

## Norfolk County Council's Budget Proposals 2016/17

Communities - equality and rural impact assessments, and findings from the public consultation on budget proposals



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# Introduction

1. This report summarises the findings of Norfolk County Council's equality and rural impact assessments and public consultation on budget proposals for 2016/17 for Communities Services.
2. It also sets out the legal framework for equality and rural assessments and public consultation.

## Legal and policy context

3. Public authorities have a legal duty under the Equality Act 2010 to consider the implications of proposals on people with protected characteristics. The Act states that public bodies must pay due regard to the following when planning, changing or commissioning services:
  - Advancing equality of opportunity for people with 'protected characteristics'<sup>1</sup>
  - Eliminating discrimination, harassment, victimisation and other prohibited conduct<sup>2</sup>
  - Fostering good community relations<sup>3</sup>.
4. Good practice in strategic planning also recommends that rural assessments are undertaken on proposals.
5. Under section 3(2) of the Local Government Act 1999 authorities are under a duty to consult representatives of a wide range of local people when making decisions relating to local services. This includes council tax payers, those who use or are likely to use services provided by the authority and other stakeholders or interested parties. There is also a common law duty of fairness which requires that consultation should take place at a time when proposals are at a formative stage; should be based on sufficient information to allow those consulted to give intelligent consideration of options; should give adequate time for consideration and response and that consultation responses should be conscientiously taken into account in the final decision.

## The purpose of equality and rural assessments

6. The key aim, with both equality and rural assessments, is to enable elected members to consider the potential impact of decisions on different individuals and communities prior to decisions being taken. Mitigating actions can then be developed if adverse impact is identified.
7. It will not always be possible to adopt the course of action that will best promote the needs of people with protected characteristics or people in rural areas. However, assessments enable informed decisions to be made, that take into account every opportunity to minimise disadvantage.

## How the Council assesses the budget proposals for 2016/17

8. The assessment comprises the following key steps:

- Public consultation is launched – making sure that residents, service users and stakeholders can highlight issues that must be taken into account.
- We gather evidence on each of the proposals – looking at the people who might be affected, the findings of related assessments and public consultation that has taken place (such as the Council's 'Big Conversation' and 'Putting People First' strategy and relevant data and research.
- When the Council's public consultation on the budget proposals for 2016/17 draws to a close, we analysis all the results. We make sure that any impacts highlighted by residents and stakeholders inform the final assessments
- We publish the assessments on the Council's budget consultation webpages. Committees consider the assessments during the January round of committee meetings. Full Council considers the findings of assessments before meeting on 22 February 2016 to agree the Council's budget for 2016/17.

## **Human rights implications**

9. Public authorities in the UK are required to act compatibly with the Human Rights Act 1998. There are limited human rights issues arising from the proposals, but any specific issues are addressed in the individual impact assessments.

## **The details presented in the rest of this document**

10. This document presents in order, for each proposal, the equality and rural impact assessment, and the summary of findings for the public consultation. It also, following these, provides findings for other areas of the consultation relevant to this committee – so any further ideas or questions that were consulted upon – including the findings of questions on council tax.

# Reduce grants provided by the Norfolk Arts Service

## Equality and rural assessment

<b>Title of proposal:</b>	Reduce the Norfolk County Council Arts Budget by £10,000 in 2016/17
<b>Lead Officers:</b>	Mary Muir – Arts Officer, Steve Miller – Head of Norfolk Museums Service, Jennifer Holland – Assistant Director Cultural Services, Sarah Rhoden – Business Support and Development Manager, Neil Howard – Equality and Cohesion Officer

### Analysis of proposal & potential impact

1. This impact assessment looks in more detail at the proposal to reduce the Arts Grants Budget. Since 2010 -11, we have reduced the grant funding we award to arts organisations from £348,900 to £85,000. However, we need to make further significant savings over the next three years and we are proposing to reduce the amount of grant funding we award to arts organisations by a further £10,000 in 2016/17.
2. Norfolk Arts Service (NAS), which administers Norfolk County Council's (NCC) Arts Grants budget, leads the strategic development of the arts sector in Norfolk. NCC arts investment supports organisations which can clearly demonstrate how their work helps to address the Council's 4 overarching priorities. Supported organisations work with communities throughout Norfolk, including people with protected characteristics and those who are vulnerable, to engage them in high quality arts and cultural activities. Across the county, participation and engagement in the arts is high, involving people of all ages and backgrounds as audiences, participants and volunteers.
3. In 2014/15, grants from the Norfolk County Council arts budget were awarded to 20 arts organisations, supporting **5,515** events across the county. These events engaged a total audience of **805,660** and included:
  - **147,027** Older People
  - **32,637** Rurally Isolated People
  - **30,890** Children Under 5
  - **29,847** People with Physical Disabilities & Sensory Impairment
  - **9,925** People with Mental Health Issues
  - **7,309** Refugees/People from Migrant Communities
  - **5,685** Young People in Challenging Circumstances
  - **3,364** People with Learning Difficulties
  - **1,220** Individual Young People with Rural and/or Socio-economic Deprivation
  - **1,159** Young Carers
  - **637** Looked After Children
  - **6** Young Care Leavers
  - **2** School Refusers.

4. Grant funding from Norfolk County Council also provides an essential means of enabling arts organisations to access a wide range of external funding, including public funds such as the lottery, trusts and foundations. Almost all such funds require local authority match-funding and support. In 2014/15, the NCC Arts Grants budget of £165,000 helped to generate an additional £19 million in external funding and other income.

## Potential Impact

5. This proposal may have a disproportionate and detrimental impact on people with protected characteristics and rural communities.
6. This is because Arts organisations in Norfolk play a key role in delivering outward facing programmes to engage potentially vulnerable and disadvantaged residents in the Arts and promote equality of access. As detailed above, a significant proportion of the Arts Grant Budget currently benefits a large number of residents from potentially vulnerable and disadvantaged groups, including disabled and older people, people with learning difficulties, young people and Black, Asian and minority ethnic residents.
7. If the proposal is implemented, it may limit the capacity of arts organisations in Norfolk to continue to deliver targeted initiatives, outreach work, and programmes specifically designed to promote equality for potentially vulnerable people or those with complex needs. Work with potentially vulnerable people including, for example, looked after children, young carers and care leavers can be time consuming in order to gain trust and build productive relationships.
8. Evidence suggests that potentially vulnerable people and those with complex needs may be at risk of social exclusion and isolation, and less likely to participate in the Arts than other people. In addition, they may face a range of barriers to participation – for example, they may be on a lower income and have reduced access to transport and the built environment. Reduced availability of targeted arts initiatives and programmes could have an adverse impact on the health and wellbeing of these groups which in turn could place greater financial demands on other Council budgets, including, for example, Adult Social Care.
9. A reduction in arts outreach work may particularly impact on people in rural areas. This is because many of the arts organisations that receive Arts Grant funding are based in or service rural communities, providing high quality arts provision with and for rurally isolated people with limited access to cultural opportunities.
10. Creative Arts East (CAE) is a particular example of this. Through CAE's nationally regarded rural touring programme, it works with local partners and volunteers to bring professional theatre, music, cinema and cultural opportunities to rural and disadvantaged communities across Norfolk, Suffolk and the East. Community venues such as libraries, schools and pubs also benefit from this added cultural dimension to their public role and focus.

## Action to address any negative impact

	Action/s	Lead	Date
1.	Ensure that arts organisations are signposted to appropriate alternative	Assistant Director Community and	From 1 April 2016

	sources of funding or methods of income generation where available.	Environmental Services (Cultural Services)	
2.	Provide support for arts organisations to plan effectively to mitigate the effects of funding cuts to their organisation.	Assistant Director Community and Environmental Services (Cultural Services)	From April 2016
3.	Norfolk Arts Service will work to increase its strategic fundraising activity to support the continued development and sustainability of the sector.	Assistant Director Community and Environmental Services (Cultural Services)	From 1 April 2016

## List of evidence used to conduct analysis

- Information collated from NCC arts grants awardees.
- Views of key stakeholders and partners including Arts Council England.
- National reports published by Arts Council England and other relevant bodies.
- More detailed information about the arts in Norfolk and the work of the Norfolk Arts Service is available in our report: *Norfolk Arts Service, The Arts in Norfolk: An Overview 2014-15* (a copy of the report can be downloaded at: <https://www.norfolk.gov.uk/view/ncc160104>).

## Consultation findings

### Title of proposal

**Reduce grants provided by the Norfolk Arts Service**

**Respondent Numbers** – Number and percent agree, disagree and don't know/blank where applicable. If relevant also include numbers of respondents who were service users and carers

- There were 516 responses received for this proposal.
- 244 people (47%) agreed with the proposal
- 222 people (43%) disagreed with the proposal
- 50 people (10%) told us that they did not know if they agreed or disagreed with the proposal

## Analysis of responses

### Organisation, group or petition responses

Please describe any petitions received.

No petitions were received

Please record any groups or organisations which responded.

28 respondents told us that they were responding on behalf of a business, organisation or group. These were:

- Adult Day Care Limited
- Broadland District Council
- Caistor Roman Project
- Cinema Plus (Cinema City)
- Cromer Library Users Group



	<ul style="list-style-type: none"> <li>• Cromer Town Council</li> <li>• Diss Town Council</li> <li>• Great Yarmouth Borough Council</li> <li>• Malcolm Books</li> <li>• MAP</li> <li>• Mind</li> <li>• Mums in the Know Norwich</li> <li>• Norfolk County Council and Stonham Home Group</li> <li>• Norfolk Record Society</li> <li>• Northrepps Parish Council</li> <li>• Ormesby St Margaret parish council</li> <li>• Ormesby with Scratby Parish Council</li> <li>• Parish Council (unspecified)</li> <li>• Poringland Parish Council</li> <li>• Sheringham Town Council</li> <li>• South Norfolk District Council</li> <li>• Swanton Morley Parish Council</li> <li>• Taverham Parish Council</li> <li>• The BUILD Charity</li> <li>• Unite social group.</li> <li>• University of Cambridge</li> <li>• Watermark (freelance editing and local history research)</li> <li>• Your Own Place CIC</li> </ul>
Please summarise all petition or group responses.	<p>8 organisations/groups disagreed, 15 agreed and 5 said that they didn't know/didn't answer</p> <p>The main reasons given by the groups/organisations for disagreeing were: the benefits the Arts bring to the economy including tourism, comments that the Arts have been cut too much already, and comments about the intrinsic value of the Arts.</p> <p>Of the groups that agreed with the proposal, only 5 gave a reason which were: that the service cannot be maintained in the current climate, that the cut is small, that funding should be targeted more, and that arts groups can find their funding elsewhere.</p> <p>There was no consensus in the reasons given by the groups who didn't know/didn't answer.</p>

Looking at all of the responses, are there any consistent, repeated or notable reasons given for people's views in...	
Agreeing with the proposal?	<p>244 people (47%) agreed with the proposal to reduce grants provided by the Arts Service. The majority of those who agreed with the proposal did not give a reason, but for those who did, the main reasons given were: that this is not an essential service or something NCC should prioritise, and that arts organisations should seek alternative sources of funding.</p> <p>69 people said that the arts are <b>not an essential service</b> or not something NCC should prioritise, especially when compared to</p>

	<p>other services provided by NCC: “Compared with the requirements of Adult Care and Children’s Services this area of service can more easily be funded directly by residents and visitors”.</p> <ul style="list-style-type: none"> <li>• For some, the Arts Service is viewed clearly as a <b>luxury</b> or ‘nice to have’: “The Arts are an ‘extra’ not a necessity”, “cut it completely. This is not a statutory service!”.</li> <li>• Others said that it is a difficult choice and that they <b>appreciate the value of the arts</b> but on balance agree with the proposed cut: “Art is beautiful and educating, but not lifesaving and essential to people’s well-being daily”, “I recognise that this will be painful for some people but we need to save our frontline care and emergency services.”</li> <li>• Some respondents didn’t feel that this service should be part of NCC’s role: “this is not a core NCC function”, “this should not be a priority for the council”</li> </ul> <p>56 people suggested that arts organisations should seek <b>alternative funding</b> from a range of sources.</p> <ul style="list-style-type: none"> <li>• Of these, 41 respondents made suggestions about <b>alternative funding</b>, including: seeking sponsorship, becoming self-funding, or exploring other grant sources: “There are a number of other funding avenues that the Arts service are able to pursue”, “Arts organisations should look to the private sector to fund their activities”, “Totally agree - in this time of economic austerity, it is vital that arts organisations find their own funding and become self-supporting”</li> <li>• Of these, 15 respondents thought that <b>those who attend Arts events should be charged/charged more</b>: “Arts projects should be privately funded by the people that use them”, “if people want to view art then let them pay for it”, “Arts must be funded by those who attend events. Price of admissions to rise”</li> </ul> <p>109 of the 244 people who agreed with this proposal <b>did not give a reason</b> for their viewpoint, writing nothing in the freetext box, so we cannot know the reasons for their agreement.</p>
Disagreeing with the proposal?	<p>222 people (43%) disagreed with the proposal to reduce grants provided by the Arts Service. The main reasons given were: the inherent cultural value of Arts to society, that the service is key or essential, the importance of Arts for individual and community wellbeing, that the Arts have already been cut too much, and the impact the Arts have on the economy.</p> <p>55 people made comments about the intrinsic <b>cultural value</b> of the arts; their inherent value to the nation and the importance of cultural heritage: “The arts are what makes us human. Without it we are mere savages” or “Our county’s historical and cultural heritage needs to remain something we can be proud of and continue to learn more about.”</p>

	<p>55 people who disagreed with the proposal gave as their reason that <b>the service is key or essential</b>, describing the Arts as “an important part of life, “vital”, and “too important to lose”.</p> <p>44 people who disagreed described the <b>positive impact the Arts have on the local economy</b>. This included comments about the role the Arts play in attracting tourists and visitors to Norfolk, the secondary impact on the economy when people attend an Arts event and spend money in restaurants and bars, and the income earned for the county through business rates from Arts organisations and other businesses boosted by a strong Arts scene: “Arts bring in income as well as take grants, and also feed income to secondary businesses - for instance someone coming into Norwich to go to theatre/concert/cinema may buy a meal first or a drink after (or both), or go shopping... Someone staying after work to go to an arts event may go for a meal between work &amp; the event”</p> <p>42 people who disagreed described the importance of the Arts for <b>individual or community wellbeing</b>, citing positive impacts on “overall quality of life”, “helping to build community resilience”, “mental, emotional and physical health” and in being “vital to the community”. One respondent described the difference Arts grants funding has made to their local area: “Creative Arts East especially have completely transformed the area with its affordable local cinema and theatre opportunities in even the smallest villages. Great fun and good work experience for those kind volunteers who run these events, but a godsend for people without transport to attend otherwise. I cannot imagine how bleak the local culture would be without these events - I imagine it would be confined to tribute bands and 60s comedians!”</p> <p>38 people who disagreed commented that <b>funding for the Arts has already been cut</b>, or described this as a further cut: “As a percentage of cuts this service has already received a lot.”, “I think the arts budget has already been cut by quite enough; flagship events such as the N&amp;N Festival have suffered greatly.”</p> <p>Other reasons given by those who disagreed with the proposal included: that the saving is very small (24 responses), that the proposal is shortsighted and will have long term impact (23 responses), that the Arts are for everyone and that without grants to Arts groups events will become only for those who can afford them (22 responses), and comments about the importance of the Arts for education (20 responses).</p>
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**Don't know: Of the 'Don't Know' responses (and where explanatory text is provided), what are the main reasons why people are unable to come to a clear decision?**

50 people (10%) said that they didn't know if they agreed or disagreed with the proposal to reduce grants provided by the Arts Service. There was no consensus in the reasons given, but comments included: that the saving is too small to be

worthwhile, comments about the value of Arts to the economy, and comments about the cost of staffing and administering the service.

#### Analyst notes

Any other things you think report writers should know when presenting findings

38 respondents – including those who agreed, disagreed and didn't know – said that **the proposed saving was a small, trivial, or tiny amount**. For some this was a reason to agree: "£10k won't make much difference", whilst for others it was a reason to disagree: "the amount being saved is petty". Some respondents who didn't know if they agreed or disagreed also mentioned the small size of the saving: "£10k seems a small saving with a big impact on small and important arts organisations working in communities".

19 people critiqued this proposal – there was no consensus but included comments about: the Council's lack of vision, that art displays are not good, criticism of inefficiencies at NCC, that an Arts Forum should not cost £200k to run, criticism about the figures being wrong in the proposal, and comments that more information is needed to make a decision.

**Summary completed 19/01/16, Business Intelligence and Performance Service**

**Install technology to enable libraries to open with self-service machines, reduce the staffed opening times for the Norfolk and Norwich Millennium Library and reduce how much we spend on new stock for our libraries.**

## **Equality and rural assessment**

**Install technology to enable libraries to open with self-service machines (Open+)**

<b>Title of proposal:</b>	Install technology to enable libraries to open with self-service machines (Open+)
<b>Lead Officers:</b>	Jan Holden – Assistant Head of Service, Jennifer Holland – Assistant Director Cultural Services, Sarah Rhoden – Business Support and Development Manager, Neil Howard – Equality and Cohesion Officer

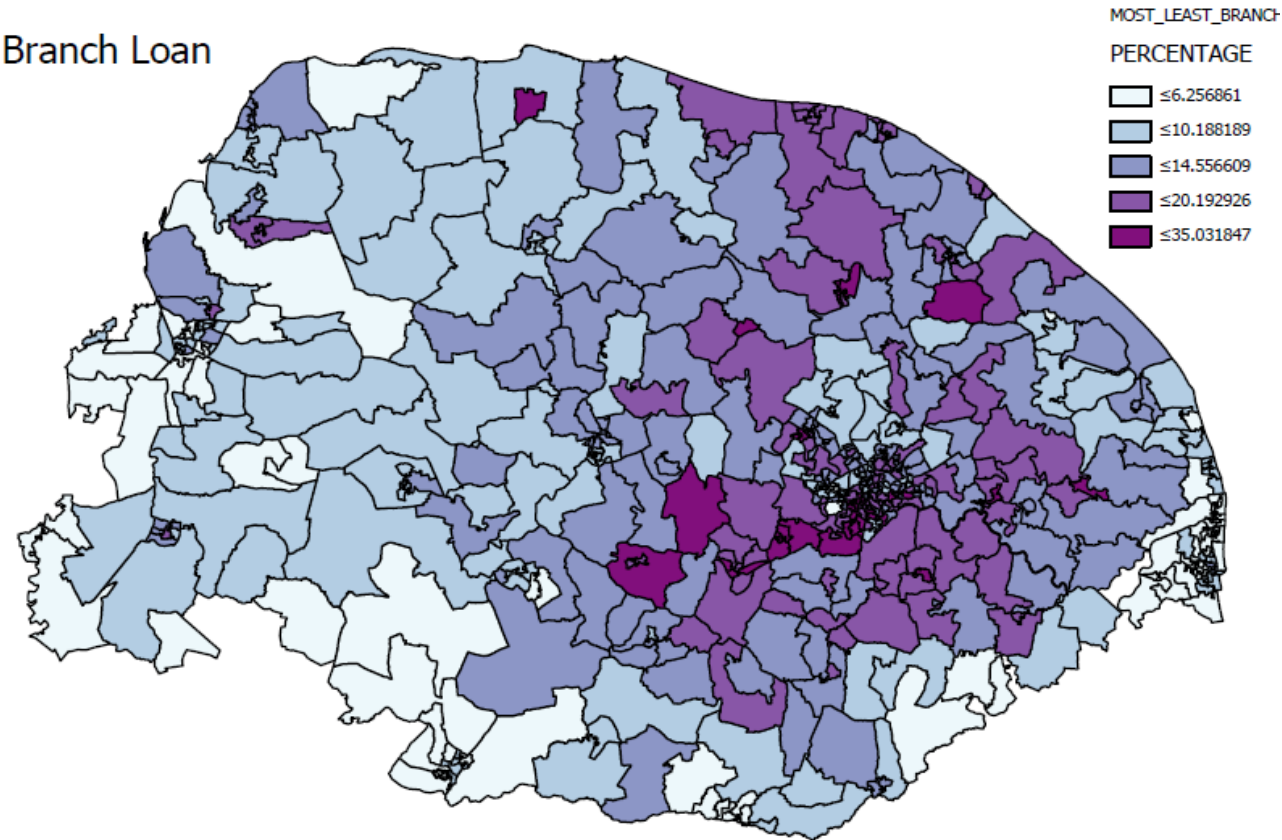
### **Analysis of proposal & potential impact**

1. This assessment looks in more detail at the proposal to install self-service technology to enable people to use libraries at certain times without staff being present in up to 39 of the 47 libraries in Norfolk.
2. The proposal is to install a solution that works with existing library infrastructure, providing the ability to automatically maintain and control self-service kiosks, public access computers, lighting, and security. It will provide the flexibility to open and close the library, without the need for any staff to be on site to physically open the building to the public. In practice, some staff may be on site to carry out other activities relating to the operation of the service e.g. checking stock. This means that there may not be any staff available to help customers to access the building or offer support those who need assistance.
3. The technology will allow savings to be made in staff costs and potentially offers the opportunity to extend opening hours making the library more convenient for library customers. A successful pilot has been carried out at Acle Library.

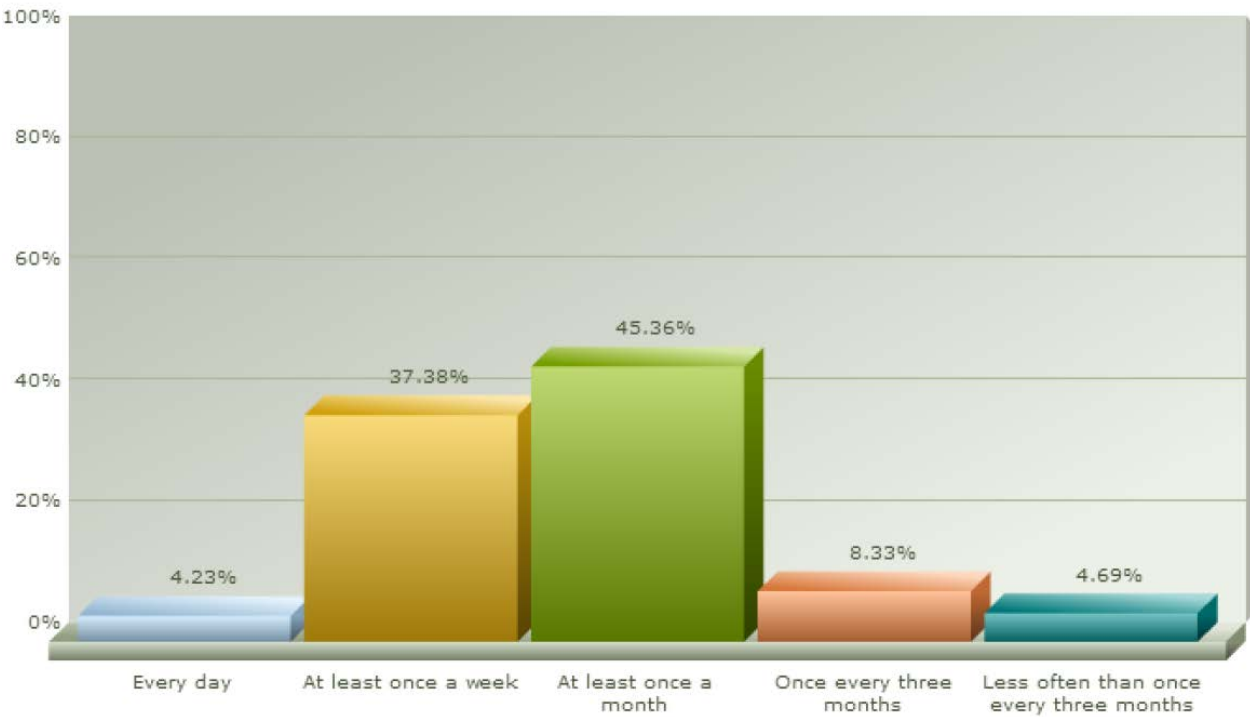
#### **More about Norfolk libraries**

4. Norfolk has 47 libraries situated in larger communities and market towns. The proposal is that 39 out of the 47 libraries will be open using self-service technology for all or part of the day. In the case of the Millennium Library, the self-service technology would be in place between 8am-10am Monday to Friday, during which time only the first floor could be accessed and a Security Assistant will be working. The Millennium library will remain open from 10am-7pm without self-service.
5. Library users in Norfolk come from a range of backgrounds. See Annex 1 for more information.

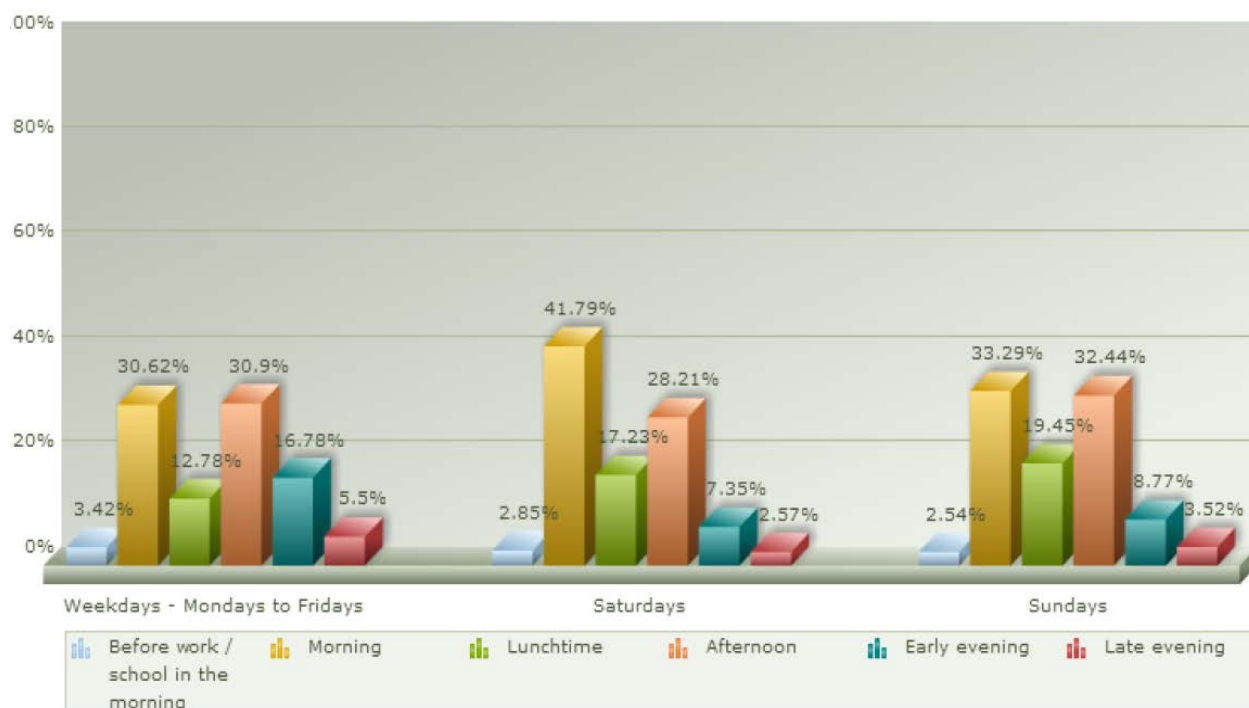
6. The current use of libraries by Lower Super Output Area can be found below. The darker colours are areas with the most library use.



7. A recent survey of library customers revealed the following frequency of use of library services:



8. The same survey revealed the following information about preferred service access times:



## Potential impact

9. There is no evidence to suggest that this proposal will have a significantly detrimental impact on people with protected characteristics or rural areas.
10. There may however be some impact on some disabled people, young people and people whose first language is not English which should be taken into account. This is summarised below:
11. **Disabled people** - introduction of unstaffed hours could impact on some disabled people who may need assistance with access or use of facilities. Consideration will be given to audible and visual alarms.
12. **Children and Young People** - during self-service hours, libraries will not be accessible for those under 16 years of age who are not accompanied by a parent or guardian. This is because where facilities are not staffed access for unaccompanied young persons could pose a safeguarding child protection risk.
13. **People whose first language is not English**, or who have difficulty reading, may need help to interpret written usage instructions. Consideration will be given to the translation of user guidance if requested.

