



NORTH YORKSHIRE POLICE & CRIME COMMISSIONER

SUPPORT FOR EXPLORING POLICE AND FIRE COLLABORATION OPPORTUNITIES

Delivery proposal

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EXECUTIVE SUMMARY

We are pleased to present a proposal for how we can work with the Office of the Police and Crime Commissioner for North Yorkshire (OPCC), North Yorkshire Police (NYP), North Yorkshire Fire and Rescue (NYFRS) and the North Yorkshire Fire Authority (NFA) to assess opportunities for further collaboration between fire and police and whether there is a case for the PCC to adopt one of the new governance options for fire set out in the Police and Crime Bill.

Delivering at speed and with the quality to build confidence and enable an informed decision about the strategic direction, will require:

Understanding of the police and fire reform landscape. There is a developing evidence base on emergency services' collaboration but the Police and Crime Bill opens up new options around governance. PA is already plugged into the leading policy, operational and academic experts on emergency services collaboration. And we are currently developing business cases for two other areas in which we are examining the case for the different governance options. We will bring these insights to bear in North Yorkshire, offering additional value and an opportunity to accelerate the work.

Understanding of the distinctive issues relating to North Yorkshire. While the governance options available to the PCC are national, any business case needs to assess the local case for adoption, and every area is in a different position. We understand the need to take account of the history of collaboration in North Yorkshire and the specific needs for fire and rescue in such a large rural area.

A blend of rigour and pragmatism in developing the business case. Our team has deep business case experience and we understand the sort of data that will be needed, so we will use a pragmatic mix of quantitative and qualitative benefits and risk assessment and draw on the existing research base to provide the most compelling evidence base possible for future decision making.

Targeted and effective stakeholder engagement. We will need to engage stakeholders in the right way during this early work if we are to lay the foundations for successful future implementation of change. We have teamed up with Crest Advisory, a firm that specialises in communications in the emergency services, to provide expert and targeted engagement advice if required. They have worked with us in both Essex and Sussex.

We are excited by the opportunity to work with the North Yorkshire team on this important project and look forward to discussing our ideas further with you.



Neil Amos

Member of PA's Management Group and Home Affairs, Policing and Justice Lead

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1 OUR APPROACH

In this section we describe how we will approach this project to deliver your outputs and outcomes successfully and set out our delivery plan. We also describe how we can work effectively with the key partners in this project and wider stakeholders, which we recognise as two of the key requirements for successful delivery.

1.1 Our understanding of your requirements

Based on helpful conversations with the PCC's office, we understand that the PCC is interested in obtaining support to help her explore options for how the future statutory duty for collaboration between emergency services can be best delivered in North Yorkshire.

North Yorkshire police (NYP) and North Yorkshire Fire and Rescue Service (NYFRS) currently collaborate in a number of areas, but despite opportunities being identified in 2014 for much closer working together, progress has been slower than hoped. Both services also face budgetary pressures and we understand that leaving things as they are is not an option. In response to fire budget pressures, the North Yorkshire Fire Authority (NYFA) has recently explored the option of a merger of NYFRS with Humberside FRS. However, this is no longer a viable option. As such, there is renewed interest in the options for a step-change in collaboration between fire and police within North Yorkshire and also for whether the new governance options in the Policing and Crime bill should be taken forward as an enabler for achieving much greater community safety benefits than the current governance arrangements permit.

You are looking for support in potentially three areas:

- To develop a collaboration blueprint between fire and police in North Yorkshire that can explore the scale of the potential opportunity for the two emergency services to work together more significantly and deliver improved safety and value for money in North Yorkshire. We have discussed completing a first draft of this by mid-February 2017.
- Depending upon the outcome of this work, you are also interested in having an option to obtain support to produce a draft Local Business Case by end March 2017 for potential changes in governance. The business case will need to evaluate three new governance options for police/fire collaboration, set out in the Policing and Crime Bill, and propose a way forward for North Yorkshire.
- Should it be decided that there is a case for changes to governance, to provide the option of advice on how best to structure the engagement and consultation that would be required before any formal submission to the Home Office.

The three options for future governance across North Yorkshire Police (NYP) and NYFRS are:

- **Representation model** - where the PCC sits on the NYFA with full voting rights.
- **Governance model** - where the PCC takes on responsibility for NYFRS instead of the NYFA but the two services stay distinct
- **Single employer model** - where the PCC takes on responsibility for NYFRS and appoints a single chief officer to employ fire and police personnel.

Governance is not an end in itself. We need to test the options for their impact on efficiency, effectiveness, value for money and, above all, public safety. In essence, we need to assess the extent to which the new governance options could help deliver a better service to the people of North Yorkshire by enabling new forms of collaboration between the police and fire services.

A dedicated team is being established consisting of senior leaders from NYP and NYFRS and some other day-to-day resource. External support needs to complement this capacity and capability and bring knowledge and insight from having supported other areas consider the issues.

We think that a successful collaboration blueprint and business case will give you:

- Objective analysis of the collaboration opportunities and governance options, drawing upon the best available evidence from North Yorkshire and elsewhere
- Clear but pragmatic recommendations on the best way forward for North Yorkshire
- Engaged stakeholders who have had opportunity to input and accept the analysis even if they have different views on the desirability of the recommended course
- A solid platform to move forward, with high-level costings and a plan.

1.2 Our approach

Our approach to delivering the business case is summarised below. Our plan is in section 1.2.

