COMMUNITY RESILIENCE STRATEGY
MAKING IT WORK TOGETHER
2011 - 2015
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The vision of the Scottish Ambulance Service set out in our strategy; “Working Together for Better Patient Care” is ‘to deliver the best patient care for people in Scotland, when they need us, where they need us.’

Working to support and promote community resilience is important to finding sustainable solutions to the challenges of delivering that vision. Our primary role is to deliver an emergency and urgent care response and clinical care transport for communities across Scotland. While we have world class response times in Scotland, we know that in responses to certain conditions, every second counts: e.g. cardiac arrest, hyper acute stroke. Having reviewed the approach to community resilience in countries such as France and Norway it’s clear that equipping communities with equipment and basic life-saving skills will save lives. We therefore recognise the benefits in helping communities to develop their own resilience. This strategy sets out how we will support, encourage and enable this.

For many years, the Scottish Ambulance Service has been working with partners to enable sustainable community resilience. We now support over 120 Community First Responder schemes and more than 1,000 trained volunteers throughout Scotland, supported by local Community Resuscitation Development Officers who recruit and train community members to provide emergency care support. We have established new roles and services including community paramedics, a retained service, and the involvement of the Scottish Ambulance Service crews in preventive initiatives, for example anticipatory care, ‘Heartstart UK’ resuscitation training in schools, and ‘Safe Drive’. And we continue to work closely with a range of community and voluntary organisations to deliver services and support to communities, such as placement of public access defibrillators.

Nationally, we have been involved in developing a range of solutions which focus our engagement with NHS Boards and communities to deliver emergency and unscheduled care appropriately with them. Our participation in the Remote and Rural Implementation Group (RRIG) has resulted in a Strategic Operating Framework which we are co-producing with NHS Boards and others to deliver services. We work closely with Scottish Government and other emergency service colleagues and the voluntary sector to ensure overall Scottish resilience.

The Scottish Ambulance Service is committed to building on these foundations and strengthening partnership working with community members, NHS Boards and the wider NHS, other statutory services, Volunteer Development Scotland and the voluntary sector to support and foster community resilience. This strategy sets out how the Service will take this forward.

Thank you to everyone who has contributed to the strategy and to all those who are committed to helping to deliver it.

Shirley Rogers
Director of Human Resources and Organisational Development.
Community resilience is the ability of communities to help themselves and to do so as part of an integrated network of support and care appropriate to their needs.

We recognise that the needs of individual communities will differ and our role will be to work with partners and communities to understand those needs and support them in strengthening their healthcare capacity and resilience.

Resilience is often interpreted in a much more specific way as protection against large-scale civil emergencies and major incidents. This is an important aspect of the work of the Scottish Ambulance Service. However, this strategy encompasses the broader concept of community resilience – working with community members and public and voluntary sector partners to develop more sustainable ways to deal with health emergencies and urgent health problems, to lessen their impact, and develop sustainable preventive measures.

In this way, developing community resilience relates to the core business of the Scottish Ambulance Service in providing an emergency and urgent response, unscheduled care, and scheduled clinical transport. Resilient communities complement and enhance our core service but do not replace it.

Developing community resilience has the potential to deliver a range of important benefits for community members as well as to enhance the effectiveness and sustainability of the Scottish Ambulance Service functions, and reduce pressure on wider NHS and social services.

This community resilience strategy is focused on delivering and strengthening healthcare resilience across Scotland. It supports the wider programme of work we are taking forward to develop our emergency, unscheduled and scheduled care services in line with our strategy "Working Together for Better Patient Care".

Throughout this document, we have referenced work that is being taken forward across the Scottish Ambulance Service to deliver our overarching strategy where it is relevant and will help our contribution to community resilience. This strategy focuses that work specifically on the resilience agenda and how we will work with communities and partners to deliver that, recognising that resilience is an outcome from the wider improvements in emergency, unscheduled and scheduled care “Working Together for Better Patient Care” will deliver.

Landing Lights on the Isle of Luing

It’s often necessary to access patients on remote and rural areas by air ambulance. The Scottish Ambulance Service is working with the Fire and Rescue Service, whose volunteers on the islands will deploy the landing lights, check them on a regular basis and provide fire safety cover. A new design of ambulance vehicle is now available which will carry a patient trolley and paramedic in the back. Working together with Luing Community First Responders, the Service is providing high quality patient care, with the community reflecting local needs.
Working in Partnership

Building resilience has to be a combined partnership effort and we will work with communities, NHS Boards, other relevant public sector bodies, and with voluntary organisations to develop resilient communities.

