



## HMIC Inspection Report

### City of London Police

October 2007



*City of London Police – HMIC Inspection Report*

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## Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent both of the Home Office and of the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectorates.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005 and has thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC then consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking fewer but more probing inspections. Stakeholders concurred with the emphasis on protective services but requested that Neighbourhood Policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence will be gathered, verified and then assessed against an agreed set of national standards, in the form of specific grading criteria (SGC). However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

### Programmed frameworks

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course, offer protection from high-level threats such as terrorism and organised criminality, but it

also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

### **Risk-based frameworks**

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

| <b>HMIC risk-based frameworks</b>                 |
|---|
| Fairness and equality in service delivery         |
| Volume crime reduction                            |
| Volume crime investigation                        |
| Improving forensic performance                    |
| Criminal justice processes                        |
| Reducing anti-social behaviour                    |
| Contact management                                |
| Training, development and organisational learning |

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

## The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

### *Excellent*

This grade describes the highest level of performance in service delivery and achieving full compliance with codes of practice or national guidance. It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to meet **all** of the criteria set out in the Fair SGC and the vast majority of those set out in Good. In addition, two other factors will attract consideration of an Excellent grade:

- The force should be recognised, or be able to act, as a 'beacon' to others, and be accepted within the service as a source of leading-edge practice. Evidence that other forces have successfully imported practices would demonstrate this.
- HMIC is committed to supporting innovation and we would expect Excellent forces to have introduced and evaluated new ways of delivering or improving performance.

### *Good*

Good is defined in the Collins English Dictionary as 'of a high quality or level' and denotes performance above the minimum standard. To reach this level, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

### *Fair*

Fair is the delivery of an acceptable level of service, which meets national threshold standards where these exist. To achieve a Fair grading, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

### *Poor*

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC but may also reflect a degree of professional judgement on the level of risk being carried by the force.

## Developing practice

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice across the police service. Much good practice is identified as HMIC conducts its assessments and is reflected as a strength in the body of the report. In addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three or more of these examples to publish in this report. The key criteria for each example are that the work has been evaluated by the force and the good practice is easily transferable to other forces (each force has provided a contact name and telephone number or email address, should further information be required). HMIC has not conducted any independent evaluation of the examples of good practice provided.

## Future HMIC inspection activity

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, Neighbourhood Policing will also demand attention. Conversely, those areas (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

The Government has announced that, in real terms, there will be little or no growth in police authority/force budgets over the next three years. Forces will therefore have to maintain, and in some areas improve, performance without additional central support or funding. This in itself creates a risk to police delivery and HMIC has therefore included a strategic resource management assessment for all forces in its future inspection programme.

| <b>Planned Inspection areas</b>    |
|------------------------------------|
| Serious and organised crime        |
| Major crime                        |
| Neighbourhood Policing             |
| Strategic resource management      |
| Customer service and accessibility |
| Critical incident management       |
| Professional standards             |
| Public order                       |
| Civil contingencies                |
| Information management             |
| Strategic roads policing           |
| Leadership                         |

## Inspection Overview and Context

### Geographical description of force area

The City of London Police (CoLP) is the Home Office force responsible for the City of London, policing the 'Square Mile' – the capital of international finance and one of the world's leading business centres. The force is also responsible for policing the City's bridges, including Blackfriars, Millennium, Southwark, London and Tower bridges. The City comprises a geographical area of 290 hectares or 1.22 square miles. Its boundaries extend to the River Thames, the London Boroughs of Tower Hamlets, Hackney, Islington, Camden and the City of Westminster.

Geographically, CoLP is the smallest territorial police force in the United Kingdom. The force headquarters is at Wood Street Police Station, with the City divided into two BCUs for territorial policing: Snow Hill (CP4) in the west and Bishopsgate (CP6) in the east. Four other operational command units (anti-terrorism and public order, serious crime, economic crime and corporate support) provide specialist policing services in the City and beyond. The City of London Corporation is, uniquely, both the local authority and the police authority for the Square Mile, and its boundaries are coterminous with the force. The majority of the City of London's police authority responsibilities are delegated to its police committee, whose members include residents, people working in the City and lay justices who are drawn from the electoral wards in the City. The City of London's franchise is also unique, since there is a business vote in addition to the usual residential electorate.

The City is a world financial centre whose role is of vital importance to the country. It contains a large number of iconic sites and major business institutions, such as St Paul's Cathedral, the Bank of England, the Stock Exchange, the Lloyd's Building and the Central Criminal Court (the 'Old Bailey'). The City hosts a large number of ceremonial and other public events at the Guildhall and Mansion House, and has one of the largest arts centres in the world at the Barbican. It has a relatively small resident population, but very large working and transient populations. There are three independent schools and one local authority school in the force area, together with a number of sites for further and higher education. This particular combination of demands is atypical of most Home Office forces, and the force is careful to balance its responsibilities to the national infrastructure with its duties to City communities.

In February 2004, CoLP revised its existing community policing structure and adopted a ward policing model, aligning resources to each of the City's 25 wards. Officers are responsible for liaising, on a day-to-day basis, between the force, residents, businesses and the elected alderman and common councillors for each ward. Ward teams play a vital role in ensuring that the concerns of local businesses and residents are fed directly into the force. They also gather local intelligence, for example to help ensure that wider policing resources are effectively targeted to address problems experienced or perceived locally.

### Demographic profile of force area

As well as being the UK's leading financial and business capital, there is a residential community of more than 9,000 people in 5,820 dwellings in the City, and a daily working population in excess of 350,000 people. The City's resident population is concentrated in the Barbican and Golden Lane estates to the west, and the Middlesex Street and Mansell Street estates to the east. However, there has been increasing residential development in other areas in recent years, particularly on the Islington border and around Smithfield.



The 2001 census showed that the average size per household was 1.6 people, against an average of 2.4 for the rest of the country. This is attributable to lower birth rates as well as the higher than average number of one-person households (52%, compared with a national average of 30%). The City of London has the lowest number of married couples per household in the country and only 3% of the City's residents are children under the age of five. This increases the average age of the population in this area, which at 41 years is two years above the England and Wales average.

Nearly 80% of the population is from a white ethnic category. The next largest ethnic group is Bangladeshi, at 3.8%, followed by Indian at 2.2%. Just over half of all residents describe themselves as Christian, 5.6% Muslim, 3.1% Jewish and 0.3% Sikh, while a quarter describe themselves as having no religion.

Ranked against the 32 London boroughs that surround it, the City has the highest levels of economically active residents. The average income of a City worker is over twice the national average, according to statistics sourced and published by the Corporation in 2004, and City-type employment is estimated to reach a record 342,600 jobs this year. A recent assessment of the overall City economy shows that it has continued to prosper during the first part of 2007, and it is still one of the fastest growing local authorities in the London economy.

The City is ranked first in terms of educational attainment, as those who live in the Square Mile are three times more likely than the national average to have degree-level education or higher. Correspondingly, residents are the least likely to have no qualifications.

### **Strategic priorities**

The force's four strategic priorities for 2006/07 were as follows:

#### ***Counter-terrorism***

- To deter and disrupt terrorist activity and to secure the City of London as a safe environment for its diverse residential and business communities and for the transient population.

#### ***Economic crime***

- To prevent offenders profiting from financial crimes against the public and business community.
- To bring to justice those who carry out such crimes by encouraging the reporting of fraud, providing an effective investigative response to financial crime and disrupting organised crime operating across force boundaries.
- To further enhance the prominence of the City of London within the global financial community.

#### ***Public order***

- To maintain the City of London as a peaceful and secure environment for the residential, business and transient community by reducing violent disorder arising from organised protests, alcohol-related incidents and anti-social behaviour.

### **Community policing**

- To deliver a high-quality, visible and accessible police service to all of the diverse communities who live and work in the City and to the many thousands of people who visit each year, by engaging with and working in partnership with all sections of the community to promote a safe, peaceful and crime-free environment for the residential and business communities.

### **Force development since 2006**

This year has seen changes in the force ACPO leadership team. The ACPO team consists of the Commissioner, an assistant commissioner (who has the operational lead), a commander (who leads on the support portfolio) and the director of corporate support (a police staff member). The Commissioner, Dr James Hart, retired in July 2006 and was succeeded in February 2007 by the assistant commissioner, Michael Bowron. In May 2007, the CoLP commander was appointed as assistant commissioner and in June 2007 a temporary appointment to commander was made permanent.

The force has maintained good performance against crime and in support of victims over the last year:

- Total recordable offences were 7,973, down 5.4% since 2005/06, and the fifth consecutive year of crime reduction.
- The overall detection rate was in excess of 39%, compared with a national rate of 27.2%.
- The sanction detection rate was 35%, compared with a national rate of 25.7%.
- Victim satisfaction rates were 94% for ease of making contact, 77% in respect of action taken by the police, 69% in respect of being kept informed, 95% in respect of treatment received by CoLP staff, and 85% for overall satisfaction with the CoLP service provided.

Following publication of HM Treasury's National Fraud Review in July 2006, CoLP has been officially recognised as the lead force for economic crime. This will expand its current 'lead' status in the South East to cover all of the UK. In addition, the force received funding from the Department for International Development for ten posts in an overseas corruption unit, which was launched in November 2006.

In early 2006, the force recognised that it faced a challenging financial situation over the next few years, which could impact on the resources available to maintain or improve policing services. In response, the ACPO leadership launched a change programme entitled 'Shaping Up for the Future', involving an assessment of performance against existing resources, zero-based budgeting (ZBB) and the development of a front-line action group (FLAG) to ensure that police officers and police staff are used effectively. A fourth aspect of the work – to reduce bureaucracy, delays and unnecessary activity – is also planned.

By adopting the ZBB approach, in which each department has to bid to retain existing resources or obtain increases, the force exceeded its efficiency targets in 2005/06 (it achieved £2.84 million against a target of approximately £1.7 million) and in 2006/07 (£8.15 million against a target of £1.85 million, of which £2.915 million was cashable and £5.231 million non-cashable). With the exception of ZBB, which is an annual process, 'Shaping Up for the Future' is a continuing initiative and it is too early to make an informed assessment of the overall achievements.