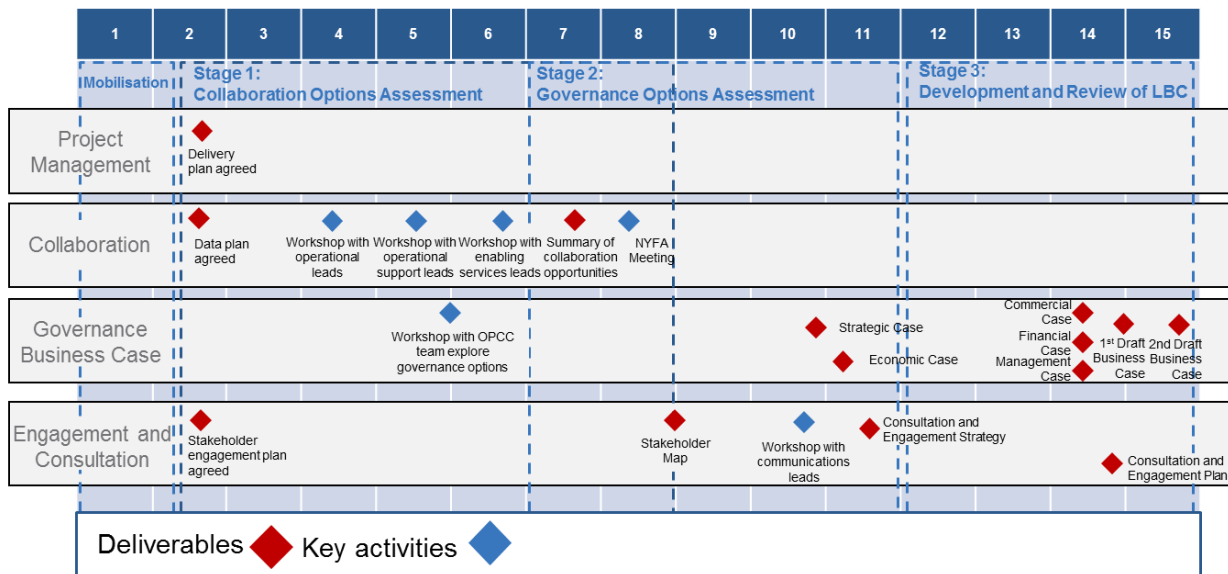


Figure 1: Summary Approach

We have assumed this is potentially a 15 week project (excluding the Christmas week), due to start on 12 December and finish with the delivery of the draft Local Business Case by the end of March. There will be a review point in mid-February after production of the collaboration blueprint on whether work will continue.

After a rapid mobilisation, which we would start before the project formally begins, we propose three, slightly overlapping, stages of work to progressively build the business case with structured review points:

- **Collaboration Options Assessment** (weeks 2–8)
- **Governance Options Assessment** (weeks 7–11)
- **Development and Review of the Business Case** (weeks 12–15).

This will take the work up to the point of having a Local Business Case that is ready to discuss with the NYFA and to move rapidly to local public consultation, if required.

Through these stages we would recommend four workstreams:

- **Project Management:** covering the disciplines required to deliver the project successfully: planning, reporting, stakeholder engagement and interactions with your governance bodies.
- **Collaboration:** exploring the ambition and opportunities for collaboration between the services
- **Governance Business Case (optional):** producing a draft local business case to recommend the way forward on governance options, which would draw upon the collaboration work.
- **Engagement and consultation (optional):** working with your communications leads to developing a high-level engagement and consultation strategy and supporting plan.

The activities we would carry out in each stage / workstream, are described below.

1.2.1 Mobilisation

Project Management: Before we start we will agree with you a proportionate core data set and other information requests so that data gathering can start early and not slow the pace of the project. We expect sending this out before Christmas. This will include:

- Baseline details of NYP, OPCC and NYFRS, including budgets, assets and debts, performance figures, and organisational change programmes
- Scope, cost and staffing of existing governance functions, including reports and minutes
- Details of previous and existing collaboration initiatives between police and fire, and also with other organisations (such as local authorities, ambulance service etc) and any data on their effectiveness
- Known dependencies with other projects and programmes.

We will review and agree the project and stakeholder plans in the first week, confirming governance dates and reporting formats and booking the key stakeholder interactions, and establish ways of working with your team. This will include training opportunities. We are assuming that we will work as part of an integrated team, reporting on a day-to-day basis to DCC Madgwick and Temporary ACO Hayward.

Collaboration: we will agree the format for the Collaboration blueprint.

Governance Business Case: we will agree the options and the format for the Business Case.

Engagement and consultation (optional): we will agree the stakeholders to be consulted during this project – see section 1.5 for more detail.

1.2.2 Stage 1: Collaboration options assessment (weeks 2-8)

This section describes the key activities in our approach; Section 2 of this proposal describes in more detail how we will deliver the Collaboration Options Assessment and Governance Business Case.

Project Management: we will establish the rhythm of reporting for the project, ensuring you are kept involved and informed. This will include:

- engagement with key internal stakeholders, professional partners and key external stakeholders
- weekly progress reporting using a simple one-page template, and budget update
- proactive management of risks and issues
- regular checkpoints for testing conclusions and gaining steers on issues.

Collaboration: working with your team we will review the state of existing collaboration work and also previous reports into collaboration opportunities (such as that produced in 2014 by Eversheds). From this,

we will identify a long list of options for collaboration, and agree the detailed analysis required. We will test these options (and others that emerge) with functional fire and police leads through a series of workshops, and produce a set of prioritised options for the short, medium and long-term. This will be summarised in a report for mid-February. There is the option to share this with the NYFA at their meeting in February and take their views.

Specific activities will include:

- Agreeing objectives and design principles for collaboration
- Confirming what the new legislation allows / constrains and any other legislative constraints
- Baseline current collaboration and evidence of progress to date, or reasons why collaboration has not delivered as much as hoped
- Undertaking a first round of interviews with key stakeholders to explore options and success criteria.
- Generating a longlist of options – combining ideas and initiatives from North Yorkshire with examples from other organisation - organised into operational, operational support (such as control room) and enabling services
- Running between 3-5 workshops covering each of the service areas (with potentially more than one in enabling services) to assess opportunities against the design principles, and make a high-level assessment of costs and benefits (High/Medium/Low) and likely implementation timescales.
- Identifying additional data requirements and capturing data in order to produce high-level assessments of costs and benefits of initiatives (this will go beyond this phase)
- Summarising the opportunities into a document that can be shared with NYFA and also summarising further analysis required for the business case.

