



Metropolitan Police Service

Baseline Assessment October 2006



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Contents

Introduction to Baseline Assessment
Force Overview and Context

Findings

Summary of Judgements

- 1 Citizen Focus (Domain A)**
 - Fairness and Equality in Service Delivery
 - Neighbourhood Policing and Problem Solving
 - Customer Service and Accessibility
 - Professional Standards
- 2 Reducing Crime (Domain 1)**
 - Volume Crime Reduction
- 3 Investigating Crime (Domain 2)**
 - Managing Critical Incidents and Major Crime
 - Tackling Serious and Organised Criminality
 - Volume Crime Investigation
 - Improving Forensic Performance
 - Criminal Justice Processes
- 4 Promoting Safety (Domain 3)**
 - Reducing Anti-Social Behaviour
 - Protecting Vulnerable People
- 5 Providing Assistance (Domain 4)**
 - Contact Management
 - Providing Specialist Operational Support
 - Strategic Roads Policing
- 6 Resource Use (Domain B)**
 - Human Resource Management
 - Training, Development and Organisational Learning
 - Race and Diversity
 - Managing Financial and Physical Resources
 - Information Management
 - National Intelligence Model
- 7 Leadership and Direction**
 - Leadership
 - Performance Management and Continuous Improvement

Appendix 1 Glossary of Terms and Abbreviations

Introduction to Baseline Assessment

Since March 2004, Her Majesty's Inspectorate of Constabulary (HMIC) has conducted a periodic, strategic-level performance review of each Home Office police force in England and Wales. For a range of policing activities, forces are assessed as delivering performance that is Excellent, Good, Fair or Poor. The process is known as baseline assessment (BA) and this report covers the assessment for the financial year 2005/06; performance outside this period is not taken into account in determining grades. The assessments focus on the high-level processes of police forces and their results. The assessments are undertaken by regional HM Inspectors, supported by experienced police officers and police staff on secondment.

BA is designed primarily as a self-assessment, with the degree of validation/reality-checking undertaken by HMIC dependent on a force's overall performance and the rigour of its internal assessment processes. It is important to recognise that BA is not a traditional inspection; rather, it helps HMIC focus its inspection effort where it is most needed. A formal statutory inspection may still be necessary where there is evidence of systemic underperformance and poor leadership.

In addition to the qualitative assessments contained in this report, force performance is also measured by a series of key quantitative indicators. The most important indicators are statutory performance indicators (SPIs), which are determined each year by the Home Secretary and which Police Authorities/forces must report to the Home Office. Examples of SPIs include crime incidence and detection rates, as well as relevant management information such as sickness absence and ethnic recruitment rates. Results for these SPIs are also graded using the Excellent, Good, Fair and Poor categories. These SPI grades are added to HMIC BA grades to provide a fuller picture of police performance; the joint results are published annually in October and can be found on the Internet at police.homeoffice.gov.uk/performance

Policing has undergone significant changes in recent years as the country adapts to new forms of terrorism and criminality. As policing is dynamic, so also must be the form of assessment. Dominating much of HMIC's recent thinking is the need for the service to modernise its workforce while providing better 'protective services', as identified in the *Closing the Gap* report published in 2005. On-site activity for the 2005/06 baseline concentrated on these areas, but could not – given ministerial priorities – ignore volume crime and the rollout of neighbourhood policing. As forces and Police Authorities consider options for change to meet new challenges with constrained resources, a force-by-force balance sheet of strengths and areas for improvement is critical contextual information.

Priority Frameworks

Seven BA areas were designated as priority frameworks for on-site validation, to reflect the need to improve protective services and deliver key policing objectives. These were:

- managing critical incidents and major crime;
- tackling serious and organised criminality;
- providing specialist operational support;

October 2006

- strategic roads policing;
- protecting vulnerable people;
- neighbourhood policing; and
- leadership and direction.

These areas were the key focus of on-site validation by HMIC staff; the first five can be loosely classified as protective services. Other frameworks were assessed primarily by desktop reviews of the evidence submitted by forces, using the framework key issues and specific grading criteria (SGC) as an indicative guide.

Force Amalgamations

Following the challenges highlighted with regard to protective services capability and capacity in the summer of 2005, all forces undertook significant additional work on options to 'close the gap'. The Home Secretary directed that business cases should be prepared and submitted by December 2005. The BA report thus reflects, in many of the frameworks, activity and effort to produce and assess options for change. It is vital to acknowledge the energy and commitment given to the prospect of a major restructuring of the service, which inevitably gave rise to some turbulence during this period.

At the end of July 2006, the Home Secretary indicated that the restructuring of forces would not be pursued at this time. The agenda to improve protective services is to be advanced by forces and Police Authorities through alternative means such as collaboration. Progress to 'narrow the gap' between existing capability and that which is needed will be assessed by HMIC in future inspection activity.

The Grading Process

Forces have been graded for both service delivery and direction of travel. It is important to remember that, for most activities, delivery is measured through the use of most similar force (MSF) groups, whereby forces are compared with peers facing similar policing challenges. For direction of travel, the grade is awarded largely in respect of the force's own previous performance. A vital component of the grading process is SGC, which outlines, for each activity, what represents Excellent, Good, Fair and Poor levels of performance. The criteria were developed in conjunction with expert practitioners and Association of Chief Police Officers (ACPO) business/portfolio leads, who were also involved in the national moderation process to help ensure that these criteria were applied fairly and consistently.

Service delivery grade

This grade is a reflection of the performance delivery by the force over the assessment period 1 April 2005 to 31 March 2006. One of four grades can be awarded, according to performance assessed against the SGC (see full list of SGCs at <http://inspectrates.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

Excellent

This grade describes the highest level of performance in service delivery – eg top quartile, where relevant – and achieving full compliance with codes of practice or national guidance.

October 2006

It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to have attained **all** the criteria set out in Fair and the vast majority of those set out in Good. In addition, two other factors will attract 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. Examples where other forces have successfully imported practices would be good evidence of this.
- HMIC is committed to supporting innovative forces and we would expect Excellent forces to have introduced and evaluated new ways of improving performance.

Good

Good is defined in the Collins dictionary as 'of a high quality or level' and denotes performance above the norm – in many cases, performance that is above the MSF average. To reach this standard, 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. To achieve a Fair grading, forces must achieve all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades would be awarded at this level.

Poor

Poor represents an unacceptable level of service. To attract this very critical grade, a force must 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.

Direction of Travel Grade

This grade is a reflection of the force's change in performance between the assessment period and the previous year. For BA 2006, this is the change between the financial years 2004/05 and 2005/06. The potential grades for direction of travel are as follows.

Improved

This reflects a **significant** improvement in the performance of the force.

Stable

This denotes no significant change in performance.

Declined

This is where there has been a significant decline in the performance of the force.

Good Practice

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice within the police service. Much good practice is identified as HMIC conducts its assessments; in addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three of these examples to publish in this report. The key criteria for each example is that the work has been evaluated by the force and is easily transferable to other forces. (Each force has provided a contact name and telephone number, 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 must continue to maintain a watching brief on all performance areas, it will become more risk-driven in its future inspection activity. Protective services will be 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 where strong performance is signalled by SPI results, such as volume crime reduction and investigation, will receive relatively little scrutiny.

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 resources. This in itself creates a risk to police delivery and HMIC has therefore included a strategic financial assessment for all forces in its future inspection programme.

October 2006

Baseline Assessment 2006 Frameworks			
1 Citizen Focus (PPAF Domain A)			
1A Fairness and Equality in Service Delivery <ul style="list-style-type: none"> Equality of service delivery Community cohesion Engaging with minority groups Hate-crime reduction and investigation 	1B Neighbourhood Policing and Problem Solving <ul style="list-style-type: none"> Effective mechanisms for obtaining community views Responding to local priorities Effective interventions and problem solving with partners and communities Operational activity to reassure communities Use of media to market success Uniformed patrol and visibility Extended police family Performance in reducing fear of crime 	1C Customer Service and Accessibility <ul style="list-style-type: none"> Quality of service to victims and witnesses Customer care Responding to customer needs Accessibility of policing services 	1D Professional Standards <ul style="list-style-type: none"> Investigation of public complaints Improving professional standards Combating corruption and promoting ethical behaviour Reducing complaints and learning lessons
2 Reducing Crime (PPAF Domain 1)			
2A Volume Crime Reduction <ul style="list-style-type: none"> Crime strategy Performance in reducing volume crime Levels of crime compared with peers Problem solving National Crime Recording Standard (NCRS) compliance 			

October 2006

3 Investigating Crime (PPAF Domain 2)		
3A Managing Critical Incidents and Major Crime <ul style="list-style-type: none"> Detection rates for murder, rape and other serious crime Integration with overall crime strategy Compliance with Association of Chief Police Officers (ACPO) murder manual Early identification of critical incidents that may escalate into major inquiries 	3B Tackling Serious and Organised Criminality <ul style="list-style-type: none"> Crime that crosses basic command unit (BCU) and/or force boundaries Support for regional intelligence and operations Asset recovery (Proceeds of Crime Act – POCA) Effective targeted operations Quality packages with the Serious Organised Crime Agency (SOCA) 	3C Volume Crime Investigation <ul style="list-style-type: none"> Crime strategy Crime recording Investigative skills, eg interviewing Automatic number plate recognition (ANPR) Detection performance
3D Improving Forensic Performance <ul style="list-style-type: none"> Specialist scientific support Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc Integrated management of processes Performance in forensic identification and detection 	3E Criminal Justice Processes <ul style="list-style-type: none"> Quality and timeliness of case files Custody management/prisoner handing Youth justice Police National Computer (PNC) compliance 	
4 Promoting Safety (PPAF Domain 3)		
4A Reducing Anti-Social Behaviour (ASB) <ul style="list-style-type: none"> Non-crime activities of crime and disorder reduction partnerships (CDRPs) and other partnerships Use of ASB legislation, tools, etc 	4B Protecting Vulnerable People <ul style="list-style-type: none"> Child abuse Domestic violence Multi-agency police protection arrangements (MAPPA)/sex offender management Missing persons 	
5 Providing Assistance (PPAF Domain 4)		
5A Contact Management <ul style="list-style-type: none"> All aspects of call handling and call management Initial incident response Early identification of critical incidents Performance in answering and responding to public calls 	5B Providing Specialist Operational Support <ul style="list-style-type: none"> Management of central operational support Police use of firearms Capability for policing major events/incidents 	5C Strategic Roads Policing <ul style="list-style-type: none"> Effectiveness of arrangements for roads policing Integration/support for other operational activity Road safety partnerships

October 2006

6 Resource Use (PPAF Domain B)		
6A Human Resource (HR) Management <ul style="list-style-type: none"> • HR strategy and costed plan • Key HR issues not covered in 6B or 6C • Health and safety • Performance in key HR indicators 	6B Training, Development and Organisational Learning <ul style="list-style-type: none"> • Costed training strategy and delivery plan • Key training and development issues 	6C Race and Diversity <ul style="list-style-type: none"> • Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability • Performance in meeting key targets
6D Managing Financial and Physical Resources <ul style="list-style-type: none"> • Resource availability • Effective use of resources to support front-line activity • Devolved budgets • Finance, estates, procurement and fleet management functions • Demand management 	6E Information Management <ul style="list-style-type: none"> • Information systems/ information technology (IS/IT) strategy and its implementation • Programme and project management • Customer service • Adequacy of key systems • Business continuity/disaster recovery 	6F National Intelligence Model (NIM) <ul style="list-style-type: none"> • Extent to which structures, processes and products meet NIM standards • Integration of NIM with force planning and performance management • Use of community intelligence • Application of NIM to non-crime areas
7 Leadership and Direction		
7A Leadership <ul style="list-style-type: none"> • Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce • Effectiveness of succession planning • Promotion of corporacy 	7B Performance Management and Continuous Improvement <ul style="list-style-type: none"> • Effective performance management structures and processes at all levels • Quality and timeliness of performance/management information • Internal inspection/audit/ quality assurance (QA) systems • Effectiveness of joint force/PA best value reviews (BVRs) 	

Force Overview and Context

Geographical Description of Force Area

The Metropolitan Police Service (MPS) is the largest and most complex police organisation in England and Wales. It is made up of 32 borough-based operational command units (OCUs), sharing coterminous boundaries with the London boroughs. It is responsible for policing 620 square miles, with a resident population of over 7.6 million (3.2 million households). It also deals with an additional daily influx of approximately 5.5 million visitors and workers. The MPS is one of the largest public sector organisations in the country and is configured to deliver a range of international, national and pan-London services, as well as local service delivery across the 32 territorial boroughs. In terms of staff numbers, the MPS is around three times larger than the next largest force. Its annual budget accounts for about 24% of the total cost of police services in England and Wales. In addition, the MPS is routinely required to respond to a range of major and critical incidents and events characterised by an ongoing commitment to provide reassurance to the people of London against a backdrop of a heightened terrorist threat while operating in an intense 24/7 national media environment.

Demographic Description of Force Area

London is the largest city within the European Union and the resident population is currently growing at a rate of 40,000 people per year. The capital contains 13 of the 20 most deprived boroughs in the UK and is home to 47% of the UK's black and minority ethnic (BME) citizens and significant numbers of illegal immigrants and asylum seekers. It is estimated that 275 languages are spoken within London schools. About 21% of the UK's economic activity takes place in London.

Structural Description of Force including Staff Changes at Chief Officer Level

The force headquarters is based at New Scotland Yard (NSY), with many of its support functions transferred in the last year to new and modern offices at Empress State Building near Earl's Court. The last major restructure of the MPS took place in April 2000. This involved the dissolution of the area structure and the move to borough-based policing. This move was designed to reinforce locally accountable service delivery. Over the past year, the MPS has embarked on a service review, which was instigated upon the Commissioner's appointment, that sought to align resources with his widened vision incorporating citizen-focused policing, leadership and safer neighbourhoods. The findings of the service review are now being progressed through the MPS Modernisation Programme.

The MPS has a well-established management team with a wealth of command experience. Over the past 12 months a major review has changed the way that the Commissioner and his management board operate. Main strategic issues are dealt with at this monthly management board meeting while finance, budget and investment decisions are taken at a newly created investment board. Performance issues are now dealt with separately at a performance board. The MPS now has a director of strategy, modernisation and performance, who leads on the MPS Modernisation Programme. The postholder is a secondee from the Home Office and a member of the management board. Following the conclusion of the service review, a new standards and intelligence command has also been

October 2006

created. There have been no major changes to the Metropolitan Police Authority (MPA) and there remains a good relationship with members.

In terms of resources, the MPS net revenue expenditure on services for 2006/07 is estimated to be £2,830.5 million. The arrangements for setting the annual budget are more complex than for other forces due to the involvement of the Greater London Authority (GLA), the Mayor of London and Capital City funding. There are still concerns regarding the control of overtime across the organisation and the ability of the MPS to meet implications of the Police Negotiating Board agreement. The need for financial devolution has been a consistent theme in recent inspection reports and the organisation has currently devolved 80% of budgets across all business groups.

Strategic Priorities

The MPA has agreed the MPS corporate priorities as part of the Policing London Strategy for 2006–09. The Policing London Strategy sets the direction and priorities for the MPS for the next three years and will be refreshed on a yearly basis. The corporate priorities, together with a brief description, are:

- **Safer Neighbourhoods** – providing a dedicated local policing team for each electoral ward in London;
- **Counter Terrorism, Security and Protection** – successfully combating terrorism and improving safety and security;
- **Criminal Networks** – developing understanding of criminal networks and reducing the harm they cause to London;
- **Capital City Policing** – securing the transport network and the Olympic Games, while ensuring the resilience to deal with major incidents;
- **Information Quality** – ensuring that staff, partners and the community have the information available they need when they need it;
- **Citizen Focus** – putting what the public want from the police service at the heart of what the MPS does; and
- **Together** – improving the quality of leadership training that our workforce receives.

The 2006/07 annual policing plan forms the one-year delivery mechanism of the three-year Policing London Strategy. The annual policing plan contains measures and targets for the operational strategic priorities shown above.

Impact of Workforce Modernisation and Strategic Force Development

The MPS is a major contributor to the development of new legislation being created around the Workforce Modernisation Programme. Pilots such as in Bexley are being conducted to determine the most effective and efficient mix of sworn and un-sworn staff on boroughs and within specialist crime units.

Strategic merger considerations were initiated in autumn 2005 by the Home Office review of police force structures and the Department for Transport review of policing on the railways. The MPS and MPA were asked in each case to consider and make a case for the benefits of strategic merger whereby the City of London Police and the London operations of the British Transport Police (BTP) might be absorbed into a single strategic police force for London, and also to consider what further collaboration might be useful short of strategic merger. The MPS's preferred position in each case was for a strategic merger but it has taken care to stress that it appreciates the opposition to strategic merger, that it is not lobbying to influence the decisions beyond expressing its preference in response to invitations to do so, and that it will remain committed to full and open co-operation whatever

the outcome of the reviews. A recent decision from the Transport Secretary and from the Home Secretary is that no merger will take place for either of these two forces.

The MPS is committed to working with national stakeholders to ensure that its learning and experience can be properly used in considering the development of forces across the country.

Major Achievements

The response of the MPS to the July 2005 attacks, both in terms of investigation and subsequent high-profile security operations, drew universal praise, deterred further terrorist activity and reassured the public. The response was one of the biggest policing operations ever delivered by the MPS that drew on the support of many other forces and organisations. The sheer magnitude, range and depth of counter terrorist operations tested the resilience of initial response, command and control structures, intelligence and investigative assets, uniform resources and operational preparedness put in place before the event. While effective leadership, teamworking, training and commitment were evident, lessons have been learnt. The tragic shooting on 22 July of Jean Charles de Menezes in the pressurised environment of that time has been the subject of a great deal of scrutiny and subsequent comment. Lessons must be learnt about this incident in addition to learning lessons about the successful response to the attacks. Much work is now in progress to change, where necessary, in order to deliver increased operational effectiveness in the areas of security, protection and counter terrorism – with intelligence underpinning all the force does. The MPS retains the national policing lead on a broad range of counter terrorist and related security matters. These functions are discharged to a standard that is held in high regard within the policing world.

A pioneering unit set up in November 2004 to tackle the supply of Class A drugs in London has seized over £1 million cash and over 137 kg of cocaine from criminals during its first year of operation. It is a well-documented operation linking the MPS, Her Majesty's Revenue & Customs (HMRC) and the Serious Organised Crime Agency (SOCA), targeting the so-called 'middlemen' who act as a link between the traffickers and the street dealers. The unit responds to intelligence in order to dismantle networks that operate within the middle level of the Class A drugs market. Middle market operations have led to 167 people being arrested, of whom 136 have been charged with drug-related offences.

The Policing London Strategy has been developed closely between the MPA and the MPS. The strategy reflects the results of a pan-London public and partner consultation process through the MPS internet site, consulting with staff through the force intranet and through a representative sample of focus groups taking into account both the government and mayoral priorities for policing in London.

The Safer Neighbourhoods programme represents a flagship initiative for the Commissioner's term of office. When this programme has been fully implemented, every local authority ward in London will have a dedicated, mixed policing team working collaboratively with partners and communities on priorities set by those communities. As a result of substantial funding and support from the MPA and the GLA, a commitment was given to roll out the programme significantly ahead of the original schedule. This means that since 1 April 2006 every ward has a team in place although some of the recently established teams have yet to be fully staffed. The evidence from the wards where teams are already in place suggests that this approach is reaping important dividends in terms of crime reduction as well as increased public confidence. It represents a significant and positive change to the service and will effect a major culture shift in service delivery, placing the citizen at the heart of the process.

October 2006

Work to develop a new set of corporate values for the MPS commenced in March 2005 when the management board undertook focused discussions on the values and behaviours needed to drive organisational success. In order to promote engagement and ownership, an extensive consultation exercise took place across the MPS providing everyone with the opportunity to participate. In February 2006 the final set of corporate values and underpinning behaviours were approved. Applying to everyone within the MPS, irrespective of role or status, the values show citizens, partners and colleagues how the MPS expects the values to influence day-to-day activity. The values now form an integral part of the Policing London Strategy 2006–2009 and will be a key enabler for the MPS to deliver its strategic outcomes and performance ambitions co-ordinated under the MPS Modernisation Programme (MMP).

Major Challenges for Future

The threat from terrorism will continue to be a major challenge. The MPS has the objectives of creating a safer environment in all London boroughs; for increasing advanced identification of threats and opportunities for countering terrorism; and for enhancing the security of key locations and protected persons. As the MPS builds on past success and restructure, where appropriate, this change management will create challenges. The new counter terrorist landscape generates major investigations and many enquiries and operations continue. The MPS has developed a coherent strategy to enhance community engagement in tackling terrorism. This will need a sophisticated response not only to deal with the anxieties of many but also with the discomfort felt by some communities that are especially vulnerable in this era. It will embed counter terrorist planning within borough operational command units (BOCUs) and will deliver against measurable targets. The MPS is also working in close partnership with the MPA in relation to the Together Against Terrorism (TAM) programme. It recognises the opportunities this process will create to work more closely and to measure and evaluate success. An assistant commissioner (specialist operations) (AC SO) has been elected chair of the Association of Chief Police Officers (ACPO) TAM. Increasing effort is to be directed at the development within London's communities. Counter terrorism is a very demanding and dynamic dimension of planning and the MPS has been working closely with HMIC to develop the best ways of setting targets for a coherent and co-ordinated approach to counter terrorism across the UK. The National Counter Terrorist Project based at NSY is reviewing the current national infrastructure, processes and protocols on behalf of ACPO TAM and will deliver solutions fit for at least the next seven years, while HMIC is conducting a national baseline assessment that focuses on assessing current effectiveness and ensuring that the police response is better placed to meet future challenges.

Last year London was also awarded the Olympic and Paralympic Games for 2012. The MPS was a key contributor to the UK bid and has now begun planning for the event itself. The MPS Olympics programme is not only having to consider the 60-day event itself and the necessary policing activity that will be required to ensure that the Games are safe and secure for everyone. It also has to consider and plan for the pre-event construction period, which is already generating policing issues and incidents, as well as the legacy issues that will result from London hosting the Games. The eyes of the world will be on London and on the MPS in the run-up to and during the Games.

Notwithstanding relatively strong protective services, the MPS is nevertheless presented with a significant challenge to tackle serious and organised crime within the capital. Although the specialist crime directorate (SCD) disrupted over 61 identified organised criminal networks (OCNs) during 2005/06, 11 more than the MPS target, the threat assessment confirms the very real challenge that organised criminality and crime groups

October 2006

presents to policing and the continued need for the MPS to retain a clear drive on this issue. At the same time the MPS has to tackle volume crime, achieving an overall reduction in 2005/06, but with a significant challenge in some key categories such as robbery which rose by about 16% in 2005/06 compared with the previous year, predominately through the behaviour of young people targeting others of a similar age for their mobile telephones and similar goods.

The MPS has had considerable successes against gun-enabled crime over the last few years, particularly against the national average, with the figures levelling off in 2002/03, but since then it has proved difficult to achieve further reductions. A complex picture is emerging including the social acceptability of carrying firearms by certain elements in society, a willingness to use them by some people for the most casual reasons, offenders being younger and the growth in offences by disorganised users. The MPS response to these issues is being led and co-ordinated by a commander with the full support of colleagues from across the organisation which recognises the need to engage communities, with an increasing emphasis on prevention and enforcement activity.

The MPS has delivered national requirements for cashable and non-cashable efficiency savings in the Efficiency Plan although the focus was on large-scale efficiencies through headquarters project development with limited application at borough level. However, the overheads for the MPS appear high compared with other forces and not all, at this stage, for identifiable reasons. This issue, together with the capital function being undertaken by the MPS, would benefit from review. This is particularly the case given the scale of the corporate ambition over the next three to four years against a background of a significantly tougher resource environment (Comprehensive Spending Review 2007). This strongly suggests that the MPS needs to do even more to maximise the value for money (VFM) delivery. The director of strategy, modernisation and performance is leading on integrating efficiency planning alongside strategic and operational planning during 2006/07. A steering group will direct the development of the VFM strategy for the MPS, and will report to the investment board on progress and key financial issues.

The MPS is committed to estates resilience and improvement. An updated MPA Operational Estate Strategy has been produced and follows the policing plan. It contributes to operational policing performance by:

- creating fit-for-purpose buildings and replacing old, worn-out and expensive-to-run provision;
- allowing operational efficiency by use of a patrol base model;
- creating financial savings by using space more efficiently;
- providing team bases in support of Safer Neighbourhoods, with 290 teams accommodated by the end of March 2006;
- delivering a second patrol base for the territorial policing (TP) transport OCU to meet Transport for London (TfL) targets; and
- commencing the custody modernisation programme, to create operational efficiency and increased capacity, with three schemes already submitted for approval.

The MPS management board has now decided on the major programmes of change that will be pursued and implemented by the MMP. The following four major change programmes are critical and have been prioritised for delivery over 2006/07. These are all major change programmes and are complex in nature but each will have a major impact on the way that the MPS delivers policing services. The four programme areas are described below.

C3i and Metcall

The MPS C3i programme has made good progress over the past 12 months. Nine boroughs (Southwark, Lewisham, Barnet, Brent, Tower Hamlets, Newham, Sutton, Kensington and Chelsea, and Islington) have migrated their control room functions to the new OCU – central communications command. Overall, the programme remains on schedule. By the end of 2007, all control rooms currently housed in London's boroughs that receive and respond to emergency and non-emergency 999 calls to the MPS will have migrated to three specially constructed facilities located in Lambeth, Hendon and Bow (Metcall). As a result of boroughs losing control rooms, there are integrated borough operations (IBOs) to work in partnership with Metcall.

IBO rooms are designed to provide 24-hour coverage with fast-time intelligence, liaison with Metcall, an overview of all operations activated on a borough, support and guidance from supervisors when necessary, ownership of functions that were dealt with in control rooms but not undertaken by Metcall, and assistance to access specialist equipment. These IBOs are now operating in seven boroughs, extending to the remaining 25 boroughs over the next two years. However, a performance management framework for IBOs has yet to be introduced: there is an identified need to introduce joint training of front-end users and also to have clear systems in place to learn lessons and solve problems if the full benefit of this important resource is to be realised.

At this stage of implementation the C3i/Airwave programme remains on target and within the allocated budget, although the MPS is experiencing some recent technical difficulties with the integration of new contact handling software (CHS) and the introduction of airwaves in one BOCU. The MPS considers that the technical difficulties can be resolved to ensure that the overall programme remains on schedule.

The MPS vision is to create a seamless communications service for the people of London that gives them confidence that they will get the help they need, when they need it, from the service. The C3i mission is to deliver an organisation-wide change programme, which will help the MPS:

- modernise and improve the MPS communications service to the public;
- support officers with better information, smarter deployment and improved officer safety; and
- optimise resources, bringing together people, technology, processes and information.

The improvements identified so far have been availability to manage a 20% increase in calls from the public and 20% reduction in deployments.

Intelligence, Corporate Tasking and Covert Assets

A review of the current intelligence structure within the MPS was conducted, with particular emphasis placed on ability to deliver good quality intelligence services at the corporate level and the links with business group intelligence units. As a result, the focus will be on the creation of a Metropolitan intelligence bureau. This will provide intelligence services at the pan-London level and support the corporate tasking process.

Work continues to develop an enhanced MPS corporate tasking system and is focusing on:

- increasing the intelligence input rather than performance alone;

October 2006

- supporting the need for the development of nationally compliant products from the corporate centre; and
- ensuring an adequately resourced tasking office.

The SCD has established a project team with the aim of identifying the most efficient and effective processes and structure to manage, task and deliver MPS covert policing assets.

Safer Neighbourhoods

The full implementation of the Safer Neighbourhoods programme within the next year represents a major challenge. As of April 2006 the MPS has delivered 630 Safer Neighbourhoods teams into every area of London, with 630 sergeants, 915 constables and 1,461 police community support officers (PCSOs). When the 1-2-3 model has been achieved for all teams by December 2006, the full rollout will see 3,744 officers and PCSOs employed on Safer Neighbourhoods teams. This programme has implications for recruitment and training as well as the maintenance of the MPS response capability. Early indicators suggest that these teams are both popular and successful, leading to increased expectations on the part of Londoners and increased scrutiny on the part of funding bodies and elected representatives. Success will require the co-operation and commitment of staff at all levels of the MPS.

Together

Together is a new approach that aims to enable the MPS to work across departmental boundaries. Focus is on the way that MPS staff go about their work, in ways that allow individuals to achieve their potential. It is intended to make the best of teams and partnerships within a values-based organisation, achieving performance with quality and integrity. The MPS values and behaviours have been developed through consultation with staff from across the MPS and with other key stakeholders. They are key to success and crucial to the reputation of the MPS. A Leadership Academy is scheduled to commence in June 2006 and will provide a range of leadership development opportunities.

Performance

The MPS now has a single performance directorate. Its responsibility is to provide information that is accurate, relevant and useful. There is an opportunity to demonstrate to the rest of the MPS and all external stakeholders that this can be done in a way that is functional and helps to make operational decisions. Progress has been made towards embracing the police performance assessment framework (PPAF) and there has been a marked improvement in the National Crime Recording Standard (NCRS) but the challenge remains to make further progress in the corporate contribution to performance.

October 2006

Summary of Judgements	Grade	Direction of Travel
Citizen Focus		
Fairness and Equality in Service Delivery	Fair	Improved
Neighbourhood Policing and Problem Solving	Good	Improved
Customer Service and Accessibility	Fair	Improved
Professional Standards	Good	Not Graded
Reducing Crime		
Volume Crime Reduction	Fair	Improved
Investigating Crime		
Managing Critical Incidents and Major Crime	Excellent	Stable
Tackling Serious and Organised Criminality	Excellent	Improved
Volume Crime Investigation	Fair	Improved
Improving Forensic Performance	Good	Improved
Criminal Justice Processes	Fair	Improved
Promoting Safety		
Reducing Anti-Social Behaviour	Good	Improved
Protecting Vulnerable People	Fair	Improved
Providing Assistance		
Contact Management	Fair	Improved
Providing Specialist Operational Support	Good	Improved
Strategic Roads Policing	Excellent	Stable
Resource Use		
Human Resource Management	Good	Improved
Training, Development and Organisational Learning	Good	Improved
Race and Diversity	Good	Improved
Managing Financial and Physical Resources	Fair	Stable
Information Management	Good	Stable
National Intelligence Model	Good	Improved
Leadership and Direction		
Leadership	Good	Not Graded
Performance Management and Continuous Improvement	Good	Improved

1 Citizen Focus (Domain A)

1A Fairness and Equality in Service Delivery

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	28	0

Contextual Factors

The Commissioner and deputy commissioner (DC) continue to provide strong leadership and clear direction on race and diversity issues. The DC, through chairing the diversity board, is personally committed to, and leads on, the diversity agenda. The review of authority levels and terms of reference for all diversity forums by the diversity and citizen focus directorate (DCFD) and the focus of the diversity board on performance delivery and accountability provide a robust framework for future development. The MPS has a citizen focus policing plan that concentrates on five key areas, including user experience, neighbourhood policing, improving engagement, accountability, and cultural/organisational change.

The Race and Diversity (Confidence and Equality) Strategy 2006–09, published in February 2006, supports the MPS equality policy, setting out clear directives and responsibilities for managers. MPS activity in support of this policy is captured and collated centrally via equality development action plans (EDAPs) to ensure that business groups are accountable for the management of their own diversity performance. The MPS policy clearing house has the specific duty to assess the impact of new policy proposals. Underpinning this process is a detailed workbook. This is highlighted by the Commission for Racial Equality (CRE) as an example of race equality impact assessment methodology. The diversity excellence model is used throughout the MPS, both at basic command unit (BCU) level and by key business groups.

Community and race relations training is mandatory for all MPS personnel. Courses are run throughout the year and personnel at managerial bands and ranks must attend a comprehensive two-day course. Personal development plans include 'respect for race and diversity' and associated fairness and equality objectives. This competency is prioritised and applies to all members of staff irrespective of rank or grade. Collectively these strategies are raising awareness of diversity and providing guidance to all members of the service.

As part of the Communities Together project, the MPS is currently developing a community engagement strategy and will continue to hold community focus groups with individuals and agencies to discuss policing. In addition, the MPS is developing a revised hate crime

October 2006

strategy built upon widespread consultation across sectors. This is a multi-agency strategy and already has support from a range of statutory partners, including the Crown Prosecution Service (CPS), the Home Office, the MPA and the GLA, as well as from voluntary and community sector partners. This new initiative aims to reinforce the importance of responding proactively and effectively to hate crime. Existing collaborative work includes Project Umbra, a criminal justice agency-focused initiative commissioned by the London Criminal Justice Board

Strengths

- The Commissioner is known for his commitment to equality and diversity. The DC, through chairing the diversity board, is personally committed to, and leads on, the diversity agenda. The DC has ensured that the diversity board provides a more strategic lead, by focusing on performance delivery and accountability.
- The Race and Diversity (Confidence and Equality) Strategy 2006—09 published in 2006 focuses on accountability and, together with the MPS equality policy, lays out clear directives and responsibilities for managers. MPS activity in support of this policy is captured and collated centrally through EDAPs. Local communities have been included in the development of this strategy.
- The MPS race equality scheme (RES) 2005—08 was published in May 2005. The RES action plan is subject to robust monitoring by a bimonthly Race Relations (Amendment) Act steering committee which includes the MPA, the CRE and independent advisory group (IAG) members. This body scrutinises the work of those directorate leads responsible for implementing the RES and reports to the diversity board. Regular reports on progress are published.
- MPS policies, including the RES, are monitored by the MPS policy clearing house, with specific responsibility to assess the impact of new policy proposals. Underpinning this process is a detailed workbook. This process has been highlighted by the CRE in its published portfolio of race equality impact assessment methodologies.
- The MPS hate crime policy and standard operating procedures (SOPs) provide a framework for accountability and performance management. MPS performance in the investigation of hate and violent crimes by dedicated community safety unit (CSU) staff is continuing to improve, supported and monitored centrally by the racial and violent crime task force (RVCTF). This team has the strategic and policy lead and overall responsibility for MPS hate crime performance and compliance, supporting the work of BOCUs.
- The diversity excellence model is being used throughout the MPS, both at BOCU level and by key business groups. There is evidence that the MPS is encouraging a culture and commitment to take positive action about hate crime. BOCU good practice includes Westminster Borough's diversity steering group and Hounslow Borough's Health Check, which examines service delivery to diverse communities.
- The improvement in performance across the MPS has been in most categories of domestic and hate crime, with sanctioned detection rates for racially aggravated crimes rising to 21.44% in 2005/06, an improvement on the 18.3% rate achieved in the previous year.