## Findings

### National summary of judgements

|                                     | Excellent | Good | Fair | Poor |
|-------------------------------------|-----------|------|------|------|
| <b>Neighbourhood Policing</b>       |           |      |      |      |
| Neighbourhood Policing              | 6         | 14   | 21   | 2    |
| <b>Performance management</b>       |           |      |      |      |
| Performance management              | 6         | 29   | 8    | 0    |
| <b>Protecting vulnerable people</b> |           |      |      |      |
| Child abuse                         | 3         | 17   | 21   | 2    |
| Domestic violence                   | 1         | 13   | 27   | 2    |
| Public protection                   | 2         | 16   | 23   | 2    |
| Missing persons                     | 1         | 21   | 21   | 0    |

### Force summary of judgements

|                                     |              |
|-------------------------------------|--------------|
| <b>Neighbourhood Policing</b>       | <b>Grade</b> |
| Neighbourhood Policing              | <b>Fair</b>  |
| <b>Performance management</b>       | <b>Grade</b> |
| Performance management              | <b>Fair</b>  |
| <b>Protecting vulnerable people</b> | <b>Grade</b> |
| Child abuse                         | <b>Fair</b>  |
| Domestic violence                   | <b>Fair</b>  |
| Public protection                   | <b>Good</b>  |
| Missing persons                     | <b>Good</b>  |

## Neighbourhood Policing

|       |      |
|-------|------|
| GRADE | FAIR |
|-------|------|

### National grade distribution

| Excellent | Good | Fair | Poor |
|-----------|------|------|------|
| 6         | 14   | 21   | 2    |

### National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government’s vision of a policing service which is both accessible and responsive to the needs of local people. It was anticipated that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- increased numbers of police community support officers (PCSOs) patrolling their streets, addressing anti-social behaviour and building relationships with local people;
- access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity/accessibility, problem identification and joint problem solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces’ capability and commitment to sustain implementation beyond April 2008.

### Contextual factors

Ward policing has been in place in CoLP since 20 February 2004 and is recognised as the local name for Neighbourhood Policing. The City’s existing wards, which were revised by the Corporation of London in 2003 to better match representation to recognisable groups of residents or businesses, are used to define the ‘neighbourhoods’ for policing purposes. There are 25 wards (13 at Snow Hill and 12 at Bishopsgate), grouped into six clusters, three at each BCU, that broadly reflect defined residential and business communities. The cluster arrangement also provides a measure of resilience and mutual support between wards, for example to cover sickness absence. The City is unique nationally in having the only police authority that is 100% directly elected, and the ward policing structure has created a direct link on a ward-by-ward basis between the elected members, the police and the residential and business communities.

Bishopsgate BCU was the pathfinder for CoLP implementation of Neighbourhood Policing, and this model of policing has been extended in the last year to Snow Hill BCU. The force can now claim 100% coverage of neighbourhoods by dedicated staff. The ward policing model at both sites comprises a ward inspector, sergeants with responsibility for individual clusters, identified constables for every ward, PCSOs, crime reduction officers and a ward operational policing team. The force has used a variety of media to ensure that ward officers

are identifiable by and accessible to their communities. Abstractions from ward policing for other purposes are closely monitored and limited to activities that support one of the force's other priorities.

The force has a small project team to progress the evolution of ward policing in order to deliver the national Neighbourhood Policing expectation. Through close involvement of primary stakeholders – the crime and disorder reduction partnership (CDRP), Corporation and police authority – the force has largely implemented the national Neighbourhood Policing project criteria in a way that matches local needs, while ensuring that the key elements defined by the national project team are also present. Progress is continuing to entrench the supporting structures, such as the formal community engagement and communication strategies, feedback and evaluation processes. In addition, the force is developing the National Neighbourhood Reassurance Project methodology into an innovative business reassurance approach, which seeks to apply Neighbourhood Policing methodology to the business community. This should improve business reassurance through the recognition of various business groups and companies as 'neighbourhoods', and provide appropriate policing services on that basis.

The ward teams play a vital role in ensuring that community concerns regarding anti-social behaviour and other local issues are dealt with appropriately, either within the ward team or drawing on the assistance of partner or other force resources through the National Intelligence Model (NIM) tasking and co-ordination group (TCG) process. The limited geography of the City, and the harmony of structures between the CDRP and the Corporation, allow the maintenance of close partnership engagement in problem-solving activity, which is an essential element in the success of ward policing and is reflected in public satisfaction surveys. In addition, the ward teams are key to gathering in, and communicating, relevant information regarding (for example) terrorism or potential public order issues.

### **Strengths**

- There is evidence that CoLP has embedded Neighbourhood Policing within the force, demonstrated in the widespread understanding and focus on Neighbourhood Policing, the inclusion of community policing as a force priority, and the roll-out of Neighbourhood Policing at Snow Hill BCU over the last year. Strong leadership and support for Neighbourhood Policing is demonstrated by both ACPO and BCU managers. The CDRP and police authority have been consulted and engaged in the development of the CoLP Neighbourhood Policing style and there is no evidence of reluctance among partner organisations to support the ward policing approach. Recognition and publicity is given to ward officers engaged in successful operations both internally and externally, such as through the force magazine *In Force*.
- Implementation and development of ward policing is being progressed through a dedicated project team which has direct access to the ACPO lead. The ward policing strategic forum, chaired by the assistant commissioner, is the primary decision-making forum. It decides on the strategic direction of implementation and considers recommendations proposed by the ward policing steering group (chaired by the project team inspector). The project team uses the ACPO readiness assessment conducted on the pathfinder BCU to monitor progress through fortnightly reviews with ward teams and key support departments. The team also takes into account recommendations from HMIC and the ACPO Neighbourhood Policing regional co-ordinator.
- Public concerns expressed at ward meetings are considered and addressed locally, in partnership with the CDRP, the Corporation of London or other relevant partners,

or are escalated to a strategic level if appropriate. Community issues are considered at NIM TCG meetings at both BCU and force level alongside other crime and intelligence matters. These meetings are attended by CDRP representatives. There is evidence that additional resources to tackle local priorities identified by cluster panels have been secured at TCG meetings. The deputy chair of the CDRP attends the force strategic TCG meeting. Joint training has taken place for CoLP and CDRP analysts to implement a joint strategic assessment in future.

- There is evidence that joint problem solving using the SARA (scanning, analysis, response, assessment) model is being used in each cluster, in concert with the CDRP, which also provides the main conduit to access Corporation of London services. Within the problem-solving initiatives undertaken, there is evidence that the 'victim, offender, location' triangle is considered and information is shared with the CDRP under a protocol. There is a pragmatic approach to resolving minor local issues quickly with partners, which is reflected in the newly published engagement strategy. Joint SARA training for CDRP and ward staff has taken place and CoLP officers are co-located with CDRP counterparts. Feedback to the community on progress towards tackling their problems is provided at cluster panel meetings.
- Neighbourhood Policing officers are deployed on wards of varying size, which provide the local community with recognisable boundaries determined by the Corporation. Ward boundaries are largely historic and some wards are limited to only a few roads. By linking Neighbourhood Policing to wards, the force has aligned policing with local political accountability and partner structures. As part of the development of ward policing into Neighbourhood Policing, CoLP consulted partners and communities in order to group wards into clusters, reflecting business and community boundaries where possible. Staff resources have been apportioned to each ward using three criteria: the need to have at least one identified officer per ward; the ward profiles (crime statistics, the level of anti-social behaviour, intelligence, etc); and feedback from the community. There are currently no vacancies on the ward teams.
- The cluster arrangement ensures that consultative meetings are of a more viable size and are a more effective use of the time spent on consultation. Ward-specific meetings, such as business watch or resident association meetings, are still attended by ward constables as they continue to meet the needs of the local community.
- Every ward has at least one named and identifiable officer whose details are publicised in the community through the CoLP website and other publicity, with more police officers assigned to wards with greater demand. Each cluster has a named supervisor, line managed by the ward inspector at each BCU. The grouping of wards into clusters ensures a degree of continuity and resilience in staffing.
- The project team provides the locus for collecting data on and assessing the performance of ward policing. Issues raised at internal or partnership meetings relating to the roll-out of Neighbourhood Policing are considered by the project team at ward policing steering group meetings, and are actioned where possible or forwarded to the strategic forum if necessary.
- Community issues are analysed alongside crime and other matters in the two BCU divisional intelligence units. At a force level, the intelligence bureau has been restructured to provide an analyst and researcher dedicated to community issues,

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including community intelligence. There is evidence of structured NIM products addressing community issues being produced and considered at both force and BCU TCG meetings. There has been a significant rise in the amount of community intelligence on local issues generated by ward officers and PCSOs. All ward staff receive training in Integra (the CoLP crime-recording and intelligence management IT system) to ensure that community intelligence is inputted and is available for research and analysis.

- Counter-terrorism and fraud remain priorities for the force, as reflected in the strategic assessment, control strategy and force plans, and there is evidence of awareness of these issues within cluster panels. The economic crime BCU has allocated identified detective sergeants (DSs) to attend panel meetings to provide advice and to ensure that the economic crime department (ECD) remains aware of ward priorities.
- The territorial BCUs monitor the duties undertaken by ward officers (including abstractions from ward roles), time spent on ward activities (for example on patrol or in meetings) and the results of such activities, including the number of arrests or intelligence reports submitted. This provides quantitative data which is collected and used weekly by the Neighbourhood Policing BCU inspectors and by the BCU commanders in five-weekly meetings at which staff are held to account for performance. The force also undertakes public surveys of satisfaction with policing and contributes questions and accesses the results of surveys undertaken by partners. These surveys demonstrate consistently high satisfaction rates in the overall service delivered by the force. In addition to the data collected to monitor performance, the BCU TCG meetings provide a mechanism for assessing performance against operational objectives.
- The force communications strategy, developed by the force's corporate communications department with advice from the National Neighbourhood Policing Team, was published in February 2007. It provides a menu of communication tools for both internal and external audiences. Information about ward policing and individual ward officers is displayed at every police station in a corporate format, incorporating a 'Safer City Wards' message to reflect the local strategic partnership (LSP) 'Safer City' theme. This material is also used for posters and displays to the public. The force uses a range of tools to ensure two-way communication with the public, such as internet, mail, presentations at meetings, individual contact and telephone. This approach has been successful in ensuring that key individuals within neighbourhoods know their ward officers. A standard operating procedure (SOP) has recently been published for the operation of an email system that allows residents to sign up for a weekly email message, co-ordinated by the Snow Hill ward inspector, incorporating information from across the force.
- The force has planned and achieved 100% coverage of Neighbourhood Policing. Each territorial BCU has a ward inspector, cluster sergeants and at least one named police officer contact for each ward, supported by PCSOs, crime reduction officers and special constables. Sufficient PCSOs had been recruited or were in the force recruitment process to meet the combined target figure of 52 by July 2007. This process has flexibility to accommodate career changes among existing staff or non-acceptance of employment contracts. The force has therefore achieved its proportionate share of the government target.