Governance Business Case: in parallel with the collaboration work, we will undertake a rapid assessment of current governance and start testing the potential options by:

- Collecting and analysing data on current powers, roles and costs in NYFA and OPCC, recognising that North Yorkshire PCC has adopted a different model to Stage 2 delegation than other PCCs. We would need to understand the implications and relevance of this model to the governance options
- Carrying out initial interviews with key stakeholders to test options and success criteria – most likely the NYFA Secretariat and key members, OPCC, PCC, chief officers, trade unions, staff associations, Police and Crime Panel, County Council and unitary authority officials
- Running a workshop with the OPCC team to explore the governance options and make a preliminary assessment of feasibility, benefits and ease of implementation in North Yorkshire.

Given the desire to ensure that nothing is considered to be pre-determined until the scale of the opportunity through increased collaboration is clear, we will not produce a deliverable at this stage. This work should be considered as preparatory only, so that if a decision is made in mid-February to continue, we can be on track to produce a draft business case by the end of March.

Engagement and consultation (optional): we will have preliminary discussions with communications leads in the OPCC, NYP and NYFA to understand previous approaches taken to consultation and preferred communication channels, and develop an initial stakeholder map for any future engagement and consultation.

1.2.3 Stage 2: Governance Options assessment (weeks 7-11)

In this stage, if it proceeds, we will explore the collaboration options in more detail to further develop costs, benefits and timelines. We will also develop the draft Local Business Case, using the criteria of public safety, economy, efficiency and effectiveness.

Project Management

Continued project management, with the option of a further meeting with an assurance panel

Collaboration

Further analysis and stakeholder engagement to refine views on the potential collaboration initiatives in terms of potential value and ease of implementation.

Governance Business Case

You will be aware of the draft APCC Police Fire Integration Business Case Guidance for the format and contents of the business case. The guidance is based on the five case HM Treasury model and we think this works well, ensuring that the right questions are asked in a structured way, using government best practice. Through our work in Essex and Sussex we have developed a working template for the business case that builds on the draft APCC guidance but includes some additional aspects. We have shared our version with the Home Office and APCC and would be keen to discuss with you.

In this stage, we will produce the first two parts of the draft business case:

- **Strategic case:** using the analysis done for the collaboration assessment and broader factors that we are aware of from our other work, we will develop the Strategic Case, outlining the success factors for the future governance model, the case for change, an overview of the main benefits anticipated from greater collaboration and how changes to governance might assist
- **Economic Case:** we will also develop the economic case, which will be a high-level options appraisal of the governance options against the agreed critical success factors, in order to identify a preferred option. This will include a more detailed view of how the options would be implemented, including direct costs and timescales, workforce and legal implications, and likely reactions from staff and stakeholders that may affect ease of implementation.

We will meet with the PCC to assess and agree in principle the preferred option best able to deliver the strategic case and vision for future collaboration.

Engagement and consultation (optional): as the likely preferred option and supporting case becomes clearer, we will hold a workshop with communications leads in the OPCC, NYP and NYFA to develop a consultation and engagement strategy that develops high-level proposals for the approach to engagement and consultation, and priority groups.

1.2.4 Development and Review of the Business Case (weeks 12-15)

In this stage we will produce a first draft of the Local Business Case. This will include development of the remaining cases:

