

**Budget and Performance Committee – 8 March 2016****Transcript of Agenda Item 7****The Government's Plans for Enabling Closer Working between the Emergency Services**

**Mayor John Biggs AM (Chairman):** We are now moving on to the next section of business, which is about the Government's plans for enabling closer working between the emergency services. Thank you very much for coming. We have a number of questions to ask you and we are going to start with talking about current operations as a warm-up, if you like. We are asking all of you about how you are currently working together in London. Perhaps you could just work down the table and do that. Shall we leave Tom out, though?

**Tom Middleton (Head of Finance & Governance, Greater London Authority):** Yes, it is more for the uniform people.

**Mayor John Biggs AM (Chairman):** Tom is here from an emergency planning point of view. Is that right?

**Tom Middleton (Head of Finance & Governance, Greater London Authority):** Yes, and some of the legislation later on, but the uniform people could answer better on the operations.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** I will kick off and talk about the existing collaboration. It would be fair to say that we have a number of areas where we collaborate very closely. Clearly, as a blue light service, we collaborate on a day-by-day and case-by-case basis. We often are called to the same incidents and therefore our staff work together very closely.

However, there are other areas that we have used as initiatives. The one that I would highlight is the co-responding that we now do with both the London Fire Brigade (LFB) and the Metropolitan Police Service (MPS). Since December 2015, MPS response cars in three London boroughs have been equipped with defibrillators and have responded to those calls that we dispatch them to when we believe a patient is in cardiac arrest. They have been dispatched to over 200 cases since then and have had seen a return of spontaneous circulation or, if you like, revived the patient on five occasions. That is not responding instead of us; it is responding as well as us. Over the last month we have been doing the same with the LFB in four boroughs and we have had some very positive feedback on that. I have had an email from one of our senior paramedics about a case just over a week ago when he was extremely impressed by the quality of resuscitation that the firefighters were undertaking on the scene. This was on a one-year-old child who was in cardiac arrest.

Another area where we are collaborating is around what we call the Joint Response Unit (JRU). That is where we work very closely with the MPS three evenings a week and have a fast-response car in 12 London boroughs, which have been chosen because they are areas where the MPS calls us out frequently to cases where there is a potential health need for the patient. That has led to those patients getting health input before they previously would have. It has meant that we have not had to dispatch an ambulance to approximately 60% of those cases.

**Mayor John Biggs AM (Chairman):** You stick a paramedic in a police car?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** No, we stick a paramedic in an ambulance response car but they carry a police radio as well as an LAS radio. It is a scheme that was initially set up by one of our paramedics who happens to work in our Special Operations Unit but is also a Special Constable and so he has a particular interest in working closely with the police.

**Mayor John Biggs AM (Chairman):** All right. I am at risk of asking silly questions, but I guess it echoes the night-time operation of the Air Ambulance, which obviously does not fly at night.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** It does not fly at night but does have a fast car and so London's Air Ambulance works 24 hours a day.

We also actively manage those calls that come down the computer link from the MPS to us. It is called the computer-aided dispatch (CAD) link. We get details of calls coming through to our control room. The MPS is our second-biggest customer and we get over 500 calls a day. We can manage those calls better and often contact the officer on the scene to get more clinical details.

**Mayor John Biggs AM (Chairman):** You have been looking at outcomes in terms of survival rates or ...?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** We have been monitoring our cardiac arrest survival rate since 1998 and have seen it rise year-on-year. Clearly, we will not see any benefit from the co-responding until we have had the opportunity to see at least a year's data.

**Mayor John Biggs AM (Chairman):** I am at risk for the second time doing this but say, for example, there is a stabbing incident in a town centre and the police are first there and you respond. Is this new arrangement making it better in terms of outcomes and in terms of getting there quicker and having a higher survival and recovery rate?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** It would not change the response in that particular instance. However, if the police responded on our behalf to somebody who had collapsed in cardiac arrest, it could be a stabbing but equally it could be - and would be more likely to be - a medical cardiac arrest. In those three boroughs, it is possible that a response would get to that patient more rapidly.

**Mayor John Biggs AM (Chairman):** Thank you. That is your initial pitch, yes?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** What else can I talk about? We have been working closely over the last best part of a year on various schemes of blue light collaboration and looking at how we could share our control rooms and speed up our control function.

**Mayor John Biggs AM (Chairman):** All right. We are going to come to that a bit later on but, yes, thank you very much. Shall we move to the fire area?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** If I can just elaborate slightly more on the co-responding, as Fionna said, we have been running the co-responding pilot in four boroughs now and in those three weeks since we started we have attended over 100 incidents. There are three or four clear pieces of evidence of people's lives being saved as a result of the joint working. It [co-responding] is about getting someone there as quickly as possible, to support the LAS can allow the LAS operative to do some of the more higher-skilled medical procedures that need to be carried out. For example, if our crews turn up, they can carry on with cardiopulmonary resuscitation (CPR), defibrillating the patient and all of the necessary

things that need to go on to allow the paramedic to start applying a higher level of medical care. That has led to some real life-saving opportunities. It is that joint working, which is what Fiona was referring to, when the paramedics have written in and said how well that emergency services co-working has produced some real results.

**Mayor John Biggs AM (Chairman):** All right. Is that reflected at all in your training and skills needs or is it not?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** We have been carrying defibrillators for the past nine years anyway and we use them at incidents when we turn up by virtue of [for example] a fire call. Crews are well versed in it and the training is underwritten by the LAS anyway and so we see this as a natural progression.

One of the main things was convincing our own staff that they already have the skills and doing this pilot has demonstrated that they do have the skills already. We are noticing a real uplift in terms of morale amongst staff when attending these incidents whereas previously they would have been slightly anxious. It has proved to be a real success so far and we are only three weeks into that trial.

**Mayor John Biggs AM (Chairman):** The Fire Brigades Union (FBU) is quoted as saying that the scheme “had the potential to save lives” but it cannot be made permanent “against the current background of cuts to fire services”. Is that an agreed position or is it a bit of a --

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** No, certainly not. The way we operate is with our National Joint Council and the FBU represent the staff side nationally. There has recently been a change in their national approach to co-responding. Certainly the FBU locally in London have previously resisted co-responding [trials], although I must say that recently they have been very supportive of the co-responding pilot. That is very helpful and much appreciated. Nevertheless, they make those comments in the face of what else is being proposed currently in terms of the future of the LFB and the number of fire stations and fire appliances that we operate with. They made them in that context. However, the pilot goes on concurrently. The results of that pilot will be fed into national discussion and we will see, hopefully, a move forward in terms of some changes to terms and conditions for firefighters nationally that will allow more co-responding to take place.

**Mayor John Biggs AM (Chairman):** The resource needs are marginal?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Yes. At the moment, on average it is one call per borough per day and so we are talking about an extra 33 calls per day<sup>1</sup>.

**Mayor John Biggs AM (Chairman):** Are there other instances of joint working with the LAS and the MPS?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Absolutely. One of the big issues that we are currently dealing with is joint training. The Joint Emergency Services Interoperability Programme (JESIP) was introduced recently across all three emergency services.

Only last week we finished Exercise Unified Response, which you all will have been aware of. It made all the headlines. It was a fantastic exercise where all three emergency services worked well from a command and control perspective right down to the coalface in terms of rescuing people from a scenario, which was eight

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<sup>1</sup> Clarified by Dave Brown QFSM following the meeting as 4 calls per day for the trial and only 33 calls per day if it were London wide

carriages at Waterloo Station that had been subject to a neighbouring building collapsing. That went on for four days, Monday to Thursday, and involved some European integration as well. Cyprus, Hungary and Italy sent some European teams over for urban search-and-rescue. That worked particularly well and we are completing a report now so that we can, hopefully, access the rest of the funding. It went so well that we are hoping to be able to do even more of that kind of exercise. It involved not just emergency services but it involved local authorities, the Victim Identification Unit, local morgues being set up, etc. It was a real test of the whole pan-London approach.

**Mayor John Biggs AM (Chairman):** Is that no just fairly routine from time to time emergency planning?

**Valerie Shawcross CBE AM:** We have been doing joint exercises forever.

**Mayor John Biggs AM (Chairman):** We have always had those in London.

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Yes, we have always had those, but in terms of interoperability it just really demonstrated how well we work together. There were some lessons to be learned as well. There are some things that have come out of it already that we realise we need to tweak for the future. You are right that we have always had those, but this was something new in terms of that scale and that duration.