## Action to address any negative impact

	Action/s	Lead	Date
1.	Consider the need for a visual fire alarm as well as an audible alarm.	Head of Libraries and Information	From 1 April 2016
2.	Following customer recruitment days consideration to be given to the need to	Head of Libraries and Information	From 1 April 2016

	provide information to customers in other languages.		
3.	Continue to monitor the age, gender and demographics of library customers.	Head of Libraries and Information	From 1 April 2016
4.	Information on 'group/organisation' access to be made available.	Head of Libraries and Information	From 1 April 2016
5.	Swipe and password entry points to be provided in an accessible way, both in location and type of equipment used.	Head of Libraries and Information	From 1 April 2016
6.	Where appropriate due to demographics of local communities, consideration to be made for key information to be provided in alternative languages.	Head of Libraries and Information	From 1 April 2016

## List of evidence used to conduct analysis

The following evidence was used to make an informed assessment:

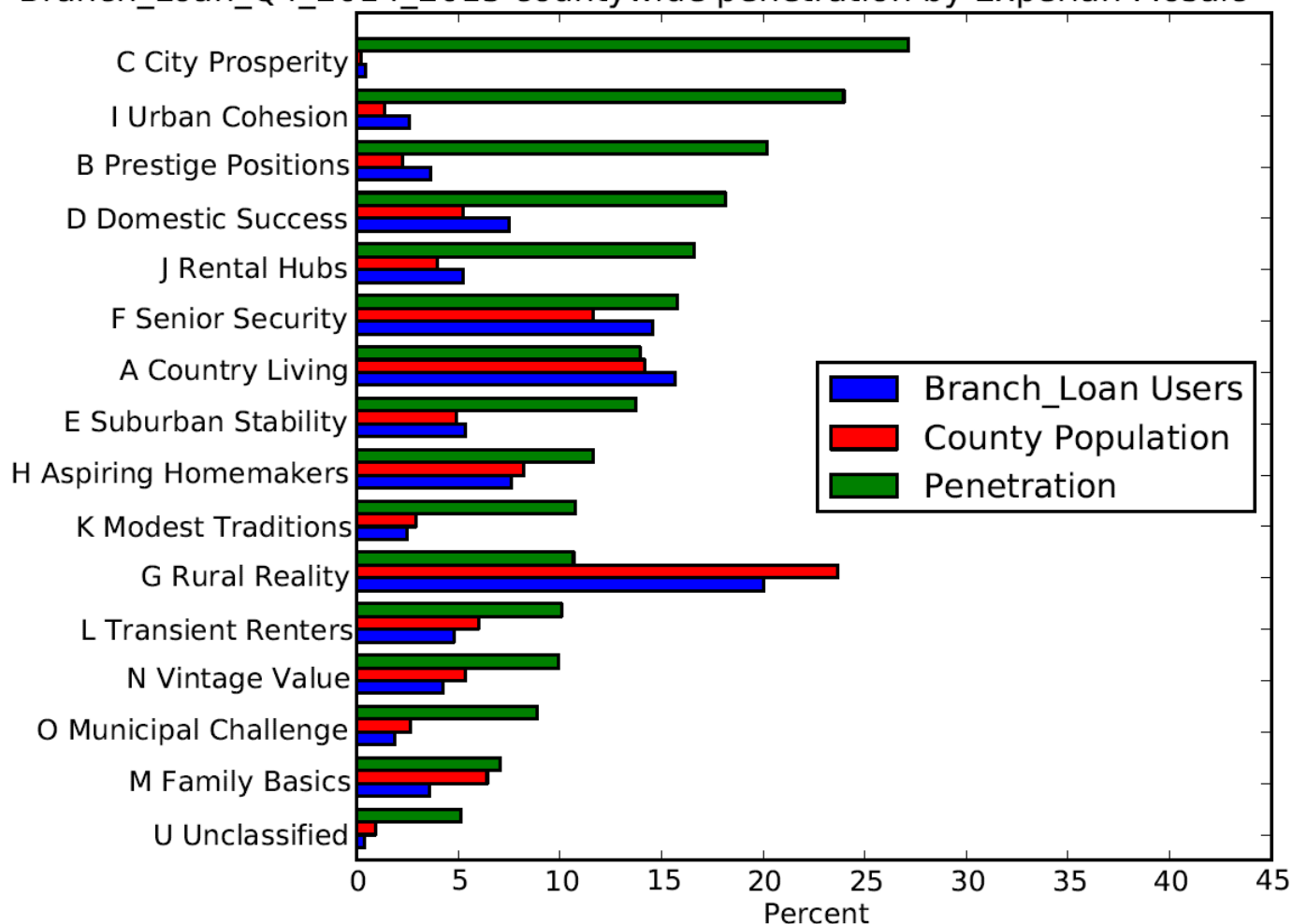
- Library membership information
- Library survey results
- Mosaic information.



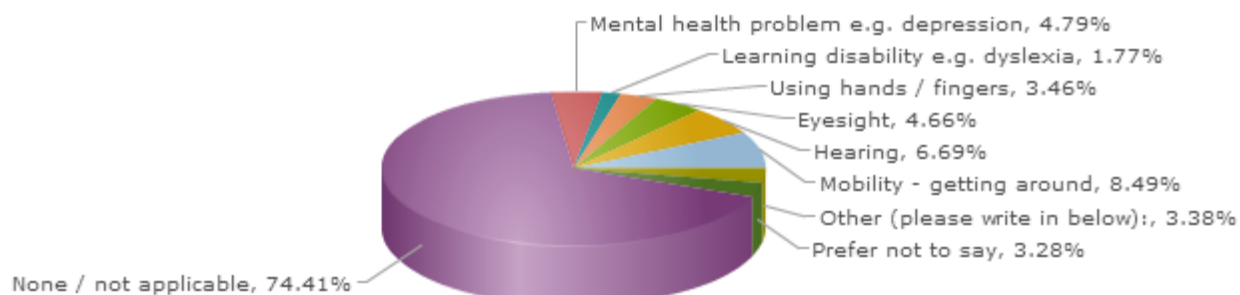
# Annex 1

We have used Experian Mosaic to look at the social backgrounds of current customers of Norfolk Library and Information Service – see below:

Branch\_Loan\_Q4\_2014\_2015 countywide penetration by Experian Mosaic

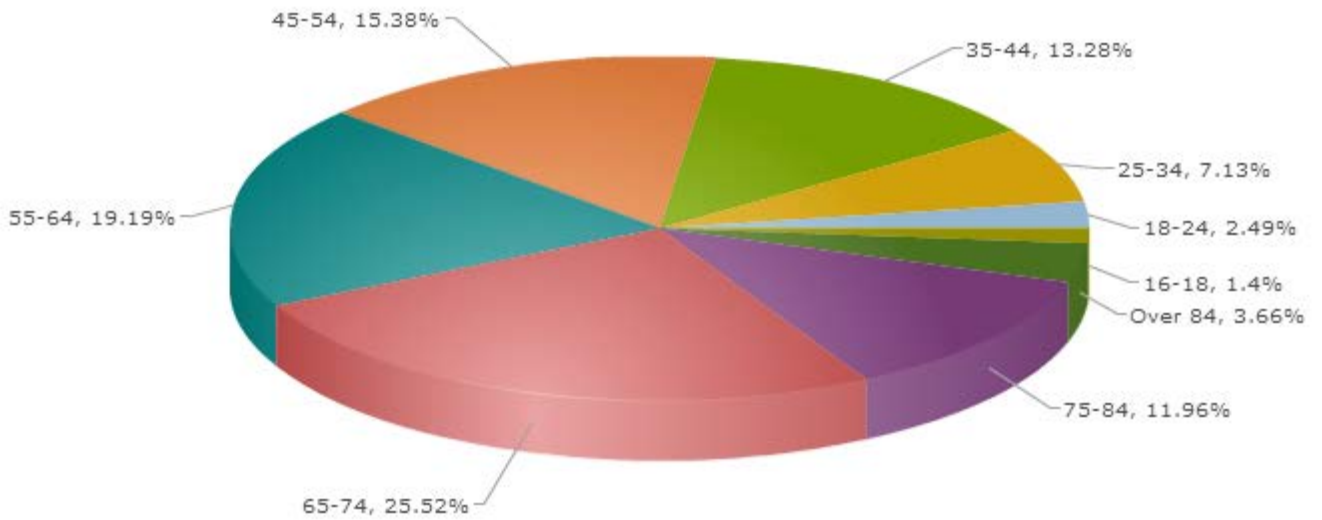


A recent survey of customers of Norfolk Library and Information Service show that a significant number of customers have a disability:

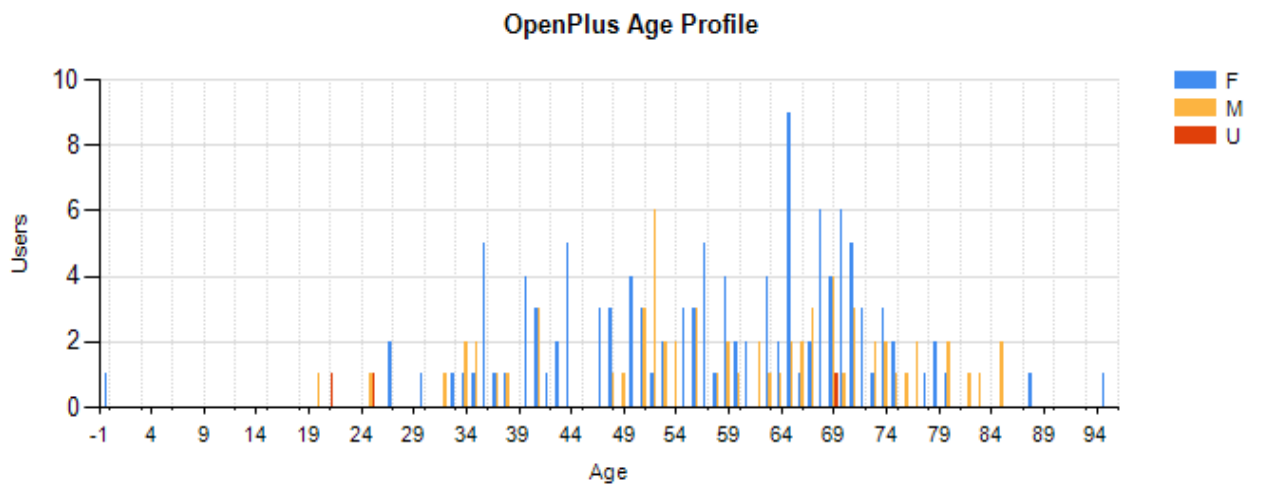


## Age

The age profile of adult customers who completed the same survey can be found below:



In addition, here is an example of the age/gender profile of current customers of Acle Library who use the library during unstaffed hours. It shows that the predominant customers are women aged 60+.



## Opening hour reductions at the Norfolk and Norwich Millennium Library

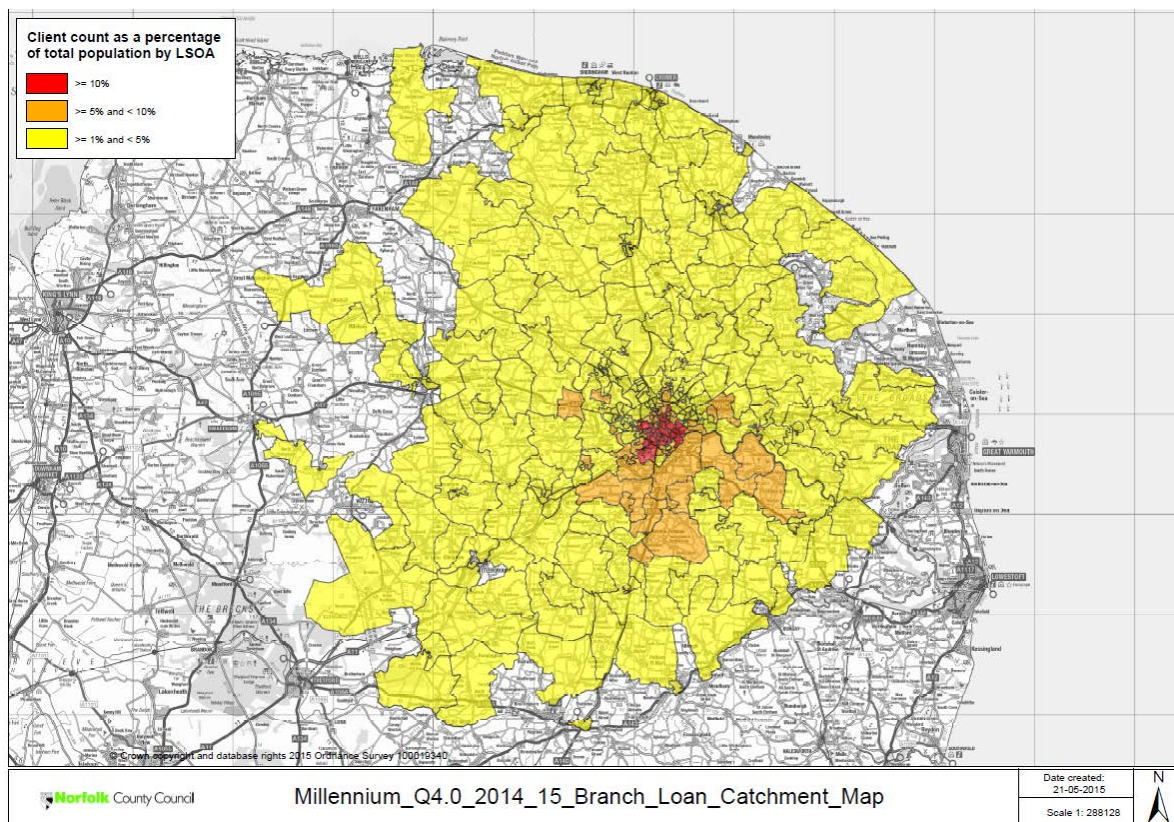
<b>Title of proposal:</b>	Opening hour reductions at the Norfolk and Norwich Millennium Library
<b>Lead Officers:</b>	Jan Holden – Assistant Head of Service, Jennifer Holland – Assistant Director Cultural Services, Sarah Rhoden – Business Support and Development Manager, Neil Howard – Equality and Cohesion Officer

### Analysis of proposal & potential impact

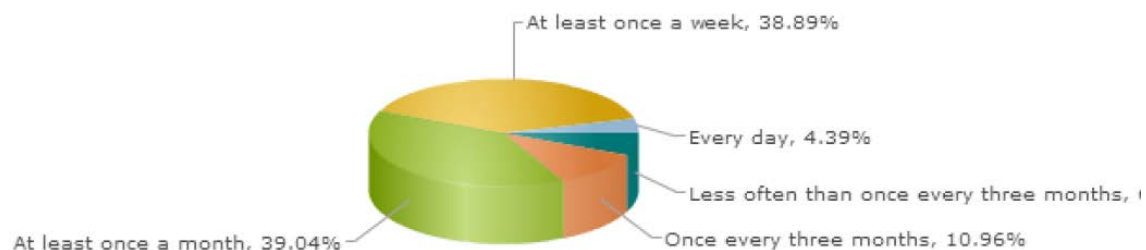
1. This assessment looks in more detail at proposals to save £100k in staff costs from the Norfolk and Norwich Millennium Library
2. The Millennium Library is currently open (main library) from 9am-8pm Monday to Friday and 9am-5pm on Saturday. To save £100k per annum the Library would need to reduce its opening hours by two hours per day.
3. A mitigation would be to invest in installing self-service technology and have the first floor open for longer via self-service entry (with one member of staff on duty). Part of the service would be available via staff-less self-service and as a result customers will be able to access the first floor of the library from 8.00am -10.00am in unstaffed mode (a Security Assistant will be on duty).

#### More about the Millennium Library

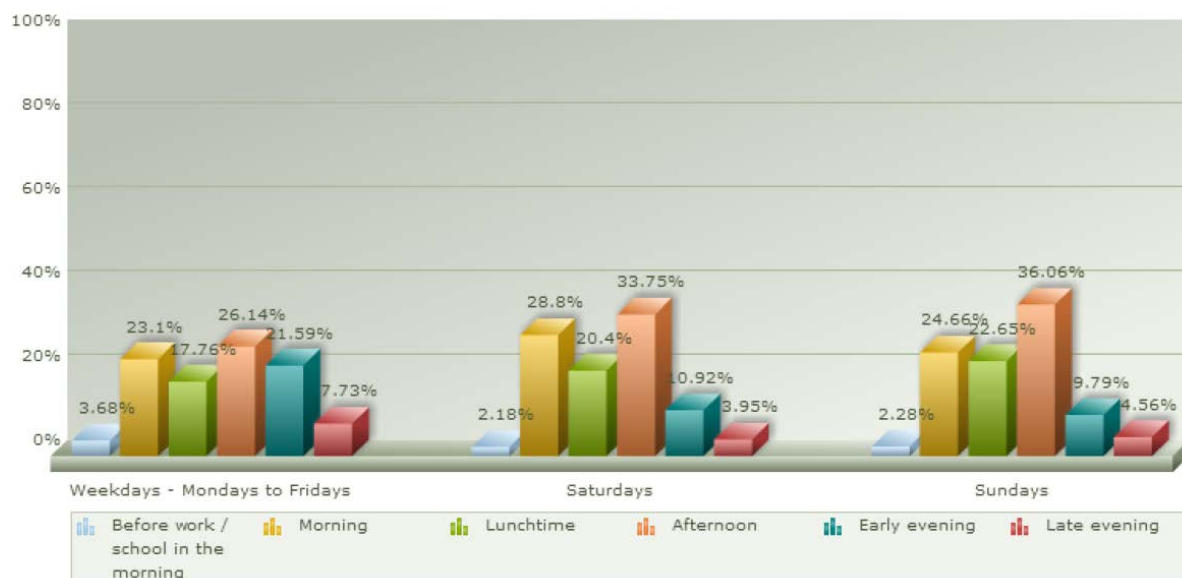
4. In 2014/15 the Norfolk and Norwich Millennium Library welcomed 1,173,809 visitors. 823,719 items were borrowed of which 259,322 were children's books. 292,421 visitors used a computer in the library and 1126 children participated in the Summer Reading Challenge. 1000 children visited the library as part of a school group. The library has 6,000 followers on social media with 70,000+ views of posts each month. The library worked with 122 partners to deliver projects and events. 64 volunteers supported the Millennium Library
5. While the Norfolk and Norwich Millennium Library is situated in the heart of Norwich, the distance travelled by customers of the library can be found in the map below. The yellow areas are where between 1 and 5% of the local population use the Norfolk and Norwich Millennium Library. This highlights the reach of the library, across a multitude of different communities in Norfolk:



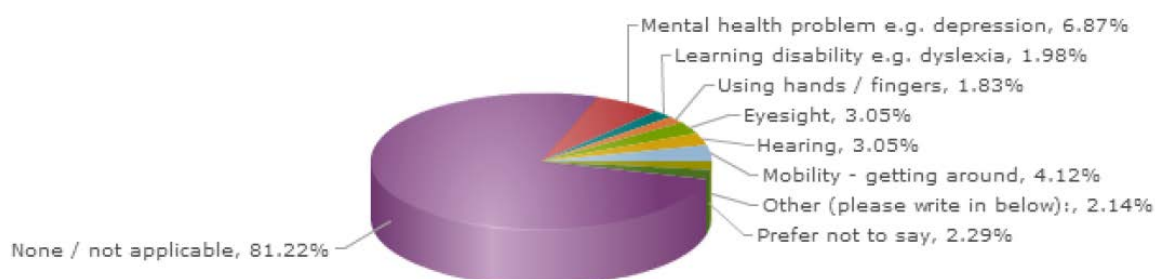
6. A recent survey of library customers revealed the following frequency of use of the Norfolk and Norwich Millennium Library:



7. The same survey revealed the following information about preferred service access times. As a result of the opening hours reductions, the library will be open for 60+ hours per week staffed and for 10 hours per week unstaffed:



8. The same survey asked customers about disability. Customers who used the Norfolk and Norwich Millennium Library revealed the following information about their disabilities:



## Potential impact

9. There is no evidence to suggest that this proposal will have a significantly detrimental impact on people with protected characteristics or rural areas.
10. There may however be some impact on some disabled people, young people and people whose first language is not English which should be taken into account. This is summarised below:
11. Disabled people - introduction of unstaffed hours could impact on some disabled people who may need assistance with access or use of facilities. Consideration will be given to audible and visual alarms.
12. Children and Young People - during self-service hours, the library will not be accessible for those under 16 years of age who are not accompanied by a parent or guardian. This is because where facilities are not staffed access for unaccompanied young persons could pose a safeguarding child protection risk.

13. People whose first language is not English, or who have difficulty reading, may need help to interpret written usage instructions. Consideration will be given to the translation of user guidance if requested.

## Action to address any negative impact

	Action/s	Lead	Date
1.	Consider the need for a visual fire alarm as well as an audible alarm.	Head of Libraries and Information	From 1 April 2016
2.	Following customer recruitment days consideration to be given to the need to provide information to customers in other languages.	Head of Libraries and Information	From 1 April 2016
3.	Continue to monitor the age, gender and demographics of library customers.	Head of Libraries and Information	From 1 April 2016
4.	Information on 'group/organisation' access to be made available.	Head of Libraries and Information	From 1 April 2016
5.	Swipe and password entry points to be provided in an accessible way, both in location and type of equipment used.	Head of Libraries and Information	From 1 April 2016
6.	Where appropriate due to demographics of local communities, consideration to be made for key information to be provided in alternative languages.	Head of Libraries and Information	From 1 April 2016

## List of evidence used to conduct analysis

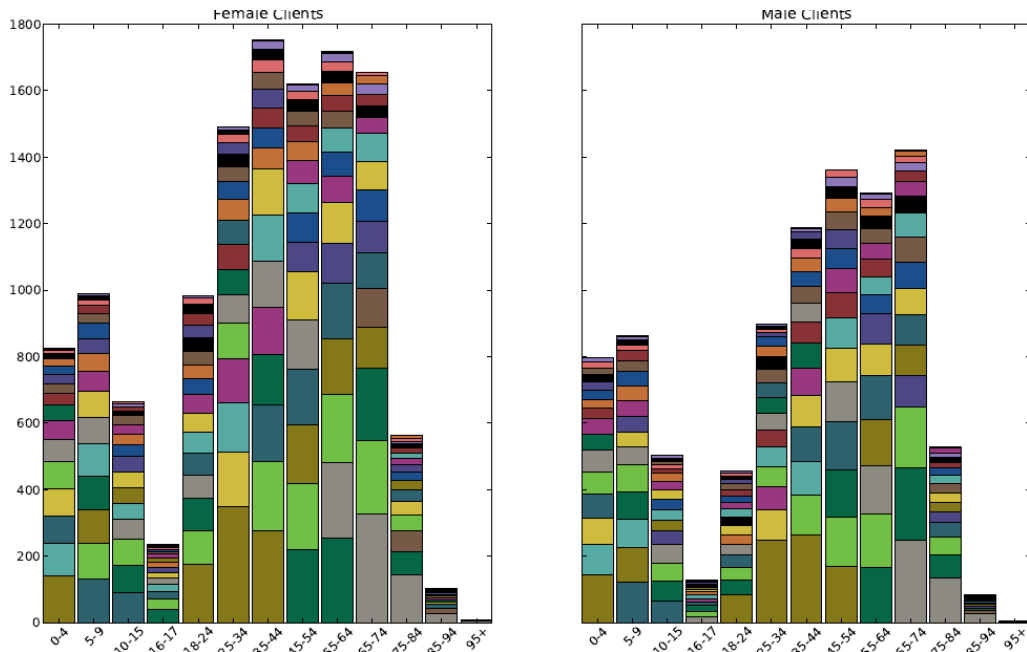
The following evidence was used to make an informed assessment:

- Library membership information
- Library survey results
- Mosaic information.

# Annex 1

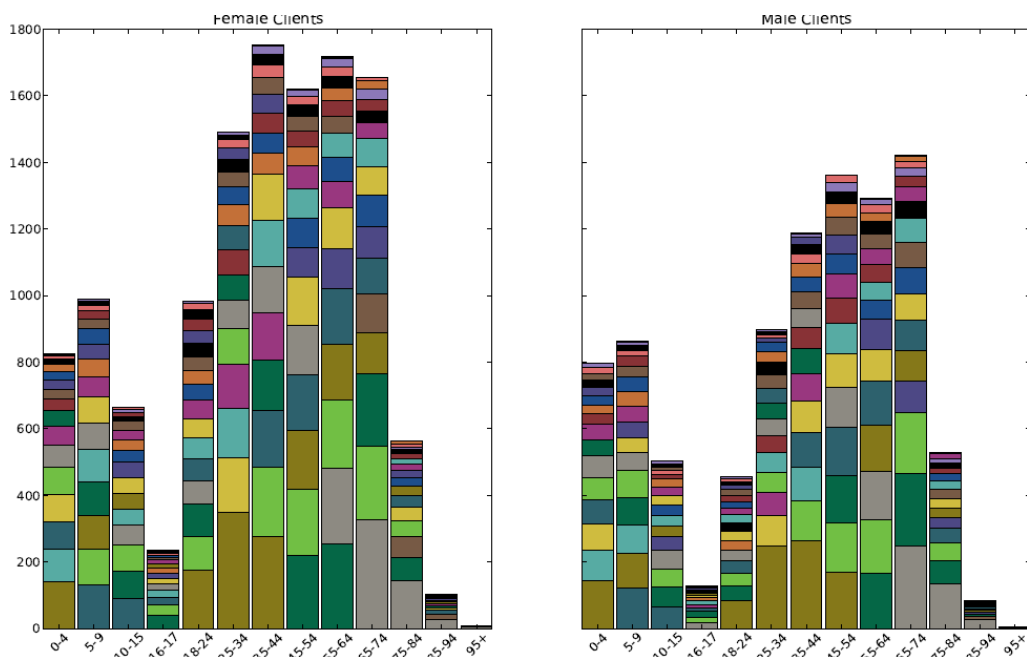
## Socio-economic background

We have used Experian Mosaic to look at the social backgrounds of current customers of the Norfolk and Norwich Millennium Library– see below. This diagram show the socio economic background, by age and gender – this information shows that a significant proportion of people using the Norfolk and Norwich Millennium Library live in rented accommodation



## Gender

Information about the gender and age demography of current customers of the Norfolk and Norwich Millennium Library can be found below:





## To reduce the spend on library materials by £300k gross

<b>Title of proposal:</b>	Reduction of materials budget
<b>Lead Officers:</b>	Jan Holden – Assistant Head of Service, Jennifer Holland – Assistant Director Cultural Services, Sarah Rhoden – Business Support and Development Manager, Neil Howard – Equality and Cohesion Officer

## Analysis of proposal & potential impact

1. This impact assessment looks in more detail at the proposal to reduce library spend on stock and as a consequence fewer staff will be needed to deal with the acquisition of new stock. The stock fund will be reduced by £300k and the staffing associated with this will reduce by £75k. If this proposal goes ahead the savings must be made from April 1<sup>st</sup> 2016
2. There are 47 libraries in communities across Norfolk and we aim to keep these open – although staffing levels will be reduced
3. Each year we spend £1.3 million on library stock. This includes books, magazines, audio books, e-book, e-audio books and e-magazines as well as subscriptions to online services. We propose to reduce this amount by £300,000 in 2016/17
4. We will buy fewer materials and people using our libraries may notice a reduction in the range, choice and access to books and other materials. Fewer copies of magazines, newspapers and online subscriptions would be bought and over time, the physical quality of books could deteriorate as items are replaced less frequently. This proposal would not affect DVDs, console games and music recordings as they are self-funding.
5. Our approach at the moment is to buy a wide range of items which meet our customers' needs. If this proposal goes ahead there would be a reduction in the range, choice and access to books and other materials. Fewer copies of items and fewer magazines, newspapers and online subscriptions would be bought and, over time, the physical quality of stock would deteriorate as items were borrowed more frequently.
6. Service users might feel that their local library does not reflect contemporary reading needs and they may have to wait longer to see new books on shelves. However, we know that people are starting to choose electronic items; for example in 2014/15 increasing numbers of e-books, e-magazines and e-audio books were borrowed from the library. We anticipate that e-books will become more popular in the next few years.