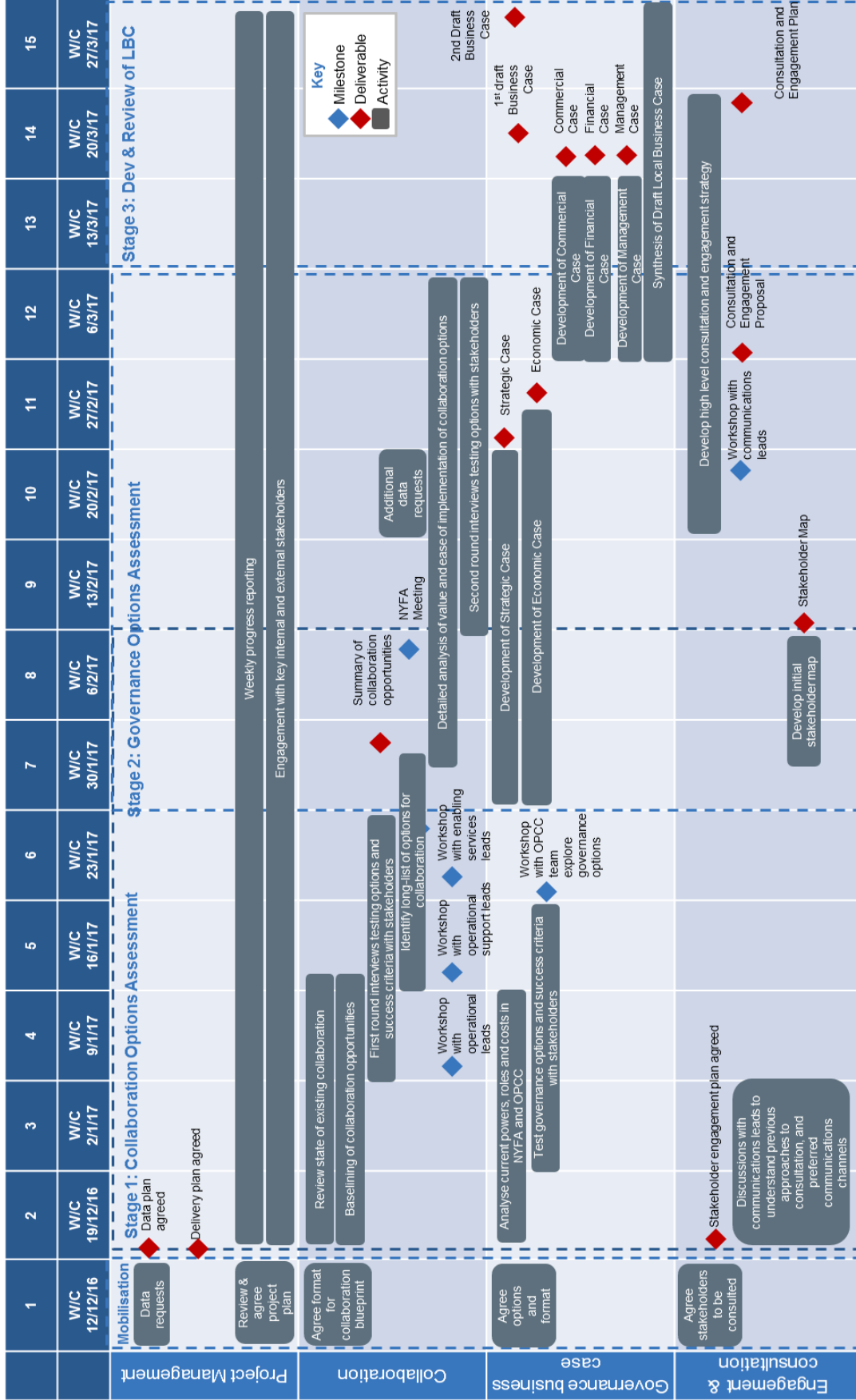
- **Commercial Case:** this case will outline any commercial and legal agreements which will need to be put in place. It will also outline any changes to existing contracts with service providers that may need to be novated to deliver the preferred option.
- **Financial Case:** this will outline financial consequences of the preferred option
- **Management Case:** this will outline the implementation consequences of the options appraisal, including resource requirements, and governance arrangements, a risk management plan and a stakeholder management plan.

The output would be a draft Local Business case for comments by the PCC and the supporting team and to incorporate one round of comments. We have assumed that the OPCC team will then handle sharing with the NYFA and the Home Office, and taking on board comments received from them before going out to public consultation, should that be required.

Engagement and consultation (optional): we will produce an engagement and consultation high-level plan, covering key audiences, channels, resources and timelines, should that be required as a result of the preferred option. We will also produce an initial core script for communication messages.

1.3 Project Plan

Overleaf is our high level project plan, including milestones, key activities and proposed governance arrangements. It amplifies the approach shown in Figure 1.



Key

- ◆ Milestone
- ◆ Deliverable
- Activity

1.4 How the North Yorkshire team can work with us

Our experience of this kind of project is that it needs to be done ‘with you’ rather than ‘to you’ to be successful. In this case, successful delivery and sustainable collaboration will require:

- the involvement of existing governance bodies, to achieve the right level of input and transparency, without slowing down the project
- joint work with your teams to evidence, test and cost emerging proposals so that they are grounded in operational reality.

We are encouraged to see that you are putting in place a senior team of police and fire leadership to drive this work. We assume that we will work with this team day-to-day, with formal reporting on progress each week to the OPCC CEO, Fraser Sampson.

In developing our proposal we have assumed the following input from the North Yorkshire team:

- stakeholder engagement to be led by the internal team, with support from us
- identifying the right attendees to attend workshops and assist us in validating opportunities
- finance and HR teams in both fire and police to provide data and advise upon and validate cost and benefits assumptions
- project and administrative support in arranging meetings and sending out data requests.

We have also found the types of groups listed below helpful for this work to move forward with pace and confidence.

Governance	How it can help the work
A Strategic Group (usually consisting of the PCC, OPCC CEO, potentially FA chair and chief)	Set the tone for the project across the services e.g. ensuring the right level of participation from stakeholders Clear strategic steers in response to questions from the project team and timely review of draft documents Prompt response if we have to escalate any risks or issues Facilitate access to strategic partners e.g. Councils, where needed.
Working Group	Provide timely and accurate data and documentation to aid our analysis Facilitate access to operational and other stakeholders and lead stakeholder engagement where most appropriate Enable logistics (e.g. meeting rooms)
Check and Challenge Panel of independent experts	Objective review and constructive challenge of proposals and documents Receptiveness to external lessons and examples

In addition we would welcome:

- opportunities to brief the PCC personally at key points in the project to ensure that we have captured her input and steers
- access to legal advice, where required.
- input from your HR and Corporate Communications teams on implications and messaging for staff and wider stakeholders (see below).

We will firm up these requirements during mobilisation.

1.5 How we will engage stakeholders

Effective stakeholder engagement is key to this project. Given this, our team includes as an option the involvement of an expert in communications and stakeholder management from Crest Advisory who work extensively with the emergency services. Crest have been working with us on our Police/Fire collaboration project in Essex and assuring the communications approach in Sussex.

During mobilisation we will carry out a structured analysis of the stakeholders in North Yorkshire covering their likely outlook and our objectives in engaging them. We will agree an engagement plan with you, covering methods and messaging. We would like to work with your Corporate Communications teams on drafting a core script and Q&A to describe the project.

The list of stakeholders will be diverse, including:

- Local authority officials and political leaders
- Staff from each service, including Trade Unions and staff associations
- Existing collaboration partners
- Other emergency services (ambulance and emergency planning)
- Police and Crime Panel and the Fire Authority
- The Home Office
- The public (although we assume that while they may be informed, they will not be consulted at this stage).

