

Overview and Scrutiny Committee			
<b>Title</b>	Emergency Services Review: Scoping Paper	<b>Item No</b>	3
<b>Contributors</b>	Overview and Scrutiny Manager		
<b>Class</b>	Part 1	<b>Date</b>	11 February 2013

## 1. Purpose of paper

- 1.1 The Chair would like to explore how Overview and Scrutiny in Lewisham could undertake a review of Lewisham's Emergency Services.
- 1.2 This paper sets out the rationale for a review, provides some initial background information on the current situation within Lewisham and sets out a proposed terms of reference for the review.
- 1.3 The in-depth review process is outlined at Appendix A.

## 2. Recommendations

The Committee is asked to:

- note the content of the report
- consider the information provided by officers and partners present at the meeting
- consider and agree the proposed terms of reference for the review, outlined in section 5, and the potential allocation of responsibilities to the select committees, outlined in section 6.

## 3. Meeting the criteria for a review

A review into Lewisham's Emergency Services meets the criteria for carrying out a scrutiny review, because it is:

- an issue that affects a large number of people living, working and studying in Lewisham
- strategic and significant

## 4. Background

- 4.1 Significant changes are impacting on local public services affected by policy changes and financial constraints. This includes the three local emergency services: Metropolitan Police, London Fire Brigade and the London Ambulance Service; and also the provision of accident and emergency services across South-East London.
- 4.2 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.

- There are plans to recruit additional Police Community Support Officers.
- 4.3 The London Mayor's Office for Policing and Crime (MOPAC) has since 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 the 28<sup>th</sup> 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.
- 4.4 On the 11<sup>th</sup> January 2013 the Commissioner of the London Fire Brigade published proposals for the Draft Fifth London Safety Plan<sup>1</sup>. 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.
- 4.5 The Commissioner of the London Fire Brigade stated: "In the last four years, we have cut £52m without reducing frontline services. Additional savings cannot be found without making significant changes to how we keep London safe. In the last decade, demand for the Brigade's service has changed dramatically and it's time to reflect that in how our fire stations, engines and staff are organised".
- 4.6 At a meeting of the London Fire and Emergency Planning Authority (LFEPA) on the 21<sup>st</sup> January, where the draft plan and consultation plan was considered, an amendment was made by Labour members, which was supported by Liberal Democrat and Green members of the Authority. The amendment means the Authority did not agree to the commencement of consultation on the part of the plan that deals with the closure of fire stations, or loss of appliances or firefighters.
- 4.7 However, on the 30<sup>th</sup> January, The Mayor of London, Boris Johnson, overruled the decision of LFEPA and directed the Commissioner to begin consultation on the full proposals, including the closure of 12 fire stations.
- 4.8 The London Ambulance Service (LAS) is a NHS Trust which provides service across London. It currently employs 4500-5000 people based at 70 ambulance stations and support offices across London. The emergency services they provide are purchased by the 32 local Primary Care Trusts (PCT), with NHS North West London acting as the lead PCT Commissioner. From April 2013, their services will be purchased by the local Clinical Commissioning Groups (CCG). The performance of the Trust is monitored by NHS London.
- 4.9 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

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<sup>1</sup> London Fire Brigade Draft fifth London Safety Plan  
<http://www.london.gov.uk/LFEPA/mgAi.aspx?ID=1016#mgDocuments>

the South operational area. Currently there are 28 ambulance stations in the South area, three of which are in Lewisham.

