

<b>Committee(s)</b>	<b>Dated:</b>
Health and Wellbeing Board	11.02.2018
<b>Subject:</b> Automated External Defibrillators – Findings from Corporate Survey	<b>Public</b>
<b>Report of:</b> Chrissie Morgan, Director of Human Resources Andrew Carter, Director of Community and Children's Services	<b>For Decision</b>
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### Summary

This report provides an overview of the provision of Automated External Defibrillators (AEDs) from a self-reported corporate survey (excluding the City of London Police) following the publication of internal AED (Best Practice) Guidance in September 2018.

Under the Health and Safety (First-Aid) Regulations 1981, there is no legal duty to provide first aid for non-employees but the Health and Safety Executive (HSE) strongly recommends that they are included. This is the policy of the City of London Corporation. However, the provision of public access AEDs should not be conflicted with the provision of AEDs provided for the purposes of first-aid at work.

Central London, including the City of London, already has an extremely high density of defibrillators, many of which are public access. Additionally, the City of London Police carry portable defibrillators in most of their patrol and tactical vehicles. The responsibility for maintenance and governance of these AEDs lies outside of the City Corporation's remit, and it would not be appropriate for the City of London Corporation to assume any form of liability for these.

### Recommendation(s)

Members are asked to:

- Support the continued development of a corporate AED policy and action plan building on the lessons learned from the defibrillator survey and good practice guidance, which will ensure that installation of corporate AEDs is based on first aid needs assessment principles.
- Support that the Corporation takes further action itself regarding the installation or promotion of additional public access defibrillators in the City

where there is no identified first aid need, but instead encourages specialist organisations to take this forward locally as they are better placed to address this issue.

- Support that the Corporation explores further the London Ambulance Service (LAS) accreditation and whether there would be an appetite for engaging with City organisations that have their own AEDs on this issue.

## **Main Report**

### **Background – Defibrillators in the Workplace**

1. An Automated External Defibrillator (AED) is a machine used to give an electric shock when a person is in cardiac arrest.
2. Modern AEDs are very reliable and will not allow a shock to be given unless it is needed. They are extremely unlikely to do any harm to a person who has collapsed in suspected sudden cardiac arrest. They are safe to use and present minimal risk to the rescuer.
3. In recent years, AEDs have been installed in many busy public places such as train stations<sup>1</sup>, shopping centres or schools. Many workplaces also have an AED to ensure they are prepared for a first aid emergency. The installation of a defibrillator involves purchasing and locating a site for it, training volunteers to use it and maintaining and governing it; full records of the defibrillator, its installation and the history of checks and use must be maintained.
4. The London Ambulance Service (LAS) encourages the deployment of AEDs and run an accreditation scheme for publicly accessible defibrillation. To become accredited, organisations need to meet strict criteria. Accreditation is on an annual basis. Such accreditation necessitates a governance and maintenance model which can be resource and time consuming.
5. During a first aid emergency, HSE guidance (*ibid*) states that *‘there is no requirement for the assessment of first-aid needs to be formal or written down,’* However, documenting is a good way of demonstrating how first aid provision was determined. The City Corporation’s First Aid Guidance provides advice about how to undertake first aid needs assessment and is now supplemented by specific Defibrillators (Best Practice) Guidance.

### **Background – Public Access Defibrillators**

6. Public access defibrillator initiatives make AEDs available to the public. This should facilitate earlier defibrillation of cardiac arrest victims and could save lives.

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<sup>1</sup> According to a question to the Mayor of London in July 2018 there were 214 defibrillators situated across 150 London Underground stations including Aldgate, Aldgate East, Bank/Monument (8 AEDs), Barbican, Farringdon, Liverpool Street (6), London Bridge (5), Mansion House, Moorgate, St Pauls and Tower Hill.

7. The Defibrillators Availability Bill 2017 – 2019 is a private member *‘Bill to require the provision of defibrillators in education establishments, and in leisure, sports and certain other public facilities; to make provision for training persons to operate defibrillators; to make provision for funding the acquisition, installation, use and maintenance of defibrillators; and for connected purposes.’*

It is unclear if / when the Bill will become law. The second reading of the Bill is scheduled for 25.01.2019.

### **Current Position – Public Access Defibrillators**

8. Mapped AED data shows that, in terms of defibrillator density, central London is the ‘safest’ place in the UK to suffer an out-of-hospital cardiac arrest, with readily available AED units positioned in key areas. Outside of central London, AED provision is less dense. Additionally, many City businesses have defibrillators installed for their staff, although these are not accessible for the public. However, there is no evidence of disproportionately high numbers of cardiac arrests in the Square Mile
9. It is understood that the City of London Police (CoLP) operational sites have AEDs and that portable defibrillators are carried in most area patrol and tactical vehicles.
10. The responsibility for maintenance and governance of these AEDs lies with their providers – for example, TfL has many AEDs installed in tube stations in the Square Mile and are therefore responsible for managing these devices.
11. These AEDs are outside of the City Corporation’s remit, and it would not be appropriate for the City of London Corporation to assume any form of liability for these.
12. If the City Corporation were to produce a map which advertised the locations of the “fixed point” AEDs (bearing in mind that many more AEDs are mobile), onus would fall to the City Corporation to regularly check with each and every responsible provider as to whether they still had the correct governance and maintenance processes in place for each device that they were responsible for. This would represent a huge amount of officer time, for which there is currently no capacity.
13. The City Corporation has previously approached voluntary sector providers The British Heart Foundation and The Community Heartbeat Trust to ask if either would be interested in establishing an AED scheme for the City. It is clear that specialist organisations like this would be most appropriate to take this forward locally as they are better placed to address this issue. However, we have not yet seen any interest on this issue from the voluntary sector (possibly because of the density of AEDs in the Square Mile).
14. There is potential for the City Corporation to work with businesses to encourage those that have AEDs on their premises to be part of the London Ambulance service’s accreditation scheme. This would ensure that the AEDs in the Square

