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| REPORT REFERENCE NO. | DSFRA/17/30 |
| MEETING | DEVON & SOMERSET FIRE & RESCUE AUTHORITY |
| DATE OF MEETING | 20 OCTOBER 2017 |
| SUBJECT OF REPORT | REGIONAL COLLABORATION INITIATIVE |
| LEAD OFFICER | Director of Corporate Services |
| RECOMMENDATIONS | <p>(a) That, pending confirmation of the Home Office bid being successful, the Chief Fire Officer be seconded to act as Senior Responsible Officer (SRO) for the Home Office funded regional collaboration programme (Multi-Agency Integrated Services Analytics Hub), subject to an appropriate secondment agreement being in place, with key posts backfilled to ensure resilience and capacity for Devon & Somerset Fire & Rescue Service;</p> <p>(b) That the Assistant Chief Fire Officer (Service Improvement) be appointed as the Temporary Chief Fire Officer for the duration of the secondment as set out in this report at paragraph 4.3; and</p> <p>(c) Subject to approval of (a) and (b) above, the Fire & Rescue Authority is invited to consider progressing option 1 as set out in paragraph 7.2 of this report to cover the costs for year one and that any decision as to an extension beyond that period be subject to a separate paper that will be submitted to the Authority at the end of that period.</p> |
| EXECUTIVE SUMMARY | <p>The Policing and Crime Act 2017 introduced a new statutory duty of collaboration for emergency services. Prior to this, this Authority had already been at the forefront of seeking to promote wider regional collaboration and had been instrumental in establishing the South West Emergency Services Forum to co-ordinate such activities at political and senior officer level.</p> <p>Linked to this work, the Avon & Somerset Constabulary submitted a bid for funding, commencing in the 2017-18 financial year, from the Police Transformation Fund to establish a Multi-Agency Integrated Services Analytics Hub. The Police Transformation Board has recently advised that it is recommending that the Home Office should support the bid with total funding of £3.15m. Avon & Somerset has now approached this Authority to suggest that the Chief Fire Officer of this Authority would, given his involvement in promoting multi-agency work in the region, be well placed to undertake the Senior Responsible Officer role for this initiative.</p> |
| RESOURCE IMPLICATIONS | <p>The Multi-Agency Integrated Services Analytics Hub initiative is subject to Home Office funding of £3.15m from the Police Transformation Fund. If the Authority is minded to approve the secondment of the Chief Fire Officer to act as the Senior Responsible Officer for this initiative, there are a number of options which would cover the resourcing implications as set out within this report.</p> |

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| EQUALITY RISKS AND BENEFITS ANALYSIS (ERBA) | Not applicable |
| APPENDICES | Annex A - correspondence from the Chief Executive of the Avon and Somerset Police and Crime Commissioners Office together with details of the Home Office Transformation Bid. |
| LIST OF BACKGROUND PAPERS | Nil. |

1. **BACKGROUND AND INTRODUCTION**

- 1.1 Section 2 of the Policing and Crime Act 2017 introduced a new statutory duty for the emergency services to pursue collaboration opportunities where to do so would be in the interests of efficiency and effectiveness. Prior to this, this Authority had already been at the forefront of seeking to promote wider regional collaboration and had been instrumental in establishing the South West Emergency Services Forum to co-ordinate such activities at political and senior officer level.
- 1.2 Linked to this work, the Avon & Somerset Constabulary submitted a bid for funding, commencing in the 2017-18 financial year, from the Police Transformation Fund to establish a Multi-Agency Integrated Services Analytics Hub. The Police Transformation Board has recently advised that it is recommending that the Home Office should support the bid with total funding of £3.15m. Avon & Somerset has now approached this Authority to suggest that the Chief Fire Officer of this Authority would, given his involvement in promoting multi-agency work in the region, be well placed to undertake the Senior Responsible Officer role for this initiative. This paper now provides more information on the initiative and the implications for the Authority of approving any secondment.