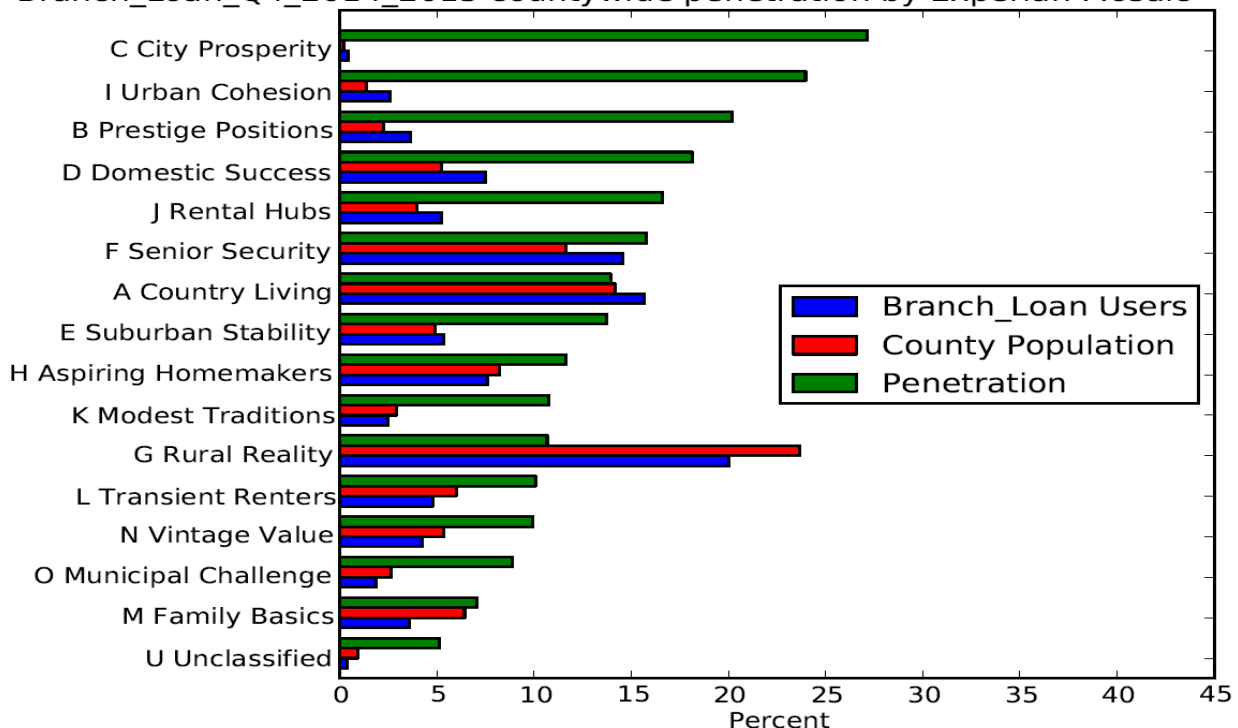
### Looking more closely at the profile of service users

7. The library is particularly used by older and younger people, with mobile libraries most used by older people. Young adults (aged 18-29) are most likely to access library services electronically or online – e.g. over the Internet or via e-books. In general more women use the library than men, although this difference is less marked in children and people aged 70+

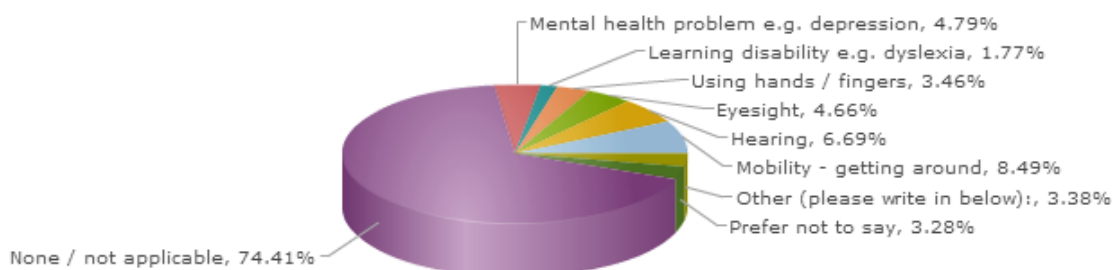


8. Around a third of books borrowed from Norfolk's libraries are taken by children. In a national survey it was found that 1 in 3 children have no books in their home, 22% reported that they received no encouragement to read at home, and 90% of children who only read in class are either below average or average readers. The number of books in the home has as great an impact on a child's school attainment as parental education levels. Furthermore, a child aged 3-5 years who is taken to the library monthly is on average 2.5 months ahead in development terms than one who doesn't attend a library.
9. The graph below provides a picture of the type of people who use the library. It shows that people living in isolated rural communities and active retired people are key users of library services.

Branch\_Loan\_Q4\_2014\_2015 countywide penetration by Experian Mosaic



10. In a recent survey, library customers were asked if they had a disability. The results are below:



## Potential impact

11. There is no evidence to suggest that this proposal will have a significantly detrimental impact on people with protected characteristics or rural areas. If the proposal goes ahead, it will result in a reduction in the number of books and other materials that are available in the library. As such it will impact upon all library users.
12. However, the proposal may disproportionately impact on some people with protected characteristics and rural areas, for the following reasons:
- Older people and children and young people are particularly heavy users of library services and reduced access to books could have a disproportionate impact on them. This could mean that the role of the Library and Information Service in supporting literacy and excellence in education might be affected.
  - The majority of large print and spoken word items are borrowed by older people and disabled people and buying fewer of these items would affect these customers more than other service users.
  - A reduction in materials might affect the Library and Information Service's ability to support the language needs of people whose first language is not English.
  - The largest group of users is identified in Paragraph 9 as 'resident of isolated rural communities', which may mean that rural users are more affected by proposed cuts when compared to other groups of users.

## Action to address any negative impact

	Action/s	Lead	Date
1.	Continue to review materials spend to ensure it is targeted to those materials that are best able to meet the needs of library users.	Head of Libraries and Information	From 1 April 2016

## List of evidence used to conduct analysis

The following evidence was used to make an informed assessment:

- Library membership information
- Library survey results
- Mosaic information.

# Consultation findings

## Title of proposal

**Install technology to enable libraries to open with self-service machines, reduce the staffed opening times for the Norfolk and Norwich Millennium Library and reduce how much we spend on new stock for our libraries.**

**Respondent Numbers** – Number and percent agree, disagree and don't know/blank where applicable. If relevant also include numbers of respondents who were service users and carers

- There were 545 responses received for this proposal.
- 197 people (36%) agreed with the proposal
- 300 people (55%) disagreed with the proposal
- 48 people (9%) told us that they did not know if they agreed or disagreed with the proposal

## Analysis of responses

### Organisation, group or petition responses

Please describe any petitions received.

Please record any groups or organisations which responded.

**Two petitions** were received for this proposal, with a total combined 2009 signatures:

- We received one petition against this proposal containing 371 signatures with the wording: "we say NO to North Walsham library cuts".
- We received one petition against this proposal asking Norfolk County Council to make "no cuts to Library service". At the close of the consultation, the petition had 1638 signatures.

39 respondents told us that they were responding on behalf of a business, organisation or group. These were:

- 2nd Air Division Memorial Library
- Acle Parish Council (2 responses)
- Adult Day Care Limited
- Aylsham Town Council
- Break Charity
- Broadland Older People's Partnership
- Caistor Roman Project
- Cinema Plus (Cinema City)
- Cromer Library Users Group
- Cromer Town Council
- Diss Town Council
- Hingham Society
- Long Stratton Parish Council
- Malcolm Books
- MAP
- Memorial Trust of the 2nd Air Division (USAAF)
- Mind
- Mums in the Know Norwich
- Norfolk County Council and Stonham Home Group

	<ul style="list-style-type: none"> <li>• Norfolk People's Assembly - petition</li> <li>• Norfolk Record Society</li> <li>• Norfolk Young Carers' Forum</li> <li>• Northrepps Parish Council</li> <li>• Opening Doors Management Committee</li> <li>• Ormesby St Margaret parish council</li> <li>• Ormesby with Scratby Parish Council</li> <li>• Parish Council (unspecified)</li> <li>• Poringland Parish Council</li> <li>• Sheringham Town Council</li> <li>• South Norfolk District Council</li> <li>• Swanton Morley Parish Council</li> <li>• Tasburgh Parish Council</li> <li>• Taverham Parish Council</li> <li>• The BUILD Charity</li> <li>• Unite social group</li> <li>• University of Cambridge</li> <li>• Watermark</li> <li>• Your Own Place CIC</li> </ul>
Please summarise all petition or group responses.	<p>22 organisations/groups disagreed, 13 agreed, and 4 didn't know/didn't answer.</p> <p>Of the groups who disagreed with the proposal, the main reasons given were that the service and its staff are essential assets for people and communities, with staff acting as a "vital resource for those who are not confident or capable of choosing their own material for study or pleasure". Other comments from groups who disagreed with the proposal focussed on the broader role libraries play within communities and the importance of the library service for particular groups and vulnerable people: "don't underestimate the support that library staff give to vulnerable people".</p> <p><b>One of the groups who disagreed with the proposal was Acle Parish Council, noteworthy because Acle library is where unstaffed hours have been trialled.</b> The Parish Council's response expresses their "strong support for Acle Library" and cites the important role the library plays in the local community. With regards to the trial of unstaffed hours, the Parish Council's response states that: "Whilst the unmanned hours have offered longer opening hours and greater choice for residents, many members of society require assistance and will need to speak to a member of staff so please do not reduce the manned hours."</p> <p>There was no consensus in reasons given by groups agreeing with the proposal and by those who didn't know/didn't answer.</p>

Looking at all of the responses, are there any consistent, repeated or notable reasons given for people's views in...	
Agreeing with the proposal?	197 people (36%) agreed with the proposal to change our Library Service. Most of the people who agreed with the proposal did not give a reason, but of those who did, the main reasons given were:

advances in technology making staff less necessary, agreement with a caveat or proviso, and comments that the service is not essential or a priority.

44 respondents said that they supported the proposal **because increased use of technology** means library staff are needed less.

- For some this was specifically about **self-service machines being a viable alternative to staffing in libraries**: “It is completely time for Libraries to move with the times. Opening hours will never be right for most working people, so a self-served option where you could remotely access a library where no staff are available sounds good me if it saves some money.”, “I prefer to use the self-service machines”, “people are used to using self-service machines these days”.
- Some respondents talked **more broadly about technology**, including e-books and the internet: “I feel in the digital age many people seek reference information from the internet for example”, “I am happy to use internet services at home for books and reference”.

28 people who agreed with the proposal did so with a **caveat or proviso**.

- For some people this was that it is only acceptable **if the service remains**: “I agree a reduction in the grant would result in less of these type of services and so long as some remain, I am happy for NCC to cut these services.”, “Better than shutting them”.
- Others agreed with **some aspects of the proposal** but not others, for example agreeing with cutting stock but not reducing staff, or agreeing with reduced opening hours but not cutting stock: “The hours of opening could be cut back, particularly at the end of the day. Newspapers could be discontinued in libraries. I would like to see money for stock of popular books maintained but I am sure there is a lot on the fringe which could be cut back. ”, “Automated library kiosks and entry have been working in universities for years. Library stock in my local library is not great, and the online service shows quite a small stock of books, so reducing the spending on this might not be a good idea! If libraries get a reputation for not having much stock, fewer people will use the service.”

15 people who agreed with the proposal said that the service is **not essential or not a priority** when compared to other services. Some were reluctant, saying things like “with a heavy heart” or “unfortunately savings have to be made”. Some felt that the service, whilst important, should not be prioritised above other services, for example, services for vulnerable people: “protect people first” and “this is not a critical social service”.

92 of the 197 people who agreed with this proposal **did not give a reason** for their viewpoint. Some wrote freetext responses such as “support”, “needs must” or “great idea or “seems to make sense” but the vast majority wrote nothing so we cannot know the reasons for their agreement.

Disagreeing with the proposal?	<p>300 people (55%) disagreed with the proposal to change our Library Service. The main reasons given were: that staff are essential to the service, issues with technology, comments about stock reduction, comments that the service is essential or a priority, the wider role that libraries play in communities, and agreeing with only part of the proposal.</p> <p>139 respondents told us that they disagreed with the proposal because the <b>staff are essential to the service</b>, should not be cut, or are needed.</p> <ul style="list-style-type: none"> <li>• The broader role that library staff play in communities is recognised: “Staff are a valuable asset to the community, they know most people and know when things are wrong”, “Whilst technology is important a person provides more varied and important social purpose, lonely people cannot talk to a computer.”</li> <li>• Others recognised the role staff play in answering queries, and guiding users to the books they are seeking: “I find the staff extremely useful in such an immense library. It’s very rare I’m able to find what I want without their assistance”, “you need staff to deal with queries”, “staff are also vital in suggesting which books to take out”.</li> </ul> <p>91 respondents who said that they disagreed with the proposal made comments about <b>technology</b>:</p> <ul style="list-style-type: none"> <li>• Some people said that technology such as self-service machines still require staff to be on hand to help with any problems or glitches: “there are often technological issues when we are there with the computers or with book renewals and we often require the assistance of library staff”, “I think a lot of older people would want to speak with real people not have to struggle with machines and if they get stuck there will be nobody to help”.</li> <li>• Others pointed out that technology cannot replace human contact: “For some people, their only contact with other people is in shops/or their local library. Self-service technology reduces this essential contact”, “people not machines please – we are already losing the personal touch and human contact through so many technological changes”.</li> </ul> <p>64 people who disagreed with the proposal mentioned our proposal to <b>reduce spending on stock</b>. Several disagreed outright with any reduction in stock, whilst others supported reducing some types of stock but not others: “I disagree with reducing the amount spent on stock”, “so not reduce spending on books, reduce it on CDs and films”, “libraries encourage learning so books for children and young adults should not be cut in terms of the stock”</p> <p>57 respondents who disagreed with the proposal did so because they view the service as <b>essential or a priority</b>. Comments described the library service as “vital”, “valuable”, “essential”, “a</p>

lifeline”, “a valuable resource for all”, and “part of the social fabric of everyday life”.

55 people who disagreed with the proposal described the **important wider role libraries have in communities**, beyond being a place to borrow books.

- People described the importance for individuals and communities of having a local library: “Libraries are currently 'safe' public places...libraries are one of the few open spaces where lots of different sectors of the community come together.”. Others described libraries as “a fantastic community resource”, “the truly democratic spaces in our society” and “a social service”.
- One respondent described their own experience of the varied support a library offers: “as a long time Norfolk resident I have used the service as a child, as a student, as a young mum, with my children recreationally and educationally, with elderly family members and now with my grandchild...The library my daughter attends with her daughter has already provided her with a support network of other mothers something she doesn't have where she lives. I have needed the library for research and information throughout the years and despite having access to the Internet, find that knowledgeable staff have been far better at helping me finding and accessing information needed. 30 years ago my husband retrained as an electrician, staff helped getting course information and gave support with appropriate learning material, my mother had cancer and it was to the library service I turned when I wanted to have greater understanding of the cancer she had (plus our mobile librarian gave wonderful support when my mother passed away). Librarians can take credit for my great history C.S.E. grade as they provide so much help towards my project. These are just a few of the ways the "service" has played a part in my life...”

44 people who told us that they disagreed with the proposal told us that they **agreed with some parts but not others**. There was no overall consensus on which aspects people agreed or disagreed with and some respondents told us that they would rather see some branches closed as an alternative or see more investment in the mobile service: “This answer is purely because you ask more than one question. In fact there 3 parts to it. I am VERY strongly in favour of keeping ALL libraries open, but cannot see how they can unstaffed, even with new technology. Having said this, I personally source ALL my reading material via your online service and visit just to pick up and return the books. However, there are many other opportunities for using a library, not referred to here.”, “We need staffed libraries to maintain the high service we are used to and expect. Better to close some of the smaller less used branches and keep excellent service in our market towns. Keep our staff at all times please”.

45 people who disagreed with the proposal had **concerns about safety** or theft – see Analyst Notes.

	44 people who disagreed with the proposal were <b>concerned about the potential impact on people with protected characteristics</b> – see EqIA
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**Don't know: Of the 'Don't Know' responses (and where explanatory text is provided), what are the main reasons why people are unable to come to a clear decision?**

48 people (9%) said that they didn't know if they agreed or disagreed with the proposal to change our library service.

26 respondents who said that they didn't know if they agreed or disagreed with the proposal said that they **agreed with some aspects but not others**: "Technology, yes. Reduced opening hours: no", "I agree with using some self-service technology in Libraries. I do not agree with losing staff since otherwise who can you ask for advice. I disagree with cutting stock since this encourages people to visit Libraries"

Other reasons given included **supporting the greater use of technology/self-service** but believing that **staff are still needed** (25 responses): "not everyone is comfortable with using technology so some staff are needed to help", "self-service machines are ok but still need staff to operate them when they don't work (about 1 in 5 times I've used one I've had to get a staff member to help me)", descriptions of the service as important or key (10 responses) and the wider role libraries have for communities and individuals (10 responses).

**Analyst notes**

Any other things you think report writers should know when presenting findings

51 people **critiqued** the proposal –reasons included: minimal savings, additional questions, lack of clarity or detail in the proposal, belief that the proposed action won't work. A few people criticised the cost of the proposal, including comments about the cost of the machines, including their maintenance or implementation: "£920,000 seems an awful lot of money to spend on checking out books", "How much yearly maintenance would these machines cost?"

52 people were concerned about **safety or theft** – this included people who agreed and disagreed with the proposal and those who said they weren't sure. Comments included the need for staff in libraries "for security", concerned about anti-social behaviour, and concerns about theft: "I am concerned over the safety within the libraries for those visiting. Will it encourage anti-social behaviour", "Unstaffed? Danger of vandalism", "There could be risks of damage or theft if the offices are not staffed"

A small number of respondents commented on the impact the proposal could have on **homeless people**. Some noted that because homeless customers do not have an address they do not have full membership of the library, this would mean they would not be able to access libraries during unstaffed hours using the Open Plus system. Others noted that the Millennium Library in Norwich in particular, is well used by homeless people for reading and accessing library services as well as a place of warmth and safety.



	One respondent told us that: "if you look at the demographics of customers who actually use the library early in the morning and late at night, you will find that many of them do not have permanent addresses. The library is often a lifeline for these people and under new 'open plus' regulations they would not be allowed into libraries until staffed periods anyway, rendering this solution a little pointless if you still intend to support society's most vulnerable people"
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**Summary completed 19/01/16, Business Intelligence and Performance Service**

**Reduce the public mobile library fleet from nine to eight vehicles, reduce the frequency of some visits, stop the Saturday routes and change how we deliver books to residents of care homes**

## **Equality and rural assessment**

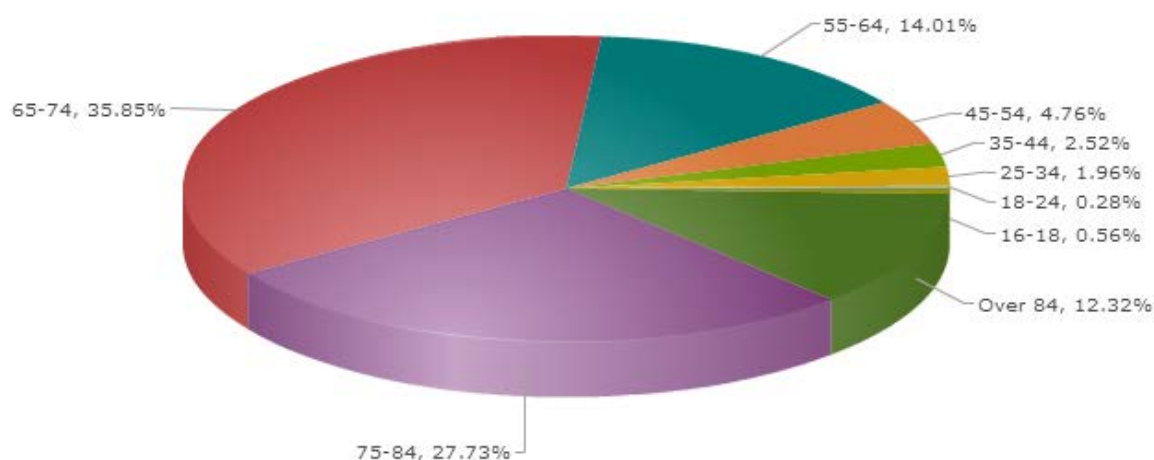
<b>Title of proposal:</b>	<b>Reduce the public mobile library fleet from nine to eight vehicles, reduce the frequency of some visits, stop the Saturday routes and change how we deliver books to residents of care homes</b>
<b>Lead Officers:</b>	Ian McCann – Logistics and Integrated Service Manager, Jennifer Holland – Assistant Director Cultural Services, Sarah Rhoden – Business Support and Development Manager, Neil Howard – Equality and Cohesion Officer

## **Analysis of proposal & potential impact**

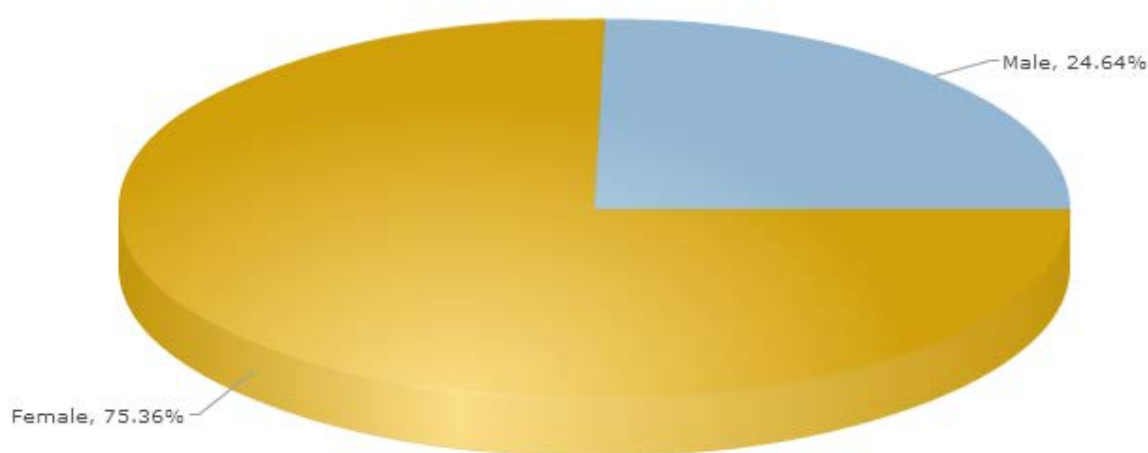
1. This assessment looks in more detail at proposals to reduce the fleet of the public mobile library service from 9 vehicles to 8.
2. We currently operate 9 mobile libraries which call at 2,000 stops across the county in 550 villages.
3. In 2014/15 there were 8,620 individual mobile library customers. Of which 3,454 used both a mobile library and a branch library. These customers borrowed 102,668 items from mobile libraries and 110,532 items from branch libraries. In 2014/15 5,186 people only used a mobile library and these customers borrowed 344,454 items.
4. We are proposing to reduce the number of mobile libraries from 9 to 8 which will reduce how often mobile libraries call at a limited number of places and will affect those places that receive a Saturday service. This proposal would save us approximately £56,000 per year.
5. The mobile library service provides residents living in more isolated rural communities that do not have a library building with the opportunity to borrow books and access other library and council services.
6. There is capacity within the existing service to cope with the majority of this proposal without affecting mobile library customers. The exception being those communities that currently receive a Saturday service. This proposal means the following areas will no longer receive a Saturday service:
  - Bowthorpe
  - Queens Hills
  - Spixworth
  - Horsford
7. However, it should be noted that all these areas will continue to receive a mobile library visit during the week.

### **Looking more closely at the profile of service users**

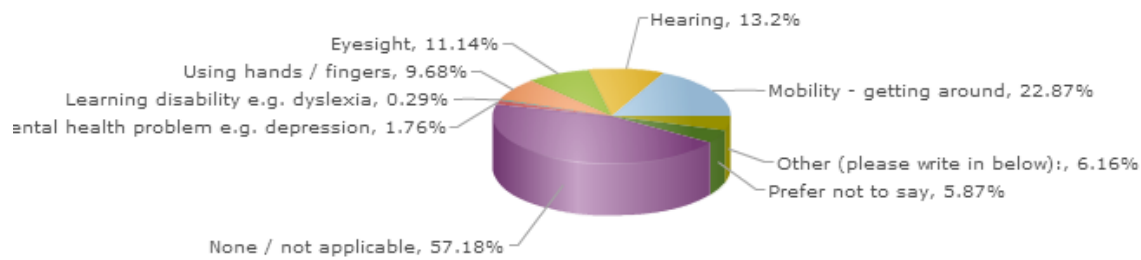
8. Mobile library users in Norfolk come from a range of backgrounds. However, customers of the mobile library service tend to be older people, and consequently this proposal may particularly affect older people. The age of adult mobile library customers can be seen in the chart below:



9. The proposal will also affect other service users, including children and families.
10. Significantly more women use mobile libraries than men. A survey of 375 mobile library customers revealed the following about mobile library customers:



11. A large proportion of respondents to the survey said that they had a disability, with mobility being a significant issue for many customers. Respondents to the recent survey of mobile library customers revealed the following about disability:



12. The proposal will not affect existing mobile library visits to traveller sites.

## Potential impact

13. There is no evidence to suggest that this proposal will have a disproportionate or significantly detrimental impact on people with protected characteristics or rural areas. This is because although the frequency of visits will be reduced, there will still be a service, meaning that all communities currently receiving a service will continue to do so, though at a reduced level.
14. The main impact is the Saturday routes – which will affect sub-urban and not rural areas, but they will continue to receive a service during the week.
15. It should be noted however that most mobile library customers are regulars, visiting every time the van stops in their village. Some also suggest that their visit is a social outing, an opportunity to meet friends. One impact of the mobile library stopping less in the areas listed above often could be an increase in isolation for some people who currently use this as a reason for getting out and about and meeting others.

## List of evidence used to conduct analysis

The following evidence was used to make an informed assessment:

- Library membership information
- Library survey results
- Mosaic information.

