



Resident Experience Board
30 June 2016

**Emergency Services Collaboration Programme -
How we can deliver a safer, more coordinated community response
focusing on the needs of our residents**

Purpose of the report: Scrutiny of Services

This paper provides an update on the Emergency Services Collaboration Programme (ESCP) between emergency services in Surrey and Sussex.

Introduction:

1. The aim of this paper is to provide an update on the Emergency Services Collaboration Programme (ESCP) and also explain how risk and resources are managed within the Service to mitigate the impact on discharging the statutory duties of the Fire and Rescue Authority.
2. Partners from six emergency services in Surrey and Sussex¹ are working together to co-design the way services are delivered. The services have formed the Emergency Services Collaboration Programme. The aim of the ESCP is to co-design the way services are delivered across this region to improve delivery, reduce cost, increase resilience and remove overlaps between services. In this way, we can save more lives and improve the quality of life for residents, whilst helping to deliver the efficiencies needed. The Programme's vision is:

"The Programme is outcome-focused and has the joint aims of:

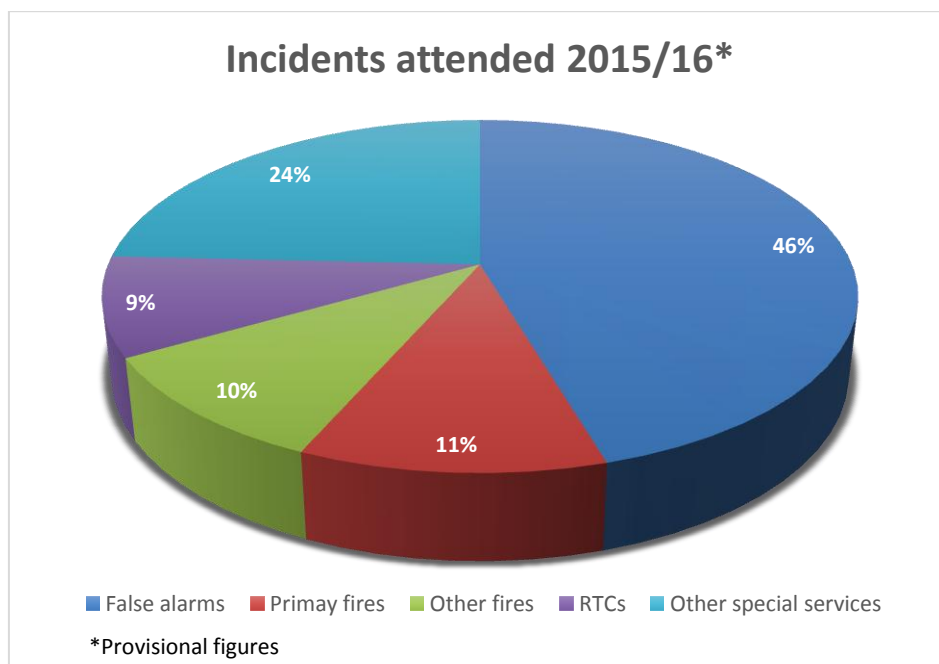
- *sustainably improving service to the public,*
- *reducing costs and increasing resilience,*
- *reducing overlap in service provision,*
- *and responding to the changing patterns in demand."*

3. The Programme has been in place for three years, and we currently operate Integrated Transport and Immediate Emergency Care Projects, and have plenty more planned in the future. Surrey firefighters now provide assistance to other emergency services for certain health emergencies, missing persons and are also providing assisted when patients are unable to open their doors to the ambulance staff. Our work has been recognised nationally by the Improvement and Efficiency Awards 2016,

¹ East Sussex Fire and Rescue Service, South East Coast Ambulance Service NHS Foundation Trust, Surrey Fire and Rescue Service, Surrey Police, Sussex Police, West Sussex Fire and Rescue Service

where we won gold in the 'working together category'. Work is ongoing to deliver longer-term, more complex projects.

