

# TRI-SERVICE

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## BROADENING THE ROLE OF LONDON'S PCSOs



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## EXECUTIVE SUMMARY

The Police Community Support Officer (PCSO) role was introduced in 2002 and has played a valuable role across London by increasing community confidence and providing local residents with an accessible and familiar uniformed presence.

With a focus in London on maintaining the number of warranted police officers at or around 32,000, there has been a gradual reduction in the number of PCSOs employed by the Metropolitan Police Service (MPS).

However, the role of the PCSO remains as important as ever and there are many ways in which the role could be augmented in order to increase the value it provides to local neighbourhoods across London.

Across England and Wales, constabularies are trialling new and innovative ways in which PCSOs can be deployed. Many of these deployments focus more on the community element of a PCSOs' role, rather than the policing element. These developments enable PCSOs to play a far more fundamental role within their locality.

There is a real opportunity to reshape the role of the PCSO empowering it to make even more of a difference to everyday life in London and give more people greater opportunities to serve their communities.

To broaden the role of PCSOs, there are several areas where they could become more involved by, for instance:

- working alongside fire services and training to become fire safety advisers.
- working in collaboration with the ambulance service as "first responders" by attending medical emergencies such as cardiac arrest.
- acting as Tri-Service Safety Officers – utilising the skills of fire safety adviser, first responder and PCSO.
- assisting Local Authority enforcement officers and issuing fixed penalty notices for offences including flyposting, littering, dog fouling and criminal damage linked to graffiti.
- assisting Trading Standards departments by advising older and vulnerable residents on the danger of fraudsters and doorstep scams and crime.

All PCSOs perform a vital role and the more they can combine their strengths and collaborate with London's emergency services and public agencies, the more Londoners will benefit.

## INTRODUCTION

The Police Community Support Officer (PCSO) role was introduced in 2002 and has played a valuable role across London by increasing community confidence and providing local residents with an accessible and familiar uniformed presence.

With a focus in London on maintaining the number of warranted police officers at or around 32,000, there has been a gradual reduction in the number of PCSOs employed by the Metropolitan Police Service (MPS). Since May 2012 there has been a decrease of just under 1,000 PCSOs across London. As of November 2015 there were 1,667 PCSOs working across London.

However, the role of the PCSO remains as important as ever and there are many ways in which the

role could be augmented in order to increase the value it provides to communities across London.

By following examples set by other areas of the UK and considering the other tasks PCSOs could perform, there is a real opportunity to reshape the role of the PCSO to empower it to make even more of a difference to everyday life in London and give more people greater opportunities to serve their communities.

## THE TRADITIONAL ROLE OF THE PCSO

The Police Reform Act 2002 introduced the role of PCSOs in order to tackle the fear of crime and provide backup to warranted police officers.

PCSOs are not police officers; they are civilian members of police staff and therefore do not have the full powers granted to a warranted police officer. While the powers granted to PCSOs can vary across the country, in London, MPS PCSOs have over 30 powers which they can call upon when they are on patrol.

These powers include the ability to direct traffic and pedestrians; to confiscate alcohol and tobacco from underage individuals; to enter premises to save life and prevent damage to property; to issue fixed penalty notices for offences like littering and cycling on the pavement; and the power to seize illegal drugs<sup>1</sup>. Traffic PCSOs also have extended powers to keep London's traffic moving, as do PCSOs involved in counter-terrorism.

Unlike warranted police officers, PCSOs only have their powers while they are in uniform. In addition they do not have the power of arrest but can require a suspect to remain with them until a warranted police officer arrives to detain them. However this "power to remain" can only be used in a limited set of circumstances.

As part of the MPS's new Local Policing Model the role of PCSOs have been firmly embedded within communities, with at least one being allocated to each of London's 628 electoral wards<sup>2</sup>. This guarantees that PCSOs get to know the communities they are responsible for, and are able to actively engage with London's diverse communities<sup>3</sup>.

It has been widely accepted that the MPS has been successful in encouraging representatives of hard to reach communities who would not customarily seek to serve as warranted police officers to become PCSOs, especially within BAME communities<sup>4</sup>. The MPS has also found it easier to attract older applicants to the role<sup>5</sup>.

The MPS routinely has six formal PCSO roles spread across local communities, the transport network, counter-terrorism and the Royal Parks.