In terms of other issues, as Fionna [Moore] has touched on already, we already have the LAS in our headquarters at Union Street and we are also looking at Merton, our control centre, and how we might widen that to include the LAS and the MPS. Of course, we also have the MPS at some of our fire stations, like at Holloway and we have the LAS at Barnet and Heathrow. In terms of collocation, on a more strategic level we are doing a lot of that and then that also leads into operations as well, which only makes us even more efficient

During Unified Response, we were in Craig's [Mackey] Special Operations Room. That is where the strategic co-ordination group takes place and everyone was there: police, local authorities, LAS, the LFB. At a command-and-control level, that works particularly well.

We also have a memorandum of understanding in development between the LAS and the LFB that talks about 'co-responder' but also would look further than that. Co-responder is what we call RED 1 calls, which are the most top priority for the LAS, and there are RED2 calls, which are - and Fionna [Moore] will talk more about that - more traumatic injuries but not necessarily life-or-death at that very moment. We see this as something that we could move into with a wider medical range of activities in the LFB, basically our utilisation rates are such that they allow us to do this in a way that maybe the other emergency services do not.

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** My colleagues have covered most of the main parts of the ground. I have just a little bit about the work that the MPS is doing in the three boroughs. You have previously asked me for some of the detail around that. We are working in Croydon, Ealing and Enfield. We have been assigned so far to about 248 calls and we have used defibrillators on 18 occasions. We have 120 defibrillators in those boroughs in the cars and our plan is to roll that out further in a series of staged rollouts so that we can cover all of London. Basically, a police response car having a defibrillator is the end position we want to end up with around that. It is co-responding to most calls and so it is not just us; it is colleagues from the LAS as well.

On your question, we have some data - but it is early yet - from 30 November 2015 about whether this leads to better outcomes, ie whether my survival rate overall in London, if I am unfortunate enough to have a heart

attack in any one of the London boroughs, is improved by this. Intuitively, we think it will, but we are very clear that we have to come back with some hard data around that.

We underestimate the issue that was covered by Dave [Brown] around joint exercising. When we see colleagues from other parts of the world and other jurisdictions, we regard it as quite normal but it is not the norm in some other parts. We will keep doing that so that the command-and-control still works and, particularly with Unified Response, we exercised things right the way through. This was the first time in a long time that we have exercised with disaster victim identification and all the way through to the detail of identifying victims and making sure - crudely - the right bits of loved ones go to the right families. It was a huge operation in terms of the exercise. For a number of us who had been to the scene, it was quite daunting even in an exercise world in terms of the scene around it.

The other area we are doing a lot of work on collectively together is around the replacement for the Airwave radio system. The three services are working through what this is going to mean for London and when we will be ready for it and some of the technical issues around moving to that. We are looking service-specifically but also across the three emergency services because, as Dave [Brown] touched on, the moment we lose command-and-control, we do not have control of an incident. One of the biggest areas of command-and-control is having the ability to 'press to talk' and being able to communicate between the services, which is something we can do. Again, I do not think we should take that away.

Some of the other areas we are starting, if I would say, in my sort of area where we have done some bits in the middle office backwards with colleagues from the fire service on the facilities management contract. We have just come on to the same facilities management contract as the MPS in terms of that ability to drive efficiencies through an integrated model there. We certainly think there will be more of those sorts of areas that we can look at going forward.

**Mayor John Biggs AM (Chairman):** What percentage of police cars have defibrillators in them?

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** At the moment, it is the three boroughs. We have 120 defibrillators across Croydon, Ealing and Enfield. We will then have defibrillators in some of our specialised vehicles, but the endgame is to have our response vehicles all with defibrillators in them. The officers, as part of our first-aid training, get trained in how to use the equipment.

**Mayor John Biggs AM (Chairman):** Sometime in the future, a member of the public could flag down a police car in the knowledge that it would have one of these things?

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** Yes. I do not have the roadmap with me but we have a roadmap of the rollout and when all of the boroughs will be covered.

**Mayor John Biggs AM (Chairman):** Just very quickly, there may be scene-of-crime issues. Presumably you have always responded if there is a fire or a medical trauma and you have always come in on the back of those. Do those things work better with collaboration?

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** I would have to be honest and say that I think they have always worked. There are some common values that unite the three services. I would probably be misleading you if I said that they are better with collaboration. They have always been there.

**Mayor John Biggs AM (Chairman):** That led into my final question, to which the answer will have to be 'yes' from all of you but maybe give a slightly longer 'yes'. During your careers - because you have all been around one or two years, I guess - do you find you speak and collaborate in a more routine fashion than you did historically, when perhaps the services were far more bunkered? Is that the case?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Certainly, yes, because we meet regularly and at a very senior level.

**Mayor John Biggs AM (Chairman):** You did not in the past? When you started, did you meet regularly?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** I have been in this substantive post for only six months.

**Mayor John Biggs AM (Chairman):** You have been in the service for one or two years, yes?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Yes, but the regularity of the three chiefs meetings has become much more of a fixed diary date.

**Valerie Shawcross CBE AM:** It was just on Dave Brown's comment about utilisation rates. You are not on the road as much, by a long way, as the LAS. It made me think that if there is an issue here it is that the co-responding programme is predicated on, "We have a bit of surplus capacity. Let us use it". However, of course, as things continue to bear down financially for the LFB, the question would be whether, in order to continue this very proactively, would you be building the demand data for co-responder callouts into your integrated risk-management planning? Would it be something that would then be at the root of your resource planning and deployment for the LFB or would it continue to be something extra that you can do at the moment?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Absolutely. It has to be. At the moment, it [co-responding] is only a pilot and so it is only one call per day or four calls per day across the four boroughs. If it was to roll out across London, which we are all passionate that it will do, then on average it is probably an extra 10,000 calls per year and that is probably a 10% increase in terms of our current call rates. By the time we get through to London Safety Plan 6 (LSP6), which is next April, we will certainly have completed the trial, we will have had discussions nationally and we will be clearer in terms of whether this is going to be incorporated into normal business or whether this is something that was tried and did not succeed. I am sure that it will be the former. On that basis, then, yes, of course we will need to factor that in.

In saying that, though, there is still sufficient capacity, but you are quite right that it needs to be more sophisticated and scientific rather than us just saying, "We have some spare time".

**Valerie Shawcross CBE AM:** "We have a little bit left over"?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Yes.

**Valerie Shawcross CBE AM:** Just quickly to Fionna, is it an issue for the whole programme in a way that we have relatively low, compared to some countries, heart attack survival rates? I remember at one point looking at this when we installed the defibrillators into the fire engines. Heathrow Airport was the safest place in London to have a heart attack in London at one point. It still is.

What strikes me is that, if you wanted to go through a programme of having defibrillator training and response available to effectively improve the heart attack survival rate in London, would you go first to the emergency services or would you go first to some sort of rollout programme to businesses, public organisations and libraries and get something in every building?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** The answer to that is yes and we are doing both. Cardiac arrest survival in London is higher than anywhere else in the UK. You can measure it in two ways. It is important to differentiate between a 'heart attack', which is when part of your heart muscle loses its blood supply, and a 'cardiac arrest', which is when your heart stops and essentially you are dead unless somebody does something about it. For about 25% of those people, they will have an arrhythmia which is amenable to a defibrillator shock.

We are doing a lot of work to put defibrillators in leisure centres, in places of high public footfall, in railway stations, in Underground stations and at all five terminals at Heathrow. Working with the other emergency services is another way to get a defibrillator to somebody very quickly because you only have eight minutes and the quicker you get there the more likely you are to save these people's lives.

**Valerie Shawcross CBE AM:** This is a strategy that you would always want to be pursuing however good the other coverage is?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Absolutely.

**Jenny Jones AM:** I am not sure if this question comes under the 'cultures' question later, but one thing I am aware of, having watched the police for so many years, is that the police as individuals are massively trained in all sorts of aspects of work. Do you not think that your organisations are going to have a necessary increase in training as well to understand how the police deal with things? Am I making myself clear? The police are, I would argue, super-trained in lots of areas. Do you not think your training is going to have to move up a gear to match the pieces and so that you can understand how they would react in emergencies, not just on this pilot but --

**Mayor John Biggs AM (Chairman):** I imagine that the LAS would balk at that suggestion that they are not --

**Jenny Jones AM:** No, the police are trained in lots of different areas: in mental health, in physical health, in crowd control --

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** I would say that we are not intending to take over police officers' duties.

