did not have the expertise or sufficient knowledge of the fire service to become a PFCC.
- Many said the roles of police and fire service are very different, with the perception that the fire service is a humanitarian service, as opposed to the police being seen as an enforcement service.
- It appeared that there was an overall lack of understanding of the proposal of change of governance from members of the public. Many expressed concern over the two services merging. Comments were made around the specific roles of police officers and fire fighters, with apprehension expressed that the two roles would become merged. Following the concern of a merger of the services, many stated they felt the fire service budget would be merged with the police force budget.

- There were some expressions of concern regarding the business case and the level of detail in it. Many referenced that they did not feel the financial case was sustainable and it lacked evidence to support its claims. Frequent comments were made regarding station closures and the suggested use of 4x4 vehicles that are referenced in the draft business case.
- For some members of the public, they felt the change in governance would mean a loss of local accountability. Reference was made with regard to the Norfolk County Council committee that is currently the fire authority. The public felt that decisions made by those elected officials in that committee were more democratic than a singular level of governance that the PFCC model would bring.
- Members of the public suggested that a sufficient case for change had not been made; a frequent comment of ‘if it isn’t broke don’t fix it’ was prominent throughout.
- A concern that the benefits are not sufficient enough to diminish the potential disruption to service deliverability and therefore could be putting the public’s safety at risk.

Although the panel identified that there were more negative comments received, some members of the public did leave comments on why they agreed with the proposal. The thematic topics of those comments were as follows:

- Members of the public felt the change of governance and closer working between the two services would save money and bring significant benefits to the community.
- Comments were made that services would be streamlined through a singular governance model, which would in turn provide positive operational gains for both police and fire.
- The public said that the proposal would make the process of governance of the services more transparent, open and autonomous.
- Comments made suggested that members of the public did not feel that Norfolk County Council had done a good enough job running the fire service, resulting in disorganisation of the service, poor management structure, and waste within the service.
- Many members of the public commented that they felt the proposal made sense.

The independent panel suggested that further redactions could be made due to a number of personal insults directed towards the PCC and inappropriate language used. After seeking legal advice, the OPCCN was advised that appropriate levels of redaction had been used.

Thematic responses

Examples of comments accompanying ‘disagree’ responses		
Key Theme	Examples of Comments	Responses
The public felt there would be too much control or power by one person if the PCC took the role of PFCC.	<p><i>‘Too much power invested in one already powerful person.’</i></p> <p><i>‘Too much power in the hands of an individual. If that fails in any way there is no immediate check until their office comes up for re-election.’</i></p> <p><i>‘Too much power in one place.’</i></p> <p><i>‘Far too much power in once persons hands.’</i></p>	<p>The legislation is clear on procedural matters relating to a PCC, as set out in the Police Reform and Social Responsibility Act 2011, Part One, Chapter 6.</p> <p>In terms of democratic process, the electorate would still hold the PCC to account as at present. Currently the work and decisions of the PCC are scrutinised by a Police and Crime Panel, made up of elected members of the county and district councils, as well as</p>