October 2006

- Effective consultation mechanisms have been established using IAGs both at corporate and local levels. The Communities Together initiative harnesses the expertise of key business groups to provide guidance and reassurance to London's communities following the bombing incidents of 7 July 2005. The work of the Operation Diamond Advisory Group, set up as part of this initiative, was recognised at the fifth Independent Advisory Group Awards 2005.
- The MPS has also established a disability IAG to ensure that the needs of this community are being met. A central disability team is taking this work forward and ensuring compliance with the Disability Discrimination Act 1995 (DDA) and other statutory instruments. MPS estates strategy has ensured DDA compliance, with all new Safer Neighbourhood sites to be DDA compliant.
- The MPS website contains the 'Consulting London' link. This is widely publicised via press releases and allows community members to register to take part in upcoming consultations as well as read feedback results from previous consultations.
- The MPS carries out consultation via police message broadcasting, a system whereby those members of the public (currently around 2,500) who have registered to receive weekly bulletins are asked to comment electronically on specific issues.
- The deputy assistant commissioner (DAC) (TP) is the ACPO lead for stop and search. The MPS reports to the MPA stop and search scrutiny panel, made up of representatives from agencies across the capital, including the GLA. The mayor's adviser on equalities and policing monitors service performance with regard to stop and search. Proportionality in the use of stop and search is subject to rigorous monitoring by this stop and search scrutiny panel. For the period April to December 2005 the percentage of arrests as a result of Police and Criminal Evidence Act 1984 (PACE) stop and searches was 12.3% (white) and 13.8% (BME).
- A directorate of training and development IAG has been established. Community members are involved in the delivery of recruit training, PCSO training, designated detention officer training and community and race relations phase one training. Comprehensive race and diversity training is delivered to all newly recruited officers. To date more than 361 policy managers/developers from 160 units have undertaken impact assessment training.
- Community and race relations training is mandatory for all MPS personnel. Courses are run throughout the year and personnel at managerial bands and ranks must attend a comprehensive two-day course. All MPS staff will undertake the Centrex e-learning race module from March 2006.
- The MPS currently recognises 17 staff support associations, collectively known as SAMUARI. These represent the interests of minority and under-represented staff groups, on the basis of gender, ethnicity, faith or religious belief and sexual orientation. Regular SAMUARI staff association meetings are held to discuss the needs and expectations of diverse groups within the service.

Areas for Improvement

- At borough level there is a need to improve communication to enhance understanding among minority communities about the reasons for SO, in order to gain community support for proactive policing.

October 2006

- The satisfaction rate for the service provided to victims of racist incidents was 64.6% for 2005, placing the force fifth of the five most similar forces (MSFs). However, overall satisfaction of both white and BME victims of crime has increased during the period April to December 2005, with the MPS fourth against MSF performance. The development of victim and witness care strategies, combined with the implementation of criminal justice management programmes through Operation Emerald, should further improve service delivery.
- While performance targets against homophobic crime sanction detection objectives were not quite achieved for the current planning year, with a 21.6% detection rate against a 22% target, the work of the RVCTF under the Communities Together strategy aims to co-ordinate and strengthen the pan-London response to tackling hate crime, providing operational support and strategic guidance to BOCU CSUs.
- The number of PACE stop and searches per 1,000 white and per 1,000 BME of the population from April to December 2005 is 14.9 and 38.2 respectively. The continuing efforts of the stop and search scrutiny panel and the Modernising Operations programme will need to maintain focus on effective targeting of stop and search powers and aim to address disproportionality. This remains a vital policing tactic that causes concern in some communities and action should continue to both understand the reasons and to take appropriate action.
- Every BOCU provides specialist hate crime investigators within dedicated CSU. These staff are locally appointed and, while SOPs do exist, there is a recognised need to ensure that a consistent quality of service is provided.

1B Neighbourhood Policing and Problem Solving

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
4	18	20	1

National Context

Neighbourhood Policing (NHP) is a national programme and its expectations are based on national research. This framework differs from others because the grade awarded reflects the force's ability to roll out NHP progressively, year on year, until its implementation date of April 2008. This focus on programme delivery and the need for continual improvement are reflected in the grades. Therefore, in this framework it is significantly more challenging for a force to maintain the same grade as last year.

HMIC has awarded an Improved direction of travel where forces are actively progressing implementation, have improved their performance and have allocated significant resources to deliver NHP. As a result, most forces have an Improved direction of travel. However, this assessment has also highlighted the significant demands of the NHP programme and the vulnerability of some forces that are failing to maintain the pace of implementation.

Contextual Factors

The Commissioner has made the Safer Neighbourhoods programme the hallmark of his commissionership, describing it as the 'jewel in the crown' for the MPS. The programme also has the explicit support of central government and the Mayor of London.

There is a clear management structure for this programme. The assistant commissioner (AC) TP is the force lead for the Safer Neighbourhoods programme. The AC TP chairs a monthly, strategic meeting, setting the direction for the programme. A TP commander is directly responsible for the delivery of the Safer Neighbourhoods programme and represents the service at national forums on neighbourhood policing. The commander also co-ordinates leads, directs the programme plans and chairs the programme board which meets monthly to monitor delivery plans and the risk register.

The MPS has a Safer Neighbourhoods delivery team led by a dedicated chief superintendent. Each of the 32 boroughs has a Safer Neighbourhoods senior management team (SMT) lead and there are monthly meetings with the delivery team. The MPS has now delivered Safer Neighbourhoods teams into every area of London, 630 in total. There is partnership working at all levels of the organisation. There are strategic partnerships with the GLA, TfL, the MPA, the Government Office for London (GOL) and the Association of Local Government (ALG), alongside representation on the London Crime Reduction Delivery Board, the Crime and Disorder Plus Group, and the London Anti Social Behaviour

October 2006

Group. At BOCU level there are formalised crime and disorder reduction partnerships (CDRPs).

The ten principles of neighbourhood policing set the template for the Safer Neighbourhoods teams and compliance is monitored through a three-tier gold, silver and bronze delivery plan. It is an integral aspect of the Safer Neighbourhoods programme that teams are visible and accessible, and known by name to their communities. Neighbourhood priorities are dealt with using the MPS problem-solving process; a process that won the Home Office Tilley award for excellence in problem oriented policing and crime reduction. Most BOCUs now have a crime analyst to enable the integration of community intelligence into the National Intelligence Model (NIM) tasking and co-ordination process. Furthermore, a joint agency tasking group, a group that reviews and deploys resources against identified policing priorities within neighbourhoods, has been set up in 26 out of 32 BOCUs, the remainder to be in place by the end of 2006.

There is a communications and marketing strategy, with both corporate and local levels of implementation. Performance is measured by a number of performance indicators, largely at BOCU level, but this is being developed down to ward and individual officer levels. Community engagement is monitored and extensive use is made of survey information and, in particular, of key individual networks (KINs) of which 600 interview surveys were conducted in February 2006 with the intention of repeating surveys on a six-monthly basis following the full rollout in March 2006.

Strengths

- The Commissioner has confirmed his commitment to neighbourhood policing with Safer Neighbourhoods teams being at the heart of MPS service delivery. This is reflected in the policing plan and in the visible support given to the delivery of the Safer Neighbourhoods programme by the management board, the MPA, central government and the Mayor of London as well as by external partners .
- The MPS has rolled out the programme across its force area with a coherent and effective governance structure. This is a major change programme, which is benefiting from strong leadership and direction from the highest levels of the MPS. There is also clear leadership at service and BOCU levels supporting neighbourhood policing. The scale of the programme requires that all parts of the service and every level of management must actively support and resource the programme.
- The Safer Neighbourhoods programme is being delivered by way of growth to the organisation. This was the subject of a comprehensive business case based on policing need and the requirement to ensure that current response capabilities are maintained.
- The MPS had already implemented the programme in 285 local wards by March 2006, with each having a strength of one sergeant, two police constables and three PCSOs, a total of 1,710 officers. The MPS committed to having Safer Neighbourhoods teams in each ward by April 2006 and was successful in delivery against that aim. There are now 630 Safer Neighbourhoods teams, consisting of 624 GLA-funded, ward-based teams and 6 additional bespoke teams, one at Crystal Palace and five within the Borough of Westminster.
- The 345 new teams have staffing levels of 1-1-2 on 261 teams and 1-1-1 on the remaining 84 teams. All teams have a dedicated sergeant, constable and PCSO and the

October 2006

programme has to date delivered 630 sergeants, 915 constables and 1,461 PCSOs, a total of 3,006 additional police personnel dedicated to providing a visible, accessible and familiar policing presence within all neighbourhoods of London. The programme remains on course to deliver the full rollout, with all of these teams having the minimum staffing model of one sergeant, two constables and three PCSOs, by December 2006.

- Safer Neighbourhoods teams are becoming based within the heart of the communities that they serve. As from April 2006, 290 of the 630 teams have moved into permanent accommodation, within or close to their ward areas. All other teams are temporarily accommodated within existing police premises. There is increased support from areas within the public and business sectors in the form of offers of accommodation, which are being pursued.
- A comprehensive 'Guide to delivering Safer Neighbourhoods' CD-ROM has been delivered to every Safer Neighbourhoods team to provide guidance on compliance with the corporate model. This is based on national guidance.
- The requirement for members of Safer Neighbourhoods teams to be an identifiable presence in a neighbourhood is integral to the concept of the programme. At a corporate level, name badges have been adopted for all uniformed officers. This is clearly not restricted to Safer Neighbourhoods teams but it establishes a broad principle. The Safer Neighbourhoods Unit has developed a range of products through which local officers can publicise their details. These products include corporate templates for newsletters, posters and cards. The teams are actively encouraged to distribute these widely and to display contact details in prominent locations. The MPS provides each team with a mobile phone in order to improve communication with local residents. There was found to be a good level of awareness among community members of the identity of their local Safer Neighbourhoods team members where Safer Neighbourhoods teams have become established.
- Progress and performance on the implementation of Safer Neighbourhoods is monitored through a system of supportive visits carried out by the Safer Neighbourhoods implementation team. 'Quadrant' inspectors have recently been appointed to assist the spread of good practice. A comprehensive inspection and advisory visit process reflects the national model. This is reinforced by the conduct of surveys carried out by central Safer Neighbourhoods Unit staff in a representative sample of wards examining issues such as availability of contact details.
- The Safer Neighbourhoods Unit has designed a model that integrates community priorities into the NIM, through the strategic assessment, control strategy and tasking processes. Of the 32 boroughs, 26 have already progressed the NIM model with the assistance of new analysts and have formed joint agency group tasking meetings to support the Safer Neighbourhoods programme. Other boroughs have been waiting for the arrival of the new analysts and researchers to service the groups' needs in terms of information and intelligence. The joint agency groups at borough level aim to deal with the partnership resources required to tackle other issues raised as neighbourhood priorities. While there are positive outcomes, these are yet to be consistent across all boroughs.
- The tasking of Safer Neighbourhoods teams is used as a tactical option within problem profiles that support the level 1 tasking process. The problem-solving activity undertaken by the Safer Neighbourhoods teams incorporates joint decision making both by partner

October 2006

agencies and community representatives. Two recent examples of effective problem solving include the street drinkers initiative in Southwark and the graffiti project at Havering. These two initiatives were successful in winning the first MPS police Safer Neighbourhoods problem-solving awards held in February 2006.

- The process through which priorities are identified and responses are agreed is carried out in consultation with community representatives and partners. This necessarily includes the identification of responses using other agencies' resources or community volunteers.
- The MPS has a dedicated, central problem-solving team based within the Safer Neighbourhoods Unit. The value of this is to ensure the clear links between problem-solving approaches and the work of the Safer Neighbourhoods teams. Most BOCUs have a problem-solving adviser but all will be in place during 2006, generally situated within the borough intelligence unit and available to offer advice and guidance to all BOCU staff on problem-solving approaches. Where they are in place, it is evident that activity is more focused.
- The MPS acknowledges the four-stage SARA (scanning, analysis, response and assessment) model and it is this model which is used to introduce recruits and probationary officers to problem-oriented policing. However, the MPS has developed a nine-stage model for which it received the 2003 Home Office Tilley award. Over 3,000 police and partners have received formal problem-solving training from the MPS problem-solving team. The Safer Neighbourhoods neighbourhood panels also receive this training.
- The MPS problem-solving model contains a specific evaluation stage: stage eight. This stage is used to make an early evaluation of the effectiveness of an initiative. The next element – stage nine (review) – is used to examine further the impact of the initiative at three, six and nine-monthly intervals to ensure a sustained solution. Regular problem-solving Advisers' meetings are used to share best practice. The Safer Neighbourhoods portal is the site for storing completed problem-solving initiatives that demonstrate best practice.
- Boroughs use, among other mechanisms, a ward assessment template to manage the selection process within the CDRPs and this has proved a valuable tool when answering some of the challenges that have subsequently arisen. In all of the 624 ward areas, borough commanders will have the flexibility, through consultation with their CDRP partners, to identify more natural community boundaries in order to deploy teams in line with local community needs. An example of the way this will work is the Crystal Palace team which covers a clearly defined local community but which also sits across borough boundaries between four boroughs.
- Neighbourhood profiles are being produced within each neighbourhood in London. Environmental visual audits are used to inform the profiles.
- The MPS has a comprehensive engagement strategy which details the various levels of engagement undertaken at service and borough levels. The Safer Neighbourhoods teams follow an engagement model based on the work from the National Reassurance Policing Programme. This model ensures that the teams meet the needs of the whole community and establish a clear process to identify and agree neighbourhood priorities. The teams are required to formulate a ward profile that will enable them to engage with

October 2006

all sections of the community including hard-to-hear groups. All boroughs include demographic profiles within their CDRP strategies; this practice is extended to the 15 draft local area agreements (LAAs) currently being negotiated.

- The engagement and consultation strategy within London has been identified as innovative and effective by the national neighbourhood policing team. The tactics being used in London are now being shared with other forces nationally.
- There is evidence of significant improvement in police consultation with community representatives during the past three years, described by some respondents as a 'significant cultural change' and manifested in the current roll-out of neighbourhood policing.
- Safer Neighbourhoods teams are encouraged to formulate KINs as a key method for promoting community engagement, staying in touch with communities and identifying their concerns and priorities. These include hard-to-hear and minority groups. There has been significant activity in the design, use and analysis of KIN surveys.
- In February 2006 KIN surveys were run in 20 wards with an average of 30 interviews in each ward. Both Safer Neighbourhoods team sergeants and analysts were given briefings and training in the use and analysis of KIN surveys. An intranet-based KIN 'toolkit' was devised by the central Safer Neighbourhoods team to support this piece of work. Good practice has been identified and disseminated and the surveys have produced vital information for local teams. Apart from collecting views on crime, community cohesion and police visibility, the surveys produced information that tied local concerns, for example drugs and anti-social behaviour (ASB), to specific ward locations such as parks and shopping precincts.
- KIN surveys are to be repeated on a six-monthly basis to capture feedback around police/partnership response to issues identified in preceding KIN surveys. Full rollout of KIN surveying across the MPS commenced in March 2006.
- The central Safer Neighbourhoods Unit communications team has established a database of key opinion-formers which they use to circulate information about the programme and update individuals on the progress made to date.
- Links are being made with important community networks, such as faith communities. This work is being encouraged and supported by the central Safer Neighbourhoods Unit, which has formed a multi-faith forum to assist in the process. An example of the work is provided by a team at Edgware which has worked closely with the Jewish community to develop a leaflet in English and Hebrew advertising the availability of the Safer Neighbourhoods team. This project has received local funding as a result of work by the multi-faith forum.
- Activity of Safer Neighbourhoods teams is measured in the context of 'whole team' targets and priorities. PCSOs contribute to local problem-solving activity and work within the team to resolve local issues and their contribution is assessed alongside the rest of the team. All PCSOs are managed within teams led by police supervisors and therefore individual performance is the subject of direct and ongoing assessment.

October 2006

- PCSOs are used in pre-defined roles. The distinction between police officers and PCSOs is central to the deployment strategy. The full rollout of Safer Neighbourhoods teams re-enforces the PCSO role as central to neighbourhood policing.
- Departments such as SO and the SCD have been given presentations at strategic level about the programme. The integration process is reflected in the work allocation and deployment policies being developed which clearly specify the areas that fall within the remit of the teams. These policies were developed with the C3i programme and representatives from other specialist departments. There is growing recognition of the support the teams can give to major crime investigations. In this regard, senior investigating officers (SIOs) are encouraged to fully include the Safer Neighbourhoods teams in the community impact assessment process.
- A TP commander holds the lead for ASB through the central Safer Neighbourhoods Unit, as it constitutes a major element of the work undertaken by Safer Neighbourhoods teams. By ensuring the close working of the ASB team and the Safer Neighbourhoods implementation team, good practice is quickly identified and shared through the various mechanisms identified elsewhere in this report.
- A comprehensive menu of responses to ASB is fully utilised across London. The MPS currently has the second largest number of Anti-Social Behaviour Orders (ASBOs) in place in the country. The MPS encourages local structures to be implemented to encourage full partnership involvement to ensure the correct intervention.
- Role definitions and patrol plans are in place for Safer Neighbourhoods teams, which include the utilisation of the extended policing and community safety family and are linked to systems, which monitor and evaluate effectiveness. All roles up to and including the rank of inspector have clearly defined role profiles. Performance targets are set at borough level and these can include crime reduction targets (PSA 1) that reflect the individual needs of the ward.
- For the past four years, the MPS has been developing and expanding its volunteer programme to enable communities to play an even greater role in the delivery and shaping of policing services. The rollout of Safer Neighbourhoods has provided an opportunity for volunteers to support their local teams. The MPS aims to use volunteers to provide administrative support, operate contact points, perform an ambassadorial role, be conduits for information and be instrumental in activating other community members. Nearly 1,000 volunteer cadets working in 27 boroughs assist in the active engagement process with young people and provide practical assistance to Safer Neighbourhoods teams.
- Many Safer Neighbourhoods teams now have dedicated special constables, with more coming on line in the change process during 2006. The growth in Metropolitan Special Constabulary (MSC) numbers from 1,100 towards 4,000 by 2008, projects over 2,000 officers working in Safer Neighbourhoods teams. The programme now taking place aims to see 1,000 officers in Safer Neighbourhoods teams during 2006, with performance indicators to measure their effectiveness and impact when placed within Safer Neighbourhoods teams.
- The central Safer Neighbourhoods Unit is responsible for training all staff within Safer Neighbourhoods teams. Officers on Safer Neighbourhoods teams all receive specific tailored training on a week's course. There are clear role profiles and performance

October 2006

development reviews specific to each officer. There is a non-abstraction policy that is closely monitored, and visibility figures are published.

- Police officers on Safer Neighbourhoods teams receive special priority payment, which assists with recruitment and retention. Selection processes take place at borough level within guidelines developed through the Safer Neighbourhoods Unit and published on the Safer Neighbourhoods website. A two-year minimum commitment to the post is recommended.
- Other reward mechanisms are also in use. At a recent national conference, hosted by the MPS, three teams were presented with a problem-solving award. These three teams were selected from an extensive list to which all boroughs were invited to make nominations. It is worthy of note that the Commissioner has mooted the possibility of linking a Safer Neighbourhoods posting with eligibility for promotion.
- The impact of the MPS Safer Neighbourhoods programme is measured both locally and across London. The MPS has developed a bespoke performance management system that allows force and BCU neighbourhood policing measures. This system uses the NIM EPIC (enforcement, prevention, intelligence and communication) model. This model measures police partner and community activity against locally identified priorities, ensuring effective deployment of Safer Neighbourhoods policing teams. This model framework has been shared with the national neighbourhood policing team who have in turn shared it across the neighbourhood policing trial sites as it was realised that this component was missing. Performance indicators around secondary benefits are emerging.
- The Safer Neighbourhoods monthly performance reports include data reported on neighbourhood-level policing activity such as arrests, ASB interventions and numbers of intelligence reports submitted. Community engagement activity by local teams is also reported, including numbers of public meetings held as well as numbers of KIN surveys completed and focus groups conducted. The percentage of local issues formally resolved by teams is also reported.
- The MPS benefits from substantial investment in communication through a dedicated communication department, the directorate of public affairs (DPA). Furthermore, the Safer Neighbourhoods Unit contains a dedicated marketing and communications team with experienced staff working closely with colleagues in the DPA.
- The MPS has a Safer Neighbourhoods communications and marketing strategy which aims to establish simple and efficient channels of communication that allow the spread of information and feedback across the spectrum of stakeholders, internally and externally. The emphasis of this strategy is on proactive communication which is the overriding consideration for those involved in the process at any level. BOCUs are encouraged to invest in local press and public relations and to employ specialist staff. A series of external key messages, toolkits and products has been produced by the Safer Neighbourhoods Unit in partnership with the DPA; these are readily available to Safer Neighbourhoods teams and other BOCU staff. In addition to the more general newsletters and intranet-based material, ad hoc briefings about the programme are regularly directed towards targeted individuals.
- Media impact at local level is assessed through the borough press officers, while at service level the media scanning for Safer Neighbourhoods issues is undertaken by the

October 2006

DPA and referred to the Safer Neighbourhoods communications team for comment and action. The scale of the Safer Neighbourhoods programme and the extent to which it has gained support at the highest political levels has generated a large amount of media coverage. This has been largely positive and serves to reinforce the reassurance message.

- Each Safer Neighbourhoods team has had a dedicated and devolved communications budget of £1,500 for the 2005/06 financial year.
- There is a published and agreed non-abstraction policy for Safer Neighbourhoods teams which ensures that officers are ring-fenced and dedicated to their defined neighbourhoods. The policy provides a clear definition of what constitutes permissible abstraction from Safer Neighbourhoods duties and, conversely, what does not. This policy has been promoted at all levels within the service as well as externally with strategic partners and stakeholders. The abstractions are measured monthly from returns submitted by team sergeants to the central performance bureau. The results are monitored by the central Safer Neighbourhoods team and presented monthly to the programme board; any breach of policy is reported to the ACPO lead and is dealt with direct to the borough commanders. The average abstraction rate for the six months to March 2006 was 3.9% and for March 2006 was 2.9%.

Areas for Improvement

- There needs to be clarity around the success factors for safer neighbourhoods. There are measures that are being used within each borough but these are not consistent and do not have central steer on the activities to be measured. In particular, public satisfaction measures need to be more robust. There has been recognition of the need to focus on key outcomes at the MPS force performance board and to give clarity about this key issue
- The enhanced rate of team roll-out has placed organisational pressures on the property services directorate in terms of providing appropriate accommodation of the right size and of the right standard that is community based. Many of the Safer Neighbourhoods teams will still be accommodated in main police stations during the early part of the year. The force needs to increase the pace of introducing community-based accommodation and develop closer links with business communities (small and large) to identify appropriate existing accommodation, which is fit for purpose. To do this the MPS will have to be more proactive in persuading businesses of the joint benefits.
- The drive towards implementation of Safer Neighbourhoods has resulted in a short-term requirement on some BOCUs to staff the teams from within existing resources pending the recruitment of new staff. This has caused pressure, particularly on response policing, and the MPS should ensure that the plan to mitigate the effects continues to be actioned and understood at borough level at the earliest opportunity.
- Currently Safer Neighbourhoods teams are generally aligned to ward boundaries and most have a 1-2-3 model. This is based on funding being given to support this model. Having established the basic model, the next stage for the MPS is to ensure that any increase in resources, such as planned growth in PCSOs, is best placed using the NIM and intelligence in conjunction with partners. It is anticipated that this will be addressed in the first quarter of 2007. While the general roll-out has been achieved, the MPS must not lose focus on those communities that have more challenging policing requirements.

October 2006

- Now that Safer Neighbourhoods analysts are in place on each borough, the MPS needs to develop their training and support in order to ensure that they are providing an effective service and working in partnership with local authority analysts. The force must ensure that they do not get drawn into volume crime response only, as is evident in some boroughs.
- One of the underpinning principles of the work of Safer Neighbourhoods teams is the problem-solving approach for sustainable outcomes. This has been developed during the past 12 months but for continued improvement there is a need for the MPS approach to be formally evaluated. Such evaluation will include ward profiling and the process from initial approach to final outcomes. An independent consultant will be commencing a full evaluation of the MPS problem-solving process during 2006.
- Data-sharing protocols are in place in every borough as per the requirements under s.115 of the Crime and Disorder Act 1998. However, a significant piece of work is being carried out centrally to improve the consistency and workability of these protocols. To this end a new information-sharing framework has been developed and is being promulgated across the service.
- While there is good communication with Safer Neighbourhoods teams about the Safer Neighbourhoods programme, many response team and specialist officers did not consider they were fully informed. In some cases this had led to uncertainty as to how their roles and responsibilities interrelated with the Safer Neighbourhoods teams.
- The central Safer Neighbourhoods Unit contains staff with a wide range of expertise across a broad spectrum of subjects dedicated to managing and dealing with the 'process of change'. This is essential for the support of Safer Neighbourhoods teams and others engaged in problem solving and other partnership activities. However, they would benefit from a clear work programme to assist them to prioritise and focus on the many Safer Neighbourhoods projects for which they have responsibility.
- A robust management system seeks to prevent the 'role drift' into response policing that has undermined previous community policing initiatives. However, in some boroughs local experience reveals that this message should be reinforced. Some boroughs find this particularly testing where they have yet to receive additional resource.
- Some Safer Neighbourhoods teams have been established for over a year, such as in Tower Hamlets. Although mechanisms are in place for new Safer Neighbourhoods teams to learn from the experience of the more established teams, this was not consistently being done by all Safer Neighbourhoods teams, some of whom were unnecessarily reinventing solutions to problems.
- All of the first phase 285 Safer Neighbourhoods teams have formed neighbourhood/ward panels to assist them in the process of identifying, tackling and reviewing neighbourhood priorities. As panels for the new teams are being formalised, they would benefit from generic criteria and terms of reference.
- The MPS will need to ensure that there is a coherent succession plan in place for each Safer Neighbourhoods team, particularly as the majority of team members were appointed as part of the drive to have Safer Neighbourhoods teams in each ward by April 2006.

October 2006

- With the emphasis on neighbourhood panels and engagement with the community, further support for sergeants in the chairing of neighbourhood panels will need to be considered as not all have the right skill set to capably undertake the task.
- Call-handling services are given guidance on the types of calls that PCSOs are trained and equipped to deal with although this is not consistently understood. Information is supplied to supervisors on police staff management and PCSO role and capabilities, in initial training and through the Safer Neighbourhoods course.

1C Customer Service and Accessibility

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

The Citizen Focus Programme (CFP) is a key element of the 2006–2009 MPS corporate strategy, supporting the service-wide commitment to providing a citizen-focused police service. The MPS has appointed leads for all key strands of the quality of service commitment (QoSC). The CFP board provides comprehensive guidance and direction, and aims to embed QoSC standards into key organisational practices and processes. The CFP focuses on the needs of communities and individuals, especially victims and witnesses, to engender public confidence in the police, particularly among minority ethnic communities. The programme is being delivered through five key strands of work: improving the user experience; neighbourhood policing; improving engagement; public accountability; and organisational and cultural change. The strategic aims of the national reform programme are being supported by Operation Emerald which focuses on a 'right first time' approach by the criminal justice agencies. Witness care units are now in place on all the MPS BOCUs, in line with the requirements of the national 'No Witness, No Justice' programme. This initiative, together with the Effective Trial Management Programme and statutory charging, has resulted in a decrease in the ineffective trial rate for London and in achieving the offenders brought to justice (OBTJ) target.

Within the C3i programme, the national call-handling standards board ensures compliance with national call-handling standards, including occupational standards, call grades and definitions, customer satisfaction standards, frequently asked questions, framework for best practice and performance measures. In addition, the Safer Neighbourhoods programme board is initiating a project to ensure improved quality of service at station front counters across the MPS.

The MPS has issued SOPs for both responses to correspondence and requests for information (compliance with the Freedom of Information Act 2000) which stress not only timeliness (replies within a set number of days) but also quality, promoting the positive value and effect of a response that takes into consideration the concerns and needs of the public.

The 'Consulting London' link on the MPS website is widely publicised via press releases and allows community members to register to take part in forthcoming consultations as well as read feedback results from previous consultations. Invitations are also sent to partner and community groups and hardcopy results are supplied where requested.

Strengths

- The MPS has appointed leads for all key strands of quality of service delivery. The CFP board ensures that comprehensive guidance and direction, progress reviews, and support of business change will embed QoSC standards into key organisational practices and processes. The MPS is confident that those elements mandated by legislation will be in place by November 2006.
- The MPS has a comprehensive communications strategy that includes newsletters detailing services provided by each BOCU, such as telephone numbers and opening hours of police stations.
- Borough partnership officers regularly meet with local community, race and faith leaders, to ensure awareness of, and provide information about, access to services. Established multi-agency partnerships ensure two-way communication of community needs and police services.
- Borough Internet sites are being updated to provide clear guidance on service accessibility. To April 2006, ten sites had been updated about accessibility, with the remaining sites updated by October 2006.
- MPS estates strategy has ensured DDA compliance and all new Safer Neighbourhoods sites are to be DDA compliant.
- MPS training and performance needs analysis standards have been revised to encompass a customer-focused approach and are to be incorporated into the training management policy. All training products are to consider the impact from the service user's perspective, ensuring customer engagement in product development and to obtain relevant feedback. Customer service delivery has also been incorporated into the learning network. Personal development reviews (PDRs) have been amended to ensure that community and customer focus is a mandatory behaviour.
- There are several initiatives and pilots taking place concentrating on addressing customer care issues. At present these are concerned with an identified priority group such as station receptionists, communication staff and police officers who have direct contact with members of the public. These are being monitored locally to establish their effectiveness and impact on the service user.
- Witness care units are well resourced and operate in all MPS BOCUs, including Heathrow. These units will ensure that all victims and witnesses are updated as to the progress of their case, from the point of charge to case completion.
- The code of practice for victims of crime was adopted prior to commencement on 1 April 2006. TP has the lead through the Operation Emerald criminal justice management programme.
- Operation Emerald has initiated an awareness and training campaign targeted at all staff affected by the obligations within the code, to ensure compliance. Multi-media packages and briefing documents have also been disseminated to single points of contact in all BOCUs and an intranet site about the code is being introduced. The MPS crime report and information system (CRIS) database has been amended to ensure compliance with the code.

October 2006

- BOCU communications and delivery plans are submitted weekly to Operation Emerald to monitor progress. The Office of Criminal Justice Reform is also monitoring the progress of the MPS in implementing the code. The British Crime Survey (BCS), Witness and Victim Experience Survey and the PPAF will measure improvements.
- The MPS is introducing victim focus desks, ensuring that victims are regularly informed as to the progress of their case. These desks are already in place at Brixton, Southwark and Bexley, with Hounslow and Havering due to go live by October 2006. Comprehensive training is to be delivered to all victim focus desk staff.
- The CFP is developing a feedback process at public contact points. Policing plan consultations are themed and forwarded to all BOCU commanders via an online database. BOCU commanders' responses on issues of concern to the community are recorded on the online database and collated. These are published in a report and sent out to all community participants of the consultation. The MPS website contains the 'Consulting London' link, allowing community members, partners and groups to participate in London-wide consultations and to access feedback. Extensive local mechanisms are being developed, through the Safer Neighbourhoods programme.
- The performance board, chaired by the DC, has as its focus the PPAF domains, to ensure that citizen focus has the same profile as, for example, crime reduction. The DCFD is developing a diversity performance report to be cascaded to OCU/BOCU level to aid local decision-making.

Areas for Improvement

- Although the MPS was placed fifth in the MSF group for overall satisfaction with respect to the service provided (SPI 1e) in 2004/05, the gap is closing. For the period April to December 2005, performance against SPI 1e has increased by 10.9%, placing the MPS fourth in the MSF group. Similarly, SPI 1b (victim satisfaction with respect to action taken by police) increased by 14.2%. Performance against all SPIs (1a–1e) shows a positive trend for the first three quarters of 2005/06.
- Third-party reporting sites are being developed across the capital, with community partners in community buildings, one-stop shops and places of worship. At present BOCUs are taking this forward on their own but there is currently no central ownership or even record of pan-London third-party reporting centres. This has been recognised and the DCFD aims to resolve this issue.
- Some key partners have reported that, while the MPS is striving to improve customer service and accessibility, the quality and timeliness of the service at police station enquiry offices remains a cause for concern.
- The national QoSC will provide the framework from which user satisfaction will be improved in the medium and long term. It will also commit the MPS to improving access to services, improving the quality of information given out, and allowing the public a greater voice in the services offered.

October 2006

1D Professional Standards

Grade	Direction of Travel
Good	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
2	16	25	0

National Position

In view of the recent focused inspection activity of professional standards departments across the country, the grade allocated in the national moderation process and publication of the reports in January 2006 will be applied for the purposes of baseline assessment.

The inspections were conducted using a substantial framework of questions under EFQM4 (European Foundation for Quality Management) headings. This framework of questions was forwarded to forces in line with normal baseline methodology, requesting self-assessment and submission of relevant evidence and supporting documentation. This material was then analysed and followed by HMIC inspection teams visiting forces to carry out validation checks and supplementary interviews of key staff and stakeholders. The baseline inspection reports include recommendations as well as areas identified for improvement.

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:

http://inspectors.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html

2 Reducing Crime (Domain 1)

2A Volume Crime Reduction

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

The number of BCS comparator crimes per 1,000 residents reduced during 2005/06 by 1% to 76.932 crimes compared with the previous year, and in the last quarter the MPS achieved a performance above the MSF average for reducing these crimes although it remained fifth of the five MSF overall for 2005/06.

The MPS has a series of strategies to manage volume crime categories, such as hate crime, domestic violence, gun crime, vehicle crime and knife crime, set out as priorities in the corporate plan and each with a chief officer lead. The framework for the delivery of each strategy is seated within the local tasking and performance processes and is monitored both at a local level through the borough tasking and co-ordination group (TCG) and at central command level. At the centre this is achieved through the TP crime operations and tasking meeting where performance is reviewed by a DAC with the link commanders and through the crime control strategy meetings. The volume crime strategy is also reinforced through the corporate tasking process.