# Consultation findings

Title of proposal
<b>Reduce the public mobile library fleet from nine to eight vehicles, reduce the frequency of some visits, stop the Saturday routes and change how we deliver books to residents of care homes.</b>

<b>Respondent Numbers</b> – Number and percent agree, disagree and don't know/blank where applicable. If relevant also include numbers of respondents who were service users and carers
<ul style="list-style-type: none"> <li>• There were 522 responses received for this proposal.</li> <li>• 275 people (53%) agreed with the proposal</li> <li>• 182 people (35%) disagreed with the proposal</li> <li>• 65 people (12%) told us that they did not know if they agreed or disagreed with the proposal</li> </ul>

## Analysis of responses

<b>Organisation, group or petition responses</b>	
Please describe any petitions received.	We received one petition against this proposal asking Norfolk County Council to make "no cuts to Library service". At the close of the consultation, the petition had 1638 signatures.
Please record any groups or organisations which responded.	<p>31 respondents told us that they were responding on behalf of a business, organisation or group. These were:</p> <ul style="list-style-type: none"> <li>• Adult Day Care Limited</li> <li>• Break Charity</li> <li>• Broadland Older People's Partnership</li> <li>• Caistor Roman Project</li> <li>• Cinema Plus (Cinema City)</li> <li>• Cromer Library Users Group</li> <li>• Cromer Town Council</li> <li>• Diss Town Council</li> <li>• Malcolm Books</li> <li>• MAP</li> <li>• Mind</li> <li>• Mums in the Know Norwich</li> <li>• Norfolk County Council and Stonham Home Group</li> <li>• Norfolk People's Assembly</li> <li>• Norfolk Record Society</li> <li>• North Norfolk Older People's Forum</li> <li>• Northrepps Parish Council</li> <li>• Ormesby St Margaret parish council</li> <li>• Ormesby with Scratby Parish Council</li> <li>• Parish Council (unspecified)</li> <li>• Poringland Parish Council</li> <li>• Sheringham Town council</li> <li>• Sloley Parish Council</li> <li>• Snettisham Parish Council</li> <li>• South Norfolk District Council</li> <li>• Swanton Morley Parish Council</li> </ul>

	<ul style="list-style-type: none"> <li>• Tasburgh Parish Council</li> <li>• Taverham Parish Council</li> <li>• The BUILD Charity</li> <li>• Unite social group.</li> <li>• University of Cambridge</li> <li>• Watermark (freelance editing and local history research)</li> <li>• Your Own Place CIC</li> </ul>
Please summarise all petition or group responses.	<p>15 of the groups/organisations agreed with the proposal, 9 disagreed, and 3 didn't know/didn't answer.</p> <p>Most of the groups who agreed with the proposal gave no reason, with comments like: "no further comment" or "sad but probably required". One group agreed with the proviso that NCC check how well used Saturday routes are. Another agreed overall but was not sure about the aspect of the proposal relating to care homes. One group felt the proposal was okay because there will still be a mobile library service and because people can travel to libraries.</p> <p>Of the groups who disagreed, 7 described the mobile library service as "essential", "important" or a "lifeline", especially in rural areas. Aside from this theme, there was little consensus in the other reasons given for disagreeing but themes included: that the proposal is short sighted, that the proposed change would impact on the vulnerable, and that mobile library visits help to ease loneliness, especially for people in care homes and in rural locations.</p>

Looking at all of the responses, are there any consistent, repeated or notable reasons given for people's views in...	
Agreeing with the proposal?	<p>275 people (53%) agreed with the proposal to make changes to our mobile library service. Most respondents who agreed did not give a reason, however of those who did, the main reasons given were: agreeing with a caveat or proviso/agreeing with part of the proposal, comments that the service is not essential/a priority, and comments about technology.</p> <p>43 people who said that they agreed with the proposal did so with a <b>caveat or proviso</b>. The main two provisos given by respondents were that the service is reduced but remains – is not cut altogether: "If the service stays the same but reduced then I agree", "The service will continue, albeit in a reduced format." Or that they agreed with most of the proposal but <b>do not agree with cutting the service to care homes</b>: "keep a service for care homes, somehow, if possible.", "Except for stopping visits to Care Homes"</p> <p>23 people who agreed with the proposal said that the service is <b>not essential</b>, describing it as "a luxury" or "less essential" than other services. Some respondents noted that whilst they feel the service is of value, when compared to other services NCC provides, it is not their priority: "While I don't want this to happen, as before, I feel that the most needy &amp; vulnerable should be prioritised".</p>

	<p>16 people who agreed with the proposal mentioned <b>technology</b> as an alternative to the mobile library service, or reason why the proposal was acceptable to them: "With the growth of e-books, a mobile library service is less essential than it used to be", "The population are more and more computer savvy and so a mobile library service seems a thing of the past to me.", "Technology could be used to provide service like supermarket's click and deliver".</p> <p>160 of the 275 people who agreed with this proposal <b>did not give a reason</b> for their viewpoint. Some wrote free text responses such as "reluctantly agree", "see above", "no further comment" or "seems sensible", but the vast majority wrote nothing so we cannot know the reasons for their agreement.</p>
Disagreeing with the proposal?	<p>182 people (35%) disagreed with the proposal to make changes to our mobile library service. The main reasons given were: that the service is essential or a priority, the potential impact on particular groups of people, agreeing with part of the proposal only, and concerns about the impact in rural areas.</p> <p>49 respondents who disagreed with the proposal described the mobile library service as <b>a priority or key service</b>. Words used to describe the service included "lifeline", "essential", "really important" and "vital link".</p> <p>35 people who disagreed with the proposal expressed concern about the <b>impact on certain groups of people who would find it hard to access a library otherwise</b>. For example, older people or those without a car and/or unable to afford transport costs, and/or living in rural areas: "For such a small saving this would be increasing the deprivation of rural/elderly populations significantly, this would be an unfair and unreasonable cut in services", "If the library service can't go to the elderly, they can't get there themselves, which doesn't seem fair. Some of the most disadvantaged people will be reached by mobile libraries, because they cannot afford to travel to a library.", "A cultural lifeline for many, who you are also proposing to cut further adrift by removing adult care transport."</p> <p>34 people who disagreed with the proposal said that they <b>disagreed with particular aspects, or agreed with some aspects but not others</b>. Of these 34 respondents, 21 people specifically said we should <b>preserve the service to care homes</b>: "Delivery to care homes should be maintained.", "No reduction of services to care homes should be made". Some gave a <b>proviso or caveat</b>, for example that it was okay to reduce the service so long as some remains.</p> <p>28 people who disagreed were concerned about the impact the proposal could have on <b>people living in rural areas</b>: "The mobile service is essential for many people in the rural parts of the county. There are not bus services to local libraries in many areas and for people who do not drive the service is essential".</p>

	Other reasons given by those who disagreed with the proposal included: concern that this could increase isolation and loneliness (19 responses), comments about the broader role of the mobile library service for individuals and communities (19 responses), comments about the impact on vulnerable people (16 responses) and comments that some people would find it difficult to access a library by other means (15 responses).
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**Don't know: Of the 'Don't Know' responses (and where explanatory text is provided), what are the main reasons why people are unable to come to a clear decision?**

65 people (12%) said that they didn't know if they agreed or disagreed with the proposal to make changes to our mobile library service.

There was little consensus in the reasons given but 21 respondents agreed with **part of the proposal** and disagreed with other aspects, or agreed only with certain **caveats**. 10 of these said that they do not agree with any cut to the **care homes service**. Others were concerned about people not being able to access the library and becoming more isolated, especially in rural areas.

**Analyst notes**

Any other things you think report writers should know when presenting findings	<p>22 people critiqued the proposal, including comments about the need for research/survey work to check when the service is used, requests for more information, criticism of the existing service, and that the proposal undermines NCC's stated priorities.</p> <p>Some respondents (11) noted the cumulative impact of cuts to the library service: this included comments about the cumulative impact of 2 separate proposals this year relating to the library service, the impact of cuts to the library service made over previous years, and the impact of this proposal alongside other cuts either by NCC or other organisations.</p> <p>Some respondents specifically singled out the part of the proposal about stopping the service for care homes and said that we should not go ahead with that part of the proposal. 34 people said this and they included those who agreed and disagreed with the proposal as well as those who said that they didn't know.</p>
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**Summary completed 19/01/16, Business Intelligence and Performance Service**



# Reduce the opening hours, staffing and work of the Norfolk Record Office

## Equality and rural assessment

<b>Title of proposal:</b>	Norfolk Record Office
<b>Lead Officer:</b>	Gary Tuson – County Archivist, Jennifer Holland – Assistant Director Cultural Services, Sarah Rhoden – Business Support and Development Manager, Neil Howard – Equality and Cohesion Officer

### Analysis of proposal & potential impact

1. This assessment looks in more detail at reductions in:
  - Opening hours at the Norfolk Record Office: The Archive Centre.
  - Level of support available to researchers.
  - Conservation work.
  - Exhibitions.

#### Opening Hours

2. The proposal is to reduce opening hours at the Norfolk Record Office (NRO): The Archive Centre to 24 per week. This will end the partnership with the Norfolk Heritage Centre which currently provides engagement activities and specialist advice on research.
3. The reduction in opening hours will mean that the service is unlikely to provide out of normal office hours on-site access. It will reduce accessibility for those unable to visit during these hours but would not adversely affect one group more than another. The ending of the partnership with the Heritage Centre would increase the impact of ceasing out of normal hours opening.

#### Level of Support Staff

4. This proposal will see a reduction of 3.8 posts: 1.4 FTE from the Norfolk Heritage Centre; 0.4 FTE from the Archive centre; and 2 temporary posts. The search room would operate with two members of staff assisting the public, including a professional archivist. Currently three or four staff are available to provide this support.
5. The greatest impact would be felt by new users and those unfamiliar with the service because they are likely to need higher levels of support to understand how to access the information available. These users come from all groups of service users and will not adversely affect one group more than any other.

#### Conservation Work

6. The NRO will reduce the level of active conservation work it carries out. Whilst this would result in a reduction of the number of documents which are available for research it would not affect one group more than any other.

### **Exhibitions**

7. The NRO will cease to stage exhibitions unless externally funded. This would not affect one group more than any other.

### **Accessions**

8. The NRO would restrict the times on which it can receive accessions and stop purchases of documents. Again, whilst this may inconvenience some it is unlikely to affect any one group more than any other.

## **Potential impact**

9. There is no evidence to suggest that this proposal will have a disproportionate or significantly detrimental impact on people with protected characteristics or rural areas.

## **List of evidence used to conduct analysis**

The following information was used:

- Visitor numbers
- Financial information.
- Discussions at a public consultation event in December 2015.

## **Consultation findings**

<b>Title of proposal</b>	
<b>Reduce the opening hours, staffing and work of the Norfolk Record Office</b>	
<b>Respondent Numbers</b> – Number and percent agree, disagree and don't know/blank where applicable. If relevant also include numbers of respondents who were service users and carers	
<ul style="list-style-type: none"><li>• There were 528 responses received for this proposal.</li><li>• 228 people (43%) agreed with the proposal</li><li>• 221 people (42%) disagreed with the proposal</li><li>• 79 people (15%) told us that they did not know if they agreed or disagreed with the proposal</li></ul>	

### **Analysis of responses**

<b>Organisation, group or petition responses</b>	
Please describe any petitions received.	<p>No petitions were received</p> <p>29 respondents told us that they were responding on behalf of a business, organisation or group. These were:</p>

Please record any groups or organisations which responded.	<ul style="list-style-type: none"> <li>• Adult Day Care Limited</li> <li>• Break Charity</li> <li>• Broadland Older People's Partnership</li> <li>• Caistor Roman Project</li> <li>• Cinema Plus (Cinema City)</li> <li>• Cromer Library Users Group</li> <li>• Diss Town Council</li> <li>• Malcolm Books</li> <li>• Mind</li> <li>• Mums in the Know Norwich</li> <li>• Norfolk County Council and Stonham Home Group</li> <li>• Norfolk Record Society (2 responses)</li> <li>• Northrepps Parish Council</li> <li>• Ormesby St Margaret parish council</li> <li>• Ormesby with Scratby Parish Council</li> <li>• Parish Council (unspecified)</li> <li>• Poringland Parish Council</li> <li>• Sheringham Town council</li> <li>• South Norfolk District Council</li> <li>• Swanton Morley Parish Council</li> <li>• Tasburgh Parish Council</li> <li>• Taverham Parish Council</li> <li>• The BUILD Charity</li> <li>• The Norfolk and Norwich Archaeological Society</li> <li>• Unite social group.</li> <li>• University of Cambridge</li> <li>• Watermark (freelance editing and local history research)</li> <li>• Your Own Place CIC</li> </ul>
Please summarise all petition or group responses.	<p>15 of the groups who responded disagreed with the proposal, 12 agreed and 2 didn't know/didn't answer.</p> <p>7 of the groups who disagreed described the importance of the Norfolk Record Office (NRO) and its flagship status, describing it as a "leader in its field", "with collections of international importance" and holdings of "exceptional quantity...outstanding quality and of a completeness that makes them the envy of many other archive services". Reference was made to the UNESCO heritage status of parts of the collection.</p> <p>6 of the groups who disagreed with the proposal described the service as essential, using terms like: "key", "very important", and "useful".</p> <p>Most of the groups who agreed with the proposal did not give a reason and of those who did there was no real consensus. 2 agreed with aspects of the proposal but disagreed with other parts.</p>

<b>Looking at all of the responses, are there any consistent, repeated or notable reasons given for people's views in...</b>	
	228 people (43%) agreed with the proposal to reduce the opening hours, staffing and work of the Norfolk Record Office. Most people

<p>Agreeing with the proposal?</p>	<p>did not give a reason for agreeing with the proposal but for those who did, main reasons included: that the service is not essential/a priority, or agreeing with a caveat or proviso.</p> <p>35 people who said that they agreed with the proposal said that they did so because in their view the service was <b>not essential</b>, describing it as “luxury”, “nice to have” or “not a priority area”. Others said that the service is valuable and important but that when compared to other service areas NCC has responsibility for, the NRO is <b>not a priority in comparison</b>: “While I don't want this to happen, as before, I feel that the most needy &amp; vulnerable should be prioritised.”, “This is one of those nice to have services and not as essential as adult services for example”, “When compared with protecting children, it just doesn't compare.”</p> <p>25 people who agreed with the proposal did so with a <b>caveat or proviso</b>. In some cases this was that they agreed with the thrust of the proposal but do not want to see specific aspects of the service or job roles cut: “I agree with the provisions, other than the reduction of conservation work which should be continued.”, “Agreed, apart from the stop to conservation work, which will affect the Records for future generations, who should not have to suffer because we need to make cuts”. Others agreed with the proviso that the service would still remain, accepting reduction so long as the service does not close completely: “As long as current and future holdings are protected...”, “as long as it stays open a reduction in service is acceptable”.</p> <p>131 of the 228 people who agreed with this proposal <b>did not give a reason</b> for their viewpoint. Some wrote free text responses such as “good idea”, “with reluctance”, or “needs must”, but the vast majority wrote nothing so we cannot know the reasons for their agreement.</p>
<p>Disagreeing with the proposal?</p>	<p>221 people (42%) disagreed with the proposal to reduce the opening hours, staffing and work of the Norfolk Record Office. The main reasons given included: the intrinsic value of preserving cultural heritage, that the service is key or essential, that the proposal is short-sighted and will have long term impacts, disagreeing with part of the proposal only, and concerns about the effect of any cut on the quality of the service.</p> <p>87 people who disagreed with the proposal gave as their reason the <b>intrinsic value of preserving cultural heritage</b>. People expressed concern at the potential for Norfolk to “lose valuable bits of our heritage”, and “the possibility of losing the county history” if this proposal goes ahead. Respondents described the NRO as a “leader in its field”, “a beacon service...centre of excellent practice”, “a flagship project” that has “won international awards for excellence”. Respondents described the importance of preserving records of local history for local people: “This service need looking at but it is important to keep the history of Norfolk available to the people of Norfolk”.</p>

	<p>53 respondents who disagreed with the proposal described it as a <b>key service</b>, describing it as “valuable” or “essential”: “an essential service, retaining and preserving records for ever.”</p> <p>32 respondents who disagreed with the proposal described it as <b>short sighted</b>, costing more in the long term or having long term impacts that are disproportionate to the size of the saving. Responses frequently referred to the fact that once expertise, records or history is lost it is “gone forever”, and “will never be regained”. One respondent summed this theme up, writing “I do feel strongly that the proposal would do irreversible harm to a first class service merely to make a relatively small impact on the overall financial position.”</p> <p>31 people who said that they disagreed with the proposal did so with a <b>caveat or proviso</b>, for example saying that they disagree with part of the proposal but not all of it. 10 of these responses singled out the <b>conservation</b> aspect of the proposal, disagreeing specifically with that part: “I agree that the NRO should have shorter operating hours but not that of conservation work which is essential for future generations”, “Yes only to reducing the opening hours, no to all the other proposals...Reducing conservation = records lost.”</p> <p>30 respondents said that they feel the <b>quality of the service will be affected by this cut</b>, making it less accessible for the public, diminishing the collection, making it more difficult to access information quickly, and deter people from depositing new items.</p> <p>Other reasons given for disagreeing with the proposal included: concerns about cuts to <b>staffing</b> including loss of expertise and impact on the service and customers (29 responses) and comments about the importance of the NRO for <b>education</b> and research (27 responses).</p> <p>Other reasons given for disagreeing with the proposal included: concerns about cuts to staffing including loss of expertise and impact on the service and customers (29 responses) and comments about the importance of the NRO for education and research (27 responses).</p>
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**Don’t know: Of the ‘Don’t Know’ responses (and where explanatory text is provided), what are the main reasons why people are unable to come to a clear decision?**

79 people (15%) said that they didn’t know if they agreed or disagreed with the proposal to reduce the opening hours, staffing and work of the Norfolk Record Office.

53 of the people who said that they didn’t know didn’t give a reasons. Of the remainder, there was no real consensus in the reasons given but included: agreeing with aspects of the proposal but disagreeing with other aspects (18 responses), and concern about reduction in staffing or impact of cuts on staff, including loss of expertise (6 responses).

Analyst notes	
Any other things you think report writers should know when presenting findings	<p>36 people <b>critiqued</b> the proposal, including comments about the funding received from Heritage Lottery Fund to build the Archive Centre and whether this change in service would be acceptable to HLF. Others commented that there were too many aspects to the question, whilst others questioned the figures provided. Others stated that the service was being unfairly targeted with a large percentage cut of its overall budget and commented that a high performing service should not suffer budget cuts when so many of NCC's services are under performing.</p> <p>25 people specifically singled out the <b>conservation</b> aspect of the service as something that should not be cut. This included people who both said that they agreed and disagreed with the proposal as a whole but singled out this aspect to not receive a cut.</p> <p>6 comments were received about NCC fulfilling our <b>statutory or legal duties</b>:</p> <ul style="list-style-type: none"> <li>• Two responses questioned whether NCC can meet its statutory duties if the proposal goes ahead, stating that it is: "highly likely that in the end the statutory obligations will not be met". Another respondent described the proposal as "an abdication of an important duty of care".</li> <li>• Norfolk Record Society said in their response that: "because of the evidential nature of archives, the Record Office's holdings critically support the current operations of local government, at county, district and parish levels, not least in respect of legal and planning issues, education and social services."</li> <li>• The Norfolk and Norwich Archaeological Society raised concern about NCC's ability to fulfil its agreements with the Society: "Our Society has supported NRO acquisitions in the past, with the understanding that the items purchased would be subject to the highest possible levels of care and conservation, and be made fully and properly available to all - we feel that these proposals risk breaching the spirit of this covenant."</li> <li>• One respondent noted that the archives "uniquely comprise the legal matter of record for the county, unlike, for example, the holdings of museums and libraries, which have been artificially assembled."</li> </ul>

**Summary completed 19/01/16, Business Intelligence and Performance Service**

**Close four part-time registration offices at Downham Market, Fakenham, Watton and Swaffham and look for ways to provide services in other public buildings at no cost**

## Equality and rural assessment

<b>Title of proposal:</b>	Registration offices
<b>Lead officers:</b>	Chris Walton – Head of Democratic Services, Caroline Clarke – Regulatory Manager, Neil Howard – Equality and Cohesion Officer

### Analysis of proposal & potential impact

1. This assessment looks in more detail at the proposal to close four part-time registration offices at Downham Market, Fakenham, Watton and Swaffham.
2. Norfolk County Council is required by law to provide face-to-face registration services to register births, deaths and marriages. There are currently 11 offices across the county that provide this service, some of which offer venues for weddings.
3. We have looked at the number of people who use our 11 registration offices for registrations of births, deaths and marriages, and as wedding venues, and how much each office costs to run:

Office	Totals birth, deaths, notices, declarations	2014/15 registration activity average totals p/wk	Minutes registering per week	Minutes / per activity	Efficiency ranking
Norwich	11,488	220.92	9420	42.64	2
GY	5,170	99.42	4200	42.24	1
Diss	1,149	22.10	1200	54.31	7
N Walsham	2,052	39.46	2160	54.74	8
KL	4,840	93.08	4200	45.12	3
Dereham	1,229	23.63	1140	48.23	4
Downham	953	18.33	1020	55.66	9
Thetford	1,116	21.46	1140	53.12	6
Swaffham/Watton	423	8.13	540	66.38	10
Fakenham	1,075	20.67	1020	49.34	5

4. Based on this information about use and which offices are providing good value for money, we are proposing to close the four that rank overall as the least efficient.

**Downham Market** - Opening hours 9.30am-12.30pm Monday, Tuesday, Thursday and Friday and 9.30am–3.30pm Wednesday

We currently rent this office from Downham Market Town Council

Annual saving £10,000

**Fakenham** - Opening hours 9.30am-12.30pm Monday, Tuesday, Wednesday, Friday and 9.30am-3.30pm Thursday

We pay a service charge on this building to North Norfolk District Council

Annual saving £13,500

**Swaffham** - Opening hours 9.30am -12.30pm Tuesday only

Annual saving £500

**Watton** - Opening hours 10am-1pm Monday and Friday

Annual saving £1000

5. If our proposal went ahead:

- We would seek to honour all existing bookings for these venues, although people would not be able to book the ceremony rooms at the Fakenham and Downham Market offices from April 2016.
- The proposal would not result in fewer staff and we would move staff from the four offices we are proposing to close to our other offices where they are most needed.
- We would increase opening hours at our other offices which are in Dereham, Diss, Great Yarmouth, King's Lynn, North Walsham, Norwich and Thetford.
- We think that waiting times will be reduced at our busier offices.
- We would look at increasing the time registration staff spend at Norfolk's three main hospitals where we think they are most needed.
- We would try and find other places in public buildings that we could use to deliver our registration service without having to pay for accommodation costs.
- North Norfolk District Council and Downham Market Town Council would not receive the service charge / rent that we currently pay them.

6. The registration service is currently pursuing a number of no-cost accommodation options for delivery of a registration service at the four locations where we are proposing to close offices.

## Potential impact

7. This proposal may have a disproportionate impact on older people, disabled people and some families depending on accessibility of new locations. This is because older people, disabled people and families who don't have ready access to a car or other transport options may need to access one of the other Registration Offices or hospitals that offer a registration service. This is more likely to impact people living in North West Norfolk as all the proposed registration offices being considered serve communities in this part of Norfolk
8. The proposal solely affects rural market towns so may have a disproportionate impact on rural areas. However, the impact is not expected to be significantly detrimental as offices currently only open part-time and there would still be a service presence across Norfolk. These are likely to be infrequently-required services, which also lessens the impact on individuals.



9. There is a positive impact in that Norfolk County Council has started to locate registration services within alternative locations that residents of Norfolk would otherwise normally access. This will mitigate potential impacts for some people, but there will be an impact for others who, for example, don't or can't access the hospitals easily.

## Action to address any negative impact

	Action/s	Lead	Date
1.	Pursue 'no-cost' accommodation options for delivery of a registration service at the four locations	Regulatory Manager, Resources	From 1 April 2016

## List of evidence used to conduct analysis

Democratic Services audit of footfall to Registration Services across Norfolk

## Consultation findings

Title of proposal	
<b>Close four part-time registration offices at Downham Market, Fakenham, Watton and Swaffham and look for ways to provide services in other public buildings at no cost.</b>	
Respondent Numbers – Number and percent agree, disagree and don't know/blank where applicable. If relevant also include numbers of respondents who were service users and carers	
<ul style="list-style-type: none"> <li>There were 500 responses received for this proposal.</li> <li>341 people (68%) agreed with the proposal</li> <li>86 people (17%) disagreed with the proposal</li> <li>73 people (15%) told us that they did not know if they agreed or disagreed with the proposal</li> </ul>	

## Analysis of responses

Organisation, group or petition responses	
Please describe any petitions received.	No petitions were received
Please record any groups or organisations which responded.	<p>31 respondents told us that they were responding on behalf of a business, organisation or group. These were:</p> <ul style="list-style-type: none"> <li>Adult Day Care Limited</li> <li>Break Charity</li> <li>Broadland Older People's Partnership</li> <li>Cinema Plus (Cinema City)</li> <li>Cromer Library Users Group</li> <li>Diss Town Council</li> </ul>

	<ul style="list-style-type: none"> <li>• Downham Market Town Council</li> <li>• Fakenham Town Council</li> <li>• Great Yarmouth Borough Council</li> <li>• Malcolm Books</li> <li>• MAP</li> <li>• Mind</li> <li>• Mums in the Know Norwich</li> <li>• Norfolk County Council and Stonham Home Group</li> <li>• Norfolk Record Society</li> <li>• North Norfolk District Council</li> <li>• Northrepps Parish Council</li> <li>• Ormesby St Margaret parish council</li> <li>• Ormesby with Scratby Parish Council</li> <li>• Parish Council (unspecified)</li> <li>• Poringland Parish Council</li> <li>• Sheringham Town council</li> <li>• South Norfolk District Council</li> <li>• Swanton Morley Parish Council</li> <li>• Tasburgh Parish Council</li> <li>• Taverham Parish Council</li> <li>• The BUILD Charity</li> <li>• Unite social group</li> <li>• University of Cambridge</li> <li>• Watermark (freelance editing and local history research)</li> <li>• Your Own Place CIC</li> </ul>
Please summarise all petition or group responses.	<p>18 of the groups who responded agreed with the proposal, 10 disagreed and 3 didn't know/didn't answer.</p> <p>There was no real consensus in reasons given for agreeing, with groups commenting that: the saving is small, better venues can be found locally to move the service to, or that the proposal will not have a detrimental effect on communities. One group felt the proposal was okay so long as the alternative sites found are free.</p> <p>There was no real consensus in reasons given by the groups who disagreed, with groups commenting that: the proposal would impact on rural communities and that the saving is small but will cause great inconvenience. Two groups said the proposal would be acceptable only if alternative venues are found within the affected towns:  “However, if the Fakenham office is to close, if alternative arrangements can be made for the continuation of some form of service within Fakenham for the registration of births and deaths as a minimum then the Council would be supportive of this proposal”</p> <p>We received responses <b>from Fakenham and Downham Market Town Councils</b> – two of the towns where we are proposing to close registration offices. Both Councils said that they did not want to see the registration service close in their town and stated that they are keen to work with us to find a solution. <b>Fakenham Town Council</b> offered NCC “every support to keep this valuable service open” and expressed concern about how difficult “vulnerable members of the</p>

	<p>public who cannot drive or have no one to take them to either King's Lynn or Norwich" would access services. They expressed particular concern about asking people to travel to register a death.</p> <p><b>Downham Market Town Council</b> told us that their councillors have "a great willingness to negotiate with the Registration Service to find a way to keep an office presence in Downham Market, preferably at its present location". They explained that the town "is continuing to expand...consequently there will be an increase in demand for registration services", and expressed concern about the impact the proposed closure could have on elderly residents who could find it difficult to travel elsewhere, especially to register a death.</p> <p>Fakenham Town Council described the saving as small but having a "major impact on our residents at one of the most traumatic times in their lives". The Town Council said that they are keen to work with NCC to find a solution, and "would like to offer you the opportunity of re-negotiating the lease" and stated that they would be "prepared to accept a reduction in rental income to ensure the presence is maintained". Fakenham Town Council suggested the following: "Whilst the Council was understandably disappointed to learn that the current five day a week opening is under threat, we very much hope that our proposal could allow for an outreach type service; if not for all five days, perhaps for two or three days per week."</p>
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Looking at all of the responses, are there any consistent, repeated or notable reasons given for people's views in...	
Agreeing with the proposal?	<p>341 people (68%) agreed with the proposal to close four part-time registration offices. A large number of people who agreed with the proposal did not give a reason, however, of those who did, the main reasons given were: that moving the service to alternative venues and sharing accommodation with other local services is a good thing, and agreeing with the proviso that local alternatives are found.</p> <p>69 people who said that they agreed with the proposal said that they did so because they supported the suggestion of moving the registration service to <b>alternative venues</b> within the towns.</p> <ul style="list-style-type: none"> <li>• Some respondents said that they agreed with the idea because will <b>preserve the service's local presence</b>: "the service should be maintained in these towns", "with the caveat that these services must be provided locally".</li> <li>• Others said that moving registration services into shared accommodation in these towns would be an <b>improvement</b> on the current service: "it would be advantageous to provide the service in shared accommodation", "Shared accommodation would be a very positive way to provide services.", "This seems ripe for a change in changing times. There would probably be better venues that would be better suited."</li> <li>• Others noted that it is <b>ok to have to travel a short distance</b> to use registration services: "as the service would not be regularly required, travelling is not unreasonable, but should be accessible by public transport", "I have always had to travel to use registration services this is not an unrealistic expectation.", "My local registration office closed some years</li> </ul>

	<p>ago and people have got used to going elsewhere to record births, deaths and marriages”</p> <p>31 respondents who agreed with the proposal did so with a <b>proviso or caveat</b>.</p> <ul style="list-style-type: none"> <li>• For some this was <b>that the service should remain in some form and not be cut completely</b>: “I agree a reduction in the grant would result in less of these type of services and so long as some remain, I am happy for NCC to cut these services.”, “If services have to be cut then people will be inconvenienced. Better inconvenienced than left with no service.”.</li> <li>• For others the proviso was <b>that a presence remains in the towns</b> mentioned in the proposal: “With the caveat that the services must be provided locally, perhaps sharing with CAB”, “Subject to other places being found in these towns”, “Providing the service in Watton can be moved to another public building.”</li> </ul> <p>25 people who agreed with the proposal said it would be more <b>efficient</b>, a “better use of resources”, an “obvious way to save money” and “a good use of space and a positive way of cutting costs”.</p> <p>202 of the 224 people who agreed with this proposal <b>did not give a reason</b> for their viewpoint. Some wrote free text responses such as “makes sense”, “seems a good idea”, and “reasonable” but the vast majority wrote nothing so we cannot know the reasons for their agreement.</p>
Disagreeing with the proposal?	<p>86 people (17%) disagreed with the proposal to close four part-time registration offices. The main reasons given were: that the saving is small and that it will be difficult for people to travel to alternative venues.</p> <p>21 people who disagreed with the proposal said that the <b>saving is small</b>, describing it as “small”, “petty” or “minimal”. Some respondents said that the relatively small saving would not justify the time and effort needed to make the change: “The amount saved would be relatively small and those registering new births and deaths may be vulnerable people who would find it difficult to travel too far.”, “What a lot of time and effort just to save £25,000! Surely these changes will cost management time and effort - why bother?”, “Petty savings for maximum inconvenience to the residents of those towns”.</p> <p>23 respondents who disagreed with the proposal said that it will be difficult for people to travel to reach alternatives in other towns: “not everyone can get public transport to other registry offices elsewhere”, and “disagree because transport is such a problem for those without cars” or that it is not okay to expect people to travel, especially to do something that is required by law.</p>

**Don't know: Of the 'Don't Know' responses (and where explanatory text is provided), what are the main reasons why people are unable to come to a clear decision?**

73 people (15%) said that they didn't know if they agreed or disagreed with the proposal close four part-time registration offices.

