1. Purpose of paper

1.1. On 11 February 2013 the Overview and Scrutiny Committee agreed that its select committees would carry out a review of emergency services in Lewisham. At its meeting on 30 April 2013, the Committee resolved that the Business Panel on 14 May 2013 would consider a scoping report of the elements of the review that relate to Children and Young People to decide how that section of the review could be carried out. On 15 May 2013 the Children and Young People Select Committee agreed the scoping paper that had been referred to them by Business Panel.

2. Recommendations

2.1. The Select Committee is asked to:
   • note the content of the report and consider the information presented at Committee

3. Background

3.1. Significant changes are being implemented, or are planned, to the way in which emergency services are delivered across London. This includes the three local emergency services in Lewisham: Metropolitan Police, London Fire Brigade and the London Ambulance Service; and also the provision of accident and emergency services across South-East London.

3.2. At its meeting on 11 February 2013 the Overview and Scrutiny Committee considered a scoping report, which set out the terms of reference for a review into emergency services in Lewisham. At the meeting, it was decided that the review would be co-ordinated across all select committees. Members of the O&S Committee considered the proposed terms of reference and they agreed that the review would aim to:
   • clarify the key policy initiatives and financial constraints impacting on emergency services locally
   • identify the local implications for services
   • consider the potential impact of any service changes

3.3. At its meeting on 30 April 2013 the Committee resolved that the Business Panel would receive a scoping report of the aspects of emergency services in Lewisham that relate to children and young people, potentially including:
• Engagement with young people in schools via the schools police officer and Safer Neighbourhood Team (SNT) engagement with primary schools
• Engagement work with young people in relation to fire prevention, fire safety and, if appropriate, in relation to hoax calling
• Support to schools emergency planning in relation to fire evacuation
• Any implications for children's social services including changes to youth offending services
• Potential healthcare service implications for children related to the proposed changes to A&E services and related acute paediatric services

4. Emergency Services in Lewisham

4.1. Safer Stronger Communities Select Committee recently heard from Superintendent Suzanne Wallace that, in relation to the Metropolitan Police:
• There is a major financial challenge facing the service. The government has made it a requirement to cut £500m from the service budget by 2016.
• The ‘one MET model’ is the overarching vision for the service. The model will focus resources on neighbourhood policing with the aim of keeping services on the front line by cutting management and building costs. This means that there will be an increased emphasis on the sharing of services between boroughs.

4.2. The London Mayor’s Office for Policing and Crime (MOPAC) has confirmed that 65 police stations, with front-counter access for the public, will be closed across London, with two of those being in Lewisham (Sydenham and Brockley) and a further two stations identified for reduced opening hours (Catford and Deptford). There was a public consultation meeting, regarding the full range of MOPAC proposals for policing in London, held at the Civic Suite on Monday 28 January at 6pm. At the consultation meeting, Simon Byrne, Assistant Commissioner of the Metropolitan police, advised that, in Lewisham, the proposals would mean an extra 54 police officers by 2015, than those in place in October 2011, and an increase of 109 more officers in Safer Neighbourhood teams over the same period.

4.3. On 11 January 2013 the Commissioner of the London Fire Brigade published proposals for the Draft Fifth London Safety Plan. The plan detailed proposals to make savings worth £28.8m over the next two years. The plans included closing 12 fire stations, seven fire stations that currently have two fire engines moving to one fire engine, and four stations gaining a fire engine. Two of the stations proposed for closure are in Lewisham: New Cross and Downham. The Commissioner stated that if implemented, the Brigade would maintain its existing average target response time of getting its first fire engine to an emergency within six minutes and the second fire engine, if needed, within eight minutes.

4.4. Consultation on the proposals within the plan began on 4 March 2013 and will close on 17 June 2013. As part of the consultation process a public meeting has been arranged for the residents of Lewisham. The meeting will take place on Wednesday, 22 May 7-9pm at Sydenham School, Dartmouth Road, SE26 4RD.
4.5. The London Ambulance Service (LAS) is a NHS Trust which provides service across London. The Accident and Emergency service provided by the London Ambulance Service is divided into three operational areas, West, East and South. Lewisham is covered by the South operational area. Currently there are 28 ambulance stations in the South area, three of which are in Lewisham.