There is clear chief officer accountability for volume crime performance. The assistant commissioner (AC) and DAC (TP) lead on a series of performance visits to challenge BOCUs, supported by the TP performance unit (TPPU). Each BOCU has to progress an agreed action plan and the TPPU will conduct a follow-up review three months later. Link commanders hold monthly meetings with their BOCU commanders, at which performance is a main agenda item. It has been agreed that for 2006/07, there will be a quarterly review of BOCU business plans, led by the link commander, which will review performance across all the PPAF domains, resource issues and other factors affecting performance. Link commanders also undertake regular performance visits and reviews within the BOCUs and commission, through their representative on the TPPU, thematic and borough-specific reviews.

The MPS has recently established a violent crime directorate, led by a TP commander, which seeks to engage the whole of the MPS, as appropriate, in addressing violence. This now consists of the racial and violent crime task force, the community safety delivery team, Sapphire teams (serious sexual offences), Jigsaw (dangerous offenders) and Compass (vulnerable missing persons) along with current command and intelligence structures.

October 2006

Strengths

- The number of BCS comparator crimes per 1,000 residents reduced during 2005/06 by 1% to 76.932 crimes compared with the previous year, and in the last quarter the MPS achieved a performance above the MSF average for reducing these crimes although it remained fifth of the five MSF overall for 2005/06.
- The AC TP is the chief officer for volume crime reduction and there is a clear chief officer structure of accountability for volume crime performance. Four commanders (plus Westminster) have geographic responsibility for groups of boroughs and work closely with their SMTs to drive performance on a daily basis. The MPS has a TP commander (crime) who works to the DAC (TP) and is accountable for overall volume crime performance. There is a systematic monitoring and improvement process to enforce the performance framework. The AC and DAC lead on a series of performance visits to challenge BOCUs, supported by the TPPU. Each BOCU will progress an agreed action plan and the TPPU will conduct a follow-up review three months later.
- The MPS has clearly identified ACPO champions focusing on particular crimes, for example one commander leads on vehicle crime while another leads on violence. The focus on violence has very recently led to the creation of a violent crime directorate which aims to facilitate cross-business group working in the tackling of violent crime.
- Policing plan objectives identifying crime reduction targets, bespoke for individual BOCUs, are set in conjunction with corporate and local strategic assessments, and CDRP consultation.
- Good practice on tackling burglary and violent crime has been widely promulgated, with the good practice manual now being accessible to all staff via the corporate information technology (IT) Aware system. Volume crime strategy is also reinforced through the corporate tasking process.
- A core desk co-ordinates bids for central resources such as the territorial support group (TSG), traffic and the dogs section. These bids are submitted to the corporate tasking process where decisions are made over appropriate allocations. Examples of successful operations would be Operation Dent where central operations (CO) resources and TP funding were given to six BOCUs to support performance against burglary, and Operation Anchorage where funding was provided to each borough to target burglars circulated as 'wanted'. This has resulted in nearly half of those circulated at the beginning of February 2006 being arrested or the cases otherwise resolved. Over £7 million was allocated from the TP contingency fund in 2005/06.
- The corporate tasking process is developing its approach to holding business groups to account for the use of and outcomes achieved by deployments of central resource. In general terms, initiatives and interventions have evaluation criteria and mechanisms identified as part of their development. Part of that evaluation will often be reporting back outcomes and results to independent advisers, consultative groups, or other partnership forums such as the guns, gangs and knives strategy meeting. The MPA also plays a key role in evaluating interventions through processes such as the hate crime forum, the domestic violence forum and the gun crime scrutiny.
- Some link commanders are now encouraging BOCUs to consider cross-border action plans to promote joint activity against level 1 and level 2 crime, to share intelligence

October 2006

about cross-border criminals and to share good practice on volume crime issues. Where this has occurred, monthly 'cross-border operations' meetings have been introduced, involving all the operations' superintendents, intelligence managers and higher analysts from the BOCUs, together with representatives of TP crime, CO units and other police forces. Further work is required to ensure that this is consistently applied.

- The MPS has a dedicated, central problem-solving team based within the Safer Neighbourhoods Unit. The value of this is to ensure the clear links between problem-solving approaches and the work of the Safer Neighbourhoods teams. All BOCUs have, or will shortly have, a problem-solving adviser, generally situated within the borough intelligence unit and available to offer advice and guidance to all BOCU staff on problem-solving approaches.
- The MPS has developed a nine-stage problem-solving model, for which it has received a Home Office Tilley award. The MPS problem-solving model contains specific evaluation at stage eight. This stage is used to make an early evaluation of the effectiveness of an initiative. The next element, stage nine, reviews the impact of the initiative at three, six and nine-monthly intervals to ensure a sustained solution.
- Over 3,000 police officers and partners have received formal problem-solving training from the MPS problem-solving team. Problem-orientated policing now forms a part of the initial recruit training programme and is also a key element within the ongoing probationer training programme. The MPS makes good use of the material developed by the Home Office Crime Reduction College. This forms the basis of the training delivered to recruits and probationers.
- All 32 borough commanders are directly engaged in their local partnerships, both at CDRP level and the local strategic partnership level. The TP partnership team analyses all 32 crime reduction strategies 2005–08 and works closely with counterparts at the MPA, GOL and the Home Office on all matters pertaining to partnerships, in particular CDRPs.
- Many boroughs have developed, or are developing, co-located teams (examples include Southwark, Lambeth and Sutton). It is now common practice to allocate a superintendent as lead officer for partnership issues on BOCUs.
- Borough chief executives consistently reported that effective working relationships had been established at all levels with their respective BOCUs and that there was a real commitment to joint working to solve local problems.
- Good practice is being shared through a variety of mechanisms including partnership forums, events such as TP BOCU workshops and multi-agency training opportunities.
- Funding streams such as the BCU fund are monitored closely by GOL, with the assistance of the TP partnership team. Spend plans are submitted for approval by GOL. Each allocation of resources from TP crime command requires a 'closing report' before money is transferred.
- Early intervention to deal with low-level crime and ASB has been adopted by boroughs. This includes an MSC tasking unit deployed on a bi-weekly basis to boroughs that have problems with their night-time economy. The unit has been highly successful in reducing crime, and work is ongoing to increase the number of such units.

- The MPS has funded a crime analyst post for each of the 32 boroughs; their role is essential to the effective conduct of the audit process.
- Good practice is being shared through a variety of mechanisms, including partnership forums, events such as TP BOCU workshops and multi-agency training opportunities, circulations based on analysis of project outlines and evaluations, and information supplied by GOL crime reduction advisers.
- The MPS has demonstrated a significant commitment to achieving NCRS compliance. In 2004 an overall Red grading was recorded in an NCRS review conducted by the Audit Commission but since that time the MPS, MPA, Home Office, police standards unit (PSU) and Audit Commission have worked together at senior level to devise and implement an improvement strategy. As a consequence, the profile of NCRS has been raised both at senior level and at first-line supervision level, with over 2,500 sergeants having received training in the previous 12 months. This has resulted in the Audit Commission assessing the crime recording arrangements in 2005/06 as Fair and the data as Good. The MPS performance management framework will consider NCRS compliance in the near future as there are no NCRS-related performance targets.
- The ACPO lead for licensing is also the MPS lead for licensing and each BOCU has a bespoke target for the reduction of assaults, using the tactic of enforcement in and around licensed premises. BOCU commanders worked closely with their local authorities during the implementation of the Licensing Act 2003, with notable successes in Westminster and Havering using the new powers under the Act.

Work in Progress

- At a corporate level, the DC chairs the London Crime Reduction Delivery Board (LCRDB). This group brings together the senior representatives from all the principal partners with responsible authority status in the CDRPs. The partnerships are themselves represented on this forum through members from each of the four CDRP cluster groups. As part of a project to pilot the LCRDB as a regional crime reduction board, the MPS has seconded a superintendent to GOL, dedicated to the work of the board. However, there was a lack of clarity at BOCU level regarding the overall impact that this board was having given the wide remit, with uncertainty as to the consequent likelihood of delivering positive outcomes. This view was also shared by some partners. This has recently been recognised and the MPS has been central to ensuring that the board has a clear focus with renewed impetus.

Areas for Improvement

- The number of domestic burglaries per 1,000 households rose by 1.73% to 19.86 households during 2005/06 compared with the previous year. However, the MPS improved performance during the third and fourth quartiles and nearly achieved the MSF average for the fourth quarter of the year, but overall was fourth of the five MSF.
- Vehicle crime per 1,000 residents rose by 2% to 19.06 offences during 2005/06 compared with the previous year. There was a marked rise in the fourth quarter of 6% which had a significant impact on the end of year result, the MPS attributing this to an increase in thefts of navigation systems and vehicle number plates. The MPS was fourth of the five MSF for 2005/06.

October 2006

- The number of robbery offences per 1,000 households rose markedly by 16% to 6.106 offences during 2005/06 compared with the previous year, with a marked upward trend in the fourth quarter of the year. This resulted in the MPS being fifth of the five MSF for 2005/06.
- During the third and fourth quarters of 2005/06 the MPS achieved significant reductions in violent crime per 1,000 residents, but performance results earlier in the year resulted in an overall marginal increase of 0.42% to 34.08 crimes for 2005/06 as against a target reduction of 2%. However, the MPS remains below the MSF performance for 2005/06.
- A new information-sharing framework is being developed centrally to improve the exchange of information between partners. This work includes the development of a new information-sharing framework to improve the consistency of approach. There is also work under way in respect of youth offending teams (YOTs) with a view to enhancing the flow of information to and from the police.

3 Investigating Crime (Domain 2)

3A Managing Critical Incidents and Major Crime

Grade	Direction of Travel
Excellent	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
5	17	17	4

Contextual Factors

The MPS's major critical incident and contingency planning processes have been comprehensively tested during incidents that occurred last year. The MPS has demonstrated, particularly after the incidents on 7 July 2005, that many of the pre-planning, methods and systems developed over the years are effective, which is evidence of the long-term resilience of the service as a whole. The incidents required all members of the service to perform above or outside of their normal roles demonstrating the high level of commitment within the MPS.

Critical/serious incident investigation and management within the MPS is supported by numerous specialist teams/units/departments that can be contacted 24/7 through the serious crime directorate reserve for advice and to co-ordinate call-out of an SIO. There are processes and training in place, from guidance for first officer on scene through to the arrival of dedicated investigation teams who can call on support from a number of specialist units such as the cultural and communities resource unit. This unit is available 24/7 and can support the incident commander with such skills as knowledge of a particular language, culture, hobby or lifestyle. SCD investigation teams have their own IAG liaison that links into communities to help minimise the impact of incidents.

The MPS's IAGs have become a major strength within London. Recently the MPS won the national category in the fifth Independent Advisory Group Awards. This award was presented to the Operation Diamond Advisory Group, Metropolitan Police "for highly effective consultation and reassurance on a huge scale within short time-scales building on an established and effective IAG network". It was presented at the national advisory group conference. The Operation Diamond Advisory Group was set up as part of the initial community bulletins. The MPS emphasises that IAGs are independent within their community and that advisers are representatives from their respective community not representatives of their community. They are independent within the advisory group; every member has the opportunity to give independent advice without being influenced by other members of the group.

Strengths

- The standing capability of MPS intelligence assets are such that the MPS is regularly asked by other organisations, both within and outside the policing community, to assist

October 2006

with intelligence in high-profile cases or cases of extreme difficulty. This includes much of the work carried out abroad at the behest of the Foreign and Commonwealth Office.

- The MPS has considered all major crime issues within its force strategic assessment, including the range of precursor offences with clear linkage to both force and BOCU plans. This includes the current and future demand profile for all types of critical incidents and an assessment of potential risks and threats. In addition, the risk/threat of firearms and community profiles, particularly vulnerable communities and locations, are detailed. The strategic assessment meets local, regional and national requirements.
- There are strong links between the MPS and other parts of the UK, for example through the Trident OCU (SCD8), where experience of gun crime or the impact of travelling offenders are evident, such as in Bristol, Birmingham and Nottingham. MPS officers in these teams have the capability to access all of the available intelligence systems directly, or, through approved channels, the open-source intelligence systems and those placed with other agencies. This is particularly relevant for those 'lives at risk' investigations such as kidnaps, where intelligence requirements are crucial and fast-time response is essential.
- The MPS SCD has developed a high level of experience and expertise in relation to serious offences, for example for those involving firearm discharges. Intelligence, enforcement and prevention strategies in this area are held up as national examples of good practice. This exchange is generated through membership of the ACPO firearms sub-committee and the firearms forums, currently co-ordinated by SOCA's firearms crime intelligence section.
- Effective intelligence work is undertaken in specialist OCUs, such as the flying squad (SCD7), in the area of profiling hostage takers and the criminal networks surrounding those involved in kidnaps. This has required additional work and joint-working initiatives with outside agencies. SCD7 has extended its partnership working following a recent high-profile case which has raised the importance of linking kidnaps with vice and sex trade workers. Regular scanning of open-source intelligence occurs and out-of-hours intelligence searches are readily available.
- Community intelligence is collected, developed and disseminated locally and there is evidence that this intelligence is often used to inform activity, particularly at borough level involving the Safer Neighbourhoods teams and partners, with this being developed to counter serious crime. With the full introduction of Safer Neighbourhoods teams, there is now a recognised need to encourage and maximise the benefit of this intelligence.
- Problem profiles are produced on organised crime within communities; these problem profiles are used to inform investigations of critical incidents. In many cases the profiles produced are linked to level 2 and level 3 criminality which by their very nature are criminal networks; these reports incorporate all key intelligence sources, both open and closed, to assess the threat to London and individual communities.
- The DAC SCD chairs the fortnightly SCD TCG where level 2 issues are monitored and tasked, supported by the co-ordinating and tasking office (CATO). There are clear linkages through CATO to consider taskings that are received from other forces, with action taken to direct these to the appropriate ACPO rank should a fast-time response be required.

October 2006

- The SCD tasking process includes a review of both human and monetary resources, and ensures that all options have been considered from disruption to progression. In complex and/or protracted cases, the facility has been used to task reviews from the cold case review team to ensure that a clear focus has been maintained.
- The director operations and tasking chairs a bimonthly critical incidents steering group which regularly reviews MPS capacity and capability and constantly scopes ongoing operations, with the director having operational control of all SCD OCUs. In this way, contingency planning, both at force and local levels, is linked to, and informed by, the intelligence process.
- The force has adopted the national definition of critical incidents and there is a good understanding of this within the organisation. There is clear guidance in place for first officers on scene, supported by aide-memoire cards linked to the critical incident manual and the London homicide manual. Training is given to uniformed officers during training days about critical incidents using corporate packages. There is also an input included in both promotion and development courses.
- The MPS has a robust preventative campaign in relation to firearms prevention, and education strategies forging direct links within communities for targeted preventative activity. The Stop Guns campaign features posters, press advertisements, celebrity radio endorsements, night-club flyers and a new Trident website.
- The homicide prevention unit (HPU) undertakes problem profiles on thematic problems identified (eg murder in the name of so-called honour) as well as victim profiles by crime type, particularly regarding vulnerability (eg sex workers, stranger attacks on lone females, gay murder) and situational profiles, identifying where violent crime and murders are happening, drilling down into streets and wards. The MPS has mapped murder, near misses and lower-level violence to identify patterns, trends and risk factors to inform intervention and prevention strategies.
- The MPS Communities Together under the DCFD, part of the DC command, which also includes the TP joint co-ordination and intelligence cell and the racial and violent crime task force, collates a weekly community tension return from all 32 TP OCUs. This data feeds a number of MPS intelligence and tasking process and, through the Operation Diamond Advisory Group, provides independent advice and community reassurance.
- Central units such as the public order (CO11) and diversity directorates (DCC4) link in with boroughs, assessing community tensions and reassurance issues. Locally this includes seeking the views and experience of local IAGs. These central and local strategies enable an ongoing review of security, public order and reassurance arrangements and resource deployments.
- The MPS has robust IAGs both at force level and OCU level. For example, a Trident IAG holds monthly meetings attended by the commander SCD, the OCU commander (SCD8) and Trident hotspot borough OCU commanders, and is regularly attended by the AC/DAC SCD. The IAGs have a devolved constitution and are self-governing. They provide a credible conduit to the community and act as critical arbiters of MPS activity. IAGs are extensively used for both investigation and policy review.

October 2006

- In the case of high threat or rising threat, a gold group, including community reassurance officers, will sit and the relevant IAG will be engaged. Community engagement plans have been developed to address community issues in high-threat areas. A good example of their effective use was following a recent shooting incident in Croydon.
- One borough is piloting a system where key members of the community can be contacted through text messaging regarding important information in real time. This is an innovative approach to ensure that the various communities are apprised and reassured of events at an early stage.
- The SCD has dedicated units for crime prevention. Significant work is carried out with external partners/customers to prevent and reduce crime. Contingency plans have been formulated for a whole raft of potential critical incidents from terrorist attacks, which would impact nationally, to shootings within a localised community. Action plans are reviewed regularly during either SMT meetings or tasking meetings as appropriate.
- The HPU has also reviewed and analysed all public enquiries in the last six years to identify and distil organisational learning and ensure a corporate memory. Equally, the HPU, in some cases, looks at a dataset of ten years of different types of murders, for example those committed by mentally disordered offenders, near misses and lower-level offences, to ensure that learning takes place and is rolled out into front-line tool kits and risk models.
- The murder review group enters any 'undetected' cases into a 'traffic light' database for either closure or review in two years. Investigations are also entered on the MIMI database. Major cases and the ongoing investigation of historic cases are scrutinised, with high clear-up rates for murders outside the current financial year to date.
- SCD SIOs have a feedback sheet that has grading for crime scene management. Crime scene and incident management logs are regularly used together with a crime scene manager's log to assist and record scene preservation. A duty SIO, supported by homicide assessment teams, is available to assist boroughs and ensure that appropriate investigating units are assigned via the SCD reserve. Borough management teams regularly conduct reviews of critical incident response, usually at the daily management meeting. Post-incident reviews include scene management.
- The SCD has linkage with TP OCUs level 1 to anticipate and address individuals who have the potential to transcend to major crimes. This is with a view to preventing criminal networks from overtly creating critical incidents that would adversely impact on community confidence, demoralise and undermine the work of local uniformed officers and raise the fear of crime in vulnerable geographical areas or vulnerable communities. Of particular note is the linked work with TP regarding bail hostels and causing vulnerabilities to local communities by placing, unmonitored, individuals who have the propensity to commit major crime and harm vulnerable communities.
- Critical and serious incident investigation within the MPS is supported by numerous specialist teams, units and departments that can be contacted 24/7 through the SCD reserve for advice and to co-ordinate the call-out of the SIO. The MPS call-out procedures are clearly set out in the London homicide manual.

October 2006

- There is a 24/7 on-call SCD commander/ACPO rank. All on-call superintending ranks ensure that any new investigations or significant developments are brought to the attention of the on-call SCD ACPO officer. In apparent high-profile cases, for example child murder, racist murder, the murder of a law enforcement officer, cases attracting high media attention or other similar critical incident, the on-call SCD ACPO officer must be contacted at the earliest opportunity by the on-call SCD superintending officer.
- Each of the three geographical homicide commands provides a homicide assessment team (HAT) crewed by two suitably experienced officers. HATs are required to attend, within one hour of the call, all incidents of suspicious unexplained death and shootings involving the discharge of a lethal barrelled firearm within their geographical command area. They are tasked through the 24-hour SCD reserve. Each of the geographical homicide commands will provide an on-call SIO to deal with requests from BOCUs regarding homicide and unexplained death operating procedures and other serious crime issues. The SIO will be available to assume initial investigation on behalf of the SCD in instances of suspicious unexplained death.
- Homicide command currently consists of 27 major investigation teams (MITs). Each is led by an SIO who has attended an SIO course. Each MIT has a dedicated major incident room (MIR), and officers within the team are trained as interviewer co-ordinators, advanced exhibits officers and family liaison officers.
- The Trident OCU has four dedicated MIT teams (two each in north and south London) operating to the ACPO MIRSAP (major incident room standardised administrative procedures) protocols. All deaths as a result of shooting receive the scrutiny of the OCU to determine operational jurisdiction and to ensure that immediate evidence-gathering procedures are implemented. SCD5 has experienced MITs focused on serious cases involving children and has significant experience in this important area.
- The MPS has an effective formal review process that examines the progress and strategy of all murder investigations where there is no early arrest or identified suspect and this is consistently applied.
- The flying squad seeks reviews of unsolved cases where shots have been fired, by the murder review group or the cold case review team. Other units have access to this facility when required. Each major investigation has a 'debrief' to include lessons learnt and good practice. This information is then promulgated to the rest of the command and, where relevant, to other MPS units.
- MPS's generic contingency plans for dealing with kidnap, Tiger Kidnap and Osman, are disseminated to all staff through the computer-aided despatch (CAD) and Aware systems and the SCD7 homepage. There is a good level of understanding among investigating staff regarding the Osman options and contingency plans.
- On the MPS Operation Compass homepage there is a checklist for missing person enquiries, responses required and considerations to be made. Where it is identified as a critical incident there is a manual that backs up the policy.
- The MPS has clear guidance in place for investigating unexplained deaths in military establishments, institutions and similar locations.

October 2006

Areas for Improvement

- Regional tasking has not been firmly established. A business case has been submitted by CO for consideration to be given to the implementation/creation of a regional intelligence cell. At service level the MPS is moving to a Metropolitan intelligence bureau that will co-ordinate centrally all intelligence products that have strategic impact.
- The MPS relies on the accessibility and capability of corporate databases and shares the frustrations of other users that there is limited interoperability between significant databases such as HOLMES (the Home Office Large Major Enquiry System), CRIS and the Police National Computer (PNC). Nevertheless, an intelligence-sharing regime is in place to ensure that maximum interrogation of these systems takes place in order to establish links such as persons of interest or trends.
- To date SCD1(2) Homicide West has been the only murder team conducting formal debriefs and results analysis of the police response to incidents of homicide. With the amalgamation of the three homicide commands, the MPS now has an opportunity to extend this activity to cover the whole of London. This will enable more BOCUs to benefit from this activity, feeding the product into training cycles and raising the general level of response to all critical incidents. At a time when new types of critical incidents are continually occurring, it is important that all opportunities to learn and improve are grasped.
- The MPS HPU's aim is to produce a homicide strategy and tactical plan that will enable the MPS to intervene effectively at an early stage and prevent homicide. An overarching strategic theme is to research those who have killed, in order to prevent similar crimes.
- The use of multi-agency police protection arrangements (MAPPA) to monitor and manage SCD8 Trident/Trafalgar nominals is not at an advanced stage as complexities around the chaotic lifestyle of subjects, together with the significant risks, complicate their management.
- The MPS is committed to professionalising the investigative process (PIP) although accreditation is only now being rolled out across the MPS at SIO level. Draft SOPs have been drawn up for officers at levels 1 and 2, which will shortly be piloted. Officers are trained to OIOC status both at ACPO and MIT manager levels.

GOOD PRACTICE

Operation Trident

In September 2006 TRIDENT launched a powerful advertising campaign targeting 11 to 16 year olds in a bid to dissuade them from becoming gunmen of the future. The campaign featured a stark billboard advert depicting a dead man in a mortuary fridge with the hard-hitting and bleak message: "Carrying a gun can get you into the coolest places."

80 of the billboards were placed in the six boroughs of London where gun crime is most prevalent within its black communities. The advert intended to demonstrate the

October 2006

likelihood of being a victim of gun crime if one engaged in carrying a firearm. The tough message about the reality of gun crime was echoed in four supporting radio adverts that highlighted the other consequences of carrying a gun, such as being jailed and living in fear of arrest or retribution.

The campaign ran for two weeks and was supported by other advertising activity. It was planned in consultation with the Trident Independent Advisory Group, which plays a vital role in helping Trident combat gun crime within the Capital's black communities.

In addition to the 'mainstream' marketing campaign outlined above, Trident facilitated the production of an anti-guns music track by a well-known London-based 'grime' collective. This track – challenging the myth that gun carrying is glamorous – was circulated through all the normal music channels in mid-September '06, to secure maximum underground and mainstream airplay of the track, and generate the interest of our 11-16 year old core audience.

A 3-minute promotional video will be released to compliment the music track at the end of October '06. It will be created by one of the top promo video directors in the field of youth music, and is intended to secure airplay on channels such as MTV Bass, Channel U, MTV and Channel 4. The video which will be Trident branded, will show the 'circle of pain' that gun crime can cause, and will direct people to the Trident website www.stoptheguns.org for more information.

To ensure that the video will be seen by as many young people as possible in London, Trident use youth brands Kiss and Choice as media partners and will be promoting the video through their radio, TV and online channels, via competitions, infomercials and 'live reads' by DJs. School visits are planned by the 'grime' music collective, to promote the music video and explain to young people why they support the objectives of Trident.

The proposed outcome of this initiative is focused on:

- Improving 'Citizen focus' by reassuring the public the MPS takes gun crime seriously.
- Improved reach in respect of the target group of 11 – 16 year old black youths re 'information identifying the impact of gun crime'.
- Improvement in the reporting of information to 'crime stoppers' by raising confidence in the target group that it is a safe way to supply information.
-

Contact: Detective Superintendent Kevin Davis, telephone number 0208 785 8228

3B Tackling Serious and Organised Criminality

Grade	Direction of Travel
Excellent	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
7	21	13	2

Contextual Factors

The MPS has a clear focus on serious and organised crime, with the lead role allocated to the SCD who have developed a high level of experience and expertise in relation to deterring, disrupting and dismantling serious crime and criminal networks. To deliver this, there are in place numerous specialist teams, units and departments that can be contacted 24/7. One of the MPS's key priorities is to disrupt criminal networks and their activities and to seize their assets, in order to reduce harm in neighbourhoods and communities.

The SCD has recently embarked on a modernisation process that has seen the introduction of seven new command areas, including homicide/serious crime, organised crime/criminal networks and economic crime/child abuse investigation, all being formed in line with key MPS and SCD priorities.

Within the SCD, OCUs are dedicated to specific areas of organised crime. SCD1 is engaged with murder and other serious linked offences. SCD5 is engaged in child abuse investigations and contains the high-tech crime unit. SCD6 deals with economic and specialist crime, including identity theft. SCD7 is dedicated to combating commercial armed robbery, offences of kidnap, blackmail, contract to kill, drugs trafficking and other related offences. SCD8 Trident/Trafalgar reactively and proactively investigates all fatal and non-fatal shootings within the black community and non-fatal shootings in other communities, supply of firearms, firearm conversion and illegal manufacture. The SCD is supported by TP and CO, its own and service intelligence assets and numerous other specialist MPS units.

The SCD has well-documented priorities and plans, as does each OCU within the business group, with performance scrutinised by chief officers using comprehensive monthly management reports (MMRs). SCD strategic assessments contribute to the SOCA UK threat assessment. MPS TP is also a major contributor to tackling criminality both through a number of units set up to tackle OCNs, such as the clubs and vice OCU, and through the TP level 2 crime directorate unit as well as direct engagement of BOCUs.

Strengths

- The MPS has a chief officer lead for serious and organised crime and for the NIM to ensure a clear focus on this type of criminality with a high level of NIM compliance. This is evident through an effective level of planning, focus, scrutiny and development in both strategic and relevant operational activity.

October 2006

- ACPO champions are allocated for specific strands of serious and organised crime such as gun crime, overall delivering a visible and dedicated chief officer lead for specific areas.
- One of the MPS policing priorities is to disrupt criminal networks and the activities they are involved in and to seize their assets, in order to reduce harm in neighbourhoods and communities. The SCD has disrupted 61 identified OCNs during 2005/06, 11 more than the MPS target. The most successful of these has been Operation Trident, tackling gun crime in London's black communities with linked operations in Jamaica. As a direct result, gun crime murders in the black community have fallen, with murder detection rates peaking at 156% at one stage of the year. It is intended to build on the success of this model within other communities, through strategic analysis, multi-agency approaches and international liaison.
- The SCD has developed NIM-compliant intelligence processes, which include a risks and threats matrix. This has identified a large number of OCNs including those impacting upon distinct vulnerable communities. A dedicated team operates the criminal networks matrix which focuses on those having the potential to cause the most harm. This prioritises those networks and identifies effective disruption tactics using the SLEPNER scoring system. The matrix identifies pan-London level 2 activity but has also identified activity in individual communities.
- Individual commands within the SCD also have their own analytical and tasking processes with which to identify criminal organisations within their area of operations, to enable them to dedicate resources to disrupt and dismantle groups that have the biggest criminal impact on the SCD core business. Each command produces a tactical assessment every two weeks that identifies current trends, and the action plan system is used to assess opportunities for proactive work or disruption.
- Taskings are also received from other forces via CATO. A proactive tasking proforma (PATP) will be created by them and forwarded to the relevant ACPO rank. These are normally fast-time requests for resources. Recent examples are the officers supplied from Homicide West and the flying squad in support of the investigation into the murder of PC Sharon Beshenivsky (Operation Okina) and intelligence support for the armed robbery at the cash storage depot in Tonbridge (Operation Deliver).
- The MPS kidnap unit and intelligence support (SCD7) has to date resolved over 50 kidnap critical incidents, achieving a 100% success in attaining the primary objective of safely recovering hostages. The flying squad (SCD7) has also enjoyed considerable success in combating commercial armed robberies and destroying networks of drugs traffickers through its middle market team.
- An example of the work of the SCD is Operation Memmina targeting an OCN in Lambeth in conjunction with Lambeth OCU, with 21 of the known gang of 22 members arrested or in other ways disrupted and 11 firearms recovered.
- The targeting of assets by SCD6 and in-house financial teams across the MPS produces a high impact on the financial base of criminal activity and substantial seizures of cash and assets from level 2 criminals. The target this year was £5 million assets identified by court order for seizure; the SCD has actually seized £24 million through the courts. A recent confiscation order of £750,000 by SCD6 illustrates the success this unit

October 2006

has been achieving in exceeding the targets set for confiscation. The SCD has recruited a number of staff with financial expertise as special constables.

- The SCD undertakes numerous operations with other UK agencies such as the Immigration and Nationality Department and the Foreign and Commonwealth Office. Any requests from outside the MPS for SCD assets are channelled through CATO. International collaboration exists through such work as Operation Maxim (immigration) with the Foreign and Commonwealth Office and that undertaken by SCD8 Trident in Jamaica on Operation Kingfish.
- An example of a significant cross-border operation is Operation Grafton, a joint operation involving the MPS, SCD7, Thames Valley Police, Surrey Police and HMRC. This is an inter-regional strategic operation reliant upon the support of its industry partners, targeting high-value theft at Heathrow Airport. Property estimated in excess of £100 million has been recovered, with reported thefts significantly reduced.
- Operation Middle Market, a well-documented operation between the MPS, HMRC and SOCA, has seized over 137 kg of cocaine, arrested 167 subjects and charged 136 people with a 95% conviction rate within the last year. In addition, bespoke operations to assist borough initiatives using SCD resources are regularly undertaken, for example Operation Stabiliser (Hackney), Operation Laurel (Ealing) and Operation Cruise (Lambeth).
- The SCD's SMT monitors performance using a dedicated information and planning support team who produce an MMR. All MPS and SCD targets are included within this document, for example the accountability/reporting framework for Operations Grafton and Middle Market. The SCD ACPO monitors OCU performance, and quality performance reviews are undertaken by the SCD DAC.
- The MPS ensures that operations are the subject of comprehensive review for both integrity and operational security. Operations are reviewed in their own right and through various authority processes such as the Regulation of Investigatory Powers Act 2000 RIPA. For example, in SCD7 the command team spends one day each month examining in detail each operation and there are fewer formal review processes ongoing on a daily basis. In addition, all proactive operations have peer reviews and there is an independent review team from the MPS that reviews series of armed robberies and other serious crimes. There is scope to improve formal post-operation debriefing but debriefing before a panel is mandatory in order to prove a disruption/dismantling.
- SCD1 compiles a strategic submission that provides an analysis of the broad trends in homicide, identification of emerging criminality and assessment of progress against the homicide objectives to inform a number of audiences particularly within the SCD, but also across the MPS as a whole.
- The MPS has SOPs in place to comply with Osman warnings, managed 24/7 by SCD11 and the SCD reserve. All Osman warnings are also registered and monitored through the service intelligence bureau.
- The Proceeds of Crime Act 2004 (POCA) is focused through SCD6, who are leading an initiative to promote the benefits of the new legislation. Each OCU or BCU is required to have a POCA champion of Superintendent rank to drive forward publicity and use of the legislation. POCA is already being used widely within the SCD as an investigative tool

October 2006

and is being used extensively in the disruption of OCNs. Distribution of assets is achieved through a group chaired by a commander to ensure consistency of approach and fairness in allocation of the monies. The SCD6-led operation known as Sterling fully utilised powers under POCA and is believed to have obtained the largest single UK cash forfeiture of £1,568,117.

Work in Progress

- The force is developing a Together Tasking meeting that strives to ensure that CO assets are focused and tasked on priority areas. The meeting reviews previous tasks and identifies good practice. Focus is on the priority boroughs. While good progress has recently been made; there remains a need to ensure that this meeting is an effective driver for activity.

Areas for Improvement

- Responsibility for tackling gun crime does not reside in any single directorate. The MPS has recognised the need to establish a pan-MPS gun crime tactical delivery unit that will focus on the delivery of the gun crime strategy by conducting performance analysis about issues affecting and underlying performance and by co-ordinating MPS IAGs on community issues in relation to the gun crime strategy. This aims to ensure improved co-ordination of prevention and investigation of gun crime.
- The MPS intelligence structures compartmentalise criminality and, while there are opportunities for staff to search across databases, the MPS has recognised the need for the introduction of a Metropolitan intelligence bureau.
- There is a gap in the intelligence, analysis and tasking process for tackling some cross-border volume crime such as burglary or vehicle crime. While there are opportunities to bid for resources at the level 2 TCG, it is the case that BOCUs are expected to deal with cross-border crime, but without requisite support and, in some cases, expertise to handle these types of crimes.
- The analytical capability for serious and organised crime will need to be closely monitored as community intelligence from Safer Neighbourhoods teams increases since there are already signs that in some areas, such as Trident, the capability is nearing capacity.
- There is a need to improve the sophistication of the impact/measurement of disruption and to improve understanding of costs.
- The SOCA has recently been established and, although there are some good examples of strategic and operational engagement with the MPS, there is a need to ensure that there are effective intelligence and operational links at all levels, working to combat serious and organised crime effectively.
- Staff considered that they had not been consulted about the impact on the SCD as part of the service review, with a common theme being the need for more face-to-face meetings and discussion with senior managers. Particular concern was expressed regarding the reduction of officers in this business area.

