

# Emergency services sector update



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# Introduction

Welcome to our latest emergency services sector briefing, providing insight on recent developments and publications affecting the sector.

A central theme overarching both police and fire and rescue services is inspections. Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) has consulted key stakeholders on the content of the proposed inspection programmes. Whilst the police inspection framework will have a greater focus on risk, HMICFRS for the first time will carry out inspections across fire and rescue services in England. This replaces the peer review system that had been in place whereby fire and rescue services inspected each other.

In terms of police inspections, there remains a clear focus on effectiveness, efficiency and legitimacy programmes (PEEL), whilst it is proposed that inspections do not occur at various points in the year moving forwards and instead, take place annually. We follow with interest the outcomes of both consultations and what the 2018/19 inspection landscape holds for police and fire and rescue services. We will of course provide further updates in our future editions.

The sector continues to publish some insightful and informative literature. We cover police funding and HMICFRS' national overview reports on police leadership and legitimacy. Given the changes proposed to the inspection framework it will be interesting to see what impact this may have on the outcome PEEL reports next year, and whether effective comparisons will indeed be able to be made.

In looking specifically at fire, we cover the Revised Fire and Rescue National Framework, incident response times and attacks on firefighters.

We hope you find this update a useful source of insight. As ever, if you have any queries, or have any suggestions for topics for future editions, please contact either myself, or your usual RSM contact and we will be delighted to help.

**Daniel Harris**

National Head of Emergency Services and Local Government

# Police and fire

## Inspection programmes

Reflecting HMICFRS' enhanced remit, the inspectorate has consulted on a proposed 2018/19 inspection programme for the police and the fire and rescue service (FRS). HMICFRS will now focus its attention on the 'efficiency and effectiveness' of both police forces and FRSs. Under the methodology, both services will be judged as 'outstanding, good, requires improvement or inadequate.'

### Policing inspection programme and framework

PEEL assessments will continue to underpin HMICFRS' inspection approach and remain focused on effectiveness, efficiency and legitimacy. However, HMICFRS proposes to introduce an 'integrated approach' to focus on elements of policing that are seen as representing the greatest risk to public safety. Under this reformed approach, the inspectorate will undertake fieldwork only once during the year, and will rely on existing information held on each force but will also utilise information contained within force management statements (FMSs). It is HMICFRS' intention that police forces provide their first FMS in May 2018.

### Questions for committee's consideration

Will your Force Management Statement support the HMICFRS on PEEL?

As in previous years, a programme of national thematic inspections will take place, providing 'in-depth examinations' of particular policing matters. Some components of the proposed thematic inspections may be combined with the PEEL inspection programme and the Criminal Justice Joint Inspection Plan. Planned thematic inspections include 'hate crime, counter-terrorism, fraud... older people in the criminal justice system, cyber-crime and HMICFRS rolling programmes concerning child protection and crime data integrity.'

**A super-compliant is: 'a complaint made to HM Chief Inspector of Constabulary, that a feature, or combination of features, of policing... by one or more than one police force is, or appears to be, significantly harming the interests of the public.'**

Super-complaints were established under the Policing and Crime Act 2017. Whilst secondary legislation is still required, only 'a body designated by the Home Secretary may make a super complaint.' HMICFRS anticipate working collaboratively with the College of Policing and the Independent Office for Police Conduct to agree on the action taken once a super-compliant has been made. HMICFRS may also choose to undertake a further inspection.

### Fire and rescue service inspection programme and framework

HMICFRS has also consulted on a proposed inspection programme and framework for 2018/19, following the decision to create an 'independent inspection regime for fire and rescue authorities.' HMICFRS will inspect all 45 FRSs in England, assessing:

- operational services;
- service efficiency; and
- organisational effectiveness.

Each service inspected will be graded on three principle questions (relating to efficiency, effectiveness and people) that underpin the overall inspection programme. For each service, HMICFRS may choose to provide an overall judgement, yet this approach is to be piloted.



As part of the inspections, HMICFRS will take into account the content of each FRSS integrated risk management plan and if evidence is identified that 'decisions and activities of those within the fire and rescue authority, police, fire and crime commissioner, locally elected mayors and, in London, the Mayor's Office inhibit the efficiency and effectiveness of the chief fire officer' the inspectorate may undertake a standalone corporate governance inspection.