Safer Neighbourhood PCSOs offer a visible, accessible and familiar uniformed presence and as part of the Local Policing Model are usually based within a specific electoral ward. Their responsibilities include community engagement, local problem solving, addressing youth disorder

1. What powers to London's PCSOs have?, Metropolitan Police Service, January 2016 - [http://www.met.police.uk/pcso/pcso\\_powers.htm](http://www.met.police.uk/pcso/pcso_powers.htm)  
 2. Review of the transition to the Local Policing Mode, MOPAC, February 2015 - [https://www.london.gov.uk/sites/default/files/gla\\_migrate\\_files\\_destination/MOPAC%20Review%20of%20the%20transition%20to%20the%20Local%20Policing%20Model%20FINAL.pdf](https://www.london.gov.uk/sites/default/files/gla_migrate_files_destination/MOPAC%20Review%20of%20the%20transition%20to%20the%20Local%20Policing%20Model%20FINAL.pdf)  
 3. The role of the PCSO, Metropolitan Police Service, January 2016 - <http://www.met.police.uk/pcso/>  
 4. PCSO strength by OCU and Business Group, Public and Commercial Services Union, August 2015 - [https://d3n8a8pro7vhm.cloudfront.net/londonregion/pages/800/attachments/original/1442390844/PCSO\\_BME\\_Stats\\_-\\_End\\_of\\_Aug\\_2015.pdf?1442390844](https://d3n8a8pro7vhm.cloudfront.net/londonregion/pages/800/attachments/original/1442390844/PCSO_BME_Stats_-_End_of_Aug_2015.pdf?1442390844)  
 5. Diversity of Police Community Support Officer recruits compared to Police Officer recruits in the Metropolitan Police Service, Metropolitan Police Authority, December 2006 - <http://policeauthority.org/metropolitan/downloads/publications/pcso-diversity-summary.pdf>

and gathering criminal intelligence. They also have a specific role in tackling low-level anti-social behaviour.

Safer Transport PCSOs perform a similar role to Safer Neighbourhood PCSOs but across London's transport network. They have responsibilities which also include engaging with the staff to reduce anti-social behaviour and deal with offenders.

Traffic PCSOs, alongside traditional PCSO duties, also have responsibility for maintain a free flow of traffic on red and priority bus routes, assisting in traffic and pedestrian control, and the issuing of fixed penalty notices and parking tickets.

Counter-terrorism PCSOs help to provide extra security patrols at high-risk sites across London and are able to be directed to take part in specific operations which utilise counter-terrorism powers.

Royal Parks PCSOs are dedicated to providing a visible and accessible uniformed presence in London's eight Royal Parks while gathering criminal intelligence and working to reduce crime, disorder and anti-social behaviour within the parks.

London also has Aviation Security PCSOs who work specifically at Heathrow and London City Airport in order to target persistence offenders, gather criminal intelligence, patrol high-risk sites and support warranted police officer colleagues in non-confrontational duties<sup>6</sup>.

As of November 2015, there were 1,667 PCSOs working across London.<sup>7</sup>

## BROADENING THE ROLE OF THE PCSO

Across England and Wales, constabularies are considering new and innovative ways in which PCSOs can be deployed. Many of these deployments focus more on the community element of a PCSOs' role, rather than the policing element. While they continue to maintain their limited policing powers, these role developments enable PCSOs to play a far more fundamental role within local communities.

### *WORKING WITH FIRE AND RESCUE SERVICES*

Following the death of Olive Simcock, an elderly Staffordshire resident, in a house fire in 2006 a gap was identified in how local agencies worked together.

While Olive had come into contact with various local agencies, such as the police, she was not known to her local Fire and Rescue Service even though she was considered to be at a high risk from fire. This meant no fire safety measures had been put in place for her.

Subsequently the Olive Branch Project was developed which targets people who are in contact with, or visit, vulnerable members of communities within Staffordshire and Stoke-on-Trent. The project encourages them to identify potential fire hazards and other risks in the home; in addition it highlights how to refer vulnerable people onto the Staffordshire Fire and Rescue Service for a

6. PCSO Roles, Metropolitan Police Service, January 2016 - <http://www.met.police.uk/pcso/roles.htm>

7. <http://data.london.gov.uk/dataset/metropolitan-police-service-recorded-crime-figures-and-associated-data> <http://data.london.gov.uk/dataset/metropolitan-police-service-recorded-crime-figures-and-associated-data>

more thorough home fire risk check<sup>8</sup>.