- Ward officers have documented role profiles. The force has an SOP for abstraction from ward policing, which is monitored and reviewed by BCU commanders at five-weekly performance meetings. The SOP defines a 25% limit for abstraction of ward officers for non-ward duties and defines what is counted as an abstraction. The current abstraction rate is around 8–9% and the force intends to reduce the abstraction limit to 20% in 2008.
- Ward officers are not routinely allocated crimes to investigate and their workload is monitored through cluster supervisors as part of the BCU performance management system.
- Ward issues are identified through community or partner engagement, for example through the ward or cluster meetings (which have been held on each cluster), or through analysis of community intelligence and other force data at BCU level or in the force intelligence bureau (FIB). Data from the CDRP and other partners is routinely used to build a composite picture of problems. Once identified, the problem-solving approach is employed through the BCU TCG meetings. Ward officers use Integra entries to ensure that concerns raised at panel meetings are recorded, thereby allowing them to be linked to other force intelligence.
- A comprehensive profile for each ward has been created, using police and partner data. The profiles were reviewed and updated with the assistance of the force's race and diversity team in early 2007. The profiles are used to inform the development of the strategic assessment.
- PCSOs are fully integrated into the ward teams and are making a valuable contribution to intelligence collection and problem-solving initiatives. In addition to their foundation training, PCSOs undertake the same five-week course at City University and other Neighbourhood Policing training as their ward police colleagues. This includes a one-week community placement (with, for example, St Mungo Trust, the Hume Centre or Crisis), after which individuals are required to deliver a presentation to colleagues on their experience – the last such series of presentations was attended by the Commissioner.
- Special constables are allocated to ward policing teams on a '50:50' basis with other roles. This supports ward policing and allows special constables to develop in other areas. CoLP seeks to use special constables according to their individual strengths; for example, those with accountancy skills are deployed with the economic crime BCU. There are no volunteers working in ward policing teams.
- CoLP has a modular training programme for all ward police officers and PCSOs, based on a formal training needs analysis (TNA) (utilising data from and the experience of Essex Police) and including Centrex workbooks and workshops, PCSO foundation training, SARA/problem-solving training and Integra training. The training delivered is subject to evaluation and feedback. The ward policing strategic forum (a bi-monthly meeting) provides a formal link and oversight between the ACPO lead and the training manager, although the Neighbourhood Policing project manager regularly engages with the learning and development unit on an informal basis. A trainer has been dedicated solely to providing ward policing training.
- The size of the CoLP area permits existing force accommodation to be used for the majority of ward officers, although some satellite accommodation is provided by other agencies, such as at St Bartholomew's Hospital and in the Barbican Centre.



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Surgeries are held in accommodation provided by banks, churches and the Salvation Army.

- The low crime levels in the force area, and in particular those involving vulnerable victims, allow CoLP to allocate investigation and victim support to the criminal investigation department (CID) or the specialist hate crime and domestic violence unit (HC&DVU). Ward officers are not routinely allocated crimes to investigate simply because the location is on their ward, but there is evidence of ward officers contributing to investigations undertaken by CID (this involvement in an investigation would be collated and monitored through the performance data collected for the five-weekly BCU commander's review).
- Personal development reviews (PDRs) for ward officers contain objectives relevant to their wards, a mandatory 'race and diversity' objective, and individual personal development objectives if appropriate. Objectives for ward officers are reviewed by BCU commanders before submission to force HR, where they are reviewed again for quality and consistency. The value of objectives within PDRs would benefit from more robust formal review and assessment with supervisors.
- The force quality of service (QoS) commitment group reviews compliance with the Victims' Code and victim satisfaction data and is prompting improvements at BCU level, for example in pre-charge victim care. While some ward officers undertake visits to victims of crime, with the exception of the dedicated crime reduction officers they do not have a defined role in supporting victims. This area would benefit from a more structured approach, such as through an amendment to the crime investigation policy.
- Community impact assessments (CIAs) are routinely used within CoLP in police operations, in critical incidents and in problem-solving initiatives, and the force has amended the CIA template to ensure that it prompts consultation with the relevant ward officer. However, the force should also consider allowing external scrutiny, for example by an independent advisory group (IAG) member.

### **Work in progress**

- A decision by the force on providing recognition to ward policing teams through the provision of special priority payments has yet to be made, although this course has been proposed by a cross-force working party.
- The force is leading a project, supported by the Corporation, the Metropolitan Police Service (MPS) and London First (under the business advisory group umbrella organisation), that will replicate methodology used during the National Reassurance Policing Project to identify the best strategies and tactics for providing reassurance to the business community. This project, expected to begin fieldwork in September 2007, has identified three sites in London (two in the MPS force area) in which data collection will take place through structured interviews and reassurance policing methods will be applied to determine what tactics work best. Potentially, this joint project will provide the force with information to better engage with, and respond to the needs of, the business community.
- The force community engagement strategy was approved at the ward policing strategic forum meeting in April 2007. It was produced in consultation with the CDRP and the Corporation and includes, for example, a consultation and engagement toolkit and profiles of the territorial BCUs, and identifies existing methods of

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engagement being undertaken. While community engagement through ward policing has been in place for over three years, there was no supporting strategy. An evaluation process to test the effectiveness of the strategy has yet to be established. Furthermore, the meeting structure and the terminology applied, particularly the use of the terms 'ward panels' and 'cluster panels' on the CoLP website, would benefit from greater clarity. There is the potential for confusion: at which meeting can the public most effectively raise their concerns and have them lead to action?

- Although the force community engagement strategy has only recently been agreed, the principles of identifying local issues through local engagement (such as at cluster or ward meetings), using a problem-solving approach and providing feedback have been used and can be demonstrated through a number of local initiatives. For example, an initiative relating to homeless people, identified as a local concern, engaged the CDRP, local voluntary workers, ward officers and group (response team) officers to enable individuals to engage with support services. There is evidence that ward officers use local surveys, surgeries and the internet (eg BarbicanTalk) to engage with their local community.
- The force has achieved 100% coverage of wards, has identified officers in place, and can evidence a range of media used for ensuring that the public can contact their ward officers. There is generally a good level of understanding across the force of the purpose of ward policing and the role of ward staff. However, the force has recognised that there are some sections and individuals, such as the communications centre and group officers, who would benefit from further briefing on how their role can complement ward officers. The ward policing communications strategy was approved for use by the Neighbourhood Policing strategic forum in April 2007, and although there is clear evidence of a concerted advertising campaign for ward policing, the effectiveness of the strategy has yet to be formally evaluated (although the need for an evaluation has been defined).
- A QoS delivery group was introduced in December 2006, with cross-force representation, to provide a more structured response to victim needs and public feedback. Although this group has met only twice, there is evidence that action has been taken to respond to the requirements of the QoS commitment, such as through the distribution of a Victim's Charter aide memoire and inclusion of advice on identifying vulnerable victims within the force ten-point investigation plan for crimes.

### **Areas for improvement**

- Force IT systems, such as the command and control (CAD) and crime reporting/intelligence system (Integra), do not have the facility to identify locations by ward or cluster. Local knowledge or cross-referencing to manual systems is required. This may limit the ability, for example, of communications officers to link incidents to ward priorities and therefore ensure the most appropriate response. The force should review existing IT systems to determine whether technology can be better used to improve the response to the public and provide better ward-based information.

#### RECOMMENDATION 1

The force should review existing IT systems to determine whether technology can be better used to improve the ward policing response to the public and provide better ward-based information.

- CoLP has a project plan for the roll-out of Neighbourhood Policing, supported by a dedicated project team, but lacks a clear structured process for defining the success of ward policing. While there is a regime of performance monitoring, the force lacks a framework, agreed with the CDRP and the police authority, that links these indicators with qualitative measures to determine the success or otherwise of ward policing. This is not helped by the lack of an internal inspection/assessment regime.

#### RECOMMENDATION 2

The force should develop a clear, structured process for defining the success of ward policing. While there is a regime of performance monitoring, the force lacks a framework, agreed with the crime and disorder reduction partnership and the police authority, that links these indicators with qualitative measures to determine the success or otherwise of ward policing. This is not helped by the lack of an internal inspection/assessment regime.

- While there has been an emphasis on delivering Neighbourhood Policing, the sustainability of the programme is a key issue. The force has identified that financial systems do not allow for a clear and transparent audit trail for overall Neighbourhood Policing funding and costs. In addition, there is no clear articulation of unit costs for ward policing activity. It is important, considering the financial outlook for policing in years to come, that systems can define the cost of Neighbourhood Policing for 2008 and beyond and explicitly link this to measures of success. There needs to be clarity regarding this issue to ensure the provision of funding for Neighbourhood Policing.

#### RECOMMENDATION 3

The force should establish systems that can define the cost of Neighbourhood Policing for 2008 and beyond and can explicitly link this to measures of success. There needs to be clarity regarding this issue to ensure sustainability of the programme.

- The force lacks a structured resource and succession-planning process linked to the Neighbourhood Policing project plan. While there is a general expectation that officers in Neighbourhood Policing teams will serve 18 to 24 months, there is currently no formal process under which this is controlled for these or any other CoLP posts. Historically, retention of staff within ward policing teams has not been an issue for the force, and vacancy levels are very low. The current process for resourcing the ward teams has led to a situation in which five supervisors are acting or temporary sergeants. These individuals have been widely advertised to the public as cluster supervisors, but may not remain in post once the force sergeants' selection process is undertaken. Identifying the resource requirements of ward policing currently rests with the BCU commanders, using a 'bottom-up' approach. The ongoing FLAG initiative determines whether additional resources sought for ward policing are justified. The force should review the overall policy for selection,

deployment and allocation of staff to ward policing, to establish a structured and coherent system to ensure long-term continuity in ward coverage.

#### RECOMMENDATION 4

The force should introduce a structured resource and succession-planning process linked to the Neighbourhood Policing project plan. In particular, the force should review the overall policy for selection, deployment and allocation of staff to ward policing, to establish a structured and coherent system to ensure long-term continuity in ward coverage.

