



**CABINET**

**9<sup>TH</sup> NOVEMBER 2016**

**CORPORATE DIRECTOR OF PLACE  
DIRECTOR – TONY CIABURRO**

**DEPUTY LEADER AND CABINET MEMBER WITH RESPONSIBILITY FOR PUBLIC  
PROTECTION, STRATEGIC INFRASTRUCTURE AND ECONOMIC GROWTH:  
COUNCILLOR ANDRE GONZALEZ DE SAVAGE**

<b>Subject:</b>	Northamptonshire Fire and Rescue Service (NFRS) Draft Community Protection Plan 2017 – 2020 (previously Integrated Risk Management Plan)
<b>Recommendations:</b>	<p>Cabinet are asked to:</p> <ol style="list-style-type: none"> <li>1. Note the findings of the Northamptonshire Fire and Rescue Service (NFRS) Service Review.</li> <li>2. The NFRS draft Community Protection Plan 2017 – 2020 to be approved for public consultation.</li> </ol>

**1. Purpose of Report**

1.1 Northamptonshire Fire and Rescue Service have just completed a comprehensive review of the Service. The next steps of this review are to continue this process through the Integrated Risk Management Planning (IRMP) framework.

1.2 The purpose of this report is for Cabinet to consider the findings of the Service Review and approve Northamptonshire Fire and Rescue Authority draft Community Protection Plan 2017 - 2020 (IRMP) for public consultation

**2. How this decision contributes to the Council Plan**

The Council's vision is to make Northamptonshire a great place to live and work. This is achieved through increasing the wellbeing of your county's communities and/or safeguarding the county's communities.

<p>This initiative specifically delivers increased wellbeing and/or safeguarding by:</p> <ul style="list-style-type: none"> <li>• Contributing to creating safer communities</li> <li>• Contributing to creating healthy communities</li> <li>• Contributing to creating prosperous communities</li> <li>• Creating a Sense of Place</li> <li>• Access to information</li> <li>• Getting people involved.</li> </ul>
<p>And Through:</p> <ul style="list-style-type: none"> <li>• Exploitation of Technology</li> <li>• Intelligence Led Services</li> <li>• Next Generation Working</li> <li>• Ambitious Partnerships</li> <li>• Use of the Asset Utilisation Strategy</li> </ul>

### 3. Background

- 3.1 Since the introduction of the 2004 Fire Services Act, Fire Services nationally have transformed the way they have delivered their services to the public. The result of this transformation, moving the service from a purely response based organisation to a response and prevention organisation, has seen a 42% reduction in fires, while deaths from fires have continued to fall to record low numbers. This has made the Fire and Rescue Service the leading public sector organisation at managing demand in the country. Within the County, NFRS have mirrored these achievements.
- 3.2 NFRS compares well with other services both nationally and within our family group of like services, in that we have a low cost per head of population of £33.80 (Source: CIPFA estimated expenditure 2015/16) while also comparing favourably in a range of other efficiency measures. These include stations and appliances serving a larger than average population and larger than average area, with a lower than average personnel headcount and FTE count. NFRS also have a lower total expenditure, meaning that operational efficiency is high.
- 3.3 Despite this favourable position, over the last 5 years, in response to reductions in local government settlements driven by the Government's austerity programme, **NFRS have achieved efficiencies that have reduced the operating revenue budget by £3.1M (approx. 16%), and by the end of 2016/17 this will total £3.9M. Included within this has been a 30% reduction in NCC local staff, a 30% reduction in officers and principal officers**, and a reduction of circa 8% in firefighter establishment posts.
- 3.4 In 2013 Sir Ken Knight's report into the future of the fire service (Facing the Future) contained the findings from the review of efficiencies and operations in fire and rescue authorities in England. The report presented a number of options for the future, which included nationalisation, facilitation of the movement of the Fire and Rescue Authority (FRA) to Police and Crime Commissioners (PCC's), the merging of fire authorities across wider geographical areas and changes to standalone Combined Fire Authorities to allow closer embedding with other local authorities (for example County Councils). Each of the options presented advantages and disadvantages.
- 3.5 In 2015 the Government announced that Policy for the Fire and Rescue Service would move from DCLG to the Home Office. In January 2016 this move began with full completion in April 2016 with the movement of the Chief Fire and Rescue Advisors Unit (CFRAU) into the new Government department.
- 3.6 In June 2016 the Home Secretary announced her plans for reform of the Fire and Rescue Service along the same lines as the previous Police reform agenda. The Fire Service reform agenda covers three broad areas, these being;
- Efficiency and Collaboration
  - Workforce reform

- Accountability and Transparency

3.7 In addition to Fire Service reform, Northamptonshire County Council is also undertaking its own transformation agenda in the shape of the Next Generation Council. This is to ensure that NCC is able to better meet the demands of a growing county for the future. In order to ensure that NFRS are fully engaged in this process the Director for Place announced a review of the Fire and Rescue Service.

