

MERSEYSIDE FIRE AND RESCUE AUTHORITY			
MEETING OF THE:	JOINT POLICE & FIRE COLLABORATION COMMITTEE		
DATE:		REPORT NO:	CFO/020/16
PRESENTING OFFICER	CHIEF FIRE OFFICER CHIEF CONSTABLE		
RESPONSIBLE OFFICER:	CHIEF FIRE OFFICER CHIEF CONSTABLE	REPORT AUTHOR:	JOHN MCNEILL HELEN CORCORAN
OFFICERS CONSULTED:	STRATEGIC MANAGEMENT GROUP		
TITLE OF REPORT:	BLUE LIGHT COLLABORATION - SERVICE DELIVERY UPDATE		

APPENDICES:	
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Purpose of Report

1. To inform members of progress to date with the Emergency Services Collaboration Programme.

Recommendation

2. That Members;
 - a. Approve the Programme Board decision to move to the development of interim/outline business cases in all areas of service delivery where opportunities for collaborative working have been identified.

Introduction and Background

3. At its meeting on 19th October 2015 the Joint Police and Fire Collaboration Committee ("the Committee") considered report. CFO/087/15
4. The Committee approved the recommendations of the report and requested that the Chief Fire Officer (CFO) and Chief Constable (CC) undertake a full opportunities assessment in line with the methodology detailed within the Guiding Principles.
5. On Friday 22nd Jan 2016 the Collaboration Project team presented the outcomes of the Opportunities Assessment process to the Programme Board.
6. The following opportunities were identified as being appropriate to take forward to an outline business case:

Operational Preparedness:

Opportunity 1:

Operational Planning: To create a single cohesive 'Joint Operational Planning Team' across all three organisations

7. All three emergency services are already co-located at the Joint Command and Control Centre (JCC), with NWAS/MFRA and staff from the Merseyside Resilience Forum (MRF) working in a joint office next to Merseyside Police's Force Co-ordination Department. This has already led to a significant amount of joint working and improved communication between the three organisations, and work led by the MRF.
8. There are opportunities to develop this work further by creating a single cohesive Joint Operational Planning Team which may be best achieved by delivering the project through a phased approach. A review and evaluation can be undertaken after the implementation of each phase to consider whether to move forward with the next stage.
9. Further work needs to be undertaken to consider the most appropriate phased approach, a potential model is outlined below:
 - PHASE ONE: Co-Location
 - PHASE TWO: Shared management structure (Command Team)
 - PHASE THREE: Single management structure and joint teams for the different functions

There is the potential to combine Phases 2 and 3 into a single phase.

- PHASE FOUR: Development of staff who have the skills to deliver operational planning functions across the three emergency services
- PHASE FIVE: Scoping for further efficiencies through an increase in operational effectiveness.

Opportunity 2:

Joint Capabilities and Procedural Approaches

10. Each service has specialist teams including the Search and Rescue Team (MFRA), Matrix (Merseyside Police) and Hazardous Area Response Team (HART - NWAS) which provide a range of specialist capabilities. There are a number of potential opportunities between the specialist teams which need to be explored in greater detail including:
 - Search
 - Rope Access/ Working at Height/ Confined Space/ Rope Operators/Method of Entry
 - Water
 - Vehicles and Equipment

- Hazmat/ CBRNE
- Dogs
- Disaster Victim Identification/ Body Recovery.

Opportunity 3:

Training Delivery

11. There are a number of common areas of training where there are opportunities to scope and deliver joint training. These include:
 - Protective Training
 - Fitness Training
 - Driver Training
 - Health and Safety
 - First Aid
 - Simulated Learning
 - E-Learning Packages
 - Hydra
 - Investigation techniques
 - Leadership
 - Coaching and Mentoring

12. In addition opportunities were identified in relation to the following areas:

Commercial Opportunities

There is a potential opportunity to expand the work of the MFRA Commercial Training Department across the three organisations and to scope moving to a commercial business model to enable the training functions for each organisation to be self-funding.

Accommodation

There are opportunities to share each other's training facilities to improve service delivery and maximise capacity at the different venues. As part of the MFRA Estates Strategy the Authority are building training facilities in their new fire stations which can be used by each organisation. In the longer-term the sharing of training facilities may provide opportunities to reduce existing estate.