2. **MULTI-AGENCY INTEGRATED SERVICES ANALYTICS HUB**

- 2.1 In 2007, the Home Office commented:
- “Information sharing is the cornerstone of delivering shared understanding of the issues and arriving at shared solutions ... The right information enables partners to carry out evidence-based, targeted community safety interventions and to evaluate their impact. The improved outcome of an intelligence led, problem-solving approach to community safety can only be achieved when partners have access to relevant, robust and up-to-date information from a broad range of sources”
- 2.2 Currently, no single person, service or agency has immediate access to the totality of the knowledge, intelligence and experience of partner agencies. This leads to the problem that risks and vulnerabilities may not be identified and those in need of help may go unsupported. This proposal focusses on addressing four constituent elements of this problem, namely:
- the lack of live (24/7) multi-agency data available to staff at the time of need;
 - the inability for live data to be searched according to personal requirement;
 - the inability to effectively predict vulnerability through a shared assessment of threat, harm and risk; and
 - the limited ability to collectively manage demand spanning agencies and the additional costs of duplicate intervention.
- 2.3 At the core of this initiative is the development of a multi-agency integrated analytics hub working across service, agency and geographic boundaries to gather data and to provide, for the first time, a true and full picture of threat, harm and risk within communities served. Predictive analytics and visualisation will be applied to the collated multi-agency data to provide, for the first time, a joined up and collaborative view on vulnerability, risk and early intervention opportunities. By identifying and protecting vulnerable people at the earliest opportunity, communities will be made safer and partner agency demand and cost reduced.

2.4 The project is expected to run from the date of formal Home office approval of the Project (currently expected to be early November 2017) until the end of March 2019.

3. **PARTNERS**

3.1 Avon & Somerset Constabulary has been exploring and demonstrating the potential for a multi-agency analytics hub working across service, agency and geographic boundaries over recent months. The Home Office has also been party to and enabled strategic insight for the concept. Below is a list of partner agencies that Avon & Somerset Constabulary will be collaborating with:

Police Forces:

- Devon & Cornwall Police (confirmed);
- Dorset Police (confirmed);
- Gloucester Police (confirmed);
- Northamptonshire Police (expressed an interest).

Fire & Rescue Services:

- Avon (confirmed);
- Devon & Somerset (confirmed);
- Cornwall (confirmed).

Local Authorities:

- Bath & North East Somerset (confirmed in principle);
- Bristol City Council (confirmed);
- Mendip Council (confirmed);
- North Somerset Council (confirmed);
- South Gloucestershire Council (confirmed);
- Somerset County Council (confirmed);
- South Somerset District Council (confirmed);
- Devon, Somerset and Cornwall Department of Work and Pensions (confirmed).

NHS and Commissioning groups:

- South West Ambulance NHS Foundation Trust (confirmed);
- Bath & North East CCG (confirmed);
- University Hospitals Bristol NHS Foundation Trust (confirmed);
- Bristol CCG (confirmed);
- North Somerset CCG (confirmed);
- South Gloucestershire CCG(confirmed);

- Somerset Partnership NHS Foundation Trust (confirmed);
- TDBC WSDC (confirmed);
- Avon and Wiltshire Mental Health Partnership NHS Trust (confirmed);
- Yeovil District Hospital NHS Foundation Trust (confirmed).

Criminal Justice:

- BGSW Crime Rehabilitation Company (confirmed).

4. SECONDMENT OF CHIEF FIRE OFFICER

- 4.1 Early discussions were held with the Police and Crime Commissioner and Chief Constable for Avon & Somerset (Sue Mounstevens and Andy Marsh, respectively) and the previous Chair of Devon & Somerset Fire & Rescue Authority (Councillor Healey) during development of the bid. This identified that, by virtue of the key role he was already playing in promoting multi-agency work, the Chief Fire Officer of Devon & Somerset Fire & Rescue Authority would be well placed to serve as the Senior Responsible Officer for this project.
- 4.2 On receiving confirmation from the Police Transformation Board that it would be recommending that the Home Office support the bid, the Chief Executive of the Avon & Somerset Office of the Police & Crime Commissioner has written on behalf of the Police & Crime Commissioner and Chief Constable of Avon & Somerset to again raise the issue of the Chief Fire Officer being seconded to serve as Senior Responsible Officer for the project.
- 4.3 In the event that this secondment is approved, the CFO has recommended that ACFO Glenn Askew be appointed as the temporary Chief Fire Officer for the duration of the secondment. The Fire & Rescue Authority is invited to approve the temporary appointment of ACFO Glenn Askew as a result.
- 4.4 This would result in the same number of principal officers (i.e. a CFO and two ACFOs) which are already budgeted for.

5. BENEFITS OF THE REGIONAL PROGRAMME

- 5.1 Significant potential late intervention cost reductions are anticipated to be delivered through this work. Late intervention refers to the acute, statutory and essential benefits and services that are required when children and young people experience significant difficulties in life, many of which might have been prevented. Spending on late intervention is an indicator of demand for acute services such as hospitalisation and incarceration which tend to be more expensive and deliver worse long term outcomes. It is estimated that the annual total cost of late intervention across the Avon & Somerset area is approximately £428 million – spread across the Police, NHS, Welfare, Local Authorities and Justice agencies. The outcome from the integrated analytics hub would seek to deliver a reduction in late intervention costs through better joint targeting of resources and more focussed and effective early intervention.