Stakeholder input will inform the draft business case both in terms of the substantive analysis of the options but also the attitudes of stakeholders will influence the prospects for effective implementation.

The level of stakeholder involvement will necessarily vary, emphasising the need for a controlled and structured approach to engagement during the project. The plan will need to cover:

- Regular reporting on progress with stakeholder engagement via our weekly progress reports
- Workshops with senior representatives of the services to share findings, guide thinking and prioritise analysis (including the role of a check and challenge panel)
- Meetings or planning sessions with those individuals, projects or programmes responsible for taking forward change and collaboration initiatives, those currently responsible for governance (OPCC and NYFA Secretariat) and specialist input from HR, finance, communications and legal
- At least one 1-1 meeting with wider interested stakeholder groups, including unions, members of the FA, local authority staff, and other partners, where our approach would be to gain information, listen and clarify where necessary. We assume these will be led by the North Yorkshire team, with us supporting as required.

2 IDENTIFYING COLLABORATION AND TRANSFORMATION OPPORTUNITIES

Our experience with emergency services across the country means that we have clear ideas where to look for potential collaboration and transformation opportunities in North Yorkshire and a rigorous process for selecting the right ones to pursue. This section sets out how we would do that.

2.1 Establishing clear design principles

Agreeing a clear set of design principles early on will help us identify and evaluate potential collaboration and transformation opportunities in an objective way

As a start point, Figure 2 below shows a set of design principles that we have developed in a comparable project in Essex, to underpin an objective approach to selecting areas where the Police and Fire services *could* collaborate. They are divided between scale of Benefit and Ease of implementation.

Benefit	1. Has a positive impact on public safety
	2. Delivers measurable benefits to the public of North Yorkshire
	3. Makes a significant contribution to improved economy, efficiency or effectiveness in all organisations
	4. Provides a strong return on investment
Ease of implementation	5. Can be funded from operating budgets, reserves or other available funding
	6. Can be delivered by capable and existing resources
	7. Is consistent with the design and implementation roadmaps within local Fire service reform programmes
	8. Is consistent with the design and implementation roadmaps within local Police service reform programmes
	9. Does not duplicate collaboration objectives or initiatives with other fire services or police forces or national initiatives
	10. Does not diminish the effectiveness or efficiency of existing local or regional support service collaboration
	11. Is capable of being delivered within the next two years
	12. Commands support from all organisations, staff organisations and the public

Figure 2: Collaboration Design Principles

To build confidence in collaboration, we would focus on opportunities that appear to be high benefit and easy to implement. It is equally important to discount opportunities that are low benefit and/or hard to implement, and to understand which functions offer significant benefits but where implementation is complex (Shared IT and integrated control rooms would be in this category). For this project, we do not expect to get to a detailed level of assessment for each opportunity; it is likely that each opportunity would need its own business case before proceeding. The purpose of this work is to assess at a high-level what the potential is for improved collaboration and the scale of benefits it could bring.

2.2 Understanding the baseline in North Yorkshire

As discussed in Section 1, we will create a current state assessment for police and fire as a transparent view of what is already happening in North Yorkshire (and how well) using:

- information on scope, performance and constraints of existing collaboration initiatives
- core data on functions that could potentially be in scope for collaboration (see 2.3 below)
- discussions with business leads in the three organisations.

Our working assumption is that collaboration works well in a crisis situation, thanks to the JESIP arrangements – e.g. the response to flooding – but that there has been slower progress in more routine operational collaboration around community safety and prevention or in enabling services.

The identification of local best practice is described in more depth in section 3 below.

2.3 Bringing ideas to accelerate the process

Our current work in police and fire collaboration and our understanding of the associated academic research has shown us that there is a good number of collaboration opportunities that are already being pursued or are under active consideration.

Our analysis suggests grouping them under the following headings:

Operations: front-line collaboration to improve community safety through a shared approach to both prevention and response activities

Control rooms: a specific area of operation that is at the forefront of effective service delivery, and which could offer both operational and financial savings

Enabling services: looking for synergies in 'shared services' provision. We have deliberately offered a broad definition of the services which we believe it is worth considering for initial assessment.

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Figure 3: Collaboration Opportunities

Figure 3 below shows the potential areas for collaboration and transformation:

Similarly, we bring an initial view of the pros and cons of the three governance options set out in the Police and Crime Bill, as a way of kick-starting the assessment process. The tables below show the opportunities (risks are covered in Section 4).

Option 1: PCCs are represented on the FRA – The “Representation” model

Theme	Potential Opportunities
Economy	<ul style="list-style-type: none"> • Quick and low cost to achieve.
Efficiency, Effectiveness and Public Safety	<ul style="list-style-type: none"> • Less contentious. • Can enhance collaboration opportunities if there is a shared vision between police and fire. • Full voting rights ensure they can take part in decisions.

Option 2: PCCs take over governance of their local Fire and Rescue Authorities – The “Governance” model

Theme	Potential Opportunities
Economy	<ul style="list-style-type: none"> • Potential savings in relation to Secretariat and expenses costs. • Potential acceleration of shared procurement, estate and roles, which could reduce costs.
Efficiency, Effectiveness, and Public Safety	<ul style="list-style-type: none"> • More direct accountability to the public which could increase public confidence and visibility. Could improve the effectiveness of public consultations. • Single governance structure could speed up decision making and accelerate collaboration opportunities that could save money and improve effectiveness, especially relating to back office support services. Could help remove barriers to data and information sharing for prevention and protection activity. • Enables joined-up commissioning and strategic planning

Option 3: PCCs take over governance of their FRA, and a single employer created – The “Single Employer” model

This option has the same opportunities as the “governance model” with the following additions:

Theme	Potential Opportunities
Economy	<ul style="list-style-type: none"> • The ability to streamline upper tiers of management
Efficiency, Effectiveness and Public Safety	<ul style="list-style-type: none"> • Remove the barriers that can prevent the full potential of fire and police collaboration, including the need to draw up contracts and collaboration agreements. • Potential ability to deploy operational resource and budget more effectively, including for joint prevention initiatives, greater links between crime pattern analysis and strategic fire assessments. • Deeper single point of accountability that will allow more flexible deployment of resources and information across the two organisations • Potential ability to re-visit and harmonise terms and conditions that will enable more flexibility, such as single terms for community roles.

