

# Communities Committee

<b>Report title:</b>	<b>Emergency Services Collaboration – joint update from the Chief Fire Officer and Chief Constable</b>
<b>Date of meeting:</b>	<b>16 January 2019</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe – Executive Director, Community and Environmental Services</b>
<b>Strategic impact</b> The Policing and Crime Act 2017 includes a new statutory duty on the police, fire and rescue and emergency ambulance services to keep opportunities for collaboration under review and to collaborate with one another where it is in the interests of either their efficiency or effectiveness.	

## Executive summary

Since 2015/16 Norfolk Fire and Rescue Service (NFRS) have been undertaking an officer led programme of collaboration with Norfolk Constabulary, the East of England Ambulance Service (EEAS) and HM Coastguard. Collaboration between emergency services in Norfolk has saved lives, delivered more effective services and has saved money.

Specific work streams have included medical co-responding with EEAS and securing access into homes for paramedics, developing a joint police and fire communication and control room; and reducing costs through the sharing of premises.

Following the Police and Crime Commissioner's (PCC's) decision to 'pause' his business case for a change in governance for the Fire and Rescue Service, work has been carried out with a view to re-confirming and re-refreshing commitments and arrangements for collaboration between NFRS and Norfolk Constabulary.

A Memorandum of Understanding has been agreed by the PCC and Leader of the County Council. A formal collaboration agreement has also been developed. The opportunities identified in the PCC's 'Case for Change' are adopted as the initial blueprint for change, to work in conjunction with the existing and future plans (Fire and Rescue Integrated Risk Management Strategy and Norfolk Police 2020).

In addition, under the provisions in the Local Government Act 1972 introduced by the Policing and Crime Act 2017, the PCC has formally requested membership of the Norfolk Fire and Rescue Authority. This Committee needs to consider this request.

### Recommendation:

- 1. To approve the Emergency Services Collaboration Agreement set out in Appendix B as the basis on which to progress further work with Norfolk Constabulary.**
- 2. To approve the request from the Police and Crime Commissioner for membership of the Fire and Rescue Authority, for the reasons set out in para 4.3.**

## **1. Achievements to date**

- 1.1. Since 2015/16 Norfolk Fire and Rescue Service (NFRS) and Norfolk Constabulary have been undertaking an officer led programme of collaboration with the East of England Ambulance Service (EEAS) and HM Coastguard. Collaboration has focused on integrating the services' emergency response, working together to support and protect vulnerable people and the sharing of premises.
- 1.2. A summary of the achievements to date, along with further planned activities, are set out in Appendix A.

## **2. Memorandum of Understanding**

- 2.1. Following the decision of the Police and Crime Commissioner (PCC) to 'pause' and not progress his business case for a change in governance at this stage, further work has been carried out to develop a re-freshed approach to collaboration with Norfolk Constabulary. As a result, the Leader of Norfolk County Council and the Police and Crime Commissioner have signed a Memorandum of Understanding (MoU) setting out their shared commitment to collaboration. The MoU provides the framework with which to develop a formal approach to working together.
- 2.2. The signed MoU is included at Appendix B.
- 2.3. Whilst the MoU relates to Norfolk Fire and Rescue and Norfolk Constabulary, it is the intention to enable all emergency services to participate and contribute to the collaboration programme. There will be an open invitation for the East of England Ambulance Service to be represented on any new joint arrangements.

## **3. Collaboration agreement**

- 3.1. The Policing and Crime Act 2017 includes provision for emergency services to enter into collaboration agreements with one or more other relevant emergency services where it "...could be in the interests of the efficiency or effectiveness of that service and those other services". A collaboration agreement is an agreement in writing that sets out how the parties to the agreement will work together in discharging their functions.
- 3.2. A collaboration agreement between Norfolk Fire and Rescue and Norfolk Constabulary has been developed, to sit below the MoU, and is set out in Appendix C.
- 3.3. The Committee is asked to approve the Collaboration Agreement on behalf of the Fire and Rescue Authority (noting that the PCC has already indicated his agreement to it).
- 3.4. As part of the agreement, a formal work programme for collaboration will be developed agreed and implemented. There will also be a regular update on the programme to the Fire and Rescue Authority, the Police and Crime Panel and the Police Accountability Forum. The PCC's business case will be used as the initial blueprint for the work programme. A brief summary of the relevant elements of the PCC's business case is included at Appendix D, along with a list of areas of wider County Council collaboration that will be

worth exploring, at an appropriate time.