The role of communities

Community members themselves are vital in developing sustainable resilience. Our aim is to enable, with others, the development of a network of support for communities and individual communities themselves will be a key component of that network.

Communities already have a network of informal support, for example, between family members, friends, and neighbours. We will work with partners to encourage development of more formal support such as volunteer befrienders and community first responders to assist others in their community.

Communities can raise their own awareness of the range of support available and the role they can play. We will help facilitate this where we can through advice and signposting and contributing to the development of better patient and public information.

We also need to engage with communities to understand their needs and develop appropriate services with them. This will require communities to become actively involved in working with us to develop solutions and recognising the contribution they can make to their own resilience.

The role of the Scottish Ambulance Service and partners

The Scottish Ambulance Service in partnership with NHS, social care, voluntary organisations and other agencies, has a clear role in enabling the development of resilient communities.

Firstly, providing fast, effective support and assistance when problems occur and working to minimise their impact. We recognise our role in providing an emergency and unscheduled response across Scotland; resilient communities help focus that response appropriately and enhance it.

Secondly we are committed to working with communities and our partners to develop sustainable and appropriate solutions. This has to be done in partnership to avoid fragmentation of services, confusion for communities in accessing help and care, and an over-reliance on others to deliver solutions.

Thirdly, with our partners, we will strengthen communities’ ability to help themselves; develop their awareness of and access to relevant information, their skills to respond in an emergency, their ability to self-manage their care at home, their access to resources such as public access defibrillators, and their knowledge to better enable them to prevent ill health.

Saving Lives in Urban Locations

The Scottish Ambulance Service is supporting the British Heart Foundation’s initiative which aims to locate 100 public access defibrillators across the city of Glasgow.
Benefits of developing community resilience

We believe this strategy will deliver these benefits:

**For patients and carers:**
- Immediate emergency and urgent care provided locally and supported by the Scottish Ambulance Service
- Better outcomes & patient experience
- Less avoidable hospital admissions
- More person-centred care.

**For community members:**
- A greater opportunity to influence the healthcare agenda
- Better information & access to range of appropriate sources of help
- Safer, healthier communities from increased prevention and protection activity
- A greater ability to help themselves and strengthened resilience to respond
- Self-development through volunteering, involvement, education.

**For the Scottish Ambulance Service:**
- Enhanced capacity to ensure effective, appropriate, timely patient care in all communities regardless of location
- Enhanced staff/crew satisfaction: skill development and maintenance, increased opportunity to deliver care and employ range of skills
- Reduced unnecessary trips to hospital retaining capacity to respond locally
- Improved understanding of community need and potential solutions to challenges, gained from closer working/relationship with community.

**For the wider NHS:**
- Improved integration and pathways of patient care between providers
- Reduced costs from avoidable hospital admissions
- More seamless healthcare and better use of our resources: the Scottish Ambulance Service staff supporting acute / primary care colleagues in delivering treatment in hospital / community
- More sharing of information to support better patient care.
- For other care service providers e.g. social work: preventive actions / initiatives to reduce and mitigate key risks
- Better communication and integration of care / support for vulnerable people.

**For voluntary organisations:**
- Involvement in planning regarding scheduled and unscheduled care provision
- Opportunities to provide support services eg support to vulnerable individuals (or enhance targeting of existing services)
- Opportunities for the Scottish Ambulance Service support with preventive/protection activities.

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Training Primary School Children How To Save Lives

"A few weeks ago I took part in a short first aid course, whose purpose was to teach you what to do in the event of finding someone injured… I now feel confident that if there was an emergency, I would know what to do a lot better."

Community First Responder Schemes

"Community First Responder Schemes can help ensure that people in remote and rural communities support each other with basic life saving skills while an ambulance is on its way. With my neighbour, I responded to a call which turned out to be my uncle. When he stopped breathing, we used an automated external defibrillator and CPR to save his life."
How will we contribute to community resilience?