**Jenny Jones AM:** No, that is not what I mean.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** What we are doing is providing the opportunity for patients to get, on occasion, a faster response because there are other members of a blue light service who might get to those patients than we do. This is not responding instead of us; this is as well as us. As Dave [Brown] said, if you are going to do high-quality chest compressions, you need people to do it and you need to have people swapping around ideally every two minutes because it is hard work and you get tired. You do not need a lot of training to be able to do that. You do need regular training and refresher training, but the skills that are involved in resuscitating somebody who has a cardiac arrest are easy to learn and the machinery that we use is safe.

**Mayor John Biggs AM (Chairman):** Say, for example, you were to give riot training to ambulance staff. I am not too sure that would be very helpful. I am just giving an absurd example because there may be ways in which people are perceived as totally impartial rather than in an enforcing role. Anyway, it gets rather complicated and I am not here to answer questions, but I am just wondering where your question goes. I thought it was an interesting question.

**Jenny Jones AM:** I suppose I am inclined to think that it is a good idea, closer working, but I can see all sorts of areas where there could be gaps in training or ...

**Mayor John Biggs AM (Chairman):** Yes, but I assume that for everyone in each of your services, one of the key ingredients of their work is to deal with behaviour in one way or another, whether people are traumatised or misbehaving. You can be an ambulance driver who has to deal with people who are misbehaving, just as you can be a police officer who has to deal with people who have just had heart attacks.

**James Cleverly AM MP:** This is just following up on the comments you made about interoperability in very extreme circumstances. You mentioned riot training but certainly there is a lot of work, I understand, going on with regard to marauding terrorist firearms attacks, for example, where police, fire and paramedics need to work very closely. There is a huge amount of inter-training and, whilst we are not expecting ambulance staff to take on the armed response to the terrorist attack, we would want them to be trained well enough to be able to step in very closely behind the armed police officers. I know that firefighters are trained to work very closely in physical proximity to police officers. Am I misreading the situation?

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** There has been a lot of work and we touched on the joint exercising Strong Tower was about that. It was about how we create a scenario that is potentially still 'warm' - in our language - that we can get people in to do lifesaving. One of the things that has happened with us is that traditionally police officers have dealt with casualties and those sorts of things, but the reality is that firearms officers are not. They are there to neutralise the threat and so they are going to move beyond the casualties. That is why we work with colleagues from the other blue light services in exactly those scenarios to work through when it is safe to bring people forward, how we do it and what the protocols are around it. That has been one of the big successes, probably, over the last few years of joint working.

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Certainly at Gravesend, there is a special police training area where [a response to] marauding terrorist firearm activities are trained for. Our staff spend a lot of time there training with the police. Our interagency liaison officers work closely with the police.

Of course, in saying all of that and whilst there is some new training that the LFB has been doing in recent years, one thing has always been in common is the transferable skills. All three services are used to dealing with emergency situations and [the panic that can arise amongst the public]<sup>2</sup>. Those skills that you learn in terms of remaining calm and dealing with it in an efficient manner is something that all three do. That should not be lost in terms of how important that is.

**James Cleverly AM MP:** Thank you.

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<sup>2</sup> Clarified by Dave Brown QFSM following the meeting.



**Richard Tracey AM:** The next series of questions, really, is aiming at how things might change following the Government's announcement to legislate back in January 2016 because you have been telling us about the current situation. I suppose to some extent you have already dealt with the first question, which is: how will the proposed duty to collaborate affect the way the emergency services work together in London? You have strayed into that, really, already, have you not, with your --

**Mayor John Biggs AM (Chairman):** It is a new duty, though, is it not? You need to --

**Richard Tracey AM:** It is a new duty, indeed, yes.

**Mayor John Biggs AM (Chairman):** -- dust yourselves down and work out whether you are doing it already.

**Richard Tracey AM:** It is going to mean that you actually will have to do more with the new duty or not?

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** Potentially, it could do. We touched on this in some of the conversations we have had. At the moment, effectively, the three organisations all have their own value-for-money tests as separate organisations. I do not like the phrase, but some of the things we are going to do in the future will be for the greater good of the three emergency services. Those are some of the areas that you look at and say, "This is not just a pure value-for-money test. What is the outcome for the people of London?" One or other of us as an organisation effectively puts in more work, let us say our LFB colleagues, but the other two emergency services say, "Actually, we will piggyback on the back of that arrangement and come in that way".

When you get a legal duty, it does require a different mind-set at a decision-making point than a general, "We are all good mates and we collaborate anyway, do we not?" It does put a different mind-set into the decision-making and oversight.

**Mayor John Biggs AM (Chairman):** Can you give an example that brings that to life?

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** A real example? Take the work with the back-office collaboration around the delivery through the contract for the integrated facilities management programme or the Official Journal of the European Union (OJEU) work and all those sorts of costs that we put in. It was not a case of saying to colleagues, "You can come and join this party only if you contribute *X per cent* towards the costs". We will see more of those sorts of things. LFB colleagues have developed some really exciting work around mid-career training and some work has been done with partners around training. They have not come and said, "Before you can come in, MPS, you have to cough up a load of money for this". It is those sorts of things that will bring a different approach to it.

**Mayor John Biggs AM (Chairman):** In a traditional public authority committee report that makes a decision, it will have financial comments, legal comments, equalities issues and you would need to add to that, then, a 'have we collaborated sufficiently' question.

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** Yes, is there an opportunity to collaborate?

**Rebecca Lawrence (Director of Strategy, Mayor's Office for Policing and Crime):** If I could expand on that, we have in a sense been preparing ourselves for that. MOPAC has a statutory duty to ensure efficiency and effectiveness of the MPS, which we have taken quite broadly.

Wearing the 'effectiveness' hat, we survey how the business-as-usual interoperability across emergency services is progressing and I would echo and endorse everything that has been said there. We also look at the robustness of the crisis arrangements and I really would echo that the joint exercising shows the depth of that interoperability, which is very pleasing.

From an efficiency point of view, the Deputy Mayor for Policing and Crime has taken quite a leadership role to ensure that there are those opportunities across the services and, in anticipation and whilst the consultation was running, chairing two meetings of an Emergency Services Collaboration [Working] Group. We have used those back-office opportunities through some of the existing contracts and we have collectively identified that there may be scope for going further in back office, estate and control rooms. We are ready to take that duty to find those collaborative opportunities should they exist.

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** I would echo what Craig [Mackey] has said. We should not lose [sight of] the fact that there has been great collaboration over the years, but this moves it from a goodwill position to one where it becomes embedded in policy, decision-making and governance.

Also, it changes those scenarios where an organisation is more prepared to take the lead in something and invest some money for the greater good of the broader emergency services scenario. An example I would give is what we are hoping to do with our control centre at Merton. We have invested money in Merton and are [looking to] put in a mezzanine floor so that we can incorporate other agencies and start to move towards a more co-ordinated command-and-control mobilising function within London.

**Richard Tracey AM:** Yes. That has, clearly, always been a possibility with that massive operation there.

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** It is such a fantastic building that it would be a shame if we did not share it.

**Richard Tracey AM:** Fionna, do you have anything to add to that?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** I do not have very much to add, other than to say that it is just another thing we would build into our planning for decision-making.

**Richard Tracey AM:** The next question for me to ask you is whether in your view it is necessary to legislate to get the three services to work together.

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** On the basis that we co-operate already, it demonstrates that the will is there but, as we said earlier, legislation will make sure that it is embedded properly in policy and decision-making. It is not necessary as such but it is certainly a positive step forward.

**Richard Tracey AM:** Desirable?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Helpful.

**Sue Budden (Director of Finance and Contractual Services, London Fire Brigade):** We are not aware of any areas where the lack of legislation has meant that we could not achieve something. It is not something we need in order to move forward but it is an enabling process.

**Mayor John Biggs AM (Chairman):** Who would challenge you? With police and fire in London, you are both accountable through the GLA. The Assembly and the Mayor might challenge you to make sure you are doing it, although the LAS is outside of that. It is part of the health service.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Yes.