- There are strong links between the Neighbourhood Policing project manager and the force learning and development department, with oversight of training delivery at the strategic forum. While training delivery is subject to evaluation, the impact of training in terms of service delivery by ward staff is not. Some system to evaluate this should be implemented to confirm the return on investment. The force has already identified the need for more detail and greater clarity in the training strategy and annual training plan for the ward teams, beyond that training necessary to deliver Neighbourhood Policing. In addition, the strategic forum should consider including partner organisations in more joint training initiatives.
- There is a lack of clarity among some sections of the force about the extent of tasking that can be undertaken by ward officers (eg among communication centre staff). There would be benefit in establishing a policy that defines the nature of tasks that could be allocated to ward officers. This could include defining their role in supporting victims of crime as part of a revised crime investigation policy.

## Developing Practice

**INSPECTION AREA:** Neighbourhood Policing

**TITLE:** Operation Nova

**PROBLEM:**

To prevent the recurrence of the low-level crime issues that had adversely affected the iconic site of St Paul's Cathedral in the year preceding the first round of the operation.

**SOLUTION:**

The ward constable identified that the incidence of low-level crime in the vicinity of St Paul's Cathedral needed to be addressed. The officer also wanted to increase feelings of security concerning terrorism and anti-social behaviour in this iconic site. Together with force corporate communications, he devised a postcard campaign to run during the spring and summer tourist seasons, which is also when St Paul's gardens are well used by locals. Although the postcards are available at the Cathedral reception, a key element of the campaign is for CoLP personnel to hand them out. This increases visibility and opportunities for engagement, and also allows the crime reduction message on the postcard to be orally reinforced. The message is printed in nine languages that are chosen on advice from the City of London tourist office (ie on the expected main nationalities of City visitors). This year, the languages include Urdu, Russian and Chinese, as well as European languages. The postcard can be used or kept, and each year a new image is used, leading some locals to ask for the new card to build up a set!

Cost: in year one, local business sponsorship was planned, but the force ultimately financed the initiative. This year, the CDRP has supported the production of 15,000 cards for less than £1,000.

**OUTCOME(S):**

- Improved deterrence – there are fewer thieves operating unchallenged in this area.
- Reduced crime – the ward constable reports a year-on-year crime reduction of 35% (in year one of Operation Nova).
- More reassurance – local residents and workers feel more reassured about crime and terrorism through increased police visibility.
- Greater engagement – engagement with transient communities is defined and impactful.
- Improved police profile – by the end of this year, 35,000 cards will have been issued over the three years of the operation, indicating a high rate of positive interactions with the public.

**FORCE CONTACT:** A/PS Mark Dilliway, Ward Constable – 020 7601 2406

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**INSPECTION AREA:** Neighbourhood Policing

**TITLE:** BarbicanTalk ([www.barbicantalk.com](http://www.barbicantalk.com))

**PROBLEM:**

The physical environment of the Barbican, and the working habits of many residents, means that relaxed, informal interactions between the community and the police are rare, so ward constables wanted to maximise opportunities for increased community consultation and engagement and police responsiveness.

**SOLUTION:**

barbicantalk.com has been active for a few years, with some discussion threads receiving hundreds of hits. The ward constables began by posting to the main forum. Forum users asked for the police to be given their own forum, to make it easier to communicate with the police, so one was created in October 2006. Ward constables use the forum to answer questions, post sanitised crime reports, rectify misinformation and generally engage in discussion. Shift patterns and contact details are regularly updated, and occasionally the ward constables use the forum on behalf of specialist crime operations (SCO) or anti terrorism and public order (ATPO) departments for serious crime, counter-terrorism, etc.

A recent direct benefit of the police forum is that it has enabled police officers to support the community at the earliest stages of establishing a Barbican lesbian, gay, bisexual and transgender (LGBT) group. Significantly, it was police intervention in some inappropriate postings that led to officers being involved, and, at present, police officers are considered vital to the relaxed, informal atmosphere of group meetings (see the posting on Wednesday 17 January 2007, 10:19 pm). Nevertheless, ownership of the group is clearly vested in the community, not the police.

**OUTCOME(S):**

- Police involvement in the establishment of the Barbican LGBT group.
- Greater proactivity in communication between the Barbican community and ward constables.
- Improved responsiveness of ward constables.
- Improved frequency and immediacy of progress reports from the police in response to community issues.
- Better engagement with hard-to-hear individuals throughout the neighbourhood.
- Improved perception of the force, as evidenced by numerous postings on the site.
- A free resource for police to reach out to diverse hard-to-hear individuals (especially effective compared with a leaflet drop, for example).

**FORCE CONTACT:** PC Paul Gilmour, Ward Constable – 020 7601 2452/2406

## Performance Management

|       |      |
|-------|------|
| GRADE | FAIR |
|-------|------|

### National grade distribution

| Excellent | Good | Fair | Poor |
|-----------|------|------|------|
| 6         | 29   | 8    | 0    |

### National contextual factors

There is no single accepted model of performance management across the police service but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings – often based loosely on the American Compstat model – are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force's processes that enable it to identify and react to changes in performance.

### Contextual factors

CoLP has a small strategic planning unit, positioned within the corporate support department, that supports the development of strategy and planning, collects and analyses performance data, co-ordinates the implementation of recommendations arising from HMIC baseline assessments and liaises with external inspection and audit bodies, on which it relies to conduct force-level inspections and audits.

The strategic planning cycle for CoLP is governed by the NIM and the medium-term financial plan (MTFP). These two processes support the view that forthcoming financial constraints will affect the policing service from 2007/08, and the force has prepared its response, the 'Shaping Up for the Future' change programme. The NIM-led approach also enables the force to incorporate national priorities as identified in the updated National Community Safety Plan, with local priorities identified from public consultation and the force's biannual strategic assessment.

Scrutiny of performance is undertaken at strategic levels by the police committee, strategic TCG and performance management group (PMG). These and the other boards examine performance, using a variety of qualitative and quantitative data, including customer satisfaction measures, to build as complete a picture as possible. However, the data requirements of some of these systems can be burdensome. This is particularly the case for performance managers on each of the BCUs, and although it was highlighted through self-assessment in the 2006 HMIC baseline assessment process, this continues to be an area in need of improvement.

The force has produced its QoS commitment and is continuing to undertake QoS commitment familiarisation training for all staff. Training in National Call Handling Standards

is under way and work continues on improving performance and service delivery to victims, particularly pre-charge.

## Strengths

- For some time there has been a clearly articulated vision for the force, which is to 'deliver a high-quality police service in the City of London and work with the community, other organisations and agencies to promote a safe, peaceful and crime-free environment'. Staff know and aspire to this vision and demonstrated a good understanding of the CoLP priorities and key objectives.
- The CoLP priorities and targets are set out within its policing plan for 2006–09. Responsibility for the achievement of each is assigned to ACPO leads. The force strategic assessment and control strategy inform the determination of priorities and targets, as does the corporate risk register. There is a synergy between police and partner priorities, with joint work taking place to develop objectives, actions, targets and change management. Good examples of this are evidenced with the CDRP, the drug and alcohol action team, the City of London Corporation, the local criminal justice board and the City Together community strategy. The policing plan has identified outcomes, lines of accountability and widely publicised targets. It has been informed by feedback from service users and community consultation.
- The police authority is actively involved in setting the CoLP priorities and in reviewing performance against recommendations and targets through its formal bi-monthly police committee process, for which it receives regular performance reports and updates. This is complemented by regular liaison with the ACPO team and BCU commanders.
- Force performance is reviewed every eight weeks at the PMG, at the monthly crime statistics meeting and at the fortnightly force TCG, all of which are chaired by the assistant commissioner. The PMG is attended by a member of the police authority and considers the findings from related groups, including the crime statistics group, the diversity action group, and from the HR and IT leads. The PMG is directly followed by BCU-level performance meetings between key managers and their teams, reaching down to individuals. Similar meetings also occur every five weeks for officers within the Special Constabulary.
- Sergeants and inspectors are given training in performance management themes (eg leadership, disciplinary systems and taking responsibility). There is an emphasis on 'getting it right first time', with a force quality assurance panel that identifies and addresses common barriers to performance improvement, making use of data from surveys, cold calls to victims of crime and sampled crime reports.
- Good performance is recognised and rewarded through various means. These include commendation ceremonies at force and BCU level, financial rewards, the awards dinner and dance, and visible recognition through the force intranet and internal newspapers, as well as external awards. Equally, poor performance, when identified, is challenged in a robust yet constructive way.
- The force's active participation in the wider policing/security environment and in collaboratively combating serious and organised crime ensures that it is aware of cross-border issues and, through its strategic assessment, identifies relevant cross-border threats. The force is a full participant in the various London forums relating to the Civil Contingencies Act and continues to work in partnership with pan-London



forces under Operations Benbow and Rainbow on public order and counter-terrorism issues.

- When appropriate, the force takes the lead in collaborative approaches, such as those proposed within the Treasury-sponsored National Fraud Review, or the overseas corruption unit. Another example of this continuous improvement culture is the development of 'virtual neighbourhoods' in the corporate village, which are being piloted in collaboration with pan-London partners. In matters of crime, CoLP is also committed to supporting collaborative approaches. Operation Payback, Operation Middle Market and the dedicated cheque and plastic crime unit are all part-resourced by CoLP and are dedicated to tackling level 2 regional crime problems.
- The force has an organisational change board (OCB) at which change is co-ordinated and managed at a higher level. Force projects and change plans are led by chief superintendents and police staff equivalents using recognised and proportionate project management techniques (ie PRINCE 2, scaled according to need). Progress against project plans is routinely reviewed by the relevant project board, with significant deviations being reported to the OCB for intervention.
- Policy is managed through a strictly controlled process that culminates in a policy forum comprising BCU commanders, members of the IAG and other key stakeholders. All policies are subject to scrutiny at various 'gateways' before being presented for review, approval or revocation by the policy forum. Communication and staff consultation on matters of policy, strategy and organisational change take place through a variety of formal and informal channels. This includes use of the *In Force* magazine, road shows, attending BCU meetings, minutes and an FAQ forum on the force intranet.
- Resource allocation within CoLP is based on a system that links financial and HR allocation with justified organisational need. Financial resources are allocated using an annual ZBB process. The ZBB requires BCU commanders to work independently from each other, and to identify need justified by organisational priority. Linked to this are the MTFP and the emergent corporate risk management process.
- The force has a trained, experienced business benefits identification manager, through whose work substantial efficiencies have been identified during 2006/07.