An example of this cooperation can be seen in the co-working between Staffordshire Police and Staffordshire Fire and Rescue Service in 2010 which saw all 60 of the PCSOs based in Hanley, Staffordshire receive specialist fire safety advice training to identify and support vulnerable people<sup>9</sup>. The training included how to identify fire risks and investigate if a property has a working smoke alarm.

As part of a similar scheme, North Yorkshire Police and North Yorkshire Fire and Rescue Service introduced a "Safety Service" where a PCSO and Community Safety Officer were deployed together to deliver community safety advice, practical help and reassurance to vulnerable people. Activities undertaken included joint home fire safety and crime prevention visits, along with the promotion of joint safety campaigns such as the dangers of alcohol, both in terms of alcohol related crime and alcohol related fires<sup>10</sup>.

In East Northamptonshire, Northamptonshire Police and Northamptonshire Fire and Rescue Service have launched a joint response vehicle to provide additional support to rural communities. A Rural Intervention Vehicle (RIV) forms a central part of their ongoing collaboration. The RIV is staffed by a police officer and a fire officer who work alongside local colleagues to promote community safety, increase visibility in rural areas, develop even closer links with the community and identify and resolve local issues<sup>11</sup>. As part of their day to day roles, the officers in the RIV carry out a number of tasks which support day-to-day policing and fire prevention. These include gathering intelligence, identifying potential crime and fire risks, supporting incidents such as minor fires and road traffic collisions, along with delivering personal and fire safety talks to schools and community groups.

There are also examples of various police forces encouraging their PCSOs to train as firefighters. For example PCSOs from West Mercia Police were able to undertake training enabling them to operate as on-call firefighters within Shropshire in order to provide extra support when it is required<sup>12</sup>. Also, plans were introduced by Avon and Somerset Police, in conjunction with Avon Fire and Rescue Service to train PCSOs and Special Constables as back-up firefighters in case of strikes by firefighters to ensure the region has the coverage it required<sup>13</sup>.

PCSOs in West Yorkshire Police have also undergone training to support West Yorkshire Fire and Rescue Service in water rescue incidents. This enables PCSOs to use the correct methods of deploying safety equipment for rescuing individuals who have fallen into water, ahead of officers from the Fire and Rescue Service arriving<sup>14</sup>.

8. The Olive Branch Project, Staffordshire Fire and Rescue Service, June 2012- <http://www.staffordshirefire.gov.uk/1420.asp>

9. Fire Service trains police, Staffordshire Fire and Rescue Service, February 2010 - <http://www.staffordshirefire.gov.uk/822.asp>

10. New 'Safety Service' trial, Police and Crime Commissioner for North Yorkshire, May 2013 - <http://www.northyorkshire-pcc.gov.uk/news/new-safety-service-trial/>

11. Police and Fire launch joint rural response vehicle in East Northamptonshire #Futures, Northamptonshire Police, January 2015 - <http://www.northants.police.uk/#!/news/25059>

12. Employment of Police Community Support Officers as 'On-Call' Firefighters, Shropshire and Wrekin Fire and Rescue Authority, October 2015 - <https://www.shropshirefire.gov.uk/sites/default/files/08-emp-of-pcsos-as-on-call-ffs.pdf>

13. PCSOs being trained as back-up firefighters in case of strike, Bristol Post, October 2013 - <http://www.bristolpost.co.uk/PCSOs-trained-firefighters-case-strike/story-19897060-detail/story.html>

14. PCSO's put practice in for river rescues, West Yorkshire Police, April 2015 - <http://www.westyorkshire.police.uk/news/pcsos-put-practice-river-rescues>

## WORKING WITH AMBULANCE SERVICES

PCSOs receive basic first aid training<sup>15</sup>, and it is common for them to be required to use these skills while on duty. However, across the country work is being undertaken to expand the first aid knowledge possessed by PCSOs.

Across England and Wales, police forces are seeking to improve this knowledge by encouraging them to cross-train as Community First Responders.

Community First Responders are individuals who are available to be dispatched by an ambulance control centre to attend medical emergencies in their own locality. They will have received basic training in life saving interventions such as the use of defibrillators. While the scheme was originally planned to be used in mainly rural areas, there has been a growth in their use within built up metropolitan areas as any sort of early intervention in a medical emergency is extremely beneficial.