There was no real consensus in the reasons given but reasons included: the importance of a local service, comments about the small size of the saving, and the difficulty people might experience travelling to alternative venues.

**Analyst notes**

Any other things you think report writers should know when presenting findings

19 people **critiqued** the proposal, including comments about **the likelihood of NCC obtaining other accommodation at no cost**: "Other public accommodation at no cost? Unlikely. Why should NCC be subsidised?", "the prospect of finding no-cost accommodation sounds somewhat fanciful given all public bodies are under financial pressure". Others critiqued the small saving and amount of disruption it would cause: "Petty savings for maximum inconvenience to the residents of those towns"

3 respondents pointed out that registration of births, deaths and marriages is a **legal requirement**, and as such people have no choice but to visit a register office, therefore the facilities should be available locally: "As it is a legal requirement to register births/deaths etc... people should not be forced to travel further afield incurring additional costs to do so", "Registration is a legal requirement and it should be available locally".

Some respondents (12 people) noted that for the **registration of deaths** in particular, the venue is very important and needs to be thought through carefully to ensure any new venue selected offers the appropriate level of discretion and doesn't add any extra burden onto people during a difficult time of bereavement: "Shared accommodation buildings do not always have the right setting for special occasions/traumatic events i.e. if someone has had a death in their family, they need to be seen somewhere quiet and private. Also during this sad time they do not need to have to travel long distances to register a death, this will just add to the difficulties they face."

**Summary completed 20/01/16, Business Intelligence and Performance Service**

# Fire and Rescue strategic vision

## Equality and rural assessment

No equality and rural impact assessment required for this proposal.

## Consultation findings

**Respondent Numbers** – Number and percent agree, disagree and don't know/blank where applicable. If relevant also include numbers of respondents who were service users and carers

- There were **595** responses received for this proposal.
- **369** people (**62.02%**) agreed with the proposal
- **125** people (**21.01%**) disagreed with the proposal
- **101** people (**16.97%**) told us that they were not sure if they agreed or disagreed with the proposal

In addition, a further **15** respondents did not respond to our question asking if they agreed/ disagreed with the proposal but they did provide commentary on the proposal

## Analysis of responses

### Organisation, group or petition responses

Please describe any petitions received.

Please record any groups or organisations which responded.

Four petitions submitted by the Norfolk Fire Brigades Union were received as follows:

- **4,394** people signed a petition: urging the Council not to go ahead with the proposed changes (1A, 1B, 2A, 2B); that Norfolk Fire and Rescue Service stop all non-statutory duties; and that council tax contributions to be fully explored and consulted on with regard to maintaining current levels of fire cover in Norfolk.
- **3,130** people signed a petition urging the Council not to go ahead with the proposed changes (1B and 2A) and to continue with the fire cover currently provided in the borough of Great Yarmouth.
- **3,870** people signed a petition requesting that no cuts are made to Norfolk Fire and Rescue Service.
- **584** people signed a petition requesting a stop to the cuts within Norfolk Fire and Rescue Service and to consult with the FBU on how to best move forward. The petition lists some of the proposals and states that the changes are "not about making the service better, it is purely about budget cuts."

A 'Cuts costs lives' postcard campaign organised by the Fire Brigades Union expressed concerns that the consultation document was difficult to understand, that proposed cuts should not go ahead, that all non-statutory services should be stopped and requested that

	<p>changes to council tax be explored to maintain fire cover in Norfolk. <b>1,421</b> postcards were received.</p> <p><b>31</b> respondents told us that they were responding on behalf of a business, organisation or group. These were:</p> <ul style="list-style-type: none"> <li>• Adult Day Care Limited</li> <li>• Aylsham Town Council</li> <li>• Break Charity</li> <li>• Broadland Older People's Partnership</li> <li>• Diss Town Council</li> <li>• Great Yarmouth Borough Council</li> <li>• Great Yarmouth Older People's Network</li> <li>• Malcolm Books</li> <li>• MAP</li> <li>• Mind</li> <li>• Mums in the Know Norwich</li> <li>• Norfolk County Council and Stonham Home Group</li> <li>• Norfolk Fire and Rescue Service</li> <li>• Norfolk Fire Brigades Union</li> <li>• Norfolk Record Society</li> <li>• Northrepps Parish Council</li> <li>• Ormesby St Margaret Parish council</li> <li>• Ormesby with Scratby Parish Council</li> <li>• Parish Council (did not give full name)</li> <li>• Poringland Parish Council</li> <li>• Retained Firefighters' Union</li> <li>• Sheringham Town council</li> <li>• Somerton Parish Council</li> <li>• South Norfolk District Council</li> <li>• Swanton Morley Parish Council</li> <li>• Tasburgh Parish Council</li> <li>• Taverham Parish Council</li> <li>• Terrington St Clement Parish Council</li> <li>• The BUILD Charity</li> <li>• Unite social group.</li> <li>• Your Own Place CIC</li> </ul>
Please summarise all petition or group responses.	<p>Of the organisations/ groups: <b>20</b> agreed although some recognised it would not be easy or popular with the public, <b>4</b> disagreed, <b>4</b> were not sure and <b>3</b> did not answer.</p> <p>Of those agreeing with the vision <b>5</b> felt that it was important that the service was <b>efficient</b> and <b>flexible to changing risks</b> and <b>4</b> supported increased <b>partnership working</b>.</p> <p>Of those that disagreed with the vision <b>1</b> felt that it was an <b>essential service</b> and <b>2</b> that it needed to be kept <b>local</b>.</p> <p>The main reason given by those unsure, or not answering the question, was <b>4</b> respondents that did not want the fire services</p>

	<b>budget to be cut</b> as they felt the service was already <b>efficient</b> .
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Looking at all of the responses, are there any consistent, repeated or notable reasons given for people's views in...	
Agreeing with the proposal?	<p><b>369 (62.02%)</b> of people who responded to this question agreed with the proposal.</p> <p><b>242</b> of the <b>369</b> people who agreed with this proposal <b>did not give a reason</b> for their viewpoint. Some wrote freetext responses such as "a logical approach" or "seems sensible", but the vast majority wrote nothing so we cannot know the reasons for their agreement.</p> <p>Of the people that provided an explanation for their answer the main reasons for agreeing were:</p> <p><b>38</b> people commented on the <b>capabilities</b> of the service (the type of incident that the service is able to respond to) such as "A broad remit sounds good." but views differed between extending capabilities to respond to risks "I agree that as a fire and RESCUE service, you are called upon when no other service can help, when other services need help and when there is no service in place to help (water rescue, animal rescues, flooding, industrial accidents). The county needs a service that is prepared and trained for the 'what if' emergency the 'bizarre' accident, not just the fire or car accident." and focusing capabilities on core business "Need to be clear to all exactly what the remit of this service is - stop getting cats out of trees!".</p> <p><b>37</b> people agreed that <b>prevention</b> activity was an important role for the service with many citing "Prevention always better than cure." as their reason for agreeing.</p> <p><b>17</b> people agreed as they felt the service would be more <b>efficient</b> by making the <b>best use of resources</b> "it's important for any service to continue re-evaluate its role and how it can provide best value and service for the public however the core functions shouldn't be lost in a myriad of achieving value and spreading service thinner." and through <b>collaboration with partners</b> "I would suggest that there is a synergy between Police, Ambulance and Fire and Rescue where the combining of services particularly administration could result in savings."</p> <p><b>17</b> people were <b>critical</b> of the vision even though they agreed with it. Comments included that it was "management speak" and "only words", that the vision was "optimistic" and could it be "realistically achieved" given budget cuts and that information within the IRMP was not accurate.</p> <p><b>16</b> people agreed because they felt that the fire and rescue service was an essential <b>key service</b> that had an important role in keeping people safe "This is a vital service and should remain uncut." "The fire service should continue to be a first class professional service</p>



	that is respected by the people of Norfolk. “
Disagreeing with the proposal?	<p><b>125 (21.01%)</b> of people who responded to this question disagreed with the proposal.</p> <p><b>46</b> of the <b>125</b> people disagreeing with the proposed strategic vision <b>did not give a reason</b> for their viewpoint so we cannot know the reasons for their agreement.</p> <p>Of the people that provided an explanation for their answer their main reasons for disagreeing were:</p> <p><b>33</b> respondents were <b>critical</b> of the proposed strategic vision referring to it as “unrealistic” and “because it’s a load of old twaddle”. Some questioned how it could be achieved if the proposed budget reductions went ahead "Let’s hope whilst they are out dealing with an all hazard in your current spectrum of prevention that a large fire does not start as there will not be the resources to respond.”</p> <p><b>26</b> people disagreed because of concerns over <b>safety</b> as a result of budget cuts. “I fundamentally disagree. This is now no longer achievable with present staffing levels and further cuts planned will impact on this situation even more. I certainly would question the capability of this service being able to keep Norfolk residents safe.” and “It is unacceptable to be thinking about cutting fire services further - cheapest in country already - the proposals put forward for cuts are in essence dangerous.”</p> <p>17 people commented on the <b>capabilities</b> of the service (the type of incident that the service is able to respond to). Respondents felt that the service would not be able to deliver the all hazards service included in the vision "I have to disagree with your strategic vision of responding to all of today’s emergencies because we simply don't get the funding to attend all types of emergencies and therefore this will be at the cost of front line FIRE STATIONS - FIRE FIGHTERS - CONTROL STAFF - SUPPORT STAFF - ADMIN STAFF - FIRE ENGINES and EQUIPMENT. From reading your proposals this is how you are going to achieve your strategic vision.”</p> <p><b>17</b> people disagreed with <b>reducing funding</b> for the fire and rescue service. “The fire service needs investment not cuts. As the fire service takes on all these new important roles they will need extra financial backing to ensure they do not become a jack of all trades and a master of none.”</p>
<b>Don’t know: Of the ‘Don’t Know’ responses (and where explanatory text is provided), what are the main reasons why people are unable to come to a clear decision?</b>	
<p><b>101 (16.97%)</b> told us that they were not sure if they agreed or disagreed with the proposal. <b>15</b> people did not answer but provided commentary on the proposal.</p>	

**50** of the **101** people that were not sure if they agreed or disagreed with the proposal **did not give a reason** for their viewpoint or needed more information to form a view “I don't know enough about fire services to comment”.

Of the people that provided an explanation for their answer the main reasons given were:

**27** people were **critical** of the vision – that it was “long”, “waffle” and difficult to understand. Some questioned what it actually meant “Sounds splendid even if pure waffle. Not understood what you propose to do that isn't done now.” and others questioned how much it would cost to deliver “does it cost more or less?”

There were no other clear themes identified but comments echoed those expressed by those agreeing and disagreeing in terms of a mixed views on the **capabilities** of the service (**9** people) and **the role of firefighters** (**4** people) “Seems rather vague, why is a strategic vision needed? Can't fire services just fight fires, help in road accidents and other emergencies?” and recognition that this was a **key service for protecting life** (**11** people) with questions about how it could be delivered **if funding was reduced** (**10** people) “To provide additional services indicated above, it must not be forgotten that the core role is to save life. Therefore how is it possible in these times of financial restraint to increase the workload of an already stretched service and expect a professional frontline service?”

#### Analyst notes

Any other things you think report writers should know when presenting findings

In total **77** people were **critical** of the proposal. Criticism either related to the proposed vision itself- either about the wording and ease of understanding “Fire and rescue services are very important but this statement is just pompous and meaningless words”- or questions about how it could be delivered with budget cuts “Important to maintain this, but can the vision really be achieved with redundancies and reduced funding?”.

**Summary completed 19/01/16, Business Intelligence and Performance Service**

**Reduce the amount we spend on fire and rescue operational support – the services that help firefighters in carrying out their emergency response duties**

## **Equality and rural assessment**

<b>Title of proposal:</b>	<b>Reduce the amount we spend on fire and rescue operational support – the services that help firefighters in carrying out their emergency response duties</b>
<b>Lead Officers:</b>	Group Manager - Peter Holliday, Isabel Farrelly – Equality and Diversity Officer, Sarah Rhoden – Business Support and Development Manager, Merry Halliday – Senior Planning and Partnerships Officer

### **Analysis of proposal & potential impact**

1. This assessment looks at the proposal to reduce the amount we spend on fire and rescue operational support – the services that help firefighters in carrying out their emergency response duties.
2. All the proposals for the Fire and Rescue Service need to be examined in conjunction with the draft Integrated Risk Management Plan 2016-20 of which they are a part. The draft IRMP provides details of the impact in terms of potential risk and how we assess that risk (and copy of the draft is included with the papers being presented to Communities Committee as part of this discussion).
3. Initially the greatest impact will be on staff with removal of posts, changes in reporting structures and ways of working. Where possible we have utilised vacant posts and natural wastage to provide savings. Where this has not been possible - staff who have their hours reduced or posts removed will be provided with support to facilitate, where possible, redeployment to suitable roles in line with agreed policies and procedures.
4. There will be changes to the senior management structure at Area Manager and Brigade Manager levels, the number of Group Managers will be reduced from nine to eight through natural wastage, and there will be a loss of several Station Managers also through natural wastage.
5. Reducing the number of Station Managers and Group Manager roles may impact on our ability to change the current gender imbalance at senior level. Currently there are no female firefighters above the role of Watch Manager in the service.
6. The removal of non-uniform posts and reduction in hours from within relatively small teams could create additional pressure on those remaining, and changes will need to be made to processes and ways of working to ensure that this is not the case and undue pressure is not placed on any member of staff. This could have a greater impact on those with caring responsibilities and staff with some disabilities.
7. The workforce profile shows that there are more males in technical and caretaker roles and more females in administrative roles.

8. In terms of disability and ethnicity, our current records do not provide sufficient information to enable any meaningful analysis.

## Potential impact

9. There is no evidence to suggest that this proposal will have a disproportionate or significantly detrimental impact on people with protected characteristics or rural areas.
10. Norfolk Fire and Rescue Service has recently launched an internal consultation on the restructuring of the service and consequential reductions in posts. Any equality issues highlighted in the staff consultation will be addressed through appropriate workforce procedures.
11. The consultation also proposes a move to a locality focused delivery model, across the whole of the Community and Environmental Services Department (of which the Fire and Rescue service is part). If adopted, the locality focussed model is one which should significantly benefit rural communities.

## Action to address any negative impact

	Action/s	Lead	Date
1.	Consultation with staff to gather ideas for alternate ways of achieving the same aim.	Chief Fire Officer	15 February 2016
2.	Ensure that gender implications are considered during development of role profiles, selection and grading processes for posts.	Chief Fire Officer	From 1 April 2016
3.	The removal of non-uniform posts and reduction in hours from within relatively small teams may create additional pressure on those remaining. It is therefore vital that managers work with their teams to agree on revised ways of working and priorities.	Individual managers	From 1 April 2016

## List of evidence used to conduct analysis

### Statutory requirements

- The authority has a legal obligation to provide a fire and rescue service and consult on how we plan to provide that service – via our Integrated Risk Management Plan (IRMP).

### The profile of service users, with a demographic breakdown of disability, ethnicity, gender, age etc.

- Information about our service users is detailed within our draft IRMP. **See page 12 - 17 of our IRMP.** However there are gaps in our knowledge which we will be able to better address by working more closely with other public sector partners and local voluntary groups.

- **Relevant research about the needs of service users**
- An integral part of the locality model is engaging with our local communities, other public sector partners and voluntary groups to better understand what resources are available locally and what our communities want from us. Our service has a good track record of this type of engagement and will continue to build and develop this approach with our partners and the communities we serve. We will then be in a better position to understand how working together we will be able to meet community needs within our budgetary constraints.

## Consultation findings

Title of proposal	
<b>Reduce the amount we spend on fire and rescue operational support –the services that help firefighters in carrying out their emergency response duties.</b>	
Respondent Numbers – Number and percent agree, disagree and don't know/blank where applicable. If relevant also include numbers of respondents who were service users and carers	
<ul style="list-style-type: none"> <li>• There were <b>595</b> responses received for this proposal</li> <li>• <b>324</b> people (<b>54.45%</b>) disagreed with the proposal</li> <li>• <b>189</b> people (<b>31.76%</b>) agreed with the proposal</li> <li>• <b>82</b> people (<b>13.78%</b>) told us that they did not know if they agreed or disagreed with the proposal</li> </ul> <p>In addition, a further <b>5</b> people did not respond to our question asking if they agreed/disagreed with the proposal but they did provide commentary on the proposal</p>	

## Analysis of responses

Organisation, group or petition responses	
<p>Please describe any petitions received.</p> <p>Please record any groups or organisations which responded.</p>	<p>Three petitions submitted by the Norfolk Fire Brigades Union were received as follows:</p> <ul style="list-style-type: none"> <li>• <b>4,394</b> people signed a petition: urging the Council not to go ahead with the proposed changes (1A, 1B, 2A, 2B); that Norfolk Fire and Rescue Service stop all non-statutory duties; and that council tax contributions to be fully explored and consulted on with regard to maintaining current levels of fire cover in Norfolk.</li> <li>• <b>3,870</b> people signed a petition requesting that no cuts are made to Norfolk Fire and Rescue Service.</li> <li>• <b>584</b> people signed a petition requesting a stop to the cuts within Norfolk Fire and Rescue Service and to consult with the FBU on how to best move forward. The petition lists some of the proposals and states that the changes</li> </ul>

	<p>are “not about making the service better, it is purely about budget cuts.”</p> <p>A ‘Cuts costs lives’ postcard campaign organised by the Fire Brigades Union expressed concerns that the consultation document was difficult to understand, that proposed cuts should not go ahead, that all non-statutory services should be stopped and requested that changes to council tax be explored to maintain fire cover in Norfolk. <b>1,421</b> postcards were received.</p> <p><b>30</b> respondents told us that they were responding on behalf of a business, organisation or group. These were:</p> <ul style="list-style-type: none"> <li>• About With Friends Workskills Service</li> <li>• Adult Day Care Limited</li> <li>• Aylsham Town Council</li> <li>• Break Charity</li> <li>• Broadland Older People's Partnership</li> <li>• Cinema Plus (Cinema City)</li> <li>• Diss Town Council</li> <li>• Great Yarmouth Borough Council</li> <li>• Malcolm Books</li> <li>• MAP</li> <li>• Mind</li> <li>• Mums in the Know Norwich</li> <li>• Norfolk County Council and Stonham Home Group</li> <li>• Norfolk Fire and Rescue Service</li> <li>• Norfolk Fire Brigades Union</li> <li>• Norfolk Record Society</li> <li>• Northrepps Parish Council</li> <li>• Ormesby St Margaret Parish council</li> <li>• Ormesby with Scratby Parish Council</li> <li>• Parish Council (did not give full name)</li> <li>• Poringland Parish Council</li> <li>• Retained Firefighters' Union</li> <li>• Sheringham Town council</li> <li>• South Norfolk District Council</li> <li>• Swanton Morley Parish Council</li> <li>• Tasburgh Parish Council</li> <li>• Taverham Parish Council</li> <li>• The BUILD Charity</li> <li>• Unite social group</li> <li>• Your Own Place CIC</li> </ul>
Please summarise all petition or group responses.	<p>A group of adults with learning disabilities who attend About With Friends Workskills Service voted as follows:</p> <ul style="list-style-type: none"> <li>• 4 agreed with the proposal</li> <li>• 27 disagreed with the proposal</li> </ul> <p>Their response included this comment: "Won't be safe"</p>

	<p>Of the other organisations/groups: <b>11</b> agreed, <b>10</b> disagreed and <b>6</b> did not know if they agreed/disagreed. <b>2</b> did not answer.</p> <p>Of those that agreed, <b>4</b> felt <b>efficiency</b> savings could be achieved and <b>2</b> agreed on the <b>proviso</b> that <b>safety</b> was not affected. There were no other clear themes that could be identified.</p> <p>Of those that disagreed, <b>3</b> thought that the proposal would be <b>unsafe</b> and <b>3</b> did not agree with reducing the <b>training</b> budget. There were no other clear themes that could be identified.</p> <p>There were no clear themes that could be identified from reasons given by those that did not know if they agreed/ disagreed or did not answer.</p>
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Looking at all of the responses, are there any consistent, repeated or notable reasons given for people's views in...	
Agreeing with the proposal?	<p><b>189 (31.76%)</b> of respondents to this proposal agreed with it.</p> <p><b>115</b> of the <b>189</b> people who agreed with this proposal <b>did not give a reason</b> for their viewpoint. Some wrote freetext responses such as "sensible" but the vast majority wrote nothing so we cannot know the reasons for their agreement.</p> <p>Of the people that provided an explanation for their answer the main reasons for agreeing were:</p> <p>The most commonly cited reason by <b>40</b> people related to the <b>staffing</b> structure of the fire and rescue service and agreement that the number of <b>managers</b> could be reduced: "I am all for reducing the layers of upper management to save money." and "Having firefighters on the ground is more important than middle managers."</p> <p><b>16</b> people agreed with the proposal <b>provided</b> certain conditions were met. This included agreement with <b>reducing management but not training</b> "I agree with removing layers of management, but disagree with reducing training budgets", that they agreed if <b>safety</b> was not affected "So long as this does not result in additional risk to public safety or the safety of fire fighters, then this saving makes sense" and on condition that <b>adequate support</b> would remain "Providing this can be done without leaving frontline firefighters short of equipment etc."</p> <p><b>15</b> people agreed as they felt that the fire and rescue service could make savings and be <b>more efficient</b> "Seems to be an area where efficiency savings can much more easily be made." with some references to <b>partnership working</b> "Combining and sharing expertise has to be the way forward - if you do this then you are duplicating management so you can release staff, improve integration of emergency services and deliver a better service".</p>

	<p><b>12</b> people that agreed with this proposal overall commented on the reduction in the <b>training</b> budget. Opinion was divided with half agreeing that the training budget should be reduced “Training is important but you can only offer what is affordable.” and the other half stating that, whilst they agreed with the proposal overall, they did not agree with the reduction in funding for training “Whilst I agree that there is probably a need to work 'leaner and meaner' in terms of senior and middle management roles, I do not agree with any reduction in training facilities.”</p>
Disagreeing with the proposal?	<p><b>324 (54.45%)</b> of respondents to this proposal disagreed with it.</p> <p><b>119</b> of the <b>324</b> people who agreed with this proposal <b>did not give a reason</b> for their viewpoint so we cannot know the reasons for their agreement.</p> <p>Of the people that provided an explanation for their answer the main reasons for disagreeing were:</p> <p><b>74</b> people expressed concern about <b>safety</b> with the risk to life for firefighters and the public being the most commonly cited reason for disagreeing: “You are putting lives at risk” and “The support is already at bare bones and a further reduction would be catastrophic to the community and safety of Norfolk’s firefighters.”</p> <p><b>65</b> people commented on the proposals to <b>reduce operational support staff</b>. <b>10</b> did agree with reducing senior management, but the majority did not agree with reducing operational support as it was felt that these people had a <b>critical role</b> in managing incidents and providing equipment to frontline firefighters “Operational support is vital. Front line staff cannot work without it.” “Officers are not operational support staff, they are an integral part of the fire service command structure. When they are the most senior ranked person on the fire ground they have overall responsibility for that incident. ”</p> <p>In particular concern was expressed by <b>63</b> respondents about the proposed reduction in <b>training</b> budgets and how this may affect the ability of firefighters to safely deal with incidents “The amount of training required is huge due to the different types of incidents we attend and with all different training required, cuts could put firefighters at more risk if they do not receive the correct training for what their job requires.”. Training was seen as vital by some “Training and refresher training is vital to all members of the fire service to keep up to date on competency and new innovations.”</p> <p><b>55</b> people were <b>critical</b> of the proposal saying it was <b>not clear</b> either in terms of its <b>impact</b> or in its explanation of <b>what operational support roles actually did</b> “The first proposal regarding reducing Operational Support is a very vague proposal and I feel that members of the public would need to see more details in order to understand how this would save money and</p>



	<p>benefit the service". <b>9</b> people thought it was <b>short-sighted</b> "The frontline relies on the so-called 'back-room' and such cuts often prove a false economy and increase risk."</p> <p><b>49</b> respondents were concerned about the <b>consequences</b> of the proposal, believing that it would lead to a <b>poorer service</b>. Concerns were raised about the service's ability to respond to incidents, the loss of skills and possible impact on the services ability to maintain equipment safely. "These cuts would cause a reduction in fire service capability. If firefighters aren't able to train as much, or use the best serviced equipment then they will not be able to do the job effectively. This will in turn effect the people of Norfolk when they need the fire service."</p>
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**Don't know: Of the 'Don't Know' responses (and where explanatory text is provided), what are the main reasons why people are unable to come to a clear decision?**

**82 (13.78%)** respondents did not know if they agreed or disagreed with the proposal. **5** people did not provide an answer but commented on the proposal.

**34** of the **82** people **did not give a reason** for their viewpoint so we cannot know the reasons for their agreement.

Of the people that provided an explanation for their answer the main reasons for disagreeing were:

**21** respondents said it **would depend on the staff roles** that were going to be reduced and the **impact** that this would have. "Again, I don't know. Support staff and managers are important but there should be no more of them than necessary for a safe, efficient service. I have no way to know how many in what roles are needed to achieve this." There was greater support for reducing senior management over other operational support roles "If reductions in management can be achieved without impairing the service then I am in favour".

**19** respondents were **critical** of the proposal questioning how it related to the vision or stating that they would need more information on the impact of the change before they could make a decision "don't see how this fits with the strategic vision, which is good but would require adequate funding". Questions were also raised about the impact of the proposal "Can you be certain that the reduction in operational support will not affect the effectiveness of the Fire & Rescue Service?"

**12** respondents were unsure about reducing the **training budget** and the impact that it may have on service delivery and safety "... the proposal to decrease the training budget concerns me. Training of emergency services is absolutely essential; any reduction would of necessity harm the service."

