

Local business case for joint governance of police and fire
Services in Essex

Public consultation - engagement strategy and tactical plan

Contents

Executive Summary.....	3
The Consultation	3
Aim of the consultation.....	4
Objectives.....	5
The approach	5
Governance.....	6
Legal and risk.....	6
Resource to deliver.....	7
Stakeholders	8
Script and key messages.....	9
Core Script.....	9
Key Messages.....	10
Materials.....	11
Consultation questions	13
Timeline.....	14
Costs.....	16
For consideration to do/justification not to do	16
After the formal consultation	16
Assurance and Evaluation	17

Executive Summary

The PCC, working with Essex Fire Authority, the Essex County Fire and Rescue Service (ECFRS) and Essex Police, has commissioned a Local Business Case (LBC) for a change in governance of Fire and Rescue.

This is in response to the provisions set out in the new Policing and Crime Act 2017, which states it *‘places a duty on police, fire and ambulance services to work together and enable police and crime commissioners to take on responsibility for fire and rescue services where a local case is made’*

The LBC has been developed in close discussion with the Fire Authority and shared in draft with key stakeholders including the Fire Authority the Home Office; it has also been published on the PCC’s and ECFRS’s websites.

Swift and effective change, and the consultation that sits around it, is driven by the PCC’s desire to improve public safety and provide real, tangible benefits to the people of Essex. (This work does not exist in isolation - it is taking place against a backdrop of the extensive ECFRS Programme 2020 consultation; Essex Police’s Transform Change programme, and the public of Essex demanding increased scrutiny of how their money is spent on emergency services).

All engagement activity will be geared towards delivering a successful public consultation process which has the confidence of key stakeholders in Essex and proactively seeks the views of public, staff and wider partners.

This document sets out the communication and engagement approach and tactical activity for the Local Business Case consultation.

The Consultation

Summary:

This consultation seeks views on three options to change the governance of the Essex County Fire & Rescue Service, and Essex Police Service.

The consultation will run for 12 weeks from **16 February 2017** to **10 May 2017**.

The three options are:

Representation model - Police and Crime Commissioner becomes the 26th voting member of the Essex Fire Authority

Governance model - PCC takes on the role of the EFA and jointly governs both Essex Police and Essex County Fire & Rescue Service; a chief officer for each service remains

Single Employer model – PCC takes on role of the EFA; creating a single employer for both services, bringing Essex Police, and Essex County Fire & rescue Services together. A single chief officer will lead both services.

(The Strategic Governance Board agreed to consult with the public for a 12 week period commencing on the 16th February, 2017).

Aim of the consultation

The consultation communications and engagement strategy is driven by the following aims (i.e. the PCC is seeking to achieve):

- Views from all stakeholder groups
- Capture a range of views and for all three options
- Raise awareness of the change in legislation and the potential benefits this offers.

Supported by the following principles and actions

- The consultation will:

- Produce informative communications
- Have a clear purpose and set clear questions
- Raise awareness
- Seek advice and assurance – to ensure an appropriate and effective consultation has been carried out
- Be delivered in a timely fashion

- Produce a clear evaluation of the feedback at the end of the formal consultation
- Use resources effectively
- Where appropriate procure third parties to design materials and to provide advice and assurance services.

Objectives

The overall objectives will ensure that the consultation is compliant and effective. They aim to:

- Deliver an accessible consultation and engagement with key stakeholders, ensuring all materials are compliant and in line with legislation and Home Office guidance
- Deliver clear communication and explanation of the local business case and options for change using a range of communications channels
- Gather views and responses effectively; producing a clear evaluation for the local case submission to the Home Office.