### **Work in progress**

- CoLP makes use of activity-based costing, although it has yet to maximise the use of this data. This could include potential links to ZBB work and the ongoing work of the FLAG, a project established to identify posts potentially suitable for redeployment to front-line service delivery work. The force's MTFP identifies the funding requirement over the next three to five years and the force will become reliant on such systems to help identify opportunities for efficiency within its anticipated budget settlement.
- The ECD is currently developing a range of performance measures to reflect its purpose and its support of force priorities. This will need to become integrated within the wider performance management framework for CoLP. In the interim, the ECD continues to monitor its activity against its case acceptance criteria, its investigation plans for each case and overall detection rates. The case acceptance criteria have led to an increase in workload and a 30% rise in detection rates.

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- CoLP is looking to further develop its control strategy to incorporate current and future organisational change issues alongside NIM-based crime and intelligence issues.
- CoLP has a business benefits realisation manager who is currently undertaking a cost-benefit analysis using a simulation tool to assess project benefits and investment in business processes. For example, it has been used to assist in identifying performance improvements in the criminal justice unit. Consideration is being given to using the tool to assess other project and investment proposals in the future.
- The force has identified the need to review its technology strategy so as to ensure that the objectives in that strategy still meet force needs and are achievable in CoLP's increasingly constrained financial environment.

### Areas for improvement

- While there is a helpful schematic that describes the various performance management meetings within CoLP, there is no documented performance management framework that provides generic standards for performance management activity, output- and outcome-based performance measures linked to force priorities, accountabilities or links to planning, finance, organisational learning and other key business processes (ie NIM, PDRs, etc).

#### RECOMMENDATION 5

The force should construct a performance management framework that sets out the key performance accountabilities, systems and products across the City of London Police and reflects the ten principles within the joint Association of Chief Police Officers,, HMIC, Association of Police Authorities, Police Superintendents' Association and Home Office publication *Managing Police Performance*.

- Performance management systems within the BCUs are continually improving but further work remains to be done to extend this to the support departments and to improve upon the production and quality of performance data, on which performance management discussions largely depend. This also applies to Neighbourhood Policing, for which there is also a need to introduce a regime of performance monitoring (see Recommendation 2). Neither PerMS nor PerMSLite (the CoL performance management software) meet force needs for accessibility, reliability or comprehensiveness, and some manual data manipulation and extraction is still required in order to effectively manage performance at an individual level. The force therefore needs to overcome this problem and supply staff with quantitative and qualitative data that is timely, accurate, comparable and meets organisational need.

#### RECOMMENDATION 6

The force should extend the production of performance management information to support departments and to improve upon the overall quality, reliability and accessibility of corporate performance data.

- CoLP currently has no dedicated force inspection and review capability. Instead, it has relied on external inspection bodies (such as HMIC) to fill the gap. While the logic of this decision is understandable, the impact and focus of inspection cannot be

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directed by the force and will inevitably be subject to the competing priorities of those organisations. Against the backdrop of last year's restructure of the corporate support function, there is a need to ensure that the force has a dynamic internal inspection and review regime that is adequately resourced and directed.

#### RECOMMENDATION 7

The force should reintroduce a force-level inspection and review capability that dynamically reflects and addresses the risks, opportunities and threats affecting the City of London Police.

- While police overtime budgets have been delegated to inspectors on groups, the accountability mechanism for expenditure against budget and the management of financial performance need to become more robust and linked to individual PDRs, where appropriate. Financial management information for those teams subject to delegated budgets therefore needs to form part of the overall performance management framework.
- CoLP operates a PDR process for all ranks and grades, up to and including the Commissioner, that is modelled on the integrated competency framework (ICF). PDRs are systematically reviewed to assess their quality and timeliness. However, staff do not generally value the process, and objectives are not always SMART (specific, measurable, achievable, realistic and timely), linked to force priorities, or relevant to the individual's role.
- CoLP must complete its review of its meeting structure to reduce bureaucracy and eliminate ineffective or duplicated work. This will include a review of the terms of reference, standing agenda items and frequency of strategic-level meetings. This will ensure that each fulfils its intended purpose and supports effective performance management through timely, well informed decisions, and effective, appropriate scrutiny.

## Protecting Vulnerable People – Overview

### National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

### Contextual factors overview

The assistant commissioner is the ACPO lead for all the areas of business that sit within the protecting vulnerable people business areas managed by the SCO BCU.

The HC&DVU investigates all allegations of child abuse, domestic violence and hate crime, and is a centralised unit located within the SCO BCU. The unit provides a pan-force service, delivering consistent standards of investigation, and there are clear lines of responsibility and accountability.

Information sharing with key stakeholders occurs within the parameters of ACPO guidance and Working Together, as well as pan-London protocols. Information-sharing protocols are in the process of being updated and refreshed.

Overall, the number of allegations of child abuse, domestic violence, missing persons, hate crime and repeat victimisation is low within the City of London, due in part to the low resident population and the transient nature of the working population. For example, as a comparison of demand and workload, the force dealt with four child abuse investigations in the financial year 2006/07, compared with 316 in the neighbouring borough of Hackney. During the same period, the force dealt with 99 allegations of domestic violence, compared with 2,139<sup>1</sup> in Hackney. The force is a member of the City of London domestic violence forum (a quarterly meeting), set up to enable stakeholders to develop, implement and evaluate recommendations made via the London domestic violence strategy.

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<sup>1</sup> Data source: latest crime figures on MPS website.

Public protection responsibilities fall within the community policing priority, which illustrates how the force works jointly with “partners from the community and other agencies to concentrate joint knowledge, expertise and resources to find practical solutions to shared problems...” Public protection is the responsibility of a named detective (the public protection liaison officer (PPLO)) located in the FIB within the SCO BCU. The FIB is also responsible for quality assuring and archiving missing persons enquiries.

Domestic violence and hate crime policies and SOPs are accessible to staff via the force intranet. Procedures for primary investigation, response and risk assessment are clearly described. Awareness training among operational officers has been conducted, and the training provided for neighbourhood policing teams includes details on dealing with vulnerable people.

Divisional CID officers undertake missing persons enquiries in line with policy and SOPs owned by SCO. The initial reporting officer is responsible for the primary investigation, and the initial risk assessment is undertaken by the group inspector. However, in the event of a missing persons-related critical incident, a senior investigating officer (SIO) is appointed, working in close liaison with a designated BCU senior line manager. With only 25 missing persons enquiries within the City of London during 2006/07, this results in senior officer engagement at a much earlier stage than elsewhere. Recording processes are clear and the national reporting form is available from every workstation, although a pilot is being run whereby missing persons enquiries are recorded on Integra as a non-crime incident in order to increase supervision and accountability opportunities.

The City of London benefits from extensive CCTV coverage, Business Watch and excellent media engagement, ensuring that information is collected and disseminated effectively and rapidly.

## **Strengths**

- The assistant commissioner is the ACPO lead for the public protection business areas and SCO, which carries strategic responsibility for managing and investigating such matters.
- The management of public protection matters is well defined from tactical to strategic level. The HC&DVU deals with child abuse, domestic violence and hate crime investigations and the DS reports directly to the central detective unit’s detective inspector (DI), who reports to the detective chief inspector (DCI) (central detective unit). In turn, the unit and the DCI are held to account at the weekly SCO meeting. Missing persons enquiries are undertaken by CID officers and there is early engagement of senior officers and SIOs, where the risk assessment indicates that this is necessary, as well as daily overview at BCU crime management meetings.
- Roles, responsibilities and accountabilities are documented in published role profiles under the ICF. These are reviewed annually.
- CoLP is committed to multi-agency child protection and has a place on, and contributes funds to, the City and Hackney local safeguarding children board (LSCB) as well as a subgroup for City agencies only. CoLP works within the pan-London protocols adopted by Hackney and the LSCB. All relevant agencies undertake joint auditing of cases.

## Work in progress

- The force has a range of performance management measures in place as a basis for assessing public protection service delivery. The majority are currently quantitative in nature and the force is working to develop a range of qualitative indicators that will encompass the entire range of public protection activities, thereby enabling an integrated picture of performance to emerge and an informed process of continuous improvement to take place.
- CoLP is reviewing the child abuse, domestic violence and hate crime investigation policies and SOPs in order to ensure ongoing compliance with ACPO guidance.

## Areas for improvement

- The HC&DVU was set up in 2003 and initial resourcing was predicated on an estimate of demand. A business case was submitted six months ago to the force senior management board to increase the staff establishment by an additional fourth post and to make the current temporary third post permanent. This would provide resilience in response to a 41% increase in workload for HC&DVU (from 137 cases in 2005/06 to 193 cases in 2006/07). The rise is attributable to an increased level of hate crime reporting over the period. While FLAG has now identified a post from the scientific support unit (SSU) to be reallocated to the HC&DVU, responsibility for investigating some lower-level hate crime allegations is being devolved to BCUs. This has implications for quality assurance processes, since such officers potentially will not offer the same level of specialist service to victims or investigations (notwithstanding the availability of trained staff in the HC&DVU to provide advice), as well as reflecting on the slowness of force decision-making processes in relation to expediting the business case for increasing the resilience in what is a key business area. This is an issue that needs to be resolved if the demands on the unit and the service to victims are to be managed effectively.

### RECOMMENDATION 8

The force should keep the demands being placed on the hate crime and domestic violence unit under active review to ensure that staffing levels remain sufficient to provide an effective response.

- The HC&DVU has recently had an influx of new staff and the entire complement has been replaced, leading to a significant skills loss. Staff require training to ensure competence in undertaking specialist investigations. The absence of effective succession planning, together with slow bureaucratic processes (in relation to processing a business case to expand the staff complement), means that the unit may be vulnerable to risk due to the time taken for staff to acquire skills and experience. The force needs to conduct an annual costed TNA that will inform workforce planning processes and ensure resilience both in terms of service delivery and staff competence.

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#### RECOMMENDATION 9

The force should conduct an annual training needs analysis of the specialist skills required by staff within the hate crime and domestic violence unit and put in place an effective succession-planning process that ensures that the force's capability to investigate these crimes remains sufficient.

- Notwithstanding the fact that CoLP has provided awareness training to operational staff and that modular training in relation to domestic violence is in the process of being introduced, there would be benefit in conducting an overarching TNA in relation to all operational staff, including neighbourhood teams. Staff displayed varying levels of knowledge in relation to investigation and risk assessment processes, and although the volume of demand generated by such matters is low, there is a risk that lack of familiarity and correspondingly low levels of experience could generate organisational risk or, in relation to the neighbourhood teams, loss of valuable opportunities to gather intelligence. Further, joint exercising of contingency plans for managing critical incidents created by public protection matters would also generate valuable learning for front-line staff as well as investigating officers.