- 5.2 The Connecting Care programme in Bristol analysed the results of 1,100 families it worked with, where early intervention and a joined up approach was enabled by integrated analytics. Those 1,100 families saw the following results:
- 40% reduction in antisocial behaviour;
 - 29% decrease in offending;
 - 40% fewer Police call outs;
 - 52% improved school attendance;
 - 36% less alcohol dependency;
 - 25% fall in domestic abuse.
- 5.3 In one such family helped by the programme, the father was unemployed, illiterate and unable to engage with services. One child regularly went missing, had a 7.28% school attendance rate and engaged in sexual acts with older men for money. Another child was involved in antisocial behaviour and was a regular drug user. Following the programmes intervention, the father is attending literacy courses and attending the Job Centre; both children are out of harm's way with 100% school attendance and there has been no further drug issues along with no further crime and antisocial behaviour.
- 5.4 The above results are a snapshot of the impact of addressing the needs of just 1,100 families. There is the potential for significant demand reduction opportunities across agencies when this is scaled up accordingly to encompass all collaborating partners. The project would look to support in delivering a minimum of a 1% reduction in pan-agency 'late intervention' costs. This would equal to annual cost savings of £4.2 million pounds.
- 5.5 By making information more visual and accessible, practitioners will be:-
- Better informed;
 - Make better decisions;
 - See a reduction time spent interpreting information; and
 - Allow staff and their teams to be more effective.
- 5.6 Based on the above benefits, Avon & Somerset Constabulary recently surveyed users who are now routinely interacting with predictive risk models and visualisation software (the same approach forms part of this bid). The results showed:-
- 68% of users said they were now better informed within their business area;
 - 56% of users said they were now making better decisions;
 - 57% of users said using the products had saved them time; and
 - 58% of users said using the products had allowed them or their team to be more effective.
- 5.7 Avon & Somerset Constabulary will continue to build on the above results, but this provides insight in to the benefits that can be realised across the agencies involved as part of this bid.

6. BENEFITS TO THE FIRE & RESCUE AUTHORITY

- 6.1 The project aims to reduce late intervention costs by a minimum of 1% as outlined above. The annual programme savings are forecast to be £4.2m and a proportion of these savings would benefit all participants including Devon and Somerset Fire & Rescue Service. The savings from this programme will more than offset its costs as well as significantly improving outcomes.
- 6.2 There will also be performance management system savings if a collective approach towards performance management and data analytics is progressed together with reduced requirements for inputting data and the associated analysis time. It will also build trust and confidence between partners leading to other collaboration benefits (cashable and non-cashable) for the Fire & Rescue Authority, namely:
- A clear demonstration of the implementation of the statutory duty on all emergency services to collaborate (enacted under the Police & Crime Act 2017);
 - The ability to be in the centre of a fundamental piece of transformation which will bring police, fire and local authority activity together to directly benefit communities and save costs;
 - Being associated with the national profile that will be generated as a result of this ground breaking work;
 - Direct benefits to Devon & Somerset Fire & Rescue Service to support both the Integrated Risk Management Plan objectives (using data to identify those most vulnerable and working together with partners to make them safer) and our use of technology to drive improvements and efficiency within the revised operating model (saving money).

7. COST IMPACT

- 7.1 The regional collaboration programme (predictive analytics) will require significant time and energy in the first year to get partners on board and to establish ways of working. For the second year of the programme, the analytical and data visualisation software and hardware will have been procured and the programme will move into more of a steady state. This has an impact on the programme management arrangements with more effort at a senior level required in the first year moving to a more steady state in the second year. Thereafter, the programme will become self-funding by partners who will be obtaining the benefits of the partnership working. As such, the ideal approach (and that recommended) is for the Chief Fire Officer to be seconded on a full time basis for the first year and then a part time commitment in the second year (with the balance of the work being pure regional collaboration). This would allow the programme to continue to receive continuity of the Senior Responsible Officer role and therefore certainty.
- 7.2 In terms of funding the first year, there are a number of options available to the Fire & Rescue Authority as set out overleaf:

Option 1 - £140k is drawn down from the Home Office funding for the project and the remainder of the full cost of the Chief Fire Officer's employment, £68k per year, being offset by Devon & Somerset Fire & Rescue Service not backfilling a Group Manager post, which would result in no additional cost to the Authority. This financial contribution by the Authority would be seen by Avon and Somerset Constabulary as Devon & Somerset Fire & Rescue Authority's commitment to the integrated data hub and we would benefit accordingly as an initial partner and, as a result, be able to access the benefits more quickly than others who come on board at a later stage. The contribution from holding a vacancy at Group Manager level plus the money that would be drawn down from Avon and Somerset Constabulary would cover the full cost of a secondment for a year.