4.6. The Health and Social Care Act abolishes NHS Trusts that are not Foundation Trusts, so from April 2013, the NHS Trust Development Authority (NHS TDA) will provide governance and accountability for NHS Trusts in England that are not yet Foundation Trusts, and will support them in the appropriate delivery of the foundation trust status. The London Ambulance Service and Lewisham Healthcare NHS Trust are two of the 22 NHS Trusts in London who are currently working towards foundation trust status. It is anticipated that the NHS TDA will help each NHS Trust secure sustainable, high quality services for the patients and communities they serve.

4.7. On 31 January 2013 the Secretary of State for Health decided that the Accident and Emergency Department at Lewisham hospital would be reduced in size, with the most urgent cases being taken to other hospital sites across South East London. It was also decided that Lewisham Healthcare NHS Trust would take over the management of the Queen Elizabeth Hospital, which is currently part of the South London Healthcare Trust which is being dissolved. Those decisions were based on the report and recommendations of the Trust Special Administrator (TSA), Matthew Kershaw, who had been charged with developing recommendations for dealing with the failing South London Healthcare NHS Trust, based in neighbouring boroughs.

4.8. Lewisham Council has issued an application for a judicial review of the decisions, of the Secretary of State for Health and the Trust Special Administrator, to downgrade the Maternity and Accident & Emergency services at Lewisham Hospital. The Council is asking the court to review the recommendations of the Trust Special Administrator (TSA) affecting Lewisham hospital and the subsequent decision to accept those recommendations by the Secretary of State for Health.

4.9. In setting out its grounds for review the Council states: “Both decisions are ultra vires. The TSA (trust special administrator) was appointed to South London Healthcare Trust only. He was not appointed to Lewisham Healthcare NHS Trust. The Unsustainable Provider Regime (UPR) confers powers on a TSA and on the Secretary of State respectively to make recommendations, and to take action, about the NHS Trust to which the TSA has been appointed. But they are limited to that NHS Trust. The UPR confers no powers either on the TSA to make recommendations or on the Secretary of State to take action, about an NHS Trust, such as Lewisham Healthcare, to which a TSA has not been appointed.”

4.10. The Council has asked the court to expedite the matter so that it is heard as soon as possible, and has also secured an undertaking that no service changes affecting Lewisham hospital as a result of the Secretary of State’s
decision will be implemented before the matter has been dealt with by the court. The case is due to be heard over a three day hearing between late May and mid July.

4.11. Both Lewisham Healthcare NHS Trust and the London Ambulance Services are not yet Foundation Trusts, so from 1 April 2013 they will be working with the NHS Trust Delivery Agency (NHS TDA). The NHS TDA will provide governance and accountability for NHS Trusts in England and delivery of the foundation trust status.

5. Key Lines of Inquiry

5.1. The terms of reference for the review were established by the Overview and Scrutiny Committee at its meeting on 11 February 2013 and cover the following key areas:
   - clarify the key policy initiatives and financial constraints impacting on emergency services locally
   - identify the local implications for services
   - consider the potential impact of any service changes

5.2. As decided at its meeting on 30 April 2013, the Committee resolved that the focus of the review in relation to young people should be around prevention, and should include:
   - Engagement with young people in schools via the schools police officer and Safer Neighbourhood Team (SNT) engagement with primary schools
   - Engagement work with young people in relation to fire prevention, fire safety and, if appropriate, in relation to hoax calling
   - Support to schools emergency planning in relation to fire evacuation
   - Any implications for children's social services including changes to youth offending services
   - Potential healthcare service implications for children related to the proposed changes to A&E services and related acute paediatric services

5.3. To review Police engagement with young people, via the schools police officer and SNT engagement with primary schools, information on the current and proposed ways that engagement is carried out, will be needed, including:
   - The work that schools police officers currently carry out.
   - How Safer Neighbourhood Teams engage with primary schools.
   - The importance of engagement with young people by the police at various ages.
   - What changes to the engagement work by schools police officers and SNTs are likely to occur due to the changed policing model and financial constraints

5.4. Once this information has been established, the following key lines of enquiry can be followed:
   - Will the changes to policing result in significantly altered levels of engagement with young people?
• What will be the wider impact to the borough of any changes to engagement levels?

