



Communities Select Committee
18 May 2015

Emergency Services Collaboration Programme

Purpose of the report: Scrutiny of Services and Policy Development

Surrey Fire and Rescue Service (SFRS) has been working as part of the Emergency Services Collaboration Programme for nearly two years and this paper is to provide an update on progress. Successful delivery of this programme is key to minimise the impact of the medium term financial plan on frontline fire and rescue service capability.

Introduction:

1. The Emergency Services Collaboration Programme (ESCP) forms part of the Surrey County Council Public Service Transformation Network activity. The partners in this programme include: East Sussex, Surrey and West Sussex Fire and Rescue Services; Surrey and Sussex Police Forces; and South East Coast Ambulance Service NHS Foundation Trust (SECamb). Other partners, including mental health providers are also closely involved in the programme.
2. The ESCP has the aims of:
 - improving service to the public
 - responding to the changing pattern of demand
 - reducing costs and increasing resilience and
 - removing overlaps between services.
3. Emergency services organisations respond to an extraordinary range of incidents and provide a very good service to local residents. Yet they have traditionally done so with limited collaboration. National reports have highlighted the need for local areas to respond to changes in demand for services. Locally, partners recognised that, by working more collaboratively, they would be in a stronger position to respond to emergencies across Surrey and Sussex, saving more lives and improving the quality of life for residents. This would also help deliver the efficiencies needed.

4. Projects within the programme vary in their complexity and in the time and resource needed to deliver them – some are already delivering results, whilst others will take longer to design and implement and for the benefits to be realised. The work streams are outlined in the main body of this paper.

Joint Contact, Control and Dispatch

5. An early priority is to improve the way that information is shared and transferred between partners. Surrey Police secured £750,000 from the Home Office's Police Innovation Fund, which is being used to support this work. An electronic “point-to-point” information link was piloted in early 2015, to allow fast information transfer between Surrey Police and Surrey Fire and Rescue.
6. The introduction of a new Direct Electronic Information Transfer (DEIT) system will link existing command and control systems to ensure there is a ‘common picture’ across emergency services and is a crucial foundation for enabling greater collaboration. The procurement process for a DEIT Hub has been completed and the Hub was in place by the end of January 2015. It is expected to go live initially with SFRS and Surrey Police in May/June 2015.
7. The programme has also continued to explore longer term options. This involves options for integration and collaboration with different partners in relation to contact, control and dispatch (potentially with co-located accommodation, integrated ICT systems and, for some partners, multi-skilled call/dispatch handlers). Within this, there is potential for collaboration beyond the partners, to include other agencies such as mental health and social care and to incorporate complementary capabilities, such as co-ordination of CCTV functions.
8. A further joint Surrey and Sussex Police Innovation Fund bid was submitted to assist with progressing pilots around the initial stages of the road map for potential co-location, and £740,000 has been awarded to fund this work over the next two years. This includes pilots on “hear and solve” (which is desk based resolution - initial scoping work is now complete and a proof of concept is planned to start for Surrey in April with Sussex later in the summer), better use of online reporting, integrated CCTV and mental health practitioners at the point of report. These Police-only projects are reporting back into the ESCP programme governance on progress and benefits.

Joint operational response

9. The programme is considering how to co-ordinate better the deployment of assets and how to make best use of the assets deployed.
10. **Intermediate Emergency Care:**
 - 10.1 This is a key project to improve the skills and equipment of fire fighting staff in relation to certain health emergencies. Currently discussions are ongoing with representative bodies to look at the possibility of developing a scheme which could see firefighters respond to certain clinical emergencies in the

same capacity as the ambulance service's community first responder scheme. This scheme sees volunteers respond to certain cardiac related incidents in their local communities but are always backed up an ambulance response.

- 10.2 These issues are not preventing new cohorts of SFRS personnel being trained (to date over 230 fire-fighters and officers) and those already trained are using their new clinical skills at fire incidents. In effect these individuals are becoming 'champions of change' as they are on the front line, using their new clinical skills at fire incidents, improving outcomes for those involved.
- 10.3 This project was funded in 2014/15 through a grant from the Leader for £150,000 and will be continued in 2015/16 with a DCLG Fire Transformation Fund grant of £337,000. This collaboration between SFRS and SECamb will provide immediate emergency care responder training for all front line fire fighters and well as trauma equipment and defibrillators on fire engines, officer cars and 4x4 vehicles.
- 10.4 The money will also be used to provide publicly accessible defibrillators at all Surrey fire stations supported by community awareness days, to help improve understanding in how to prevent and deal with an out of hospital cardiac arrest.

11. **Forced entry and boarding up:**

- 11.1 The change in process, which now sees SFRS providing a service to SECamb for gaining entry in welfare cases, went live in December and is proving very effective and popular with SECamb. Previously, the ambulance service would normally contact the Police for such assistance.
- 11.2 In the first three months of 2015, SFRS support has been requested 175 times with an average response time of less than 8 minutes. A new contract for a joint emergency services boarding up service across Surrey and Sussex was implemented on 30 January 2015.
- 11.3 For example, SFRS were requested to gain forced entry on behalf of SECamb who were in attendance but were unable to enter the premises. SFRS arrived within 3 minutes of being mobilised and once entry had been gained they found an elderly casualty unconscious and not breathing. Both Ambulance and trained immediate emergency care responder Fire crews worked together in resuscitating the patient. The patient was removed to hospital for further care and fire crews secured the premises before leaving the scene, removing the requirement for a boarding up contractor. This is an example of the difference that Fire is making by leading on forced entry for health emergencies with SECamb.