The approach

The consultation process will then run for a period of 12 weeks comprising of two phases, it will:

PHASE 1 (20/2 – 31/3)	<ul style="list-style-type: none"> - Launch and distribute consultation materials (see materials) - Communicate all consultations materials to the public and media through print, digital, public meetings and media interviews - Focus on communicating with key strategic stakeholders, via letters, calls, meetings and minuted meetings seeking their views - Engage with staff (both fire & rescue and police) via internal briefings, face to face briefings and established communications channels - Meet with both fire and police unions/staff associations. Letters and calls will support these meetings. - The Communications Working Group will produce action plans.
------------------------------	--

PHASE 2 (01/4 – 12/5)	<p>Continue to engage with the public using phase 1 channels and approach</p> <p>Conduct interviews/focus groups with to gather qualitative data</p> <p>Continue to support and ensure meetings with staff and unions/staff associations are made available on request</p> <p>Respond to media enquiries</p> <p>Gather all information needed for post formal consultation evaluation.</p>
------------------------------	--

Governance

A Communications Working Group (CWG) has been set up. This group reports into the **Strategic Governance Board** with representation from communications professionals from the Police and Crime Commissioner for Essex, Essex County Fire and Rescue Service, and Essex Police. The PCC will lead this working group but seek advice from its members. The group will support tactical delivery, including assisting with some specific resourcing needs. The CWG ensures communications issues relating to staff engagement are escalated appropriately, and that ultimately delivery is across all established channels.

The Communication Working Group will assist in the planning and delivery of the formal consultation led by the PCC. It will:

- Offer advice on the approach
- Ensure staff are consulted effectively
- Identify and advise on any issues relating to the timeline
- Present back on activity throughout the time of the consultation
- Provide comment on the views expressed
- Meet fortnightly to track and review progress, identify risks and address additional needs.

Legal and risks

- The PCC will seek legal advice as appropriate
- The consultation commences 16th February and will be in Phase 2 before the Purdah period starts
- There is a risk that the public will not want to engage with this type of consultation; however reasonable communications effort will be made to engage with the public; undertaking interviews to capture a number and range of views
- The CWG will demonstrate that it is following [Cabinet Office: consultation principles guidelines](#):

The Home Office states that:

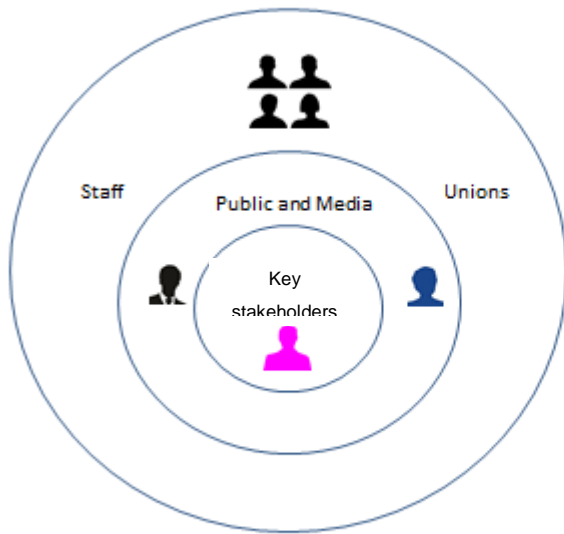
1. *before submitting a section 4A proposal to the Secretary of State, a relevant police and crime commissioner must*
 - (a) *consult each relevant local authority about the proposal,*
 - (b) *consult people in the commissioner's police area about the proposal,*
 - (c) *consult each of the following about the proposal—*
 - i. *persons appearing to the commissioner to represent employees who may be affected by the proposal;*
 - ii. *persons appearing to the commissioner to represent members of a police force who may be so affected, and*
 - (d) *publish, in such manner as the commissioner thinks appropriate, the commissioner's response to the representations made or views expressed in response to those consultations.*
2. *Each consultation under sub-paragraph (1) is to be carried out in such manner as the relevant police and crime commissioner thinks appropriate.*

Resource to deliver

- Communications and engagement staff from OPCC, further supported by the Essex Fire and Rescue Service and Essex Police
- Use of partners' and communications network – channels and distribution
- PCC, Deputy PCC, Chief Executive and all PCC office support will actively deliver the consultation to all stakeholders
- A third party may be instructed to manage the dissemination of survey materials and the administration of the capture and feedback of responses
- Third party suppliers to produce the design and production of materials
- Scrutiny resource in the form of a quality assurance organisation
- An engagement tracker will record all completed activity, before, during and immediately after the consultation period has closed.