Inspections will commence in the summer. Following completion of inspections of all 45 services HMICFRS will publish a report identifying the outcomes.

### Questions for committee's consideration

Have you considered the resource requirements of the new inspection arrangements?

What plans do you have in place to collate the information that will be requested?

Have you talked to police colleagues about how they deal with the inspections?

Do you have effective or automated mechanisms to track the actions that arise from the inspection?



# Police

## Police funding

On 19 December 2017, Amber Rudd, Home Secretary, announced a £450m increase in police funding across England and Wales. Amber Rudd states that 'taxpayers will invest more money in forces because the work our officers do to protect us is absolutely vital, and we recognise demand is changing.'

- As part of the settlement, police and crime commissioners (PCCs) will be allowed to 'raise precept contributions by up to £1 a month for a typical household. Together, this will mean force budgets will increase by up to £270 million nationally.'
- Counter terrorism police funding will increase to £757m, a rise of 7 per cent (approximately £50m), to make sure the service has the resources needed to respond and safeguard the public.
- £130m will be allocated for special grants, which will support forces to meet unexpected costs.
- There will be access to a £175m police transformation fund for police forces.

## Questions for committee's considerations

Have you considered what bids you could put forward to the transformation fund?

If any bids are unsuccessful, does your bid writing methodology need review?

The Home Office also intends to increase clarity around police reserves, which are understood to range from between 7 per cent and 42 per cent of forces' annual funding. Police forces had held over £1.6bn usable reserves in March 2017; moving forward the Home Office plans to publish data on all PCCs' reserves and introduce new guidance that requires PCC's to publish clearer information.

For planning purposes, the Home Office anticipates allocating the same settlement for 2018/19 to 2019/20, but only if significant productivity and efficiency progress is made by police.

On 7 February 2018 'The Police Grant Report (England and Wales) 2018/19' was put forward to Parliament for approval by Nick Hurd, Minister for Policing and Fire Services. Ultimately, the debate resulted in a majority vote that was in favour of the grant provisions.

### A national overview of police leadership

Forming part of the PEEL inspection programme, HMICFRS has published its national report on police leadership. The 2017 leadership inspection centred upon four core themes: 'fair and ethical leadership'; 'overseeing cultural change'; 'workforce development'; and 'taking effective action.' Overall, there are many examples demonstrating positive outcomes, albeit there remain some areas where further improvement is required. Key findings include:

- a commitment by police leaders to improvement, creating a culture that supports ethical behaviour and wellbeing and where vulnerable people are protected;
- a number of good examples were noted where wellbeing was a key factor in organisational decisions yet HMICFRS states that forces should ensure their efforts in this area are having the intended impact;
- increased resources and a greater commitment to supporting vulnerable people has been demonstrated yet more work is required. Particularly around improving workforce skill and capability;
- feedback mechanisms are increasingly important in generating innovative approaches and most forces incorporate some kind of annual staff survey;
- succession planning is a key area where focus is required. Forces are encouraged to improve their processes around identifying their future leaders;
- forces need to gain a greater understanding of their workforce's skills and leadership styles, to enable them to plan more effectively; and
- improvement is required in the use of 'performance and development review processes.'

### Questions for committee's considerations

Covering this section and police legitimacy, have you considered the outcomes of the reviews for your force and what assurance(s) do you receive for these areas?

### A national overview of police legitimacy

HMICFRS has published a report on the legitimacy of police forces in 2017 as part of its annual PEEL inspections. The legitimacy inspection looked at and graded forces on: the extent to which forces treat people with fairness and respect; how they ensure their workforces act ethically and lawfully; and to what extent 'forces treat their workforces with fairness and respect.'

Overall, one force was graded as outstanding, 35 as good, six as requires improvements, while no forces were graded as inadequate. This is largely consistent with 2016's overall legitimacy judgements.

HMICFRS were pleased to see that police leaders are continuing to possess a clear understanding of the importance of fairness and respect in their dealings with the public. The inspectorate was also pleased to see that workforces considering ethics during decision making was a factor becoming more prevalent, while it was pleasing to see that forces continue to show improvements on the degree to which the workforce reflects community diversity and in understanding the importance of wellbeing.