#### **4. PCC membership of the Fire and Rescue Authority**

- 4.1. There is provision in the Local Government Act 1972 introduced by the Policing and Crime Act 2017 for PCCs to request membership of the decision-making function of their local fire and rescue authority. The PCC made his initial request to join the Communities Committee prior to Full Council deciding on 10 December 2018 to adopt an Executive Leader and Cabinet form of governance from May 2019.
- 4.2. His initial request was made pursuant to section 102(6) of the Local Government Act 1972. However, as the Communities Committee is scheduled to only meet in January and March 2019, and the decision to allow the PCC's request to join the Committee, if supported, would need to be considered and approved by Full Council in April, the PCC was asked if he wished to pursue his request under the new form of governance.

The PCC confirmed his request to join the fire and rescue authority for Norfolk under the new form of governance on 17 December 2018. That request is made pursuant to paragraph 6ZA of Schedule 23 of the Local Government Act 1972 (introduced by the Policing and Crime Act 2017). That provision as relevant states:

*A relevant police and crime commissioner may attend, speak at and vote at a meeting of a principal council in England which is a fire and rescue authority...only if and to the extent that the business of the meeting relates to the functions of the principal council as a fire and rescue authority*

*If a request...is made to a principal council, the council must—*

- (a) consider the request,*
- (b) give reasons for their decision to agree to or refuse the request, and*
- (c) publish those reasons in such manner as they think appropriate.*

- 4.3. The Committee are recommended to approve the request from the PCC on the basis that it will:-
  - Support the approach outlined in the Memorandum of Understanding and collaboration agreement between the Fire and Rescue and Police Services in Norfolk;
  - Enhance opportunities to identify and promote joint working for the benefit of Norfolk communities;
  - Cement the relationship between the Office of the Police and Crime Commissioner and the County Council.
- 4.4. Should the Committee agree with the recommendation to approve the request, this recommendation will go forward to the April Full Council for consideration and approval. Therefore, if the request is agreed by the Committee and Full Council, it will be progressed under the new system of governance for May 2019 onwards.

- 4.5. In the meantime, the Committee Chair has invited to the PCC to attend and speak at the remaining Communities Committee meetings on matters relevant to the Committee's discharge of functions as a fire and rescue authority.

## **5. Financial Implications**

- 5.1. It is anticipated that collaboration will be mainstreamed into business as usual ways of working, and therefore delivered within existing resources as far as possible.
- 5.2. As set out in the collaboration agreement, business cases will be developed for individual projects which clearly define expected benefits (financial and non-financial) before work commences. There may be projects where additional resources or funding is needed in order for it to be delivered, and the business cases will consider this, for example invest to save projects.
- 5.3. The collaboration agreement includes a commitment from both Norfolk Fire and Rescue Service (and the wider County Council) and Norfolk Constabulary to allocate resources to ensure the agreed work programme can be delivered. These resources will be commensurate with the benefits expected.
- 5.4. There is no financial implication related to the request from the PCC to join the Fire and Rescue Authority.

## **6. Issues, risks and innovation**

- 6.1. The governance arrangements set out in the collaboration agreement will ensure that issues, risks and innovation can be fully considered and managed. In particular, one of the Workstreams will focus on Operational / Organisational Learning and Innovation, which will enable new ways of work and new technology to be considered, in the context of evidence and national/sector developments.

### **Recommendation:**

- 1. To approve the Emergency Services Collaboration Agreement set out in Appendix B as the basis on which to progress further work with Norfolk Constabulary.**
- 2. To approve the request from the Police and Crime Commissioner for membership of the Fire and Rescue Authority, for the reasons set out in para 4.3.**

### **Officer Contact**

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

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## Summary of achievements to date and work in the pipeline