Stakeholders

The stakeholders to be consulted with consist of three key groups, they are:



Key Stakeholders

- Essex Fire and Rescue Authority
- Essex Fire and Rescue Service
- Essex Police
- Essex, Southend, Thurrock, Leaders
- Chief Execs of local authorities
- MPs
- Kent PCC and Kent Police
- Key strategic partnership boards

Public and Media

- Essex residents; a range of ages and demographics
- National and local media

Staff and unions/representative bodies

- Essex County Fire and Rescue Staff
- Essex Police staff and officers
- Unions and representative bodies (Fire and Police)

All stakeholders will be able to access consultation materials via printed and online channels.

Script and key messages

Key messages and materials produced for the purpose of the consultation act as the foundation for all communication and engagement across all audiences and via all channels.

Core Script

The public rightly expect emergency services to be there when needed and to work together effectively to keep us all safe.

An elected Police, Fire and Crime Commissioner (PFCC), responsible for setting the strategy for both services, will ensure that closer working between Essex Police and Essex Fire and Rescue Service guarantees the best possible public safety.

By ensuring a more joined-up response to incidents, providing crime and fire prevention advice, creating community safety hubs, and sharing buildings and some enabling functions, an elected PFCC will both improve the provision of services and save money.

With accountability for both police and fire, the PFCC will be leading the way to a safer Essex; ensuring public safety is a priority, providing efficiency, effectiveness and enhancing safety for the people of Essex.

Key Messages

<i>The fundamental messages which underpin this core script, and on which the local business case rests are: Keeping the public safer and providing better value for public money</i>	
Efficient	The case for change is more efficient than it is today creating better ways of working between Police and Fire.
Effective	<p>The case for change is more effective than it is today, creating better outcomes for the public through Fire and Police working together</p> <p>Roger Hirst commented “There are opportunities for the services to work together to help the vulnerable and to keep people safe – for instance by improving the way we respond to the public online and on the phone, providing joint crime and fire prevention advice; opportunities for joint attendance at incidents.</p> <p>“Both Essex Police and ECFRS do a great job at protecting residents of Essex, making them safer and coming to their aid when they are in trouble. But there are opportunities to work smarter and to do more things together which I feel is in the interests of the public of Essex for us to explore.”</p>
Economy	<p>The case for change is better for the economy than it is today, creating better value for money and the public purse through Fire and Police working together.</p> <p>Roger Hirst said “This is not just about making financial savings. I believe the oversight by a joint commissioner would improve the provision of services while also saving money to reinvest back into both organisations. A directly elected commissioner would be accountable to the public for the delivery of both police and fire services in the county.”</p>
The role of a fire officer	<p>The Local Business Case proposes that the Police and Crime Commissioner would replace the Essex Fire Authority and take overall charge, but the two services (EP & EFRS) would remain separate with individual chief officers</p> <p>Distinct Police and Fire functions will remain – each role will remain unique and carry out every day duties.</p> <p>The new proposed governance structure would look to share back-office functions and enable further collaborate. This includes IT & HR, and buildings; protecting the vulnerable and working together more effectively to improve public safety particularly in relation to community safety and also reduce the pressure on the public purse.</p>
Benefits to the public	Roger Hirst commented “Both Essex Police and Essex County Fire and Rescue Service do a great job at protecting residents of Essex, making them safer and coming to their aid when they are in trouble. But there are opportunities to work smarter and to do more things together which I feel is in the interests of the public of Essex for us to explore.”

	Better collaboration between Essex Police and Essex fire and rescue services will help them integrate and share technology, coordinate operational activity and provide an easier and more effective way for people to engage with the services.
EFRS Support	Councillor Anthony Hedley, Chairman of Essex Fire Authority, said: "Essex Fire Authority has supported the development of a draft local business case, prepared by the Police and Crime Commissioner, to explore joint governance of police and fire services in Essex.