**Analyst notes**

Any other things you think report writers should

Looking across the responses (agree, disagree and don't know):

<p>know when presenting findings</p>	<ul style="list-style-type: none"> <li>• There was greater support for reducing <b>roles</b> in management but less support for reducing roles that support at incidents or deliver equipment/ supplies.</li> <li>• <b>77</b> of those commenting on the proposal to reduce the <b>training</b> budget did not agree with it, even if they had agreed with the overall proposal (<b>63</b> disagree plus <b>14</b> agreed overall but not with reducing training budgets) “I agree with removing layers of management, but disagree with reducing training budgets; well trained staff provide higher quality services more efficiently and ultimately the efficiency savings cover the costs of training many times over.”</li> <li>• <b>81</b> people were <b>critical</b> of the proposal questioning how it related to the vision and whether it was achievable, and that they would like more information to be able to make a more informed decision “You haven't fully considered the knock on effects of this proposal. Plus calling this operational support is totally misleading.... I can't believe we are paying senior managers in the fire service to come up with a plan that does not fully consider the risk to public and firefighters.” and suggesting that the proposal "oversimplifies the complexities of providing operational support to emergency incidents".</li> </ul> <p><b>6</b> respondents were concerned about the <b>legal</b> issues that may arise from making staff redundant/changing their roles and the <b>council's legal obligations under Health and Safety Acts</b> “Training budgets and support to incidents is surely key to keeping the crews safe and under the Health and safety act how can this budget be reduced?” and " Will the council be held responsible for more deaths if this goes ahead!!!!”</p>
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**Summary completed 19/01/16, Business Intelligence and Performance Service**

**Moving full-time firefighters from King's Lynn and Gorleston to Thetford, Dereham and other market towns. Introducing a 12 hours shift pattern for all full-time firefighter.**

## Equality and rural assessment

<b>Title of proposal:</b>	<b>Move full-time firefighters from King's Lynn and Gorleston to Thetford, Dereham and other market towns.</b>
<b>Lead Officers:</b>	Group Manager - Peter Holliday, Isabel Farrelly – Equality and Diversity Officer, Sarah Rhoden – Business Support and Development Manager, Merry Halliday – Senior Planning and Partnerships Officer

### Analysis of proposal & potential impact

1. This assessment looks in more detail at the proposal to increase full-time/whole time duty system (WDS) cover at both Thetford and Dereham, and the potential to boost retained cover at other market towns.
2. In Thetford this would be done by increasing the current day cover (Monday to Friday 09:00- 17:00) to 12 hour shifts on a seven day a week basis. This would mean uplifting Thetford to two crews of seven. The increased staffing levels at Thetford would be provided by existing WDS firefighters made supernumerary by the proposal to change two WDS stations (Gorleston and King's Lynn North) to day-crewed stations operating 12/7.
3. Dereham would, for the first time, have WDS cover for 12 hours a day seven days a week utilising the Urban Search and Rescue (USAR) team who are already based there. (**Note** this proposal is only possible if USAR stay based in Dereham. If proposal 2B – move USAR to North Earlham – were to go ahead cover in Dereham would continue to be provided by Dereham retained.)
4. Out of hours cover would continue to be provided by Thetford and Dereham retained firefighters. If USAR were to be deployed cover would be provided by Dereham retained.
5. USAR are currently underutilized. Having them provide WDS cover at Dereham would be a very positive use of their experience and expertise while maintaining their availability for specialised deployment when required.
6. This proposal would significantly reduce reliance on RDS crews at Dereham during the day and on weekends. In Thetford the impact would not be as significant during the day. It would reduce the reliance on RDS crews at weekends.
7. The greatest impact will be on existing WDS fire fighters in Thetford who would see their working hours changed and USAR in Dereham who would be operating as WDS firefighters when not being deployed in their USAR role.
8. A reduction in reliance on RDS staff would impact on RDS income levels and possibly make future recruitment more difficult.

## Potential impact

9. This proposal may have a detrimental impact on staff with caring or parental responsibilities because of changes in location, cover and shift patterns. However, it would have a beneficial impact on rural areas as there would be increased levels of WDS at both Thetford and Dereham.
10. Overall, the greatest adverse impact on WDS crews would be at Thetford, as it will change their working patterns significantly, potentially reducing the time they have with families or for other activities both during the evening and on the weekend.
11. Moving to a twelve hour day shift and extending it to cover weekends could make it more difficult to put in place childcare or other caring arrangements especially if current arrangements are fitted around a partners' working pattern,
12. It may also impact on the RDS firefighters in Thetford and Dereham as they would be likely to be called out less often with the increased day and weekend cover.
13. The change from week day only working to providing weekend cover could impact on firefighters who have a strong religious belief and wish to attend religious services on Friday evening, Saturday or Sunday.

## Action to address any negative impact

1.	Consider ways to mitigate the impact on individuals as part of any staffing changes. This would include taking into account the needs and preferences of individuals as part of any process.	Chief Fire Officer	From 1 April 2016
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## List of evidence used to conduct analysis

### Statutory requirements

- The authority has a legal obligation to provide a fire and rescue service and consult on our IRMP (how we plan to provide that service).

### Research Tools

- We used computer modelling through the Fire Service Emergency Cover (FSEC) toolkit which has been provided to all Fire and Rescue Services by the government to project the impact of this proposal on service delivery. This system uses historical call data coupled with census data to predict risk and future performance of the FRS against identified risks.
- FSEC is outcome focused and predicts how proposed changes to operational provision will affect the number of people at risk, whether more or less fire and road traffic collision deaths are likely and if the economic cost of emergencies increases or decreases. The potential impact of this proposal is detailed in our draft IRMP pages 47 to 53.

### Relevant research about the needs of service users

- There are a number of factors that influence risk of an incident occurring in Norfolk, many of which cannot be directly controlled or easily mitigated by NFRS. Monitoring these factors and including them as part of our risk management; enables us to review our procedures and capability to respond.

In particular we review:

- Which lifestyle types are most at risk in Norfolk
- Where the most at risk groups live and work in the County utilising Mosaic data (a computer database providing information on households for given postcodes)
- The number of house fires that have occurred among these groups, and where they have occurred and how we might have prevented the fires from occurring
- Whether we have completed Home Fire Risk Checks in homes occupied by people in these groups and whether the advice and guidance was followed
- Partnerships to improve contact with other at risk groups such as the less mobile
- Road casualties, working with the Norfolk Road Casualty Reduction Partnership
- How well we use our resources to respond to emergencies when they do occur.
- Building fires occur predominantly in urban areas whereas road traffic collisions (RTCs), particularly larger incidents, occur more frequently away from urban areas. This difference requires greater travel distances for attending fire engines and therefore increases the time taken to arrive. This is reflected in our performance in meeting the response standard for these incident types.

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**See page 12 - 17 of our draft IRMP.**

## **(Part of Option 1B within our IRMP and Part of Consultation CMM023)**

<b>Title of proposal:</b>	<b>Introduce 12 hour shift patterns for full-time firefighters</b>
<b>Lead Officers:</b>	Group Manager Peter Holliday, Isabel Farrelly – Equality and Diversity Officer, Sarah Rhoden – Business Support and Development Manager, Merry Halliday – Senior Planning and Partnerships Officer

## **Analysis of proposal & potential impact**

1. This assessment looks in more detail at the proposal to change the shifts for WDS (wholetime firefighters) to two 12 hour shifts from the current 9 hour day 15 hour night shifts. Start and finish times will be aligned to miss the periods of highest volume of calls.
2. While there are no salary savings in this proposal is anticipated that this change will result in higher productivity, an increased capacity to provide quality training, facilitate job sharing and enable staff to swap shifts more easily.
3. There will be no impact on cover or response times.

## **Potential impact**

4. This proposal may have a detrimental impact on staff with caring or parental responsibilities.
5. This is because it may give people less time with their families in the evening than they have at present. A twelve hour day shift could make it more difficult to put in place childcare or other caring arrangements especially if current arrangements are fitted around a partner's working pattern.
6. However, the proposal could also facilitate job sharing and enable staff to swap shifts more easily which would have a positive impact on those with caring responsibilities.
7. An additional three hours during the day with the corresponding increase in workload (as this is the time when most calls are received) could result in firefighters being less rested when they start their night shifts.
8. For those wholetime firefighters who are also retained firefighters this could change their availability profile. In our 2014/15 annual return to Communities and Local Government at the 31st of March 2015 there were 118 WDS firefighters who also had a retained contract.
9. No potential rural impact is identified as there will be no impact on cover or response times.

## **Action to address any negative impact**

1.	Consider ways to mitigate the impact on individuals as part of any staffing	Chief Fire Officer	From 1 April 2016
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changes. This would include taking into account the needs and preferences of individuals as part of any process.		
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## List of evidence used to conduct analysis

### Statutory Requirements

- The authority has a legal obligation to provide a fire and rescue service and consult on our IRMP (how we plan to provide that service).
- EU Working Time Directive (93/104/EC) - the Working Time Regulations 1998 Regulation 10 gives employees the right to uninterrupted rest periods of at least 11 hours in each 24 hours, and of 24 hours in each 7-day period.
- At present Fire and Rescue Services have an opt-out facility from the Working time Directive and this opt out has been negotiated and agreed with the FBU as part of the existing Optimum Crewing Agreement. The introduction of 12 hour shifts will mean that NFRS will comply with the Working Time Regulations should a change in the legal position occur in future.
- Making all WDS shifts 12 hours would make it easier for shift swaps, including between WDS and Day Crewed Stations. The longer working day would be more productive and cover the majority of calls which are more likely to occur during the day.
- This is within the Grey Book terms as the firefighters would continue to have a similar pattern of days/nights on duty and the four days off duty as they have now and retain the opportunity to rest during down time on the night shift.
- Start and finish times will be aligned to avoid the periods of highest volume of calls. Call volume and times are detailed in our IRMP.
- This change is in line with a number of other fire services and other public sector organisations, such as hospitals, where two 12 hour shifts are the norm.

## Consultation Findings

Title of proposal
<b>CMM023 Moving full-time firefighters from King's Lynn and Gorleston to Thetford, Dereham and other market towns. Introducing a 12 hours shift pattern for all full-time firefighters.</b>
Respondent Numbers – Number and percent agree, disagree and don't know/blank where applicable. If relevant also include numbers of respondents who were service users and carers
<ul style="list-style-type: none"> <li>• There were <b>596</b> responses received for this proposal.</li> <li>• <b>277</b> people (<b>46.48%</b>) disagreed with the proposal</li> </ul>

- **211** people (**35.40%**) agreed with the proposal
- **108** people (**18.12%**) told us that they did not know if they agreed or disagreed with the proposal

In addition, a further **6** people did not respond to our question asking if they agreed/disagreed with the proposal but they did provide commentary on the proposal

## Analysis of responses

Organisation, group or petition responses	
<p>Please describe any petitions received.</p> <p>Please record any groups or organisations which responded.</p>	<p>Four petitions submitted by the Norfolk Fire Brigades Union were received as follows:</p> <ul style="list-style-type: none"> <li>• <b>4,394</b> people signed a petition: urging the Council not to go ahead with the proposed changes (1A, 1B, 2A, 2B); that Norfolk Fire and Rescue Service stop all non-statutory duties; and that council tax contributions to be fully explored and consulted on with regard to maintaining current levels of fire cover in Norfolk.</li> <li>• <b>3,130</b> people signed a petition urging the Council not to go ahead with the proposed changes (1B and 2A) and to continue with the fire cover currently provided in the borough of Great Yarmouth.</li> <li>• <b>3,870</b> people signed a petition requesting that no cuts are made to Norfolk Fire and Rescue Service.</li> <li>• <b>584</b> people signed a petition requesting a stop to the cuts within Norfolk Fire and Rescue Service and to consult with the FBU on how to best move forward. The petition lists some of the proposals and states that the changes are “not about making the service better, it is purely about budget cuts.”</li> </ul> <p>A ‘Cuts costs lives’ postcard campaign organised by the Fire Brigades Union expressed concerns that the consultation document was difficult to understand, that proposed cuts should not go ahead, that all non-statutory services should be stopped and requested that changes to council tax be explored to maintain fire cover in Norfolk. <b>1,421</b> postcards were received.</p> <p><b>30</b> respondents told us that they were responding on behalf of a business, organisation or group. These were:</p> <ul style="list-style-type: none"> <li>• About With Friends Workskills Service</li> <li>• Adult Day Care Limited</li> <li>• Aylsham Town Council</li> <li>• Brandon Lewis MP</li> <li>• Break Charity</li> <li>• Cinema Plus (Cinema City)</li> <li>• Diss Town Council</li> <li>• Great Yarmouth Borough Council</li> <li>• Malcolm Books</li> </ul>



	<ul style="list-style-type: none"> <li>• Mind</li> <li>• Mums in the Know Norwich</li> <li>• Norfolk County Council and Stonham Home Group</li> <li>• Norfolk Fire and Rescue Service</li> <li>• Norfolk Fire Brigades Union</li> <li>• Norfolk Record Society</li> <li>• North Norfolk District Council</li> <li>• Northrepps Parish Council</li> <li>• Ormesby St Margaret parish council</li> <li>• Ormesby with Scratby Parish Council</li> <li>• Parish Council (full name not provided)</li> <li>• Poringland Parish Council</li> <li>• Retained Firefighters' Union</li> <li>• Sheringham Town council</li> <li>• Somerton Parish Council</li> <li>• South Norfolk District Council</li> <li>• Swanton Morley Parish Council</li> <li>• Taverham Parish Council</li> <li>• The BUILD Charity</li> <li>• Unite social group.</li> <li>• Your Own Place CIC</li> </ul>
Please summarise all petition or group responses.	<p>A group of adults with learning disabilities who attend About With Friends Workskills Service voted as follows:</p> <ul style="list-style-type: none"> <li>• 0 agreed with the proposal</li> <li>• 30 disagreed with the proposal</li> </ul> <p>Their response included these comments: "Ridiculous to cut fireman" and "Very dangerous will take too long"</p> <p>Of the other organisations/groups: <b>7</b> agreed, <b>10</b> disagreed, <b>8</b> did not know, <b>4</b> did not answer.</p> <p>Of those in agreeing with this proposal <b>3</b> thought it made a <b>better use of resources</b>.</p> <p>Of those disagreeing with this proposal <b>3</b> did so because they wanted fulltime firefighters to remain in Great Yarmouth and King's Lynn. <b>3</b> were concerned it would have a <b>negative impact</b> on the service.</p> <p>The main reason given by those unsure, or not answering the question, was <b>4</b> respondents concerned about the implications of <b>increasing population and economic growth</b> in Norfolk and potential implications for this increasing demand for the service.</p>

Looking at all of the responses, are there any consistent, repeated or notable reasons given for people's views in...	
Agreeing with the proposal?	<p><b>211 (35.40%)</b> of people who responded to this question agreed with the proposal.</p> <p><b>135</b> of the <b>211</b> people who agreed with this proposal <b>did not give a reason</b> for their viewpoint. Some wrote freetext responses such as</p>

	<p>“reluctantly agree”, “see above”, “no further comment” or “seems sensible”, but the vast majority wrote nothing so we cannot know the reasons for their agreement.</p> <p>Of the people that provided an explanation for their answer:</p> <p><b>28</b> people agreed with the proposal but only if certain <b>provisos</b> were met. These included reference to the <b>protection of terms for firefighters</b> “It seems reasonable, but only if the firefighters agree and it is within the terms of their contract”, the person only agreeing if it could be proved that this was a <b>better use of resources</b> “If your stats prove this to be the best method of deployment then I would not argue” and if it could be assured that there would not be a negative <b>impact</b> on the services ability to respond to incidents “Fast response is critical. If you can still provide it, fine.”</p> <p><b>14</b> people felt that it would provide a <b>better service</b> by locating resources where they can respond more quickly “Good - should improve response times”, or when they are needed most “Distributing the core wholetime resources across the county and locating them in areas of risk according to historical call information will provide better emergency response cover for those at risk”.</p> <p><b>12</b> respondents made reference to the proposal to introduce <b>12 hour shifts</b> agreeing that these should be reviewed, “Seems like a sensible idea which only affects working shifts but allows staff to be used elsewhere and not be made redundant.” “Historic working patterns should always be reviewed in the light of to-days risks”.</p> <p><b>10</b> people agreed with the proposal as they felt it would make better use of <b>staff resources</b> “I think the existing patterns of working for fire fighters are well overdue a complete review and do not reflect 21st century working.” and “Smarter use of staff is always a good proposal as long as it comes with protection of terms and conditions and doesn't expect increased workloads with reduced resources”.</p>
Disagreeing with the proposal?	<p><b>277 (46.48%)</b> of people who responded to this question disagreed with the proposal.</p> <p><b>88</b> of the <b>277</b> people who agreed with this proposal <b>did not give a reason</b> or a clear reason for their viewpoint.</p> <p>Of the people that provided an explanation for their answer:</p> <p><b>69</b> people disagreed with the proposal as they were concerned about <b>safety</b> particularly <b>the loss of fulltime firefighter cover at night</b> in King’s Lynn and the Great Yarmouth area which would be replaced with a <b>slower response</b> time by retained firefighter appliances “Reducing the cover at night is a big mistake. Yes there are less fire calls at night, but 95% of all big fires start at night when they go undetected. Most life will be lost at night when people are asleep. This is when you need fire cover the most.” Concern</p>

was also expressed about the **combined impact of proposed cuts on safety**: "Reducing the amount of wholetime fire fighters at Gorleston and Kings Lynn will be very detrimental to both public and fire fighter safety. 3 weeks ago this was highlighted after 3 crews carried out the rescue of 3 people including a 7 year old from a house in Yarmouth. ....If the cuts go ahead, 2 of the 3 appliances wouldn't be there, meaning that as a crew of 4 or 5, they wouldn't have been able to rescue them, with the nearest available appliances being Lowestoft which is also looking at being downgraded to day crewing, and Martham or Acle (20mins away!)". Respondents also expressed concern about the **safety of firefighters working longer 12 hour shifts** "A 12 hour shift is far too long to function effectively. It would place the public at risk. I accept that some cuts can be made to non-emergency aspects, but the shift patterns should not be increased in this way."

**64** people disagreed with the proposal as they wanted **firefighter cover to be maintained in Great Yarmouth and King's Lynn** as they felt that **demand and risk** was greater in the urban areas. "The suggestion is, in effect, to withdraw night time cover from 2 of the largest towns in the county. Increasing cover in other places is a good idea, but not at the cost of King's Lynn and Great Yarmouth not having enough resources to deal with emergencies." "We need the firefighters in Kings Lynn and Yarmouth."

**52** people were **critical** of the proposal. It was perceived the need was greater in urban areas and that **problems should not be solved by moving resources from one place to another**: "Moving fire fighters from the largest market towns to smaller ones does not seem logical. If a town or any other area needs more resources then the council should allocate extra funding to achieve this without reducing cover in other areas.", and "This is robbing Peter to Pay Paul, and puts members of the public in the downgraded areas in greater danger.". Other comments were that savings were **small** "Huge disruption and change for tiny efficiencies. Not worth it." Criticism was also raised about **inconsistency between proposals** ""If Dereham is so important why is one of the options to remove USAR and send them to Earlham"

**Don't know: Of the 'Don't Know' responses (and where explanatory text is provided), what are the main reasons why people are unable to come to a clear decision?**

**108 (18.12%)** told us that they were not sure if they agreed or disagreed with the proposal. **2** people did not answer the question but provided commentary on the proposal.

**70** of the **108** people responding "don't know" to this proposal **did not give a reason** for their viewpoint. Some wrote freetext responses such as "Unsure what the consequences/ impact of the proposal would be" or "Have no knowledge on this

subject.” but the vast majority wrote nothing so we cannot know the reasons for their agreement.

Of the people that provided an explanation for their answer:

**12** people said their view would depend on certain factors or conditions (**provisos**). Examples include “Depends on how many hours the firefighters work on a shift now - if they are knackered at the end of a shift how are they supposed to be able to work well?” and “Again I don't know whether the investment in public safety reduces deaths or loss? If the evidence supports it then yes”.

**10** were **critical** of the proposal with references to the **need for more information** “I am not sure what the ramifications of such changes may be. More case studies and information needed.” or **questioning the rationale** for the proposal “Has all the new housing development (e.g. round Kings Lynn) plus the extra traffic it will create been taken into account when reallocating resources?”

**9** people were concerned about the **impact on staff** as a result of the changes although views were mixed on the proposal to introduce **12 hour shifts**.

#### Analyst notes

Any other things you think report writers should know when presenting findings

**44** people specifically commented on the proposal to introduce **12 hour shifts** for wholtime firefighters. Of these **12** agreed with this part of the proposal, **24** disagreed and **8** did not know. Explanations are included in the analysis above.

A total of **70** people were critical of the proposal- **8** agree, **52** disagree, **10** don't know. In addition to criticism comments covered in previous sections, those in agreement were critical of how the service is currently provided “Times have changed and the fire service needs modernising” and “you seem to have trouble getting retained people”.

**8** respondents (2 agree, 2 disagree, 4 don't know) commented on **legal** issues including the **terms and conditions of firefighters** “It seems reasonable, but only if the firefighters agree and it is within the terms of their contract “and seeking **agreement of the unions** “It is essential to agree this with the fire-fighters unions”.

Summary completed 20/01/16, Business Intelligence and Performance Service

**Redesign Fire and Rescue on-call (retained) emergency response resources, including closing two fire stations (IRMP option for change 2a).**

## **Equality and rural assessment**

<b>Title of proposal:</b>	Redesign Fire and Rescue on-call (retained) emergency response resources, including closing two fire stations
<b>Lead Officers:</b>	Group Manager - Peter Holliday, Isabel Farrelly – Equality and Diversity Officer, Sarah Rhoden – Business Support and Development Manager, Merry Halliday – Senior Planning and Partnerships Officer

## Analysis of proposal & potential impact

1. This assessment looks at our proposal to redesign our on-call (retained) emergency response resources, including closing two fire stations.
2. Overall, there are 520 retained firefighters in Norfolk. They are employed on the Retained Duty System (RDS) providing on-call cover. They are paid a yearly retainer fee and are then paid on a "pay as you go" basis for each call that they respond to.
3. RDS cover varies from station to station, hour to hour, as these firefighters combine their on-call commitments with their primary employment and personal lives. At times a number of RDS stations are unavailable and predicting the availability of an RDS fire engine is challenging. Maintaining the buildings, equipment and vehicles for these stations as well as the skill levels for the staff all have cost implications with limited return for that investment.
4. Over the next three years we are proposing to save up to £525,255 by reducing the number of on-call (retained) firefighters we employ by **86**. We would make this saving by:

### **A:**

- Reducing the number of firefighters at the following on-call (retained) stations down to a minimum level: Great Yarmouth, Hethersett, King's Lynn North, Thetford and Dereham
  - Removing the second fire engine and its crew from the following on-call (retained) stations and replacing it with a 4x4 vehicle: Cromer, Diss, Fakenham, Sandringham, Wymondham.
5. These two proposals combined would save £197,348 and the reduction of 30 on-call (retained) firefighter posts.

### **B:**

- Removing on call (retained) fire engines and crews from Great Yarmouth and North Earlham fire stations.
6. This proposal would save £181,444 and the reduction of 32 on-call (retained) firefighter posts.

### **C:**

- Closing two on-call fire stations. The proposal is to close Heacham fire station and **either** West Walton **or** Outwell.

7. This proposal would save £146,463 and result in a reduction of 24 on-call (retained) firefighter posts.
8. In identifying which stations could be closed, we have taken into account how close the next available fire engine is, how busy the station is, and whether the station is able to provide a crew when it needs to do so:
  - **EITHER Close Heacham and West Walton and save £146,463:** If they were closed, cover for Heacham would be provided by Hunstanton, approximately 2.5 miles or six minutes travel time away from Heacham. We would pay Cambridgeshire Fire and Rescue Service to provide cover for West Walton from Wisbech station (approximately 4.8 miles or 12 minutes travel time away from Wisbech) and still make a saving.
  - **OR Close Heacham and Outwell and save £132,741:** Outwell currently does not have enough retained firefighters to safely attend all incident types. This means its availability is low at less than 30%. We have tried to recruit more retained firefighters at this station but it has been difficult to find enough people living within the required five minute travel time of the station that are willing to take on this role. If we close this station then Wisbech and Downham Market would provide cover.
9. Overall, the proposal will impact not only on retained firefighters but could also affect a number of our WDS firefighters as well as some of our Fire Control and members of support staff who are also retained firefighters working within their local community. The number of retained firefighters with dual contracts ranges varies widely across the county.

#### **Location of retained fire stations**

10. The majority of retained fire stations are either located within rural communities or have an urban as well as rural area they provide cover for. Cover is provided on an as needed basis with the retained firefighters having other jobs/responsibilities. Staffing of the retained station is drawn from the local community where the station is located. Fewer people now work within the village/town they live. As a result a number of retained stations are having difficulty in recruiting or are often off the run due to lack of staff availability especially during the day.

#### **Impact of proposal of response times**

11. In developing the proposal we have examined the profile of incidents in Norfolk in terms of where they occur in the county, the type of emergency incidents we attend and the demands these incidents place on our fire stations, engines and crews. The proposal has been developed using a nationally agreed framework for making changes to fire and rescue services.
12. Building fires occur predominantly in urban areas whereas road traffic collisions (RTC), particularly larger incidents, occur more frequently away from urban areas. This difference requires greater travel distances for attending fire engines and therefore increases the time taken to arrive. This is reflected in our performance in meeting the response standard for these incident types.
13. A reduction in the overall numbers of retained firefighters on a station is likely to result in reduced availability of staff which could impact on the number of times an

appliance is 'off the run' (unavailable). If a station is off the run other stations further away would need to respond with a resultant increase in response times.

14. At present retained fire engines are available for 81.4% of the time. This would reduce if this proposal went ahead as there would be a smaller number of on-call firefighters available to crew the fire engine. It would take us slightly longer to respond to some emergency calls, particularly in areas where we close stations.
15. These changes could lead to increased chance of loss of life, property, damage to the environment and economic cost of fire. It could also impact on our ability to respond to emergencies such as flooding and forest fires which place a high demand on our service when they occur.

### **The profile of residents particularly affected by fires and traffic collisions**

16. Overall, older people in Norfolk are at an increased risk of death from accidental fires and traffic collisions, and therefore may be particularly affected by an increase in response times. Disability is also a factor which may increase the risk of death or injury in fires:
  - In the last three years 75% of the 12 people who died in **accidental** fires in Norfolk were over the age of 60. At total of 26% had either a disability (9%) or a medical condition (17%) which contributed to their inability to escape<sup>4</sup>.
  - Of the 82 people who were seriously injured in accidental fires in Norfolk 54% were under 60 years of age, 27% age 60 or over and 19% unknown/not recorded. In 10% of cases an existing medical condition (9%) and disability (1%) made it more difficult for them to escape without serious injury<sup>5</sup>.
  - In terms of **deliberate fires** (either arson or suicide) 50% of the six people who died in Norfolk were under 60 years of age, 17% were over 60 while in 33% of the cases the age was not known/recorded. In 50% of the fatalities the victim's existing medical condition was a contributory factor<sup>6</sup>.
  - Of the 26 people who were injured in deliberate fires 73% were under 60 years of age, 19% were over 60 and 8% the age was not known or recorded. In 42% of cases the victim's existing medical condition was a factor<sup>7</sup>.
  - Crashes involving the older driver often occur in situations where quick reactions and the processing of information are required. Age and health may also leave the driver more vulnerable to serious injury with possible life changing consequences. In the period from 2005 to 2009, 14% of serious or fatal injuries in Norfolk arose from collisions involving older drivers, this is now 17%. The number of collisions involving an older driver (aged 70+), in which someone is killed or seriously injured (KSI) is likely to increase as Norfolk's age demographic increases.
  - The number of collisions involving an older driver (aged 70+), in which someone is killed or seriously injured (KSI) is likely to increase as Norfolk's age demographic increases.

- Older people are more likely to be injured in cars or as pedestrians compared with all age groups. Younger people are more likely to be injured on a bicycle or motorcycle.