4. There are three broad themes within the ESCP programme:
 - a) Contact, control and dispatch - how best to coordinate and integrate arrangements for handling 999 and other calls.
 - b) Integrated Transport Function - to deliver a joint emergency service transport function.
 - c) Operations - this theme includes a range of projects considering what partners can do with and for each other when there is an incident and how arrangements behind the scenes can be better joined up.
5. This work is in line with Government policy and direction. The Policing and Crime Bill 2016 is looking to introduce a duty on emergency services to “*keep under consideration whether entering into a collaboration agreement with one or more other relevant emergency services...could be in the interests of efficiency or effectiveness of that service and those of other services.*”
6. Surrey Fire and Rescue Service’s (SFRS) involvement in the ESCP is a key part of the draft Public Safety Plan 2016 -2025 refresh and is intended to help deliver the savings required from the medium term financial plan, as well as working towards the Government’s agenda on transformation within the emergency services. These collaborative changes will reform the role of the fire and rescue service.
7. Nationally, the fire and rescue service has seen a reduction in demand of 42% over the last 10 years whilst demand on police and ambulance services has been increasing year on year.
8. In 2015/16, SFRS attended about 11,800 incidents:



9. The table below shows the number of incidents since 2010.

	2014/15		2013/14		2012/13		2011/12		2010/11	
	Number	%	Number	%	Number	%	Number	%	Number	%
False alarms	5,398	50%	5,329	48%	4,975	50%	4,946	46%	4,994	46%
primary fires	1,348	13%	1,383	13%	1,355	14%	1,483	14%	1,431	13%
other fires	978	9%	1,173	11%	946	10%	1,716	16%	1,898	17%
RTCs	947	9%	923	8%	961	10%	963	9%	999	9%
other special service	2,061	19%	2,212	20%	1,622	16%	1,646	15%	1,630	15%
TOTAL	10,732		11,020		9,859		10,754		10,952	

10. The level of resource in SFRS has not reduced in line with changes in demand because of the requirement for speed and weight of attack in an emergency situation, therefore this creates what could be termed as irreducible spare capacity. In order to improve efficiency, effectiveness and to promote public safety, SFRS is exploring opportunities to utilise this capacity in support of emergency services partners where it is appropriate to do so. At the same time we propose to review the way that the Service has historically responded, for example to automatic fire alarms. This is because over the last five years, we have been called out to 16,358 automatic fire alarms, of which 97% were false alarms.

Key themes of the Emergency Services Collaboration Programme

Background information on the three key themes of the Emergency Services Collaboration Programme is set out below:

Contact, Control and Dispatch

11. Under this theme, the Programme is looking at how best to co-ordinate and integrate arrangements for handling 999 and other calls into the emergency services. It aims to deliver a joint mobilisation platform (system to control the incidents reported and deployment of assets to respond to it), a single mapping system (so all partners have the same location detail), technology to make it possible to transfer incidents more quickly between partners who are not on the same mobilising platform and to explore the potential to co-locate the control centres of some partners. The Service is actively working with Police colleagues from Surrey and Sussex in this area.

Integrated Transport Function

12. The provision of suitable and sufficient vehicles and equipment is critical to the effective and efficient delivery of services to the public. Therefore, having appropriate support arrangements in place to ensure these capabilities are available when needed is essential in achieving the operational requirements of the emergency services.

13. The Integrated Transport Function will deliver joint arrangements for many aspects of procuring, maintaining and repairing emergency and support vehicles and equipment used by the emergency service partners in Surrey and Sussex. This includes consideration of joint workshops, shared fuel procurement, storage and issue, and

vehicle telematics (technology which monitors the location, movements, status and behaviour of vehicles).

14. Partners are engaged in different ways with this theme - for example, South East Coast Ambulance Service (SECamb) has its own “make ready” programme and so would not be looking to share workshops. Nevertheless, all partners are committed to further work on this function. The theme is already delivering in relation to a number of early procurements – for example, around fuel procurement, vehicle recovery, and vehicle accident repairs – alongside the development of proposals and business cases for the longer-term pieces of work.

Operations

15. This theme includes a range of projects considering what partners can do with and for each other when there is an incident and how arrangements behind the scenes can be better joined-up. It includes a number of “early deliverables” such as the co-responding pilot, assisted entry and missing persons, which are already providing real benefits to the public.
16. Over the last two years, over 350 SFRS personnel have been trained in immediate emergency care responder (IECR) skills and additional medical equipment (including defibrillators) has been provided on all SFRS fire engines, officers’ cars and four wheel drive vehicles. In September 2015, SFRS launched a county-wide pilot co-responder scheme under which SECamb can request deployment of SFRS personnel to particular health emergencies in the community, such as cardiac arrests. As part of this, SECamb can request SFRS attendance when SFRS are likely to get to the patient more quickly, meaning that patients can begin to be assessed and treated whilst ambulance resources are still on route – potentially helping to increase the chances of a positive patient outcome. In May 2016 the trial was expanded to include other medical emergencies, including difficulty in breathing, unconsciousness, chest pains and fitting. There are now almost 200 staff who have volunteered to support the trial resulting in more than 450 health emergencies attended. This is currently averaging 18 additional incidents per 24 hour period.
17. SFRS has also taken on responsibility from Surrey Police to respond to calls from SECamb to gain entry to properties where there is a concern for the safety of the occupant. As a result, SFRS has freed-up Police time and is able to respond within 10 minutes on average, generally gaining access with less damage to property. In 2015/16, SFRS attended 641 gaining entry incidents, were required to take action on 492 occasions of which IECR skills were used 46 times. This resulted in only 46 requests for boarding up services and generated £68,000 savings² for Surrey Police.
18. Arrangements have also been put in place for SFRS and SECamb to provide assistance to the Police in searching for certain types of high risk missing people i.e. where the person is deemed to be at significant risk of harm, often the very young, very old, or those with a potential mental health issue.