Recognising that the needs of different communities vary, we will take forward a range of activity to help develop and strengthen community resilience. We will strengthen our links to community groups and the voluntary sector and our involvement through Community Planning Partnerships.

Enabling easier access to appropriate care
A crucial underpinning area of activity for the Scottish Ambulance Service is to support greater awareness among community members so they are better able make an informed and appropriate decision about the help and support they require. To support that, we also need to raise awareness among organisations and agencies that refer patients to the Service.

Every year, the Scottish Ambulance Service treats an increasing number of patients at home or at scene; 60,000 in 2010/11. Many of these 999 emergencies turn out to be minor injuries or conditions which can be safely treated at scene and could have been dealt with more appropriately elsewhere in the NHS or by other social care providers.

As well as continuing to improve our own clinical telephone assessment, we will work with the NHS contributing to the ongoing development and signposting of information for patients and communities to help them make the right decisions as part of our wider unscheduled care programme.

Anticipatory care
Anticipatory care means undertaking activities intended to prevent or lessen the impact of ill health. This can include health screening, such as the ‘Keep Well’ programme in Scotland, whereby health check-up appointments are offered to people deemed at risk and advice is given or signposting or referral to support. This can facilitate self-management of healthcare by patients at home and strengthen their resilience and we will continue to promote and support such initiatives.

As part of our wider unscheduled care programme, we are currently working with a number of NHS Boards to develop anticipatory care schemes whereby paramedics are routinely assessing and treating patients, generally with chronic or long-term conditions such as diabetes, at home, normally using an anticipatory care plan developed with the patient. We will also work with partners and patients to raise awareness and signpost them to care or offer advice during routine patient contact as appropriate.

Anticipatory care has the potential to support community resilience and we will look to develop these schemes where appropriate in partnership with other NHS Boards and primary care providers as part of our wider commitment to reducing avoidable hospital attendances and improve patient care.

Anticipatory Care Programme
As part of Scotland’s “Keep Well” national anticipatory care programme, the Scottish Ambulance Service is piloting a free confidential health check for patients between 45 and 64 years old. Patients are seen by paramedics in their own home.
How will we contribute to community resilience?

Developing better integrated models of service delivery

a. Emergency and urgent care

The Scottish Ambulance Service has a pivotal role in developing appropriate models to deliver a sustainable and effective emergency and urgent response. These models should reflect the diversity and geographical spread of communities the Scottish Ambulance Service responds to and recognises the availability of a wider network of agencies and support.

The Strategic Options Framework developed in partnership through the Remote and Rural Implementation Group (RRIG) sets out a range of solutions, for example a retained ambulance service or community paramedic model working in tandem with local GP or nursing staff supported by a Community First Responder Scheme. We will continue to work with NHS Boards and communities to develop appropriate sustainable local solutions.

We will work with communities to grow the number of Community First Responder Schemes, enhance community first-aid skills, and work with our partners to put in place community emergency resources such as public access defibrillators and improved information and signposting to care and support.

This will not only strengthen community resilience but will also underpin our wider commitment to delivering unscheduled care closer to home and will be supported by the expansion of our ‘see and treat’ approach and new care pathways, better decision support for staff, and more effective use of technology to deliver mobile healthcare, support self-management of care and avoid unnecessary trips to hospital.

These solutions will be developed with communities and our partners in the NHS, social care and the voluntary sector. We will continue to provide a fast and effective quality response for communities across Scotland in an emergency, but we will work with those communities and our partners to enhance their resilience and enhance that response.

b. Clinical patient transport

The Scottish Ambulance Service has a responsibility to transport patients to hospital with a clinical need. However, we recognise we are part of a solution and, through our scheduled care programme, we will continue to work with NHS Boards and community transport providers to signpost patients to alternative transport options where they do not meet our clinical criteria.

We will also work with these partners to better integrate the provision of transport to healthcare.

We will also look to make best use of our non-emergency service to strengthen community resilience offering training to our non-emergency staff to be able to respond in an emergency as First Person on Scene.

Shock boxes in Patient Transport Service Vehicles

The Scottish Ambulance Service has now equipped all 450 of its patient transport vehicles with shock boxes, effectively creating an additional 450 responders who can intervene with the potentially life saving device while an emergency ambulance is on its way to the patient. This added capacity increases the potential to save lives, particularly in rural communities where geography and distance are factors.
Safe Drive Stay Alive Roadshow
The Service is working with NHS Boards, Police and Fire Service colleagues to reduce the number of road accidents involving young drivers.