**Mayor John Biggs AM (Chairman):** In that instance, if we felt that you were not collaborating adequately with them, we would go to the Secretary of State or something. It could be a bit of a problem. How are you held to account for that?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** We are held to account by the Trust Development Authority, which has now merged with Monitor to become NHS Improvement. That is the arms-length body that would regulate what we do and inspect what we do. That would be the way that that could be enacted but it would be strengthened through our governance arrangements.

**Tom Middleton (Head of Finance & Governance, Greater London Authority):** Very briefly, to back up what people have said from a City Hall point of view, away from the operational side and from an oversight point of view, as the Chairman mentioned, I have just three quick points.

We very much regard this as evolution rather than revolution. You have heard in detail how people already work together so this confirms an existing position rather than necessarily massively changing things.

The other thing to bear in mind - my second point - is that shared service provisions are already there. There is something there to build on for the back-office and professional functions.

The third thing to bear in mind is, as the Chairman has hinted, there are quite a significant number of duties on the GLA and its functional bodies already around equalities, climate change and sustainability. We are not short of duties and so this is not a novel concept. It needs to be seen in perspective. It is something that is helpful but not absolutely necessary.

**Mayor John Biggs AM (Chairman):** Although there is a duty to collaborate, is there within that, implicitly or explicitly, an opportunity for a Minister or a Mayor to direct a form of collaboration? They might say, "Every time you build a new fire station, it should have a police station within it", or something. How does that work?

**Tom Middleton (Head of Finance & Governance, Greater London Authority):** It is not a directional power. As you have heard, it is something that people need to think of in their decision-making processes but I would not overstate it. It is not a particularly strong legislative power, as you will see from our other duties. It is something they need to think about and demonstrate. Obviously the LAS sits outside our structures.

**Mayor John Biggs AM (Chairman):** Maybe it comes up in the last question again but, given that police and fire now report to the same ministerial structure, it might point towards other --

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** The Home Secretary does have a directional power around policing. Forgive me; I do not know if that exists for the fire service. It is very

rarely used but there is a directional power around policing. Of course, the other thing about bringing the bodies - certainly fire and police - closer together is that you bring the inspection regimes closer together as well. You can be reassured that certainly in the police's case Her Majesty's Inspectorate of Constabulary in its annual police effectiveness, efficiency and legitimacy (PEEL) assessments of policing across the UK will make a comment about how much we collaborate or not. They certainly have done in the past.

**Helen Bailey (Chief Operating Officer, Mayor's Office for Policing and Crime):** It is probably worth adding that in the rest of the country the legislation allows the Police and Crime Commissioners to take on the responsibility. It is an enabling power for them to take on responsibility for fire. We would expect that around the rest of the country there would be a step-change in collaboration between police and fire, which may have implications for London.

**Valerie Shawcross CBE AM:** Is there a downside of this in the sense that if you are having to collaborate much more with the police the really important partners of fire prevention and community safety are local authorities? Is this in danger of rolling back the clock and losing the productive relationship with other public services and particular councils because of the extra effort being applied to the response issue?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Hopefully not, obviously. There is a triumvirate in each of the boroughs in London in terms of the Chief Executive, the Borough Commander of Police and the Borough Commander of Fire. They sit on a Crime and Disorder Reduction Partnership. I oversee all the boroughs in London and my feedback is that that works really well. What we are talking about here is probably an expansion of what goes on very well at a local level.

**Valerie Shawcross CBE AM:** That is about crime and disorder when we are talking about preventing fires. We are talking about older people and social services clients. What happens to the social side of this? That is the bit that is really affected, is it not?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Yes, certainly. In recent years the LFB has done an awful lot in terms of working with local authority mental health charities, vulnerable people and vulnerable children and we have policies on that. We work very closely with them in terms of referring people when we have the Home Fire Safety Visit Programme. That also is something that we work closely with the police on at a local level and so I really do not see that being lost. I would certainly fight really hard to make sure it would not be lost because it is an essential way forward for us in terms of identifying people who are at risk from fire or are more vulnerable if there is a fire.

Hopefully we can come on to something later on in detail, but I am putting a paper to our Strategy Committee in the LFB this afternoon about our health strategy and what we are doing in the LFB to look at things outside of fire, eg more societal issues. I see that as carrying on. In fact, I see it as growing even stronger with closer working with the police and LAS.

**Mayor John Biggs AM (Chairman):** I was thinking of the example of an older person who might be judged as being a fire risk. You might often find that someone in that position would also be vulnerable to particular types of crime. Therefore, the collaboration could work in an outward-looking fashion.

**James Cleverly AM MP:** In response to the answer you have just given, Dave, with regards to referrals particularly of vulnerable people, this is something that when I was Chair of the Fire Authority - and I know we discussed that - I felt very strongly about. Whilst we do not know exactly where the next fire fatality is going to be, we have a pretty good idea of what the next fire fatality is going to look like circumstantially.

Do you think that under the explicit legal duty to co-work that might be able to open the door for more direct information sharing? I know that concerns about data security have sometimes butted up against that ability to share information, but surely this can be used as a good foot in the door when we have very good information from the NHS and we have a pretty good idea, particularly from mental health, where our next vulnerable people are likely to be and then be able to share that much more dynamically and much more proactively.

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Absolutely. There have been challenges in terms of information sharing, not so much amongst us but in terms of charities and local authorities. You are absolutely right that this will give us more power to our elbow to be able to access that information. One of the things that we talked about this afternoon is something called 'Exeter data' that is allowing us access to data for those who are aged 65 and above across the UK. All fire services are. That will enable us to be able to see and identify the potential for vulnerability. Then we can feed the data into our own data systems where we identify what we call a priority person, which that is someone who is not necessarily more likely to have a fire but certainly someone who is more likely to suffer the effects if there is a fire.

**Mayor John Biggs AM (Chairman):** Can I ask another - probably stupid - question? It may not be. The LAS may be called to someone who is suffering a trauma because of the abuse of unlawful substances. Does the duty to collaborate require them to then report to the police that they have found this happening at a particular place and would that raise concerns for people about their ability to refer to the emergency services?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** We would not call the police under those circumstances unless there was evidence that a crime had been committed. Like the LFB, we have a very active system of reporting patients whom we believe to be vulnerable and we link in very closely with social services over that, both in terms of vulnerable adults and vulnerable children.

**Mayor John Biggs AM (Chairman):** That was helpful.

**Tom Middleton (Head of Finance & Governance, Greater London Authority):** Chair, it might just be worth saying briefly that it is a quite broad power. It does not override specific provisions in other pieces of legislation like data protection, etc.

**Richard Tracey AM:** What are the greatest challenges to collaboration and what would enable you to do more of it?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** From an LFB perspective, there are cultural differences between the three organisations and professional rivalries, but I do not see that necessarily as an issue. That can be enhanced and used as a positive.

Probably from the LFB perspective, there is a strong unionised workforce and that is something that we need to deal with in terms of our own industrial relations. It is something that I know exists to varying degrees in other services, but certainly from our perspective it is something that we need to work with our trade union partners on in terms of moving forward. Recent events have demonstrated that that is a real opportunity and something that both the management and the staff side are keen for. The co-responding is a perfect example of something where trade unions have been reluctant in the past but are now embracing it and I must compliment them on that. I see it as a positive move forward, not a barrier but something we need to consider.

**Richard Tracey AM:** What about the police, Craig?

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** I think it is the culture. We are three different organisations, we have all our own rich histories and we have grown up in quite a different way through the organisations. We underestimate that sometimes at our peril. The nature of the way we employ people, as Dave highlighted, is quite different across the three organisations. We have to be alive to that and to absolutely be aware of that.

Also, some of these things really seem quite logical and easy to do; they are actually quite difficult to do. We talk a lot about things like the desire to get to a joint control room and think that because we all desire it, it is going to be really easy to do. It is probably three to five years of quite hard work to get there. We have to be realistic about the programme ahead and the volume of work involved around it.

At the heart, the things that bind us are probably stronger than the things that drive us apart. If you had any one of the three services here, the core values of wanting to do the right thing for Londoners and wanting to protect life we might all talk about quite differently but we all want to do that and have an enhanced sense of making sure there is fair play. Some of those things we underestimate at times but they are the core things that bring the three organisations quite close together. Most people who have been in any one of the services for any length of time realise that you cannot serve a city like London unless you understand the three services.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** We share some of the challenges. On the culture, although we do not have as strongly a unionised workforce as the example of the LFB, perhaps the Ambulance Service (LAS) is in a unique position just at the moment because, as you are aware, we had a report from the Care Quality Commission that has led us to look at a number of the areas that we are currently operating. For example, we are seeing demand rise year-on-year particularly from the more seriously ill and injured patients. One of our big challenges is to have enough headroom above doing the day job to engage in big projects like this.

