

# POLICE, FIRE AND CRIME PANEL REPORT

Meeting Date	25 July 2024
Report Title	Enabling Services Collaboration – Report of the Corporate Director for OPFCC

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## Purpose of this report

1. This report provides Members with commentary in relation to the development of the enabling services collaboration between North Yorkshire Police (“NYP”) and North Yorkshire Fire & Rescue Service (“NYFRS”).
2. This report has been written by the Corporate Director for the Office of Policing, Fire, Crime & Commissioning (“OPFCC”), rather than being submitted in the name of the Mayor or the Deputy Mayor for Policing, Fire & Crime.
3. The reason for this is that neither the Mayor nor the Deputy Mayor for Policing, Fire & Crime were in office during the inception, development, governance or post-implementation review of Enable. The Corporate Director OPFCC served as Chief Executive to the Commissioner on a part-time basis from the point of signature of the original collaboration agreement and is the officer best placed to lead on authorship of this paper.
4. It is accompanied by an Annexe in the form of a Report of the Joint Assistant Chief Officer for Enable North Yorkshire, which was requested from Enable North Yorkshire by the Office for Policing, Fire, Crime & Commissioning to address Members’ wish to understand
  - 4.1. a description and assessment of the current state of the collaboration; and
  - 4.2. the benefits, risks, issues and challenges encountered, from the perspective of the Operational Services.
  - 4.3. how performance and productivity is governed, managed and overseen so as to drive out benefits for both NYP and NYFRS.

## Background

5. Enable is a collaboration under the Policing and Crime Act 2017, which contains mandatory duties on emergency services to collaborate under certain circumstances. This is sometimes referred to as the 'duty to collaborate'. What it means is that every emergency service must consider whether collaboration *could* be in the interests of efficiency or effectiveness and if so, to enter into negotiations with other emergency services to work out whether it *would* be.
6. There are no statutory office holders remaining in service who formed those original judgements.
7. However, the CARE principles which have underpinned every Police and Crime Plan (and more recently, Fire and Rescue Plan, have committed to Ambitious Collaboration.
8. The Police & Crime Plan 2022-25 and Fire & Rescue Plan 2022-25, were inherited by the Mayor and Deputy Mayor for Policing, Fire & Crime and remain in force. The Plan principle 'Ambitious Collaboration' states (in the voice of the former Commissioner) as follows

*Collaboration is more than just about partnership work. It is about actively seeking to join up services, close gaps and improve outcomes, working together to overcome our core problems. It is about creating a person-centred approach to interaction with, and a unified response from, public services. I will work with the Chief Constable to enhance collaboration. I was clear in my manifesto that we must further drive collaboration opportunities with partners across our business functions - our estate, assets and our services - to maximise our efficiency so as to reinvest in frontline services. We must pool our resources, co-fund and co-commission services so as to close gaps and improve prevention and individual outcomes. We can only properly protect our area by fostering greater regional and cross-border collaboration to tackle imported crime.*

9. The overall business case for the collaboration is set out in the consultancy reports commissioned by the then-Commissioner. Those documents are extensive and do not accompany this report. Should Members wish to see them, they can be made available.
10. During the same period, legal advice was provided by specialist counsel, jointly to the Commissioner and the then-Chief Constable, dealing with the constitutional arrangements for collaboration and the transfer of staffing from the Commissioner to the Chief Constable.

11. It is common ground that baselining of productivity and value for money in respect of the enabling services, at the formative phase of the collaboration, was limited. The Managing Director appointed in 2019 to lead the development of enabling services collaboration for North Yorkshire Police and North Yorkshire Fire & Rescue Service, baselined management resources on the basis of the assumed management arrangements following completion of the “T2020” programme of savings. As the “T2020” programme was still live it was subject to review and change as the various business cases went through implementation. Service redesign commenced in 2020, beginning with People Services, followed by Business Design and Assurance, Assets, ICT and Finance (only SMT level at that stage) and was concluded in time for practical ‘go-live’ in July 2021.
12. Prior to enableNY being formed, the ability to demonstrate the performance of the teams across the functions in their previous form was limited and fragmented. Under the previous sovereign models, no formal performance frameworks were in place and the functions reported into different leads as a result of the governance arrangements in place at the time (some enabling services for NYP reporting into the Deputy Chief Constable, others reporting into the Chief Executive of the OPCC and for NYFRS, reporting into the Deputy Chief Fire Officer).
13. A key priority for the newly formed enableNY teams was to put performance measures in place including KPIs and reporting arrangements that help colleagues with performance in their areas of business. (An example of the most recent and most detailed version of that performance pack is contained in the private Appendix to the Report of the Assistant Chief Officer.)
14. HMICFRS in their 2021-22 overall inspection of North Yorkshire Police made unfavourable findings in respect of aspects of the Force’s strategic planning, organisational governance and value for money. A cause of concern was issued, which recommended urgent action in the following respects:

*make sure that senior leaders have effective oversight of the force’s enabling services and the current challenges associated with capability;*

*develop an effective workforce plan so it can provide a service that meets the policing needs of the community, now and in the future; and*

*develop and align departmental operational and strategic plans that are informed by accurate information and a detailed performance framework.*

and in respect of enabling services in particular, the Inspectorate commented that

*The force shares enabling functions such as HR, IT, vehicle fleet management, estate management and business insight with North Yorkshire Fire and Rescue Service and the office of the police, fire and crime commissioner. At the time of the inspection, it wasn't operating as effectively as it could and this was having a marked effect on the force's operational performance. Senior leaders haven't been carrying out effective oversight and governance of systems which are essential to providing effective police services.*

15. Benefits tracking was commenced in June 2022 but from the information available, it appears it was not consistently implemented or maintained.
16. In 2023, the Managing Director role was replaced with a Joint Assistant Chief Officer role responsible to the Deputy Chief Constable and Deputy Chief Fire Officer.
17. In December 2023, the Inspectorate updated the public about the cause of concern and in respect of enabling services collaboration, made the following finding

*In October 2022, we identified that the force had inadequate organisational governance. This meant that senior leaders weren't aware of how the force was performing. The force's approach to performance management and its governance framework has improved.*

*Its enabling services (such as HR, IT, vehicle fleet management, estate management and business insight), which are shared with the fire service, have been restructured. The role of managing director has been replaced by an assistant chief officer who reports directly to the deputy chief constable and the deputy chief fire officer. This is to clarify accountability between the police and fire and rescue services.*

*In late 2023, a review of these enabling services is scheduled to take place. This review will help to decide the future approach of these enabling services. It will build on the changes made since our visit in October 2022, including the decision to change the model for the business design and assurance function. This should make sure that enabling services focus on police-related needs.*

18. The collaboration was significantly reshaped during 2023 during a phase of negotiations known as 'Strategic Intent' convened in the form of a sub-group of the Collaboration Steering Board. The 'Strategic Intent' discussions took place between the then-Chief Officer Team of North Yorkshire Police, the then-Strategic Leadership Team of North Yorkshire Fire & Rescue Service and the then-Executive Management Team of the OPFCC (although not all members of each leadership tier were personally involved). The sessions were convened by consent by the then-Chief Executive (the author of this paper) with a view to recommendations being made the Police, Fire & Crime Commissioner about the future development of the collaboration.
19. In summary it resulted in
  - 19.1. Phased de-collaboration of the Business Design & Assurance functions and a return to a 'sovereign model'
  - 19.2. Renewed commitment to collaboration in principle of the remaining elements of the collaboration
  - 19.3. Willingness in principle to invest to ensure that the collaborated functions are fit for purpose.
  - 19.4. Preparation of business cases and analysis to ensure that further recommendations could be made to the PFCC about the efficiency and effectiveness of the ongoing functions as collaborations (efficiency and effectiveness being the key legal test for the parties to use to determine whether to collaborate). That process was to be supported by the use of an external review provider of suitable skills and experience.
20. A Heads of Terms document was entered into, to approve the 'Strategic Intent' work. Those 'Heads of Terms' were approved by Commissioner Metcalfe.
21. The eventual terms of reference for the review had to be reshaped for a number of reasons, including affordability, following an unsuccessful procurement exercise for a review partner.
22. The review has recently concluded. A copy of the review appears at **Appendix 1** which is not for publication. It contains information subject to the exemption in Paragraph 4 of Part 1 of Schedule 12A to the Local Government Act 1972.
23. It is now for the Chief Constable, Chief Fire Officer and the York & North Yorkshire Combined Authority to determine how to take forward the recommendations of the review.
24. The Combined Authority is a party to the collaboration, having become so on 7 May 2024 when statutory transfer took place. The Combined Authority receives services from

Enable North Yorkshire, confined at present to the very modest support needs of the OPFCC. The Combined Authority is itself taking part in active review of how its enabling support needs are met in the medium term.