2.4 Selecting the right opportunities to pursue

During the Collaboration Options assessment phase we will prioritise the opportunities worth taking forward for more detailed analysis. A suggested approach will be to:

- Facilitate an initial validation workshop with stakeholders allocating options into four ‘buckets’:

- Priority areas for change
- Strategically important but complex areas for change
- Possibilities exist but reward is small
- Areas to completely 'de-scope'
- Complete baseline data-gathering across each 'longlist' area for completeness and benefit calculation (see the draft template on the left in Figure 5)

We will then work with you to:

- Task each head of profession and business lead to undertake more detailed scoping and high-level benefits assessment, financial and non-financial, supported by PA (draft template on the right in Figure 4) below:
- Gain endorsement through governance

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Figure 4: Data collection templates for collaboration opportunities

3 BEST PRACTICE

Drawing on existing best practice offers opportunities to accelerate the project, stimulate thinking locally and build confidence at senior levels. This section explains how we will embed best practice thinking into the business case, drawing on best practice internally within the North Yorkshire organisations; from emergency services nationally and internationally; and from across the wider public and private sectors.

3.1 Internal best practice

As part of our current state assessment, we will seek out any examples of best practice in police and fire that could be extended to the others on a collaborative basis. Our primary source will be discussions with business leads who will be best placed to identify internal best practice in relevant functional areas.

3.2 Best practice within emergency services

PA has worked extensively with the emergency services across the country and we will bring this knowledge to bear in developing the business case.

We have worked with over half of UK police forces within the last 2 years helping to re-design businesses, transform operations, increase collaboration and save money. As an example we are currently working with xxxxxxxx to increase collaboration and improve criminal justice outcomes underpinned by common technology.

Following the Knight Review of the fire service, the Chief Fire Officers Association (CFOA) and Department for Communities and Local Government (DCLG) hired PA to work with a group of FRSs, to analyse their spend, identify savings and create a business case for collaborative procurement. PA worked closely with the sector and identified 14% of cashable savings across a range of categories.

In relation to Police / FRS collaboration specifically, we are:

- currently finalising our work with xxxxxxxx to help establish a Blueprint for collaboration and a business case that looks at the governance options set out in the Police and Crime Bill. Where we can, respecting client confidentiality, we will bring lessons from this project to North Yorkshire.
- Working with the PCC in xxxxxxxx to develop a business case to assess options for change across xxxxxx, which currently has two fire and rescue services; one with a stand-alone Authority and one that is part of the County Council
- able, if required, to access academic insight from XXXXXX

So we are well placed to identify where best practice lies and apply learning from other areas. We have already made an initial assessment of current collaboration between police and fire services, which we will develop further with you.

3.3 Best practice across the public and private sectors

PA will also draw upon relevant experience from our wider client-base, for example in relation to collaboration, shared services and business cases.

3.3.1 Collaboration

PA has worked extensively on different forms of collaboration between organisations and we carried out a detailed analysis of nearly 50 collaborative relationships to identify the factors associated with success. We concluded that success factors could be grouped under three headings:

- Framework for the relationship
- Senior leadership involvement and support
- Behaviours and ways of working

Figure 5 below shows a practical tool for assessing the successful elements of collaboration.



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Figure 5: Collaboration Wheel

3.3.2 Shared Services

We have experience of over 2000 client engagements on shared services, which has taught us a lot about what works.

We also produce market-leading research on corporate and shared service issues. Our latest publication "Shared Services: the 50:50 Gamble" sets out the critical success factors for high performing shared services. We are able through this research database to benchmark our clients' ambition and achievement with Shared Services against other organisations and sectors - whatever stage of the journey they are on.

This knowledge base will be available to support the project but, at the outset, we have identified the key lessons set out in the table below:

Area	Best practice
Objectives	Be clear on the objectives - is it purely about cost reduction or there are other objectives such as improvement of customer services and/or aiding quick decision making?
Vision, Scope and Ambition	Invest time upfront to develop the vision for shared services. Be ambitious yet pragmatic with your vision and turn it into a clear case for change. Test your scope and ambition internally, how much can you practically achieve? Understand where you are starting from and what the journey might be to reach your ambition – and the pace expectations of your stakeholders
Right operating model	Explore options and choose the right operating model. What level of integration would be best suited for your organisation? What kind of model you would like to adopt- silo/ functional/ multifunctional or fully integrated? What capabilities do you require for this operating model?
Sourcing	Set up a supply arrangement that is fit for purpose and offers ongoing value. Take a balanced approach considering cost (optimisation and innovation), quality (the services that are delivered are of the highest quality, resulting in higher levels of trust from the business) and most importantly skills (balancing insourcing and outsourcing, to provide access to the right set of services)

Apart from the above best practices, we also bring access to a Global Functional Performance Benchmarking Database in collaboration with our benchmarking partners APQC. Utilising this data we are able to rapidly perform a targeted benchmarking efficiency and effectiveness assessment across the end to end view of the support functions. We can use this benchmarking exercise to assess functional productivity across each of the associated scope areas.

3.3.3 Business Cases

PA is experienced in delivering complex public sector business cases, such as the XXXXXX and the XXXXXXXXXXXX.

We have included our public sector business cases lead, XXXXXX, as one our Subject Matter Experts we can draw on in this project.