The London Ambulance Service uses a range of volunteers, including Community First Responders who are usually defibrillator-trained St John Ambulance volunteers who are on-call from their homes and also can attend 999 calls in their own car without blue lights<sup>16</sup>.

PCSOs that are based in Aylesbury Vale, which is part of Thames Valley Police, have been trained by South Central Ambulance Service NHS Foundation Trust as “Community Co-Responders”<sup>17</sup>. The scheme enables PCSOs to respond to patients suffering life threatening medical emergencies, such as cardiac arrests, and to start early treatment while an ambulance is on the way. When fully trained, PCSOs continue to carry out their normal roles and conduct their daily duties but will be in a position to assist members of the public and the ambulance service if they are required to do so.

In 2012, a scheme was launched in Barnet as part of its Big Society Innovation Bank<sup>18</sup> which encouraged off duty doctors and police officers to join the London Ambulance Service Voluntary Responder Group. This service provided those volunteers with advanced first aid skills and with equipment such as defibrillators. Funding was also provided for an emergency respond vehicle.

## CO-RESPONDING

In April 2015, joint working between Cornwall Fire and Rescue, South Western Ambulance Service NHS Foundation Trust and Devon and Cornwall Police saw the creation of a new type of emergency first responder.

Andrew Hitchens became the UK’s first Tri-Service Safety Officer – which sees him able to respond as an on-call firefighter, an emergency first responder and a PCSO<sup>19</sup>. An important part of the Tri-Service Safety Officer role involves helping members of the local community keep

15. Police Community Support Officer (PCSO), Metropolitan Police Service, January 2016 - [http://www.metpolicecareers.co.uk/media/pdf/PCSO\\_Selection\\_CBQ\\_Pack.pdf](http://www.metpolicecareers.co.uk/media/pdf/PCSO_Selection_CBQ_Pack.pdf)

16. Volunteer responders, London Ambulance Service, January 2016 - [http://www.londonambulance.nhs.uk/calling\\_999/who\\_will\\_treat\\_you/single\\_responder/volunteer\\_responders.aspx](http://www.londonambulance.nhs.uk/calling_999/who_will_treat_you/single_responder/volunteer_responders.aspx)

17. PCSOs to be trained as CFRs, South Central Ambulance Service NHS Foundation Trust, January 2016 - <http://www.southcentralambulance.nhs.uk/content/news/pscos-to-be-trained-as-cfrs.ashx>

18. Voluntary blue light service launched, Barnet Times, July 2012 - [http://www.times-series.co.uk/news/9816771.Voluntary\\_blue\\_light\\_service\\_launched\\_in\\_Barnet/](http://www.times-series.co.uk/news/9816771.Voluntary_blue_light_service_launched_in_Barnet/)

19. Tri-service emergency first responder is a UK first, Emergency Service Times, April 2015 - <http://emergencyservicetimes.com/tri-service-emergency-first-responder-is-a-uk-first/>

themselves safe by working alongside local groups to spread important messages. The role also includes keeping local elected representatives informed on incidents which involve the emergency services.

A similar scheme was launched by Durham Constabulary, County Durham and Darlington Fire and Rescue Service and the North East Ambulance Service NHS Foundation Trust in December 2015. Laura Birbeck and Laman Warburton became the region's first Tri-Service Safety Officers – and like Andrew Hitchens work as on-call firefighters, community first responders and PCSOs. A fundamental aspect of their role is to provide advice to their local community on behalf of all three emergency services<sup>20</sup>.

Both schemes to introduce Tri-Service Safety Officers were made possible because of grants provided by the Police Innovation Fund, which is designed to help police forces develop innovative ideas to make policing more effective<sup>21</sup>.

## LOCAL AUTHORITY ENFORCEMENT

Across the UK, Local Authorities have often involved PCSOs in areas that they usually have the powers to enforce.

Often this co-working will see PCSOs deployed alongside council employees, such as in Cwmbran, South Wales where Environmental Health Officers from Torfaen Council have been deployed alongside PCSOs to issue fixed penalty notices for individuals breaking the ban on smoking in enclosed public spaces<sup>22</sup>. The use of PCSOs alongside Environmental Health Officers was designed to be a show of force to proactively alter smokers' behaviour rather than simply catch offenders.