Operational Response:

Opportunity 5:

Co-responding – Emergency Medical Response

13. Research evidence is clear; the longer a patient is in cardiac arrest and without any resuscitation attempted the lower the chances of response to treatment and survival. If a cardiac arrest victim is defibrillated immediately their

chance of survival is 85%. These odds decrease by 10% for every minute that passes without treatment.

14. MFRA and NWAS have implemented an Emergency Medical Response Trial effective from 29th February where both services jointly respond to individuals suffering from Cardiac Arrest.
15. Merseyside Police have defibrillators in a number of their vehicles in Specialist Departments and Patrol Vehicles on the Wirral which enables them to deal spontaneously with incidents. There is an option for Merseyside Police to participate in the Emergency Response Trial by running a pilot using Wirral Patrol staff.

Opportunity 6: NWAS Triage

16. Emergency Services in the North West are facing an unprecedented challenge to maintain quality services with reduced financial resources, which is not sustainable in the long term. Ambulance Services traditionally respond to Police requests for an ambulance with a physical response. Within the North West area, there is evidence to demonstrate that up to 45% of Police requests to the Trust for an ambulance are not conveyed to hospital or another care facility following assessment at scene.
17. In April 2015 an NWAS Triage Pilot Scheme commenced and since October 2015 a paramedic has been based with the Police in the JCC. The introduction of the NWAS triage process allows the patient to be spoken to via a 'Hear and Treat' system whilst still in company of the Police Officer. The patient / injured person is able to speak to a qualified paramedic over the telephone, who gives the appropriate advice to the patient, including referral to primary care or community service, self-care, making own way to hospital, or ensure an ambulance is deployed. An initial evaluation of the scheme shows 42% of Police requests for an ambulance were dealt with via hear and treat as opposed to an ambulance deployment.
18. Merseyside Police also have a Mental Health Triage Scheme with MerseyCare where a Mental Health Practitioner based with the Police in the JCC provides advice to officers via the phone and makes any relevant referrals for follow-up. Where the specialist skills from the Mental Health Practitioner are required at scene the Mental Health Triage Car (consisting of a Mental Health Practitioner and Police Officer) will attend incidents to provide assessment, advice, and support and to assist with resolution and the outcome of that incident.
19. As both NWAS paramedics and Mental Health Practitioners are now based in the JCC, there have been additional benefits in relation to communication and information sharing between the two agencies. This has helped to improve the service for clients and further reduce demand.
20. There are opportunities to continue and extend the NWAS Triage and Mental Health Triage Schemes to include MFRA.

21. NWS are also currently considering the development and introduction of a Multi-Agency Clinical Care Hub which adopts several of the same principles as the NWS Triage, however is looking to extend this work to include other agencies. This work is in the very early stages of development, and further scoping work will be undertaken to fully understand this option.

Opportunity 7:

Concern for Welfare and Missing from Homes

22. One of the areas of demand for each of the Emergency Services relates to Concern for Welfare. Concern for welfare includes:
 - Missing / absconded from Hospitals / Care homes
 - Suicidal members of the public
 - Concerns for Service users by staff
 - Elderly people who have activated their emergency cord
 - People seen in vulnerable locations e.g. near to bridges / railway lines / water
 - People who appear erratic in public places, or having medical episodes
 - Calls regarding members of the public believed deceased in own property.
23. There are opportunities for MFRA to respond to low priority, low complexity concern for welfare incidents, including reports of falls where forced entry may be required which have previously been received and responded to by the Police. This role could potentially be performed by a Joint Community Safety Team or consideration given to MFRA Operational Crews undertaking this responsibility.

Opportunity 8: Missing from Homes

24. It has been estimated that nationally the annual cost of missing person investigations is the equivalent of 19,188 Police Constables working full time, which equates to 14% of the total number of full time Police Officers across the UK.
25. The Police would retain overall ownership of any Missing / Absent incidents, but there is potentially a greater role to play for other agencies in a number of aspects relating to the resolution of these incidents. These include:
 - Searches, both those requiring specialist skills and those that require a high volume of resources. This is an area where MFRA could assist, particularly with large open-land searches.
 - Photographs of missing persons could be circulated to MFRA Operational Crews and the Prevention Team and NWS Operational Crews for observations in relevant areas.