	<i>'Undemocratic for one person to be in charge of a community work force.'</i>	independent members. If this proposal were to go ahead, that Panel's role and remit would be expanded to become the Police, Fire and Crime Panel.
The feeling that the PCC was 'empire building' and/or going for a 'power grab' through his case for change of the fire service governance.	<i>'power grabbing exercise'</i> <i>'This is clearly a power grab. There is nothing wrong with the fire service and Mr Green is looking to solely say he has done this.'</i> <i>'Totally against this power building exercise.'</i>	This is not a 'power grabbing exercise'. The Policing and Crime Act 2017 provides PCCs with the opportunity to explore whether joint working between police and fire & rescue could be made simpler, faster and better. Options within the legislation include enabling PCCs to take on responsibility for the governance of local fire & rescue services where a local case is made.
Perceived poor police performance and suggestions made that the PCC is not successful in his current role. The PCC should concentrate on his PCC role and making improvements to police services.	<i>'Bearing in mind that we seem to have precious few police responses to 'minor' incidents and anti-social behaviour I would much prefer that the commissioner devoted his time and finances to improving this sorry state of affairs.'</i> <i>'Get the police services working for residents first.'</i> <i>'This PCC made cuts to the police service by getting rid of PCSO's. Less police on the streets has led to an increase in crime in Norwich. Lorne Green was not elected to take charge of the fire service. He should concentrate on reducing crime.'</i> <i>'Norfolk Constabulary is struggling with funding and resourcing issues, which the PCC is not addressing. I do not want a PCC to have to fit in running our Fire Service as well; too many eggs in one basket, too many distractions, too many priorities.'</i>	The primary aim of the case for change proposed by the PCC is to provide the best possible services for the people of Norfolk. The legislation makes it clear that the Chief Constable has operational independence for decision making. The decision to remove PCSOs was an operational decision. The PCC has a duty to hold the Chief Constable to account for the effective delivery of the service. There are well established governance structures already in place that would enable the PFCC to hold the service to account effectively and efficiently. The PCC would not run the fire & rescue service; the operational responsibility would sit with the Chief Fire Officer. The PFCC duty would be to hold the Chief Fire Officer to account for the effective delivery of the service.
The current PCC did not have the expertise or sufficient knowledge of the fire service to become a PFCC.	<i>'The Police and Crime Commissioner does not know how the fire service operates and therefore why should he have overall responsibility of it.'</i> <i>'The PCC lacks the required expertise.'</i>	Much like the Chief Constable runs the police force, the Chief Fire Officer would be responsible for the operational running of the fire and rescue service. These proposals are about governance – providing a strong voice for our communities, holding the chief

	<p><i>'There is no need or desire for fire fighters to be controlled by a PFCC. Someone who will no doubt have little or no experience in the field is expected to control. Leave the fire brigade to decide what is best for the brigade as they have our utmost respect and confidence.'</i></p>	<p>officers to account, ensuring the public get an effective, efficient service and making sure services meet and respond to community needs. This is a role the PCC already fulfils for policing and crime and would be expanded to cover the fire and rescue service as well in the best interest of public safety.</p> <p>Some 46% of those identifying themselves as fire and rescue personnel were supportive of a change of governance to a PFCC.</p>
<p>The roles of police and fire service are very different, with the perception that the fire service is a humanitarian service, as opposed to the police being seen as an enforcement service.</p>	<p><i>'The fire service and police are two very different disciplines and require very different skill sets. Neither should be mixed.'</i></p> <p><i>'The fire service is a very specialist area with little commonality with the police.'</i></p> <p><i>'The police are an enforcement agency and are viewed with distrust by the police (sic). The fire service is welcomed by all communities, if they become part of an enforcement agency this will be detrimental to the trust we enjoy with the community.'</i></p> <p><i>'The police are responsible for law enforcement and the fire and rescue service provides humanitarian services.'</i></p>	<p>Agreed. The two services would remain completely separate with separate budgets. There would be separate chief officers and distinct operational roles. However, a joined-up structure would mean the two separate services would work much more closely together, delivering better services more effectively.</p> <p>The Police and Crime Commissioner (PCC) would become the Police, Fire and Crime Commissioner (PFCC), overseeing the two services and becoming the Norfolk Fire & Rescue Authority.</p> <p>The two services would remain completely separate with separate budgets. There will be separate chief officers and distinct operational roles. Even with a change of governance, firefighters would remain firefighters and police officers would remain police officers. We are talking about two distinct services with distinct cultures, histories and traditions; both are rightfully proud to serve. That would not change and the two services would continue to retain their unique identities, roles and finances – one service's savings would not fund the other, for example.</p> <p>But, by sharing oversight and making the lines of governance much simpler and clearer, both services would work better together and achieve and deliver much more for the people of</p>