We have an estate that is currently old and in the wrong place and so there is the opportunity to work with the other emergency services to perhaps refresh our estate, of which the control room is a very good example. It would also potentially improve our resilience. We have big opportunities around the estate that we are currently operating. You will be aware that the NHS is not terribly well off at the moment and so anything that we can do to become a more efficient service is something that we would do.

Something we perhaps have not mentioned is prevention. Health prevention and health promotion is something that I know the LFB is doing quite actively and is something that we could do more of. Working together on that would work well.

**Mayor John Biggs AM (Chairman):** We have strayed into opportunities again back from challenges.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** I am a positive individual.

**Mayor John Biggs AM (Chairman):** That is a good answer, yes. Do your corporate people back at head-office say, "My God, this is another requirement that is going to cause us the following 12 problems"?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** It is around headroom at the moment with just so much going on and having enough headroom to take forward these projects.

**Jennette Arnold OBE AM:** Jenny said something about how you seem to be ambivalent about what you are hearing or something. Let me say that I am ambivalent in that I can see in terms of process and in terms of your systems and your back-offices how this would work. I can certainly understand the need for operational staff to work together and have that as part of their cultural activity. The problem I am having is how you put this forward to people you are recruiting in the future for your services. What greater component is this that you are envisaging? On one hand we hear from Tom [Middleton] that it is not a very strong power, but the way you guys talk about it is as if you are really thinking it is something very important.

Is this going to be a huge component in terms of the new professionals to your services so that they will have to be thinking, for instance, "I am joining the police force, but I am also going to learn in my training" -- there will be huge modules about this new way of working co-operatively together because that shifts the whole recruitment piece, I would have thought.

I am speaking as a nurse because nurses are never brought into this, but they and doctors are the other operators. Here you talk about health in terms of finance, but they are an important part. If when they were recruiting me I was being recruited as a nurse, but then as someone who is going to be part of this hybrid team I would have to have a lot of training to be able to understand that. What do I do and how do I step back and who has the authority here, there and wherever? Do you see what I mean? It seems to me that you are operational people, but there is a bit behind your organisations about the training, about the recruitment and about what your services are going to be promoting themselves as in three or four years. You are going to be saying that you want a fireman or firewoman to join the service. You are not going to say, "And also, when you get there you will be stepping back because the ambulance person will then take charge of you". I might be completely confused; I just do not see it from the professional point of view.

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** If I could just briefly say, we are just about to complete a recruitment round. We had a recruitment round last year for new entrants and we are just about to complete one now. All the reading [recruitment material] there talks very much about community safety, prevention work, etc. Indeed, for some time now it has made quite clear that it is not about kicking down doors and running into burning buildings. It has not been that for a long time. It is about working with the community, interpersonal skills, healthcare, etc. Then, clearly, the documentation talks about working with all blue light services. Anyone who joins now - and indeed for some time now - has entered from an eyes-wide-open perspective about exactly what they are becoming involved in. They know quite clearly it is not silo views of just firefighting.

**Jennette Arnold OBE AM:** That is lovely, but that is not the case with the police. I have been in a room with the Commissioner when he first started and he moved away from this way of working. He said coppers were there to find criminals and to lock them up. That was basically what his focus was. He said they were not social workers, but they are community workers.

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** No, they are not. For probably 10 or 15 years at least we have been very clear when we train officers, when we talk about how we work, under things like the Crime and Disorder Act, how we work with partners, "You might not do the role of a social worker, but you might be the gateway to it". We have touched on vulnerability a number of times and we all see vulnerability from the perspective predominantly of our own organisation, but we are increasingly aware that vulnerability goes far wider. If I might be vulnerable to be the victim of a fire, I might have a health

problem or I might fall prey to a con-person and crime. Increasingly we work together around those issues. On the important point that is in your question, I do not think we are looking at a future where you have what I will call an emergency service operative who could do all three roles.

**Jennette Arnold OBE AM:** Why not?

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** It is too complex. That is a personal view; my colleagues might disagree with me. It is too complex. You have people who understand each other's roles and understand where the bit of added value is. I go back to some of the stuff when we started the work around defibrillators and the work around that. I was fortunate enough recently to present about 30 awards under the Royal Humane Society for saving life. Many of those awards were both police offices and ambulance personnel together. When you are working around saving someone's life in those critical circumstances, it is often not just one service. That is the sort of model that we start to see people working towards. I am sure that I could create a model that said, "Here is one operative who can do all three", but they would spend their entire life in a training room. The training requirements for these three roles are particularly high.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Can we be quite clear that we are talking about collaboration in specific areas and we are not talking about integration? When we recruit people we are recruiting them as members of the NHS and they are delivering healthcare to patients, but sometimes that means that they work very closely with the other blue light services. We recruit nurses to the LAS as well, but when they come in there is no expectation that they will have cross-training either as a firefighter or as a police officer.

**Jennette Arnold OBE AM:** Yes, thank you for that. I am just saying that it is the point that Craig [Mackey] picked up that along the lines that you could get a bright Member of Parliament or some other spark saying, "You work so well together". James Cleverly in five years' time will get up in the House and he will be Minister Cleverly and he will say, "Do you know five years ago I was at the start of this and --

**Mayor John Biggs AM (Chairman):** He will be a European Commissioner by then.

**Jennette Arnold OBE AM:** -- what we should have is an all-dancing, all-singing emergency person".

**Mayor John Biggs AM (Chairman):** We are talking about a process, are we not? I have been here for 16 years and in that time visibly the perspective of the police service has changed. Indeed it has, partly because it answers to London more than it did before. I was thinking as Craig [Mackey] was answering that within the police service there are traditional bits of it who are big burley people who manage crowds and there are less traditional bits of it who tend to do the more forensic and detailed -- I was tempted to say "thoughtful stuff", but obviously managing crowds is quite thoughtful as well. This does move us into --

**Tom Middleton (Head of Finance & Governance, Greater London Authority):** From the governance perspective, it is not the narrow piece of legislation that drives this behaviour on collaboration; it is resource allocation.

**Mayor John Biggs AM (Chairman):** Yes, and indeed --



**Jenny Jones AM:** No, we understand, yes.

**Tom Middleton (Head of Finance & Governance, Greater London Authority):** That is the critical point.

**Mayor John Biggs AM (Chairman):** Absolutely.

**Tom Middleton (Head of Finance & Governance, Greater London Authority):** It is not because a bit of legislation that says this.

**Jenny Jones AM:** No, there is something else. It is a different area in a sense because it is cultural. I sat on the Fire Authority some years ago and I visited a lot of fire stations - there were more in my day - and talked to a lot of firefighters and the female firefighters at that time reported to me a lot of sexual discrimination by male firefighters against the woman. They said that this problem with sexism was pervasive. Of course we know that the MPS has had its own problems with sexism. Would you say that you are going to be very careful not to share that cultural aspect amongst the other emergency services? Do you think it still exists, Mr Brown?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** I would say first of all that our prime response to that is to stamp it out rather than share anything. We are just about to publish an equalities inclusion strategy. We have looked very carefully at that. We have looked very carefully at what is being said by women firefighters across the UK fire service and we are trying to learn lessons. Certainly it is nowhere near what it might have been when you referred to your experiences.

Could I say that it does not exist at all? Could I ever say that any bullying or harassment never exists in the workplace? What I can say is we are doing everything we possibly can do to deal with it in the most robust terms should we ever find anything. Certainly we are looking to recruit more women into the service and the recent recruitment campaign that we are doing at the moment we are working really hard to make sure we recruit more women as role models and more Black, Asian and minority ethnic staff as well. We are doing well compared to other fire brigades but there is still more work to be done for us to properly say we are really celebrating some success.

**Jenny Jones AM:** The reports that I had went from pictures of naked women inside locker doors right through to a woman firefighter telling me that she went to her bed at night and found somebody had defecated on the bed. This was a problem --

**Mayor John Biggs AM (Chairman):** You have said this was a problem some years ago and I appreciate that we need to focus.