#### RECOMMENDATION 10

A training needs analysis should be conducted across the force for all the protecting vulnerable people and public protection business areas. This will inform training provision, ensuring that relevant training is provided, is appropriate to operational need and is evaluated in terms of effectiveness through consistent quality assurance processes.

- Performance management processes are generic rather than bespoke. Multi-agency public protection arrangements (MAPPA) and public protection issues are discussed at the SCO management meeting and there are review processes in place where such matters are examined as part of a daily or weekly tasking process. Further, reliance is placed on the low demand in terms of volume to facilitate effective performance management. However, a structured, bespoke performance management regime linked to staff development and capability would mitigate the risk posed by lack of experience.

#### RECOMMENDATION 11

The force should develop a performance management regime that comprises the protecting vulnerable people and public protection business areas, within an overarching force performance framework, benchmarking key performance activities against a suite of headline measures.

## Protecting Vulnerable People – Child Abuse

GRADE

FAIR

### National grade distribution

| Excellent | Good | Fair | Poor |
|-----------|------|------|------|
| 3         | 17   | 21   | 2    |

### National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

### Contextual factors

The HC&DVU also undertakes child abuse investigations. Over the past year (2006/07), the unit has undertaken four investigations, none of which have been for alleged sexual abuse, as well as dealing with 18 referrals. Since April 2007, the unit has taken on one referral (not culminating in an investigation) and two child abuse investigations. Child abuse is not therefore a strategic priority for the force, because of low demand.

The HC&DVU sits within the remit of the DI (central detective unit) within SCO. The unit is held to account at the weekly SCO management meeting via a clear reporting/management structure.

CoLP is a member of the City and Hackney LSCB. Working with key partners and information sharing with key stakeholders occur in accordance with ACPO guidance and Working Together. There are clear reporting and recording SOPs and a low volume of cases facilitates compliance and allows for a thorough investigation.

The HC&DVU is located in close proximity to the sex offender management unit, and personnel in the two units are easily accessible to each other, which facilitates information exchange. There is a child protection policy and SOP available on the force intranet. This is currently undergoing review.

### Strengths



- The CoLP assistant commissioner is the named ACPO lead for child abuse investigations. The head of SCO has strategic responsibility for this area.
- There is a child protection policy and SOP available to all staff on the force intranet. This is currently being reviewed and updated. Other areas of public protection matters are linked to child abuse via guidance such as the 'Taking a child into police protection' flowchart available on the HC&DVU intranet site.
- The HC&DVU is a centralised, specialist unit devoted to tackling and investigating child abuse (in addition to hate crime and domestic violence), ensuring consistent service across the force as well as consistent application of force policies in both territorial BCUs. Investigators are not routinely abstracted to duties unconnected with these core functions. The detectives within the unit are trained on the Initial Crime Investigators' Development Programme (ICIDP) or equivalent.
- There is compliance with ACPO guidance in relation to the roles and remit of specialist police personnel, particularly under the joint working arrangements with departments in the City of London Corporation, and other procedural matters.
- Lines of accountability, and roles and responsibilities, are clearly described and documented in published role profiles within the force ICF and are reviewed annually.
- HC&DVU staff welfare issues are discussed at the weekly SCO management meetings where stress management is a standing agenda item. All staff welfare cases are reviewed by the SCO DI on a weekly basis, or more frequently if the circumstances of the case necessitate such close supervision.
- HC&DVU staff also engage as appropriate with the multi-agency public protection panel (MAPPP) liaison officer, facilitated by close working proximity.
- There is commitment to multi-agency child protection – the HC&DVU DS sits on the City and Hackney LSCB. CoLP has contributed to the funding of the City and Hackney LSCB, and works to the pan-London protocols under which the City and Hackney LSCB operates. A police representative attends all case conferences. There is an effective system for prompt case referral and procedures exist for liaison between the police, social services and education.
- The SCO senior management team (SMT) is accessible to those in the unit and there is a weekly meeting where any issues relating to current investigations are discussed and resolved.
- A weekly spreadsheet of all cases being pursued is produced for scrutiny by the relevant BCU SMT and a copy is also reviewed by the assistant commissioner.

### **Work in progress**

- The child protection policy has been reviewed as part of a policy review programme and is now with the CoLP policy unit for consultation and diversity proofing. It will then go to the next policy forum for endorsement. The operating terms of reference for the HC&DVU are currently being reviewed.

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- The detective constable (DC) attached to the HC&DVU underwent a specialist child abuse investigation course in July 2007 and will attend an MPS community safety course (relating to domestic violence) in due course. The new DS's training needs (the MPS community safety course (domestic violence), Achieving Best Evidence and the responses to domestic violence course) have been identified and submitted to line managers.

### **Areas for improvement**

- Succession-planning processes for the HC&DVU are inadequate. As a result of specialist trained staff transferring to other posts/forces, the recently posted supervisor was the only member of staff in the unit with specialist child abuse investigation training – the HC&DVU DC is a trained detective but until recently lacked the additional training to deal effectively with child abuse investigations. The SCO SMT, in conjunction with the force learning and development unit, must ensure that staff are given the opportunity to complete the relevant specialist training for investigating such matters (eg Achieving Best Evidence) and ensure that training provision becomes a planned, costed and structured activity based on regular and consistent TNA. In the absence of trained staff, SCO used former staff to support and mentor staff undertaking investigations, but should also consider a partnership arrangement with trained and experienced staff from another force, such as the MPS (see generic recommendation).
- Performance management processes are generic rather than bespoke to public protection. HC&DVU matters are reviewed at the SCO management meeting and by the assistant commissioner on a weekly basis as part of a review of overall crime performance. However, there is no specific performance management framework for HC&DVU matters; indeed, public protection matters have only recently become a feature in the force risk register. There are no performance targets set and no bespoke inspection, review and quality assurance processes supporting continuous improvement, ensuring that staff work to SMART objectives and promoting organisational learning (see generic recommendation).
- A low-volume workload allows for effective management of child abuse investigation issues within CoLP, with ready access to senior supervision and oversight. There would be some benefit in exercising and quality testing compliance with SOPs and contingency plans for high-risk cases, potentially with partners and other forces (such as the MPS), in order to mitigate the risk created by lack of familiarity with such incidents among operational staff.
- Child abuse investigations are not recorded electronically but on paper records. The rationale for this is that such investigations are rare and contain confidential information. However, electronic systems facilitate audit trails and can be more effective for supervision and intelligence gathering, in addition to having other benefits.
- While staff welfare is considered as a standing agenda item at the SCO SMT meeting, there is no formal system for screening applicants for positions within the HC&DVU. The size of CoLP, however, enables familiarity with staff and to some extent this mitigates potential risks to staff welfare.

## Protecting Vulnerable People – Domestic Violence

|       |      |
|-------|------|
| GRADE | FAIR |
|-------|------|

### National grade distribution

| Excellent | Good | Fair | Poor |
|-----------|------|------|------|
| 1         | 13   | 27   | 2    |

### National contextual factors

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

*‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.*

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liason role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

### Contextual factors

HC&DVU staff investigate all allegations of domestic violence in accordance with force policy, which ensures clear guidelines and consistency of approach and defines minimum standards of investigation. The terms of reference for the HC&DVU are currently being reviewed due to an increase in reporting last year. Some 180 domestic violence incidents were reported between April 2006 and March 2007. Of those, 108 were crimed and 66 were detected. For the first two quarters of 2007, the force dealt with a total of 34 domestic violence incidents. The force currently achieves a 37.4% arrest rate.

ACPO guidelines in respect of roles and responsibilities for both the police and partnership agencies have been adopted by the force. SOPs are available to staff via the force intranet

and provide guidance on response, reporting and primary investigation of domestic violence allegations.

The force is a member of the City of London domestic violence forum, which is co-ordinated by the CDRP. The City of London Corporation's head of community and children's services chairs the domestic violence forum, which meets quarterly. The domestic violence forum was set up to ensure that stakeholders could develop, implement and evaluate the recommendations of the London domestic violence strategy. The strategy has now been signed off with an accompanying action plan. The City Together LSP with the Government Office for London, has introduced stretch targets for domestic violence, potentially increasing demand by increasing reporting rates in 2007.

Repeat victimisation rates are low, possibly due to the low residential population. The force has a positive arrest policy for domestic violence offences which is supported by a Crown Prosecution Service positive prosecution policy. However, the force focus is also on victim care and customer satisfaction.

### **Strengths**

- The CoLP assistant commissioner is the named ACPO lead for domestic violence matters. The head of SCO has strategic responsibility for this area.
- There is a hate crime and domestic violence policy and SOP available to all staff on the force intranet. This is currently being reviewed and updated as part of an annual process.
- The HC&DVU is devoted to tackling and investigating domestic violence (in addition to hate crime and child abuse investigations). This ensures consistent service delivery and application of force policies in both territorial BCUs. Lines of accountability, roles and responsibilities are described and documented in published role profiles within the ICF. These are reviewed annually.
- Investigators are not routinely abstracted to duties unconnected with HC&DVU core functions.
- There is compliance with ACPO guidance in relation to the roles and remit of specialist police personnel, particularly in relation to joint working arrangements with departments in the City of London Corporation and other partners. The detectives within the unit are ICIDP-trained or equivalent.
- All domestic violence cases are reviewed by the DI on a weekly basis, or more frequently if the circumstances of the case necessitate such close supervision. The line management structure enables close supervision and decisions can be made expeditiously and appropriate actions taken. Consistent reporting procedures are in place. All staff have access to, and are proficient in, the use of the Integra crime and intelligence system.
- Comprehensive risk assessments are undertaken for domestic violence cases using the 'SPECSS' risk assessment tool. These are routinely reviewed by the DS in the unit.
- All addresses coming to the force's attention for domestic violence incidents are subject flagged on the force CAD, using a special scheme, for officer safety and intelligence purposes. There is an effective system for prompt referrals and

procedures between the police and partner agencies if necessary for child protection issues.