² The benefits report has identified £47,000 cashable savings through reduced boarding up costs and £21,000 non-cashable through non deployment of Police resources, final figures still to be confirmed.

Mobilisation and Risk

19. SFRS currently operates the Joint Emergency Contact Centre (JECC) which receives calls for assistance in relation to fire and rescue activity for both Surrey and the Isle of Wight. JECC staff also mobilise resources and provide the ongoing command and control arrangements for incidents as well as other business as usual activities for both fire and rescue services. This includes the resource management arrangements for ensuring that fire emergency response cover is maintained across both counties.
20. The level of response required for each incident is based upon a pre-determined attendance (PDA). This means that we have assessed the minimum level of resource required to attend a certain incident type and this information is incorporated into the computer aided dispatch system. For example, the PDA for a house fire is three fire engines (12 crew) and a road traffic collision is two fire engines (8 crew) plus an officer in a car. These PDAs can be varied (either up or down) by the control operator based on the information received from the caller, so if the house fire was based on a 'smell of burning' then the resources sent might be reduced.
21. When a request for assistance is received, JECC staff use our dispatch system (Vision 4) to record the details and the system identifies the most appropriate assets to respond to the incident. This is based on the availability of resources based on a range of factors including automatic vehicle location (AVL) data and attributes of that resource (i.e. what functions it can undertake). The control operator will then make a judgement on which assets to assign to the incident using the information available and their professional judgement, with the risk to life naturally being a determining factor.
22. The supervisor in JECC will oversee deployment decisions and will also manage the remaining assets to ensure that suitable emergency response cover is maintained. This is currently based on professional judgement and the experience of managing fire cover over many years. However a new system, known as the Dynamic Cover Tool, is being introduced that will provide a system generated solution based on risk information to assist in the decision making process.
23. In managing emergency response cover, JECC staff will also take into account resources that may be available from neighbouring fire and rescue services. Similarly, SFRS is regularly used to support operational response in neighbouring areas and arrangements are in place to address the financial implications of these mutual aid arrangements.
24. JECC staff liaise closely with their Police and Ambulance control centre equivalents in order to support each other to successfully resolve emergency incidents within the county. The programme outlined in paragraphs 7 and 8 above is intended to enhance current arrangements by improving situational awareness and information sharing processes.

Conclusions:

25. The Emergency Services Collaboration Programme has made good progress in beginning to demonstrate the benefits to our residents, of working together. These

include providing an improved service to the public and helping to generate efficiencies by better aligning resources to meet demand. Work continues on longer-term, more complex projects, which should realise significant benefits for partners involved and the public.

26. The process of collaborating with our partners is complicated, yet the potential resident benefits, savings and value added are enormous. We are clear that collaboration between emergency services remains our aspiration for the future and we will continue to drive its development, highlighted in our draft refreshed Public Safety Plan 2016-2025.

Recommendations:

27. That the Resident Experience Board:
- a) endorses the work of the Emergency Services Collaboration Programme to date;
 - b) continues to engage with the Programme, providing support and challenge, to ensure that SFRS and its partners continue to provide an excellent service to the public and that risks are appropriately managed.

Next steps:

- a) SFRS will bring forward updates when necessary and through the agreed scrutiny plan.
- b) Option of a visit by the Residents Experience Board to the new JECC above Salfords Fire Station in autumn 2016 after the transition from the current location in Reigate has been successfully completed.

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Sources/background papers:

Surrey Fire and Rescue Service Draft Public Safety Plan Refresh – within the agenda papers.

Emergency Service Collaboration Programme material on the Surrey County Council website: <http://www.surreycc.gov.uk/your-council/how-the-council-works/our-performance/surrey-public-service-transformation-programme/emergency-services-collaboration>