**Jenny Jones AM:** It is very difficult to eradicate that sort of thing and it is the sort of thing that --

**Mayor John Biggs AM (Chairman):** OK. I appreciate my job is to chair and to invite questions. I am not sure that I have heard any evidence that the direction of travel is backwards in that sense, but obviously one needs to be vigilant to ensure that it is not.

**Stephen Knight AM (Deputy Chair):** It is interesting that Tom [Middleton] says really it is finances that are driving the Government's agenda to get people to collaborate. The main example we have been given of co-responding you could say is a more efficient model, but arguably you could say it is a more expensive model because of the cost of the defibrillators and the extra training that police and fire crews might have in terms of using them. That is not in a sense going to save any money unless you say we need fewer ambulances as a

result. I am sure that is not going to be an answer. We probably need more, certainly not less. There clearly are examples of areas where collaboration could be both efficient and cost-saving.

I wonder if perhaps all of our panel could start off with telling us what efficiencies in terms of cost savings in particular they think could be made and should be made as a result of closer working together of the emergency services.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Firstly, I would challenge your comments around co-responding. One of the successes that the LFB had two weeks ago was a 22-year-old who was resuscitated. Getting somebody like that back to full taxpaying status is undoubtedly a huge efficiency, whereas if they survive but are brain-damaged it is going to be a huge drain on the state.

In terms of efficiencies, we have already touched on potential efficiencies around back-office functions and looking to see where those could be combined. I know there are examples in other areas where, for example, the emergency services working together got a better deal on fuel. I know that there are examples in other areas where, for example, the emergency services are working together and we have a better deal on fuel. I know we ought to have contracts with Language Line. There are different contracts and with an amalgamated contract we might get a better deal. There are lots of things around the back office function. We have also touched on the control services and whether we could amalgamate some services there.

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** As I am sure you are well aware, in the LFB we have done a lot of work in terms of reducing demand. By collaboration - firefighters carrying out Home Fire Safety Visits, talking to the public, in terms of the way we have reduced calls to automatic fire alarms and persons shut in lifts - we could use those same skill sets to help give advice on broader areas as well in the same way as police officers and ambulance staff can help reduce fires by giving advice and being able to refer people to us to do a Home Fire Safety Visit. Certainly one of the key ways is about reducing demand and the reduction in demand leads on to future opportunities.

**Stephen Knight AM (Deputy Chair):** I should ask Sue to comment particularly on this resources issue. Are there things you can see reducing the cost?

**Sue Budden (Director of Finance and Contractual Services, London Fire Brigade):** We want to do more than that across the three on the support services side of things. There is the London Blue Light Collaboration Programme team that has been set up and we want to define what support services are, see what they are as a percentage for each of us of our total cost, see if there is something we can work towards where we can get the same percentage and also then step back and see who could do what with whoever, for the best price, bearing in mind our different sizes. When you are talking about process stuff, we are all on different systems and so sometimes you need quite a bit of upfront investment to eventually get the same.

We are also where we are on our other decision making. The MPS has outsourced a lot of their support service functions and so it is where we would sit with that. We are in quite detailed discussions with each other now. The biggest thing we have done recently is sign up to the integrator contract with which we are looking at saving our service £600,000 a year as a result. That is something tangible we have already done.

**Stephen Knight AM (Deputy Chair):** Do you want to just say a word or two about what that is for those people who are not members of the Fire Authority?

**Sue Budden (Director of Finance and Contractual Services, London Fire Brigade):** That is the contract that the MPS let with a company called KBR to provide an integrated service overall on facilities management contracts. We have joined in with them and they go live with us on 1 August 2016. Through a combination of quality improvements, sourcing strategies and just bigger spending power through all the contracts we have, we are looking to save over £600,000 a year over the seven to eight years it will run.

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** You touched on the big areas you spend in terms of doing it. There is much more we can do collectively around the support services and back office. You will often find the three organisations have quite different contracts with the same supplier. There are then some of the areas around training and our ability to train together and use some of those opportunities. You then get into some of the areas that come under what I would call middle-to-front office and you start to get into things like control rooms, which is a big one, and collocating even training facilities. We are all investing at different times in training facilities. There is money in this providing you approach it, as Sue said, almost in a line-by-line, service-by-service way of looking at it.

**Stephen Knight AM (Deputy Chair):** Let us move into the control centre issue. We currently have one fire control centre, three police control centres and two LAS centres. That is six and there might even be a Coastguard one as well somewhere looking after the lifeboats. We have six or seven control centres around London, which you may or may not be directed to if you phone 999. Most of us would think there is an obvious example there of a saving. Why has it not happened already? It has happened in Gloucestershire, has it not? There is a single --

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** It has been dismantled, though. The Gloucestershire one and the Wiltshire one that I was involved in for a variety of reasons have moved in different directions as organisational structures have changed. In fairness to colleagues in those areas, it is not out of a willingness; it is that organisational structures have changed nationally.

**Stephen Knight AM (Deputy Chair):** Why is it that we need to have six separate control centres in London rather than one central one with a backup or a couple of backups? Would that not be a more efficient model both in terms of saving money and in terms of the response? When I phone 999 when I see two cars crash into each other and there is petrol leaking on the road and there is traffic that needs managing and there is an injured person, we are going to need all the services there anyway. Why do I need to choose one and then they have to talk to the other to get the situation where you say, "No, please, you go first, no"? There must be time delay issues around having all these separate control services.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** If I may, you are confusing two separate things. A control room as a location where calls are taken, yes, we agree we could move to a more efficient model. It would not ever come down to one because we will always need to have some resilience in the system and to have just one control room or function would be --

**Stephen Knight AM (Deputy Chair):** You need a backup.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** We manage our calls in a very different way particularly through the LAS. For the fire service it is a question of, "I have a fire. Where is it?" For the LAS it is a question of, "How many people do you have? What is the matter with them?" Then it is a triage system to determine the priority of what the matter is and how quickly we need to send a response to you. We build on that to have an enhanced clinical assessment as well, which is a much more complicated model than is in use in either of the other two blue light services.

**Stephen Knight AM (Deputy Chair):** The reality of incidents is that they are complicated and they involve more than one service more often than not, I imagine. In the example I gave of a traffic accident, yes, clearly, there may well be a casualty or a number of casualties but there may also be a burning car and there may also be traffic going everywhere that needs to be managed as well.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Ninety per cent of our work is NHS work.

**Stephen Knight AM (Deputy Chair):** You are saying 90% of your calls do not involve the other services at all; it is just somebody with a health incident?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Yes.

**Stephen Knight AM (Deputy Chair):** Presumably, if there were an integrated model, you would have to have a system where, at the moment, you speak to an operator - a BT operator, presumably - who asks what the problem is and it goes through. If you had a central control centre that covered all three, you could still have a situation where somebody answers the phone and if there is a health issue they go to a specialist health operator or if it is a burning house it goes to a specialist or if it is a red traffic accident; they dish out a response to all three. Could that not be a model that works and is more efficient?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Effectively, you are describing a model that already exists.

**Stephen Knight AM (Deputy Chair):** They are physically separated and the information technology (IT) systems sometimes talk to each other.

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** You cannot see each other's resources all the time, therefore, there are challenges with the current one.

**Mayor John Biggs AM (Chairman):** If you look at an example that has probably been looked at 1,000 times before, when the bus bomb went off in London, clearly, you needed all the emergency services there at once. How was that managed and dispatched. Did that teach us anything?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** The BT operator would put the call through to either police, fire or ambulance, but the key thing is that police, fire and ambulance have well-worked paths of communication to each other and will be straight on to each other telling each other about the incident. That would exist whether you had all three sitting next to each other or whether they were ten miles apart. On your broader point, we all agree this is a business model for the future. The challenges are firstly the building, then the system and then the people.

The first thing is to find buildings where we can collocate. The second thing is to look at a system we can use because we all use different systems for mobilising and then the third one is whether it is feasible to have one person who takes on all three. That is a big challenge because of the issues in terms of the level of knowledge. This is as great a challenge, if you like, in terms of having one person at the coalface dealing with all three services. I am not sure that is ever feasible but, nevertheless, before we even get there, we need to address the issues of buildings and systems.

**Mayor John Biggs AM (Chairman):** I imagine the wonders of intelligent computer systems will solve that at some stage.

**Richard Tracey AM:** I understand that in Washington there is a thing called Priority Dispatch. It is some software where the call handlers do have this real centralising. Have you looked at that?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** We have not.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** We use it.