- Address checks. These could be conducted by the nearest non-engaged resource regardless of agency given that all have an interest and responsibility.
 - Adopt a multi-agency problem solving approach. Share intelligence known about the individual to allow a more focused, intelligence-led approach be conducted to locate the individual.
 - Education whilst carrying out school / college / care-home visits surrounding the implications of going missing.
 - Location/transport of an individual once their location is identified
26. There are also a substantial number of occasions when Police are deployed to reports of concern for safety or missing people, when individuals have left a healthcare establishment prior to treatment. These incidents are not routinely the responsibility of the Police, though in some high risk circumstances it may be appropriate for the Police to assist. There are potential opportunities where there are no factors suggesting high risk that either the healthcare staff who have a duty of care in relation to patients undertake checks or consideration can be given that this is incorporated into the work of a joint community safety team.

Community Risk Management:

Opportunity 9:

Vulnerable persons Unit

27. MFRA is implementing a Vulnerable Persons Unit in early 2016. The team will look to develop a targeted approach to those deemed at risk due to certain factors which include:
- age (over 65),
 - Drugs and alcohol
 - Mental Health
 - Disability
 - Asylum Seekers
28. One of the key current risks for the Authority is fire deaths involving people aged over 65 (figures re deaths). The team's terms of reference are still being developed but one of their initial key priorities will be to work on prevention initiatives involving the over 65 age group. It is anticipated that there will be specialist officers within the team, who can liaise at a strategic level with hospitals to gain details of hospital discharges to ensure the patients are returning home to a safe environment. The team will liaise with other partner agencies, such as Age UK and Age Alliance. The Fire and Rescue Service Desk will be part of this team and will act as a triage centre for referrals coming in.

29. An option is to expand the work of this team to include representatives from Merseyside Police and NWAS

Opportunity 9a:

Joint Community Safety Team (Centralised)

30. Opportunity to scope and share several of the central functions from MFRA Protection and Prevention Teams and Merseyside Police Community Engagement Unit. Potential joint functions include:

- Home Safety
- Community Engagement
- Youth Engagement
- Volunteers and Extended Police/Fire Family
- Protection Officers (FRS)/ Architectural Liaison Officers

31. There is a potential in this option to incorporate the Vulnerable Person's Unit as outlined above

Opportunity 9b:

Joint Community Safety Team (Central Team and locally based teams in Local Authorities)

32. A central team as above plus:

Locally Based Community Safety Teams (this could incorporate the Vulnerable Persons Unit)

There are a number of functions and activities the teams can provide including:

- Safe and Well Visits
- Frequent Callers/users
- Prevention/Problem Solving
- Concern for welfare calls
- Intelligence/Information Data Sharing
- Education
- Community Resilience

Opportunity 10:

Incident Investigation Team (IIT)

33. There are potential opportunities in relation to MFRA Incident Investigation Teams and Merseyside Police Investigation and Crime Scene Investigators which need to be scoped in more detail.

Shared Estate

34. Within this collaborative exercise, there will be opportunities to explore the sharing of estate. Any review of the estate will be conducted alongside the developing implementation of the force Estate Strategy as agreed by the PCC and approved by the MFRA.

Legal Implications

35. The Government's Response to the Enabling Closer Working between the Emergency Services, the passing of the "Cities and Local Government Devolution Bill 2016" and the Policing & Crime Bill present significant implications to the collaboration programme. These issues are discussed on a separate report to this meeting.

Financial Implications & Value for Money

36. Cost benefit analysis will be an integral part of all outcomes as part of the Collaboration Programme.
37. A joint financial modelling package is being developed by the collaboration leads, with support from Merseyside Fire and Rescue Service and Merseyside Police Finance Officers

Risk Management, Health & Safety, and Environmental Implications

38. Each project work stream will be delivered in line with recognised project methodology. A risk register has been created which will be maintained by the Collaboration Programme Team.

Contribution to Our Mission: *Safer Stronger Communities – Safe Effective Firefighters*
'Community First'

39. The communities of Merseyside will continue to benefit from the best possible protection from its' Blue Light Services and put the community at the heart of everything we do.

BACKGROUND PAPERS

Police and Fire Committee Report – CFO/073/15

Cities and Local Government Devolution Bill

Home Office/Department for Communities and Local Government and Department for Health Consultation Paper: Enabling closer working between the Emergency Services

GLOSSARY OF TERMS

MFRA **Merseyside Fire and Rescue Authority**

MFRA **Merseyside Fire and Rescue Service**

PCC **Police and Crime Commissioner**