October 2006

- The joint asset recovery database is a web-based facility run by the Assets Recovery Agency. It is the only repository of MPS statistics and casework in all POCA-related matters. The quality of the data being input, however, has not been supervised or quality assured. As a result, there is a need to ensure concerted effort to review existing data and check incoming information. A business case has been submitted to the POCA implementation project team requesting a full-time dedicated quality assurance officer. A role description has been compiled.

GOOD PRACTICE

London Gangs, Guns and Weapons Reduction Board

Specialist Crime Directorate has a specific department responsible for developing strategic prevention and partnership approaches to reducing gun, gang and weapon criminality. It chairs and has developed together with strategic partners a pan-London Gangs, Guns and Weapons Reduction Board. The Board has an agreed reduction delivery plan that identifies and shares best practice, maximises the effectiveness of available resources, enhances community engagement and reassurance, and prevents gun and knife crime in the short, medium and long term.

A specific strand of this work has been to create a pan-London gangs profile which has provided a current assessment of the impact of gang related criminality. This was undertaken in June 2006 and has been circulated to partners and is being used to inform the overall strategy. It is intended that this will be part of an ongoing process.

To support vulnerable victims of crime and provide a focus on dangerous people and places the MPS created The Violent Crime Directorate (VCD). Three of London's wards most affected by gun crime and gang criminality were identified, and supported by Specialist Crime Directorate in partnership with VCD they are developing holistic short, medium and long term reduction approaches to crime in these areas. The programme has adopted an innovative approach by working in partnership with health, social services, education, local authorities, community groups, statutory partners and academia to address the causes of violent crime. This includes early years intervention, family support of those most at risk of serious offending through to enhanced rehabilitation and resettlement of offenders.

The programme is being aligned to other government initiatives including Healthy Family Partnerships, Every Child Matters, Respect Agenda and the Home Office gang strategy pilot areas. The pan-London Guns, Gangs and Weapons Reduction Board is assisting with the development and implementation of this programme.

The proposed outcome of these initiatives are focused on:

- The creation of 'effective' working partnerships leading to:
 - Increased 'Citizen focus' by reassuring the public the MPS is working

October 2006

- with the community to tackle serious and organised criminality.
- Reduction in violence by most dangerous offenders.
- Improvement in community confidence that places are safer.

Contact:

Detective Chief Superintendent Mike Taylor, telephone number 0207 230 4111

3C Volume Crime Investigation

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	20	16	4

Contextual Factors

The MPS has improved sanction detection rates against some MPS crime targets during 2005/06 but, within the wider context of comparison against MSF groupings, there remains scope for an improvement in performance. The MPS achieved an overall sanction detection rate of 18.02% for 2005/06, exceeding its target of 16.6% but below the MSF average of 21.52%. Sanction detection rates improved for volume crime compared with the previous year and this included offences of violent crime, robbery, residential burglary and vehicle crime.

The ACPO lead for volume crime investigation is the AC TP supported by a DAC. Under the priorities set out in the corporate plan, the MPS has a series of strategies to manage volume crime such as hate crime, domestic violence, gun crime, vehicle crime and knife crime. Each has a clear corporate lead. The strategies in place provide relevant guidance in relation to the need to reflect local variations, crime screening and crime scene attendance. The local variation is designed to accommodate local policing plans developed within the strategic partnerships and CDRPs.

There are service level agreements (SLAs) between TP and the SCD for the provision of specialist support such as forensic services, covert technical services, and surveillance services to BOCUs.

The MPS policing plan objectives are set after consideration of the three- year corporate strategy. Bespoke targets are set at BOCU level taking into account the most recent BOCU NIM strategic assessment and control strategy. Initial proposals are jointly agreed with CDRP partners and take account of LAAs. Tasking and co-ordination processes are in place on all BOCUs and at corporate level. These meetings are generally NIM compliant and are supported by a number of other focused performance management processes.

The current crime-recording regime relies upon over 20,000 police officers and staff inputting data into CRIS. The benefits of a centralised crime recording system are acknowledged and existing investment choices are being re-examined.

Strengths

- There is a chief officer structure with clear accountability for volume crime investigation. The AC TP leads, with a DAC and commander accountable for overall volume crime performance.

October 2006

- The MPS has a series of strategies to manage volume crime such as hate crime, domestic violence, gun crime, vehicle crime and knife crime. Each has a clear corporate lead. The strategies in place provide relevant guidance in relation to the need to reflect local variations, crime screening and crime scene attendance.
- The MPS planning process includes strategic partner agencies, the MPA and GOL in setting objectives for violent crime investigation. Targets are bespoke to each BOCU who are encouraged to include targets for additional local objectives where appropriate, which are set after discussion with local partners.
- The DAC leads a series of crime control strategy meetings that focus on BOCU performance against key crime targets and investigative processes. Each meeting has a particular theme, which has previously included leadership, BCS comparator crime, violent crime and sanction detections.
- The AC and DAC also lead on a series of performance visits to challenged BOCUs, supported by the TPPU. Visits focus on reduction and investigation. Within this same framework, the identified ACPO champions focus on the particular crime types that they lead upon.
- Link commanders are held to account for performance across their territorial areas and similarly support BOCU commanders, with systems in place to account for performance at monthly link meetings, by performance visits to individual boroughs and through reviews of particular issues such as structures and capacity. The effectiveness of this process varies between the link meetings.
- The BOCU intervention team, working to a TP commander, was set up to review and support intelligence structures on selected BOCUs and is focused on ensuring that effective use is made of intelligence for investigations.
- The MPS has recently established a violent crime directorate, led by a TP commander, which seeks to engage the whole of the MPS, as appropriate, in addressing violence. This now consists of the racial and violent crime task force, the community safety delivery team, Sapphire teams (serious sexual offences), Jigsaw (dangerous offenders) and Compass (vulnerable missing persons) along with current command and intelligence structures.
- Tasking and co-ordination processes are in place at corporate level on all boroughs and are NIM compliant. MPS NIM processes are currently being developed at a mid-tier business group level. Successful co-ordinated MPS activity for volume crime included tackling burglary by targeting known burglars through accelerated actioning of wanted persons dockets and Operation Blunt where metal detectors were placed in strategic locations with a strong poster campaign to combat knife crime.
- The MPS has clear guidance in place that sets out the required response to the management of crime reporting and recording within crime management units and telephone investigation units on BOCUs. Standards are further reinforced through the service registrar who issues specific guidance from time to time and conducts quality assurance checks on reporting, recording and investigation of crime. Consideration is being given to the creation of a central crime recording bureau as part of the MMP.

October 2006

- Minimum standards of investigation are set for all aspects of volume crime investigation and are detailed on CRIS as well as in a centrally produced good practice guide.
- Initial response to incidents and NCRS compliance are monitored by CAD or IBO supervisors, with an emphasis on early intervention. Some BOCUs use duty officers to dip-sample NCRS compliance on a shift-by-shift basis. The CRIS reporting software includes drop-down menus to rationalise initial investigation input. Supervisors oversee investigations while crime management units supervise reports and make screening decisions based on solvability. Some BOCUs have a system whereby a detective sergeant examines all priority crimes whether screened in or out.
- There is a requirement for ten-day updates on investigations. Case progression unit (CPU) gatekeepers also supervise initial investigations and CPUs themselves provide corporate prisoner handling.
- The MPS has developed a comprehensive programme to improve investigative skills. Key elements of the ACPO PIP have been implemented. The MPS has an implementation board and, for example, level 3 PIP is now embedded in the SIOs development programme and existing SIOs are working towards accreditation. All trainee detective constables attending the initial crime investigators development programme are assessed at level 2 as part of their overall development. The Crime Academy has recently been commissioned to manage and oversee the development programme on behalf of the MPS.
- The MPS has effective arrangements to provide BOCUs with specialist support that exploits forensic and technological opportunities. Forensic services are provided to each BOCU by the SCD, with an SLA between TP and the SCD for the provision of these services. This does allow for local variations to meet local needs. Covert technical services and surveillance are all provided from the SCD although boroughs do have some covert technical capability. Controls are in place for the allocation and use of the equipment.
- There are strong partnership arrangements, particularly with CDRPs. Examples of tasking through CDRP sub-groups include councils tasking their uniformed resources, such as refuse collectors, to hand out crime prevention leaflets in crime hotspots and similarly using parking wardens to dispense crime prevention advice. There are also examples of tackling school-related crime through partnerships, such as PCSOs travelling on school buses to deter crime and dedicated schools officers escorting children from school at closing time.
- The MPS has demonstrated a significant commitment to achieving NCRS compliance. In 2004 an overall Red grading was recorded in an NCRS review conducted by the Audit Commission but since that time the MPS, MPA, Home Office, PSU and Audit Commission have worked together at senior level to devise and implement an improvement strategy. As a consequence, the profile of the NCRS has been raised both at senior level and at first-line supervision level, with over 2,500 sergeants having received training in the previous 12 months. This has resulted in the Audit Commission assessing the crime recording arrangements in 2005/06 as Fair and the data as Good. The MPS performance management framework will consider NCRS compliance in the near future as there are no NCRS- related performance targets.

October 2006

- The MPS has a strategic chief officer lead for automatic number plate recognition (ANPR), with the MPS being a lead force for establishing a national data centre. ANPR is now part of the tactical menu of options for traffic, CO and the service as a whole. Over 2,600 offenders were arrested in 2005 as a direct result of ANPR operations involving four dedicated teams. The effectiveness of ANPR is closely measured within the service by the outputs and outcomes achieved on each operation. ANPR is becoming widely used among boroughs and local councils in partnership, such as Greenwich, Wandsworth, Harrow and Merton. A variety of mobile and static ANPR systems are used in conjunction with existing CCTV. The priority boroughs have ANPR cars, which are deployed on a wide variety of local operations. The MPS is engaged in the national ANPR steering and user groups to ensure that best practice is employed and shared.
- The MPS and the regional asset recovery team recovered over £32 million in confiscation and forfeiture from 457 individuals between 1 April 2005 and mid-February 2006, an increase of nearly 50% on last year. The force is exploiting asset recovery powers and other forms of financial investigation in tackling volume and acquisitive crime. However, POCA awareness training is not mandatory for staff although a financial managers investigation course has been established.
- The MPS is currently engaged in a joint project with the Home Office and consultants, to identify efficiency and effectiveness gains in the investigation of volume crime. That work is moving from the identification of issues into project planning to implement a range of improvements.
- TP has developed a 'franchise model' to assess the allocation of resources into various functional areas on a BCU, including crime investigation. This model is being refined but enables comparison and questioning around the ways boroughs allocate their resources.
- The MPS achieved a sanction detection rate for domestic burglary of 16.77% in 2005/06, exceeding their target of 14% and achieving above average performance for the MSF. Vehicle crime sanction detection rates also improved to 6.9% during 2005/06, achieving the MPS target.
- The MPS target for OBTJ is 13,350 per month. In the current year the MPS is averaging 14,155 OBTJ each month.

Areas for Improvement

- Although some key sanction detection rates exceeded MPS targets, including that of the overall rate, within the wider context of comparison against MSF groupings there is scope for an improvement in performance.
- The MPS achieved an overall sanction detection rate of 18.02% for 2005/06, exceeding its target of 16.6%. The highest improvement in the overall sanction detection rate occurred in January, with 20.2%, the highest rate since April 1998. Despite this progress the MPS remains below the MSF average of 21.52%.
- A sanction detection rate of 13.07% was achieved for robbery offences during 2005/06, an improvement of 1.2% on the comparative period the previous year and exceeding the

October 2006

target of 12%. However, the result is below the average of 15.02% achieved in the MSF forces.

- Violent crime sanction detection rates improved by 2.7% to 23.41% for 2005/06 compared with the previous year, but fell short of the MPS target of 25% and below the MSF average of 32.67%.
- A sanction detection rate of 21.44% was achieved for racially aggravated offences, which is an improvement on the comparative period the previous year but remains below the MSF average of 23.97%.

3D Improving Forensic Performance

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	16	21	3

Contextual Factors

The MPS directorate of forensic services (DFS) is in the process of a formal restructuring of its SMT. A new position of head of operations is to be created. Additionally, there is a head of performance and quality and four operational managers with overall responsibility for effective and efficient delivery of all operational forensic services.

The operational managers have been recruited from the private sector. They are well versed in customer delivery; having led private companies through ISO (International Standards Organization) customer-focused accreditations. They ensure compliance with processes through audit and spot checks and steer the directorate to be actively customer focused.

The directorate has also created a post of professional development manager to oversee forensic awareness training of TP officers, to improve forensic awareness among operational staff. The training given to police officers, dedicated detention officers (DDOs), station reception officers, PCSOs and special constables is currently under review.

The DFS is also actively seeking certification to an ISO 9001-2000 standard. The MPS aims to achieve this in the next business year and will include accreditation for both fingerprint bureau and crime scene examination. The DFS has built the requirements of the policing plan into its own service delivery and business plan aimed at achieving a customer-focused approach to business.

In-house, the directorate is actively increasing SLAs between departments to improve timeliness, service and quality.

Strengths

- The director of forensic services is the chief officer lead for forensic management. There is a forensic steering group composed of ACPO-level officers from the DFS, SCD and TP commands. Senior police staff from the directorate of information (DOI) and the directorate of procurement services have also participated at these strategic meetings.
- The MPS has an overarching forensic strategy that is now being reviewed following the establishment of new senior roles within the DFS.
- The DFS sets an annual business plan with clear objectives that support the overall MPS police objectives and which are subject to robust and regular review.

October 2006

- The directorate has a forensic monitoring unit to manage forensic costs. Additionally, the borough forensic managers act as gatekeepers for submissions to the forensic service providers. This question-based approach to the submission of exhibits was extended in January 2006 to include forensic digital analysis and this has been published in a recent police notice. These exhibits will also be processed through a borough forensic manager or forensic crime scene manager.
- The DFS has service contracts with the major forensic science providers. Work volumes have moved from one service provider to another when it has been felt that an enhanced service could be achieved.
- In-house, the directorate is actively increasing SLAs between departments to improve timeliness, service and quality. Service agreements are reviewed at operational management meetings and at quality and performance management review meetings, which are chaired by the director.
- The director of forensic services participates in the development of national policy and strategy through membership of the ACPO forensic science sub-committee and of the tripartite forensic science procurement group and as the ACPO lead for forensic pathology.
- The MPS is contributing to the national development of forensic identification capability and is an acknowledged leader in this field. Lessons learnt about the rapid identification of fatalities have been taken forward following Operation Theseus (July terrorist bombings) and Operation Bracknell (tsunami) and from this the national forensic identification strategy has emerged.
- The MPS development of a forensic CBRN (chemical, biological, radiological and nuclear) response at national level is progressing through work on the development of a forensic CBRN capability in partnership with the Home Office and the Ministry of Defence.
- An additional project management steering group is led by the head of forensic development. This group manages the business case, risks, timescales, delivery and review management of projects involving forensic services. A project programme manager oversees all forensic services development projects.
- The directorate has set challenging timeliness and performance targets and has a robust and improving method of measuring the forensic end-to-end process from crime scene examination through to detection. Timeliness targets include a 24-hour retrieval, submission, search, identification and results service for selected priority crimes. An SLA between forensic crime scene examination and the fingerprint bureau, managed by the operational managers, underpins the strategy. Results are emailed to the mailbox of police investigation teams for action.
- The directorate has engaged with the force in joint performance meetings (crime control strategy meetings or TeamStat). The purpose of these meetings is to improve performance and communication, raise awareness and deal with issues that arise.
- The scientific support managers have regular monthly meetings with their operational managers about both volume crime and serious crime, and monitor performance locally.

October 2006

- Primary forensic detections from total notifiable offences have significantly improved over the previous year. There is also significant improvement in the recording of secondary detections for 2005/06. CRIS, the force's crime report and information system, has now been set up to record secondary detections resulting from fingerprint identifications and DNA match hits. This was not the case for the previous year.
- The MPS has fully embraced the Criminal Justice Act 2003 which has resulted in a near 50% increase in ten print sets on the number previously received before April 2004.
- Positive DNA identifications are significantly higher this year as the DNA expansion programme fully impacts. Detections from these match hits are also significantly higher over all crime types.
- Performance is a main agenda item in operational SMT meetings and is also reviewed quarterly as part of the business plan. In addition, the DFS has also worked with the PSU and consultants evaluating the use of converter packages (SWIM) to improve overall performance.
- The directorate's SMT are involved in both SCD and TP tasking meetings. In addition, each borough OCU TCG meeting is attended by the borough forensic manager or a representative of forensic services. Staff are encouraged to proactively participate in these meetings by providing forensic intelligence gained from crime scene attendance.
- In TP, the director or his nominee contributes directly to strategy formulation in major crime initiatives such as Operation Dent, which focused on burglary and was followed by Operation Anchorage, which is focused on follow-up action to forensic identifications.
- The crime scene examiners (CSEs) provide 24-hour cover for service to the MPS and victims of crime. This includes Burglary Sole Response where the CSE attends the scene within four hours of the crime being reported and additionally takes a victim's statement. This has now become established in a number of London boroughs, with more boroughs being added. This negates the need for police officer attendance. MPS CSEs also undertake record photography and victim photography although these do not count towards crime scene visits. The differing responsibilities allocated to CSEs within the MPS mean that there is no benefit in comparing number of scenes attended by these staff members with their peers in other forces.
- The MPS continues to make full use of the national automated fingerprint identification system (NAFIS). All fingerprint submissions from crime scenes are searched using the NAFIS/ IDENT 1 facility. Full use of NAFIS is in operation 24/7 both for identity checking and urgent crime mark searching. The directorate has a team of technical officers working a rotational 24-hour shift.
- To maximise the effectiveness of Livescan, Operation Emerald published an updated MPS custody policy in August 2005. This policy takes account of all custody issues and SOPs, including those for Livescan. The SOPs for the use and management of Livescan were also updated and re-published in police notices in May 2004.
- The DFS has recruited quality managers from the private sector. These managers are well versed in customer delivery, with experience of ISO customer-focused accreditations. They ensure compliance with processes through audit and spot checks

October 2006

and steer the directorate to be actively customer focused. The directorate is seeking certification to an ISO 9001-2000 standard and aims to achieve this during 2006/07, including both fingerprint bureau and crime scene examination.

- DNA samples for the police elimination database are taken in the first five weeks of training during module one at Hendon Training Academy.
- The DFS has an affordable workforce target of 1,096.8, against a budgeted workforce target of 1,122 including 184 externally funded posts. These posts have been funded in respect of the Home Office DNA expansion programme and the introduction of Burglary Sole Response. There are also some posts funded via the counter terrorism fund and some are funded in respect of common police purposes.
- The directorate has also made use of external funding to improve equipment for borough-based officers and within the DFS fingerprint development laboratories.
- To improve forensic awareness among uniformed operational officers, a post of professional development manager has been established in the DFS to oversee forensic awareness training of TP and street officers. The directorate is currently reviewing the training given to police officers, DDOs, station reception officers, PCSOs and special constables. Recently staff within the DFS have also delivered training to DDOs, including theory and practical training packages.
- The directorate has staff working with the MPS Operation Emerald unit and TP to improve quality and a reduction of failure rates of both DNA sampling and Livescan.
- The DFS is also developing a 'career pathways' structure for staff within the directorate. The lead role for career pathways is the head of forensic development with portfolio responsibility to the forensic HR adviser. Career pathways include the development of practitioners in specialist training linked to development needs and the PDR process.

Areas for Improvement

- The MPS does not compare favourably with its MSF group in motor vehicle crime. Only 13.05% of theft of motor vehicle scenes were forensically examined in the 12 months to December 2005 compared with an MSF average of 22.3%.
- Livescan use is good but individuals not following procedure or taking poor prints continually affect performance results. Personnel making repeat errors are reported to the borough forensic manager and the appropriate senior police manager at BOCU level. There is a need to reinforce best practice and SOPs around criminal justice forensic sampling, to cover DNA and Livescan related processes, and identify a method for monitoring BOCU compliance.
- While the Sole Burglary Response initiative has the capability of releasing police officer time, some borough SMTs have yet to be convinced about the overall benefits and have not embraced the new initiative. The initiative should be fully evaluated and action taken to ensure that there is a consistent and quality response to burglary victims.
- The photographic and fingerprint laboratory at Amelia Street is no longer fit for purpose to undertake the modernisation and technological changes occurring within the forensic world. This building is also home to the MPS gun clearing house. The directorate is

October 2006

actively in discussion with the property services department to find a long-term solution to this problem.

- The office of surveillance commissioners has made reference to the resourcing issue and has also expressed concern about the lack of knowledge of what covert technical deployments are being carried out by non-trained and non-accredited personnel. Due to the lack of capacity from the technical support unit and operational technical support unit, individual boroughs are carrying out technical deployments with equipment not supplied or assessed by the centre.

3E Criminal Justice Processes

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	27	1

Contextual Factors

Criminal justice processes in the MPS are driven by Operation Emerald, a collaborative project with the CPS, and are laid out in the MPS policing plan 2006/07. The Emerald team is in the process of writing a criminal justice practitioners manual, made up of examples of good practice, to be disseminated to all criminal justice practitioners. The custody directorate also plays a significant role in criminal justice processes and liaises with other departments to ensure a joined-up approach in this area. Performance is a key issue for criminal justice and the MPS is the lead agency in London in performance, with cross-agency systems in place for monitoring and measuring the different aspects of criminal justice. Improvements in criminal justice are being co-ordinated with the MMP. Within the service, there is a system in place for holding BOCUs to account for their criminal justice unit (CJU) and custody performance. The intranet provides 24/7 access to policies and SOPs for all MPS personnel.

Established partnerships exist with a number of criminal justice agencies, including the London Criminal Justice Board in which there is an active involvement at ACPO level together with involvement at sub-group levels. A joint steering group on No Witness No Justice and the Effective Trial Management Programme also exists, and the MPS has links with the other London forces and strategic partners such as the MPA through the London regional custody forum and local implementation teams for all London Crown Courts. The presence of the CPS at all charging sites has improved file quality and, in partnership with them, the Effective Trial Management Programme is being rolled out. Multi-agency work is being undertaken in the areas of prolific and priority offenders (PPOs) and of drug referral and rehabilitation as well as tackling offenders on a financial level.

The MPS custody estate is now health and safety compliant and the majority of its 963 cells are available 24/7. A number of initiatives are in place including the Acorn project which seeks to provide additional custody capacity, and the Beacon project which examines alternative ways of staffing custody suites, ensuring that police officers can be redeployed.

Strengths

- The AC TP is chair of the London Criminal Justice Board, with a TP commander being the chief officer lead for criminal justice processes. This has ensured an effective criminal justice focus within the MPS, particularly regarding performance improvement.

October 2006

- An executive group working to the London Criminal Justice Board with MPS representation has responsibility for discharging all actions from the board and takes ownership for delivery of criminal justice initiatives and improvements such as the code of practice for victims of crime and the persistent young offenders (PYO) pledge, which are then implemented by multi-agency task forces. A joint steering group is attended by senior members of the CPS and MPS on a monthly basis.
- The criminal justice strategy for the MPS has been clearly laid out and is included within the MPS policing plan. The focus of the strategy is to improve the MPS contribution to the criminal justice system.
- All criminal justice performance targets for London are set in partnership with the London Criminal Justice Board and the 28 borough criminal justice groups (BCJGs). The London Criminal Justice Board monitors performance through the London performance forum, which is a cross-agency group that focuses on the tactical delivery of all the key criminal justice targets. The BCJGs are held to account through the joint performance meeting structure by the forum.
- Borough CJU and custody managers are held to account for their BOCU's performance through BOCU performance meetings. Areas for improvement are identified and put into a documented action plan, implemented by the CJU manager. A copy is also given to the BCU chief superintendent and link commander.
- The MPS achieved 177,016 OBTJ in the year to February 2006 against the 2005/06 year-end target of 160,205.
- In relation to ineffective trials at magistrates' courts, the force achieved 24.5% against a target of 25%, while improving the ineffective trials at Crown Court to 13.5% against a target of 16%. All national and MPS criminal justice targets are currently being achieved or are on target to be achieved within the required period, with the exception of the PYO pledge. Any local variations of underperformance are actively addressed through the above processes.
- The MPS has met and exceeded its POCA target, with £24 million achieved against a target of £5 million.
- As part of the MPS service review 2005, Operation Emerald assessed criminal justice processes and made recommendations to the MPS service review board. Links between the criminal justice improvements and other organisational improvements are now being co-ordinated with the MMP.
- The MPS has also been working with the Office for Criminal Justice Reform to examine and process-map tactical improvements to the crime investigation and criminal justice processes in the boroughs of Tower Hamlets and Southwark. Operation Emerald staff are examining the operational sustainability of any improvements that are identified in order to link these into the currently approved MMP projects.
- The MPS has invested significantly in three areas of activity to prevent re-offending by prolific offenders. Key activities have been working as part of the London Criminal Justice Board to reduce outstanding fines and asset confiscation, proactive police action and partnership working with local probation services against PPOs, and focus on local

October 2006

drug rehabilitation schemes. Each borough within the MPS has nominated staff to deal with PPOs, with a dedicated team led by a chief inspector in support.

- CPUs have been rolled out to all boroughs and are in various stages of implementation. This system enables officers to complete their notes and deal with any other evidential issues promptly, enabling them to return to front-line duty as the CPU deals with the case and all other documentary requirements.
- The MPS has an Emerald Warrant Management System which supports the NIM and is readily accessible to front-line officers. This has led to a significant decrease in the number of outstanding warrants and a reduction in bureaucracy.
- The MPS has 33 BOCU-based witness care units, employing in excess of 300 MPS personnel, with CPS staff currently being co-located. Reviews of the units have been undertaken by the national No Witness No Justice team, to ensure that they meet minimum standards. Operation Emerald is overseeing the implementation of the code of practice for victims of crime throughout BOCUs and other MPS portfolio areas.
- Accommodation known as 'havens' enables victims of serious sexual assaults to be examined away from police premises and, at the same time, receive the necessary post-incident medical care and testing together with counselling, thus helping to minimise the trauma experienced by victims.
- The MPS has lead responsibility for the London regional custody forum, which joins the MPS, BTP, City of London Police and Ministry of Defence Police with strategic partners such as the MPA, the Independent Police Complaints Commission, Her Majesty's Courts Service, the Home Office and the Prison Service. The Emerald custody directorate represents the MPS at the national custody forum.
- The MPS custody estate consists of 963 cells in 76 custody suites, the majority of which are in 24/7 use and meet the required standards of health and safety regulations. The SOP ensures that all detainees are treated according to their needs. A custody guidance group has been established to enable diverse community group members to comment on issues in custody suites that have an impact on their community members. In addition, the custody directorate is working with the MPA to progress the recommendations from the Greater London Action on Disability report.
- A custody manager (usually an inspector) oversees custody processes and performance on each borough. The custody directorate holds regular meetings with groups of custody managers, where performance in relation to custody processes is discussed. This includes processes in relation to Livescan, DNA submissions, cost recovery and case disposals. Where underperformance has been identified, action is taken to ensure that this is rectified.
- Since the formation of the Emerald custody directorate, the processes whereby custody and operational staff can contribute to improvements have improved. The directorate hosts a number of meetings to which MPS staff contribute. These include custody practitioners forums which allow good practice and innovative ideas to be shared. The use of the MPS intranet and a special interest group provide a facility for suggestions on a 24/7 basis. When revised processes or initiatives are planned, this assists consultation.

October 2006

- The MPS Emerald custody directorate has SOPs in respect of processes within custody suites; a separate SOP dealing with bail to return processes was launched in August 2005. The SOP deals with all issues from initial bail enquiry to obtaining warrants where statutory time limits apply. A custody SOP covers risk assessments of prisoners and is maintained in consultation with a custody guidance group which offers advice on diversity issues relating to prisoners. The SOPs and other related information are readily available via the MPS intranet. The custody directorate also liaises with other departments whose responsibilities affect custody procedures, to ensure that there is a joined-up approach on, for example, forensic issues, drug testing, property services and training.
- A drug intervention programme exists in 21 of the 32 boroughs and is funded by the Home Office. This allows for the use of DDOs, whose main purpose it is to carry out drug tests, but who are trained in all aspects and procedures of custody.
- There are 53 custody suites that have Livescan, with all suites equipped by September 2006, 14 BOCUs have drug-testing facilities (this will increase in 2006), all suites have DNA testing facilities and all have PNC access (via Aware), but VIPER is not standard in any suites. All YOTs are based away from police stations and all but one have PNC access. This is currently being addressed.
- The MPS has a duty Crown Prosecutor at every charging site, which has improved file quality and ensures adherence to pre-charging advice. All BOCUs now hold regular case progression meetings with the courts and the CPS. The MPS is open to the regular attendance of CPS trainers at its Hendon training centre, engages in joint training with the CPS and seeks local CPS training where suitable.

Work in Progress

- The London Criminal Justice Board executive is being bolstered and multi-agency delivery will be focused through the performance management of the BCJGs in parallel with each agency's internal performance management process.
- Operation Emerald is in the process of writing a criminal justice practitioners manual, made up of examples of good practice, to be disseminated to all criminal justice practitioners.
- The MPS and CPS are in the process of rolling out the prosecution team performance management process, which will be a monthly performance meeting between the CPS branch Crown Prosecutor, the detective chief inspector (DCI) crime manager and the CJU manager, which will examine the local CPS data on unsuccessful outcomes, to identify trends for local activity.
- Processes to analyse custody records in relation to race discrimination have been put into place, under the guidance of the policy clearing house, and will be implemented shortly. It is anticipated that this will be extended to include disability issues and further analysis of (paper-based) custody records to ensure effective performance.

Areas for Improvement

- There are significant issues with the MPS's PNC performance in relation to the completion of court results and in recent months the arrest/summons performance has

October 2006

shown a downward trend. This is clearly demonstrated in the PITO (Police Information Technology Organisation) performance indicators, which show a continuing decline in performance since the February 2005 PNC compliance inspection and also an ongoing and unacceptable performance plateau below the required standard. Due to the volume of entries updated by the MPS, this poor level of performance in resulting cases is consistently skewing the national performance. In March 2006 it was taking the MPS 181 days to input 75% of cases, by far the worst performance by a force in England and Wales. If the MPS's performance is removed from the national average, it improves from 39 days down to 17 days.

- As with all agencies, the commitment to BCJGs and other multi-agency forums at a local level has been variable. However, where the MPS has not been fully engaged, escalation to at least borough commander level, or via Operation Emerald, has generally rectified the situation.
- While performance against criminal justice targets is, on the whole, steadily improving, not all targets have been achieved.
- The MPS is developing a custody estate-building programme with the intention of providing modern facilities to cater for current and future needs. The first such facilities will not be available for a minimum of 18 months.
- The MPS has a youth justice strategy but this is now overdue for review.
- There are now 78 police officers and police staff attached to YOTs, but there are no specific criteria used when selecting staff even though a wide range of skills are required. A training need has also been identified and steps are being taken to design a specific package for YOT officers and an awareness training package for non-YOT officers.
- A drug intervention programme exists in 21 of the 32 boroughs and is funded by the Home Office. This allows for the use of DDOs, whose main purpose it is to carry out drug tests, but who are trained in all aspects and procedures of custody. The impact of the new drug-testing legislation which allows drug testing on arrest may have a significant impact on current DDO staff within custody centres. The potential for increased demand on DDOs will need to be carefully monitored.
- Some victim support schemes have identified communication problems with officers and a lack of understanding among some police staff about the role and benefit of victim support schemes to the victim.

4 Promoting Safety (Domain 3)

4A Reducing Anti-Social Behaviour

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

Contextual Factors

The MPS aims to deliver quality policing to the people of London and the tackling of ASB is fundamental to that aim. The approach of the service to tackling ASB is an inclusive one, in partnership with the many diverse communities and business sectors in the London area. The Safer Neighbourhoods project has already delivered a team of dedicated police officers and PCSOs in every ward in London to tackle the issues of most concern to the community. ASB has the potential to seriously affect the quality of life of residents and businesses in an area and, for that reason, all Safer Neighbourhoods team members have either received or are scheduled to receive training on this issue.

The MPS is keen to share best practice with partners and has conducted multi-agency training and made documentation available nationally. New structures are being put in place to enable data collection across all partner agencies, thus strengthening the processes by which BOCUs and partners are held to account. Use is being made of the media in publicising ASB initiatives and results, but at present no overarching strategy exists.

There is ready access for patrol officers to skilled tactical advice for dealing with more difficult individual cases or local situations. A structured problem-solving process is used to decide on the best course of action, with the aim being to identify the action that will best bring an end to the offending behaviour in a proportionate manner. However, it is recognised that, at present, little in the way of formal impact assessment of measures is taking place at a corporate level. Community intelligence is handled under a specially developed NIM process and the MPS is in the process of implementing new joint agency tasking groups, with 26 already in place.

Strengths

- A TP commander holds strategic responsibility for reducing ASB through the central Safer Neighbourhoods Unit. The ASB team links with national, regional and local agencies tackling ASB and promoting acceptable behaviour. It is influential on a national scale.
- The Safer Neighbourhoods central team includes a dedicated problem-solving unit that provides police/partner local training and practical assistance to boroughs. Dedicated problem-solving advisers are established on nearly all boroughs, thus providing front-

October 2006

line officers with ready access to tactical advice from an individual with first-hand knowledge of the locality.

- The MPS collects quarterly borough data on crack house closures and orders. ASBO data from boroughs is collected by GOL and published across the service. BOCU commanders are held to account through the Safer Neighbourhoods inspection process, monthly link commander meetings and TP briefings.
- Within the Safer Neighbourhoods programme team are ASB portfolio leads who link with the officers working on Safer Neighbourhoods teams and provide input to all staff on the one-week Safer Neighbourhoods induction course. The central Safer Neighbourhoods team also provides policy guidance and practical support for Safer Schools officers, YOT officers and dedicated borough analysts who support neighbourhood policing.
- The MPS is part of a fully integrated process across London for tackling locally identified ASB. As a main lead agency signed up to the multi-agency pan-London ASB strategy, the MPS now has in place a steering group of practitioners who feed into an MPS-led multi-agency forum which is overseen by a partnership strategic group chaired by a senior GOL co-ordinator.
- All new Safer Neighbourhoods sergeants now receive a CD-ROM containing good practice examples covering a wide range of ASB problems and how they have been solved in London and nationally.
- The Safer Neighbourhoods inspection team visits boroughs to support the neighbourhood policing programme and to collate evidence on performance. Visits include interviews with BOCU commanders and partners and reviews of local structures and processes. The Safer Neighbourhoods intranet website includes a comprehensive 'traffic light' inspection report across a range of indicators and BOCU commanders are held to account for performance.
- The problem-solving activity undertaken by neighbourhood teams incorporates joint decision-making by partner agencies and community representatives. Two recent examples of effective problem-solving include the street drinkers initiative in Southwark and a graffiti project in Havering. These two initiatives were successful in winning the first MPS Safer Neighbourhoods Problem Solving awards in February 2006.
- The MPS has a good relationship with the pan-London CPS prosecutor for breached ASBOs, who is very active in this area. He also attends the six-weekly ASB forums, hosted by the MPS, to deliver recent case law, procedure and advice. The MPS ASB forum has a wide membership which encompasses all sections of the community together with business and sporting organisations, and this forum is highly active in encouraging all forms of partnership working.
- The MPS fully endorses the Together action plan and the Respect agenda. All Safer Neighbourhoods officers, including PCSOs, receive basic training on tackling ASB issues and on existing and new legislation.
- The MPS ASB team organised multi-agency ASBO training across London with the CPS and other key agencies for 1,500 partners during 2005. The Home Office praised this ASBO training and the material from the training has been distributed nationally, including in Northern Ireland.