		Norfolk
<p>An overall lack of understanding of the proposal of change of governance from members of the public.</p> <p>Concern over the two services merging and apprehension expressed that the two roles of police officers and fire fighters would become merged.</p> <p>The fire service budget would be merged with the police forces budget.</p>	<p><i>'We already have a police chief and a fire chief with a wealth of experience in their field, why do we need a commissioner?'</i></p> <p><i>'I don't want a police man putting out fires or a fireman investigating murders.'</i></p> <p><i>'I am concerned that a service which is currently performing badly (i.e. less than 9% of crimes reported lead to a conviction) who is struggling to manage its own budget and have sufficient police personal should wish to take over the budget of a service which is performing well. '</i></p>	<p>The two services would remain completely separate with separate budgets. There will be separate chief officers and distinct operational roles</p> <p>Operational decisions will remain with the respective Chief Officers.</p> <p>Governance is how an organisation is overseen and scrutinised and how decisions are made. This can include the setting of budgets, how money is spent, overseeing plans and performance, etc. Governance structures differ at different organisations, but often dictate how decisions are made and implemented, and the speed of the process.</p> <p>Effective governance leads to better spending decisions, policies, practices and procedures and, ultimately, a better quality of service, leadership and conduct. A good governance model should demonstrate transparency and enable the public to hold those in charge to account.</p>
<p>Concern regarding the business case and detailing in it. The financial case was not sustainable and it lacked evidence to support its claims.</p> <p>Station closures</p> <p>The use of 4x4 vehicles that are referenced in the draft business case.</p>	<p><i>'This business case is flawed (sic) and is too hypothetical. I do not believe the potential savings identified in the business case.'</i></p> <p><i>'Save our fire stations'</i> <i>'Don't close Outwell fire station.'</i></p> <p><i>'Norfolk, especially rural villages require fully operational appliances not lightweight 4x4's.'</i></p>	<p>The business case sets out a range of proposals. These proposals are based on feedback from officers and staff from within the fire and rescue service, together with desk and field research from developing good practice across the country. As previously stated, the Chief Fire Officer would have full operational independence on decision making.</p> <p>Fire stations would not close as a direct result of this business case. The PCC has made it clear, and the business case also highlights, that where fire & rescue and police stations are close to one another, there may be scope to combine them and house both services in one building. Where feasible, this would offer the benefit of saving money and facilitating closer working between the two services</p>

		In terms of smaller vehicles, all operational decisions are made by the Chief Fire Officer, with full operational independence. This is no different to the current governance arrangements with the Police. The business case makes it clear in understanding the importance of the IRMP in any change of service delivery.
<p>The change in governance would mean a loss of local accountability.</p> <p>Decisions made by those elected officials in the Norfolk County Council committee were more democratic than a singular level of governance that PFCC model would bring.</p>	<p><i>'A committee of elected members by the people of Norfolk are in a much better position to serve the people of Norfolk. Yes the PCC is elected, but by a tiny percentage of the Norfolk people.'</i></p> <p><i>'This proposal will take away collective decision making from an elected committee and give the power to one person. Not democratic at all.'</i></p>	<p>The electorate would still hold the PCC to account as at present. Currently the work and decisions of the PCC are scrutinised by a Police and Crime Panel, made up of elected members of the county and district councils, as well as independent members.</p> <p>If this proposal were to go ahead, that Panel's role and remit would be expanded to become the Police, Fire and Crime Panel.</p>
<p>A sufficient case for change had not been made.</p>	<p><i>'Why change something that is already working well?'</i></p> <p><i>'It's not broken.'</i></p> <p><i>'It feels like it is change for change sake.'</i></p> <p><i>'If it's not broke, then don't fix it.'</i></p>	<p>Alongside what are significant efficiencies, realised through more efficient working and destined to be reinvested in frontline services, the benefits of the proposal reach far beyond being purely financial.</p> <p>The proposal is about aligning strategies and priorities to drive, and keep a focus on, joint working to make the most effective and efficient use of the resources available to deliver the best possible services for the people of Norfolk.</p>
<p>The benefits are not sufficient enough to diminish the potential disruption to service deliverability and therefore could be putting the public's safety at risk.</p>	<p><i>'The Fire and rescue service needs to stay under the control of the County Council as this is a vital service for rural Norfolk and must not be changed or streamlined as it will cost lives.'</i></p> <p><i>'This is costly, disruptive and based on little evidence.'</i></p> <p><i>'Poor business case. Exaggerated savings. Huge risk to public safety.'</i></p>	<p>It is acknowledged that with the strength of the opposition from Norfolk County Council, the Fire Brigade Union and UNISON, deliverability is challenged at this time.</p> <p>The business case sets out a range of proposals, based on feedback from colleagues within the fire and rescue service and from best practice nationally.</p>