A growing number of Local Authorities are empowering PCSOs to combat problems usually dealt with by council employees – especially those linked to environmental enforcement such as littering and dog fouling. For example since 2007, PCSOs working within the jurisdiction of Ribble Valley Borough Council have been granted powers to issue fixed penalties on behalf of the council for offences including vehicle emissions, littering, flyposting, dog fouling and criminal damage linked to graffiti<sup>23</sup>. This means that PCSOs are required as part of their role to actively seek to prevent the occurrence of offences traditionally considered within the remit of Local Authorities. Since September 2009, an almost identical scheme has been in place within Eastleigh Borough Council's boundaries<sup>24</sup>.

The Scams and Fraud Education for Residents (SAFER) Project run by West Yorkshire Trading Standards, which was funded by the Big Lottery Fund, supports older adults aged over 55 in Leeds and Bradford to protect themselves from doorstep crime and scams. In 2013, 500 PCSOs and warranted police officers from West Yorkshire Police based across Leeds and Bradford were trained to help protect older and vulnerable residents from falling victim to fraudsters.

The project's aim is to help isolated and lonely older people who are likely to be the victims of

20. New tri-responders recruited in Durham, North East Ambulance Service NHS Foundation Trust, December 2015 - <https://www.neas.nhs.uk/news/2015/december/7/new-tri-responders-recruited-in-durham.aspx>

21. Police Innovation Fund 2016/17, Home Office, October 2015 - <https://www.gov.uk/government/news/police-innovation-fund-201617>

22. Shoppers get the message on smoking, South Wales Argus, May 2008 - [http://www.southwalesargus.co.uk/news/2290213.Shoppers\\_get\\_the\\_message\\_on\\_smoking/](http://www.southwalesargus.co.uk/news/2290213.Shoppers_get_the_message_on_smoking/)

23. Authorisation of Police Community Support Officers - fixed penalties, Ribble Valley Borough Council, September 2007 - [https://www.ribblevalley.gov.uk/download/meetings/id/878/authorisation\\_of\\_pcsos\\_re\\_litter\\_and\\_dog\\_fouling](https://www.ribblevalley.gov.uk/download/meetings/id/878/authorisation_of_pcsos_re_litter_and_dog_fouling)

24. Environmental Enforcement, Eastleigh Borough Council, June 2015 - <https://www.eastleigh.gov.uk/waste,-recycling-environment/environmental-health/more-environmental-health/environmental-enforcement.aspx>

doorstep fraudsters and rogue traders. The training provided to PCSOs helped them to identify potential and current victims of fraud as well as ensuring they received the support they required. The PCSOs were also able to report alleged fraudsters directly to Trading Standards speeding up the time it took for them to be investigated<sup>25</sup>.

## THE FUTURE OF LONDON'S PCSOs

Following the Home Office's settlement in the November 2015 Comprehensive Spending Review, the Government protected police funding in real terms for the spending review period. This also included the provision of more funds for police forces which have proposals to improve efficiency, and enhance collaboration between other police forces, emergency services, criminal justice system agencies, wider local government or third sector organisations<sup>26</sup>.

This protection of police funding led the MPS to publicly confirm that it had no intention of actively reducing the number of PCSOs working across London<sup>27</sup>. The extra sums of money being provided to the Police Innovation Fund also mean that there is growing demand for police forces across the country to develop ways to boost their capability and efficiency.

With the MPS employing a reduced number of PCSOs, it is important that they offer London the best value for money and are able to continually deliver more with less.

PCSOs provide a visible uniformed presence within communities and are widely recognised in helping to reduce the fear of crime. Their continued utilisation is widely supported, and their role is often credited with helping build community cohesion and confidence in the police<sup>28</sup>.

Therefore there is scope to not only increase the visibility of PCSOs in London but also increase the support they are able to offer communities.

## FIRE SAFETY ADVICE

The London Fire Brigade has been steadily increasing the number of home fire safety visits it conducts, with over 85,000 taking place in 2014. These visits target those considered as having a higher risk of fire in the home and provides advice on how to take preventative measures, alongside fitting smoke alarms. An evaluation carried out in 2013 showed that between 2006 and 2012, home fire safety visits had prevented over 4,500 fires from occurring<sup>29</sup>.