## Potential impact

1. This proposal may have a significantly detrimental and disproportionate impact on older and disabled people and rural areas.
2. This is because the proposal may result in reduced resilience of fire and rescue cover across Norfolk and slower response times, where fire stations are unable to turn out due to low staff availability, or where stations are closed. This may lead to an increased threat to life, property and damage to the environment. Older people in Norfolk may be particularly impacted by this, because they are at an increased risk of death from accidental fires and traffic collisions. Disability is also a factor in fire deaths and injury.
3. Because of the rural nature of the stations affected the proposal will have a direct impact on rural communities. The modelling of potential impact in terms of threat to life and financial costs is detailed in the draft IRMP pages 54 to 66.
4. The proposal will mean firefighter redundancies. The loss of the additional income may have a disproportionate impact within rural communities (forty-three percent of people who are considered to be income deprived in Norfolk live in rural areas).
5. Due to the reduced number of posts, the proposal may also impact on our ability to address underrepresentation of some groups of staff (e.g. women and Black and minority ethnic (BAME) people within our service.

### Other issues to take into account:

#### **B: Removal of Retained Crews and Pumps from Great Yarmouth and North Earlham**

6. As these proposals only impact directly on Great Yarmouth and Norwich they are unlikely to have a direct impact on rural areas. The one exception is if a major incident was to occur requiring a multi-pump response moving out from the centre or in the case of Great Yarmouth a tidal surge impacting on the whole coastline.
7. Of these two stations only Great Yarmouth is likely to be impacted by any tidal surge or similar flood related event. A reduction in the number of retained stations may have an impact on our local resilience in the case of a tidal surge or a major incident where crews need to be rotated to provide rest breaks.

## Action to address any negative impact

	Action/s	Lead	Date
1.	Work with Adult Social Services to identify those at greatest risk of fire in rural and urban areas and encourage them to have a home fire risk check, purchase and fit a smoke detector.	Chief Fire Officer	From 1 April 2016



2.	Continue to target older drivers to take up the Norfolk Gold Guidance for the Older Driver Scheme.	Chief Fire Officer	From 1 April 2016
3.	Cover provided in Norwich on a 24/7 basis by firefighters from North Earlham, Carrow and Sprowston. Note: If the proposal to move the Urban Search and Rescue (USAR) to North Earlham and provide 24/7 as whole time firefighters were to go ahead cover would be provided by Carrow and Sprowston should USAR be deployed.	Chief Fire Officer	From 1 April 2016
4.	In the case of Great Yarmouth cover would be provided 24/7 by Great Yarmouth wholtime firefighters, 12/7 by Gorleston day crewed (should the decision to move from a 24/7 service to a 12/7 service go ahead) and Gorleston retained.	Chief Fire Officer	From 1 April 2016
5.	Cover in West Walton and some of the cover at Outwell provided by Cambridgeshire FRS, at a cost. CFRS do not have to provide this cover, and could withdraw it if making their own IRMP changes.	Chief Fire Officer	From 1 April 2016

## List of evidence used to conduct analysis

### Statutory requirements

- The authority has a legal obligation to provide a fire and rescue service and consult on our IRMP (how we plan to provide that service).
- We used computer modelling through the Fire Service Emergency Cover (FSEC) toolkit which has been provided to all Fire and Rescue Services by the government to project the impact of this proposal on service delivery. This system uses historical call data coupled with census data to predict risk and future performance of the FRS against identified risks.
- FSEC is outcome focused and predicts how proposed changes to operational provision will affect the number of people at risk, whether more or less fire and road traffic collision deaths are likely and if the economic cost of emergencies increases or decreases. The potential impact of this proposal is detailed in our draft IRMP pages (A) 47 to 53 and pages 57 to 59.

### Relevant research about the needs of service users

- There are a number of factors that influence risk of an incident occurring in Norfolk, many of which cannot be directly controlled or easily mitigated by NFRS. Monitoring these factors and including them as part of our risk management; enables us to review our procedures and capability to respond.

#### In particular we review:

- Which lifestyle types are most at risk in Norfolk

- Where the most at risk groups live and work in the County utilising Mosaic data (a computer database providing information on households for given postcodes)
- The number of house fires that have occurred among these groups, and where they have occurred and how we might have prevented the fires from occurring
- Whether we have completed Home Fire Risk Checks in homes occupied by people in these groups and whether the advice and guidance was followed
- Partnerships to improve contact with other at risk groups such as the less mobile
- Road casualties, working with the Norfolk Road Casualty Reduction Partnership
- How well we use our resources to respond to emergencies when they do occur
- Building fires occur predominantly in urban areas whereas RTCs, particularly larger incidents, occur more frequently away from urban areas. This difference requires greater travel distances for attending fire engines and therefore increases the time taken to arrive. This is reflected in our performance in meeting the response standard for these incident types.

**See page 12 to 17 of our draft IRMP**

### **Profile of Service Users**

By 2020 the population of Norfolk is expected to have increased by 7% compared with 2012. Extra housing will be needed to accommodate these people and there are plans for 43,511 new homes by 2021. Norfolk already has one of the highest residencies of over 60 year olds in England but by 2020 around 25% will be aged 65 and over and there will be a 40% increase in those aged over 85.

## **Annex 1**

### **Response Times**

- A report issued by the Department of Communities and Local Government issued in November 2015 - Fire Incidents Response Times: April 2014 to March 2015 highlights the year on year increase in the times that fire and rescue services take nationally to reach the fire or incident ground. However, the report also highlighted that while response times have increased gradually over the past 20 years, the numbers of fatalities and casualties have tended to fall.
- These decreases correspond with improvements in fire safety and prevention which would seem to have outweighed effects of longer response times. Examples of these improvements include the wider ownership of smoke alarms and other building safety systems and features, improved audits and enforcement activity.
- Changes in Norfolk Response Times in the last five years are as follows:

<b>Type of Incident</b>	<b>2009-2010</b>	<b>2014-2015</b>
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Primary Fire	9.5 minutes	10.3 minutes
Dwelling Fire	8.9 minutes	8.9 minutes
Road Traffic Collision	10.3 minutes	10.8 minutes

# Consultation findings

## Title of proposal

**Redesign of Fire and Rescue on-call (retained) emergency response resources, including closing two fire stations**

**Respondent Numbers** – Number and percent agree, disagree and don't know/blank where applicable. If relevant also include numbers of respondents who were service users and carers

- There were **792** responses received for this proposal.
- **547** people (**69.07%**) disagreed with the proposal
- **148** people (**18.69%**) agreed with the proposal
- **97** people (**12.25%**) told us that they did not know if they agreed or disagreed with the proposal

In addition, a further **9** people did not respond to our question asking if they agreed/disagreed with the proposal but they did provide commentary on the proposal.

## Analysis of responses

### Organisation, group or petition responses

Please describe any petitions received.

Please record any groups or organisations which responded.

Four petitions submitted by the Norfolk Fire Brigades Union were received as follows:

- **4,394** people signed a petition: urging the Council not to go ahead with the proposed changes (1A, 1B, 2A, 2B); that Norfolk Fire and Rescue Service stop all non-statutory duties; and that council tax contributions to be fully explored and consulted on with regard to maintaining current levels of fire cover in Norfolk.
- **3,130** people signed a petition urging the Council not to go ahead with the proposed changes (1B and 2A) and to continue with the fire cover currently provided in the borough of Great Yarmouth.
- **3,870** people signed a petition requesting that no cuts are made to Norfolk Fire and Rescue Service.
- **584** people signed a petition requesting a stop to the cuts within Norfolk Fire and Rescue Service and to consult with the FBU on how to best move forward. The petition lists some of the proposals and states that the changes are "not about making the service better, it is purely about budget cuts."

**1,346** people signed a petition to "Stop Norfolk Fire Station Closures. This "calls on both the Norfolk County Council, and Mark Francois, the government's fire minister, to block station closures, and allow our fire service to continue its work at full capacity". It states that "these closures will further stretch the fire service resources, which provides vital life-saving services to the whole of Norfolk, and any closures will inevitably mean that some already remote places in Norfolk, will become even more cut off from the support our fire

service provides”.

A ‘Cuts costs lives’ postcard campaign organised by the Fire Brigades Union expressed concerns that the consultation document was difficult to understand, that proposed cuts should not go ahead, that all non-statutory services should be stopped and requested that changes to council tax be explored to maintain fire cover in Norfolk. **1,421** postcards were received.

**40** respondents told us that they were responding on behalf of a business, organisation or group. These were:

- About With Friends Workskills Service
- Adult Day Care Limited
- Aylsham Town Council
- Brandon Lewis MP
- Break Charity
- Cromer Town Council
- Cunningham Court Sheltered Housing
- Diss Town Council
- Drayton Parish Council
- Extra Hands of Heacham Ltd
- Great Yarmouth Borough Council
- Heacham Parish Council
- Malcolm Books
- Martham Parish Council
- Mind
- Mums in the Know Norwich
- Norfolk County Council and Stonham Home Group
- Norfolk Fire and Rescue Service
- Norfolk Fire Brigades Union
- Norfolk Record Society
- Northrepps Parish Council
- Ormesby St Margaret parish council
- Ormesby with Scratby Parish Council
- Parish Council (full name not provided)
- Poringland Parish Council
- Retained Firefighters’ Union
- Sandringham Parish Council
- Sheringham Town council
- Snettisham Parish Council
- South Norfolk District Council
- Swanton Morley Parish Council
- Taverham Parish Council
- Terrington St Clement Parish Council
- The BUILD Charity
- The Paddock Residential Housing Scheme, Freebridge at Snettisham Kind Lynn.
- Thornham Parish Council
- Unite social group.
- Walpole Parish Council

	<ul style="list-style-type: none"> <li>• West Walton Parish Council</li> <li>• Your Own Place CIC</li> </ul>
Please summarise all petition or group responses.	<p>A group of adults with learning disabilities who attend About With Friends Workskills Service voted as follows:</p> <ul style="list-style-type: none"> <li>• 0 agreed with the proposal</li> <li>• 26 disagreed with the proposal</li> </ul> <p>Their response included this comment: "Need more not less"</p> <p>Of the other organisations/groups: <b>4</b> agreed with the proposal, <b>26</b> disagreed and <b>7</b> did not know and <b>2</b> did not answer.</p> <p><b>3</b> of the respondents agreeing with the proposal <b>did not give a reason</b> for their answer and the fourth was in broad agreement <b>provided safety</b> was not compromised.</p> <p>Of those that disagreed with the proposal <b>11 objected to the closure of fire stations</b>, <b>11</b> felt that the proposal would be <b>unsafe</b> and <b>10</b> felt that it would result in a <b>poorer service</b>.</p> <p>The main reason given by <b>4</b> of those unsure, or not answering the question, was that they <b>needed more information</b>, particularly about the impact of the proposals.</p>

Looking at all of the responses, are there any consistent, repeated or notable reasons given for people's views in...	
Agreeing with the proposal?	<p><b>148 (18.69%)</b> of people who responded to this question agreed with the proposal.</p> <p><b>99</b> of the <b>148</b> people who agreed with this proposal <b>did not give a reason</b> for their viewpoint. Some wrote freetext responses such as "Sadly, I have to agree", "see above", "no further comment" or "seems sensible", but the vast majority wrote nothing so we cannot know the reasons for their agreement.</p> <p>Of the people that provided an explanation for their answer:</p> <p><b>16</b> people agreed with the proposal on the <b>proviso</b> that there was <b>adequate response cover</b> still available "As long as cover is still sufficient, go ahead." and/ or it did not impact <b>safety or emergency response times</b>. "Only if absolutely necessary, as there is an increased risk to people and property"and "As long as it does not impact significantly on response times."</p> <p><b>11</b> respondents felt that the proposal made <b>better, more efficient use of resources and equipment</b> "If we are dealing with less fires then it makes sense to use other vehicles." and "the facts dictate that we don't need as many fire stations, or firefighters as we did years ago. Times have changed, and the fire service needs modernising.</p>

	<p>It's just that previous administrations have not had the stomach to perform the task. This is your chance to put that right.”</p> <p><b>11</b> respondents agreed to some extent with the proposal to <b>close fire stations</b>. “Reducing the number of small fire stations would not I believe create a major risk to the overall operation and safety of people in Norfolk.” Those agreeing felt that <b>incidents could be covered by other nearby stations</b> and that with lower availability at some stations it made sense to close them. “The two stations in question are never on the run anyway and provide no cover for Norfolk.” However there was no clear view on which two of the three proposed stations should close.</p> <p><b>10</b> respondents agreed with making the best use of <b>fire stations and vehicles</b> “Make the best use of assets. Fire stations do not need to remain in valuable town centre locations, which could be put to more beneficial or cost effective uses.” and “If we are dealing with less fires then it makes sense to use other vehicles.”</p>
Disagreeing with the proposal?	<p><b>547 (69.07%)</b> of people who responded to this question disagreed with the proposal.</p> <p><b>133</b> of the <b>547</b> people who agreed with this proposal <b>did not give a reason</b> or a clear reason for their viewpoint. Some wrote freetext responses such as “stupidity”, but the vast majority wrote nothing so we cannot know the reasons for their agreement.</p> <p>Of the people that provided an explanation for their answer:</p> <p><b>250</b> people disagreed with the proposal because they <b>did not want fire stations to close</b> “Closing fire stations puts lives at risk” with concerns expressed about the longer <b>emergency response time</b> that would result “This proposal puts lives at risk by increasing the time needed to reach an incident.” and “The closure of fire stations will remove resources from the front line and will extend response times in the areas currently covered by the stations earmarked for closure. Norfolk is a rural county as you state and response times are lengthy when travelling from one town to the next is needed”. Of the stations earmarked for closure <b>197 objections were received about closing Heacham, 13 for West Walton and 7 for Outwell</b> with 68 people general stating that they did not want any stations to close (see analyst’s notes for further information).</p> <p><b>205</b> people disagreed with the proposal over concerns about <b>safety</b> “You are putting lives at risk” and concerns about resources being <b>available</b> when needed “This would leave the people of Norfolk under protected.” and “Removing the second pump from two pump stations and replacing it with small vehicle will not function that well in my view. What happens if the main pump is on a shout and another job comes in and the next nearest pump is on a job?” “</p> <p><b>131</b> people felt that the proposal should not be implemented due to the <b>demographic</b> of Norfolk, particularly a large <b>elderly</b> population</p>

	<p>in the <b>rural</b> areas where stations were proposed to close “we have a higher than average elderly population” and an <b>increase in population/ development</b> “with planning given for huge housing estates across Norfolk to marry that with cutting services is total mind blowing stupidity - especially in services relating to the safety of the inhabitants” and “in summer months the population trebles” being typical reasons.</p> <p><b>112</b> respondents cited <b>increased emergency response times</b> as their reason for disagreeing “any further reduction in fire cover has an impact on response times. There is already situations that arise where stations are “of the run” which lead to gaps in cover and longer response times. Every minute delayed is another threat to people’s safety.” and “Major incidents now often require fire appliances to be drawn from long distances away, and response times and backup will suffer.”</p>
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**Don’t know: Of the ‘Don’t Know’ responses (and where explanatory text is provided), what are the main reasons why people are unable to come to a clear decision?**

**97 (12.25%)** told us that they were not sure if they agreed or disagreed with the proposal. **9** people did not answer.

**69** of the **97** people responding “don’t know” to this proposal **did not give a reason** for their viewpoint. Some wrote freetext responses such as “not qualified to answer this.” but the vast majority wrote nothing so we cannot know the reasons for their agreement.

Of the people that provided an explanation for their answer:

**13** people were **critical** of the proposal asking for more information to allow them to make a decision “I’d have to see statistics on fire services usage in these areas” and “There needs to be enough staff and equipment in the right places to meet need / demand. I have no way of assessing whether these proposals achieve this”.

**13** said it would depend on the **safety** implications “I would agree if the service was safe “and “as I have said before it’s too risky to make changes and cut backs to this type of service”.

There were no other strong themes emerging as reasons for the ‘don’t know’ responses.

**Analyst notes**

Any other things you think report writers should know when presenting findings

**111** people were **critical** of this proposal (5 agree, 94 disagree, 12 don’t know/ did not answer). Criticisms included:

- questions about the **thought process** behind the development of the proposal “These proposals are not well thought out. There are many stations which could be examined but these are not them.” and “Earlier proposal was for retained to cover permanent posts now you are reducing



the retained staff. Not very well thought out this proposal.”

This included some criticism on the **use of the FSEC** computer model in developing proposals “I can’t believe you are letting a computer programme make this decision”.

- that the **focus was too much on saving money, and not on safety** “Once again cutbacks seem more important than people’s lives. The fire service has developed over the years to meet the public demand and these changes would not be recommended if suitable funding was available” and ““This is madness,!!!!!!! We already have 'the leanest and most efficient' fire service in the country and you want to cut it even further???????Please see sense, heaven forbid YOU are ever trapped in a smoked filled room with your children trapped next door or trapped in a car upside down in a ditch full of water, you will pray for the fire crew to be there as fast as humanly possible with the right equipment and training to rescue you and your loved ones.”
- that there was a **lack of information, or mis-information** “I feel, as with most of this information given, that there is not enough detail and the information given is designed to be misleading so I find it hard to comment on this.”

**5** people raised **legal** issues- relating to getting the agreement of the Fire Brigades Union and questioning the **liability of the County Council** as a result of these changes being made “If a life is thought to have been lost due to a delay in reaching an accident, this could leave the Council open to compensation claims – the cost of which and insuring against would have to be taken into account in any perceived cost cutting.”

#### **Proposed station closures:**

**197** people disagreed with the proposal because they wanted to **keep Heacham Fire Station open**. Respondents quoted the elderly population demographic, the seasonal influx of visitors, economic and housing growth planned for the area, longer response times and **impact on safety** as a result of longer response times amongst the reasons for keeping the station open. They also highlighted that response cover would be greatly reduced in this area when taken together with the proposal to remove the second appliance at Sandringham and proposals to reduce wholtime cover at King’s Lynn.

**13** people objected to the proposed closure of **West Walton** citing **safety** concerns as a result of the **longer response time** that would be need if the station was to close “West Walton fire station is very important to save as it covers our very rural area and can attend very quickly. If we have to rely on Wisbech or Kings Lynn, lives will be lost due to lack of a quick response.”

**7** objected to the proposed of closure of **Outwell**, again expressing concerns about safety and longer response times.



# Redesign of Fire and Rescue full-time (wholetime) emergency response resources (IRMP Proposal 1B and consultation proposal CMM023)

## Equality and rural assessment

<b>Title of proposal:</b>	<p>Part A: Reducing cover at King's Lynn North and Gorleston from 24/7 to day crewing 12/7 (IRMP proposal 1B and consultation proposal CMM023)</p> <p>Part B: Make changes to our Urban Search and Rescue team (USAR) and use USAR to staff North Earlham</p>
<b>Lead Officers:</b>	Group Manager - Peter Holliday, Isabel Farrelly – Equality and Diversity Officer, Sarah Rhoden – Business Support and Development Manager, Merry Halliday – Senior Planning and Partnerships Officer

## Analysis of proposal & potential impact

1. This assessment looks in more detail at the proposal to redesign Fire and Rescue full-time (wholetime) emergency response resources.
2. **The first part of this proposal is to reduce the number of full-time firefighters we employ by 12 with the option of moving six of these to Thetford.**
3. King's Lynn North and Gorleston currently have full-time crews 24 hours a day, seven days a week. This proposal would reduce that to 12 hours a day, seven days a week. Both stations also have on-call (retained) firefighters who would continue to provide 24 hours a day cover. King's Lynn South station is not affected by this proposal. Moving six firefighters to Thetford would increase fire cover there to 12 hours a day, seven days a week. This proposal would save £315,245 if we reduce the number of full-time firefighters we employ by 12, or £160,250 if we moved six to Thetford and reduced full-time firefighters by six.
4. **The second part of this proposal is to make changes to our Urban Search and Rescue team (USAR) and use USAR to staff North Earlham**
5. The choices are to either make more use of our USAR team where they are already based at Dereham to provide emergency response cover 12 hours a day, seven days a week or to move them to North Earlham fire station in Norwich and merge them with the fire crew already there. This proposal would improve fire cover if USAR remain located at Dereham or save £325,350 if they move to North Earlham where full-time firefighter numbers would reduce by 12. This would require a one off £150,000 investment to make this move.

6. If we implement this proposal then we would reduce full-time firefighter numbers by staff turnover. We would not be able to move full-time firefighters to other roles as contained in our proposal **Move full-time firefighters from King's Lynn and Gorleston to Thetford, Dereham and other market towns and introduce a 12 hours shift patten for all full-time firefighters.**

### **More information about the proposal**

7. In developing this proposal we have examined the profile of our incidents in terms of where they occur in the county, the type of emergency incidents we attend and the demand these incidents place on our fire stations, engines and crews. We have developed our proposals using a nationally agreed framework for making changes to fire and rescue services.

### **Part A: Reducing cover at King's Lynn North and Gorleston from 24/7 to day crewing 12/7**

8. King's Lynn North and Gorleston are our least busy full-time stations and the calls they receive are concentrated within a 12 hour period which is when we will still have full-time firefighters there. We have the option to move six firefighters to Thetford to bring it up to the same level of cover. This would mean our emergency response resources would be in better locations for dealing with the rising number of road traffic collisions we are having to deal with. These are the incidents where we rescue the most people.
9. Thetford station is currently staffed by firefighters during the day between 8am and 5.30pm Monday to Thursday and 8am-4pm on a Friday. It has on call (retained) cover at night. We are proposing to introduce 12 hour day crew shifts at Thetford for seven days a week. Overnight emergency response cover would continue to be provided by on-call (retained) firefighters that live within five minutes of the station. This would mean we could respond more quickly to more calls.
10. If the proposal goes ahead, there would be a slower emergency response in King's Lynn North and Gorleston areas between 8pm-8am as we would use on-call firefighters to cover these calls. On-call firefighters take up to five minutes to get to a station and depart, compared to around one minute for full-time firefighters who are located at the station during their shift.
11. If we improve cover at Dereham and Thetford we would get a faster emergency response time in these areas.

### **Impact of proposal on response times**

17. In developing the proposal we have examined the profile of incidents in Norfolk in terms of where they occur in the county, the type of emergency incidents we attend and the demands these incidents place on our fire stations, engines and crews. The proposal has been developed using a nationally agreed framework for making changes to fire and rescue services.
18. Building fires occur predominantly in urban areas whereas road traffic collisions (RTC), particularly larger incidents, occur more frequently away from urban areas. This difference requires greater travel distances for attending fire engines and therefore increases the time taken to arrive. This is reflected in our performance in meeting the response standard for these incident types.

19. Any reduction in response times may have an impact on the outcome for people impacted by fire and road traffic collisions (RTCs). Slower emergency responses could lead to increased chance of loss of life, property, damage to the environment and economic cost of fire.

### **The profile of residents particularly affected by fires and traffic collisions**

20. Overall, older people in Norfolk are at an increased risk of death from accidental fires and traffic collisions, and therefore may be particularly affected by an increase in response times. Disability is also a factor which may increase the risk of death or injury in fires:
- In the last three years 75% of the 12 people who died in **accidental** fires in Norfolk were over the age of 60. At total of 26% had either a disability (9%) or a medical condition (17%) which contributed to their inability to escape<sup>8</sup>.
  - Of the 82 people who were seriously injured in accidental fires in Norfolk 54% were under 60 years of age, 27% age 60 or over and 19% unknown/not recorded. In 10% of cases an existing medical condition (9%) and disability (1%) made it more difficult for them to escape without serious injury<sup>9</sup>.
  - In terms of **deliberate fires** (either arson or suicide) 50% of the six people who died in Norfolk were under 60 years of age, 17% were over 60 while in 33% of the cases the age was not known/recorded. In 50% of the fatalities the victim's existing medical condition was a contributory factor<sup>10</sup>.
  - Of the 26 people who were injured in deliberate fires 73% were under 60 years of age, 19% were over 60 and 8% the age was not known or recorded. In 42% of cases the victim's existing medical condition was a factor<sup>11</sup>.
  - Crashes involving the older driver often occur in situations where quick reactions and the processing of information are required. Age and health may also leave the driver more vulnerable to serious injury with possible life changing consequences. In the period from 2005 to 2009, 14% of serious or fatal injuries in Norfolk arose from collisions involving older drivers, this is now 17%. The number of collisions involving an older driver (aged 70+), in which someone is killed or seriously injured (KSI) is likely to increase as Norfolk's age demographic increases.
  - The number of collisions involving an older driver (aged 70+), in which someone is killed or seriously injured (KSI) is likely to increase as Norfolk's age demographic increases.
  - Older people are more likely to be injured in cars or as pedestrians compared with all age groups. Younger people are more likely to be injured on a bicycle or motorcycle.

### **Part B: Changing how we use our Urban Search and Rescue Service**

21. In Norfolk we have an Urban Search and Rescue team (USAR) carrying out specialist rescue operations, both in Norfolk and nationally. It is funded by a Government grant to provide this national cover but we could also use them for local firefighting when they are not needed nationally. The projected saving depends on

the Government continuing to make the grant available. If the grant stops we would not be able to implement this proposal and no savings would be made.

22. The proposal would result in replacing 12 firefighter posts funded by NCC with USAR posts funded by the Department of Communities and Local Government (DCLG). This proposal is possible as the response times for USAR have recently been extended.
23. USAR is currently underutilized having them provide 24/7 cover at North Earlham would be a very positive use of their experience and expertise while maintaining their availability for specialised deployment when required.
24. North Earlham is one of the busiest fire stations in Norfolk. The USAR team can be called away to urban search and rescue incidents anywhere in the country and when this happens we would not be able to use the North Earlham full-time fire engine. This would affect around 100-150 calls a year. Other fire engines in Norwich would have to attend these calls. Norwich has more fire engines than other areas of the county so calls can be covered more easily than anywhere else<sup>12</sup>.
25. If we deliver all the options in this proposal then King's Lynn North, Gorleston, Dereham, Thetford would all have the same 12 hour a day, seven days a week cover with on-call (retained) back up.
26. We hope to reduce full-time firefighter numbers by staff turnover over three years, rather than needing to make any redundant. Where possible, the majority of these redundancies would be managed through natural wastage and redeployment. Moving retained USAR technicians who are WDS firefighters at other stations to North Earlham would save money on the USAR training budget.
27. **Note this option is incompatible with proposal 2V – to upgrade Dereham to WDS on a 12/7 day basis.**

## Potential impact

28. Part A of the proposal may have a significantly detrimental and disproportionate impact on older and disabled people.
29. This is because the proposal may result in reduced resilience of fire and rescue cover across and slower response times in those areas affected by the proposal. This may lead to an increased threat to life, property and damage to the environment. Older people may be particularly impacted by this, because they are at an increased risk of death from accidental fires and traffic collisions. Disability is also a factor in fire deaths and injury.
30. Because this aspect of the proposal impacts on Norwich it is therefore unlikely to have a rural impact. By moving resources to better match the risk and demand profile this will have a positive impact on service delivery in our rural market towns if all the linked proposals are implemented.

**Other issues to take into account:**

31. The proposal to change working arrangements for staff may have a negative impact on men and women with existing arrangements to manage family/caring responsibilities.
32. Due to the reduced number of posts, the proposal may also impact on our ability to address underrepresentation of some groups of staff (e.g. women and Black and minority ethnic (BAME) people within our service.

## Action to address any negative impact

	Action/s	Lead	Date
1.	Work with Adult Social Services to identify those at greatest risk of fire in rural and urban areas and encourage them to have a home fire risk check, purchase and fit a smoke detector.	Chief Fire Officer	From 1 April 2016
2.	Continue to target older drivers to take up the Norfolk Gold Guidance for the Older Driver Scheme.	Chief Fire Officer	From 1 April 2016
3.	We will provide payment to cover any additional mileage costs incurred by staff as a result of the move in line with Grey Book conditions. Staff being redeployed would be asked for their preferences in terms of location and where possible we would try to accommodate them – but this may not always be possible. If the resultant redundancies cannot be managed by natural wastage and transfers a separate assessment will be needed for redundancy selection to ensure that there is not adverse impact in terms of protected characteristics.	Chief Fire Officer	From 1 April 2016
4.	Liaise with the University at start of the academic year to provide information about fire safety for students.	Chief Fire Officer	From 1 April 2016

## List of evidence used to conduct analysis

### Statutory requirements

The authority has a legal obligation to provide a fire and rescue service and consult on our IRMP (how we plan to provide that service).