5.5. To review London Fire Brigade engagement work with young people in relation to fire prevention, fire safety and if appropriate hoax calling, information on the current and proposed ways that engagement is carried out, will be needed, including:
• The current ways that young people focussed fire prevention work is carried out and the impact that fire prevention work has for the fire service.
• What changes to the work on fire prevention are likely to occur due to changing policies and financial constraints?
• The number of hoax calls in the borough, the number of young people hoax calling, the impact of hoax calls on emergency services and current methods used to prevent hoax calling.

5.6. Once this information has been established, the following key lines of inquiry can be followed:
• Will the changes lead to less fire prevention work taking place with young people?
• Will the changes lead to less fire safety work taking place with young people?
• Could the changes lead to increased fire risks for young people due to less fire safety awareness?

5.7. To review support to schools emergency planning in relation to fire evacuation, information on the current and proposed ways that support is provided will be needed, including:
• The legal framework for emergency planning at schools, including obligations for the school and the fire service.
• The level of support that is currently offered to schools by the fire service
• The benefit of this support for both schools and the fire service
• What changes are likely to occur to this support due to changing policies and financial constraints?

5.8. Once this information has been established, the following key lines of enquiry can be followed:
• What types of support do schools need to be able to effectively plan fire evacuation?
• Is the support needed going to be impacted on by the proposed changes?

5.9. To review implications for children's social services including changes to youth offending services, information on the current and proposed ways that children’s social services and the youth offending team works with the emergency services will be needed, including:
• Where and how children’s social services interact with the youth offending service and the police service (including sharing of information and services)
• Are any service changes being proposed that may impact on the way the police service interacts with the youth offending service and children’s social care?

5.10. Once this information has been established, the following key lines of inquiry can be followed:
• Will the changes hinder interaction and effective partnership working? Specifically will this impact on safeguarding of children?
• Will the policing changes require changes to the Youth Offending Service?
• Would any of the policing changes impact on the level of service that children’s social services are required to provide and to the number of young people supported by the Council. If so what are the resource implications?

5.11. To review potential healthcare service implications for children related to the proposed changes to A&E services, and related acute paediatric services, information on the current and proposed changes to services will be needed, including:
• What changes are proposed to Accident and Emergency Services at Lewisham hospital, including changes related to the down-grading of the obstetrician-led maternity unit to a midwife-led birthing centre?
• How do the proposed changes impact on the children’s accident and emergency service provided at the Lewisham Hospital site?
• How do any proposed changes to services at the Lewisham Hospital site impact on services for children?
• How does the Council and Lewisham Hospital currently work together in relation to accident and emergency services and the safeguarding of children and young people?

5.12. Once this information has been established, the following key lines of inquiry can be followed:
• Will changes to Accident and Emergency services at Lewisham hospital impact on children’s healthcare services?
• Will changes to accident and emergency services have a wider impact on children’s access to secondary and acute health services?
• Will changes to midwife and accident and emergency services at the Lewisham hospital site impact on effective safeguarding of children and young people?

6. Engagement with young people in schools via the schools police officer and Safer Neighbourhood Team (SNT) engagement with primary schools

6.1. The Police and Crime Plan 2013-2016, which was produced by the Mayor’s Office for Policing And Crime (MOPAC) in 2013\(^1\), sets out the aspiration for the Metropolitan Police Service (MPS) to be “the best and most loved police service in the world. In order to ensure that the MPS is able to meet the Mayor’s challenge to strengthen the front line, increase the number of officers

out on the street and reduce costs, the MPS is undergoing a transformation. The new ‘One Met Model’ involves a radical reorganisation of the Service, as well as fundamental changes to the way the MPS delivers policing services”.