October 2006

- The corporate training includes all new police powers and the importance of making police personnel aware of provisions available to other agencies that can be used for tackling crime and disorder.
- A sergeant on the ASB central team, who as a practitioner previously created the Acceptable Behaviour Contract (ABC) process which has now been adopted nationally, is highly regarded by police and partners. He provides advice to MPS Safer Neighbourhoods officers and to other forces nationally. The Safer Neighbourhoods website offers extensive advice and guidance on how to tackle ASB.
- The MPS ASB team and the MPS Volunteers Programme have implemented a community engagement forum to share and develop good practice with outside agencies and organisations.
- Multi-borough ASB forums, such as that operated between Camden, Westminster and Islington boroughs, meeting monthly, are attended by the whole range of agencies and are designed to deal with issues brought to the group from the local communities.
- The MPS ASB forum currently has a membership of over 500 representatives from a variety of partners including the NHS, G17 (London's largest group of registered social landlords), businesses and sporting groups such as professional football teams, to promote partnership working and exchange of best practice. The MPS team has an extensive national and international contact list which is used to email documents, guidance, issues and best practice among its many partners. Through the Safer Neighbourhoods programme, communities are able to significantly influence local policing, partnership and community priorities.
- Information sharing by all partners is facilitated by a signed confidentiality agreement between those attending. This enables action to deal with individuals to be agreed at this meeting. The MPS now has a dedicated inspector who provides training for police personnel on issues around information sharing. The post seeks to maximise opportunities for information sharing across London.
- The MPS endorses a Home Office-recognised, nine-stage problem-solving model. Since the formation of the Safer Neighbourhoods problem-solving unit, more than 3,000 police and partners have received joint problem-solving training. Further support for problem-solving initiatives is given through established joint agency groups.
- Some joint agency groups are very sophisticated, such as the Southwark group which has a strategic partnership problem-solving group leading six operational groups. These are now being developed in all boroughs with effective information-sharing protocols in place. The MPS is a promoter and partner of the Together hotline which provides local authority information to members of the public.
- In the Borough of Hillingdon, the police and local authority work together to achieve public service agreement (PSA) targets to reduce ASB. This includes a review of command and control ASB data, CDRP, police SMT and ASB forum meetings, together with proactive taskings.
- An example of local activity to target ASB is Camden. In that borough, two areas with longstanding ASB problems were considered as part of a multi-agency problem-solving

October 2006

process. The first concerned inter-group gang disorder, while the second in another area of the borough concerned groups of street drinkers, drug users and dealers. Local officers, the extended policing family, local partners and the local community were involved in the problem-solving process which looked to both stop the ASB and prevent its displacement to adjoining boroughs, which were also involved. Dispersal zones were considered to be the favoured option and these have significantly reduced ASB and crime in the areas at the same time as enhancing local community/business/media relations.

- The full menu of options is used across London by partners. The MPS, with involvement from key partners, is the lead agency for authorising dispersal powers and crack house closures and other powers and provisions. London boroughs all have local ABC schemes (initially an MPS idea, but now used across the country) involving housing, police, YOTs and schools to varying degrees. The MPS's central Safer Neighbourhoods team provides guidance and training packs for these and other provisions.
- Local officers, particularly Safer Neighbourhoods team officers, are now engaging with partners such as local housing officers on their wards and taking part in tenancy interviews which can form the basis of ABC interviews following a breach of tenancy. These interviews and the ABCs that can result from them can be used for applications for injunctions and ASBOs, in an incremental way should the behaviour persist. This is a good example of a 'bottom-up' approach that is occurring locally on boroughs across London and which at the same time is significantly improving partnership working and information sharing.
- Collection of local data has been reinforced through use of a booklet that has been developed by the MPS ASB team. Where local ASB problems become apparent, residents, the business community and others affected by the ASB are encouraged by the local ASB team to complete the booklets which can be used in evidence for such action as ASBOs, and injunctions. The use of these booklets has been included in ASB training across the MPS by the central ASB team. Information about all local ASB issues is available via the ASB co-ordinator

Areas for Improvement

- The MPS has introduced Safer Neighbourhoods teams to all wards, with 345 new teams established in April 2006. If the MPS is to maximise the contribution of these teams towards tackling ASB, there is a need for them to be actively supported as they strive to gain the confidence of their communities, by ensuring that their training needs are identified and met and that the central ASB team proactively guides them. However, given the simultaneous introduction of these teams, this could be a significant challenge.
- A NIM process has been designed to enable the integration of community intelligence. All boroughs now have a post for a dedicated analyst, working within the borough intelligence unit, devoted to community intelligence, although not all have yet been appointed. Intelligence gathered through various processes is disseminated through briefings to staff and partners. The intelligence can be measured through the formal problem-solving process and can inform actions and progress to combat unacceptable behaviour. While this progress is encouraging, the full benefits have yet to be consistently maximised across all BOCUs and will require clear focus to ensure the continued resource commitment.

- The MPS has a range of ASB measures that can be initiated in response to a problem but these are not currently subject to impact assessments.
- The MPS has a Safer Neighbourhoods communication strategy but this does not coherently deal with ASB across the whole of London; rather the focus is on media campaigns on BOCU-specific problems.

October 2006

4B Protecting Vulnerable People

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
8	32	3	0

National Position

This framework replaces two frameworks used in 2005 – Reducing and Investigating Hate Crime, and Crimes against Vulnerable Victims – which covered hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced for 2006 with four components: domestic violence; child protection; the management of dangerous and sex offenders; and vulnerable missing persons. Hate crime is captured in framework 1A. It is therefore inappropriate to compare this framework with last year's results; the direction of travel reflects HMIC's judgements about changes in domestic violence and child protection, and the work that forces could evidence in the other two areas, for example that they had improved their structures, processes and resources.

The four areas are discrete but 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. For this reason, the grade is an overall grade capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves) recognises that at least one area merits a Poor would be unsafe.

Contextual Factors

The MPS has recently formed a violent crime directorate within TP command led by a commander to provide a strategic response to all violent crime, including the areas of domestic violence, sex crime, public protection, missing persons, and hate crime. This aims to inform tactical response and manage the intelligence across the violent crime spectrum. Child abuse investigations are led by a child abuse investigation OCU within the SCD.

Child Abuse Investigations

Child abuse investigation command (SCD5) was established as part of a programme of modernisation and to action the MPS response to a public inquiry held by Lord Laming. It has developed strategically across the whole of London and supports a London child protection committee which is now the hub of a multi-agency framework for enabling service delivery of intelligence, enforcement and preventative activity in respect of these crimes. The tactical capability of SCD5 has grown in response to the emerging threat from internet-

October 2006

based crimes and other identified threats (female genital mutilation, ritualistic abuse emanating from faith-based communities and investigation of sudden unexpected death of an infant – SUDI). The MPS service review recommended the creation of a public protection directorate and a joined-up metropolitan intelligence bureau approach to intelligence, thereby co-joining child protection, hate crime, public protection, missing persons and sex offences criminal intelligence. This has been further considered and the coordination of the respective intelligence arrangements at a strategic and tactical level by a joint intelligence group is an option shortly to be recommended to MB.

SCD5 is within the SCD command – child abuse investigation and economic crime – under the leadership of a commander. The child abuse investigation command (CAIC) is led by a detective chief superintendent (DCS) who is a member of the SCD SMT. The command is divided into East and West areas under the authority of two superintendents who are responsible for intelligence and enforcement activity. Each area is divided into two regions under the leadership of a DCI with responsibility for four to five child abuse investigation teams (CAITs) led by detective inspectors investigating crime across London boroughs.

The CAIC comprises 19 CAITs providing support to 32 London boroughs investigating approximately 10,000 allegations per annum. Pro-active capability is provided by two MITs, a paedophile unit, and a high tech crime unit dealing with child homicide, online investigations and predatory paedophiles.

Domestic Violence

The TP violent crime directorate commander also has chief officer responsibility for the implementation of domestic violence (DV) policy. A CSU delivery team manages the DV policy and SOPs. It is a centrally based unit within the TP command and is the conduit between the BOCUs' CSUs. The TP commander is the chair of Project Umbra, a multi-agency strategic response to DV in London, with the MPS being one of the lead agencies. The aim of Umbra is to work towards joint objectives across multiple agencies with a clear and structured monitoring process. Umbra has six individual strategic strands and overseeing these is a programme board that also has the remit of the DV training strategy.

Operational police officers on BOCUs carry out the reporting and initial investigation of DV crime. Their investigative experience is limited, and the time spent at the scene is often dictated by response demands from CAD. The BOCU crime management unit supervises and allocates all DV reports to CSU managers for investigation by dedicated officers.

The resourcing of the CSU is the responsibility of the BOCU SMT. Invariably the CSUs are inadequately resourced with inexperienced investigators. However, the MPS is achieving the sanctioned and overall detection targets and there is an improvement in all DV performance indicators.

Public Protection

Each BOCU has a public protection unit called Operation Jigsaw, which services the public protection portfolio in respect of the management of sex offenders and other violent offenders. Operation Jigsaw (the central Jigsaw unit) is part of the TP violent crime directorate and works to a TP commander, who is the MPS ACPO lead for public protection. The unit, led by a DCI, holds the strategic and policy lead for MAPPA, monitors BOCU performance, services the Violent and Sex Offenders Register (ViSOR) for the MPS and co-ordinates activity beyond the capability of the BOCUs. The DCI represents the MPS on the ACPO MAPPA and at the MAPPA senior management board (SMB), which ensures that national and strategic developments are immediately incorporated into the unit's work streams.

October 2006

Each of the 32 BOCUs has a public protection team to deliver the services in respect of the management of sex and violent offenders. These teams report directly to the BOCU commander through the crime manager. The central Jigsaw unit has designated single points of contact (SPOCs) for each BOCU team in order to identify areas of good or poor practice and the development of inter-agency relationships. Face-to-face meetings with quadrant teams and the central supervisors are held bimonthly to ensure clear communication of policy, identification of emerging issues and the sharing of good practice.

Missing Persons

Operation Compass was set up to take on a strategic and policy lead directly responsible to a nominated ACPO officer. Comprehensive SOPs detailing minimum standards of investigation and good practice guides were published in 2005. This has raised the profile of missing persons investigations and most BOCUs have dedicated missing persons officers or units. There are 83 dedicated staff co-ordinating action on the investigation of 26,000 missing persons reports each year and, without national or MPS performance indicators in place, there are no minimum staffing levels identified. Operation Compass provides an expert resource for BOCU officers and strives to monitor investigations against the SOPs across the MPS to improve performance.

Strengths

Child Abuse Investigations

- There is a dedicated commander for the CAIC, with an OCU for child abuse investigations led by a DCS, which results in effective oversight.
- The commander and DCS SCD5 are members of the London child protection committee, a multi-agency umbrella group that manages strategic child protection issues for London. The DCS is also a member of the ACPO national child protection working group.
- The MPS definition of referral is that stated in *Guidance on investigating child abuse and safeguarding children*, and is supported by SCD5 policy and SOPs. To ensure standardisation of practice, a clear process has been devised and is used between agencies. These are replicated within the London child protection procedures.
- There is an SCD5 website which provides access to advice, policy and SOPs in respect of child abuse investigation to all members of the MPS. A reserve desk gives access to out-of-hours advice to the MPS and emergency duty teams (scientific support department) engaged on child protection matters. Job descriptions are included in the SOPs.
- Each referral unit is led by at least one detective sergeant, and it is their responsibility to carry out all strategy discussions with the social services. SCD5 staff aim to attend at least 95% of initial case conferences, and in every case a written report with full intelligence checks is provided. In addition, police conference liaison officers attend review case conferences, or provide reports of intelligence checks.
- There is a robust performance management system in place within SCD5 supported by comprehensive MMRs. MMRs capture and present a range of data centred on the work of the command, but are predominately quantitative targets based on crimes recorded, and sanction and non-sanction detection rates to CAIT and unit level. This does allow

October 2006

comparisons and exceptions to be identified. HR and financial data supplement this. The command has a dedicated management information unit. The PDR system is used to record and develop an individual's performance.

- The SCD5 quality assurance unit conducts an annual inspection regime providing reports to senior management to inform improvements using a range of qualitative measures. In addition, thematic inspections are conducted as commissioned by the SMT. This unit reports directly to the OCU commander.
- Each SCD5 detective inspector holds a portfolio on child abuse issues, providing opportunities for professional development through the delivery of special interest seminars and 'leadership' days. This resulted in one detective inspector receiving the National Diversity in Action award for her work in tackling female genital mutilation and for establishing good liaison with different faith communities.
- Challenging professionals is covered in initial and professional development training. The OCU has also developed a liaison group with Great Ormond Street Hospital, which has developed an escalation procedure when professionals disagree and is developing protocols with health regarding fabricated or induced illness.
- The CAIC partnership and development unit is involved in various initiatives such as Project Violet (communities and child protection) and Project Indigo (the police response to child death). These projects have multi-agency representation on the programme boards. The Community Partnership Project is managed through the London child protection committee and has multi-agency oversight.
- Operation Paladin, which commenced as a scoping exercise for unaccompanied minors entering the UK from other countries, has led to the development of a multi-agency ports safeguarding team.
- There is a structured investigative plan to assist officers in opening a crime and SCD SOPs supported by a monthly advice bulletin. Crimes are subject to a supervisory review by way of a structured closing plan to ensure compliance with the NCRS and are subject to dip-sampling reported in the MMR.
- SCD5 has a dedicated policy officer and a policy group, which meets on a quarterly basis, with representation at the SCD policy forum. There is a dedicated detective superintendent who supervises the policy officer responsible for guidance, and ensures that SOPs remain up to date and relevant.
- Intelligence capability is resourced to NIM standards delivering strategic, tactical, problem and subject profiles. The functions are integrated within the SCD intelligence capability and take into account national and regional trends and social factors. This informs the MPS and SCD policing plans. The SCD5 intelligence unit develops 100 to 130 information reports generated by CAITs and BOCUs each day. These are tasked at weekly meetings for allocation to researchers and completion of an action plan is required. The central tasking meeting for SCD5 allocates resources and funding for operations.
- SCD5 has a source unit handling information regarding a broad range of sex offences. Intelligence is entered on the 'Crimint' system, accessed by all officers. Flagging

October 2006

systems exist on CRIS to ensure that specialist and dedicated departments are aware of relevant information.

- There is a supervision model used within each CAIT: detective sergeants provide assessment of crimes, direction and guidance to investigators; detective inspectors are trained to SIO level and take responsibility for the most serious crimes; and DCIs provide a review function.
- Merlin is the corporate child protection IT system, which is accessible to all MPS staff. A risk assessment page has recently been included in the system and work is in hand to enable secure electronic transfer of referrals to social services. Electronic flags of children on the child protection register are included on both Merlin and CAD.
- Early identification of children in need and at potential risk of harm is achieved through the submission of e-reports of children 'coming to notice' to CAITs and YOTs via the Merlin IT system. CAITs evaluate the reports, and submit relevant information to social services and other agencies for assessment and service provision. This system is part of a child protection and missing persons London-wide database.
- Senior officers from BOCUs and SCD5 attend local MAPPAs and key MPS staff across all departments have access to ViSOR. SCD5 has a dedicated intelligence unit linking with BIUs and Jigsaw teams to monitor registered sex offenders. Work is under way to scope the co-location of the Jigsaw and SCD5 intelligence units to achieve closer links.
- SCD5 regularly interviews registered sex offenders disembarking or transiting London ports. Every CAIT has a DV liaison officer with responsibility to attend regular management meetings with CSU staff to facilitate communication and information exchange. Each CAIT has an intelligence officer who is the conduit to the SCD5 intelligence unit. The unit has four area FIOs who assess and develop intelligence into proactive operations.
- SCD5 has its own training unit. Officers receive the specialist child abuse investigator foundation course, joint investigation course and ABE course (multi-agency). The team plans to develop an advanced ABE^[J41] course equivalent to NIIS tier 4/5 from April 2007.
- SCD5 is a designated detective command. All officers performing an investigative role are detectives or on the detective development programme. Remaining police sergeants in the command are on the level transfer process to detective (including the NIE and accreditation at PIP level 2). Detective inspectors attend the SIOs' course or the detective inspectors' course.
- The SCD business group manages resource allocation. A formulaic methodology reviewed existing staff levels and made recommendations for a workforce balanced against demand and resilience.
- The MPS manages the Every Child Matters agenda through a programme board chaired by a commander TP, which is addressing emerging Safeguarding Governance issues for the organisation. The board is supported by a full-time inspector.
- There is a comparatively high percentage of female staff within SCD5 (50%) when compared with other operational units, with there also being a high level of part-time and

flexible working for all staff. The SCD5 command team is keen to build on this success and seeks to modernise other working practices but is limited by the inflexibility of staffing budgets.

Domestic Violence

- A chief officer lead for the implementation of DV policy oversees a CSU delivery team who tactically own and manage the DV policy and SOPS, ensuring oversight and central co-ordination of activity.
- The work of Project Umbra, a DV initiative commissioned by the London Criminal Justice Board, is focusing on improving the criminal justice response to incidents by stopping the violence and holding offenders accountable. There are six strands of work, with joint objectives across multiple agencies, which include a clear monitoring process. Action plans are developed, with detailed tasks that inform the Umbra programme board. This board is accountable to the London Criminal Justice Board and reports to the MPA DV board and the GLA DV steering group.
- The DV policy and SOPs adhere to ACPO guidelines. The current policy is available and applicable to all MPS staff and is readily accessible on the MPS intranet site. Within the DV SOPs are links to related policies such as children, vulnerable victims, sexual offences, and missing persons. The policy gives clear and concise guidance as to the current MPS strategy around DV and minimum standards of investigation.
- The MPS has robust measurements in place to monitor performance on DV, with monthly borough CSU managers meetings to review performance, compliance, minimum investigation standards and risk assessment tools and to highlight emerging issues.
- There is a positive arrest policy for DV which is rigorously enforced by close supervision. Authority has to be given by a team sergeant not to arrest and the decision is scrutinised at daily management meetings. Correct flagging of DV incidents is monitored as the information informs BOCU, TP and MPS response to DV. The review of performance in line with MPS targets is addressed at formal tasking groups, both locally and centrally.
- The CSU delivery team undertakes reviews and dip-sampling investigations and makes recommendations for improving performance by visiting relevant boroughs. Further investment in staff training is also made available.
- On all 32 MPS BOCUs there is a CSU whose managerial responsibility lies with a borough crime manager. Each borough has a link detective at the violent crime directorate which provides a conduit between borough and TP.
- There is a set DV risk assessment (SPECSS+), designed by the MPS, which identifies the potential risk to DV victims. This is used in conjunction with further risk assessments for the more serious cases to ensure and manage victim safety in order that the risk is reduced, avoided, accepted or removed. This requires positive action by MPS personnel but also allows for defensible decision-making that is closely monitored. The SPECSS+ tool has been externally evaluated and is now used by other forces within the UK.
- DV risk management panels (RAMPs) are being established with partner agencies. This process will effectively manage the risk of dangerous offenders via a multi-agency

October 2006

approach, capturing perpetrators who fall outside MAPPA processes and PPO schemes.

- There is a DV training strategy that specifically targets different members of the organisation. The Umbra programme board holds the strategy portfolio.
- The MPS holds specialist seminars in partnership with other agencies to inform on particular topics. This has recently included the What a Waste (violence against women) conference. A DV risk assessment conference took place early in 2006.
- The MPS has a DV objective of 'tackling men of violence'. This is aimed at targeting the perpetrators of DV violence. The MPS and its partner agencies were recently commended by advertising bodies and the Home Office for their media campaigns in 2005 which successfully targeted male perpetrators of DV both from heterosexual and same-sex relationships.
- The MPS is a core member and partner of a number of external initiatives to tackle DV, such as the GLA DV steering group, the CPS DV co-ordinators forum, the ALG, DV forum and others at pan-London and BOCU levels, such as DV forums. The MPS also sits on a number of national DV forums and works with international partners on DV and related issues.
- The MPS has fulfilled a pivotal role in the development of the first UK family justice centre at Croydon, which is based on a multi-agency response to DV developed in the USA. This model incorporates the SDVCs and integrated courts being expanded across the country by the Home Office.
- The MPS has also been at the forefront of strategic and operational responses to DV as it affects BME communities, through its work to develop police and multi-agency responses to forced marriage, 'honour' killings and female genital mutilation, recognising the clear links to DV and the continuum of violence. The MPS is currently working with disabled groups to develop a service response to this community.
- Reviews are undertaken for all DV murders. They are multi-agency reviews focusing on learning and are managed centrally within the violent crime directorate. The recommendations from these reviews are presented to Umbra. A unit has recently been established to support the reviews.
- There was a good awareness of the new victim codes among BOCU staff, with most BOCUs ensuring the effective distribution of material to communicate the change, including advertisements on each table in canteens, regular emails and posters

Public Protection

- Each London borough has a public protection unit called Operation Jigsaw, which services the public protection portfolio in respect of the management of sex offenders and other violent offenders. These units report directly to the BOCU commander through the crime manager.
- Operation Jigsaw is the MPS's central link to local OCU MAPPA, which provides the MPS, public protection units and external partner agencies with corporate policy, training, evaluation, review and ongoing product maintenance. Crime managers or

October 2006

senior probation officers chair the level 2 meetings; SMT representatives attend the full MAPPA (level 3 meetings). The central Jigsaw team does not have operational responsibility for the 32 BOCU teams. The collection of data centrally provides the opportunity to monitor the attendance of resources at BOCU MAPPA meetings.

- Intelligence meetings are held every two weeks that incorporate activity across the public protection portfolio. Recently, BTP has also been invited to share intelligence and provide a joined-up approach across London, in particular taking into account the extensive public transport network. Work is under way with the lead from the BTP force intelligence bureau to further develop public protection arrangements with them. The MPS is supporting BTP in its request for ViSOR and its use within London.
- The MPS has a key role in dealing with offenders travelling internationally and provides a SPOC for embassies, SOCA, other law enforcement agencies and the Prisoners Abroad charity for an intelligence-based and risk-assessed response, linking into local MAPPA and ensuring that any applications have been made for notification orders.
- In July 2005 the central Jigsaw unit published the MPS SOPs in respect of the management of sexual, violent and other dangerous offenders. This policy sets out the standards of activity required, processes and accountability of staff at all levels, including risk assessment. This has clear linkage to policies on safeguarding children and child abuse investigation, DV, youth justice, harassment, information management (Freedom of Information Act 2000), investigation of missing persons and unidentified persons.
- The central Jigsaw team has designated contact roles for BOCU teams. This has been aligned to the London probation quadrant areas, in order to identify areas of good or poor practice and the development of inter-agency relationships. Face-to-face meetings with quadrant teams and the central supervisors are held bimonthly to ensure clear communication of policy, emerging issues and the sharing of good practice.
- Specific information-sharing forms have been introduced to provide a clear audit trail of information request, receipt and decision making in respect of the information to be shared.
- Statistical information is collected at BOCU level and sent to the central Jigsaw team for collation and evaluation every four weeks. This is to monitor policy compliance such as the level of senior management representation at MAPPA meetings, and to identify resources or risk issues.
- The targeted information collection has been pivotal in identifying the number of wanted missing offenders, thereby initiating a problem-solving and proactive support for BOCUs in tracing them. The data collection has also provided documentary evidence in support of business cases to maintain staffing levels on BOCUs. The collection of this information through the year ensures the accuracy of data for the MAPPA annual report.
- The collection of serious further offence data has enabled a joined-up approach with partners to develop a multi-agency review process within the SMB. It has also led to additional focus being put on some BOCUs in respect of performance. This is further developing to ensure that performance issues on one BOCU is not looked at in isolation and that other areas of work within the public protection portfolio are also considered.

October 2006

- The SMB business plan 2006 is currently in draft format, has been jointly developed with partners, and includes a joined-up SMB approach to training, performance and review and communication.
- The MPS has trained over 500 staff in the use of ViSOR (220 inputters/owners, and 320 read only). The overall quality of ViSOR records is monitored centrally, with intervention with local staff if required. Central staff have been deployed to support and assist BOCU staff with the cleansing and updating of MPS records.
- All staff have access to the Operation Jigsaw intranet site. This site is regularly updated with policy, legislation and good practice guides. The intranet site is considered as the one-stop shop for practitioners, and one officer on the central team has a dedicated maintenance role.
- A good linkage is developing between Safer Neighbourhoods teams and MAPPA. This involves Safer Neighbourhoods teams having an awareness of offenders in the community and of the importance of effective submission of community intelligence.

Missing Persons

- A commander chairs the MPS's missing persons strategic board meeting, which is held quarterly. Members of the MPA and ALG attend, along with police representatives from child abuse (including the child trafficking unit), homicide review, crime academy and TP clubs and vice unit.
- There is a clear chief officer lead and a central strategic policy unit (Operation Compass) who have published comprehensive SOPs consistent with ACPO guidance and good practice guides. The SOPs detail minimum standards of investigation, identify the ranks and timescales for supervision, and define and guide the risk-assessment process. The SIO role is clearly defined in the SOPs and is always the crime manager or the delegated representative on call for high-risk cases. The SOPs also set out the timings for the reviews of every missing persons report and dictate the rank of the reviewing officer.
- Operation Compass staff conduct reviews linking in with Chapter 8 child protection cases and murder reviews, to identify force learning from critical incidents.
- Fortnightly intelligence and tasking meetings are held within public protection and include performance in respect of missing persons. Subjects are put on the MPS MetBaTs system for London circulation where appropriate.
- In an extensive exercise, Operation Compass staff have collated all unresolved cases prior to 2005 and are developing a cohesive strategy for cold case review. External partners are being consulted and numerous police databases and external databases checked. The initial investigation will be reviewed in an attempt to identify potential investigative leads or lines of enquiry as well as good practice or poor performance to be shared.
- An IT system known as Merlin is used to record missing persons investigations. All missing children are automatically notified to the CAIT.

October 2006

- The Operation Compass team launched a joint protocol in September 2005 with St Christopher's Fellowship, an agency offering an independent debrief for a child referred to them by social services.
- A mental health protocol has also been developed with the MPS strategic mental health team and the London Development Centre for Mental Health, which awaits ratification.
- Operation Compass staff have carried out research on persistent missing persons to identify causes, establish the cost to police and consider preventative measures. Many of these cases are children in care and a care protocol has been developed, approved by the London child protection committee, for boroughs to implement with care homes to increase inter-agency co-operation and shared responsibility.
- An easily accessible website for all staff has been launched, which includes a link to the SOPs, good practice guides and ACPO guidance. A dedicated member of staff on Operation Compass has responsibility for this site and ensures it is kept up to date and accurate.
- Missing persons units are now in place in 31 out of 32 BOCUs; prior to the introduction of Operation Compass, only 30% of BOCUs had such a unit. This has resulted in improved performance and ownership of all missing persons cases.
- Risk assessment is divided into circumstances, personal and community factors, to ensure that all issues are considered before making the final risk assessment. Outstanding supervision and reviews are prompted at the point of log in. The DETS page includes all actions taken and lines of enquiry to follow up. All entries are audited.
- As a result of an MPS inspection, a comprehensive performance and training needs analysis was carried out. The existing training was revised and improved to reflect the SOPs, and new training courses were developed for all front-line staff as well as newcomers to the MPS.

Areas for Improvement

General

- There is a lack of clarity for some specialist staff as to exactly what MPS 'modernisation' means and specifically no articulation of the MPS public protection programme which is of concern to these staff. At the working level they cannot understand the need for any restructuring. They consider they have not been adequately consulted and despite best efforts from local managers remain unclear as to the future direction.
- The violent crime directorate was launched on 21 March 2006 in response to increasing levels of violence and public concern about violence as a result of a number of high-profile cases. The key strategic themes for the MPS included tackling the men of violence, the public protection agenda and addressing the gaps in service provision along business group boundaries that were highlighted through corporate tasking. As staff strived to lead on this renewed agenda and focus BOCU action on vulnerable people, the BOCU activity was diverted towards tackling offences of robbery. While the need for this short-term imperative is understood, this resulted in concern being consistently expressed by specialist staff about the organisational commitment to

October 2006

prioritising service for vulnerable people. This may be a communication issue but staff should be fully engaged and briefed on the rationale.

- The MPS recognises that there is a significant variation between BOCUs as to how teams and units are linked to provide a service for vulnerable people. One BOCU has now refocused and has four teams for all vulnerable people termed the 'public protection group'. This lends itself to co-ordinating activity under one team leader and improves interaction. Many BOCUs separate DV, missing from homes and MAPPA cases and have a separation of intelligence links.
- There is a lack of effective performance indicators around all elements of vulnerability. Violent crime directorate staff are responsible for existing performance indicators but do not own the borough-based teams who work towards them, and they have no say in borough resources even though there is evidence to suggest that those boroughs that invest in CSU resources have reaped the performance rewards.
- The MPS is working to achieve greater clarity over exactly what the various elements of the directorate are going to deliver in terms of performance. The intention is to move away from quantitative outcomes as the only measurement of success. This will be replicated on boroughs through a 'back to basics' approach which will focus on systems/processes so that the MPS can determine its position and that of its boroughs in terms of delivery of outcomes against all elements of violence.
- There is a lack of corporacy and consistency about mental health issues on BOCUs. However, there is a TP delivery team that creates and delivers policy and SOPs.

Child Abuse Investigations

- Work is ongoing to prioritise areas of service delivery and ensure that minimum standards of investigation are applied in compliance with the Centrex document *Guidance on investigating child abuse and safeguarding children* following a reduction of SCD resources.
- There is a clear need to improve information/intelligence sharing between SCD5, Jigsaw and public protection units, supported by improvements in the MPS IT system, access and interrogation (Merlin and ViSOR).
- The designated officer for each CAIT is the unit detective inspector, and each has received further training in the role, with clear instructions given with the SOPs. The role of designated officer within the MPS is currently undergoing development with the first upgraded courses being delivered from April 2006.
- The SCD intelligence unit provides an intelligence resource for paedophile and MIT teams but does not serve CAIT teams. However, focus has recently been on developing area profiles. An example is Haringey where a problem of a high level of physical abuse (culturally specific practices) was identified and a proactive campaign commenced. Such profiles are to be encouraged but are not widespread, the CAIT teams generally being reactive.
- There is a long-standing process by which lessons can be learnt from reviews on serious cases and some learning and good practice are also published on the SCD5 intranet site. However, there needs to be a clear system understood by staff as to how

October 2006

lessons learnt are captured and promulgated. The team managers for the CAITs have a liaison responsibility to boroughs but this is not corporate or consistent and is dependent on the co-operation of the borough.

- Training of non-specialist staff is dealt with at a local level and is not consistent and lacks corporacy.
- As per MPS policy, SCD5 does not review three interviews by officers each year. However, the OCU is developing capacity for NIIS level 4 and 5 interview advisers who will act as mentors to officers in order to improve interview performance by April 2007.

Domestic Violence

- The MPS made arrests in 56.78% of DV incidents during 2005/06 where there was a power of arrest, which is an improvement on the 45.97% achieved the previous year but below the MSF average of 76.07%.
- The training strategy for DV has been disjointed and lacks corporacy. Apart from the mandatory training to BOCUs and the CSU course, delivering to specialist investigators other aspects of training was very ad hoc. The CSU course was in need of updating and was not consistent with ACPO guidelines. Delivery of DV training outside of these areas is not consistent and lacked corporacy. This, however, has been recognised and training is a key element of Umbra where training delivery will be quality assured, consistent and corporate.
- DV delivery at a local level is reliant on inexperienced front-line officers and investigation staff. Both are often subject to high demands on their time which results in them not being able to devote the appropriate amount of time to victims and investigation that SOPs request. This is recognised at both strategic and local levels although it has remained a consistent year-on-year problem.
- Each borough within the MPS has a requirement to have a DV response via a CSU, which is a dedicated unit with specialist DV investigators and supervisors whose role is noted within the competency framework. Their resourcing is a matter for the borough SMT and therefore varies across the MPS and is not always tailored to need.

Public Protection

- The central Jigsaw unit does not have operational responsibility for the 32 BOCU teams. With no clear rationale for staffing levels, BOCU teams are often under-resourced and abstractions are arbitrarily enforced, putting the staff under pressure and reducing their effectiveness.
- The increase in workloads due to the demands for better inter-agency supervision of violent offenders and potentially dangerous persons will require careful monitoring.
- Intelligence on vulnerable people and dangerous people is managed at a local BOCU level and actioned within the BIU or sent to local units known as jigsaws, but few BOCUs are engaged in effective analysis. There is also a need to provide a more joined-up prison intelligence process for MAPPA offenders.

- There is a need to integrate the mental health liaison officer with other teams that focus on vulnerable people. The liaison officer should attend MAPPA meetings but, due to workloads, rarely attends.

Missing Persons

- Missing persons investigations are not an MPS or national objective and therefore there are no clearly defined performance indicators, dedicated missing persons units are not mandatory, there is no staffing rationale and BOCUs have autonomy over resources.
- There is a need for greater awareness among BOCU staff about the linkage between child protection and missing children, with approximately 26,000 missing persons reported each year of whom 15,600 are children.
- Investigations on missing persons are wholly reactive. No work is being done proactively in preventing missing persons or identifying those at risk of going missing.
- Operation Compass uses the Merlin IT system to record missing persons investigations and conduct searches on persons/bodies found. There is no capability to conduct management information searches or analytical research. Funding has been provided to improve this system and Merlin enhancement is taking place to allow computerised extraction of management data, to enable the monitoring of performance and the provision of comparative data.