With the London Fire Brigade already proactively visiting vulnerable people and experiencing significant levels of success in preventing fires, there is scope to further expand the benefits of home fire safety visits using PCSOs. Training already takes place within the London Fire Brigade that includes informing Londoners about fire safety and fire prevention, particularly older people, children and people whose first language isn't English. The training of PCSOs in these skills would therefore be cost-neutral as the training already exists within the public sector.

25. West Yorkshire Police champion SAFER Project in Leeds and Bradford, Chartered Trading Standards Institute, July 2013 - <http://www.tradingstandards.uk/policy/policy-pressitem.cfm/newsid/1224>

26. Police Innovation Fund 2016/17 – Assessment Criteria, Home Office, October 2015 - [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/470121/HARD\\_LAUNCH\\_20151020\\_-\\_PIF\\_2016-17\\_-\\_Assessment\\_Criteria\\_\\_2\\_.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/470121/HARD_LAUNCH_20151020_-_PIF_2016-17_-_Assessment_Criteria__2_.pdf)

27. Met 'won't scrap PCSOs' despite disappointment over capital city funding, Police Oracle, December 2012 - [https://www.policeoracle.com/news/local\\_and\\_neighbourhood\\_policing/2015/Dec/17/met--won-t-scrap-pcsos--despite-disappointment-over-capital-city-funding\\_90442.html](https://www.policeoracle.com/news/local_and_neighbourhood_policing/2015/Dec/17/met--won-t-scrap-pcsos--despite-disappointment-over-capital-city-funding_90442.html)

28. From 'Community' to 'Neighbourhood' Policing: Police Community Support Officers and the 'Police Extended Family' in London, Professor Les Johnston, January 2005 - [http://eprints.port.ac.uk/55/1/From\\_Community\\_Policing\\_to\\_Neighbourhood\\_Policing.pdf](http://eprints.port.ac.uk/55/1/From_Community_Policing_to_Neighbourhood_Policing.pdf)

29. Governance, performance and audit committee, London Fire and Emergency Planning Authority, March 2015 - <http://moderngov.london-fire.gov.uk/mgConvert2PDF.aspx?ID=345&T=10>

Following the example set by the Olive Branch Project in Staffordshire, London's PCSOs could be trained to identify potential fire hazards in the home, provide fire safety advice alongside be equipped with the skills to install and check smoke alarms<sup>30</sup>.

Such a scheme could potentially be trialled in areas where there is currently a demand for more fire safety advice and prevention; hence the three London Boroughs with the highest level of dwelling fires should be used. This would mean that any trial of equipping PCSOs with fire safety skills would take place in Southwark, Lambeth and Hackney, as these three boroughs had the highest number of dwelling fires in 2014/15<sup>31</sup>.

As PCSOs are considered an integral part of local communities, and therefore often aware of the location of vulnerable people within them, equipping them with the ability to help residents prevent fires has the potential to continue to reduce the number of dwelling fires in London.

**RECOMMENDATION: That the MPS consider the possibility of a trial taking place in Southwark, Lambeth and Hackney where Police and Community Support Officers would be trained to deliver fire safety and prevention advice to vulnerable residents.**

## COMMUNITY FIRST RESPONDERS

London already has a number of Community First Responders volunteering with the London Ambulance Service, who are often specially trained to deal with medical emergencies such as cardiac arrests while awaiting the arrival of paramedics. They have usually received training to operate an automated external defibrillator (AED).

Given that Community First Responders are located within communities and not on routine patrols, they are often in a position to respond to medical emergencies ahead of paramedics and deliver life-saving treatment.

In 2013/14, the London Ambulance Service attended 9,805 cardiac arrest patients, and has seen survival to discharge rates increase to the highest levels since it began to collect data in 1998.

The London Ambulance Service is now witnessing more patients receiving cardiopulmonary resuscitation (CPR) ahead of their arrival than ever before; with 55.8 per cent of patients receiving CPR before a paramedic arrived.

Evidence also shows that when there is immediate access to an AED along with someone trained to use it, there is a significant effect on the likelihood of someone surviving a cardiac arrest<sup>32</sup>.

In recent years there has been a concerted effort in London to rapidly increase the number of AEDs available and the number of people trained to use them<sup>33</sup>. For example, there are now 146 stations in Transport for London's network which have at least one AED<sup>34</sup>.