- Relocated the Fire and Rescue Headquarters to the Police HQ building in Wymondham.
- Put in place three joint Police and Fire Stations (Sheringham, Downham Market and King's Lynn North) with plans for a further three (Reepham, Holt and Attleborough).
- Well progressed plans for a co-located emergency control room at Wymondham
- Helped the Ambulance Service to access locked properties where there are medical reasons – for example if someone has become ill at home and can't open the door – meaning the Police no longer need to do this.
- Co-located teams and ways of working that mean we can share information quickly with each other, supporting quick and effective decision making. In particular, the Community Safety Hub based in Wymondham which includes Police, Fire and a number of other NCC representatives (including Public Health, equality and diversity, and Gypsy and Roma Traveller Teams).
- Put arrangements in place to share some specialist support resources – for example we maintain some Police vehicles, and in return the Police fit some specialist equipment in Fire and Rescue vehicles.
- Put in place drone capability, with Fire and Police drone pilots trained together and flying under a shared registration with the Civil Aviation Authority.
- Worked together to deliver #Impact education programme to encourage young people to think about driving safely (the programme is fully funded by the PCC).
- Specialist operations support - collaboration over areas such as Hazardous Materials (HAZMAT) identification, marauding terrorist firearms attack (MTFA) and confined space searches.
- Community safety - ongoing collaboration between on mental health awareness and referrals to healthcare professionals where vulnerability has been identified. A joint community safety strategy is under development.
- Training and development – shared training for National initiatives, such as Joint Emergency Services Interoperability Programme (JESIP) training, MTFA training and shared use of the Bowthorpe fire training centre.



## Memorandum of Understanding between Norfolk Police and Crime Commissioner, Norfolk County Council, Norfolk Fire and Rescue Service and Norfolk Constabulary on emergency services collaboration

This Memorandum of Understanding (MoU) sets out the principles and understanding on which collaboration between the Norfolk Fire and Rescue Service and Norfolk Constabulary will proceed, and as such provides a framework within which to develop a formal approach to working together.

### Shared purpose

Norfolk Fire and Rescue and Norfolk Constabulary share similar characteristics in terms of local strategic priorities and a focus on delivering emergency services, to keep our communities safe.

Both organisations recognise the need to drive efficiency, economy and effectiveness through collaboration. Public finances are under pressure, and at the same time a change in demand and complexity for service delivery is growing.

It is therefore vital that we maximise opportunities for whole system transformation and change through collaboration, so that both organisations are able to best meet the challenges ahead.

We share objectives to:-

1. Keep individuals and communities safe
2. Provide efficient and effective services
3. To protect and improve public safety

### Principles

The Policing and Crime Act 2017 includes a new statutory duty on the police, fire and rescue and ambulance services to keep opportunities to collaborate under review and to collaborate with one another where it is in the interests of either their efficiency or effectiveness.

The opportunities identified in the PCC's 'Case for Change' are adopted as the initial blueprint for change, to work in conjunction with the existing and future plans (Fire and Rescue Integrated Risk Management Strategy and Norfolk Police 2020).

We therefore agree to work together and establish new joint arrangements to oversee the development and delivery of a new programme of work to achieve the benefits of collaboration and maximise opportunities between emergency services to improve efficiency, effectiveness and public safety. Working together, we agree to:-

### 1. Efficiency and Economy

- Minimise the cost of delivering emergency services to taxpayers
- Increase the speed and scope of collaboration in order to stay ahead of demand and to ensure that the benefits of collaboration are achieved as early as possible.

### 2. Effectiveness

- Respond to changing demands, providing services that meet the present and future needs of the public.
- Seek to provide the level and quality of service the public expects and needs to meet community risk, and demonstrate that there is a common understanding at a community level.

### 3. Public Safety

- To work together openly, transparently and constructively
- Maintain public safety while making best use of resources, by finding new and more efficient and effective ways of working.

The governance of Norfolk Constabulary and Norfolk Fire and Rescue Service will continue to remain separate. The appropriate level of resources will be allocated by both services to ensure benefits can be realised.

### Priorities

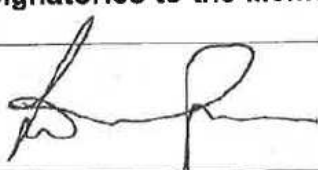

We recognise that there are a broad range of opportunities to explore the potential for collaboration. These will be developed into a full work programme covering the following broad areas:

- Protection, prevention & community
- Operational / organisational learning and innovation.
- Estates management
- Training and development

### The wider emergency service family

Whilst this Memorandum of Understanding relates to Norfolk Fire and Rescue and Norfolk Constabulary, it is the intention to enable all emergency services to participate and contribute to the collaboration programme. There will be an open invitation for the East of England Ambulance Service to be represented on any new joint arrangements.