5 Providing Assistance (Domain 4)

5A Contact Management

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

The MPS has embarked on one of the largest business change processes in its entire history as command and control is fundamentally changed, with the closure of borough control rooms and with respective call receipt and despatch facilities moving into purpose-built communications centres at three locations across the capital.

The implementation phase has commenced for the project known as C3i which aims to create a seamless communications service for the people of London that gives them confidence they will get the help they need, when they need it, from the MPS.

The project has a professional lead, who is a member of the management board. Leadership of the OCU is at ACPO level within the CO directorate.

There has been a major investment in new technology, with a new integrated communications control system, an enhanced CAD, contact-handling system, mobile data terminals and airwave radios, which is the culmination of a lengthy development process to ensure the delivery of an effective and efficient service that is fit for purpose.

Such a major project cannot bring about large-scale organisational change without impacting upon a large proportion of staff and there has been a high degree of concentration on the management and training of staff during this transitional phase. The emphasis changes towards an established support infrastructure as the project moves towards completion. An evaluation process ensures that working practices can be adapted and developed to accommodate identified needs and that the effectiveness and efficiency of staff is maintained. This has led to the retention of more police posts than was originally the case but is subject to a formal review of staffing in mid-2006.

Strengths

- The portfolio lead for call management is currently a DAC, with leadership of the OCU at ACPO level within the CO directorate. The project has a professional lead, who is a member of the management board.
- The MPS has a clear 'contact centre' strategy detailed in a central communications command strategy 2005–2008 and central communications command business plan.

October 2006

- The C3i business case is fundamentally focused on future volume and the new command and control infrastructure is aligned to cater for the predicted increased capacity for at least the next decade, with emphasis on resilience and business continuity.
- The central communications OCU produces wide-ranging statistical data incorporating OCU-wide and team performance. A comprehensive MMR is supplemented by a weekly bulletin of headline information. Commentary is provided against existing MPS service levels and the new national call-handling standards.
- Performance is analysed on a regular basis in the short, medium and long term and is assessed against current baseline information and national call-handling standards. The business assurance management system ensures that business processes are fit for purpose, with trained auditors and analysts ensuring an emphasis on continuous improvement. Monthly performance bulletins are placed on the central communications intranet site.
- PDRs, targets and objectives for 2006/07 are explicitly linked to OCU business plan and objectives. SLAs are in place with key internal partners that ensure cross-departmental business issues are identified and resolved.
- Non-999 calls have been answered within 60 seconds 94.4% of the time since April 2005. There is some evidence that the public are finding it easier to contact police and the heightened emphasis on resolution at first point of contact is resulting in 20% fewer officer deployments, potentially freeing up officer time to undertake proactive patrol in the community.
- The MPS has a telephone interpreting service on its 999 service for callers who speak little or no English. There is provision for 150 languages. Calls to the language line now exceed over 600 emergency calls per month.
- Hard-of-hearing and deaf people can contact their local police direct, with the installation of textphones in all MPS borough control rooms.
- Metcall quality assurance staff are working with the police information bureau on questions within the revamped crime, road collision and new ASB surveys to ensure that the questions on first contact properly measure customer satisfaction and provide data for service improvement. The police information bureau will provide specific analysis for the Metcall OCU and its customers. Analysis is already undertaken of first contact using crime and road collision victim survey data.
- The MPS is developing a customer feedback system using SMS texts to callers inviting them to feedback using the Internet – this is due to be launched in April 2006. The purpose is to provide data for service improvement processes and training development.
- Customers can receive regular monthly management performance reports under the Freedom of Information Act publication scheme by accessing the MPS website.
- Other communications initiatives include an OCU newsletter *Reflexions*, a quarterly publication featuring news that reflects the OCU's activities, performance and its people; and dedicated internal notice boards, which provide updates from the SMT, at each of the centres, located at Bow, Hendon and Lambeth. In addition, there are channelled

October 2006

email messages to colleagues in the telephone operator centres, information room and special operations room and NSY support functions via local senior managers.

- A DAC holds bimonthly briefings with staff, primarily updating progress regarding the delivery of the C3i programme but also introducing corporate issues such as citizen-focused policing and the Commissioner's objectives.
- The OCU has face-to-face, informal live video-linked forums called Metcall Get Together, hosted by a member of the SMT every Thursday; and plasma TV screens in each of the centres that provide operational information and news updates. Face-to-face briefings also occur at team training days and staff are well versed on the charter requirements surrounding call handling. Members of the SMT constantly monitor performance and appropriate resources are assigned to historical peak periods.
- The new central communications OCU intelligence and briefing unit has successfully delivered daily briefings to staff. The 24/7 briefings, tailored to the command and control environment, follow the formal daily information-sharing process established by boroughs, with a verbal briefing by the team supervisors followed by publication of intelligence on the MetBaTs intranet site.
- A new C3i HR and training team has been established to focus specifically on the HR and training needs of staff in advance of their transition. This primarily includes managing when and where staff will relocate and helping them develop the skills they need for the new working environment. Staff new to the live operational environment are, as a matter of course, provided with mentoring until confidence and practical ability are assured.
- Quality assurance by dip-sampling of call-takers' command and control records is undertaken and results analysed and published in centre MMRs, by team.
- Internally, a diversity forum promotes performance and internal focus with regard to recruiting and retaining a diverse workforce by achieving excellence through the four steps of awareness, understanding, application and integration into core business. There are currently 26.2% BME police staff within the central communications OCU which represents a similar proportion to the population of London.
- Mid-screen comments have been added to mobile data terminals. The comments give information on specific addresses, including details of vulnerable persons and victims of crime, allowing officers to be in possession of vital background information before they reach incident locations.
- The MPS presently has two disaster recovery sites should there be a total failure of the command and control infrastructure at NSY. Business continuity has been managed under the auspice of Operation Resolve under the ACPO chair in the MPS. The C3i business continuity model, however, has been structured in a way that predicted volumes could be adequately managed by two centres should the entire infrastructure of a third centre fail.
- The MPS has recently undertaken an exercise to test all electrical components at NSY under the auspice of Operation Reassemble under the terms of reference to validate the business continuity arrangements for NSY and for carrying out essential engineering testing and maintenance.

Areas for Improvement

- In 2005/06 the MPS answered 85.1% of calls within the target time, which is a 1.3% reduction on the same period the previous year and below the MSF average of 86.6%.
- The C3i programme for some boroughs has coincided with a drive for the introduction of Safer Neighbourhoods. In these boroughs this has resulted in significant resource implications that are having a noticeable impact on response policing. The MPS should recognise the impact of such significant programmes, particularly when introduced simultaneously, and ensure that there is clear linkage between the implementation of programmes, with a resource solution that mitigates the impact on BOCUs.
- The 2006 review of MPS crime recording conducted by the Audit Commission found that pressures on call handling and immediate response deployment remained intense. Evidence was found at BOCU level of substantial queues of outstanding incidents. This has the consequent effect that resources are deployed long after the incident, making it more difficult to trace victims and witnesses and to deal with the incident effectively.
- The level of compliance in relation to the SOPs for call handling and deployment are variable, resulting in some instances of NCRS standards not being met and victims being given inappropriate advice and support. Some policies and guidance that had implications for NCRS had been found by the Audit Commission not to have been routed through the crime registrar.
- The MPS has invested in new call receipt software termed the 'contact handling system' (CHS) in general support at Metcall. CHS should enable general support operators to quickly capture information regarding caller location and telephone number and also about incident and officer safety issues, to be passed via CAD to operators for despatch. However, the MPS is experiencing technical difficulties with the integration of this software.
- TP command, in conjunction with the central communications OCU, is developing an IBO facility at each BOCU to deliver total borough management through enhanced integrated intelligence and resource management, supported by new technologies. There is no performance management framework for IBOs, but there is an identified need to introduce joint training of front-end users and to have clear systems in place to learn lessons and solve problems. However, the MPS inspectorate was commissioned by the DOI to quality-check and benchmark the MPS borough-based response to non-urgent telephone calls. The conclusions reflected particularly favourably on post-transition boroughs where calls were found to be dealt with more effectively.
- The MPS has yet to introduce performance management benchmarking activity with peer forces.
- There is a need to increase awareness among call-handling staff of vulnerable groups such as people with mental health issues and victims of DV.
- The MPS recognises the need to undertake a review of the support infrastructure that ensures the effectiveness of duty and resource planning. The OCU is also actively exploring improved workforce planning that will enable greater opportunities for flexible working, but to deliver this effectively will need additional HR support.

- The MPS will need to have effective evaluation in place to ensure that benefits are maximised within the C3i project as the programme implementation is rolled out.

5B Providing Specialist Operational Support

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	23	19	1

Contextual Factors***Firearms***

The MPS has a well-developed structure to provide relevant armed support for a wide range of different and specialised roles. The training delivered to these firearms officers is of a high standard and meets not only the needs of the different commands, but also the requirements of the *ACPO manual of guidance for the police use of firearms* and the *Home Office code of practice on the police use of firearms*.

Public Order and Mounted Branch

Central operations command (CO11) co-ordinates all internal aid requirements from BOCUs in relation to significant policing events. There is regular information sharing and extensive practical training both within the MPS and with external partners. Structured de-briefs ensure that lessons learnt are discussed, developed and promulgated for the future. In this way, the MPS ensures that it has sufficient numbers of public order-trained staff and senior officers who can respond to the most exceptional demands.

Civil Contingencies

The MPS has a specific department (CO3) to address resilience in London. The MPS actively shares information and intelligence through many structured forums, including the London Emergency Services Liaison Panel (LESLP), the London Regional Resilience Forum (LRRF), local resilience forums (LRFs) and other sensitive committees such as the Security Review Committee and the Consequence and Resilience Partnership. The MPS has a business continuity team chaired by an AC working to the resilience and business continuity board and, through this, critical functions have been identified. In addition, there are effective processes in place to identify emerging scenarios. This is carried out through the LRRF working group. Comprehensive generic, functional, site-specific plans are written and regularly updated in consultation with partner agencies. These are monitored and supported centrally by CO3 staff.

Air Support, Dog Support and Marine Support

The air, dog and marine support units support borough policing as their core activity. Response policing and Safer Neighbourhoods policing cannot be tackled by conventional beat officers and traditional vehicle responses alone, and on many occasions the support of specialists to resolve problems, tackle criminality and protect the public is essential. Policing has developed many specialisms over the years and the MPS operational support unit has proven skills which it deploys to high standards. Success comes through intelligence-led tasking and delivery through effective command and control. Not only are the services of the units used in response policing but also in pre-planned operations and events and counter terrorism activity. The units are properly trained and resourced and provide the MPS with a broad spectrum of skills upon which it can call to efficiently tackle almost any policing eventuality.

Strengths

Firearms

- A commander is nominated as the chief officer lead on operational policy and practice and provides active leadership and direction where appropriate.
- There are established lines of communication between the policy makers and practitioners, providing opportunities for the thorough discussion and review of issues, and for disseminating good practice. Incidents are properly debriefed to a common minimum standard and reviewed by practitioner or policy groups.
- The MPS has demonstrated clear progress towards full compliance with the codes of practice, assessed by an action plan monitoring process. Quarterly firearms command user group meetings review existing resources against strategic threat and risk assessments (STARAs), which are submitted by each of the firearms commands. The firearms policy unit provides support for these processes.
- The appropriateness of the MPS capability to respond to armed crime is monitored by performance indicators measuring demand and response times. Copies of the STARA template and completed forms have been forwarded to the National Centre for Policing Excellence (NCPE).
- A SOP issued in May 2004 is reviewed and updated on a half-yearly basis and sets out all of the policies relating to the operational use of firearms. An additional chapter relating to firearms training is currently being written for inclusion in the SOP. This SOP has been circulated widely across the country by the NCPE and has been circulated nationally as a 'good practice' model.
- During 2005 the MPS provided the NCPE team with resources and support from firearms instructors who developed the MPS programmes regarding risk assessments, curriculum compliance and the writing of manuals, lesson plans and firearms policy, culminating in three national roadshows. In addition, the MPS provided copies of the SOP and protocol documents for inclusion on Genesis, the Centrex database.
- There is an SLA that establishes numbers of armed response vehicles (ARVs) available for patrol and of tactical support teams available to respond to incidents. A priority gun crime BOCU forum determines needs and ensures a co-ordinated response. The creation of tactical support teams within the specialist firearms command has provided

October 2006

an enhanced ability to provide appropriate armed support to lifestyle surveillance operations.

- Operational planning, taking account of recent intelligence and information, is undertaken through the MPS TCG. All TP pan-London units and specialist resources are deployed through the CO tasking meeting in accordance with the current control strategy objectives.
- The MPS has protocols in place for the deployment to, and command and control of, spontaneous or pre-planned events or incidents and there are reciprocal support protocols established between the MPS and the City of London Police for ARVs. A protocol is also in place with BTP for firearms incidents on BTP property and another is in place with Thames Valley Police and Surrey Police relating to operations in the vicinity of Heathrow Airport (Operation Grafton). Work is ongoing with surrounding police forces to clarify protocols relating to ARV cross-border 'pursuits'.
- An agreement is also in place relating to the provision of paramedic support to armed operations and similarly with the London Fire Brigade (LFB) who have delivered training through LFB liaison officers to CO19 officers on SFO course. In addition, one-day presentations are given by senior tactical advisers at the LFB headquarters on every inter-agency liaison course that they run. There is now an 'on call' system operating within LFB and within CO19 that ensures consultation can take place between tactical advisers and LFB senior staff at an early stage in planning firearms operations.
- Tabletop exercises including the London Ambulance Service (LAS) and LFB have been carried out prior to some major events requiring a significant firearms component. A senior tactical adviser is appointed as liaison officer with Heathrow Airport and has been engaged in planning exercises involving multi-agency response. Exercises are regularly carried out with Essex Police regarding aircraft tactics. CO19 assisted Exercise Northern Synergy, testing the capability and joint working between other forces.
- The OCU SMT participates in multi-agency CBRN training seminars. In mid-2006, an exercise is planned that will test CO19 and other MPS units in conjunction with LAS, LFB and the military.
- When armed officers are deployed they have less lethal options readily available, including baton guns and Tasers. Where practicable, an appropriately trained handler and dog trained to work with firearms officers are deployed to firearms incidents, providing such an option.
- The growth in officer numbers and the introduction of a new shift system in CO19 has enabled the MPS to provide an appropriate and sufficient level of armed support to unarmed officers, with the weighting of resources to match the times of peak demand. This has contributed to an enhanced, intelligence-led tasking process which links with the centrally co-ordinated tasking meetings.
- A menu of tactical options for dealing with armed criminality has been developed and circulated to senior officers within the MPS. These options have been incorporated within the *Tackling gun crime manual* which has been produced by the SCD, and is accessible to all officers via the 'Manuals' section on the MPS intranet. The menu includes an increased range of tactics that have been developed by the specialist

October 2006

firearms command to meet the need for high-visibility, deterrent and intelligence-led targeting operations.

- A 'gold group' approach, chaired at ACPO level, to critical incidents enables a command-level steer to the management of post-shooting investigations, striving to gain community confidence and ensure that other stakeholder views are taken into account. The AC CO schedules regular personnel meetings with principal officers.
- As a result of the uncertainty created by the potential prosecution of officers involved in previous fatal shootings, a comprehensive contingency and communication plan has been developed. This now acts as an effective and co-ordinated contingency for managing similar future aspects of business continuity.
- Creation within CO19 of the 'employment support co-ordinator' role has enabled a one-stop approach for principal officers involved in post-shooting, disciplinary, criminal and other investigations. Communication between parties has been enhanced considerably, updates are more comprehensive and timely, and welfare support is emphasised.
- The Atlas project brings together police intervention teams from across the European Union to ensure consistent best practice. The project is presently chaired by the Belgian dog support unit (DSU), and aims to improve police firearms tactics. The project has enabled an excellent opportunity for CO19 to engage in international benchmarking.
- The MPS ACPO lead for firearms has a personal role in all firearms command training for MPS 'golds' at the specialist training centre.
- A stress awareness training programme, Triggers (including professionally produced video), has been developed for delivery to all firearms officers.
- Borough commanders report an excellent support service from CO19 with readily available guidance and advice and timely support of response teams.

Public Order

- The MPS has approximately 4,300 trained and equipped public order officers, with 800 level 1 TSG officers and 3,500 level 2. ACPO 'common minimum standards' are incorporated within the public order training syllabus. A fleet of 150 'fully kitted' protected carriers, located centrally and at key locations, are maintained for public order use.
- During 2005 the TSG made 1,500 arrests, 10% of which were for priority crimes. Of these arrests there was a 65% judicial disposal rate. In addition, 30% of stop and searches carried out by TSG staff resulted in an arrest associated with the reason that person was initially stopped. The TSG has a sound performance regime in place whereby staff of all ranks are held to account for their performance against a variety of indicators.
- The MPS TSG has a dedicated unit that responds to CBRN incidents, consisting of 27 staff trained to level 1 standard. Within the general TSG there are officers trained to level 2 standard who perform the reserve role for level 1 officers and also administer training for the remainder of TSG staff to level 3 standard. There is significant knowledge and expertise of CBRN incidents within the TSG.

October 2006

- The MPS has a clear focus on predicted level 2 public order demand. Pan-London community assessments are regularly completed, key to which are BOCUs who submit a weekly report detailing community issues and information to the violent crime directorate crime task force. The information is analysed and is used at the TP TCG to assist in decision making with regard to allocation of central resources. The security review committee that is held weekly also receives this information. An example of consequent action including preventative public order operations was in February 2006, when additional resources were provided as 'reassurance' patrols to Greenwich BOCU following a rise in tensions in the Somali community.
- There is a weekly public order tasking meeting consisting of event planning, public order intelligence unit, resourcing, SO12, City of London Police and BTP, to identify any emerging subjects to be dealt with appropriately.
- Information and intelligence is collected and shared by working with partners including organisers of events, local residents and businesses, and local authorities. This process is complemented by an SO12 liaison officer working within the public order intelligence unit and also by access to flagged information (on Crimint) from the crime task force. In addition, there is a two-way flow of information with the national public order intelligence unit. Subject-specific intelligence is also obtained, for example from BTP, the Football Association, Football Premiership and League.
- Multi-agency meetings are held for annual and larger-scale events, and, where appropriate, tabletop exercises are also held. The MPS (through CO11 and Westminster BOCU) maintains excellent partnerships with the local authority who also chairs the safety advisory group.
- Safety advisory groups are engaged for all nine MPS Premiership and Championship football grounds. In addition, certain larger events will have their own safety advisory groups, such as Notting Hill Carnival and New Year's Eve.
- All events are debriefed and the information is used for future events. Larger and more significant events are 'structurally' debriefed, such as new or unusual events, London Marathon and Notting Hill Carnival, in addition to any event where the gold commander considers that there are lessons to be learnt. In certain circumstances reviews are used to assess lessons to be learnt.
- The MPS also contributes to operations that are not led by the police. This is a fairly new concept and an example of this was the mass evictions from St Agnes Place in Lambeth, an operation led by a local authority gold. The MPS recognised this as a good learning opportunity for this type of multi-agency operation when preparation for construction begins for the Olympics and held a structured debrief involving all partners to gather good practice.
- The ACPO Keeping the Peace conflict management model is a derivation of the MPS officer safety model and, as such, is the subject of regular briefing, whether it be for officer safety or public order cadre training and practice.
- TSG officers are used for initial call-outs and to deal with most immediate responses without denuding front-line policing. The level of public order resources is constantly, although informally, measured by the capability of the organisation to respond to events as they unfold. Level 1 (TSG) numbers have over recent years been reviewed in the

October 2006

light of the increased threat from terrorism. The MPS has sufficient level 2 staff to enable it to fulfil its obligation to provide mutual aid and provide in-force support. A review of the number of level 2 officers has recently been carried out.

- Command is provided by 119 public order cadre officers who, in addition to the initial course, undertake refresher training every 12 months at the MPS specialist training centre, and attend a seminar and a two-day public order (weekend) training course. In addition, to retain their classification they are required to command a minimum of three CO11 (larger-scale) events every 12 months. Cadre training and deployment records are monitored through the public order strategic management information system (POS MIS).
- Advanced public order cadre officers, willing and identified as suitable, undergo specialised training. This training has a developmental approach and extensive use is made of 'shadowing' and incrementally increasing exposure, to ensure that experience is gained in a controlled way. The skills gained are readily transferable to other command events such as major incidents.
- Officers hold a 'blue card' recording their training status. Central records are kept of officers' training. Call-out procedures are tried, for both internal and external demands, and regularly tested through the service mobilisation plan.
- Dedicated command facilities are available 24/7 through the special operations room, with on-call and call-out capabilities regularly used and tested.
- Known commitments are planned, with sufficient notice given to BOCUs where possible to minimise impact on front-line policing. Demands are monitored using POS MIS through the public order MMR.
- Joint command and control protocols are in place with pan-London forces (BTP, City of London Police and the Ministry of Defence Police), with responses co-ordinated through Operation Benbow. These protocols are regularly used to police level 2 events. The MPS has no formal agreement with any other force.

Civil Contingencies

- The MPS has an AC lead for civil contingencies and emergency procedures. The AC has responsibility for the London resilience team and participates in the LLRF sub-groups as well as attending the LLRF, and consequently is kept fully informed to enable action on civil protection issues.
- The MPS is fully committed to the LLRF decision to review risks on an annual schedule, and risks are prioritised as very high, high, moderate or low, with the top two categories being subject to management, testing and exercise.
- The LLRF has several work groups, one of which is an 'exercise work group'. This is chaired by an MPS chief superintendent. The remit of this work group includes ensuring that exercises of all the blue light services are co-ordinated, allowing for different strands of partner agencies to be tested during an exercise 'owned' by another agency.
- A new command unit was formed within the MPS in January 2006, pulling together the work of the emergency planning team, the business continuity team and senior liaison

October 2006

with the London resilience team. The OCU commander of this unit meets monthly with the Home Office terrorism and protection unit, again to ensure connectivity with national exercises.

- The MPS actively shares information and intelligence through many forums, including LESLP, the LRRF, six LRFs, and committees such as the Security Review Committee and the Consequence and Resilience Partnership.
- In London, all risk assessment for emergencies is conducted at LRF level, and CO3 contributes to the risk-assessment process as a main responder by attending the risk assessment working groups.
- Risk assessments in London are published on behalf of the MPS and other main responders by the secretariat to the LRFs (the London Fire and Emergency Planning Authority – LFEPA) as the community risk register. The generic emergency plan is easily accessible to the public by either the MPS website or through the LRRF website, with the provision of email support to resultant queries. Information is available to the public via the MPS website (including terrorist information) in line with national guidelines, including cross-reference to London and UK Resilience websites (London Prepared). The protocols to warn and inform the public are being agreed along these lines at each of the six LRFs in London. Publishing of information to the public is fully agreed by the MPS at LFEPA level. All the hazards in London have been prioritised according to severity and the results published in a risk table for each LRF.
- There is a fully agreed framework for making formal requests within each LRF, using the terms of reference set by LFEPA. There is a constant consultation process through each LRF and LRF working group, as well as through the LRRF, Security Review Committee, Consequence and Resilience Partnership and LESLP structures. Consultation is a joint responsibility undertaken by each partner, for example at the training, testing and presentation of topics under the Civil Contingencies Act 2004.
- The MPS is a key member of LESLP. Members meet quarterly with a specific intention to share information with partner organisations for which protocols are in place. Work is facilitated by MPS CO3. In addition, fellow responders share information through LFEPA and agree the protocols set in passing information between each other. All documents and emails sent by the MPS are required to meet with these standards.
- Sensitive information obtained as a result of meetings, such as the Security Review Committee, is processed and passed to partners through a Consequence and Resilience Partnership chaired by a CO commander.
- BOCUs have their own local emergency partnership meetings. A newsletter is created by CO3 which, in conjunction with the minutes of meetings, fully apprises each borough contingency planner of the results of LRF meetings and risk assessments, with broader themes being reserved for annual seminars. They are encouraged to consult with CO3 and there is a planned system of meetings with each BCU to help monitor support and advise on local planning.
- The MPS has an agreed media strategy with all partners, established through the LESLP manual. This extends to the issue of joint press statements, liaison on scene, gold press meetings, the publishing protocols on casualty figures and the setting up of a joint press office. This procedure would also be adopted for a 'rising tide' event in order to inform the public where an impending emergency has been identified. A notable

October 2006

example of this was the level of briefings to the press following the 7 July incidents, along with resultant measures of public reassurance in the aftermath of the incidents.

- The MPS has a 24-hour NSY press bureau to support the strategic-level management of incidents.
- To identify emerging scenarios, the chief superintendent CO3 chairs the LRRF exercise working group. Plans and developing themes can be identified by CO3 staff and forwarded into a testing and exercise regime.
- The MPS has had a business continuity team for four years, working to the resilience and business continuity board chaired by the AC CO. Critical functions have been identified and all major outsourced functions are known. All key OCUs and all BOCUs have a business continuity plan. External threats have been identified and much work has been completed to consistently minimise these threats and increase resilience: further work is continually being identified and developed according to funding decisions made at the MPA level. All internal remedial and testing works are subject to a full risk assessment under the business continuity team and the strategy set by the Operation Reassemble strategy board chaired by the director of resources for the force SMT.
- Within the MPS, generic, functional and site-specific plans all help address emergencies; generic plans are written with the full participation of partner agencies and site-specific plans (eg control of major accident hazards (COMAH)).
- Plans are updated according to intelligence. Some 600 electronic category plans are maintained by OCUs. Each BCU has a dedicated contingency planning officer to maintain those plans and they have access to range of training courses at Easingwold Emergency Planning College.
- CO3 staff support, advise on and monitor plans at a central level with staff who are trained in risk assessment and business continuity. Plans are written locally. This year will see the introduction of learning under the national capabilities programme at LRF level. Multi-agency involvement is demonstrated by the LESLP protocols – these extend to testing and exercising of plans, to reflect exercising initiated by the LRRF sub-group.
- The service mobilisation plan is a tried and tested, co-ordinated response to incidents. Overlying this is an ACPO on-call process running on a 24/7 basis, with subsequent support from other MPS OCUs (eg DPA, SCD SO). An on-call rota set by the SMT of the public order branch services the command and control element. The SIO of an incident would be able to draw support from the calling-out of trained casualty bureau staff.
- Training is given (for example on crisis management) aimed at chief superintendent level, and for federated ranks by a schedule of BCU tabletop events run by the CO11 strategic training unit. Other voluntary training is performed to SIO and SIM roles and, in addition, disaster victim recovery and identification training is provided in order to maintain a cadre of body recovery staff. This work will run in conjunction with progress being made in family liaison officer (FLO) training and awareness seminars for mass-fatality events. These various groups have their own training and exercise programme.

Air Support, Dog Support and Marine Support

- Air support, dog support and marine support are a service-wide resource and all three operate 24/7 patrols as core activity. Additionally, they are available for both informal and formal tasking. Informal taskings are viewed as requests for services that are satisfied on a bilateral basis by individual units; these are assessed as appropriate and feasible by the specialist providers. On a corporate level the assets are allocated to BOCUs predominately on a two-weekly tasking cycle based upon joint intelligence as to where the resources are needed.
- Each BOCU or OCU has the opportunity to complete intelligence-evidenced requests for services (PATPs) and these are considered by the tasking group chaired by a DAC from either TP or CO business areas. Developments are under way to include greater representation from the SO and SCD business areas to make the process more holistic to MPS priorities and in accordance with corporate objectives and PSA targets.
- Each of the units has a section in the local policing plan setting out objectives and the SLA for services to be provided. All processes are NIM compliant to ensure best use and maximum efficiency. Availability of resources is contingent on daily demands, for example corporate events where the policing must take precedence over territorial support.
- Pre-planned support for security is governed through the security review and Rainbow tasking processes chaired by the AC SO. The available time for assets is therefore split between 24/7 core patrol, tasking to boroughs, specialist units, corporate events and security. External communication and strategic management for each of the units sits comfortably within the ACPO framework of policy development.
- Other external communication is with specialist agencies, either with a regulatory role or a partnership role in delivering services or for general advice and expertise. The public are informed of roles and capabilities through the MPS website. Internal colleagues have access through the intranet sites and the units promote themselves through joint operations and formal partnership frameworks for operational delivery.
- The DSU explosive detection capability is shared as national resources are still scarce. DSU provides victim recovery dogs to other police forces to assist in major crime searches. Service-level direction is in the process of being developed in conjunction with Centrex with service mobilisation. Mutual aid requests for any of these disciplines are considered on merit on each occasion ensuring that, if provided, London is not denuded of sufficiency of capability.
- The DSU relies upon an integrated approach to succession planning and training. The dog training establishment works closely with the operational side to provide fully trained officers and dogs covering a range of specialisms at all times.

Work in Progress

- There is not yet a business group plan that sets out a clear direction of travel for this relatively new group. However, work is at an advanced stage.

October 2006

Areas for Improvement

General

- The corporate tasking process is not yet complete although progress has been achieved. This process needs to be contributed to by all business areas to provide a joined-up approach to the use of corporate MPS resources. At present the process is intelligence led but confined to TP and CO. SO and SCD need to be brought into the system to ensure they are working together and sharing the benefit of specialist knowledge. This will also promote new ways of working across the organisation.
- Specialist units are disproportionately under-represented for gender and BME but there have been some initiatives to attract applicants, with further work being undertaken within CO. In order to address disproportionality issues within TSG, the department undertakes various initiatives. They run open days, operate mentoring schemes and offer attachments to interested staff. There is also a female officers forum which meets regularly to discuss female-related issues. The SMT within the department also undertakes exit surveys, the results of which are reviewed to further address the issue.

Firearms

- CO19 provides training for all firearms OCUs in the MPS. The resources to meet the increased firearms training needs of the MPS are not in place. Gravesend cannot provide the training places necessary to maintain proficiency or capability, with trainers not having enough down time for course preparation. Moves are being made to buy into the training facilities of other forces. The programme is designed for 60,000 training days per year but is now rising to 90,000 days per year. The growth within armed commands results in this training growth. The response includes risk assessments within which the higher the risk the greater focus on delivering the requirements, and outsourcing with MPS maintaining the directorship. However, ACPO minimum standards are being met. The specialist firearms command is seeking ways to increase the capacity for the delivery of training and the maintenance of training records. An electronic system is being researched with a view to achieving this goal.
- The MPS action plan for compliance with the code of practice on the police use of firearms is in place and on schedule, with the majority of actions already completed. This will continue to be regarded as an 'area for improvement' until all actions are complete.
- The strategic challenges include that of improving reputation following the Stockwell incident and other post-shooting investigations. This is tackled through risk management at the gold group and active leadership within CO.
- Existing protocols with surrounding forces are currently being reviewed with a view to strengthening and standardising operational relationships.
- The recruitment of sufficient firearms instructors to meet demand is a continuing pressure.
- There is a recognised need for a West London location as a further base for the ARV element of the specialist firearms command.

October 2006

- Efforts need to continue to increase the numbers of female and BME police officers within the specialist firearms command.
- The MPS has a challenge to ensure governance and the maintenance of effective systems to introduce new codes, action plans, new processes and the entire business of monitoring and reviewing progress.
- ACPO guidance points to the introduction of command cadres but CO19 considers that the geographic spread and number of incidents (220 ARV deployments per month) means its current approach best meets demand. Work is ongoing to resolve this issue.
- CO19 has expanded considerably with 200 posts in two years. This surge in staff has reduced the level of experience across the ARV teams. This is a short-term problem as a consequence of expansion, but places an additional burden on supervisors.
- Operation Neon using ARV resources should be a focused intelligence-led operation but instead is being used by CO TCG as a visible support for BCUs, with ARVs being booked in for Neon operations some ten months in advance.
- CO staff consider that the repeated change in organisational structure and responsibility (SO to CO) is confusing – not only for those in CO posts, but also for the rest of the organisation. Staff had not been fully briefed as to the rationale for the change.

Public Order

- Community engagement and consultation are completed at BOCU level. However, it is recognised that direct consultation and feedback is an area that the public order OCU could improve, both in terms of affected communities and 'customers' in the form of event organisers.
- Additional support could be provided for gold commanders and teams by CO11 in the form of guidance and advice for their events. There is no current system for this and the benefits would be better continuity across London and provision of a structured and efficient use of resources.
- The need for an updated POSMIS has been well documented over recent years. An updated system would avoid re-keying information many times over. The use of the corporate network would also deliver a much improved service to BOCUs, permitting better planning and preparation for future events. The integration of role-based risk assessments at the planning stage – directly accessible through POSMIS – would enable immediate changes to be made and improve corporate learning through feedback.
- There is recognition of a need to develop the public order domain, to be as supportive to boroughs as possible and yet to take account of demands for policing major events and incidents. There is a need for the decision to allocate resources to public order events through tasking to be quality assured in order that the resources are appropriate to deal with the problem effectively.
- There is concern that focus has started to move away from public order and that resources could be affected. Resourcing problems are arising as Safer Neighbourhoods rolls out, with good quality public order-trained staff becoming ring-fenced within the

October 2006

Safer Neighbourhoods teams – resulting in the need to put systems in place to get new people trained to public order standard. Officer training programmes are also stretched, with difficulties training the trainers and inconsistencies between boroughs.

- Currently in relation to CBRN, SO13 is responsible for policy implementation whereas the CO TSG deals with operational response. There is a need to ensure there is effective linkage between the two commands regarding strategy and tactics.

Civil Contingencies and Emergency Procedure

- There is a need to complete the planning cycle with reference to major incident procedures. Although CO3 staff are in the forefront of major incident planning and response, there is a need to capture debrief material from other MPS staff involved with major incidents and to feed back those results to the CO11 strategic training team who are responsible for tabletop exercising on BCUs.
- CO3 staff are unable to comprehensively support BCU contingency planners with their work specifically with regard to electronic contingency plans and the training of BCU staff in major incident procedures. This is primarily due to the lack of resources available to the unit and the absence of mandatory protocols.

5C Strategic Road Policing

Grade	Direction of Travel
Excellent	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	7	33	3

Contextual Factors

The AC CO is the strategic lead for roads policing and ANPR within the MPS and is a member of the MPS management board.

The traffic and transport branch leads on roads policing and is comprised of a traffic OCU and a transport OCU which was established through a special service agreement between the MPA and TfL. The branch is headed by its own commander who in turn reports to the AC CO.

The branch control strategy is 'making London's roads safer through the engagement of intelligence-led policing, denying criminals the use of the roads, reducing road casualties and maximising available space for lawful road users'. The traffic OCU and its sister unit, the transport OCU, share intelligence and command and control functions from one site. The transport OCU deploys over 1,000 staff (police officers, PCSOs and traffic wardens) on the priority bus routes, tackling criminality, ASB and congestion. The congestion teams regularly operate in support of traffic OCU deployments at critical incidents.