30. The Olive Branch Project, Staffordshire Fire and Rescue Service, June 2012

31. Impact of changes to fire stations/fire engines as a result of the Fifth London Safety Plan – Statement of Assurance 2014/15, London Datastore, September 2015 - <http://data.london.gov.uk/dataset/impact-of-lsp5-september-2015/resource/ffe92eda-37d1-4552-9e26-f37b7547a58d>

32. Cardiac Arrest Annual Report: 2013/14, London Ambulance Service NHS Trust, October 2014 - [http://www.londonambulance.nhs.uk/about\\_us/idoc.ashx?docid=4b6c1939-0656-41e1-95eb-ca28f97451ed&version=-1](http://www.londonambulance.nhs.uk/about_us/idoc.ashx?docid=4b6c1939-0656-41e1-95eb-ca28f97451ed&version=-1)

33. Shockingly Easy Campaign, London Ambulance Service NHS Trust, January 2016 - [http://www.londonambulance.nhs.uk/calling\\_999/emergency\\_heart\\_care/cardiac\\_arrest/shockingly\\_easy\\_campaign.aspx](http://www.londonambulance.nhs.uk/calling_999/emergency_heart_care/cardiac_arrest/shockingly_easy_campaign.aspx)

34. Number of public access defibrillators on the Tube network, WhatDoTheyKnow, June 2015 - [https://www.whatdotheyknow.com/request/number\\_of\\_public\\_access\\_defibril](https://www.whatdotheyknow.com/request/number_of_public_access_defibril)

As PCSOs are already based within local communities and often patrolling the areas they are responsible for, it would make sense that they receive a high level of first aid training, including how to use an AED.

Working with the London Ambulance Service, PCSOs could also be trained to act as Community First Responders, allowing them to respond to medical emergencies ahead of the arrival of paramedics and provide potentially life-saving care.

Such a scheme could be trialled in areas where there is the most demand, specifically those London Boroughs which have the highest recorded incidents of cardiac arrests which require a response from the London Ambulance Service. This would mean that any trial of encouraging PCSOs to become Community First Responders should take place in Bromley, Barnet and Ealing as the Clinical Commissioning Groups covering these boroughs recorded the highest number of cardiac arrests responded to by paramedics<sup>35</sup>.

With PCSOs being located in specific communities there is a high likelihood that, should they be notified of a medical emergency, they would be able to respond ahead of a paramedic. With them being trained as a Community First Responder, this would enable patients to begin receiving life-saving care even sooner than they currently would.

PCSOs could train with LAS staff and this again would be cost-neutral as the London Ambulance Service (LAS) already holds regular resuscitation training courses which teach life-support skills, including the use of a defibrillator.

**RECOMMENDATION: That the MPS consider a trial taking place in Bromley, Barnet and Ealing where Police and Community Support Officers would be trained to perform the role of a Community First Responder alongside their current duties.**

## *LOCAL AUTHORITY ENFORCEMENT OFFICERS*

A number of Local Authorities across the country have already taken steps to empower PCSOs based within their boundaries to use powers traditionally granted to Local Authority employees like Environmental Health Officers and sometimes Trading Standards Officers.

However, as a result of budget reductions across Local Authorities, there has been a reduction in the number of individuals employed who are able to discharge the powers granted to local government enforcement officers. There is also an expectation that there will be a further reduction in the number of these individuals<sup>36</sup>.

With the MPS being able to secure the current availability of PCSOs in London, there should be an investigation of what other powers or roles they could be given which fit within the community support element of their role.

Should the MPS begin to work with London Boroughs there are opportunities both to increase the powers PCSOs have at their disposal but also to potentially look at encouraging those enforcement officers currently employed to consider becoming PCSOs.

If an agreement could be reached where enforcement officers working for a London Borough, for

35. Cardiac Arrest Annual Report: 2013/14, London Ambulance Service NHS Trust, October 2014 - [http://www.londonambulance.nhs.uk/about\\_us/idoc.ashx?docid=4b6c1939-0656-41e1-95eb-ca28f97451ed&version=-1](http://www.londonambulance.nhs.uk/about_us/idoc.ashx?docid=4b6c1939-0656-41e1-95eb-ca28f97451ed&version=-1)

36. Environmental Health Workforce Survey 2014/15, Chartered Institute of Environmental Health, July 2015 - <http://www.cieh.org/Environmental-Health-Workforce-Survey-2014-15/>

example as an Environmental Health Officer, could also become PCSOs there is the potential for the costs of such individuals to be split between both the London Borough and the MPS.