### Signatories to the Memorandum of Understanding

 17/12/18	 17/12/18
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Lorne Green  
Norfolk Police and Crime Commissioner

Andrew Proctor  
Leader of Norfolk County Council

# Emergency services collaboration agreement between Norfolk Police and Crime Commissioner, Norfolk County Council, Norfolk Fire and Rescue Service and Norfolk Constabulary

## Background

The Norfolk Police and Crime Commissioner and the Leader of Norfolk County Council have signed a Memorandum of Understanding (MoU) setting out the principles and understanding on which collaboration between the Norfolk Fire and Rescue Service and Norfolk Constabulary will proceed. The MoU provides the framework within which to develop a formal approach to working together.

This collaboration agreement, which sits below the MoU, sets out the specific arrangements under which collaboration between Norfolk Fire and Rescue Service (and the wider County Council) and Norfolk Constabulary will operate within, to achieve the shared objectives set out in the MoU. It defines specific roles and responsibilities, along with a governance structure to ensure the appropriate level of scrutiny and public accountability.

## Principles

The principles of collaboration are as set out in the Memorandum of Understanding.

## Governance arrangements

Governance arrangements to oversee and drive collaboration will be established, as detailed below (and summarised in the diagram at Appendix A).

### **Level One: Democratic accountability (overview and scrutiny)**

The Emergency Services Collaboration Board will report performance on an agreed programme of work to the following on a regular basis (Quarterly):

- The Fire & Rescue Authority
- The Police Accountability Forum
- The Police and Crime Panel

### **Level Two: Emergency Services Collaboration Board**

An officer led Collaboration Board will be established with the following Terms of Reference:-

#### **Attendance**

- Chief Constable and Deputy Chief Constable, Norfolk Constabulary
- Chief Fire Officer and Deputy Chief Fire Officer, Norfolk Fire and Rescue service
- Chief Executive, Office of the Police and Crime Commissioner



- Head of Support and Development, Norfolk County Council
- Project Managers (as allocated by Norfolk Police and Fire and Rescue)
- Secretariat (Office of the Police & Crime Commissioner)
- There will be an open invitation for other emergency services to join the Collaboration Board, including East of England Ambulance Service, and to participate and contribute to the work programme
- Any other attendance to be confirmed as necessary

### **Board Chair**

- One of the Board Members will Chair meetings, as agreed by the Board

### **Frequency of Meetings**

- Bi monthly

### **Purpose**

- Agree a Collaboration Work Programme, including timescales and priorities
- Agree and ensure appropriate resources and arrangements to enable the agreed Collaboration Work Programme to be delivered
- Agree an Information Sharing Agreement, and other similar agreements or arrangements, as appropriate
- Agree a Communications Strategy
- Receive high level, overarching progress updates on the Collaboration Work Programme (by exception)
- Consider and develop a shared understanding of community risk
- Share and consider best practice, guidance and national/sector developments and learning, including outcomes of HMICFRS inspections and feedback from the National Emergency Services Collaboration Working Group (ESCWG)
- Take an inclusive approach which enables engagement across the whole emergency services family
- Consider and agree additional/new workstreams of activity (in addition to the four identified in Appendix A)

## **Level Three: Operational Group**

An officer Operational Group will be established with the following Terms of Reference:-

### **Attendance**

- Chief Executive, Office of the Police and Crime Commissioner
- Head of Support and Development, Norfolk County Council
- Workstream leads (to be appointed)
- Secretariat (Office of the Police & Crime Commissioner)
- There will be an open invitation for other emergency services to join the Collaboration Board, including East of England Ambulance Service, and to participate and contribute to the work programme
- Any other attendance to be confirmed as necessary

## **Chair**

- Chair will be on a rotating basis by the Chief Executive (OPPC) and Head of Support and Development