12. **Missing Persons:**

- 12.1 A pilot process to pass notification of missing persons between Surrey Police and SFRS has been in place for over 5 months.

12.2 There have been some notable successes in relation to fast time notifications in recent weeks where SFRS have helped achieve a rapid positive result working with Police colleagues. This is as a result of SFRS now being routinely called to complete thermal imaging surveys for relevant missing persons - an arrangement that was not in place prior to this pilot.

12.3 For example, Surrey Police requested SFRS to assist with the search for a 5 year old girl who had gone missing. This was specifically to search the property using thermal image cameras. SFRS crews supported the Police and located the girl within 10 minutes of attending the scene.

Joint operational support functions

13. There is considerable potential in joining up operational support functions.

14. Work is ongoing to consider the opportunities for developing an integrated transport function (ITF), including collaborative fleet and equipment management.

14.1 The ITF programme was awarded £5.96m from the DCLG Fire Transformation Fund to support the implementation of a future delivery model.

14.2 Considerable work has been done to scope the ITF projects and provide clarity about the 'deliverables' as grant monies are available in financial year 2015-16, making it essential to make good progress. Work is under way on a number of the early projects including fuel management, vehicle recovery and accident repairs.

14.3 Governance structures are being put in place to ensure that there is appropriate oversight over how the £5.96m funding will be used, there is clarity over roles and responsibilities, and that there is sufficient programme office and other support for its effective delivery.

15. We are also looking at the potential for greater collaboration in other areas of operational support, however resources have been prioritised into other areas of work.

Joint prevention programme

16. A report was commissioned into the way prevention is delivered across Surrey and Sussex. It identified a complex structure within which these key activities are delivered along with some notable practice. Key areas for consideration were identified in:

- a) Governance and leadership
- b) Information sharing – data and intelligence
- c) Communications

17. An integrated approach to prevention between emergency service partners and beyond, for example those working with troubled families or

- in social care and mental health, could help improve community safety and reduce demand for services. Discussions are underway about how this might be progressed.
18. A considerable amount of work is already being undertaken elsewhere by a number of public bodies on this. For example, a 2 year programme to improve public sector response to crisis for people with mental health problems in Surrey, supported by a £1.525m DCLG Transformation Challenge Award, is being scoped by Surrey County Council in order to introduce a new service delivery model. Chiefs have therefore decided not to duplicate efforts with additional projects within the programme but to support this existing activity instead.
 19. The ESCP is already delivering a number of prevention projects:
 - 19.1 **Mental health pilot:** A pilot placement of mental health practitioners from Surrey and Borders NHS Foundation Partnership into the Surrey Police contact centre has been progressing extremely well. This started in early December and is now being expanded to provide capability seven evenings a week. This has enabled joint, informed decisions at the point of report resulting in a better response to those suffering mental health crises.
 - 19.2 **Frequent callers:** The programme has begun a pilot to identify frequent callers across SECAmb, SFRS and Surrey Police. However, the impact of reviewing frequent caller cases which are common to emergency services has been very restricted by concerns about data protection issues. Following supportive advice from the Information Commissioner, an 'Information Sharing Agreement' is now being drafted to try to address these concerns

Governance:

20. In order to manage this ambitious transformation programme involving six emergency services organisations across a range of local authority areas effectively, robust governance arrangements have been developed.
21. The programme is overseen by a Strategic Board, which sets the direction for the programme and provides an on-going steer on its scope and priorities. The Strategic Board membership is made up of the Chief Officers from all of the emergency services signed up to the programme. Other attendees include the strategic leads, the ESCP strand lead, ESCP programme manager, project managers and the programme communications lead. Representatives from key partner agencies (non 999) also attend to inform decision making.
22. There is also a Political Stakeholders' Steering Board (PSSB) which provides a forum for political stakeholders to be involved in the governance and administration of the services involved in the ESCP to ensure appropriate political oversight of, and support for, the programme.
23. At the inaugural meeting of the PSSB on 1 April 2015, Kay Hammond (SCC Associate Cabinet Member – Fire and Police) was elected Chair

with Mark Streater (Deputy Police and Crime Commissioner for Sussex) as the Vice Chair.

24. Whilst the PSSB represents the formalised joint process for engagement with political stakeholders, chief officers will continue to update their individual political stakeholders on a regular basis. Similarly, some formal decisions associated with the ESCP work will need to be taken through the normal governance arrangements of the individual partner organisations.

Conclusions:

25. There is real potential to improve services to the public whilst increasing resilience and reducing costs through collaborative working. Early benefits are being achieved across the partnership and making a real difference to the communities of Surrey.

Recommendations:

26. The Select Committee note the work being undertaken within (the) ESCP and endorse the continued engagement with the programme, particularly:
- a) The Joint Contact, Control and Dispatch project currently supported by Police Innovation funding.
 - b) The Immediate Emergency Care Responder project, including provision of public access defibrillators, supported by the £337,000 grant.
 - c) The development of a potential Integrated Transport Function, supported by the £5.96m grant.
 - d) The governance arrangements for the ESCP and the role of the Political Stakeholders' Steering Board.

Next steps:

Work on the ESCP will continue. Updates and key decisions relating to the programme will be brought to the Communities Select Committee, as appropriate, in order to satisfy the governance requirements.

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Sources/background papers:

Papers for SCC Cabinet meetings on 22 October 2013 and 4 February 2014