Primary responsibility for undertaking operational roads policing within the MPS rests with the traffic OCU, which is a centrally managed pan-London unit. The dedicated ANPR intercept teams are now fully absorbed into the traffic OCU, with additional officers in the OCU being trained to undertake the role to increase MPS capability in this area. Following the service modernisation review, the budgeted workforce target of the traffic OCU is set at 674.5 police officers and 118 police staff. The OCU proposes to fund 18 additional posts through external income generation for 2006/07.

Casualty reduction and road safety education are addressed through the four principles of enforcement, road engineering solutions, education and evaluation. The traffic OCU has ownership of the casualty reduction targets for the MPS and is the policy and strategic lead for the service on these matters.

Strengths

- The MPS has adopted the ACPO roads policing strategy, and the traffic OCU's priorities are linked to the four corporate priorities for 2006/07. A robust performance regime exists within the OCU, measuring top-down from whole units through to individuals. Key areas of activity are measured, with performance improving over the year to date.

October 2006

- The principles of the *ACPO road death investigation manual* have been adopted. FLOs are deployed to all fatal collisions and some life-changing collisions. The OCU currently has increased to 74 trained FLOs and 9 trained family liaison co-ordinators.
- The traffic OCU has ownership of the casualty reduction targets for the MPS and is the policy and strategic lead for the service on these matters. The MPS has adopted the Department for Transport casualty reduction target in relation to killed or seriously injured casualties (KSIs) (40%) and child casualties (50%) as part of the wider strategic aim to create 'safer neighbourhoods'. In 2005/06 the MPS has achieved its target for reducing child casualties, meeting the target four years early.
- Partnership working is well embedded in roads policing. There are good partnerships with the Highways Agency and a range of other partners, including the Department for Transport, London boroughs, Vehicle and Operator Services Agency (VOSA) and Royal Society for the Prevention of Accidents. The traffic OCU, in partnership with TfL, has undertaken a review of traffic management roles and responsibilities in London to identify the scope and extent of the benefits of the re-alignments of roles.
- Speed enforcement and safety camera sites are determined in accordance with the Department for Transport and Camera Safety Partnership guidance. The London Safety Camera Partnership (chaired by the commander) includes the MPS, City of London Police, TfL, ALG and Greater London Magistrates Court Authority (GLMCA). The MPS also chairs the pan-London road safety group. The MPS complies with the ACPO guidelines on speed enforcement.
- Partnership conferences hosted at NSY led to the creation of local casualty reduction forums supported by liaison between individual local authorities and a team of 18 traffic management officers.
- Traffic management units provide feedback to local authorities on issues arising from fatal collisions, and consultancy support to Safer Neighbourhoods teams around anti-social use of cars and motorcycles.
- Scooter Safe is a new funded initiative to tackle the London issue of the involvement of smaller bikes in collisions. A pilot has also been developed with TfL to support the London freight plan, in particular the Freight Operator Recognition Scheme, encouraging companies to introduce effective policies to manage their occupational road risks. This funded partnership activity combines enforcement, encouragement and educational activity in pursuit of reduced crashes and casualties.
- The MPS approach to roads policing is based on the NIM principles using the national roads policing intelligence framework. Deployment is intelligence led, with analysts using a combination of casualty and crime data to prioritise patrols. The OCU tasking and ANPR teams are deployed through the CO Together tasking process in support of MPS priorities. Roads policing priorities are linked with organisational crime reduction by analysis that links casualty hotspots with their crime equivalents. This data is being used to determine deployments.
- Identified hotspots within road corridors are determined using casualty and crime figures with BOCU crime information overlaid onto the casualty corridors, with this information

October 2006

informing staff briefings. This approach was recognised as good practice by the House of Commons Transport Committee.

- The traffic and transport OCUs have a joint intelligence unit with TfL known as Transintel.
- The dedicated ANPR intercept teams are now fully absorbed into the traffic OCU, with additional officers in the OCU being trained to undertake the role to increase MPS capability in this area. The ANPR teams are achieving an arrest rate of 13% per hundred stops which is above the national average.
- The ANPR unit has developed two new tactical options for working alongside armed officers. BOCUs can bid for such operations within their geographic area. The MPS is engaged in the national ANPR steering and user groups to ensure that best practice is employed and shared.
- The force has adopted the powers under the Serious and Organised Crime Police Act 2005 (SOCPA) for seizing uninsured vehicles and the ANPR intercept teams manage the majority of such operations. The OCU has introduced a cost-effective model of using car transporters for the removal of seized vehicles to car pounds, at no financial loss to the MPS.
- The traffic OCU has established dedicated commercial vehicle units at each of its five geographic areas and undertakes daily commercial vehicle enforcement. The MPS supports national initiatives such as Mermaid. One operation per week involves a partner such as VOSA. Use is made of the Pike database to proactively target commercial vehicles and vehicles on international journeys. In 2006 the OCU will deploy three police officers to work alongside French and Belgian colleagues at road checks in northern Europe as a pilot to determine the effectiveness of such co-operation.
- Specialist fatal collision investigators receive 'crime academy' training relevant to their role, including advanced-level vehicle and collision scene examination and investigative training equivalent to detective-level training
- The traffic and transport OCUs have trained 391 police officers in field impairment testing/drug recognition training and are working towards training all of their operational police officers.
- Feedback from leadership training provided to all police and police staff supervisors across the OCU in July 2005 has led to the introduction of a new communication and consultation process. Its aim is to improve the engagement of supervisors in understanding and supporting priorities and performance targets, to establish a representative group contributing to the OCU plan and to provide wider consultation over priority setting.
- The traffic OCU has an ongoing initiative to introduce specialist special constables into the OCU. A team of five special constables will be in place soon on each of the five traffic bases. They will each have two years' experience on a BOCU and will be able to qualify to drive different police vehicles. They are to be directed through TCG to provide support for Safer Neighbourhoods teams by focusing on travelling criminals and ASB or disorder where vehicles are involved.

October 2006

- HAZMAT-trained traffic sergeants provide 24/7 on-call support for HAZMAT incidents and, following a review, the training is being extended to traffic constables.
- The OCU has an effective system for succession planning and selects staff in accordance with the national competency framework. This is based upon specific specialist needs and has opened up new entry routes into the OCU. This has led to detective constables and detective sergeants joining the collision investigation unit, together with a detective superintendent (with murder command experience) joining to head that unit. The OCU is seen to provide good career possibilities and is now in the position of having officers waiting to join.
- The OCU has been subjected to a systematic 'bottom-up build' process to establish staffing, structural and local management requirements against business and service delivery needs for 2006/07.
- Measures taken to improve the diversity of the OCU have seen a continual increase in the numbers of female and BME police officers, the total now double that of two years ago.
- The OCU police driving standards unit is the MPS lead on safe driving matters and has recently launched Safer Driver 2 and, in partnership with the traffic criminal justice OCU, has adopted pre-emptive measures to intervene in instances where police vehicles cross red traffic lights at casualty hotspot sites. A mandatory pursuits training package (and MPS pursuits policy derived from the ACPO pursuits policy) has been rolled out for full implementation from 1 May 2006.
- The OCUs' MMR contains data relevant to assessing performance against each OCU's objectives and priorities. Specific performance indicators and measures have been developed for the Think campaign, deployment and use of ANPR, seizure of uninsured vehicles, BikeSafe course delivery and the performance of collision investigation units. Performance has improved over the financial year. Patrol and ANPR unit performance is monitored, with the best unit assessed at 100% and a variation of more than 25% triggering intervention. The model is applied downward throughout the command. Individual officers' performance is assessed against an OCU standard with intervention for those below it, with supporting development plans.
- The traffic criminal justice OCU has been set a comprehensive range of targets for its activities, including the timeliness of processing fixed penalty matters and traffic prosecutions and a range of monthly targets for safety camera enforcement activity. The OCU took over all pan-London traffic summons prosecutions in stages throughout 2004/05, with work from the final two London traffic regions being centralised in February 2005.
- Casualty reduction activity is promoted by the OCU media officer, through specific activity such as drink drive publicity and other support activity, for example representation at national motorcycle shows, etc.
- A film unit has been established within the OCU, with funding from Film London, to act as a SPOC within the MPS for film companies seeking guidance and assistance with filming in the street.

Work in Progress

- A new performance indicator to focus activity on the execution of traffic warrants is being prepared and will be introduced for 2006/07.

Areas for Improvement

- The MPS has adopted the Department for Transport casualty reduction target in relation to KSIs (40%) as part of the wider strategic aim to create 'safer neighbourhoods'. In 2005/06 the total number of KSIs rose by 4.8% compared with the previous year. However, the MPS remains on course to achieve the target by 2010 having already reduced these casualties by 29% between 2003 and 2005. In early 2006 the MPS did experience a rising trend which it analysed and found to be due to young males with passengers not wearing seat belts. Through education and enforcement of these groups the MPS tackled the problem and now projects a 5% reduction for 2006.
- Opportunities exist to increase the seizure rate of the vehicles driven by uninsured or unlicensed drivers.
- There is evidence of improved performance from the ANPR unit but there are opportunities to re-visit this further.
- The traffic and transport OCUs should examine the opportunities for further developing intelligence from pan-London roads policing enforcement.
- The MPS should consider improving the links with the national roads policing intelligence framework and consequent strategic support for national or international enforcement operations.

October 2006

GOOD PRACTICE

Tackling Crime in the Traffic OCU

The Traffic OCU is committed to the concept of holistic problem solving through meaningful interdepartmental and partnership working. This commitment has informed the strategy for service delivery in respect of the National ACPO Roads policing priorities of denying criminals use of the road and reducing KSI's.

The incorporation of detectives into the Traffic OCU and the re energising of the commercial vehicle units together with the revised focus on investigative standards has led to the formulation of a cradle to grave strategy for dealing with Roads Policing and related criminal activity. This strategy has turned the mantra of "Denying Criminals Use of the Roads" into a practical deliverable.

Investigative collaboration has been established between the Traffic OCU and Vehicle and Operator Standards Agency (VOSA). This has taken the form of a combined team involving staff from the OCU working with other units in the MPS and various agencies in London and the South East.

By working together, these teams have identified an organised criminal network responsible for fraudulently obtaining over 200 Operators licences. This has resulted in a number of arrests in London and the Home Counties. There has also been co-ordination between Traffic OCU and VOSA roadside enforcement and the Traffic Commissioner to make use of his powers to revoke operator licences. In addition, there has been joint working with the CPS from an early stage and prosecutions for conspiracy to defraud and failure to comply with Transport Legislation are anticipated. These are being supported by the seizure and impounding of lorries and equipment and the investigation of potential POCA related offences.

This operation is believed to be the first of it's kind and will form the model for future roads policing in the capital. The key concept is the co-ordination of the work of Traffic OCU officers and VOSA staff at the roadside with other agencies. This is based on shared intelligence, joint planning and operational command.

The proposed outcome is to inform criminal investigations targeted at key individuals and companies to destroy the infrastructure, which enables dangerous vehicles to be kept on the road with apparent impunity and fund other criminal activity.

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6 Resource Use (Domain B)

6A Human Resource Management

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
2	18	23	0

National Position

The PPAF indicators on sickness and medical retirement continue to be key quantitative measurements of human resource (HR) performance. Increasing significance is being given to the completion of performance development reviews (PDRs) within 60 days of due date. PDRs should be intelligence-driven and link to other HR processes such as promotion and career pathways.

While most forces have conducted some basic workforce planning, this has yet to be extended to all staff, ranks and grades. Workforce planning often concentrates on basic succession planning for key operational police officer posts. Most forces now have a full range of policies to support the work/life balance, often going beyond their legal obligations. The majority of forces need to develop an effective mechanism to manage demand, which ensures that they allocate resources to peak periods. There is limited evidence to show that supervisors and managers have been adequately trained in effective resource management.

Although annual staff satisfaction surveys are common, applying the learning from these surveys, and from employment tribunals, accidents, injuries, complaints and grievances, could be developed further. Much health and safety activity in forces is owned by a handful of key individuals and is rarely integrated fully into day-to-day activity, other than monitoring of accidents, injuries and near misses. Few forces have accident/injury reduction targets or effective performance management of health and safety activity.

Contextual Factors

The director of HR is a member of the management board working directly to the Commissioner. The HR SMT consists of a DAC with directors who have responsibility for

October 2006

people management, HR services, recruitment and leadership development. A chief superintendent has the lead for training and development, with HR also consisting of strategic liaison, press office and communications. In 2006, HR services created a practice management team that has objectives to build HR capability and to support local HR managers. All operational units have a local HR unit.

Over the past 12 months the HR directorate has conducted ongoing work around childcare which has been recognised externally by becoming runner-up in the Employer of the Year for Staff Childcare Support awards. Health promotion campaigns have proved successful, as officer and staff sickness rates are continuing to improve. HR continues to learn from employment tribunals, and the creation of a performance and learning manager within the employment tribunal unit has enabled the MPS to make changes to policies and share best practice with other forces, based on learning from cases.

The HR evaluation team's processes were recently acknowledged as an area of good practice by HMIC, with evaluation areas including attendance management, flexible working, policy compliance, PDRs (including police constable probationary reports) and training. The implementation of Together has provided MPS officers and staff with the opportunity to provide input into the development of corporate values and behaviours in a collaborative process of culture change. The leadership academy will be launched in June 2006, and will provide a range of development opportunities for MPS personnel.

However, HR has also identified areas where improvement and further development are required. PDR completion rates have been increasing this financial year, and mechanisms are in place to continue this. Work is currently under way in collaboration with the diversity directorate and staff associations to assess and address how diversity data can be used more effectively to inform decisions around operational delivery.

Strengths

- The director of HR is a member of the management board working directly to the Commissioner. In 2006, HR services created a practice management team that has clear objectives to build HR capability and to support local HR managers. All operational units have a local HR unit.
- The MPS has a clear HR strategy that has four explicit strands, with HR having a business plan to monitor the resulting actions. The planning process has set clear targets, with performance measurement used to drive improvement. Performance targets are agreed with the MPA and monitored monthly in the HR 'headline scorecard'.
- The monthly HR headline scorecard is discussed at the HR board and appropriate actions agreed. The scorecard is distributed to the MPA, GLA and MPS business groups. It is also published on the MPS intranet and Internet sites.
- The MPS is a contributor to the development of new legislation being created around the Workforce Modernisation Programme. Pilots are being conducted to determine the most effective and efficient mix of sworn and un-sworn staff on boroughs and within specialist crime units.
- The director of HR holds an interactive web-based question and answer session whereby members of staff can pose questions anonymously to the HR board. Replies are provided in quick time and appropriate action is taken to resolve issues when necessary. HR managers' seminars are also held regularly to enable communication between local HR managers and central HR.

October 2006

- A large number of HR managers and many central HR staff are professionally qualified or are studying for relevant professional qualifications such as those awarded by the Chartered Institute of Personnel and Development (CIPD).
- HR recruitment has achieved Investors in People status, including a wide programme of staff development incorporating management training, team building, health and safety training, diversity and disability workshops and professional qualifications such as CIPD and Diploma and Certificate in Management Studies.
- As part of the MMP, a director of leadership has been appointed to lead the development of a more collaborative style of working within the MPS called Together. Together is about improving performance and being more effective, through culture change. The Together team involved staff from across the MPS to identify and develop corporate values and behaviours that will guide, support and enable the MPS to work in this way.
- The leadership academy is to be launched in June 2006 and will provide a range of development opportunities to MPS personnel. Training will be available to staff when they take on leadership roles for the first time as first-line supervisors, not just to those in senior posts.
- Recent new initiatives include mediation training, a dedicated pool of 'fairness at work' advisers to assist in early intervention, and the delivery of childcare vouchers for police officers and police staff. In addition, the introduction of a work/life balance adviser has contributed toward an increase in female staff staying at work, due to provision of flexible working. Research continues to identify other business impact benefits.
- The NRS process has been implemented for police recruits. A similar method using interactive exercises, interviews and written tests are being developed for the recruitment of PCSOs and specials; the PCSO process has been implemented, and the specials process is due for pilot in March 2006. The PCSO and specials selection processes additionally involve a job-related fitness component in order to make the selection process more robust. The new recruitment process will benefit the organisation in the long term by increasing the calibre of PCSOs and MSC officers recruited.
- In attempts to further increase the diversity profile of the organisation in the medium and long term, the MPS is establishing a closer working relationship with Centrex in terms of validity studies, analysis and exercise design. Recent analysis has shown that this has impacted on achieving BME targets.
- Targeted recruitment campaigns aimed at encouraging women to join the MPS as police officers and PCSO recruits are ongoing. Success in this area can be seen by increased applications from women.
- In 2005 the MPS was runner-up in the Employer of the Year for Staff Childcare Support. This award "highlights progress within the workplace with employers recognising the needs of working parents and taking steps such as adopting flexible working patterns, implementing childcare voucher schemes and introducing workplace nurseries to take some of the burden away from staff with childcare responsibilities". Work is ongoing by the MPS's dedicated childcare co-ordinator.

October 2006

- All HR policies are regularly reviewed, evaluated and updated (also to include compliance with the Freedom of Information Act 2000). The ACPO disposal system is the basis for reviewing the MPS disposal schedule. HR policies are available on the MPS intranet site.
- In 2004 the MPS launched a series of four health promotion campaigns based around the themes of healthy eating, mental health and stress awareness, healthy living and exercise, and cancer prevention. The current MPS health campaign started in September 2005 and ran for nine months. MPS personnel are encouraged to take advantage of a free confidential health check.
- Occupational health has recently introduced the delivery of 'healthy living' seminars incorporating stress awareness. Occupational health advisers also conduct 'hotspot' visits to ensure appropriate management of sickness.
- There has been an improvement in the number of working hours lost per annum due to sickness by police officers and police staff in 2005/06 compared with the same period the previous year, in each case the result being better than the MSF average. The number of medical retirements of police officers and police staff also fell in 2005/06 compared with the same period the previous year, with the result also being better than the MSF average.
- Competency-related threshold payments are awarded subject to officers meeting standards of personal competence, compliance with health and safety provisions and subject to attendance and disciplinary criteria. Special priority payments are paid subject to attendance and disciplinary criteria and it is intended to link payment in 2006 to PDR outcomes.
- A police staff bonus scheme is available to reward staff for one-off pieces of exceptional work or concentrated periods of additional work not recognised by other means (for example by overtime).
- The MPS has a Commissioner's high commendation award and a Commissioner's commendation. Following nominations from individuals' line managers, a Commissioner's commendation panel sits each quarter to decide on suitable recipients for the Commissioner's high commendation and commendation award. The largest-ever ceremony was held recently following the incidents in July 2005.
- Poor performance of police officers is addressed by use of the unsatisfactory police performance procedure, and police staff discipline processes are also applied. Unsatisfactory police performance and police staff discipline are measured monthly within the HR headline scorecard.
- The integrated competency framework (ICF) is fully used in HR processes, rank and role profiles and promotion processes. Staff role profiles and competencies are available to all staff via the intranet.
- From April 2005 the MPS introduced a target of 75% for completion of PDRs within a 60-day timescale. At the end of December 2005, police officer and staff completion rates were 95% and 83% of the 60-day target, respectively. The crime management unit monitors completion rates across the MPS; there are also policies and training plans in place. To improve upon this further, the MPS is currently testing out the link of the PDR

October 2006

system to promotion processes. An improvement of quality, quantity and timeliness of PDRs has been ongoing since December 2004, when this data first started being recorded.

- Employment tribunal claims are dealt with by a specialist unit within the HR directorate. The learning from such cases and associated experiences are reflected in a newsletter for the benefit of the wider organisation. A new role within the unit has also been created – that of performance and learning manager. Changes as a result of learning have included reimbursement of expenses to officers working part time who are undertaking full-time courses, and the provision of driving courses on a part-time basis. Guidance booklets and other material produced by the unit have generated external interest and have been provided as examples of good practice to other forces and organisations.
- The Commissioner is the active lead on health and safety for the MPS. The annual health and safety plan sets out the aims and services of the branch and Health and Safety Executive corporate targets are monitored monthly in the HR headline scorecard.
- Health and safety near misses are recorded on all units and sent to the central health and safety office for analysis. Regular occurrences are subsequently followed up. As a result of learning, a recent corporate poster campaign has been launched in order to increase the awareness of MPS officers and staff.
- The HR evaluation unit visits each HR unit in the MPS annually to assess compliance with core HR policies and activity areas, and to evaluate the effectiveness of the local HR function. The primary aims and objectives of the evaluation process are to ensure that HR policies support operational policing, assess the performance of OCUs against corporate standards and identify good practice. OCU commanders and their HR managers are accountable for their performance at monthly meetings, chaired by the director of HR, and set timescales for improvement. The activity areas evaluated by the team are reviewed annually. The evaluation process was recently acknowledged as an area of good practice by HMIC.

Work in Progress

- Diversity data is currently captured on three of the six strands of equality those being gender, race and age with gender and race being monitored by way of agreed targets and monthly scrutiny. By October 2006 the MetHR self service functionality will allow individual users to populate a confidential screen, which will hold information on all six strands of diversity, so as to include comprehensive disability, sexual orientation and religion/belief information and data.

Areas for Improvement

- The MPS has established a workforce modernisation board, chaired by the director of HR, which is driving a number of separate initiatives on workforce modernisation. The board has only recently begun to develop a programme and encourage bids for workforce modernisation pilots, such as for civilian investigators. However, the MPS does not have a coherent workforce modernisation strategy and the pace of change of workforce modernisation within the MPS has only recently started to regain momentum. Despite a lack of national direction on a number of these issues, the MPS should now focus on establishing such a strategy, otherwise the benefit of the overall programme and these separate initiatives are at risk of not being realised.

- It is essential, to maintain the drive on workforce modernisation, that the MPA is fully consulted and engaged in this important change project.
- The MPS is progressing towards a holistic approach to work/life balance and is currently examining issues such as resource planning, overtime spending and the impact on officers and staff, and sickness levels. Although the MPS is advancing in these discrete areas, work is currently under way to examine these areas together, assessing their combined impact.

6B Training, Development and Organisational Learning

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	11	27	2

National Position

Learning and development (L&D) is a key driver for forces to improve performance. The requirement is for the right staff to have the right skills in the right place and at the right time in order to achieve or support operational performance.

HMIC has awarded a Good grade where key criteria have been met. Notably, where there is a clear distinction between the role of contractor and client, with the full and sustained involvement of a chief officer and the Police Authority. There should be a single post with accountability for all L&D products and services. Another prerequisite is an L&D strategy which is fully compliant with Home Office guidance and supported by a business plan, an improvement plan and a fully costed 'planned' and 'actual' delivery plan. Finally, a Good grade reflects robust quality assurance and evaluation processes, with clear evidence that the force is engaged in collaborative activity.

Contextual Factors

The force was graded Fair during the 2005 baseline process, with a number of recommendations made for improvement:

- All major business groups now have a training manager operating at a strategic level. The impact of these training managers is to pull together the training function within the business group and this has significantly strengthened client/contractor relationships, stakeholder involvement in training management information, and an increase in the ability to analyse this in the context of each business group. This has resulted in strong, active and informed participation by the chairs of business group training boards to the corporate training management board.
- The director of training and development is no longer located at the Hendon Police College. This has removed any perception of his role being intrinsically one of responsibility for training delivery at that site and has reinforced the position as one with strategic responsibility for all training within the MPS.
- There is a systematic approach to quality assurance of the training function, with an increase in activity over the last year. All training units across the MPS are subject to these reviews and they are carried out on site by a dedicated quality assurance team.

October 2006

The protocols for these reviews have become well established. These include transparency in the publication of quality assurance reports and a requirement for recommendations to be included in a local improvement plan.

- The force experienced difficulties and delays associated with the application of the national training costing model in 2004/05. These have been fully overcome. The team responsible for producing the annual costed training plan, working in close partnership with the lead accountant for activity-based costing, not only produces the annual costed training plan but also provides monitoring information at regular intervals throughout the year culminating in the end-of-year report.
- The training and development function is more strongly represented on the HR board.

Strengths

- A programme board has been established to manage the widespread introduction of e-learning and a blended approach. This group brings together stakeholders, including end-users, technical experts, the National Centre for Applied Learning Technologies (NCALT) and staff associations. The programme board has ensured that processes are in place so that the scale of e-learning is matched by the technical abilities of the MPS to exploit it and that business groups are fully involved in the decision making.
- The national training costing model was largely developed with the aim of costing course-based learning. The MPS has identified the costs associated with other learning and development initiatives and incorporated these into the annual costed training plan, thus providing a more holistic approach to the overall cost of learning and development across the service.
- A rigorous, client-driven process is in place to determine the prioritisation of corporate training and to identify emerging issues. Systems are in place to ensure that proposals for new training are not accepted without evidence that a rigorous performance needs analysis has been conducted, options for delivery considered and the financial implications detailed.
- The MPS established a training standards unit as a consequence of the best value review. This unit, entirely independent of the training delivery function, is a focal point for client-side services and is instrumental in securing the client–contractor relationship. Included in its functions are preparation of the annual costed training plan, strategic-level management information, quality assurance and evaluation. The collocation of these functions brings particular benefits in an organisation the size of the MPS.
- A new development programme for trainers has been introduced. This fully meets the role requirements of the ICF. The programme has been designed so that it can be easily adapted to new standards being developed and programme managers are contributing to the development of these. Completion of the programme results is an NVQ in Learning and Development. Additional modules are available to promote further development and there is a policy that the performance of trainers is assessed in the learning environment each year.
- There is extensive and active involvement in national and regional learning and development management groups at all levels. These include the Police Learning and

October 2006

Development Executive, Central Authority, National Evaluation Strategy Implementation Group, Centrex board, national training costing model steering group, SfJ Policing Committee and London Regional Forum and South East Regional Training Managers. This involvement is a crucial to countering the potential for insularity resulting from size and to sharing MPS experience with peers.

- Delivery against the training plan is measured systematically and forms an integral part of the quarterly management information report presented to the training management board. The analysis includes named wastage rates for corporate courses broken down by business groups. This allows attendance at corporate courses to be analysed and presented to the training management board and under/overcapacity issues to be addressed.

Areas for Improvement

- The improvement plan is monitored at the appropriate levels but its presentation should be amended to incorporate a more rigorous indicator of progress.
- Although recently developed training is mapped against the ICF roles, this is not the case for more established training events. There should be formal assurance that all training has been mapped against ICF roles and training amended accordingly.
- Given the scale and devolved nature of MPS training, more effort should be made to provide opportunities for training practitioners and managers to exchange ideas, information and best practice.
- There is considerable scope to develop an extensive range of partnerships in relation to learning and development. A more proactive approach should be taken to developing such external partnerships within the police and wider communities.
- As noted in the previous year's report, the MPS has a sound evaluation strategy in place that is well aligned to Home Office Circulars. Level 1 evaluations establish the satisfaction of learners with their training. However, a more systematic approach should be taken by training deliverers to establish B/OCU satisfaction levels in relation to the training provided for their staff.

6C Race and Diversity

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	14	27	2

Contextual Factors

The Commissioner and DC continue to provide strong leadership and clear direction on race and diversity issues. Both are key proponents of the CRE leadership programme. The DC also chairs the diversity board and leads on the diversity agenda. The diversity board has been rationalised, providing a more strategic lead, focusing on performance and accountability. This is supported by the DCFD, with strand leads for key business areas. The new race and diversity (confidence and equality) strategy details clear lines of responsibility at all levels. This, together with the implementation of EDAPs, engenders greater accountability at a local level. The aim is to facilitate the progression of diversity as a key component of all MPS activity.

While recruitment targets for BME and female police officers have yet to be achieved, the MPS continues to proactively encourage applicants from under-represented groups. The positive action team organises a broad range of events and initiatives, including media campaigns, and also attends religious and cultural events. BME police officer candidates are provided with mentoring for the first five years of their service, and the active career development programme, a voluntary scheme for BME officers above the rank of inspector, provides mentors to assist and guide with career aspirations.

The HR scorecard provides a robust monitoring tool to assess MPS performance against HR objectives. The data is scrutinised monthly by the HR board, and is also submitted to the MPA. The HR planning and performance unit also provides a monthly briefing to inform the Race Relations (Amendment) Act steering group, charting progress against the requirements of the RES. Work is continuing with the MPA/MPS joint equality statement to restate commitment to the development of a customer-focused workforce that respects, and is inclusive of, diverse communities, recognising individual talent and potential, and working together to serve the capital through fair and efficient means.

The diversity excellence model is used throughout the MPS, by key business groups including the DOI, SCD, SO and the directorate of professional standards. Consultation processes include meetings with IAGs, and regular meetings between the director of HR and the 17 SAMUARI staff associations. These represent both police officers and police staff. A revised protocol is currently being developed to ensure equitable and proportionate allocation of resources to all member groups.

October 2006

The MPS is conducting an ongoing programme of proactive work concerning the new age regulations, family-friendly policies, attendance management policy, the DDA, the GRA and the CPA. In addition, HR and DCFD are working closely together to introduce a 'self-service' facility on MetHR, to enable MPS personnel to anonymously record data concerning sexual orientation. This will be further developed to encompass faith and disability information.

Strengths

- The Commissioner and DC are key proponents of, and co-signatories to, the CRE leadership programme. The DC, through chairing the diversity board, is personally committed to, and leads on, the diversity agenda.
- The diversity board has been rationalised to provide a more strategic lead, beginning in February 2006, by focusing on performance delivery and accountability. Specialist diversity expertise is co-ordinated within, and by, the DCFD.
- The MPS race and diversity (confidence and equality) strategy 2006–09 was published in February 2006. Clear lines of responsibility rest with management at all levels to act in accordance with statutory guidelines to ensure diversity objectives are met. MPS activity in support of this policy is captured and collated centrally through EDAPs. Each business group lead or BOCU commander will be called to account for their own diversity performance under the equality policy by submitting an EDAP, thereby progressing diversity across the organisation at all service delivery levels.
- The MPS RES 2005–08 was published in May 2005. The RES action plan is subject to robust monitoring by a steering committee.
- MPS policies, including the RES, are monitored by the MPS policy clearing house, with specific responsibility to assess the impact of new policy proposals. Underpinning this process is a detailed workbook. This process has been highlighted by the CRE in its published portfolio of race equality impact assessment methodologies.
- The Communities Together initiative harnesses the expertise of key business groups to provide guidance and reassurance to London's communities following the bombing incidents of 7 July 2005. The work of the Operation Diamond Advisory Group, set up as part of this initiative, was recognised at the fifth Independent Advisory Group Awards 2005.
- MPS performance concerning relevant HR strategies is monitored by the HR scorecard, which charts recruitment, retention and progression of all MPS personnel, with specific targets in relation to female and BME police officers plus PDR completion. This is scrutinised on a monthly basis by the HR board, which is chaired by the director of HR, and is also sent to the MPA.
- The HR planning and performance unit provides a monthly briefing to inform the Race Relations (Amendment) Act steering group – this charts the progress of HR against the requirements of the RES. The duty in employment report is compiled and published annually.
- The MPS positive action team has undertaken many events and initiatives to increase the diversity of the workforce. It has developed a series of initiatives, such as targeted

October 2006

advertises in specialist cinemas and team members attending a variety of religious and cultural events such as the Diwali celebrations, to raise awareness and make the MPS an employer of choice.

- A directorate of training and development IAG has been established. Community members are involved in the delivery of recruit training, PCSO training, DDO training and community and race relations phase 1 training. Comprehensive race and diversity training is delivered to all newly recruited police officers. To date more than 361 policy managers/developers from 160 units have undertaken impact assessment training.
- Community and race relations training is mandatory for all MPS personnel. Courses are run throughout the year and personnel at managerial bands and ranks must attend a comprehensive two-day course. All MPS staff will undertake the Centrex e-learning race module from March 2006.
- HR is currently developing methods that will monitor data across all six strands of diversity. This will be implemented ahead of statutory requirements.
- The MPS has established a disability IAG to ensure the needs of this community are being met. A disability central team based within the DCFD is taking this work forward and ensuring compliance with the DDA and other statutory instruments. Current property services directorate estates strategy will ensure DDA compliance in 2006. All new Safer Neighbourhoods sites will be DDA compliant. The former HR policy unit had a dedicated disability adviser responsible for providing guidance for managers on reasonable adjustments. This functionality has now been transferred to the diversity unit within HR services.
- Both HR and the DCFD are working closely together to introduce a 'self-service' facility on MetHR, which will enable MPS personnel to anonymously record data concerning sexual orientation. The process has already begun and is scheduled for completion by the end of 2006. This will be further developed to encompass faith and disability information. This will enable the MPS to capture quantitative data concerning workplace issues and a more detailed diversity profile.
- Specialist diversity expertise is co-ordinated within, and by, the DCFD including strand leads, the RES manager, critical incident support and family liaison.
- The diversity excellence model is being used throughout the MPS, both at BCU level and by key business groups including the DOI, the SCD, SO and the directorate of professional standards.
- The MPS currently recognises 17 staff support associations, collectively known as SAMUARI. These represent the interests of minority and under-represented staff groups, on the basis of gender, ethnicity, faith or religious belief and sexual orientation. Regular meetings are held with the director of HR and with support staff associations, to understand the policing needs of the communities and staff from the diverse backgrounds they represent.
- All MPS BOCUs/departments now have a nominated diversity contact through whom diversity issues will be identified by making use of their race and diversity strategy action plans. The DCFD will monitor these action plans.

October 2006

- As a result of widespread consultation, HR has developed a good practice framework of childcare and work/life balance initiatives. The MPS's flexible working policy was re-launched in November 2004 and the planning and performance unit is undertaking qualitative analysis to realise maximum benefits from the policy. Flexible working is also monitored monthly in the HR performance scorecard, which is scrutinised by the director of HR.
- A new structure for HR services has been developed and includes the practice framework team. This is headed by four practice managers with geographical responsibility for various parts of the MPS. Their role is to support the building of a professional, competent and business-focused HR function. They will provide support, advice and guidance to HR managers to increase confidence and capability.
- There is a comprehensive guide to policy development and review, to be used together with a workbook when a new policy is being developed. This is readily available on the policy clearing house website.
- The MPS has also seen a significant reduction in the number of ongoing employment tribunal claims over the last two years, falling from 109 in March 2004 to 56 for the year to date in January 2006. As at 31 January 2006 the number of ongoing claims per 1,000 officers was 1.35 and per 1,000 police staff was 0.8. The number of new claims lodged has also reduced in number from 89 in 2002/03 to 63 in 2004/05. In addition, the MPS is piloting a mediation strategy to resolve internal conflicts in a timely fashion. Following the Morris Inquiry, the MPS is piloting a mediation scheme to enable swift resolution of conflict in the workplace. Fifty members of MPS personnel will be trained to an accredited standard as mediators.