However, there are some areas that require further enhancement, including complying with national vetting policy, performance management of both officers and staff and access for officers and staff to wellbeing provision and support. HMICFRS also states that despite some improvements, there needs to be more work done on addressing the effectiveness of stop and search recording.

### Questions for committee's considerations

What assurances do the Audit Committee receive around the completeness of stop and search information?

### Workforce data

The Home Office has released statistics on police workforce numbers in the 43 police forces in England and Wales as at 30 September 2017. Key figures include:

- there were a total of 121,929 police officers across forces, representing a decline from 122,859 in September 2016;
- between 30 September 2017 and 30 September 2016, the number of community support officers reduced from 10,551 to 10,056 and special constables reduced from 14,864 to 12,601;
- the number of police staff has increased by 2 per cent, from 60,795 in 2016 to 62,031 in 2017;
- a total of 42,604 cases were assessed following complaints from the public. Of this figure, 3,243 cases were then 'investigated as misconduct or gross misconduct'; and
- as of 31 March 2017, 195 criminal investigations were held against police officers and staff of which 108 police officers and 22 police staff were found guilty.

### PCCs call for action to improve police misconduct system

The Association of Police and Crime Commissioners (APCC) has published a review of Legally Qualified Chairs (LQCs) and misconduct hearings. A survey based on 'perception and experience of the misconduct system' was sent out to LQCs, Professional Standards Departments (PSDs) and Offices for Police and Crime Commissioners (OPCCs) with each survey being specifically tailored to each of the three groups. The survey sought to understand which components of the new system are working well and which were poorly understood.

Overall, although the misconduct system is functioning efficiently, the survey results highlighted several issues of concern whereby improvement is required, including: 'a desire for more guidance about how the current system should operate,' 'the need for more detailed parameters setting out the LQC role and their interface with PSDs in the complaints and conduct system' and 'indemnity and data protection responsibilities for LQCs.' Following each of the issues put forward, the APCC has made multiple recommendations.

### Questions for committee's considerations

Have you reviewed the results of the survey?

Does the AC need to see regular assurance on progress against the recommendations or are they assured a process is in place?

### Public perceptions of policing

HMICFRS appointed Ipsos MORI to carry out research to assess public perceptions of policing in their local areas. The survey was conducted between 21 July and 15 August 2017. 12,662 people aged 16 and over across England and Wales participated in the research. Key findings were:

- 30 per cent of respondents believed that crime and anti-social behaviour were 'a big problem' within their local area, an increase from 23 per cent in 2016;
- 73 per cent consider online crime to be a problem, a decline from 82 per cent in 2016;
- 71 per cent of respondents believed the police to be 'very' or 'fairly' effective when responding to emergencies;
- 55 per cent of people were either 'very' or 'fairly' confident in the police to safeguard when dealing with terrorist related incidents, an increase from 46 per cent in 2016;
- 53 per cent of people were content with their police service, broadly consistent with last year, while 60 per cent consider the service provided by the police to be 'unchanged' and 25 per cent believe that the service has deteriorated;
- participants felt that police should prioritise 'responding to emergencies' (67 per cent), 'tackling crime of all types' (63 per cent) and 'countering terrorism and extremism' (56 per cent); and



- there are more people interested in what the police are doing – 80 per cent of respondents reported to be interested in police work, compared to 75 per cent in 2016. However, the number of people who felt well-informed was considerably lower than the number of people who expressed interest.

### Questions for committee's considerations

Do these results reflect your organisation/area?

Do you understand local perceptions?

What assurance are you getting on improving police perception in your area?

Are the results of the survey in line with the aims in your Police and Crime Plan?

### Police chief officer pay and remuneration

The Home Office and the police have collectively set out a group of measures to address 'areas of inconsistency and concern around chief officer employment.' The measures include a 'standardised 35 days annual leave policy' which will be put in force by the Home Office 'following agreement between police leaders.' A police-led system is also to be introduced to examine employment as soon as chief officers leave their force. Nick Hurd, Minister for Policing and the Fire Service, stated 'I am pleased that police leaders have worked with the Home Office to come forward with proposals to bring greater clarity and accountability to chief officer annual leave and post service employment.'