#### **4. NFRS Service Review**

4.1 As part of NCC Next Generation working, a review was undertaken of Northamptonshire Fire and Rescue Service (NFRS) to ensure it is organised and operating as effectively and efficiently as possible and is able to deliver the savings as identified within the Council's Medium Term Financial Plan (MTFP) of £2.315M between 2016/17 and 2019/20.

4.2 Formal Scrutiny arrangements were established within EDT Scrutiny committee, who have actively scrutinised the following work streams:

1. Base-lining and Benchmarking
2. Asset Utilisation
3. Operations
4. Staffing
5. Management and Governance
6. Commissioning, Procurement and Income Generation

4.3 **Appendix 1** provides the findings of this review, which have been embedded within the Integrated Risk Management planning framework.

4.4 The review forms part of Northamptonshire Fire and Rescue Service Integrated Risk Management Process (IRMP), supporting the ways in which the service can optimise delivery and achieve efficiencies without reducing the quality of front-line services to the public.

#### **5. Integrated Risk Management Plan 2017-2020**

5.1 Integrated Risk Management Planning (IRMP) is a statutory requirement placed upon the fire authority by Central Government and is an evidenced based planning framework designed to inform and support local decision making in mitigating community risk.

5.2 The first IRMP, produced in April 2004, set out the incremental approach to modernising and improving the fire and rescue service.

5.3 NFRS are now in the last year of its current plan therefore a new IRMP will be required from April 2017 onwards.

5.4 NFRS has brought together all of the elements of the Service Review and requirements to meet the Governments fire reform agenda within the proposed Community Protection Plan 2017-2020 (IRMP) – **Appendix 2**, that will run from

2017/18 to 2019/20 and will therefore coincide with the last three years of the four year Council plan and budget cycle; ensuring that actions and change plans are fully aligned with corporate financial planning.

## **6. Consultation and Scrutiny**

- 6.1 Within the Terms of Reference of the Service Review, engagement with all stakeholders was mandated to ensure an open and transparent review process, with particular reference to the representative groups within the service.
- 6.2 Formal Scrutiny arrangements were established from the outset through the Environment Development and Transport Scrutiny Committee who established a working group and work plan to provide the appropriate level of scrutiny and challenge to the review. This working group was led by Councillor Coombe, working closely with the Chief Fire Officer throughout the process.
- 6.3 Highlight reports have been provided by Director Tony Ciaburro to Cabinet to ensure members have been full informed of progress.
- 6.4 The proposed draft Community Protection Plan 2017-2020 reflects the outcomes of the Service Review and has been developed in consultation with the fire and rescue scrutiny working group.
- 6.5 Scrutiny will continue throughout the consultation phase and into the delivery of the action plan.
- 6.6 To ensure the plan captures the views of the diverse communities across the county, this plan will be subject to widespread stakeholder consultation over a 6 week period. If approved by Cabinet, consultation will run from 9th November 2016 to 21st December 2016.
- 6.7 The focus of consultation will be on ensuring the strategic direction of the Service is in line with the needs of our diverse community. This consultation will form part of our continuous engagement and ongoing development of the actions that will deliver the strategic aims of this plan. Further consultation will be carried out during the lifetime of this plan; 2017-2020 wherever appropriate. These consultations will be specifically targeted to those affected by any proposals and proportionate to the impact of the proposed action.
- 6.8 Consultation feedback will be analysed during early January, to ensure the revised final draft Community Protection Plan is brought back to Cabinet for a decision in February 2017.
- 6.9 The fire and rescue service continually seeks to enhance stakeholder engagement and the strategy applied to this year's consultation builds on knowledge and experience gained through previous consultation exercises. The comprehensive list of those to consult encompasses:
  - The general public,
  - Community organisations

- Public representatives
- Business organisations
- Local authorities (Members and Officers)
- Employees and representative bodies
- Minority groups
- Voluntary sector
- Other emergency services and other agencies

## 7. Recommendations

7.1 That Cabinet note the findings of the Service Review Final Report (**Appendix 1**)

7.2 That Cabinet endorse the Draft Community Protection Plan 2017-2020 for stakeholder consultation (**Appendix 2**).

## 8. Equality Screening

8.1 A full equality impact assessment has been completed for the proposed Community Protection Plan 2017-2020.

*Fire & Rescue:*

<http://www.northamptonshire.gov.uk/en/councilservices/Council/equalities/Pages/frseia.aspx>

## 9. Alternative Options Considered

9.1 The production of an IRMP is a statutory requirement on the fire authority. There are no other alternative options to consider.