4 RISK

In this section we set out our understanding of risks the project will face – and their mitigations – along with our approach to identifying and resolving blockers. Working with you during mobilisation, we will establish a common language around risk and mitigation, so that the different stakeholders are consistent in their approach to managing risk.

4.1 Project risks and mitigations

We have identified the following key risks and potential mitigations:

Risk	Description	Mitigation
Senior Management commitment	<ul style="list-style-type: none"> Senior management of the two organisations are disengaged or lack a shared vision for collaborative working 	<ul style="list-style-type: none"> Early engagement to ensure concerns are identified and factored in Hold the key workshop before committing to work on the business case Keep senior management informed throughout with regular meetings, workshops and testing
Political opposition	<ul style="list-style-type: none"> Resistance to provide data leads to delay Challenge work or process at every stage 	<ul style="list-style-type: none"> Joint fire and police team will help to ensure engagement with fire Release data requirements at the outset Follow the process transparently
Staff do not support proposals	<ul style="list-style-type: none"> Staff uninformed about changes creating resistance Trade unions could oppose changes 	<ul style="list-style-type: none"> Early message about work underway and when they can expect to hear more Offer trade unions opportunities to meet Keep staff involved in decision making where possible
Existing programmes for change and established strategic partnerships restrict scope for Police / FRS collaboration	<ul style="list-style-type: none"> Impact on the Yorkshire and the Humber collaboration Political risk where current collaboration takes place between forces and councils 	<ul style="list-style-type: none"> Map links at the start Stakeholder engagement essential to ensure no overlap takes place
Policy and legislative change	<ul style="list-style-type: none"> Amendments to the Police and Crime Bill during its Parliamentary passage Economic uncertainty may lead to further budget reductions 	<ul style="list-style-type: none"> Maintain engagement with Home Office officials Seek to preserve changes where legislation is not required
The business case does not 'stack up'	<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> The purpose of this stage is to identify whether there is an opportunity or not Therefore the business case is in itself the mitigation against doing more work on an opportunity which does not reflect public value for money

4.2 Design risks

We have also started thinking about some of the risks that might apply to potential designs – for governance and for collaboration.

4.2.1 Governance

The business case will profile risks for each of the governance options to inform the overall appraisal of the options. Our preliminary view of the risks associated with each option is shown in the table below, we will test and develop this analysis through the project.

	Option 1: The “Representation” model	Option 2: The “Governance” model	Option 3: The “Single Employer” model This option has the same risks as the “governance model” with the following additions:
Criteria			
Economy	<ul style="list-style-type: none"> PCC representation across NYFA sub-committees could impose significant burdens on PCC and OPCC, duplicating activity. 	<ul style="list-style-type: none"> Potential transition costs Potential costs of new support services currently provided in-kind by local authority 	<ul style="list-style-type: none"> Potentially most complex of the new models to implement
Efficiency, Effectiveness and Public Safety	<ul style="list-style-type: none"> Still requires formal collaboration agreements Decision making could be too slow May confuse lines of accountability and performance management PCC will find it difficult to exert substantive influence as a member of the NYFA 	<ul style="list-style-type: none"> Associations with the police could damage trust in firefighters (evidence for this to be tested). Fire may weaken links to local government which enable services to make a wider social contribution. In train decisions made by the NYFA may need to be revisited by the PCC/ Chief Officer, which could slow reform in the short term. Need to adjust scrutiny mechanisms to account for new responsibilities - could increase delays Potentially strong resistance from fire unions; implication of industrial action and delay to operational collaboration Lever for radical collaboration may still be constrained given absence of single employer model or significantly more integrated operational structures 	<ul style="list-style-type: none"> Complexity of managing a single employer model operating under distinct statutory and non-statutory arrangements for police and fire relating to terms and conditions, pay and dispute resolution, may lead to a reduction in additional benefits from this model relative to other options Significant stretch in role for a single leader Potential for controversy and threat of industrial action that could delay collaboration Further consideration will be needed on how misconduct and professional standards matters will be dealt with; police and fire currently have different requirements and standards

		<ul style="list-style-type: none"> • Still be a requirement for parallel governance structures below the PCC to comply with the distinct requirements of Police and Fire legislation and accounting rules, reducing the scope for cost savings 	
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4.2.2 Collaboration and transformation

Risks associated with different collaboration opportunities and prospects for mitigation will help determine the design of potential initiatives as well as which initiatives are included in the business case. The table below shows illustrates some possible risks that we will be looking out for:

Risk	Description
Business continuity	<ul style="list-style-type: none"> • Business continuity – e.g. in the control centre - is disrupted by bringing the services closer together
Public confidence	<ul style="list-style-type: none"> • Public confidence in both services is diminished by creating a collaborative brand to community safety that detracts from the strong brands of the Police and Fire and Rescue services
Distraction	<ul style="list-style-type: none"> • Senior management are distracted by pursuing new collaboration initiatives if sufficient capacity is not dedicated to the leadership of the programme

4.3 Identifying, flagging and resolving blockers

Our team will maintain a sharp focus on identifying risks and issues throughout the project, so that we can mitigate and resolve blockers as quickly as possible. Many risks are likely to emerge in stakeholder engagement but we will also anticipate and plan for potential blockers based on our understanding of the requirements for successful collaboration.

Our process will include:

- maintaining a risk and issue log covering probability, impact, mitigation
- clear ownership of risks
- regular reporting of significant risks through weekly reports and monthly reports
- proactive escalation of risks that require action at a more senior level.

5 ACHIEVING YOUR OBJECTIVES

At PA we pride ourselves upon our reputation for delivery. This section sets out how we will manage this project to ensure that we deliver maximum value for you.