**Richard Tracey AM:** You use it?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Yes.

**Richard Tracey AM:** You use exactly the same?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** It is used by ambulance services all over the world; over 3,000 ambulance services use it. It is called Medical Priority Dispatch System. It was designed in Salt Lake City over 30 years ago.

**Stephen Knight AM (Deputy Chair):** Is it possible that one could integrate the IT systems that the three control systems work? I do not know how well integrated they are. Presumably your control system is a triage system based on asking medical questions to work out how urgent it is and the pecking order to getting a response.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** That is one element of it; there is the dispatch element as well. In fact, the computer system we use is an off-the-shelf product that the MPS is going to be using. It is a similar product although we have customised it to work for ambulance services.

**Stephen Knight AM (Deputy Chair):** The product, in terms of mobilising the vehicle to an incident, presumably is a similar function to a fire engine, ambulance, police car.

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** Some of the core processes are absolutely the same. With a call receipt, we all do the same in terms of physically picking up or putting the headset on or accepting the call. We all have a part of the process that requires us to move an available asset from a deployment sheet or, however we particularly use it, to respond to the incident or not in some cases.

Some of the questioning in between, particularly for ambulance colleagues, is quite specific. It is where the American examples have their limitations. Having looked at the Chicago model and a number of others, what the Americans do around some of the things that we in this country grade as risks is very different and they do not have to dispatch in quite the same way as we do. Some of the areas particularly in policing where we have to make risk assessments about the vulnerability of individuals are not the same in the American model in policing.

**Stephen Knight AM (Deputy Chair):** There are some aspects to that control-and-command function that --

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** Are service-specific.

**Stephen Knight AM (Deputy Chair):** -- and other aspects of it that are very service-specific. The challenge is to develop a model that drives the benefit of collocation or integration in a sense that reduces costs and drives efficiency into this. What work is going on in terms of putting together a model of a functioning, single, collocated command-and-control?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** A couple of things. Certainly the group that was referred to earlier, a tri-service project group, if you like, some of which are here in this room now, are dealing with looking at five rural work streams that can be shared across the three emergency services. One of those is control rooms.

**Mayor John Biggs AM (Chairman):** Are they the ones at the back of the room with the three lights on their heads?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** One of those is control rooms. We have been looking at that for some time. As I mentioned earlier, we are in the LFB looking at putting some transitional funding in to put a mezzanine floor in our control room where we can accommodate other emergency services. That is probably one of the first steps forward. Let us get people into the same building and they can see each other and it is far easier to communicate and work with each other and then let us look at the common system.

**Stephen Knight AM (Deputy Chair):** That is the Merton control centre?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** That is right.

**Stephen Knight AM (Deputy Chair):** Who is the partner? Is it police or the LAS that you are talking to?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Either but at the moment we are talking with the LAS.

**Stephen Knight AM (Deputy Chair):** I see. Is there room for both?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Yes, there is room for everyone.

**Stephen Knight AM (Deputy Chair):** There is room for everybody. Everybody is barking in Merton. Are these advances being received positively by the LAS?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Yes. We are working very closely with the LFB. The centre in Merton has capacity. It already has one of our command point terminals in the building. It has good transport links and it is a very secure building.

**Stephen Knight AM (Deputy Chair):** Could that replace one of your existing control centres or both of them?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Potentially.

**Stephen Knight AM (Deputy Chair):** Potentially. There is potential there. Thank you very much.

Can I move us on to the other area that has been mentioned a lot lately, which is the back office? Of course, some people have talked about how perhaps we need a single employer in order to drive human resources (HR) and the payroll efficiencies and all sorts of things. Presumably you do not need a single employer to do that. You can have integrated HR shared services or payroll shared services and the like. No doubt we will hear that.

The other area is estates. My local fire station, right next door is an ambulance station. Presumably one could have completely integrated services at those. They are all about vehicle maintenance and storage and fuelling and so on. Is that something we could see and should see and what is going on to deliver integrated estates and back office?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** We already do share estates. As Dave said, we currently occupy one of the floors at Union Street and we share premises. It is not quite as straightforward as that in that the needs of a fire station and an ambulance station tend to be rather different. Our staff do not tend to spend much time at an ambulance station. They come in, pick up their vehicle and go off for the day for their entire shift. They rarely return. That is not the case with the fire service.

**Stephen Knight AM (Deputy Chair):** Could they not do that from the fire station? Is there not space at the fire station?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** There will be the potential for that but we need to look carefully at how we can rationalise our existing estate. We have already done quite an extensive piece of work looking at where the LFB has resources we could potentially use. There has been a lot of work there in the past and going forward.

**Mayor John Biggs AM (Chairman):** It might be unusual to have a loading bay at a hospital or something where you could operate from, for example. Let us not get too deep.

**Stephen Knight AM (Deputy Chair):** How about a shared payroll service between the three services? Is that something you would be interested in or are you already sharing with the NHS nationally? There are sorts of things pulling in different directions for you that you could either share with the NHS or you could share more locally, things like payroll and back office?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** We need to look at which of the back office functions we could share. We have already outsourced some of ours.

**Mayor John Biggs AM (Chairman):** Do you have a bunch of work streams that collectively you are working on and this massive team of people at the back of room are doing that very work?

**Stephen Knight AM (Deputy Chair):** Is part of the problem because all of these back office services are outsourced on different length contracts to different providers? Is part of the problem how you bring those together so they can be jointly commissioned across the three services? Is that a real problem?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Certainly we need forward planning. We need to be able to highlight when these contracts are coming to an end and work with their partners to try to find a start point where we can all start off from the same level in terms of contracts, absolutely.

**Sue Budden (Director of Finance and Contractual Services, London Fire Brigade):** The shared service we have to date, this is about blue light collaboration here. There has been a long history of sharing across the GLA. We are sharing across the fire service; they are sharing across the MPS; I am sure they are sharing across the NHS. At the moment, we do what suits best and so we do the GLA payroll, for example. It is just working out the best place to go.

**Mayor John Biggs AM (Chairman):** Just for the record, in case anyone ever reads these minutes, there is a team of about six people at the back of the room rather than a massive team. Some of them may be massively individually, I suppose.

I have had a couple of housekeeping questions. Are you all Best Value authorities, all three?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Yes.

**Mayor John Biggs AM (Chairman):** Yes, OK. I do not know why I have had this bumping around in the back of my mind but I am the Chairman and I can ask it in terms of collaboration and whether there are health and safety issues that may bubble out in terms of collaboration. I am just haunted by the newspaper articles about emergency response people who decide they are not able to enter a particular place because of the safety concerns and somebody suffers an injury as a result of that. They always hit the tabloids at Christmas or whatever, but presumably there may be consequences in terms of operating procedures that will flow out of collaboration that might be helpful, although you would argue - I guess I am answering my own question - that you do this already?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Yes.

**Mayor John Biggs AM (Chairman):** Every time there is such a headline, for example, you cannot rescue the child from the pond because there is a health and safety risk or something, you learn from that.

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Yes. That is not a barrier at all. It is more myth and legend, to be honest, because it is what we have been doing for years. That is in no way a barrier at all.

**James Cleverly AM MP:** Recently, the UK Fire and Rescue, as a function, moved from the Department for Communities and Local Government to the Home Office, which is obviously already the home for UK policing. I was wondering whether that move of a government department is going to drive further opportunities for joint working, integration, efficiencies and so on. Dave, as the representative of the organisation that has done the moving, perhaps if I start with you?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Some may remember that we used to be in the Home Office some time ago. We have finally gone full circle. Bearing in mind all the issues around collaboration, we being in the same government department as the police can only be a good thing. It is going to accelerate the whole issue around collaboration. What we do need to deal with is in terms of perceptions from staff and perceptions of a member of the public to make sure we manage those perceptions properly and we have a clear definition in terms of what it means for a police constable or a firefighter. If we can do that, it is a good thing.

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** I would agree. It is only helpful. We were talking before we came in. Certainly I am old enough, but I remember when it was in the



Home Office before and it is sensible to have that joined up. We often talk about join up at a local level; it can be far more challenging to try to work across government departments at a national level than it ever is at a local level. This is positive.

**James Cleverly AM MP:** That last bit of your answer there is a very interesting point. I am not wanting to blight either of your careers by telling tales on your respective government departments, but have there been examples of where - I will not ask you to use the words 'silo mentality government' - frictions between government departments at a national level have actually made it harder for collaboration, joint working or whatever at the London-wide level?