Materials

The following materials will be produced and used to engage with all stakeholders, to capture their views and to understand the level of support for the Local Business Case:

Materials	Available when?
Media materials, press release, briefing pack	Media call 16 th Feb
Core script and key messages	In the Communications and Engagement plan.
Timeline	Available via website 16/2 and in local business case now
The full draft business case	Available now online. Anyone can contact PCC to obtain a copy in the post or via email
Leaflet Printed survey Prepaid envelopes	Libraries, police and fire stations for public and staff. Distribution commences 16/2 PDF version available online 16/2
Animation, via website, Facebook, twitter and YouTube	/LocalCaseForChange
Frequently asked questions (for public and separate for staff)	TBD 08/02
ECM (messaging platform)	From 16/2
Website landing page (including GISMO survey)	Available 16/2 www.essex.pcc.police.uk/LocalCaseForChange
Business cards	Roger Hirst to use 16/2 – 10/5.
Plain English standard presentation – available online	Available 16/02 An online version for anyone who would like a version aimed at the reading ability of age 12 (or if English is not a primary language)

	Can also be sent out in the post.
Social media schedule and hashtag	16/2 onwards #LocalCaseForChange

Further details relating to core materials

Build of consultation landing page: This will be built w/c 6th February and used as an interactive consultation tool via the PCC's website. Essex Police, Essex County Fire and Rescue Service, and Kent Police (shared services) intranets will be able to link through to the site.

Consultation leaflet: The information in the Local Business Case will be presented to the public in a folded leaflet. The leaflet will include info graphic style evidence and statements which set out the three options and a link to the online survey.

Short animation: In a fast-paced, modern world people are ten times more likely to watch content than read it. To ensure Essex residents are given this opportunity, a short animation will bring the leaflet content to life – setting the scene; explaining the role of the PCC; the change in legislation, the local business case options, the benefits of the change in governance, and lastly the call to action – asking the viewer to give their views by completing the questionnaire.

Consultation questions

A survey (printed and online) will ask two questions. These are:

1. **Considering the benefits and the ease of delivery presented in the three options, please rate each of them.**

Rate each option on a scale of 1-5: (People will be asked to tick one box numbered 1-5, against each option).

1 – being, I do not see any benefits being delivered through this option.

5 – being, I see significant benefits being delivered through this option.

Representation

- The Police and Crime Commissioner becomes the 26th voting member of the Essex Fire Authority.

Governance of Police and Fire

- The Police and Crime Commissioner takes on the role of the Essex Fire Authority, becoming the Police, Fire and Crime Commissioner
- Each service retains its Chief Officer.

Single employer

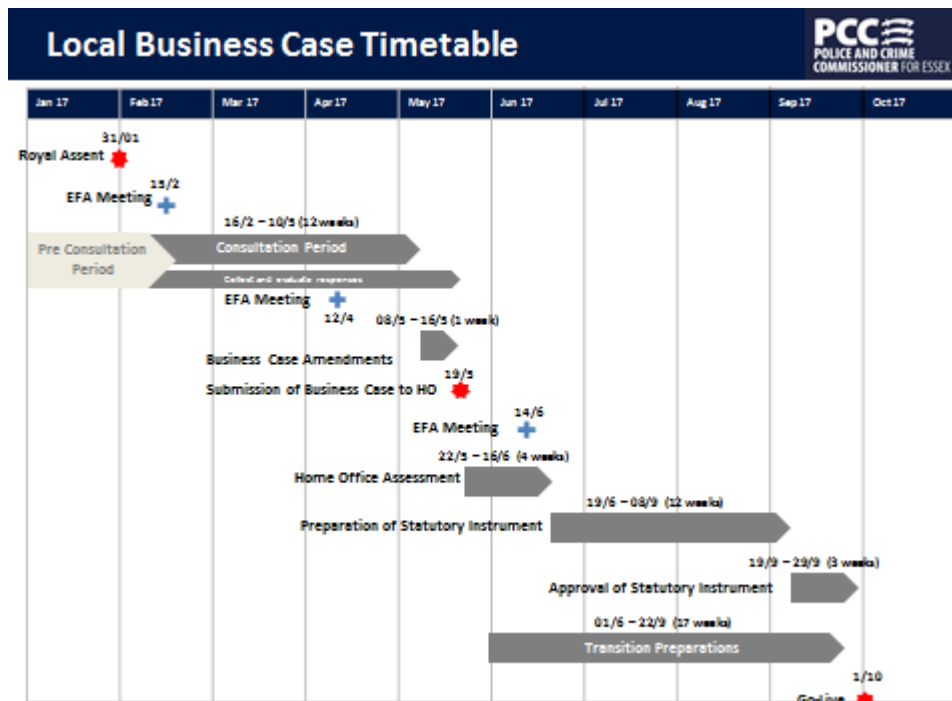
- The Police and Crime Commissioner takes on the role of the Essex Fire Authority, becoming the Police, Fire and Crime Commissioner
- A single Chief Officer is appointed and leads both Essex Police and Essex Fire and Rescue Services.