- Data-inputting standards are those required under the National Crime Recording Standard. The force data auditor works to the force crime registrar to ensure that these standards are maintained and any issues are highlighted to the PMG or to relevant BCU commanders and members of the unit.
- The staff in the unit also engage as appropriate with the MAPPP liaison officer, who is located nearby.
- There is commitment to multi-agency partnership working with the CDRP and other partners – the HC&DVU DS sits on the City of London domestic violence forum. CoLP, as a partner of the forum, has contributed to the development of a City of London domestic violence strategy and accompanying action plan, and the force is also assisting in its implementation.
- The SCO SMT is accessible for those staffing the unit and weekly meetings are held where any issues relating to current investigations are discussed and resolved. Welfare issues are also discussed at the weekly SCO management meetings where stress management is a standing agenda item.
- A weekly spreadsheet of all cases (including hate crime and child abuse investigations as well as domestic violence) is produced for scrutiny by the SCO SMT and a copy is also reviewed by the assistant commissioner.

### **Work in progress**

- The hate crime and domestic violence policy is being reviewed. It will then be circulated for consultation before being presented at the next policy forum for endorsement.
- The terms of reference for the HC&DVU are being reviewed.
- The HC&DVU DC will shortly undergo an MPS community safety course (domestic violence). The new DS's training needs have been identified and the training requirement submitted to line managers includes an MPS community safety course (domestic violence), the Centrex responses to domestic violence course and Achieving Best Evidence.
- The CoLP head of learning and development is currently developing a computer-based modular training package based on the Centrex 'Model of responses to domestic violence' training modules.

### **Areas for improvement**

- The HC&DVU DC and DS are trained detectives but lack the specialist skills and training required to deal effectively with domestic violence issues. The SCO SMT, in conjunction with the force learning and development unit, must ensure that they are given the opportunity to complete the relevant specialist training for investigating domestic violence and ensure that training provision becomes a planned, costed and

structured activity based on regular and consistent TNA (see generic recommendation).

- Consideration should also be given to providing some domestic violence training for non-specialist staff in the force training plan. Officers receive a domestic violence input via the Initial Police Learning and Development Programme; there is no awareness training for other operational officers (see generic recommendation).
- The investigative workload of the HC&DVU has increased by about 41% in the last year. The LSP with the Government Office for London has also introduced stretch targets for domestic violence, which may contribute to a further increase in workload. Therefore, staff resilience and capability is becoming an issue. The business case submitted to the force seeking an increase in the permanent establishment by one DC has been pending for some six months, although the FLAG has identified a post from the SSU that will be reallocated to the HC&DVU. This deployment should be expedited in the interests of efficiency and staff welfare. Options may also include ensuring that staff identified for HC&DVU posts are trained in readiness to assume the role. This would have the advantage of assisting succession planning and would provide support in the eventuality of a rise in workloads (see generic recommendation).
- Performance management processes are generic rather than bespoke. HC&DVU matters are discussed at the SCO management meeting and are reviewed by the assistant commissioner on a weekly basis as part of a review of overall crime performance. However, there is no specific performance management framework for HC&DVU matters; there are no performance targets set and no bespoke inspection, review and quality assurance processes supporting continuous improvement and ensuring that staff work to SMART objectives (see also the generic recommendation under Performance Management).
- CoLP utilises the force IT system to record and manage investigations, but conducts risk assessment processes using a paper-based system that is updated on completion. Given the low number of incidents, this approach is adequate, but presents difficulties when searching, collating and disseminating information in relation to individual victims (particularly repeat victims) This has to be done manually, since the data is distributed both on the electronic system and on paper. Developing IT capability so that risk assessments can be integrated into electronically recorded investigations will facilitate more efficient access to information and enable more effective intelligence development.
- There is limited evidence that risk assessments are linked to each other (eg SPECSS to child abuse or public protection processes) or linked to daily management or NIM processes. Low levels of demand in relation to public protection and protecting vulnerable people and daily working relationships facilitate the exchange of information, rather than de facto supervision processes. Routine integration into daily management and NIM processes would ensure that there is a more complete capture of intelligence and therefore a more informed risk assessment process.

## Protecting Vulnerable People – Public Protection

|       |      |
|-------|------|
| GRADE | GOOD |
|-------|------|

### National grade distribution

| Excellent | Good | Fair | Poor |
|-----------|------|------|------|
| 2         | 16   | 23   | 2    |

### National contextual factors

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPA, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPA, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPPP).

In 2003, the Home Secretary issued MAPPA guidance to consolidate what has already been achieved since the introduction of the MAPPA in 2001 and to address a need for greater consistency in MAPPA practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

- defensible decisions;
- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

### **Contextual factors**

The force is currently managing six offenders under MAPPAs. Public protection is the responsibility of the PPLO and a DS based in the FIB, which is part of the SCO BCU. One DC is shortly to undergo specialist training in order to provide some resilience for the role.

The role is not full time due to the low numbers of offenders requiring management, and the specialist officers are both full-time intelligence officers and perform MAPPAs duties as part of their role. There are close links between the PPLO and the HC&DVU.

The SCO DCI co-chairs the local MAPP, which is hosted by CoLP and held quarterly. Partners in the London-wide MAPP are the MPS, the London Probation Service and HM Prison Service (London Area).

There is a strong commitment to MAPPAs and the MAPP structure is as prescribed in the MAPP terms of reference and associated protocols, which have been reviewed over the last year. The protocols include information sharing with relevant partners. The force also has an agreement via the FIB DS to collaborate with the central MPS JIGSAW team regarding work on any nominal targets, particularly in relation to surveillance operations.

A significant difference between the City of London MAPP and those elsewhere is that **all** subjects are discussed at SCO and are included in the multi-agency review process.

Accountability at agency level rests with the senior agency representatives who have endorsed the terms of reference. This includes accountability for producing quality risk assessments, with appropriate disclosure. In addition, the management structure within SCO, under which MAPPAs responsibilities sit, enables expeditious decision making and prompt action. The force MAPPAs policy is currently being reviewed, with the intention of emulating the MPS MAPPAs policy, and risk levels will be identified and managed according to this draft policy.

The PPLO and the FIB DS are both trained in the Violent and Sex Offenders Register (ViSOR) and RM 2000, and all back record conversion is complete for ViSOR. Control room inspectors also have ViSOR access (view only) for out-of-hours access. Only one terminal is needed to access ViSOR, and this is situated in the secure FIB environment. In addition, MAPPAs category 1, 2 and 3 violent or sex offenders have a marking on the Police National Computer, directing officers dealing with them to inform the PPLO that they have come to the force's notice. Offenders are also entered on the Integra system, and nominals are flagged appropriately on this system.

The FIB DS and the PPLO have recently completed some MAPPAs awareness-raising sessions with the divisional ward (neighbourhood) policing teams. Awareness of MAPPAs issues is also being raised in the ongoing detective up-skill training (DUST) being run by SCO.



Arrangements are in place for officers managing MAPPA to be debriefed by occupational health and welfare every six months.

### **Strengths**

- The CoLP assistant commissioner is the ACPO lead for MAPPA and the head of SCO has strategic responsibility for this area. CoLP hosts the local MAPPP, which is held quarterly and is co-chaired by the SCO DCI and the senior probation officer from the relevant area for the London Probation Service.
- CoLP reviewed the terms of reference for MAPPP last year. These clearly describe and document the accountability framework, roles and responsibilities, information-sharing protocols, etc.
- A significant difference between the City of London MAPPA and arrangements elsewhere is that, owing to the small numbers of MAPPA offenders, all offenders, irrespective of risk or MAPPA level, are routinely considered and reviewed under a single multi-agency process known as the MAPPP. Likewise, all offenders are routinely discussed at SCO. The number of offenders is small and the arrangements under the MAPPP as described are robust, with supervision integrated into the process.
- All back record conversion of ViSOR information is complete. Both the PPLO and the FIB DS are ViSOR trained. The PPLO (a police constable) with MAPPA responsibilities completes the RM 2000 risk assessment, and updates ViSOR accordingly. Offenders are also flagged appropriately on the Integra crime and intelligence system.
- There has been a recent review of MAPPA membership and information exchange protocols have been refreshed and updated.
- The current workload does not warrant the establishment of a dedicated post for MAPPA duties; resourcing is regarded by the force as proportionate to demand. However, a further officer within the FIB is undergoing relevant training (ViSOR and the MPS public protection course) in order to provide resilience in this area.
- Control room inspectors also have ViSOR access (view only) for out-of-hours access.
- There are effective links between the MAPPA detective and the staff devoted to investigating child abuse and domestic violence. The officers liaise regularly, aided by the fact that they are situated in the same part of force headquarters, and also report to the same DCI through the SCO management structure.
- The force has an agreement via the FIB DS to collaborate with the central MPS JIGSAW team regarding work on any nominal targets, particularly for surveillance operations.
- CoLP dedicated surveillance unit (DSU) is tasked in relation to MAPPA offenders. The NIM process is used to obtain resources to facilitate MAPPA interventions. Public protection is included in the SCO risk register and MAPPA subjects are reviewed on a daily basis with other crime nominals at the crime meeting on the BCUs.

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- The DS and PPLO (a police constable) have recently completed some MAPPA awareness-raising sessions with the divisional ward (neighbourhood) policing teams. Awareness of MAPPA issues is also being raised in the ongoing DUST currently being run by SCO. There is evidence of developing awareness amongst the ward policing teams of local registered sex offenders and of frequent intelligence input from neighbourhood officers.
- Welfare issues are discussed at the weekly SCO management meetings where stress management is a standing agenda item. Arrangements are in place for the two FIB officers managing MAPPA to be debriefed by occupational health and welfare every six months.

### **Work in progress**

- CoLP is currently developing a policy based largely on the MPS MAPPA policy.

### **Areas for improvement**

- Performance management processes are generic rather than bespoke. MAPPA and public protection matters are discussed at the SCO management meeting and there are review processes in place where such matters are examined as part of a daily or weekly tasking process. Further, reliance is placed on the low demand in terms of volume to facilitate effective performance management. However, a structured bespoke performance management regime linked to staff development and capability would mitigate the risk posed by lack of experience (see generic recommendation).

## Protecting Vulnerable People – Missing Persons

|       |      |
|-------|------|
| GRADE | GOOD |
|-------|------|

### National grade distribution

| Excellent | Good | Fair | Poor |
|-----------|------|------|------|
| 1         | 21   | 21   | 0    |

### National contextual factors

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

### Contextual factors

CoLP had 25 missing persons reports during 2006/07, with the majority of these found within 24 hours of the report being made. For the first two quarters of 2007, the force received and investigated 14 missing persons reports. Further, the majority of the reports are not for people who reside in the City.

Divisional officers undertake missing persons investigations and initial risk assessment, dictated by force policy and an SOP owned by SCO. The policy has been reviewed in line with ACPO guidance and was recently signed off by the policy forum.