Mile were being appropriately managed and maintained, without the City Corporation assuming responsibility for this process.

### **Current Position – City Corporation Defibrillators**

15. The City Corporation is supportive of the provision of AEDs where this is justified by robust (First Aid) needs assessment. Departments / services are currently responsible for the local management and funding of AED provision.
16. All corporate First Aid training: First Aid at Work (FAW), Emergency FAW, Refresher/requalification include the management of a casualty requiring CPR and use of AEDs as per the Resuscitation UK Guidelines.
17. At the end of 2018, a self-reported survey of AED provision across the City Corporation was undertaken (**Appendix 2**).
  - Thirty-nine defibrillators were identified by respondents across twelve departments, including educational establishments, leisure, sports and other public facilities. A defective AED was also identified at Artizan Street (DCCS).
  - All three of the City Corporations Independent Schools have defibrillators.
  - Defibrillators have reportedly been used at six locations (Guildhall, Smithfield Market, Mansion House, Parliament Hill Lido, Kenwood Ladies Pond and Hampstead Health); sometimes on more than one occasion per site.
  - The survey suggests that there appears to be reasonably good coverage of corporate AEDs based on the first aid *needs assessment* type of criteria (**Appendix 1**).

### **Proposals**

18. There should be a clearly defined policy for corporate AED provision based on first aid needs assessment principles, based upon need and exploiting local intelligence.
19. The corporate AED policy should build upon our internal Defibrillators (Best Practice) Guidance and the results of the survey.
20. The provision of public access AEDs should not be conflicted with the provision of AEDs provided for the purposes of first-aid at work.
21. The Corporation is not responsible for installing and managing additional AEDs where there is no identified first aid need.

### **Corporate & Strategic Implications**

22. Liability of both individuals and the Corporation, along with reputational risk, may influence the installation of AEDs.

23. The use of AEDs by individuals, whether they are trained or untrained, can be a cause for concern as they may feel at risk of having a claim brought against them if that casualty suffers harm as a result of their intervention.
24. Potential liability can arise at common law although there have been no reported cases at all where a casualty has successfully sued someone who came to their aid in an emergency. In theory, a claim might be brought against an individual in either:
- the law trespass, on the grounds that an intervention constituted an assault on the casualty
  - the law of negligence for a breach of duty of care towards the casualty
25. Using an AED cannot make a victim's condition worse since the device will only discharge its shock if the victim has a heart rhythm that will lead to death if they do not receive a shock.
26. However, where an AED is provided, it could be seen that the organisation has a duty to ensure the AED is available for use and is well-maintained.

## Conclusion

The City Corporation will continue to develop its corporate AED policy and develop an appropriate action plan for implementation. It is not recommended that the City Corporation install additional AEDs where there is no identified first aid need or promote existing ones that are not under its management or guardianship.

## Appendices

- Appendix 1 – [First Aid Needs Assessment for Defibrillators](#) (Adapted from the Resuscitation Council UK)
- Appendix 2 – Corporate AED Provision
- Appendix 3 – AEDs in the City of London

## Background Papers

- i. City of London Corporation:
  - [First Aid Policy](#)
  - [First Aid Guidance](#)
  - [Guidance on Defibrillators](#)
- ii. [A Guide to External Automated Defibrillators](#) (April 2017), Resuscitation Council UK
- iii. London Ambulance Service [Defibrillator Accreditation Scheme](#)
- iv. Smith, M J et al., (2017). [Barriers and facilitators to public access defibrillation in out-of-hospital cardiac arrest: a systematic review](#). *European Heart Journal*

- *Quality of Care and Clinical Outcomes*, Volume 3, Issue 4, 1 October 2017, Pages 264–273, <https://doi.org/10.1093/ehjqcco/qcx023>

- v. British Heart Foundation [National Defibrillator Network](#)
- vi. HeartSafe® UK (AED locator): <http://www.heartsafe.org.uk/>
- vii. [Defibrillators in London Underground Stations](#). MQT on 2018-07-19. July 19, 2018. Question of the Mayor of London.
- viii. People are Reluctant to use Public Defibrillators to Treat Cardiac Arrests (Warwick University), [https://warwick.ac.uk/newsandevents/pressreleases/people\\_are\\_reluctant/](https://warwick.ac.uk/newsandevents/pressreleases/people_are_reluctant/)
- ix. Defibrillators (Availability) Bill 2017-19 (Private Members Bill): <https://services.parliament.uk/bills/2017-19/defibrillatorsavailability.html>

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