2. **Please provide any other feedback (an A4 page will be provided)**

Timeline

Since the publically elected appointment of the PCC in May 2016, Roger Hirst has produced the Police and Crime Plan. He has also engaged with many stakeholders about the proposal of the local business case. Pre consultation meetings have been carried out with a range of key stakeholders; examples include Fire and Rescue Authority meetings and workshops, Chiefs of Police and Fire, unions and staff association meetings and discussions with the Home Office.

The following timeline presents the three stages of pre, during and post formal consultation phase:



Costs

Item	Cost in £
Printed leaflet	9,000 (print and distribution)
Printed questionnaire	Potential to spend remaining budget on focus groups.
Prepaid envelopes	
And business cards	
Letters	
Animation	5,000
Seeding of animation via YouTube	2,000
Landing page and online survey	700.00 (Inc. £300 for any additional hours needed)
Briefings	0 (EP and EFRS will provide internal briefings)
Events	0 – events already have budget, survey and LBC will be shared at planned events (e.g. PCC conference).
Quality Assurance and advice To include interviews with public and collation of printed surveys	20,000
Plain English standard	295.00
Focus groups	TBC
Total estimate of costs	37,995

For consideration to do/justification not to do

Paid for advertising – We will not pay for adverts or paid articles to promote the consultation but will pay to promote and seed the animation. The £2,000 spent on seeding will achieve a reach of 21,500 views.

Focus groups - We plan to run focus group mid-April to mid-May. This is dependent on available budget remaining from the print costs. We will look to work with partners and local groups to run sessions aimed at different age groups.

Public stands / visits – We will not be spending money of physical points of distribution stands due to materials being available in libraries and police stations. We have an excellent relationship with both outlets to able to manage this process effectively and without the need for stands.

All leaflets will be displayed alongside questionnaires and prepaid envelopes.

After the formal consultation

Once the public consultation has come to a close, a summary of findings will be published.

Stakeholders will be informed of key milestones comprising of when the consultation process closes, and when the final business case is submitted to the Home Office. This will be done via the same channels as the engagement and consultation activity (e.g. OPCC website, social media, Chief Fire Officer's weekly blog, staff intranets etc.).

Assurance and evaluation

Evaluation of the consultation engagement will consist in the main of quantitative data - i.e. capturing volume and number of completed responses. Qualitative data will be captured via face to face meetings in Phase 1 and interviews carried out in Phase 2, capturing a range of views and any potential issues not already included in the Local Business Case.

The existing Police and Crime Panel (PCP) will act as the independent scrutiny for the consultation evaluation. The PCP will oversee the information gathered and review a summary of feedback (included in the final case to the Home Secretary).

Evaluation metrics include:

Quantitative metrics	Qualitative metrics
<ul style="list-style-type: none">• Numbers of participants in public consultation• Numbers of ALL stakeholder meetings and type of engagement (face to face, phone, email) using an engagement tracker• Numbers of staff meetings• Numbers reporting all social media activity• Numbers of social media posts, tweets, analytics• Numbers of press releases, interviews• Numbers of media enquiries.	<ul style="list-style-type: none">• The views captured and topics they relate to• Insight from workshops/interviews- internal and external• Interviews• Views at public meetings• Geographic, equality and diversity representation data.