# Fire

## Revised Fire and Rescue National Framework

The Home Office has consulted upon a revised Fire and Rescue National Framework, designed to replace the existing 2012 version. The Framework reflects the Policing and Crime Act 2017 regarding collaboration across the emergency services and changes to governance structures. It also reflects the new inspectorate, HMICFRS, and the establishment of the National Fire Chiefs Council.

The Framework sets out core priorities and objectives for fire and rescue authorities. Under the Fire and Rescue Services Act 2004, the Framework may include guidance to fire and rescue authorities, or any other matter the Secretary of State deems appropriate.

The priorities for fire and rescue authorities include:

- identifying and assessing foreseeable fire and rescue related risks;
- developing suitable provisions for fire prevention and response to fire and rescue related risks;
- working with emergency services to increase effectiveness and efficiency of service provision;
- be accountable to the local community, for whom services are provided; and
- growing a workforce that is 'resilient, skilled, flexible and diverse.'

### Questions for committee's consideration

Have you revised your integrated risk management plan in line with the framework and are you covering all the priorities above?

Will you have the revised plan approved and in place from April 2018?

Each fire and rescue authority must produce an integrated risk management plan and is expected to have governance and accountability arrangements to cover issues such as financial management. The new framework is expected to come into effect from April 2018.

## Response times

The Home Office has released statistics on England's FRSs average response times to fires between April 2016 to March 2017. Response times refer to the duration it takes the first vehicle to arrive on the scene of the incident from the initial time of call. Key statistics include:

- the 'average response time to primary fires' was eight minutes and 44 seconds, three seconds slower than the previous year;
- 'average response time to secondary fires' was nine minutes and eight seconds, a decrease of five seconds compared to 2015/16;
- with relation to dwelling fires, average response times to flats was six minutes 55 seconds, which 'probably reflects that most flats are in urban locations and generally within closer proximity to a fire station than rural dwellings.' Average response time to houses/bungalows was eight minutes six seconds and to 'other dwellings' seven minutes 42 seconds;
- there was a decrease in the average response time to primary fires in 19 of the 45 fire and rescue authorities (FRAs), while 20 FRAs 'showed an increase' and six FRAs showed little or no change;
- FRAs in predominantly urban areas tend to have a lower average response time (seven minutes 43 seconds) than those in predominantly rural areas (10 minutes and 37 seconds); and
- there has been an increase of six seconds (from the previous year), to seven minutes 40 seconds in average response times to dwelling fires involving casualties.

### Questions for committee's consideration

How do you compare?

Are there any outliers for your FRS that need further investigation and action?



### Non-fire incident statistics

The Home Office has published statistics on non-fire incidents attended by FRS in England between April 2016 to March 2017. The publication states that between 1999/00 and 2014/15 there had been a decreasing trend in the number of non-fire incidents. Since that time, data reveals 'two large year-on-year increases' with incidents rising to 173,759 in 2016/17. This may be a result of an increase in the number of FRS whom attend medical related incidents and 'in particular medical co-responding.'

Of the 559,000 total incidents recorded in 2016/17, 31 per cent were made up of FRS attending non-fire incidents, 29 per cent was made up of FRS attending fires and 40 per cent accounted for fire false alarms.

There has been a 193 per cent increase in the number of fatalities from non-fire incidents between 2014/15 to 2016/17, while non-fatal casualties have also increased during the same period. Both increases are due to the rise in incidents that are medical related. In 2016/17 37,291 medical co-responding incidents were attended, representing an increase of 163 per cent on 2014/15.

Between 2014/15 and 2016/17, across all types of non-fire related incidents, there has been an increase in the number of fatalities except for those falling within the 'Road Traffic Collisions and other transport' category.

Up until 2014/15, non-fire false alarms had been steadily decreasing but since that time have remained stable. Malicious false alarms have decreased from 5 per cent in 2011/12 to 3 per cent in 2016/17 whereas the proportion of false alarms made in good intent have been slowly increasing.