Such proposals would require the Mayor of London to work with the leaders of London Boroughs to scope how it could work in practice, and specifically which boroughs would be interested in such a scheme. The Mayor of London should therefore invite all the leader of each London Borough to a roundtable meeting in order to understand how such a role would work in practice.

**RECOMMENDATION: That the Mayor of London hosts a roundtable discussion with all the leaders of London Boroughs in order to try and develop a strategy by which PCSOs can take on more of the responsibilities of local authority enforcement officers, and also by which local authority enforcement officers can be re-trained as PCSOs.**

## *TRI-SERVICE SAFETY OFFICERS*

As the Government pushes for greater collaboration between the emergency services<sup>37</sup>, London should be at the forefront of the blue-light services working together.

Following in the footsteps of Cornwall and Durham, London should look to the possibility of introducing emergency service officers who have the ability to work on behalf of three of its emergency services: the MPS, the London Fire Brigade, and the London Ambulance Service.

Tri-Service Safety Officers offer significant value for money, especially when working over large geographic areas. Given their ability to respond to medical, criminal and fire incidents they are able to play a central role within local communities. It makes sense, therefore, for London to work towards the introduction of Tri-Service Safety Officers.

It would be the role of the Mayor of London to work with the MPS, the London Fire Brigade and the London Ambulance Service to trial the implementation of Tri-Service Safety Officers in London's three biggest London Boroughs.

The clear choice for the trial introduction of Tri-Service Safety Officers are Bromley, Hillingdon and Havering as they are the three largest London Boroughs by hectare<sup>38</sup>.

In developing such a scheme in a similar manner to those already running in Cornwall and Durham, it would be advisable that the first candidates for such a role are drawn from current PCSOs who are already patrolling, and therefore have local knowledge, within these three London Boroughs.

The Police Innovation Fund has previously been used to fund the development of Tri-Service Safety Officers, and therefore to fund the trial the Mayor of London, the Mayor's Office for Policing and Crime and the MPS should consider bidding for funding.

**Recommendation: That the Mayor engages in discussions concerning a trial of the use of Tri-Service Safety Officers who would be trained to provide advice and respond on behalf of the Metropolitan Police Service, the London Fire Brigade and the London Ambulance Service. The trial would take place in Bromley, Hillingdon and Havering.**

<sup>37</sup>. Proposals for further emergency services collaboration announced, Home Office, September 2015 - <https://www.gov.uk/government/news/proposals-for-further-emergency-services-collaboration-announced>

<sup>38</sup>. Land Area and Population Density, Ward and Borough, London Datastore, August 2015 - <http://data.london.gov.uk/dataset/land-area-and-population-density-ward-and-borough>

## CONCLUSION

Since their introduction, PCSOs have played a valuable role within communities across London. They are well known for having a connection with the communities they serve, and are able to connect with individuals who often do not come to the attention of other public agencies.

As collaboration between the emergency services, and at times Local Authorities, becomes a more common occurrence across the country, London should lead the way in developing the role of the PCSO.

Whether this development empowers PCSOs to provide life-saving medical treatment, or help prevent fires in the area they patrol – each and every improvement and development to the role of the PCSO will help communities and specifically it will help vulnerable people.

All of London's emergency services perform a valuable role, and the more they can combine their strengths, the more Londoners will benefit.

## LIST OF RECOMMENDATIONS

**RECOMMENDATION 1:** That the MPS consider a trial that would take place in Southwark, Lambeth and Hackney where Police and Community Support Officers would be trained to deliver fire safety and prevention advice to vulnerable residents.

**RECOMMENDATION 2:** That the MPS consider a trial that would take place in Bromley, Barnet and Ealing where Police and Community Support Officers would be trained to perform the role of a Community First Responder alongside their current duties.

**RECOMMENDATION 3:** That the Mayor of London hosts a roundtable discussion with all the leaders of London Boroughs in order to try and develop a strategy by which PCSOs can take on more of the responsibilities of local authority enforcement officers, and also by which local authority enforcement officers can be re-trained as PCSOs.

**RECOMMENDATION 4:** That the Mayor engages in discussions concerning a trial of the use of Tri-Service Safety Officers who would be trained to provide advice and respond on behalf of the Metropolitan Police Service, the London Fire Brigade and the London Ambulance Service. The trial would take place in Bromley, Hillingdon and Havering.



## FEEDBACK

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