6.2. One of the fundamental principles of the ‘One Met Model’ is “to make Neighbourhood Policing the foundation of policing in London. It will ensure that the MPS deploys police officers and staff flexibly to meet demand across London. It will allow the MPS to meet the Mayor’s pledge to maintain police officer numbers at around 32,000, with some 19,000 officers working in boroughs and tackling local policing priorities by 2015. Borough policing will be organised based on the Local Policing Model which will be implemented by October 2013”.

6.3. The Local Policing Model “puts neighbourhood policing at the heart of what the MPS does. It will ensure service delivery is consistent, flexible and responsive to the needs of Londoners. Safer neighbourhood teams (SNTs) will be led by a Neighbourhood Inspector who will be accountable for dealing with crime and disorder – such as antisocial behaviour, robbery and burglary – in a local area. Each ward will have a dedicated named police constable and police community support officer (PCSO), who will provide recognisable faces within the community and will continue to work closely with their Safer Neighbourhood ward panels, made up of members of the local community who will set the team priorities. The Commissioner has made a promise that these dedicated ward officers will not be ‘abstracted’ away to deal with other issues. The Mayor and the Commissioner recognise the value of Safer Schools Officers as an early point of contact for positive engagement with young people, so every secondary school that wants one, will have a named Safer Schools Officer. Overall, nearly 4,500 officers will be dedicated to neighbourhood policing. This is 2,600 more officers working directly in neighbourhoods than in 2011, on issues that matter to local people such as visibility, reassurance and crime prevention”.

6.4. The Police and Crime Plan 2013-2016 highlights that engagement with young Londoners is vital, and pledges that each secondary school in London will have a Safer Schools Officer as part of the new local policing model, if they want it. That officer will also work with local (feeder) primary schools.

6.5. Further information on the engagement work of SNTs and Safer Schools Officers will be provided at the meeting.

7. Engagement work with young people in relation to fire prevention, fire safety and, if appropriate, in relation to hoax calling

7.1. The Draft Fifth London Safety Plan 2013–2016 produced in March 2013 includes a section entitled ‘Focusing and integrating our youth work’ which highlights the investment in work with young people and that the London Fire Brigade’s commitment to the value of this work is set to continue. The plan

sets out that “we believe that working with young people at an early age can make a massive difference as they absorb our messages and share them with their families and friends. Our educational visits to schools have reached well over a million primary school children since 2001. We currently have four main youth services: a schools’ education programme, the Juvenile Firesetters Intervention Scheme, a cadets’ programme and the Local Intervention Fire Education (LIFE) scheme”.

7.2. In 2011/12 the London Fire Brigade reviewed and evaluated all of their youth work to determine the value of the investment made by the Brigade in these schemes and made a number of improvements. They highlight that “all of our youth work is highly valued by the young people and their parents/carers. We will undertake further work to look at our separate youth activities and bring them together under the LIFE brand so they represent a more coherent and integrated approach, better focused on our objectives and those of our partners. Our relationship with the Prince’s Trust continues to provide opportunities for us to engage with a wide range of young people on Prince’s Trust programmes. We have signed a memorandum of understanding between us and the Trust that demonstrates our shared ambition for this work to continue”

7.3. Appendix X provides further information on the approaches that London Fire Brigade take with youth engagement.

8. Support to schools emergency planning in relation to fire evacuation

8.1. Information about support to schools emergency planning in relation to fire evacuation will be provided at the meeting.

9. Any implications for children’s social services including changes to youth offending services

9.1. Information about any implications for children's social services including changes to youth offending services will be provided at the meeting.

10. Potential healthcare service implications for children related to the proposed changes to A&E services and related acute paediatric services

10.1. Information about potential healthcare service implications for children related to the proposed changes to A&E services and related acute paediatric services is contained in Appendix Y, the London Borough of Lewisham’s response to Securing sustainable NHS services – Consultation on the Trust Special Administrator’s draft report for South London Healthcare Trust and the NHS in south east London.

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11. **Further implications**

11.1. At this stage there are no specific financial, legal, environmental, equalities or crime and disorder implications to consider. However, each will be addressed as part of the review.

If you have any questions about this report, please contact Andrew Hagger, Scrutiny Manager (ext. 49446)