## 10. Financial Implications

10.1 The total expenditure for Northamptonshire Fire and Rescue Service in 2015/16 was approximately £20.3m (+overhead costs circa £3.5m). This is equivalent to £33.80 per head (Source: CIPFA estimated expenditure 2015/16) based on the current population estimates and demonstrates excellent value for money, whilst also comparing favourably in a range of other efficiency measures. These include stations and appliances serving a larger than average population and larger than average area, with a lower than average number of staff. NFRS also have a lower total expenditure, meaning that operational efficiency is high.

10.2 Currently, over the 4 years April 2016 – March 2020, further revenue savings totalling £2.315m are required. The Community Protection Plan includes a chart detailing the split of these savings across each of the 4 years, with £815k having been achieved in 2016/17; £1.5m remains to be achieved in the remaining 3 years.

10.3 Delivery of this plan is dependent upon funding remaining in alignment with the current County Council draft Medium Term Financial Plan and the Service maintaining access to any capital and revenue grant allocation. The actions and timescales within the plan are therefore based upon the current known operating budget and the detail within the current County Council Medium Term Financial Plan. The impact of any changes to funding will need to be considered as they become known during the life of this plan.

## 11. Risk

a) Risk(s) associated with the proposal

Risk	Mitigation	Residual Risk
Additional Financial pressures.	The impact of any changes to funding will be considered based on the organisational vision and strategy outlined within the proposed plan.	Amber

b) Risk(s) associated with not undertaking the proposal

Risk	Risk Rating
IRMP is a legal requirement under the National Framework 2012	Red
Financial Savings are not achieved	Amber
Failure to meet government expectations	Amber
Negative Press/ Community interest	Amber

## 12. List of Appendices

Appendix 1 – Service Review Final Report

Appendix 2 – Community Protection Plan 2017-2020

Author:	Name: Shaun Hallam Team: Fire and Rescue Service Business Services
Contact details:	Tel: 01604 797000 Email: shallam@northantsfire.org.uk
Background Papers:	Community Protection Plan 2013-2016 Northants Police/ Fire and Rescue Service Partnership Agreement. Service Review Terms of Reference.
Does the report propose a key decision is taken?	Yes
If yes, is the decision in the Forward Plan?	N/A
Will further decisions be required? If so, please outline the timetable here	Yes Cabinet – February 2017 Fire Authority (Full Council) March 2017
Does the report include delegated	N/A

decisions? If so, please outline the timetable here	
Is this report proposing an amendment to the budget and/or policy framework?	NO
Have the financial implications been cleared by the Strategic Finance Manager (SFM)? Have any capital spend implications been cleared by the Capital Investment Board (CIB)	YES Name of SFM: Rosemary Pallot  YES/NO
Has the report been cleared by the relevant Director?	YES Name of Director: Tony Ciaburro
Has the relevant Cabinet Member been consulted?	YES Cabinet Member: Councillor André Gonzalez De Savage
Has the relevant scrutiny committee been consulted?	YES Scrutiny Committee: EDT
Has the report been cleared by Legal Services?	YES Name of solicitor: D Stewart  Solicitor's comments: On the basis of the papers presented the basis and purpose of the consultation would be vires and within the scope of the Gunning principles and the Consultation Principles 2016.
Have any communications issues been cleared by Communications and Marketing?	YES Name of officer: Joni Ager
Have any property issues been cleared by Property and Asset Management?	YES Name of officer: James Wheeler and Damon Lawrenson
Are there any community safety implications?	The Integrated Risk Management process is the key strategic plan for the Fire Authority in mitigating risk to the communities of Northamptonshire from Fire and other emergencies under the Fire and Rescue Service Act 2004.
Are there any environmental implications:	Environmental implications are covered within the proposed Community Protection Plan 2017-2020.
Are there any Health & Safety Implications:	YES (please delete as appropriate) Health and Safety remains one of the strategic objectives as embedded within the proposed draft Community Protection Plan 2017-2020
Are there any Human Resources Implications:	YES (please delete as appropriate) The proposed plan highlights the need for new staffing models in line with a proposed target operating model.

Are there any human rights implications:	NO (please delete as appropriate)
Constituency Interest:	County wide.