## **Frequency**

- Bi monthly

## **Purpose**

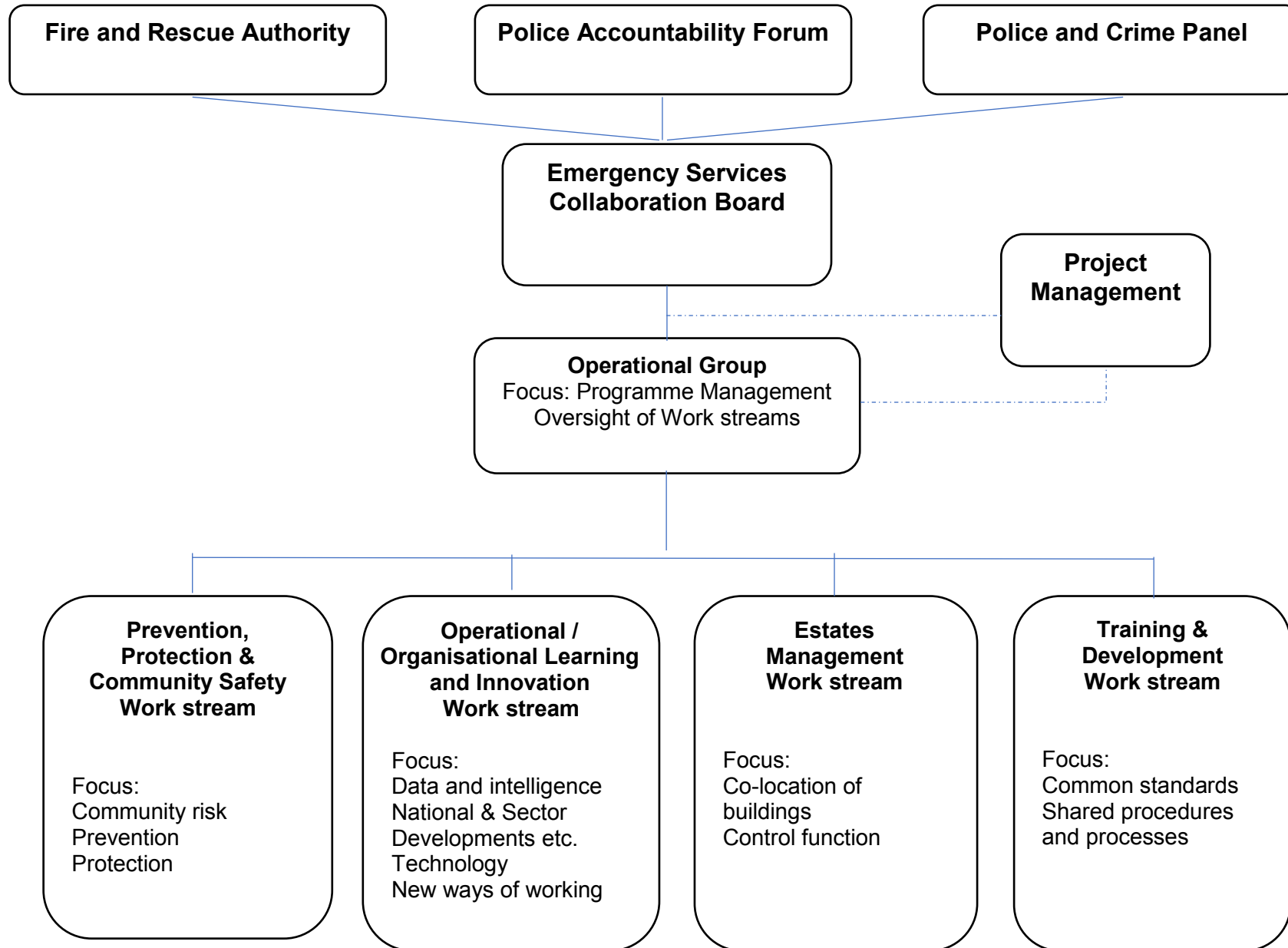
- Develop a Collaboration Work Programme, for the Board to approve, based on the four workstreams set out in the diagram at Appendix A
- Agree individual business cases for specific projects
- Oversee delivery of the work programme, and report process to the Board (by exception)
- Ensure each workstream has a nominated lead from each organisation
- Receive regular reports and updates from workstream leads
- Ensure clear milestones, actions, timescales and leads are in place for each element of the Work Programme.
- Ensure appropriate resources are allocated from respective organisation(s) to enable specific areas of work to be delivered
- Support workstream leads to identify any significant risk, exception or resource demand requiring immediate action, for reporting to the Board
- Ensure all Work streams have suitable arrangements to enable all parties involved to engage

## **Collaboration Work Programme - principles**

Initial work will focus around the four workstreams set out in Appendix A, with the following principles. Additional workstreams may be identified, in which case it will be for the Board to consider and agree these. The specific operational principles under which the Work Programme will be developed and delivered are:-