5.1 Project management

XXXXXXX will be the Partner in Charge for this assignment. Neil will have overall commercial responsibility for the assignment and provide leadership for the assignment team. He will attend key workshops

XXXXXXX will be our Project Manager. She will lead the work and manage the team on a day-to-day basis.

All PA assignments for UK Government clients are managed and delivered within our ISO9001:2008 accredited Quality Management System. Our quality approach has developed over the last 20 years and brings together effective project controls (bringing in learning from PRINCE2®), our insight on managing quality and continuous improvement.

As Project Manager XXXXXX will:

- Agree the project plan with you during mobilisation
- Monitor progress against the plan and driving momentum where necessary to ensure milestones, outputs and outcomes are achieved
- Discuss and resolve emerging risks and issues, including working out any issues that require escalation through governance
- Identify flexible and pragmatic changes where required to accommodate emerging risks and issues
- Provide weekly reporting on progress, highlighting risks and issues, together with more formal monthly reports to the appropriate governance group
- Manage the team and individuals to ensure they are focused, prioritising the right things and equipped to deliver.

XXXXXXX will ensure that we secure maximum value from engaging our specialists and reaching back into PA to access our wider knowledge base.

5.2 Project deliverables

We have segmented this engagement into three main stages, after mobilisation, and within each stage there is a set of deliverables we will be focusing our efforts to ensure the successful delivery of your objectives. For clarity our main deliverables are set out in the table below:

Phase of Project	What the phase covers	Deliverables
Mobilisation	Ensuring a smooth kick-off and establish pace	<ul style="list-style-type: none"> • Delivery plan • Data request • Stakeholder engagement plan
Collaboration Options Assessment	Using available data to assess potential collaboration opportunities	<ul style="list-style-type: none"> • Initial Collaboration options longlist and shortlist
Governance Options Assessment	Using effective baseline data to inform shortlist selection and pursuing detailed governance options	<ul style="list-style-type: none"> • Initial assessment of the 3 Governance options • Final Collaboration Blueprint
Business Case Development	Drafting of Business Case	<ul style="list-style-type: none"> • Business case comprising: <ul style="list-style-type: none"> – Strategic Case – Economic Case – Commercial Case – Financial Case – Management Case

Claire Tew will be responsible for quality assuring our deliverables, with additional oversight from Neil Amos.

5.3 Business Case methodology

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6 TEAM EXPERIENCE AND CAPABILITY

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7 KNOWLEDGE AND SKILLS TRANSFER

This section describes how we will share our knowledge skills and experience to build a high performing joint team and how we will ensure that you are in a strong position when we leave.

We are committed to working with you to ensure that the draft business case is created by a blended team that can make best use of the expertise of PA, the OPCC and North Yorkshire police and fire services. We are also committed to building your capability so that we can exit the programme and you are able to progress smoothly into implementation.

7.1 Building a high performing team

We prefer to operate collaboratively with our clients because we think it delivers better, more sustainable results. In a project of this nature, we think it will be essential to have representatives from NYP and NYFRS in the team, to promote mutual understanding and help overcome barriers to organisational collaboration.

To achieve this, we will:

- Hold a planning meeting prior to the formal project start to find out about the team you are making available to support the project; discuss roles and responsibilities; and kick off initial activities such as data collection and the scheduling of key events.
- Plan a mobilisation event for week 1 which will bring together the members of the joint team to discuss the objectives for the project and work through the plan as well as finding out more about each other and agreeing ways of working. This will help us to hit the ground running.
- Identify priorities for knowledge / skills transfer and agree a plan for the project – which we would report progress on monthly.
- Run some initial training to ensure that the team has a shared understanding of some key disciplines that will underpin the project (see below).
- Work with you day-to-day as a blended team, with no ‘us and them’ divisions. For example, we would hope to be co-located with access to a project room; agree information management arrangements so documents can be stored securely and shared within the team; and we will have regular team meetings to review progress.

7.2 Sharing knowledge and skills

As described above we will use the mobilisation period for your team to identify priorities for knowledge / skills development to help us frame our plan.

Ahead of that, we intend to:

- Run a 1 day accredited training course for the Better Business Cases™ qualification for the team (and other interested parties) during mobilisation. This will ensure that the whole team has a shared understanding of HM Treasury’s 5 case business case model which will underpins our

approach to developing the business case. PA was the first consulting firm to be accredited by HMT as a Better Business Case training provider.

- Introduce and apply PA project management methods to provide rigour to the work of the project and give the team an opportunity to learn by doing.
- Provide access to PA's knowledge base and specialists to help inform the project (as described in sections 3 and 6 above)

Of course knowledge and skills transfer is not a one-way process. In a project which is about exploring opportunities for collaboration between Police and Fire and Rescue Services, it will be important to ensure that there is a good mutual understanding of operational realities. We will look to team members from Police and FRS to bring their operational knowledge to bear in the project and, where required, come up with ways to educate the rest of the team on their services.

7.3 Leaving your programme stronger

Our aim is to leave you with a stronger programme and organisation that you had before we arrived. In part this is achieved by developing the skills of the team we are working with but, in addition, we will:

- deliver a **thorough handover process**: including a comprehensive library of project documentation stored in an agreed format; a full handover report summarising what we have delivered, our views on next steps and how we have handed off responsibilities; and a final briefing with senior stakeholders
- **identifying lessons** for future projects: at the end of the project we would run a lessons learned workshop with the team to review what went well and what could have been improved
- providing an **'aftercare' service**: our commitment to you will extend beyond the end of the project to answer any questions that might arise; offer advice if required and also follow your progress. If appropriate we could provide you with support for a bid for future rounds of Police Transformation Funding to support the implementation work, particularly where the ambition might involve other forces or collaboration. We are experienced in working with Police forces to bid for this kind of funding.

A CVS

A.1 Our Core Team

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A.2 Our Subject Matter Experts

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