Option 2 - as above, in as much as £140k would be drawn down from the Home Office funding for the project and the remainder of the funding for the first year of the secondment would be met by a Devon & Somerset Fire & Rescue Authority contribution towards the regional collaboration hub. This would be a net additional cost but would be seen in the context of the Authority becoming one of the first partners into the joint analytical hub with subsequent savings in time being identified. This option, allowing for the money drawn down from Avon and Somerset Constabulary would cost the Fire & Rescue Authority £68k for a year.

Option 3 – Devon & Somerset Fire & Rescue Authority insists on full cost recovery (including the on costs of pension, car, travel, support costs) for the release of the Chief Fire Officer and full backfill is applied. It is worthy of note that this would not provide funding for the full year as Avon and Somerset Constabulary only has £140k of approved funding for programme management costs. Given the already tight time pressures on the programme (this is a two year programme that is already compressed into 18 months), it is highly unlikely that Avon and Somerset Constabulary would support this option. In addition, the Chief Fire Officer would have serious reservations about being able to deliver the programme in such a short timeframe given the scale and complexity it presents as well as the timeframe for procurement of the associated information technology required to deliver improved data sharing and visualisation. Although this option would cover the full costs of the secondment, it would not be for a full year duration. This option is not recommended.

Option 4 - the Fire & Rescue Authority may choose to suggest a part time undertaking over the duration of the programme, drawing down £140k over the 18 months to two years. However, experience has shown that this presents some considerable difficulties for the individual leading the project as they will essentially be continuing to lead on the day job as well as have responsibility for a major regional project. This is not something that would work for the Chief Fire Officer given the absolute need for the programme to deliver and the significant requirements of running a £73m risk critical organisation that employs 2,300 people at the same time. This option is not recommended.

Option 5 - the Fire & Rescue Authority may decide not to release the Chief Fire Officer in which case there would be no financial implications.

7.3

In terms of the second year, savings from collaboration as well as internal changes (generating savings) are expected to be made to maximise ways of working within Devon & Somerset Fire & Rescue Service and this would fund continuation of the secondment for the subsequent year. At this stage, however, given this element is less certain, it is proposed that a review period is established at the end of the first year with a subsequent paper to the Fire & Rescue Authority being presented to inform if a continuation is desirable and if so on what basis.

8. **IMPACT ON THE SERVICE**

- 8.1 If approved, a temporary Chief Fire Officer will need to be appointed for the duration of the secondment and temporary backfill arrangements put in place to ensure that the agreed establishment is met. This will ensure there is sufficient resilience and capacity in the service. Note: posts are covered in this manner as part of regular business within the organisation due to extended periods of absence and in doing so, valuable experience is gained by those selected for the temporary promotion.
- 8.2 Whilst the temporary Chief Fire Officer will be the accountable Head of Service for the duration of the secondment, regular meetings will be arranged between the substantive Chief Fire Officer, the Chair of the Authority and the temp Chief Fire Officer to ensure sufficient contact time and support is provided to ensure continuity.

9. **CONCLUSION**

- 9.1 The regional collaboration role (Multi-Agency Integrated Services Analytics Hub initiative) is a transformative project aiming to deliver a ground-breaking, innovative approach to collaborative working, effectively targeting resources where needed thereby making communities safer. It would represent a tangible example of delivering the new statutory duty to collaborate.
- 9.2 This Authority has been at the forefront of promoting regional collaboration amongst the emergency services, with the Chief Fire Officer currently chairing the programme board supporting the South West Emergency Services Forum in the practical application of collaboration on the ground. In this respect, the Chief Fire Officer is well placed to serve as the Senior Responsible Officer for the project.
- 9.3 The Authority is therefore invited to consider the secondment of the Chief Fire Officer but in so doing may wish to indicate the nature of the financial commitment (if any) that it is willing to make to support this collaborative project.
- 9.4 A draft secondment agreement has been prepared which has been reviewed by South West Councils. Within this, the ability for the Fire & Rescue Authority to call Lee Howell back from secondment at short notice for any reason will be incorporated. At the same time, Avon and Somerset Constabulary or Lee Howell may also wish to end the secondment and any such request would be met.

10. **RECOMMENDATIONS**

- 10.1 It is therefore recommended that the Chief Fire Officer be seconded to undertake this regional collaboration programme with key posts backfilled to ensure resilience and capacity for Devon & Somerset Fire & Rescue Service.
- 10.2 If this is agreed, the Fire & Rescue Authority is invited to consider progressing option 1 (as set out in paragraph 7.2 above) to cover the costs for year one and that any decision as to an extension beyond that period be subject to a separate paper that will be presented to the Fire & Rescue Authority at the end of that period.

MIKE PEARSON
Director of Corporate Services