- 4.10 In 2011, The London Assembly carried out a strategic review of the future of the London Ambulance Service<sup>2</sup>. It highlighted that demand is already higher for the LAS than other regional ambulance services, and the number of incidents attended by the LAS has increased 12 per cent in four years. The review also concluded that the organisation is being forced to make large budget reductions after a sustained period of growth. These will see the LAS lose almost a fifth of its current workforce in the next five years, including 560 frontline staff.
- 4.11 The London Assembly suggested that efficiencies could also be created for the LAS and the GLA Group by more joint working: “the LAS and London Fire Brigade each have dozens of stations across the city; a small number of these are shared, but progress in delivering more shared stations has been very slow”. They also found that “the Metropolitan Police Service requests support from the LAS 100,000 times a year, but only rarely is this to respond to a life-threatening incident. By working more closely together, the police and the LAS could direct people to more appropriate sources of support”.
- 4.12 On the 25<sup>th</sup> of January, The London Ambulance Service issued a statement, jointly with the lead commissioner of the service for London PCTs, NHS North West London, advising:
- “The London Ambulance Service is facing increasing levels of demand, with ambulance crews responding to 14 per cent more patients with life-threatening illnesses and injuries this year. Although a rise in demand was planned for, the increase is 3.2 per cent more than expected.”
  - “Despite this, the service is providing good levels of care to these patients, and is currently exceeding the national target of reaching 75 per cent of patients in life-threatening conditions in eight minutes.”
  - “We have been working together to establish what capacity the Service needs to meet future increases in demand and maintain patient care. It is clear that the Service must work differently and more efficiently to make best use of the funding it receives; however, it has also been identified that more investment is needed to increase staffing levels.”
  - “We are currently considering what changes and investment are required for the next financial year to ensure more staff are available to respond to patients who need an emergency ambulance.”
- 4.13 The Accident and Emergency Department of Lewisham hospital is currently under threat of closure as the Trust Special Administrator, appointed by the Secretary of State for Health to address the financial crisis in neighbouring South London Healthcare NHS Trust, has recommended the closure of the A&E at Lewisham as part of his plans to address the financial crisis at SLHT. The Secretary of State’s decision is imminent.

## **5. Terms of Reference/Key lines of Inquiry**

- 5.1 A review of Lewisham’s Emergency services could therefore focus on:
- Clarifying the key policy initiatives and financial constraints impacting locally

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<sup>2</sup> The future of the London Ambulance Service, a strategic review. December 2011, Health and Public Service Committee, London Assembly <http://www.london.gov.uk/moderngov/documents/s7465/LAS%20-%20a%20strategic%20review.pdf>

- Identifying the local implications for services
- Considering the potential impact of any service changes

5.2 Local Authorities have an important statutory role in monitoring the performance of the local Crime and Disorder Reduction Partnership, known in Lewisham as the Safer Lewisham Partnership. In Lewisham this function is carried out by the Safer Stronger Communities Select Committee (SSCSC).

5.3 Local Authority Overview and Scrutiny functions also have an important statutory role in relation to the provision of service by and performance of health bodies providing services for local people. In Lewisham this statutory role is performed by the Healthier Communities Select Committee. These functions include:

- all powers given to the Council's Overview and Scrutiny Committee by the Health and Social Care Act 2001
- to require the attendance of representatives of health bodies at meetings of the select committee to address it, answer questions and listen to the comments of local people on matters of local concern

## 6. Select Committee Scrutiny

6.1 The Committee is asked to consider how it would like this review to be scheduled and undertaken. The review could be carried out by all the select committees, as relevant, within their 2013/14 work programmes, and fed back to full OSC for an overall final report to be agreed and signed off.

6.2 If the review was to be carried out by all relevant select committees, given the statutory responsibilities outlined at 5.2 and 5.3, suggested responsibilities are set out below:

### **Safer Stronger - Police and Fire Services**

- To clarify the policy initiatives and financial circumstances impacting on the Metropolitan Police Service and the London Fire Brigade
- Identify the related impact on services and performance locally
- Consider the potential impact of any service changes

### **Healthier Communities Select Committee – Ambulance Service and A&E**

- To clarify the policy initiatives and financial circumstances impacting on the London Ambulance Service and A&E provision in Lewisham
- Identify the related impact on services and performance locally
- Consider the potential impact of any service changes

### **Sustainable Development Select Committee – All services: Estate and Asset implications**

- Consider the potential impact of any service changes as they impact on estate and assets

### **Housing Select Committee – Landlord and Tenant specific implications**

- Identify the related impact on services and performance locally, particularly in relation to tenants and housing providers (Lift call outs, fire safety checking responsibilities etc)
- Consider the potential impact of any service changes specifically in relation to tenants and housing providers

### **Public Accounts Select Committee – Financial Implications**

- Consider the potential financial impact, of any service changes, and how they may impact financially on the Council and its partners

6.3 It would be suggested that each Committee have at least one meeting/in depth item dedicated to the review, with relevant Council officers, local service providers and service user groups invited to attend. Each Committee would then consider and agree any recommendations, which could be fed back to the Overview and Scrutiny Committee for final consideration.

### **7. Further implications**

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

### **Appendices**

**Appendix A In Depth review process**

**Appendix B DRAFT Police and Crime Plan 2013-2017 consultation summary**

# How to carry out an in-depth review