“My 18-year old son attended Safe Drive Stay Alive shortly after writing off his car… Every parent’s worst fear is that they get “that call,” and my son, quite rightly, feels that it should be made compulsory that everyone sees roadshows like this before being handed a driving licence. Thank you so, so much.”

Supporting prevention activities

A crucial aspect of community resilience is developing the capacity of the community to prevent and mitigate the impact of health problems that otherwise would require emergency or urgent care.

This is an area on which other NHS boards and organisations lead, however it is an important area on which the Service can make an impact as a partner and by supporting specific health prevention or protection initiatives.

Scottish Ambulance Service staff have historically supported selected initiatives in their localities, for example, community education on road traffic accident prevention and drug abuse. The Service recognises that it has a capable and committed workforce able to offer support, guidance and advice to communities which will encourage health prevention and we will continue to identify appropriate opportunities where we can make that contribution effectively and appropriately where resources allow.

This could include, for example, awareness raising support for national and local campaigns, such as chest pain and stroke, working with schools and other community groups to develop first aid skills or drug and alcohol awareness. It could also include signposting and advice for the patients we treat every day to help them better self-manage conditions, such as diabetes, at home.

By enabling community members, or the people supporting them, to take action to address health issues that may otherwise develop into serious problems, we will help to strengthen their resilience. We will also support better information and working with and between agencies to be part of a wider network of support for communities.

We currently have formal partnership with other agencies, such as the British Red Cross Society, BASICs Scotland, the Sandpiper Trust and the British Heart Foundation and we will continue to build on these and look for new opportunities to enhance joint working with the voluntary sector.

Major incident resilience
The Scottish Ambulance Service has a clear role to play in respect of any major incident and we will continue to work in partnership with other agencies to ensure we deliver this role effectively for communities across Scotland.

Whilst fully acknowledging our statutory role, we also recognise that strengthening the community resources for dealing with emergency and urgent health issues, such as increasing first-aid skills among community members, publicly accessible equipment such as defibrillators, and developing Community First Responders, also strengthens the local infrastructure bringing potential benefits in dealing with major incidents.

This could, for example, include Community First Responders relaying information about access to scene, number of casualties, etc to the Service regarding a major incident ahead of the arrival of trained Scottish Ambulance Service resources, or support in terms of planning for major events.
Recognising Community Resilience

How will we recognise community resilience?

As we enable and encourage the development of community resilience, we will begin to see new models emerging. There is no single solution that will fit every community and each solution will be guided by what each community needs and wants and how the community itself is able to contribute to its own resilience. We are having some success piloting anticipatory care, with “see and treat” and “hear and treat” protocols, more can be done to enhance community resilience.

<table>
<thead>
<tr>
<th>The traditional model</th>
<th>What model could look like in the future</th>
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<tbody>
<tr>
<td>• GP works in community and available in hours with a different provider operating out of hours</td>
<td>• GP is now a BASiCs co-responder with access to pre-hospital life-saving equipment</td>
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<tr>
<td>• Carer lives down the street</td>
<td>• Carer lives down the road but now has access to better information to help manage chronic condition at home</td>
</tr>
<tr>
<td>• 999 Scottish Ambulance Service emergency vehicle response 20 minutes away</td>
<td>• 999 Scottish Ambulance Service emergency response 20 minutes away but Community First Responder scheme able to give emergency aid while ambulance is on route</td>
</tr>
<tr>
<td>• 999 call taker provides on line help &amp; advice</td>
<td>• Public access defibrillator located in previously disused public phone box in High Street</td>
</tr>
<tr>
<td>• The Scottish Ambulance Service takes patient to hospital 50 miles away for treatment of manageable chronic condition.</td>
<td>• Resuscitation and community life support training delivered to local community and school</td>
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<td></td>
<td>• Ambulance crew able to treat patient at home, offer advice on self-managing long term condition and refer onto primary care team</td>
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<tr>
<td></td>
<td>• Community paramedic and local nurse practitioner follow up repeat caller to prevent unnecessary emergency attendance and signpost to most appropriate anticipatory care</td>
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<tr>
<td></td>
<td>• Patients better able to self-manage care at home and able to access care and advice remotely</td>
</tr>
<tr>
<td></td>
<td>• Appropriate transport provider, based on clinical need, takes patient for routine hospital appointment.</td>
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Community Resilience will deliver:

- Better patient experience
- Improved health outcomes
- Increased community confidence
- Better informed communities and patients
- Easier and more equitable access to appropriate care
- Increased levels of life-saving skills within communities
- Reduction in use of emergency response in non-emergency situations
- Reduction in avoidable attendances and admissions at hospital
- More community based long-term condition management
- Increased partnership working with professional agencies and communities
- Scottish Ambulance Service better informed of individual community’s needs and better able to tailor solutions with them to enable resilience
- Better integration and sharing of information between agencies
- More effective use of NHS resources
To contribute to community resilience we will focus on these areas of activity

<table>
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<tr>
<th>Community Information &amp; Engagement</th>
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<tr>
<td>• Work with partners to improve access to healthcare and information for patients to make better decisions</td>
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<tr>
<td>• Promote and develop self-help information</td>
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<tr>
<td>• Develop key messages for staff, communities and community advocates</td>
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<tr>
<td>• Participate in awareness raising campaigns such as stroke and chest pain</td>
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<tr>
<td>• Identify and work with vulnerable communities and community groups to inform potential new models of service delivery</td>
</tr>
<tr>
<td>• Work with employers to promote volunteering/ basic first aid skills and so on for staff</td>
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<tr>
<td>• Capitalise on Investors in Volunteers to further develop our engagement with communities across Scotland</td>
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<tr>
<th>Service Delivery</th>
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<tr>
<td>• Work with partners to develop integrated solutions appropriate to community needs</td>
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<tr>
<td>• Continue to grow Community First Responder and co-responder capacity</td>
</tr>
<tr>
<td>• Ensure we send the most appropriate response to meet clinical need, getting it right first time</td>
</tr>
<tr>
<td>• Support further roll out, mapping and awareness of community based public access defibrillators</td>
</tr>
<tr>
<td>• Continue to strengthen and develop strategic alliances with key partners in the voluntary sector to deliver a wider network of options to support resilience</td>
</tr>
<tr>
<td>• Supporting use of Third Sector providers where appropriate in areas such as transport for health and development of network of community support</td>
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<tr>
<td>• Ensure sound application of SAS clinical governance arrangements for co and first responder activity</td>
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<tr>
<td>• Enhance major incident response</td>
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<tr>
<th>Anticipatory Care (through unscheduled care programme)</th>
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<tr>
<td>• With partners, develop and embed care pathways</td>
</tr>
<tr>
<td>• Support and encourage health screening as appropriate, e.g. high blood pressure</td>
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<tr>
<td>• Work with NHS Boards and primary care providers to support management of long term conditions in the community</td>
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<tr>
<td>• Identify appropriate opportunities to support health prevention and promotion</td>
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<th>Technology (through e-Health programme)</th>
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<tr>
<td>• Development and expansion of mobile technology solutions, such as, mobile imaging and diagnosis</td>
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<tr>
<td>• Better tracking and monitoring of available mobile resources</td>
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<tr>
<td>• Support use of telemedicine in communities working in partnership to fully exploit the potential of technology and avoid unnecessary transport to hospital</td>
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<tr>
<th>Enhancing Skills</th>
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<tr>
<td>• Emergency life-saving skills in communities enhanced through activities such as first aid training</td>
</tr>
<tr>
<td>• Support local staff and managers to engage more effectively with communities</td>
</tr>
<tr>
<td>• Continue working with schools and community groups in areas such as ‘Heart Start UK’ resuscitation training</td>
</tr>
<tr>
<td>• Develop formal accreditation for Community First Responder and Community Resuscitation Development Officers</td>
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</tbody>
</table>
The Scottish Ambulance Service firmly believes that all employees should be treated equally and fairly. The Board opposes all forms of discrimination on grounds of colour, race, nationality, ethnic origin, disability, marital status, sexual orientation, gender or age.

Information about the Service can be obtained from: Secretary to the Scottish Ambulance Board, National Headquarters, Tipperlinn Road, Edinburgh, EH10 5UU. Telephone: 0131 446 7000 email scotambcomments@scottishambulance.com or visit our website www.scottishambulance.com

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