### Attacks on firefighters

For the period April 2016 to March 2017, the Home Office has released statistics on the 'number of incidents involving an attack on firefighters' and the number of firefighters whom sustained injuries as a result. Attacks recorded included 'harassment', 'verbal and physical abuse' and 'other acts of aggression.'

During 2016/17, there was a total of 738 incidents that had involved firefighters being attacked (of which resulted in 56 injuries, four of which were serious requiring hospital stay. This is an increase from last year's 622 incidents. Of the total number of incidents attended by FRS, 0.1 per cent had involved an attack on firefighters.

The most common types of attack in 2016/17 was that of verbal abuse, where 403 incidents were recorded (55 per cent). There were 206 incidents (28 per cent) 'involving objects being thrown at firefighters and/or appliances', 44 incidents of physical abuse (6 per cent), 18 incidents of harassment (2 per cent) and 64 incidents of other types of aggression (9 per cent). Roy Wilsher, Chair of the National Fire Chiefs Council stated, 'it is shocking that firefighters who are attending incidents are being attacked while doing their jobs. I am also deeply concerned by the number of attacks on our emergency service paramedic and police colleagues.'

### Questions for committee's consideration

Do you have clear policies and procedures for firefighters to be aware of for dealing with attacks on firefighters?







# Sources of further information

## HMICFRS

### HMICFRS policing inspection programme and framework

<https://www.justiceinspectorates.gov.uk/hmicfrs/publications/hmicfrs-2018-19-inspection-programme-and-framework-for-consultation/>

## HMICFRS

### HMICFRS fire and rescue services inspection consultation

<https://www.justiceinspectorates.gov.uk/hmicfrs/news/news-feed/hmicfrs-launches-consultation/>

## Home Office

### Police funding increases by £450 million in 2018

<https://www.gov.uk/government/news/police-funding-increases-by-450-million-in-2018>

## Home Office

### Police grants in England and Wales: 2018 to 2019

<https://www.gov.uk/government/publications/police-grants-in-england-and-wales-2018-to-2019>

## Parliament

### MPs debate police grant and local government finance reports

<https://www.parliament.uk/business/news/2018/february/mps-debate-police-grant-and-local-government-finance-reports/>

## HMICFRS

### PEEL: Police leadership 2017

<https://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-leadership-2017/>

## HMICFRS

### A national overview of police legitimacy

<https://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-legitimacy-2017/>

## Home Office

### Police workforce, England and Wales, 30 September 2017

<https://www.gov.uk/government/statistics/police-workforce-england-and-wales-30-september-2017>

## Association of Police and Crime Commissioners

### PCCs call for action to improve police misconduct system

[http://www.apccs.police.uk/latest\\_news/pccs-call-action-improve-police-misconduct-system/](http://www.apccs.police.uk/latest_news/pccs-call-action-improve-police-misconduct-system/)



**HMICFRS**

**Public views of policing in England and Wales 2017/18**

<https://www.justiceinspectorates.gov.uk/hmicfrs/news/news-feed/terrorist-incidents-see-rise-in-confidence-in-the-police/>

**Police.UK**

**Home Office publishes police chief officer pay and remuneration information on police.uk**

<https://www.police.uk/news/home-office-publishes-police-chief-officer-pay-and-remuneration-information-policeuk/>

**Home Office**

**Revised Fire and Rescue National Framework**

<https://www.gov.uk/government/consultations/a-revised-fire-and-rescue-national-framework-for-england>

**Home Office**

**Response times to fires attended by fire and rescue services: England, April 2016 to March 2017**

<https://www.gov.uk/government/statistics/response-times-to-fires-attended-by-fire-and-rescue-services-england-april-2016-to-march-2017>

**Home Office**

**Detailed analysis of non-fire incidents attended by fire and rescue services, England April 2016 to March 2017**

<https://www.gov.uk/government/statistics/detailed-analysis-of-non-fire-incidents-england-april-2016-to-march-2017>

**National Fire Chiefs Council**

**Home Office statistics show shocking number of attacks on firefighters**

<https://www.nationalfirechiefs.org.uk/News/home-office-statistics-show-shocking-number-of-attacks-on-firefighters/188570>



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