Examples of comments accompanying 'agreed' responses		
The change of governance and closer working between the two services would save money and bring significant benefits to the community.	<p><i>'It makes sense both logistically and financially.'</i></p> <p><i>'A single responsibility for joint delivery of these emergency services is surely a great opportunity for improvement in services and costs.'</i></p>	The primary aim of the case for change proposed by the PCC is to provide the best possible services for the people of Norfolk. Of course, money is a factor and any efficiency outlined in the business case will be reinvested in the services.
Services would be streamlined through a singular governance model, which would in turn provide positive operational gains for both police and fire.	<p><i>'Makes sense financially, operationally and logically to have better co-operation between the two emergency services. Also NCC has too many other responsibilities to give adequate governance to the fire and rescue service.'</i></p> <p><i>'I believe that under these proposals the service can be run more efficiently and cost wise would be better for the community at large.'</i></p>	<p>Currently, we have a PCC holding the police to account, whilst the fire & rescue service is part of Norfolk County Council – meaning twice the governance. Two lots of governance frankly does not make sense, certainly not when it comes to quick and effective decision making.</p> <p>One of the real benefits of the role of PCC is that it is not hampered and delayed by a complex structure of committees, sub-committees and immovable meetings. PCCs can make informed, evidence-based decisions in a sharper, quicker and more effective manner.</p>
The proposal would make the process of governance of the services more transparent, open and autonomous.	<p><i>'I believe that this might be the right time to move to a less political governance model and greater aligned to a partner emergency service also mandated to protecting our communities and which holds the CFO rather politicians to account.'</i></p> <p><i>'As fire doesn't currently get all their precept, I feel it would be better for them to be more in control of their finances. It's also empowering for them to have a significant voice of control rather than having to report to a non-blue light service.'</i></p>	<p>A new governance model would demonstrate transparency and enable the public to hold those in charge to account.</p> <p>Were the governance of the fire & rescue service to move to a Police, Fire and Crime Commissioner, the fire & rescue service element of the council tax would be consulted upon and set separately for the first time. This would make it clearer and easier for people to know exactly where their money is being spent in terms of fire & rescue. It would no longer be collected as part of Norfolk County Council element of your Council Tax bill.</p> <p>The police precept (police element of the council tax) would continue to be consulted upon and set by the Police, Fire and Crime Commissioner</p>
Members of the public did not feel that Norfolk County Council had done a good enough job	<i>'It is wrong for the County Council to say the fire is in safe hands with them. They have tried to</i>	Governance focuses on how an organisation is overseen and scrutinised and how decisions are

<p>running the fire service, resulting in disorganisation of the service, poor management structure, and waste within the service.</p>	<p><i>close stations and need to save a lot of money. We would be better off under the governance of the PCC.'</i></p> <p><i>'It's a logical step which should save vital funds and may well be more efficient than leaving the service in the hands of NCC.'</i></p> <p><i>'I want efficient, close collaboration of all three blue light services and out of any financial control of what is a politically motivated decision making body i.e. NCC.'</i></p>	<p>made. This can include the setting of budgets, how money is spent, overseeing plans and performance, etc. Governance structures differ at different organisations, but often dictate how decisions are made and implemented, and the speed of the process.</p> <p>Effective governance leads to better spending decisions, policies, practices and procedures and, ultimately, a better quality of service, leadership and conduct.</p>
<p>The proposal made sense.</p>	<p><i>'Having read the draft business plan, I believe that the case to change governance of the Norfolk fire Service is compelling and would be in the best interest if the people of Norfolk.'</i></p> <p><i>'The business case makes sound arguments for change and is balanced.'</i></p>	



Appendices

Appendices

A	Consultation strategy
B	Chronology (OPCCN)
C	Chronology (other) – Unions / Political groups
D	Chronology (other) - Norfolk County Council
E	Consultation expenditure
F	Consultation materials
G	Media coverage
H	Survey responses
I	Letters
J	Emails (members of the public)
K	Partner responses
L	MP responses
M	Stakeholder responses (with response)
N	Tier-One Authority submission (with response)
O	Questions and Answers

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