In the event of a missing persons-related critical incident, an SIO is assigned according to the force call-out procedure and critical incident policy and SOP. There is a comparatively small number of people reported missing from the City and therefore senior officers become involved during the early stages of a medium- or high-risk enquiry.

Effective recording procedures are in place, with the national Initial Reporting Form accessible to all staff on the force intranet. This is a comprehensive document that addresses all the requirements to gather, record, share and consider all the information and factors required to inform ongoing risk assessment, decision making and actions taken. It also enables the accurate recording of these decisions and actions.

The City benefits from an extensive CCTV system, Business Watch and excellent media liaison, providing numerous opportunities to collect and disseminate information.

The CoLP SOP requires the use of Missing People (formerly the National Missing Persons Helpline) and complies with the national protocol agreement. In addition, it requires close liaison with the Police National Missing Persons Bureau at New Scotland Yard.

Although divisional officers deal with missing persons enquiries, all reports are held centrally by the FIB, where they are quality assured before archiving. Any outstanding issues are

highlighted and returned to the reporting officer for further action as appropriate. There is extensive cross-border working since the majority of the missing persons reports relate to people who do not reside in the City.

Missing persons reports are reviewed by the assistant commissioner via the force TCG processes and are a standing agenda item at the force TCG meeting.

## Strengths

- The CoLP assistant commissioner is the ACPO lead for missing persons. The head of SCO has ownership of the policy for this area.
- The assistant commissioner monitors outstanding missing persons reports at the force TCG, where it is a standing agenda item.
- The missing persons policy and associated SOP have been reviewed within the last year as required by ACPO guidance.
- In the event of a missing persons-related critical incident, force procedures require an SIO call-out. The SIO would be responsible for managing the incident as a critical incident.
- The missing persons policy and associated SOP clearly describe and document the accountability framework, which is determined in the first instance by a documented and supervised risk assessment. Therefore, there are clear lines of authority from first reporting officer through to senior managers. Senior officers are engaged at an early stage in all missing persons enquiries, facilitated by the low numbers of missing persons reports received by CoLP.
- CoLP missing persons enquiries are directed by a clear SOP specifying the recording process, including the risk assessment, tactical options, supervisory responsibilities and review requirements. These are published on the force intranet. Missing persons enquiries are conducted on paper records and there is a detailed missing persons form available based on the national template, supported by a record on the Integra system. In respect of child missing persons, an additional F377 is completed and forwarded to the HC&DVU for information and action.
- All missing persons enquiries are reviewed at the BCU daily crime meetings, chaired by BCU commanders. Missing persons are also included on the daily briefing prepared and circulated by the FIB.
- The missing persons enquiry form also provides a summary of required action, and specifies actions to be taken in the event of a missing person returning, enabling intelligence to be gathered that will inform future preventative work. The risk assessment ensures that action taken is proportionate to and commensurate with the known risk. Subsequent risk assessments are undertaken in the event of new information coming to light and are also documented on the form.
- The authority of the divisional DCI is required in order to close missing persons enquiries. The DCIs are the lead for missing persons enquiries on each territorial BCU.

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- All missing persons enquiries are quality assured by the FIB DS before archiving; records are returned to initial reporting officers for further work as necessary. The FIB is the point of contact for completed missing persons investigations and is the force central archive.
- The City benefits from extensive CCTV and Business Watch coverage as well as enjoying good media liaison. This ensures that there are extensive opportunities to collect and disseminate information.
- CoLP works effectively with the MPS across borders, where necessary, with good links and liaison facilitating the exchange of information and briefings.
- The senior officer appointed as on-call CoLP Silver is informed about every missing persons enquiry in accordance with the force SOP, and, if the risk assessment is medium, carries out a review of actions. If the risk assessment is high, an SIO is appointed.

### **Work in progress**

- As required by the reviewed policy, a non-crime incident is now recorded on Integra for all missing persons reports. This system has only just been introduced and will require time to embed as part of the SOP.

### **Areas for improvement**

- Missing persons enquiries are the responsibility of the BCUs and the force could potentially benefit from a centralised approach, enabling improved specialist co-ordination and resourcing of investigations, greater resilience and links to other public protection business areas. It would also mitigate the risk generated by the lack of familiarity with missing persons investigations among staff, caused by the low volume of such enquiries.
- While there is satisfactory evidence of partnership collaboration, it is largely generated reactively in response to missing from home reports originating within CoLP boundaries. Given the demographic profile of the City of London, opportunities for preventative work may be limited when compared with other forces, but some benefit could be derived from using performance management information to focus on the City as a location attracting persistent 'missing from homes' or homeless people reported missing, potentially enabling swift identification and retrieval, where appropriate.

#### **RECOMMENDATION 12**

The force should consider centralising responsibility for the management and investigation of missing persons enquiries within specialist crime operations, enabling improved specialist co-ordination and resourcing of investigations, greater resilience and links to other public protection business areas.

## Recommendations

### Neighbourhood Policing

#### Recommendation 1

The force should review existing IT systems to determine whether technology can be better used to improve the ward policing response to the public and provide better ward-based information.

#### Recommendation 2

The force should develop a clear, structured process for defining the success of ward policing. While there is a regime of performance monitoring, the force lacks a framework, agreed with the crime and disorder reduction partnership and the police authority, that links these indicators with qualitative measures to determine the success or otherwise of ward policing. This is not helped by the lack of an internal inspection/assessment regime.

#### Recommendation 3

The force should establish systems that can define the cost of Neighbourhood Policing for 2008 and beyond and can explicitly link this to measures of success. There needs to be clarity regarding this issue to ensure sustainability of the programme.

#### Recommendation 4

The force should introduce a structured resource and succession-planning process linked to the Neighbourhood Policing project plan. In particular, the force should review the overall policy for selection, deployment and allocation of staff to ward policing, to establish a structured and coherent system to ensure long-term continuity in ward coverage.

### Performance management

#### Recommendation 5

The force should construct a performance management framework that sets out the key performance accountabilities, systems and products across the City of London Police and reflects the ten principles within the joint Association of Chief Police Officers, HMIC, Association of Police Authorities, Police Superintendents' Association and Home Office publication *Managing Police Performance*.

#### Recommendation 6

The force should extend the production of performance management information to support departments and to improve upon the overall quality, reliability and accessibility of corporate performance data.

#### Recommendation 7

The force should reintroduce a force-level inspection and review capability that dynamically reflects and addresses the risks, opportunities and threats affecting the City of London Police.

### Protecting vulnerable people

#### Recommendation 8

The force should keep the demands being placed on the hate crime and domestic violence unit under active review to ensure that staffing levels remain sufficient to provide an effective response.

**Recommendation 9**

The force should conduct an annual training needs analysis of the specialist skills required by staff within the hate crime and domestic violence unit and put in place an effective succession-planning process that ensures that the force's capability to investigate these crimes remains sufficient.

**Recommendation 10**

A training needs analysis should be conducted across the force for all the protecting vulnerable people and public protection business areas. This will inform training provision, ensuring that relevant training is provided, is appropriate to operational need and is evaluated in terms of effectiveness through consistent quality assurance processes.

**Recommendation 11**

The force should develop a performance management regime that comprises the protecting vulnerable people and public protection business areas, within an overarching force performance framework, benchmarking key performance activities against a suite of headline measures.

**Recommendation 12**

The force should consider centralising responsibility for the management and investigation of missing persons enquiries within specialist crime operations, enabling improved specialist co-ordination and resourcing of investigations, greater resilience and links to other public protection business areas.

## Appendix: Glossary of Terms and Abbreviations

### A

ACPO Association of Chief Police Officers

### B

BCU Basic Command Unit

### C

CAD Command and Control

CDRP Crime and Disorder Reduction Partnership

CIA Community Impact Assessment

CID Criminal Investigation Department

CoLP City of London Police

### D

DC Detective Constable

DCI Detective Chief Inspector

DI Detective Inspector

DS Detective Sergeant

DUST Detective Up-Skill Training

### E

ECD Economic Crime Department

### F

FIB Force Intelligence Bureau

FLAG Front-line Action Group



**H**

|        |  |
|--------|--|
| HC&DVU | Hate Crime and Domestic Violence Unit      |
| HMIC   | Her Majesty's Inspectorate of Constabulary |
| HR     | Human Resources                            |

**I**

|       |  |
|-------|--|
| IAG   | Independent Advisory Group                         |
| ICF   | Integrated Competency Framework                    |
| ICIDP | Initial Crime Investigators' Development Programme |
| IT    | Information Technology                             |

**L**

|      |  |
|------|--|
| LGBT | Lesbian, Gay, Bisexual and Transgender |
| LSCB | Local Safeguarding Children Board      |
| LSP  | Local Strategic Partnership            |

**M**

|       |   |
|-------|---|
| MAPPA | Multi-agency Public Protection Arrangements |
| MAPPP | Multi-agency Public Protection Panel        |
| MPS   | Metropolitan Police Service                 |
| MTFP  | Medium-term Financial Plan                  |

**N**

|     |                             |
|-----|-----------------------------|
| NIM | National Intelligence Model |
|-----|-----------------------------|

**O**

|     |                             |
|-----|-----------------------------|
| OCB | Organisational Change Board |
|-----|-----------------------------|

**P**

|      |                                  |
|------|----------------------------------|
| PCSO | Police Community Support Officer |
|------|----------------------------------|

|      |                                   |
|------|-----------------------------------|
| PDR  | Personal Development Review       |
| PMG  | Performance Management Group      |
| PPLO | Public Protection Liaison Officer |

**Q**

|     |                    |
|-----|--------------------|
| QoS | Quality of Service |
|-----|--------------------|

**S**

|       |  |
|-------|--|
| SARA  | Scanning, Analysis, Response, Assessment               |
| SCO   | Specialist Crime Operations                            |
| SGC   | Specific Grading Criteria                              |
| SIO   | Senior Investigating Officer                           |
| SMART | Specific, Measurable, Achievable, Realistic and Timely |
| SMT   | Senior Management Team                                 |
| SOP   | Standard Operating Procedure                           |
| SSU   | Scientific Support Unit                                |

**T**

|     |                                 |
|-----|---------------------------------|
| TCG | Tasking and Co-ordination Group |
| TNA | Training Needs Analysis         |

**V**

|       |                                    |
|-------|------------------------------------|
| ViSOR | Violent and Sex Offenders Register |
|-------|------------------------------------|

**Z**

|     |                      |
|-----|----------------------|
| ZBB | Zero-based Budgeting |
|-----|----------------------|