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** I can probably give you an historic one rather than a safe one. From previous collaborations around administration, even the way the three government departments treated value added tax (VAT) was different. You think, "Why on earth would that be?" For those and particularly the Budget Committee, you would recognise the significance. If one organisation has to show VAT differently on its books, it makes things like collaboration and being able to show a business case look very different. We think this sort of detail that someone is taking care and those sorts of things are really important to get those sorts of things right and move forward. It is helpful to bring those things together.

**James Cleverly AM MP:** We are talking a lot of collaboration and co-working and earlier on we were talking about the operation impact of that. Obviously the MPS and the LAS do not only operate within the geographical confines of London. We have a large border with a number of other ambulance trusts, fire brigades and police forces.

Again, I do apologise; I am concentrating more on police and fire. Do you think convergence at a national level will mean that when we get the really big occasions of interoperability where we have multi-agencies at or over London boundaries - I hear horror stories of incompatible hosing and breathing apparatus equipment - we will now be able to see London's emergency services being able to work more collaboratively both internally in London and with neighbours?

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** Certainly we have our own cross-border arrangements anyway in terms of the Fire Service Act. There are no issues in terms of collaborating with our own six county brigades around London. As you know, we send resources around the country, particularly in the [urban] search and rescue and high volume pumps. We go all over the country, England and Wales, and we are also looking to include Scotland in that [national co-ordination arrangements] as well. From a fire service perspective, not at all. In terms of police collaboration, that naturally falls out of that and this will enhance it further.

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** In policing, we have something called the Strategic Policing Requirement, which is a national requirement. All the 43 forces in England and Wales have to have a capability to be able to meet the Strategic Policing Requirement. That collaboration and testing around policing issues is well versed.

If you look at the examples in the UK, we have had a hard winter in terms of flooding and some of those civil contingencies. You have seen every time the blue light services, be it in North Yorkshire, Cumbria, wherever it may be, working incredibly closely together which shows that system works.

**Rebecca Lawrence (Director of Strategy, Mayor's Office for Policing and Crime):** If I may add, in London we have both police and fire under the Mayor, but the fact that in our neighbouring counties and the rest of the country police and fire can now come together under the Police and Crime Commissioner can only help.

**Tom Middleton (Head of Finance & Governance, Greater London Authority):** There are no plans at present, as we understand it, but it has been suggested that with the merger under one department there could be a single grant in future. Given that this is a Budget Committee, you may be interested to at least note that could be a direction of travel that would have quite big implications.

**James Cleverly AM MP:** I will go on to one of the big drivers of procedures and that kind of stuff is equipment. I am curious as to whether having something like a best-value duty would drive more and better joint procurement. You have already touched on facilities management services coming together and that kind of stuff, but I cannot help but notice that all of the organisations represented have very large vehicle fleets and therefore fleet maintenance contracts. I am conscious that you have large IT procurement and you all have uniforms. I know some of the uniform requirements are very role-specific but I cannot help but think that a white shirt is a white shirt is a white shirt and a little bit of embroidery does not really make that much difference. I know that I am on very dodgy turf. I was wondering whether, again, that kind of thing, various uniforms --

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** You have touched on a really important area. Yes, you can. If you look at things like vehicle maintenance, we both use the same supplier for vehicle maintenance. Bringing some of those things together is absolutely worth doing.

However, it is also where you highlight another tension. Uniforms are a really good example. We lead the national uniform managed service for policing. There are now 43 forces that buy off one contract. That gives you far more buying power than across the three. That was a specific piece of work we led with the Home Office on behalf of the policing. You will always get some of those and colleagues have touched on it in some of the questioning. Where do you go service-specific? Do you go emergency service-specific? Do you go local authority/GLA-specific? For the individual accounting body that holds that, regardless of what cap badge you are wearing, it is always going to be a call that some of it will be about the value for money and some of it will be about the long-term positioning of the organisation. You might make different decisions in different places for that.

**James Cleverly AM MP:** Thank you. I get the question which I suspect might set off a few more fireworks. Fionna, what are your thoughts on the LAS coming under the remit of the Mayor?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** It is a very kind offer - or it would be a very kind offer - but we are an absolutely integral part of the NHS. I mentioned earlier that 90% of our work is absolutely NHS-related and we are also a vital part of delivering healthcare in London and a vital part of delivering the urgent and emergency care review that is integral to the NHS strategy going forward and the five-year forward plan. Collaboration is absolutely something that we must do and it will benefit patients and will benefit our staff, but we should remain part of the NHS.

**Mayor John Biggs AM (Chairman):** Maybe we should have the whole NHS in London.

**James Cleverly AM MP:** Clearly, in other jurisdictions, there is a different arrangement. The Mayor of New York through the Fire Department New York (FDNY) runs the public sector ambulance service. That is

often put up as an example. I have looked quite closely at this and I know there are very different structural things but, for the record, why do you think a situation like that would not be workable?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Because the Emergency Medical Service (EMS) in New York is very much subservient to the fire department. The integrated health service is very different in New York. You have approximately 60 different hospitals competing for business in a way that does not happen in this country. If you look at what we have achieved in London in terms of better outcomes for patients with heart attacks or stroke and or major trauma, it is because the LAS has been able to triage specific patients to specialist centres. We have been doing that increasingly since 1995/96.

Going forward, we are increasing our ability to treat more patients closer to home and so the automatic response is not necessarily to take a patient to an emergency department, that our crews have the opportunity to refer to urgent care centres, to primary care and to health teams within the community. That is an absolutely vital part of the NHS strategy and completely separate from our work with the other blue light services.

**James Cleverly AM MP:** OK. I spoke to the compelling argument for why the LAS needs to be part of the NHS. Not having the LAS under the remit of the Mayor, if we take that as a starting point, you have highlighted what the disadvantages would be but how many of the potential advantages could be harvested and delivered whilst not having the LAS? We talked about integration and we have a good track record there but I am thinking particularly about things like procurement; we have talked about colocation and that kind of stuff. How many of those things would be deliverable without needing the LAS to come under the wing of the Mayor?

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** Most of the things we have talked about this morning in terms of back office functions, although we also ought to consider the NHS procurement because we are linked into that. That is potentially something we might be able to share across the blue light services as well because they are not excluded because they have to be blue light. I do not think any of the potential areas of collaboration would be compromised through us remaining as part of the NHS. There are issues around uniforms and blankets and some of the practicalities and you may have noticed they wear white shirts and we do not. There is national ambulance procurement for uniforms. Exactly like the police, there are areas where we might be better working with other ambulance services than with colleagues in London. We need to look where the best deal is in specific areas.

**James Cleverly AM MP:** I am going to finish off by broadening out slightly because it strikes me when we tried to do the wiring diagram of blue light provision in London - perhaps it is me extrapolating out of my own experience - there is a desire perhaps to keep very simple lines: the Home Office, police, now Home Office via NHS ambulance. Leading on from what you have just said, perhaps we would be better to think of it as a networked system where actually those departmental demarcation lines should be wherever possible put to one side and wherever and whenever opportunities exist to train together, to purchase together, to contract together, we take those irrespective of the departmental demarcation lines. Therefore, what I would ask probably as my own windup question, unless the Chairman wants to ask anything else afterwards. What could be done at our level, at the representative level, to make it easier for you to make that kind of network connectivity?

**Mayor John Biggs AM (Chairman):** The wonderful thing about your question - just a heckle - is that it sort of defines the words 'duty to collaborate', really.

**Fionna Moore MBE (Chief Executive, London Ambulance Service):** That is absolutely true. We now have the duty and the responsibility to ensure that whatever we are doing we think about how that resonates within the NHS and how it resonates with the other blue light services. That needs to be part of and built into the governance of what we do so that we ask those questions.

**Dave Brown QFSM (Director of Operations, London Fire Brigade):** In terms of what you could do, I guess just across political parties as a whole, really, in terms of the collaboration issues, then a general support for the ways we are looking to move forward would be really helpful.

**Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service):** Given your role, particularly wearing two hats, this Assembly and when you are elsewhere, it is when you see things coming down that look service-specific that you ask the questions of government departments, "Have you remembered the duty to collaborate?"

**James Cleverly AM MP:** Thank you.

**Mayor John Biggs AM (Chairman):** That was very helpful. Thank you very much for being with us today.