- The potential and expected benefits of specific collaboration projects will be identified and considered before any projects commence, and business cases will be developed
- Resource and capacity will be allocated to enable the delivery of the work programme, and additional resources may be brought in to support this work
- Allocation of resources will be commensurate with the expected benefits
- Lead officers from each organisation will be assigned to each workstream
- Workstream leads will identify projects and develop business cases
- A risk register will be set up and updated accordingly as work progresses, and will be maintained by the project managers
- Where specific and detailed work is required to support the work stream development, individual projects will be set up with relevant stakeholders to progress the work
- Each agreed project will have a lead officer and will report updates to the workstream
- The allocated workstream lead will assist in the development and delivery of agreed projects

## Emergency Services Collaboration governance structure



## **Summary of additional areas of potential collaboration referenced in the PCC's business case**

- Joint estates – programme of shared stations
- Control room – jointly managed and controlled rollout of MAIT
- Control room – operational efficiencies
- Joint fleet strategy - Extended pilot of smaller fire vehicles e.g. carrying basic firefighting equipment and defibrillators to provide fast response to small incidents such as bin fires and garden fires, and provide support to Police and to paramedics providing initial first aid, 'trapped behind locked doors' and assisting with mental health related incidents, police officer joining the 4x4 fire crew to attend selected type of RTC incidents.
- Joint fleet strategy – shared non-badged vehicles (e.g. pool cars) for use by fire or police.
- Support services – optimised systems and procedures
- Support services – purchasing economies of scale
- Community safety hub – fully integrated team/centre of excellence for preventative activity
- Community safety task force – joint task force of staff with specialised skills who can be deployed to incidents
- Volunteers – co-ordinated delivery
- Safe and well visits – bring together fire and police community safety volunteers to create a larger more diverse pool
- Investing in children and young people – shared youth engagement programme and shared teams
- Water safety – co-ordinated partnership and inclusion of volunteer support
- Training – commercialisation opportunities under CIC

## **Potential additional areas of collaboration with Police and the wider County Council**

Some examples of where we have shared priorities and a better use of collective resources could deliver improved outcomes are:-

- Norfolk Constabulary want to improve visible policing – the County Council has one of the biggest workforces in the county and our staff impact on the lives of everyone in Norfolk every day, and provide opportunities to deliver consistent and joined up messages and support for communities.
- Norfolk Constabulary want to support vulnerable people – the County Council puts significant energy and resources into supporting vulnerable people at all points of their lives, not just when there is an emergency, from supporting young people to get the skills they need to be able to enter employment to enabling vulnerable adults to

remain at home for as long as possible.

- One of the most frequent crimes in Norfolk is violent crime (31%) – we could work better together to tackle and support victims of domestic violence, both the adults and any children who are affected and may need to be cared for by someone else.
- Norfolk Constabulary want to support farming communities and tackle farm crime – our Trading Standards Farming Team carry out regular visits to farms across the whole of Norfolk, and our highways service are in regular contact with farmers

Examples of successful areas of joint working across NCC which could be further enhanced with closer/collaborative working with the Police in these areas:-

- The Resilience Team to ensure that the approach to managing risks and emergencies in Norfolk is planned and co-ordinated – including developing community emergency plans and running exercises to test them.
- Education and Children's Services' colleagues to deliver Crucial Crew events – supporting children by raising awareness of the dangers of drugs and alcohol, the impact of anti-social behaviour, how to prevent and respond to bullying and safety in the home, in the street and near open water.
- There is co-location with Adult Social Care practitioners at early help hubs – this helps to identify individuals who are the most vulnerable, and therefore most at risk, so that we can target activities to support them e.g. by providing and fitting a fire alarm for free. It also means that our firefighters can easily refer issues back to colleagues when they notice issues, for example where they may be safeguarding issues.
- Young people with learning difficulties and/or who are not in employment to develop their skills and confidence through our programmes like Cadets, helping to gear them up to be active and productive members of their communities.
- Trading Standards' colleagues on inspections and testing some goods, for example testing flammability of goods.
- Making even better use of the wealth of data that the County Council holds to enable us to better understand individuals and communities and the associated safety and wellbeing issues and risks.
- Considering broadening the remit our home fire risk checks to be safe and well visits, including supportive and preventative health measures, and supporting people to remain independent in their own homes. The unique position and standing that firefighters have in communities mean that they are often best placed to engage with communities, even about non-Fire and Rescue related issues.
- Further collaboration with the NHS (building on the joint consensus statement) to improve health and wellbeing through collaborative use of resources and capacity.