### Research Tools

We used computer modelling through the Fire Service Emergency Cover (FSEC) toolkit which has been provided to all Fire and Rescue Services by the government to project the impact of this proposal on service delivery. This system uses historical call data coupled with census data to predict risk and future performance of the FRS against identified risks.

FSEC is outcome focused and predicts how proposed changes to operational provision will affect the number of people at risk, whether more or less fire and road traffic collision deaths are likely and if the economic cost of emergencies increases or decreases. The potential impact of this proposal is detailed in our draft IRMP pages 47 to 53.

### Relevant research about the needs of service users

There are a number of factors that influence risk of an incident occurring in Norfolk, many of which cannot be directly controlled or easily mitigated by NFRS. Monitoring these factors and including them as part of our risk management; enables us to review our procedures and capability to respond.

In particular we review:

- Which lifestyle types are most at risk in Norfolk
- Where the most at risk groups live and work in the County utilising Mosaic data (a computer database providing information on households for given postcodes)
- The number of house fires that have occurred among these groups, and where they have occurred and how we might have prevented the fires from occurring
- Whether we have completed Home Fire Risk Checks in homes occupied by people in these groups and whether the advice and guidance was followed
- Partnerships to improve contact with other at risk groups such as the less mobile
- Road casualties, working with the Norfolk Road Casualty Reduction Partnership
- How well we use our resources to respond to emergencies when they do occur.

**See page 12 - 17 of our draft IRMP**

### Our Service Users

Norfolk has an aging population with a higher proportion of older people living in rural communities where are retained fire stations are located. Disability increases with age and many older people live alone. The estimates for mid-2014 confirm that Norfolk's population has a much older age profile than England as a whole, with 23.4% of Norfolk's population aged 65 and over, compared with 17.6% in England.

## Consultation findings

Title of proposal
<b>CMM030 Redesign of Fire and Rescue full-time (wholetime) emergency response resources</b>

<b>Respondent Numbers</b> – Number and percent agree, disagree and don't know/blank where applicable. If relevant also include numbers of respondents who were service users and carers
<ul style="list-style-type: none"> <li>• There were <b>580</b> responses received for this proposal.</li> <li>• <b>324</b> people (<b>55.86%</b>) disagreed with the proposal</li> <li>• <b>138</b> people (<b>23.79%</b>) agreed with the proposal</li> <li>• <b>118</b> people (<b>20.34%</b>) told us that they did not know if they agreed or disagreed with the proposal</li> </ul>



In addition, a further **7** people did not respond to our question asking if they agreed/disagreed with the proposal but they did provide commentary on the proposal.

## Analysis of responses

Organisation, group or petition responses	
<p>Please describe any petitions received.</p> <p>Please record any groups or organisations which responded.</p>	<p>Three petitions submitted by the Norfolk Fire Brigades Union were received as follows:</p> <ul style="list-style-type: none"> <li>• <b>4,394</b> people signed a petition: urging the Council not to go ahead with the proposed changes (1A, 1B, 2A, 2B); that Norfolk Fire and Rescue Service stop all non-statutory duties; and that council tax contributions to be fully explored and consulted on with regard to maintaining current levels of fire cover in Norfolk.</li> <li>• <b>3,870</b> people signed a petition requesting that no cuts are made to Norfolk Fire and Rescue Service.</li> <li>• <b>584</b> people signed a petition requesting a stop to the cuts within Norfolk Fire and Rescue Service and to consult with the FBU on how to best move forward. The petition lists some of the proposals and states that the changes are “not about making the service better, it is purely about budget cuts.”</li> </ul> <p>A ‘Cuts costs lives’ postcard campaign organised by the Fire Brigades Union expressed concerns that the consultation document was difficult to understand, that proposed cuts should not go ahead, that all non-statutory services should be stopped and requested that changes to council tax be explored to maintain fire cover in Norfolk. <b>1,421</b> postcards were received.</p> <p><b>27</b> respondents told us that they were responding on behalf of a business, organisation or group. These were:</p> <ul style="list-style-type: none"> <li>• About With Friends Workskills Service</li> <li>• Adult Day Care Limited</li> <li>• Aylsham Town Council</li> <li>• Break Charity</li> <li>• Diss Town Council</li> <li>• Great Yarmouth Borough Council</li> <li>• Malcolm Books</li> <li>• Mind</li> <li>• Mums in the Know Norwich</li> <li>• Norfolk County Council and Stonham Home Group</li> <li>• Norfolk Fire and Rescue Service</li> <li>• Norfolk Fire Brigades Union</li> <li>• Norfolk Record Society</li> <li>• North Norfolk District Council</li> <li>• Northrepps Parish Council</li> <li>• Ormesby St Margaret parish council</li> </ul>

	<ul style="list-style-type: none"> <li>• Ormesby with Scratby Parish Council</li> <li>• Parish Council (full name not provided)</li> <li>• Poringland Parish Council</li> <li>• Retained Firefighters' Union</li> <li>• Sheringham Town council</li> <li>• South Norfolk District Council</li> <li>• Swanton Morley Parish Council</li> <li>• Taverham Parish Council</li> <li>• The BUILD Charity</li> <li>• Unite social group.</li> <li>• Your Own Place CIC</li> </ul>
Please summarise all petition or group responses.	<p>A group of adults with learning disabilities who attend an About With Friends Workskills Service voted as follows:</p> <ul style="list-style-type: none"> <li>• 0 agreed with the proposal</li> <li>• 31 disagreed with the proposal</li> </ul> <p>Of the other organisations/groups: <b>7</b> agreed, <b>6</b> disagreed, <b>10</b> did not know and <b>3</b> did not answer.</p> <p>There were no clear themes emerging from those in agreement with the proposal as <b>5 did not provide a reason</b> for their view.</p> <p>Of those that disagreed with the proposal <b>3</b> were concerned about <b>safety</b> and <b>2</b> felt that it was a <b>key service</b> that should not have funding cut.</p> <p>The main reason given by those unsure, or not answering the question, was <b>2</b> respondents concerned it would lead to a <b>poorer service</b>.</p>

Looking at all of the responses, are there any consistent, repeated or notable reasons given for people's views in...	
Agreeing with the proposal?	<p><b>138 (23.79)</b> of people who responded to this question agreed with the proposal.</p> <p><b>104</b> of the <b>138</b> people who agreed with this proposal <b>did not give a reason</b> for their viewpoint. Some wrote freetext responses such as "seems sensible" or "We are all in it together", but the vast majority wrote nothing so we cannot know the reasons for their agreement.</p> <p>Of the people that provided an explanation for their answer the main reasons for agreeing were:</p> <p><b>12</b> people <b>provisionally agreed</b> with the proposal, for example if it <b>did not impact on safety or response times</b> "Rationalisation of service provision to save upfront cost seems logical, subject to the cost in life or property not being unduly affected." or <b>only if firefighters agreed/</b> were willing to be relocated "In principal, are you confident that personnel will relocate to a different town?"</p>

	<p><b>11</b> respondents felt the proposal would result in a more <b>efficient</b> use of resources. "These changes seem to me to be concerned with improving efficiency rather than cutting coverage, so I broadly approve." and "Redeployment of resources to match risk seems sensible".</p> <p>There were no other clear themes emerging from the comments made by people in agreement with this proposal.</p>
Disagreeing with the proposal?	<p><b>324 (55.86%)</b> of people who responded to this question disagreed with the proposal.</p> <p><b>161</b> of the <b>324</b> people disagreeing with the proposed strategic vision <b>did not give a reason</b> for their viewpoint so we cannot know the reasons for their agreement.</p> <p>Of the people that provided an explanation for their answer their main reasons for disagreeing were:</p> <p><b>53</b> respondents disagreed with the proposal as they were concerned about <b>safety</b> and increased <b>risk and loss of life</b>. "Making such changes to a fire service that is already one of the cheapest and most efficient in the country can only but further risk lives, homes, businesses and our environment further. We need to be protected as a service and as communities." Concern was also expressed about <b>firefighter safety</b> "Reducing number of firefighters in a brigade that is already running at a critical level will only have a devastating effect on members of the public and firefighters safety."</p> <p><b>53</b> people were <b>critical</b> of the proposal, for example stating the proposal was <b>too complex</b> or would only make a <b>small saving</b> "A lot of change, disruption for little/marginal benefit. Simply not worth it." and that <b>information was misleading</b> "You know full well that the retained cover struggles. These guys do a great job, but quite often cannot commit so stop trying to sell them as the cure to cuts!" Some questioned the <b>logic</b> behind the proposal "If Dereham is identified as a market town that needs more support, why move USAR to Earlham where there is already wholtime cover instead to using them to better effect at Dereham?"</p> <p><b>42</b> people disagreed with the proposal as they <b>were not in full agreement with changing the use of USAR</b>. Respondents felt that USAR were not suitably <b>skilled</b> to fulfil the role of a firefighter "To move USAR staff to Norwich is beyond comprehension, they are under skilled for the role and will not provide sufficient resilience to the busy city area", and raised concerns about how a regular <b>firefighting cover</b> would be provided if USAR were called away or the national <b>funding stopped</b> "... how can you move them to Earlham which is the busiest appliance in the Brigade. If you did this then when USAR are training or out of County there will be no fire appliance available. Plus if the government grant is cut that will then shut the station." It was suggested by some that USAR was <b>not an essential service</b> "Although I understand the USAR is a national</p>

	<p>resource, I don't believe it is a resource that Norfolk needs, or needs to provide. The specialist and technical capabilities they provide are vastly over the top for Norfolk's requirements. It certainly shouldn't be provided at the expense of full-time firefighters, whose services are more in demand within Norfolk, particularly if the main reason for this is to save money!"</p> <p><b>23</b> people were concerned about the <b>consequences for service delivery</b> "This would reduce Wholetime firefighter numbers significantly impacting on fire service performance." and "... cannot accept any proposal which will mean the reduction of fire cover in Norfolk either by station closures, reducing fire appliances and firefighter and ultimately a reduction in safety for the firefighters and the people of Norfolk."</p> <p><b>15</b> respondents did not agree because <b>fulltime firefighter jobs would be lost</b> "This would reduce Wholetime firefighter numbers significantly impacting on fire service performance." and "we should be investing in firefighters not reducing their numbers."</p>
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**Don't know: Of the 'Don't Know' responses (and where explanatory text is provided), what are the main reasons why people are unable to come to a clear decision?**

**118** people (**20.34%**) told us that they did not know if they agreed or disagreed with the proposal. **7** people did not answer the question but provided commentary on the proposal.

**94** of the **118** people that were not sure if they agreed or disagreed with the proposal **did not give a reason** for their viewpoint. Some wrote freetext responses such as "unsure" but the vast majority wrote nothing so we cannot know the reasons for their agreement.

Of the people that provided an explanation for their answer the main reasons given were:

**13** respondents were **critical** of the proposal saying they found it **hard to understand** "Seems to be too many options and confusing for anyone outside the service to have an opinion on...." or questioned the **logic** behind the proposal "These options are very complicated to follow. Feel I don't understand enough about it. If North Earlham is busiest it doesn't seem sensible to leave it exposed if USAR are called elsewhere."

**7** people questioned the **safety** implications of the proposal "To what extent would the public be more at risk?" and "Concern that this might affect services and times that firefighters life-saving arrive at an incident."

There were no other clear themes emerging from the comments made by people answering "don't know" to this proposal.

**Analyst notes**

<p>Any other things you think report writers should know when presenting findings</p>	<p><b>3</b> respondents raised a <b>legal</b> issue relating to this proposal. One stated that unions must be in agreement with the proposal, one raised concerns about the <b>terms and conditions of USAR funding</b> and whether the team would be able to meet requirements if it was also providing emergency response cover "...I have serious concerns about the viability of this proposal and the impact it will have on the ability of the USAR team to perform the role which it is expected to do according to the USAR concept of operations which is a DCLG (government) document outlining the expectations of USAR teams". Another raised an issue in relation to the <b>funding agreement for North Earlham station</b> "The fire station at North Earlham was built in 2005/6 and at the time we were given the understanding that part of the funding used to build this new station was that it had to provide employment for local people within the community. To ensure that this was possible a Retained unit was included within the station design. However, the proposals within the draft IRMP include the removal of the Retained unit at North Earlham and we question whether such a move would have any adverse implication considering the original agreement."</p> <p>In total <b>72</b> people were <b>critical</b> of this proposal. In addition to comments made by those disagreeing with the proposal (see Disagree section), other criticisms from those in agreement or answering 'don't know' included "confusing" "complicated to follow" and "what happens when the government grants that fund the USAR team are ceased?"</p> <p><b>68</b> respondents specifically mentioned the proposal to <b>change the use of USAR</b>. Of those explicitly stating a preference for the location of USAR:</p> <ul style="list-style-type: none"> <li>• <b>29</b> supported USAR remaining at Dereham to provide emergency cover there.</li> <li>• <b>5</b> respondents supported relocating USAR to North Earlham</li> </ul>
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Summary completed 20/01/16, Business Intelligence and Performance Service

# Responses to strategic intentions and other ideas

**Museums - One idea we've had for saving money between 2017-19 is to change how the Norfolk Museums Services operates, by creating three main museums (at Norwich Castle, Gressenhall and Time and Tide) and reclassifying the other seven museums as community sites. These community sites would have regular opening hours, but offer a more basic service**

## Respondent Numbers

249 people responded to our questions about our ideas for the Museum Service.

## Organisation, group or petition responses

Please describe any petitions received.

No petitions were received.

Please record any groups or organisations which responded.

19 respondents told us that they were responding on behalf of a business, organisation or group. These were:

- Caistor Roman Project
- Cromer Library Users Group
- Cromer Town Council
- Diss Town Council
- Malcolm Books
- Mums in the Know Norwich
- Norfolk County Council and Stonham Home Group
- Norfolk Record Society
- North Norfolk District Council
- North Norfolk Older People's Forum
- Northrepps Parish Council
- Parish Council (unspecified)
- South Norfolk District Council
- The Norfolk and Norwich Archaeological Society
- Thetford Town Council
- Unite social group.
- University of Cambridge
- Watermark (freelance editing and local history research)
- Your Own Place CIC

Please summarise all petition or group responses.

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11 of the groups/organisations made comments about our proposals for Community Sites, in some cases disagreeing with particular museums not being considered for Main Site status. Others agreed with the principle of creating Community Sites: "Museums can be run

	effectively by community groups/charitable bodies on a voluntary basis".
	7 of the groups/organisations referred to the Museum Service as "valued", "important", "key", or "essential" with respondents referring to their role in education, tourism and the community.

Themes	
<p>77 people commented specifically on the part of our ideas for the future that is about developing 7 "<b>community site</b>" museums.</p> <ul style="list-style-type: none"> <li>Some respondents said that this was a <b>sensible idea in theory but had questions about the practice or wanted more detail</b>: "Possibly a sensible and constructive idea, but what about King's Lynn? This is one of Norfolk's historical gems and should not be left out of the thinking.", "what kind of services would 'a more basic service' involve? What ways have you considered for local 'community' museums to move towards self-funding, through various activities, including selling goods and services (e.g. tea and snacks)? Is the museum at Diss recognised?"</li> <li>Some respondents <b>challenged the selection of main sites</b>, suggesting other museums should be considered. Thetford museum, in particular, was singled out for praise and responses asking that it be considered as a Main Site. Respondents drew attention to the fact that Thetford Museum has won awards and has an important role in relation to the Sikh community because of the Duleep Singh collection "Thetford's Ancient House Museum has just won an award as being the County's best small tourist attraction, it has won an award for its education service - and in an area with low aspirations this is surely worth defending...The Ancient House, itself a great attraction as an historical building, is part of the attraction of Thetford to visitors bringing much needed revenue and life to the community - to down grade the museum's status and what it offers the community is short-sighted at the very least ". Others commented that there should be a <b>Main Site museum in the west of the county</b>: "Why are the three museums which will continue to offer the regular service all in the East of Norfolk? Please reconsider and make sure provision for a decent museum service remains in West Norfolk".</li> <li>Others disagreed with the approach of community sites, feeling that it would mean losing the <b>valuable services provided by museums currently within communities</b>, including education, outreach work and social wellbeing: "By doing this the people of Norfolk will lose a huge amount of community engagement. For instance Ancient House Museum is one of the smallest sites, but delivers some of the most innovative projects that have proven benefits to their visitors. If they are downgraded and lose staff this will end. They have schools travelling from as far as Birmingham because of the quality of their learning sessions. They have been heavily involved in a renaissance of traditional skills in the local area, not only teaching but developing groups. The team offer a cradle to grave learning programme. Local parents can access an under 5 yrs club, and there are similar groups from 6 years to teenagers. "</li> <li>For others, the suggestion of making 7 museums community sites was seen as <b>providing a lesser service</b>: "I do not agree with what is really a downgrading of museums and the professional service they provide.". Some respondents singled out specific museums that they felt should be kept open/not changed: "Keep Thetford museum open", "Essential King's Lynn Museum remains open", whilst others were <b>concerned that a change in the status of local museums</b></li> </ul>	

**could lead to them closing altogether:** “This could potentially 'kill' the 7 non-main museums. Probably better to look for alternative ways to deliver these.”

- Some respondents **supported the idea of community sites**, seeing it as “worth investigation and development”, that it would “function quite well in offering a basic service”, would “yield savings” and could be a “positive change”

58 responses **critiqued, criticised or questioned our approach**, including saying that there was not enough information provided to comment on: “Would need more information before I could comment”, “It all depends what is meant by “a more basic service”. Others said that they wanted to know which the other seven sites were that we mentioned in the proposal that could become Community Sites: “I don't know what the other 7 are so can't comment”

36 respondents described the **importance of museums for education**, emphasising the role played with school groups in particular: “Museums play an important part in educating children”, and “The Museums in Norfolk offer a wonderful learning experience especially for children and are accessible to all because of their low cost. I think the educational value is significant and the work they carry out is invaluable.” Several respondents also mentioned the value of the Ancient House Museum’s “growing and thriving teenage history club”.

36 people made comments about the **intrinsic importance of museums**, their role in teaching people about history and the opportunity for communities to learn about their cultural heritage. People described Norfolk as having “a diverse and rich historical offer”, museums as “belonging to the cultural heritage of us all”, and that “museums are very important as signposts to the past and helping us make sense of our identities”. The current service offered by Norfolk’s Museum Service at all of its museums was described as “wonderful”, “important” and “excellent”.

35 people described the **importance of museums for the local economy, including tourism**: “museums should be at the heart of our tourism strategy”, “The views of visitors to the county is important. Anything to maintain/improve the quality of the experience of tourists is, surely, to be welcomed. Removing the availability of museum might have a detrimental effect on the experience of tourists with consequent loss of revenue to the area” and “Heritage is an important part of the local economy and a local museum is a draw for many visitors, even if it isn't the main reason for their visit.”

34 respondents made comments about the **important role museums have in local communities**, describing them as “exciting community spaces”, and important for “wellbeing for older people”. Some respondents described the community activities undertaken by their local museums: “an important venue for the local community, with such programmes as spinning and ‘knit and natter’”. Others emphasised that because of this community element to museums, the idea of Community Sites is a good one and local communities are well placed to be more involved: “Museums can be run effectively by community groups/charitable bodies on a voluntary basis”, “I am a Friend of Cromer Museum and it seems at present that it's most valuable activity is meeting, chatting and reminiscing among locals, which well suits the notion of the 'community museum’”

31 people described the Museum Service as **important**, using terms like “essential”, “highly respected”, carrying out “invaluable” work, and being “highly valued locally”.



## Ideas

31 people suggested ideas or alternatives to help us with our thinking about the Museum Service 2017 – 19. These included:

- **Funding and revenue:** reconsider the pricing structure of the museums family pass, run more paid for events in museums – specialist talks and lectures, more income generation ideas to help to subsidise the service – example given of the Blackpool Wedding Chapel, local sponsorship, charge for the museum clubs, more promotion of the service, make all museums free.
- **Estate and objects:** look at integrating museums with local schools, utilise the sites more for corporate events, weddings etc., combine museums into super-establishments, transfer objects to the UEA, bring back the Regimental Museum, travelling exhibitions in rural parishes, allow local residents to hire items to display in their homes.
- **Venue purpose and use:** encourage travel companies to include museums on their itineraries, make museums wedding venues, use the museums for public events, create a residents pass for the museums, open museums only at weekends and during holidays, offer parcel collection points in the museums.
- **Governance:** select one museum site to be trialled as a community site first before rolling out the idea to others, create a trust to run the museums.
- **Community sites:** link with DWP/Job Centres to offer work placements, more small exhibitions and events, share best practice.

## Analyst notes

Any other things you think report writers should know when presenting findings	58 respondents made comments <b>critiquing our ideas or approach</b> . This included comments that there is not enough information provided to allow for people to understand what we are proposing, that more information about what a more basic service means is needed, critique of the current service, and criticism of the wording of the consultation.
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**Summary completed 20/01/16, Business Intelligence and Performance Service**

## Responding to flooding emergencies

Summary of proposal
<p>Currently a key part of our emergency response is the ability to respond to major incidents, such as transport accidents, wide area flooding, environmental contamination and collapsed buildings.</p> <p>After the floods of 2007 we received grant funding from Government to help us respond to flooding - this was in addition to a grant allocated by the County Council. This allowed us to set up a specialist water rescue and flooding service. In return for this grant, we were expected to attend incidents outside Norfolk, providing specialist expertise across the country. However, this national funding is coming to an end in 2017.</p> <p>By law we do not need to provide a specialist water rescue and flooding service so we could end the specialist service. If, however, we want to keep providing a flood response for Norfolk after 2017, we would have to save money from elsewhere in order to fund it.</p> <p>To help us with our plans for the future we are interested in your views on this.</p>

Respondent Numbers – Number and percent agree, disagree and don't know/blank where applicable. If relevant also include numbers of respondents who were service users and carers
<p><b>Do you agree or disagree that it is the role of Norfolk Fire and Rescue to provide a water rescue and flooding service?</b></p> <ul style="list-style-type: none"> <li>• There were <b>594</b> responses received for this question.</li> <li>• <b>388</b> people (<b>65.3%</b>) agreed</li> <li>• <b>67</b> people (<b>11.3%</b>) disagreed</li> <li>• <b>139</b> people (<b>23.4%</b>) told us that they did not know if they agreed or disagreed</li> </ul>

## Analysis of responses

Organisation, group or petition responses	
Please describe any petitions received.	Three petitions submitted by the Norfolk Fire Brigades Union were received as follows:
Please record any groups or organisations which responded.	<ul style="list-style-type: none"><li>• <b>3,870</b> people signed a petition requesting that no cuts are made to Norfolk Fire and Rescue Service.</li><li>• <b>584</b> people signed a petition requesting a stop to the cuts within Norfolk Fire and Rescue Service and to consult with the FBU on how to best move forward. The petition lists some of the proposals and states that the changes are “not about making the service better, it is purely about budget cuts.”</li></ul>
	A ‘Cuts costs lives’ postcard campaign organised by the Fire Brigades Union expressed concerns that the consultation document was difficult to understand, that proposed cuts should not go ahead, that all non-statutory services should be stopped and requested that

	<p>changes to council tax be explored to maintain fire cover in Norfolk. <b>1,421</b> postcards were received.</p> <p><b>26</b> respondents told us that they were responding on behalf of a business, organisation or group. These were:</p> <ul style="list-style-type: none"> <li>• Adult Day Care Limited</li> <li>• Aylsham Town Council</li> <li>• Break Charity</li> <li>• Broadland Older People's Partnership</li> <li>• Cromer Town Council</li> <li>• Diss Town Council</li> <li>• Malcolm Books</li> <li>• Mind</li> <li>• Norfolk County Council and Stonham Home Group</li> <li>• Norfolk Fire Brigades Union</li> <li>• Norfolk Record Society</li> <li>• North Norfolk District Council</li> <li>• Poringland Parish Council</li> <li>• Sloley Parish Council</li> <li>• Smallburgh Parish Council</li> <li>• Snettisham Parish Council</li> <li>• Somerton Parish Council</li> <li>• Stalham Town Council</li> <li>• Swanton Morley Parish Council</li> <li>• Tasburgh Parish Council</li> <li>• Taverham Parish Council</li> <li>• The BUILD Charity</li> <li>• Your Own Place CIC</li> <li>• Three respondents said they were responding on behalf of a group or organisation but did not give details.</li> </ul>
Please summarise all petition or group responses.	Respondents were not asked to provide a reason for their view.

<b>Looking at all of the responses, are there any consistent, repeated or notable reasons given for people's views in...</b>	
Agreeing with the proposal?	Respondents were not asked to provide a reason for their view.
Disagreeing with the proposal?	Respondents were not asked to provide a reason for their view.

**Don't know: Of the 'Don't Know' responses (and where explanatory text is provided), what are the main reasons why people are unable to come to a clear decision?**

Respondents were not asked to provide a reason for their view.

**Analyst notes**

Any other things you think report writers should know when presenting findings

Although respondents were not asked to explain why they answered agree/ disagree/ don't know many did comment on flooding as part of the other proposals. The main points raised were:

- **19** people recognised that flooding was already a risk, and one that was likely to increase in future
- **7** people commented that the fire and rescue service did not have a statutory duty to provide a flooding response, with **5** suggesting that the government should make it statutory.
- **11** people felt that the government should continue to fund the flooding response service.

**Summary completed 21/01/16, Business Intelligence and Performance Service**

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1 The **protected characteristics** are: age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

Having due regard to the need to advance equality of opportunity might mean:

- (a) Removing or minimizing disadvantages suffered by people who share a relevant protected characteristic that are connected to that characteristic;
- (b) Taking steps to meet the needs of people who share a relevant protected characteristic that are different from the needs of others;
- (c) Encouraging people who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such people is disproportionately low.

## 2 Prohibited conduct:

Direct discrimination occurs when someone is treated less favourably than another person because of a protected characteristic they have or are thought to have, or because they associate with someone who has a protected characteristic.

Indirect discrimination occurs when a condition, rule, policy or practice in your organisation that applies to everyone disadvantages people who share a protected characteristic.

Harassment is “unwanted conduct related to a relevant protected characteristic, which has the purpose or effect of violating an individual’s dignity or creating an intimidating, hostile, degrading, humiliating or offensive environment for that individual”.

Victimisation occurs when an employee is treated badly because they have made or supported a complaint or raised a grievance under the Equality Act; or because they are suspected of doing so. An employee is not protected from victimisation if they have maliciously made or supported an untrue complaint.

3 Having due regard to the need to foster good relations between people and communities involves having due regard, in particular, to the need to (a) tackle prejudice, and (b) promote understanding.

4 Eighty-three percent were male and 75% were white British and 8% were white other.

5 Sixty-four percent were male, 83% were White British and 11% other white other.

6 Eighty-three percent of victims were male and 17% female. Sixty-seven percent of the victims were White British, 16% Other Black and 17% not known or recorded.

7 Fifty percent of victims were male and 50% female. Sixty-five percent of the victims were white British, 23% not stated/recorded, 8% other white, and 4% any other ethnic origin.

8 Eighty-three percent were male and 75% were white British and 8% were white other.

9 Sixty-four percent were male, 83% were White British and 11% other white other.

10 Eighty-three percent of victims were male and 17% female. Sixty-seven percent of the victims were White British, 16% Other Black and 17% not known or recorded.

11 Fifty percent of victims were male and 50% female. Sixty-five percent of the victims were white British, 23% not stated/recorded, 8% other white, and 4% any other ethnic origin.

12 If USAR were deployed nationally cover would be provided by the two other WDS stations in Norwich - Sprowston and Carrow during the period of deployment. Based on current workloads this would impact on 10% to 15% of fire calls to North Earlham, which is the second busiest station in Norfolk. This equates to 100 to 150 calls per year. As Norwich has the densest coverage of fire engines in the county the gap can be filled more easily than elsewhere.