25. The scale of the collaboration is significant – the following are the key metrics
  - 25.1. A Joint Assistant Chief Officer (employed by North Yorkshire Police) is responsible for leading the Enable functions.
  - 25.2. The overall staffing budget for 2024/25 is £10,817,000 net of assumed vacancy factor.
  - 25.3. The staffing establishment is 230 FTEs, again net of assumed vacancy factor.
  - 25.4. The scale of each function in budgetary terms, is
    - 25.4.1. People Services £3,006,000
    - 25.4.2. Finance £1,950,000
    - 25.4.3. ICT £3,263,000
    - 25.4.4. Assets £2,487,000
    - 25.4.5. ACO £165,000
  - 25.5. The overall split of resource between Fire and Police is 22.8%:77.2% respectively.
  - 25.6. Enable provides the following areas of service which themselves are split for budgetary purposes on a function by function basis as between Fire : Police
    - 25.6.1. People Services 21.1%:78.9%
    - 25.6.2. Finance 24.2%:75.8%
    - 25.6.3. ICT 18.5% : 81.5%
    - 25.6.4. Assets (Estates, Fleet, Logistics) 29.7%:70.3%
    - 25.6.5. Joint Assistant Chief Officer 15.0%:85.0%
26. The budget and the performance of the collaboration is managed and overseen by the Collaboration Steering Board. Day to day strategic direction and priorities for the Joint Assistant Chief Officer, is provided by the Deputy Chief Fire Officer and Deputy Chief Constable on a collegiate joint basis.
27. Actual charges between the police and fire funds are based on activity analysis across each department area.
28. The following table of anticipated contributions for 2024/25 is instructive for the purposes of this paper:

<b>Allocations</b>	<b>2024/25</b>	
<b>Service Area</b>	<b>Fire</b>	<b>Police</b>
	<b>£000s</b>	<b>£000s</b>
People Services	634	2,372
Finance	472	1,478
ICT	604	2,660
Assets	739	1,748
ACO	25	140
<b>Overall Allocation/Contribution</b>	<b>2,473</b>	<b>8,398</b>

### Benefits & Challenges – Commentary by the Assistant Chief Officer for Enable North Yorkshire (on behalf of North Yorkshire Police & North Yorkshire Fire & Rescue Service)

29. The Assistant Chief Officer for Enable North Yorkshire has provided an up-to date summary of the benefits, efficiencies, and challenges throughout the life of the collaboration. This is supplied as **Appendix 2** to this report.
30. Appendix 3 is an example of the current performance management data materials, referred to in the report of the Assistant Chief Officer. It contains information subject to the exemption in Paragraph 7 of Part 1 of Schedule 12A to the Local Government Act 1972.

### Conclusion & Next Steps

31. The collaboration has struggled to consistently track, measure and quantify whether its efficiency or effectiveness benefits realise the potential set out in the original business rationale.
32. There is no doubt about the overall energy and commitment of the staff working within the joint enabling services environment. Firm strategic commitments need to be made in the public interest, between the collaborating parties, as to the future of the collaboration.
33. At the most recent Executive Board, a commitment was given by the Joint Assistant Chief Officer to convene meetings between the Chief Constable and his team, the Chief

Fire Officer and his team and the Corporate Director OPFCC and his team, to discuss the future of the collaboration. Those meetings have begun and have included the Chief Executive and key members of the Combined Authority Leadership Team.

34. The Mayor will no doubt wish to be presented with a consensus, or a narrow range of issues to determine, at a future Executive Board, in relation to the refreshing the collaboration so that it represents a shared vision of the Chiefs, the Combined Authority and the Mayor.

35. It would not be appropriate at this stage to set out in public, the conclusions about any changes to be made to the collaboration as a result of the review, ahead of those decisions coming to the Mayor and the Deputy Mayor for Policing, Fire & Crime; and of course Members will be mindful of the need to undertake proper change management and staff consultation. However, should Members wish to go into private session to discuss those matters further, the agenda includes an opportunity to do so.

## Appendices

Appendix 1 – Review Report - NOT FOR PUBLICATION

Appendix 2 - Report of the Assistant Chief Officer for Enable North Yorkshire.

Appendix 3 – Example Performance Annexe – NOT FOR PUBLICATION