Areas for Improvement

- The MPS will not meet all of the recruitment and retention targets set for this planning year. However, continued proactivity around recruitment (by the positive action team and other key recruitment strategies) will further encourage applicants from under-represented groups. This will also extend to internal initiatives developed to encourage retention and career development.
- Currently, not all SAMUARI staff association representatives feel that they are adequately supported in terms of the amount of time and resources allocated to enable them to participate fully in the consultation process. However, management flexibility around this allocation is supported, and a protocol is currently being developed by the HR directorate with regard to the allocation of resources to SAMUARI members.
- There is currently no single overarching performance framework in relation to race and diversity. Measures are included in a number of corporate and local templates (for example PPAF data). This will be further developed by the proactive management of the MPS by the DCFD, against the equality standards for local government. This will provide a service-wide indicator of the level of activity being conducted as well as a judgement about its effectiveness.

October 2006

6D Managing Financial and Physical Resources

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	11	24	7

Contextual Factors

This assessment includes both the Audit Commission's 'use of resources' assessment and HMIC's own assessment.

It is based on the force's self-assessment return and HMIC findings as well as on a consideration of the police use of resources evaluations (PURE) by the Audit Commission's appointed auditor. Set out at the end of this section are the appointed auditor's summarised scores for each theme covered by PURE. Separate, more detailed reports on PURE have also been issued by the appointed auditor for the MPA/MPS.

The grading is based on an examination of reports relating to financial services in particular and on discussion with internal and external auditors and HMIC staff assessing operational policing.

Strengths (incorporating the Audit Commission's use of resources assessment)

- A review conducted jointly by MPS staff and an external consultant on financial management practices revealed a number of strengths and weaknesses. The strengths identified were a highly professional finance centre, good centralised transactional processes in the exchequer part of the department, local financial management support that was highly valued by budget holders, and effective reporting to the MPS management board and the MPA.
- The expected out-turn for net revenue expenditure for 2005/06 is likely to show an underspend of approximately £7.5 million after taking account of the use of £7 million to support the 2006/07 budget and a £3 million provision for dilapidations. This has been achieved despite heavy demands on the budget in relation to anti-terrorism demands during the year under Operation Theseus which included the response to events of 7 July 2005. This was aided, though, by an underspend of £25.6 million on pensions resulting from a combination of lower than budgeted expenditure as fewer officers retired and from increased income with higher than anticipated transfer values and more officer contributions. These factors cannot, however, be considered as trends that will necessarily continue in future financial years.
- A new committee has been established to review VFM, with a remit to identify future efficiency savings and budget savings that can arise from an enhanced level of scrutiny.

October 2006

- The main financial management information system, SAP, is major player in the market for integrated finance and business systems and therefore can provide a platform for the force being a leader in the future shared services agenda for finance and business systems. The level of integration has already saved some element of 'double keying' of transaction processes, with procurement system processes integrated thus contributing to the Gershon agenda of reducing 'back-office' functions.
- Property services has strengthened its resources since the last inspection and this has assisted in the delivery of new facilities to accommodate growth in officer and PCSO numbers and wider demands following the events of 7 July 2005. In particular this has enabled the provision of bases for 290 teams as part of safer neighbourhoods.
- Internal audit has commented positively that the control framework has improved in some areas of force business – for example “A number of major outsourcing projects have been adequately and effectively controlled and there is a structured and organised risk management process.”
- The transport service shows some signs of improvement, with the re-letting of the vehicle maintenance contract to a service provider that should have greater financial viability. Internal audit has been satisfied with the new contract arrangements and the transition has been effected without any apparent compromise to service delivery. So far, complaints on service delivery have decreased and vehicle availability for operational policing is rising. Vehicle availability should increase as higher availability rates have been included in the new contract. Monitoring arrangements will also include more focus on geographic clustering to ensure that service deficiencies on vehicle availability at local BCUs, which were identified in previous HMIC inspections, are not repeated.
- Vehicle delivery to and collection from maintenance workshops form part of the new contract so police officer time is not used for this function, which results in more police officer time that can be focused towards front-line policing.
- From autumn 2005 the fleet management information system has been changed so that it now uses a tailored SAP-based system that integrates with the main SAP finance system of the force.

Areas for Improvement (incorporating the Audit Commission's use of resources assessment)

- Current financial projections show that there will be a budget deficit of £116.1 million in 2007/08 and further deficits of £29.3 million and £40.3 million respectively in 2008/09 and 2009/10, the latter year's projections still being subject to grant settlement. At present the force is still in the process of having to determine how these deficits will be addressed. A report to the finance committee in June 2006 states that “Guidance is being issued to business groups on preparing business plans for the period 2007/08 to 2009/10 with a deadline for returns by the end of July.” This will be a challenging process. The management board has recognised the need to deliver cashable savings to bridge the budget gap and has determined that the approach should be to identify a basic 2% tranche of savings, together with options for a further 3% which can be considered for implementation as required. This will also need to take account of various overspends and underspends in 2005/06, and consider whether these may or may not be continued as a future trend.

October 2006

- Added to this, financial projections for 2007/08 and future years contain no contribution from or to reserves, at this stage, but there may be a need to consider the overall adequacy of reserves, including the current policy of the general reserve being based on 1% of overall budget. The MPA treasurer is of the view that this should be increased to 2% in due course. While the level of general reserves will be subject to a degree of risk assessment, it is always possible that, with major incidents, there could be a heavy call on general reserves and hence 2% would give a greater degree of comfort and at least be more in line with the rest of the police service in England and Wales, albeit still at the lower end of the reserves spectrum. The provisional revenue out-turn for 2005/06, though, suggests that the level of general reserves would increase to approximately 1.7% of NRE and therefore could be used to support any budget demands in 2007/08, although their use is clearly not a long-term solution. The overall level of reserves required is reviewed by the MPA annually as part of both the budget setting and closure process.
- A report to the investment board at the end of June 2006, based on Home Office activity-based costing data, notes that management overheads are considerably higher than for other forces in the MSF group, 33% as against an MSF average of 25%, with the largest difference in sustaining overheads, that is relating to such items as finance, property, force management, policy formulation, inspectorates, etc. The report acknowledges that some differences will be due to London costs, but others may not be, and the report asks if the MPS is delivering good value to justify the difference. The report concludes that a review will be required to assess why overheads are higher and whether, therefore, savings can be made towards the 2007/08 projected budget deficit.
- The joint review of financial management in the MPS referred to above also identified areas where improvements were required. These included further professionalisation of finance staff for the provision of financial advice and support across the force, rationalisation of financial support locally to ensure that support is provided in the most effective way, and the alignment of finance activity so that it is undertaken in the most appropriate place. The MPS has been developing an action plan to ensure that these improvements can be delivered.
- The chief internal auditor's annual report for 2005/06, presented to the corporate governance committee in June 2006, raised serious concerns on the level of internal controls operated within the MPS. The comment is made that "In my opinion, taking into account available evidence, the adequacy and effectiveness of internal control in the Metropolitan Police Service falls short of an acceptable standard." The report also concludes that "While there has been some improvement over the standard of internal control that I reported in 2004/05, there have been significant areas where control has not improved or has worsened." One reason suggested is the amount of organisational change. Weak areas of internal control identified included the link between police operations and budgets, particularly in more specialist areas; delegated authorities; compliance with laws and regulations around procurement (other than major outsourcing projects); and systems for controlling officers' overtime and expenses. The internal audit report states in relation to procurement that "we have particularly highlighted concerns about the way in which procurement regulations were being circumvented". These concerns are being further examined by the MPA internal auditor who is due to report findings during late 2006.

October 2006

- The MPS statement of internal control also acknowledges a number of areas where further work is required to increase the level of internal controls operated across the organisation.
- There are concerns raised about the timeliness of financial management reports, including those submitted to the force management board.
- The force has strengthened its team on activity based costing and there is now a strategic board to move forward the use of ABC and AA data. However, the force acknowledges that the main issue is to get more involvement from BOCU commanders in using the results for management decision making and improving performance. A pilot is being undertaken in one BOCU. The force does not undertake a 100% AA study cover of BOCUs each year, but only every three years. The ABC model, however, includes up to date MI and cost data each year. Although the Home Office has agreed to this rolling programme of AA studies consideration could be given to providing more comprehensive coverage at proportional cost.
- At the time of the inspection, the estates strategy was under revision and upgraded in February 2006, but had still not been agreed between the force and the police authority. As part of any updated strategy there will be the need to prioritise and risk-assess a backlog of maintenance amounting to approximately £150 million to £160 million, the eradication of the backlog being an integral objective of the estate strategy. The force also recognises that estate modernisation will need enhanced stakeholder communication and consultation in the implementation stage of the strategy.
- The strategy along with revised facilities management contracts and the roll out of new IT should enable the MPS to contribute, as with the majority of forces in England and Wales, to national benchmarking data where appropriate to the force.
- The estate modernisation programme has successfully moved the force into adopting modern estate utilisation (eg open plan offices), patrol bases in warehouses, the design stage of the first phase of five new custody centres and the phased exit of residential estate. This flexible and lower cost approach in line with previous Home Office reports continues to make progress.
- The estates department has ongoing difficulty in recruiting appropriate staff in some professional and specialist areas, exacerbated now by competing demands and financial packages to attract professional and technical staff to work on sites for the 2012 Olympics and other major London regeneration programmes such as the Thames Gateway. This will require an HR review to assess how to address these challenges. This will also need to encompass a review of staffing resources to provide more in-house control of contracts let, as opposed to 'client controls' being operated by contractors.
- While the MPS did not achieve the year-on-year target for overtime reduction for 2003/04 and 2004/05, there was an improvement in 2005/06 as the MPS exceeded the target reduction by 13.8% (that is an achievement of 15.45% compared with a target of 1.65% excluding NIC functions) and by 7.12% (that is an achievement of 8.77% compared with a target of 1.65% including NIC functions). This, however, should be set against the significant increases in overtime over the two previous years which showed (including NIC functions) increases in overtime of 19.97% and 21.68% against the

October 2006

relevant targets respectively. The chief internal auditor has also commented in his annual report for 2005/06 that "Reviews of borough command units and local controls over overtime and allowances paid have highlighted control weaknesses across the organisation."

Audit Commission Use of Resources

Element

Assessment

Financial Reporting

Not Available

Financial Management

2

Financial Standing

3

Internal Control

2

Value For Money

2

Key to grades

1. Below minimum requirements – inadequate performance
2. Only a minimum requirement – adequate performance
3. Constantly above minimum requirements – performing well
4. Well above minimum requirements – performing strongly

The judgements are made by auditors under the Code of Audit Practice and in accordance with guidance issued by the Audit Commission.

6E Information Management

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	9	31	2

National Position

The convergence of information and technology streams, and in particular the developing role of the chief information officer, is focusing attention on how forces corporately govern information. The aim in this assessment is to differentiate between forces that are taking an information-based approach to delivery and those that are technology-driven. A raft of emerging standards – notably Management of Police Information (MoPI) – is defining metrics against which performance can be measured, and these will ease the challenge in future assessments. Equally, the need for forces to develop medium-term planning, to consider national strategy in their local planning, and to reflect the requirements of the information technology infrastructure library (ITIL) have all provided some clear measures of success.

It has been a particularly challenging 12 months for forces' information services, as much development work was postponed because of amalgamation proposals. This backlog will need to be addressed in 2006/07, together with work on shared approaches to bridge the level 2 shortfall. The challenge of providing information for the cross-regional information-sharing project (CRISP) and the emerging IMPACT system is considerable. This may require the development of 'confidential' networks and work to meet the requirements of the Unified Police Security Architecture (UPSA) as well as MoPI. These carry as yet unquantified but very considerable costs, as well as resulting in major business change. With constrained budgets and increasing demands, the future poses real challenges as to how forces will manage their information assets.

Contextual Factors

The MPS has an overarching information strategy, linked to a series of strategies that are currently being refreshed for the next five years, which sets out the approach to providing relevant information to the point of need. Activities to implement these strategies are included within a three-year medium-term financial plan. The DOI has a 'technology roadmap', which aims to identify the requirements for medium- and long-term service enhancements and to integrate these into a continuous improvement programme. A technology strategy defines how innovative solutions are identified, harnessed and exploited to provide solutions to the policing problems.

The director of information is a member of the management board and this provides an enhanced platform to influence the strategic decision-making process within the organisation.

The MPS has a 'project lifecycle' which is a comprehensive process for performance monitoring and evaluating systems to ensure that projects and services deliver intended outcomes. The regular review process aims to identify tactical drivers for improvement and to generate appropriate responses.

The corporate restricted network Aware provides a stable basis for the delivery of applications supporting key operational processes. This network is designed with resilience and high availability in mind. The MPS is currently moving its infrastructure towards two fit-for-purpose data centres. This network is subject to continuous incremental improvements in line with strategic planning. A number of core infrastructure elements are imminently planned for refresh to fully exploit latest releases and maintain this high availability.

Up-to-date disaster recovery and business continuity plans exist for all critical MPS information and communications technology (ICT) services. These plans were last formally reviewed in 2005 and formed the basis for setting targets in this area for the new contract for ICT service provision (replacing three of the five ICT supply contracts in 2006). Although the current arrangements are not fully comprehensive, they represent a high standard for the ICT industry as a whole, and will significantly improve over 2006/07 as the new ICT service contract takes over and introduces its enhanced procedures.

Strengths

- The director of information is a full member of the MPS management board and as chief information officer has responsibility for information management, communications technology, ICT, data quality, records management, information security, data protection and freedom of information.
- The director of information is a qualified IT practitioner and chartered engineer. She is a PITO board member and was recently appointed head of ACPO's information management business area. Overall, this ensures effective linkage between MPS and national developments.
- The MPS has an agreed, overarching five-year information strategy, supported by strategies for information management, technology and information systems. These supporting strategies are currently being refreshed to ensure they fully support the new MPS corporate strategy and developments within the MMP and link local and national issues. There are direct linkages to the Home Office science and technology strategy.
- The MPS has an information management steering group and new terms of reference have been agreed. This body supports the investment board to ensure that adequate planning and control exist for development and support of ICT, in addition to ensuring strategic alignment across the MPS.
- The MPS has introduced several innovative solutions to operational problems, including a mobile computer forensic laboratory providing an 'on-call, on-site' service 24/7 in support of a wide range of investigations, and the use of satellite communications to provide access to CCTV and data communications for specific operational events such as the G8 summit.

October 2006

- New software has been developed to allow digital CCTV evidence to be viewed on any corporate desktop computer – meaning that 80% to 90% of cases requiring CCTV evidence can be viewed at a local level by trained officers. The software, trialled in Camden, Hounslow, Islington, Wimbledon and Bexleyheath, also allows staff to convert digital CCTV material to VHS quickly and easily, allowing officers to format evidence for court at BOCU level.
- The DOI's information programme group and service delivery group are about to initiate an information technology infrastructure library (ITIL) training programme with a view to formally implementing ITIL procedures during the coming year. The DOI, together with its outsourced supplier, provides a single fault number for reporting most ICT issues, which provides initial call solution to appropriate requests for assistance. Users can, in addition, report, track and update requests for assistance electronically.
- Performance accountability is maintained through the director of information. A delivery group holds monthly meetings with outsourced service suppliers to review performance. Service credits are claimed against contractors that fail to meet contractual service levels. The director of information and her senior directors meet twice yearly with each supplier's directors to maintain an overview and discuss any referred performance issues. Performance is also reviewed monthly at the DOI SMT (information board) meetings.
- The MPS performance monitoring and evaluation systems and processes are set out in a range of DOI policies, standards and procedures and in the DOI business plan. Information on performance is available to the wider MPS community from the DOI homepage.
- The DOI produces a monthly performance report detailing performance in six critical areas: telephony service, radio services, information system services, command and control services, secure systems services, and crime recording system services. The report examines each of these in terms of service availability, help desk services, supplier performance and customer satisfaction. In the most recent performance report acceptable levels of service performance were achieved in all but two of the 24 categories.
- The senior responsible officer for a project reports on the benefits of their project to the information management steering group which is chaired by the director of information, and the DOI workstream manager reports on benefits to the audit and benefits realisation sub-group. In addition, for large-scale projects, Office of Government Commerce Gateway reviews are carried out and all projects are subject to internal MPS gateway reviews.
- The DOI project lifecycle defines an end-of-project review process to measure whether projects have delivered to the mandatory benefits realisation plan that each project has.
- The DOI is to provide a framework for the guidance of project managers about the ITIL standards for all services to have appropriate resilience, availability and recovery.
- The Impact Nominal Index (INI) application was made available within the MPS CAIC in January 2006. The MPS is currently providing 8.5 million data records to the national crime recording bureau (35% of the total volume).

October 2006

- Given the scale of the MPS data sets, the organisation has been working with the IMPACT programme to develop a system to extract, transfer and load (ETL) information into the future Cross Regional Information Sharing Project (CRISP) system. The appropriateness of the current version of CRISP, for which the initial ETL requirement was intended, has been challenged by IMPACT who will now provide a future CRISP system to meet national needs. The MPS will deliver data to this future system in mid-2007 when IMPACT advises it will be available. In the interim, the MPS has embarked on the creation of a corporate data warehouse, which will meet immediate internal data-sharing requirements and satisfy the longer-term national solution when it comes online.
- Up-to-date disaster recovery and business continuity plans, which were formally reviewed in 2005, exist for all critical MPS ICT services and formed the basis for setting targets in this area for the new contract for ICT service provision. Three of the five ICT supply contracts were replaced in 2006. Although the current arrangements are not fully comprehensive, they represent a high standard for the ICT industry as a whole and will significantly improve over 2006/07 with the new ICT service contract.
- Work is continuing to improve the resilience of critical systems, and this forms an integral part of the new contract for ICT service delivery that has been recently let. The contractor has taken the initiative of assessing the business continuity and disaster recovery arrangements for all MPS desktop applications within the scope of the contract. The shortfalls identified in this report have also resulted in action within DOI to improve the definition of critical applications in relation to current police operations and counter terrorist activities.
- The MPS security (METSEC) programme board is chaired by the director of information and meets every two months. The programme of information security improvements is reported on at the METSEC programme board. The programme manager is the head of information compliance, DOI.
- An information management policy encompasses security and is published on the MPS intranet. SOPs for information, personnel and physical are codified in the METSEC code. Risk management and business continuity are detailed in the business risk management framework.
- The MPS has an information security officer who leads a team of security assurance officers with responsibility for security-assuring all new IT projects consistent with the ACPO community security policy. The security accreditation process is embedded in the DOI project lifecycle.
- IT health checks (penetration tests) are conducted as part of the security accreditation process, or following a significant change to an existing system, to validate security controls and identify any unknown vulnerabilities. The information compliance, security accreditator will review the results of the IT health check and assess whether any identified vulnerabilities can be risk-managed or require attention. Once the security accreditator has established confidence in the security controls, an accreditation certificate will be awarded.
- An information compliance unit has the role of recording security incidents and ensuring that these are managed and resolved. The MPS is a participating member of PoIWARP, set up to provide the UK police service with a central point of focus for the protection of its national and local infrastructure. Compliance inspections are conducted to monitor

compliance with security policies, test contractor compliance with security requirements of the contract and carry out PNC data quality audits in compliance with the *ACPO Data Protection Audit Manual*.

Areas for Improvement

- The MPS aims to introduce a corporate data warehouse to achieve significant benefits to the service and service users.
- The MPS is seeking to develop a programme of work to support the principle of single-point data entry.
- Having gained benefit from the review of the current ICT support contract, the MPS would benefit from a review of other support contracts for systems outside of that contract.
- The MPS is striving to identify a way of providing firearms data to the IMPACT programme.
- Although a significant proportion of critical applications are backed up, including that used for criminal or counter terrorism operations support, there is not a clear and consistent approach to provision of continuity services.
- With the limited exception of CAD, there does not appear to be any testing of fallback provisions for critical applications, although most have been validated during real operational failures.

6F National Intelligence Model

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

The MPS has reviewed its approach to intelligence, including guidelines, support of tasking and structures, and as a consequence is now embarking upon establishing a Metropolitan intelligence bureau. A revised edition of the *MPS Intelligence Manual* is being produced, highlighting the impact of NIM and how it should operate within the MPS. In addition, new guidance and SOPs are being developed to ensure further corporacy across the MPS. All business groups are conducting reviews of their intelligence assets in support of the MPS service review and the establishment of an MPS Metropolitan intelligence bureau. Training is being developed to incorporate an intelligence input at all levels which will enhance the understanding of individual roles in supporting the objectives of an intelligence-led police service.

Strengths

- An AC has been appointed director of intelligence and chairs an intelligence steering group comprising ACPO leads from each business group. The intelligence steering group is responsible for implementing and driving the intelligence strategy. The NIM implementation team (SCD9) has been incorporated into the intelligence standards unit and now has a broader role. Although still providing NIM advice as a centre of excellence, the unit is instrumental in providing clarity to the organisation in terms of both strategic and tactical inputs and their outcomes.
- At BOCU level, TCG meetings take place regularly and influence service delivery through tasking and proactive interventions. All business groups have TCG functions and processes in place. BOCUs strive to feed the TP process; SCD units feed CATO (the CATO of SCD). The aim is that all relevant work is then co-ordinated at force level by a central tasking meeting operated by CO. This corporate approach to timing and publication of products has been agreed between the parties concerned. There is a good level of understanding among most staff about the rationale of deployments, expectations and tactics to be employed.
- There are established NIM structures and processes at BOCU level, with a strategic assessment and a control strategy embedded in their planning process. There is a pre-deployment briefing process that is generally fit for purpose for operational staff – whether deployed on tactical interventions or more general patrol. This is also true for level 2 units within SCD/TP/SO. This is augmented by a debriefing process that

October 2006

captures and records both performance information and intelligence, for action and dissemination. This is not consistently applied although available information is used to inform subsequent strategic assessments.

- Key managerial and operational roles within the NIM process are identified at borough, business group and corporate levels, with staff having a good understanding of their responsibilities. Work has been undertaken to ensure that these roles correlate to NIM minimum standards. During the forthcoming year, researchers and superintendent operations roles will be targeted for additional training. NIM training has and is being provided for roles that include intelligence managers, gatekeepers, briefing officers and analysts.
- Key partners are involved at both strategic and tactical levels by BOCUs such as Enfield and Croydon and also at service and business group levels, but this could become more widespread. Data-sharing protocols are used. NIM processes are used to inform the strategic priorities of partners such as CDRPs and prison and probation services.
- A career pathway for intelligence professionals is being established. The first intelligence professionals' conference was held in November 2005 and brought together operatives from across the country to discuss and share best practice.
- The MPS has a principal analyst who actively promotes good practice, quality-assures products and has been engaged in orchestrating the training of analysts within the MPS.
- The MPS has a clear covert human intelligence source (CHIS) and undercover/test purchase policy, with handlers available at various levels. A test purchase liaison unit provides advice to BOCUs.
- A strategic assessment is completed for the MPS at force level, business group level and for boroughs every six months, with a review every three months. A template and guidance for strategic assessments is available on the NIM intranet site. The strategic assessments are based upon thorough research and analysis of a wide range of data sources, including external information on public perception and satisfaction surveys, health, welfare and education. Clear NIM-compliant processes are in place which include policies setting out timing, content and circulation of NIM products together with details of responsibilities.
- Clear procedures are in place to monitor compliance with the NIM codes of practice and to take remedial action. All self-inspections include a NIM check for compliance with the appropriate codes of practice. A DAC chairs a regular and themed crime co-ordination strategy meeting, attended by BOCU commanders, which reviews performance in line with NIM-based tactical interventions. In addition, the MPS performance directorate carries out thematic inspections periodically.
- The MPS has designated briefing facilities for staff at most operational centres in accordance with the NIM briefing model. The MPS has electronic briefing systems in place and a BOCU briefing and tasking system termed MetBaTs which is updated daily by all OCUs. This also includes links to the *Police Gazette*, MPS, and 'wanted' briefing data. All briefing systems are fully auditable.

October 2006

- All dedicated source units have 'sterile corridor' policies in place. An intelligence management system is used for tasking and risk assessment, with sources tasked through the TCG.
- NIM is becoming operationalised through the exploitation of all intelligence opportunities, such as through the links emerging with community intelligence arising from the introduction of Safer Neighbourhoods teams, by the co-ordination and tasking of Crimestoppers information and through forensic analysis undertaken by a forensic analysis unit.
- All intelligence units have gatekeepers in place to advise on information and intelligence management. A service intelligence bureau maintains 24-hour availability.
- The force has published an MPS intelligence strategy providing a framework for the people, processes, structures, knowledge and systems for intelligence within the organisation.
- The MPS has a confidential unit, the objective of which is to provide a safe gathering point for intelligence from a variety of agencies to enable the best focus on disruption of harm in London. The framework for assessing harm is impressive conceptually.
- The MPS has established a counter terrorism and extremism programme for BOCUs termed Operation Delphinus. This seven-point programme aims to introduce counter terrorism to all BOCUs in a structured format and to provide clear guidance as to the activities that should be undertaken. There is a clear objective in place, with actions that include enhancing ownership, engendering community trust and confidence, improving partnership working, and the recording, grading and dissemination of intelligence. The programme is subject to both interim and yearly inspections as directed by TP and SO.

Work in Progress

- The MPS has established corporate templates for strategic and tactical assessments used by all BOCUS/business groups. In line with the ACPO NIM guidance issued in November 2005, these templates are being updated by the intelligence standards unit to ensure their effectiveness.

Areas for Improvement

- Intelligence within the MPS is compartmentalised within business units such as SCD and CO and even at the next level, for example within SCD5 child abuse investigations OCU and SCD8 Trident OCU, with each operating dedicated intelligence units. Linkage between and through these units is achieved, but often through time-consuming searching and informal contact. The force has yet to introduce a robust mechanism for corporate intelligence and corporate tasking. There is no Metropolitan intelligence bureau, although there is management board agreement for this to now be established. There is, however, good use of intelligence within some BOCUs and departments, but this is not consistent across the MPS.
- While the CO TCG is beginning to develop as an overarching MPS system, there is not a clear linkage with the SCD TCG and other force-wide tasking mechanisms. This is a significant challenge for the MPS, given the extent and range of the resources that can be directed.

October 2006

- At BOCU TCG level, there is a clear focus on level 1 activity. However, BOCUs can experience difficulty when tackling cross-BOCU criminality. Priority BOCUs can often expect their bids for resources to be supported through business group TCGs but this is not the case for non-priority BOCUs. There is no process for these BOCUs to then access adjoining boroughs for support to tackle level 2 criminality or for those where priority bids have not been accepted. Some, but not all, link commanders have taken action about this gap and are now encouraging BOCUs to consider cross-border action plans to promote joint activity against level 1 and level 2 crime, share intelligence about cross-border criminals and share good practice on volume crime issues. To do this, they are developing a monthly 'cross-border operations' meeting, involving all the operations' superintendents, intelligence managers and higher analysts from the BOCUs, together with representatives of TP crime, CO units and other police forces. In the absence of this process being formalised, some TP link performance meetings strive to fill this gap but dilute their focus by attempting to promote performance and intelligence. Further work is required to ensure this is effective.
- Regional tasking has not been firmly established. A business case has been submitted by CO for consideration to be given to the creation of a regional intelligence cell.
- The MPS relies on the accessibility and capability of corporate databases and shares the frustrations of other users that there is limited interoperability between significant databases such as HOLMES, CRIS and the PNC. Nevertheless, an intelligence-sharing regime is in place to ensure that maximum interrogation of these systems takes place in order to establish links such as persons of interest or trends.
- The MPS Crimint software is currently unable to support 5x5x5 assessment of intelligence submissions automatically and has to be amended manually when disseminating to an outside agency. This will be resolved with the rollout of Crimint Plus.
- The MPS carried out the HMIC, NIM and directed surveillance reviews in 2003/04, achieving the minimum standards in both cases. The reports included 26 recommendations and almost all have been implemented. Outstanding recommendations will be implemented with the rollout of Crimint Plus and the Integrated Intelligence Platform which will become the corporate data warehouse for the MPS.
- The MPS has various systems in place to enable access to good practice that include lessons learnt, data-sharing protocols and readily available access to a menu of tactical options. Data-sharing protocols for CDRPs are available through web links with the intelligence standards unit site while tactical options are available through TP and TSG web links. However, there is a need for this to be integrated and more easily accessible. The MPS has plans in place to embark on this later this year. The DAC TP also ensures that good practice is identified and promulgated through regular themed meetings held with BOCU commanders focusing on performance.
- Although data-sharing protocols are in place with most partners and other law enforcement agencies, the MPS has recognised the need to ensure that there is some consistency and corporacy since many are negotiated at a local level.
- While good inroads have been made by the MPS in training and delivery across the service around intelligence processes, there remain staff in some key roles who have yet to receive an appropriate level of training, such as researchers.

October 2006

7 Leadership and Direction

7A Leadership

Grade	No direction of travel allocated
Good	

National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

Contextual Factors

This has been a challenging period for the leadership and staff of the MPS in an era of unprecedented operational demand within a changing city that has a resident population growing at the rate of 40,000 people per year and contains 13 of the 20 most deprived boroughs in the UK. Throughout this period the MPS leadership has been at the forefront of combating terrorism while continuing to work to reduce crime. The Commissioner was appointed to modernise the MPS. Major developments are already under way or planned which range from the introduction of neighbourhood policing across London to ensuring that the MPS has a sound platform for policing the 2012 Olympic and Paralympic Games. Change and the prospect of modernisation on a large scale have generated both energy and a measure of anxiety and resistance in different parts of the MPS.

The Commissioner and other leaders have faced unparalleled scrutiny through accountability to the Home Office, the MPA, the Mayor of London, key partners such as GOL and through the concentration of national and local media while dealing with a proliferation of leaks concerning the activities of the MPS. There had been praise for the Commissioner and the MPS following the tragic incidents on 7 July 2005, but also waves of criticism in the media later that month after the tragic shooting of Jean Charles de Menezes, and criticism about the role of the police in controversial issues, such as the debate on 90-day detention (autumn 2005) and comments made at MPA meetings such as the observation by the Commissioner about the media interest in the Soham murders. While addressing these issues, it is essential that the MPS has consistent and effective representation in the media.

Throughout this difficult period the Commissioner and the MPS have enjoyed strong support from successive Home Secretaries, the Mayor of London and many members of the MPA. ACPO and the Superintendents Association have also expressed their support for the MPS leadership and, while the MPS Police Federation has generally good relations, there has been occasional criticism. However, the perception of leadership in the MPS has been adversely affected at all levels by specific reports of dissension in the MPS management board. This has also complicated the task of driving forward important change initiatives such as the development of a Metropolitan intelligence bureau.

October 2006

Notwithstanding this context, the response of the Commissioner and the MPS to the July attacks, in terms of emergency response, investigation and high-profile security operations was deservedly widely praised and drew a positive response from the public. During this challenging year, the MPS has delivered an overall reduction in crime while increasing the overall sanction detection rate and bringing more offences to justice, at the same time introducing major reforms including the MMP, the Together process and the MPS-wide rollout of Safer Neighbourhoods. In many respects the demands on the MPS leadership are constant and relentless. The media focus on leadership will inevitably be solely on the Commissioner but it is the collective leadership of the MPS that is scrutinised to form this assessment and grade.

During 2005 the MPS and the MPA jointly undertook an organisational review entitled the 'service review'. Extensive internal and external consultation was conducted, with the findings being central to the foundation of the MMP. This is the three-year plan which also draws together the priorities in the policing London strategy 2006–09 and existing major change projects.

Underpinning the MMP is the Together programme which has recently been launched by the Commissioner. This is about the MPS's aspirations when delivering London's policing service and the perception it wants colleagues, partners and the public to have of the organisation. Together aims to enjoin all parts of the MPS and unite staff behind the MPS's mission and priorities and to make the MPS an organisation where all individuals, regardless of their role or their personal background, feel valued as part of the collective team and supported in maximising their potential. This is an ambitious project but, already, inroads have been made by a newly appointed director of leadership to develop a new set of values with staff and stakeholders from which the programme can build.

The Commissioner has made the Safer Neighbourhoods programme the hallmark of his commissionership, describing it as the 'jewel in the crown' for the MPS. Through determined and focused leadership, the Commissioner and the management board, with the support of central government, the MPA and the Mayor of London, have ensured the introduction of Safer Neighbourhoods teams within each neighbourhood within the MPS area. The full benefit of these teams has yet to be realised but, already, there are signs that the introduction of local neighbourhood police officers is being widely welcomed within the communities of London.

Strengths

- The commitment of the Commissioner to the Safer Neighbourhoods programme has led to the introduction of 630 Safer Neighbourhoods teams throughout London. The programme has the explicit support of central government, the MPA and the Mayor of London. The AC TP is the force lead for the Safer Neighbourhoods programme and brings significant expertise from his work previously piloting the Reassurance Policing programme. The AC chairs a monthly, strategic meeting, setting the direction for the programme.
- The Safer Neighbourhoods programme is fully integrated with the Citizen Focus strand of the policing plan. Citizen focus is the specific responsibility of the DC. He sets the strategic direction and champions both the project and its components. There is also a CFP, chaired by a DAC. The head of the Safer Neighbourhoods unit is a member of this board which meets bi-monthly.

October 2006

- During 2005 the MPS and the MPA jointly undertook an organisational review project named the 'service review'. The service review central team carried out extensive internal and external consultation and research to generate ideas on how the MPS could work differently. Consultation with all MPS staff was conducted using a combination of (approximately 120) focus groups, interviews and intranet questionnaires. Consultation and communication with key external stakeholders was conducted through a 'partners event' to which approximately 600 were invited. The final 11 proposals now form part of the foundation of the MMP.
- The three-year corporate strategy 2006–09 (the Policing London strategy), jointly produced with the MPA, provides a picture of the direction and performance focus of the MPS. It provides information for Londoners on how the MPS will deliver their police service. It provides information for MPS staff about what they are being asked to deliver as priorities in their work. It also provides information for partners on areas of focus for the next three years. This will be refreshed every year to ensure that it remains meaningful and reflects the future needs of London.
- The annual policing plan is part of the one-year delivery mechanism of the three-year corporate strategy. The annual policing plan is circulated via the MPA and the MPS Internet sites, libraries, CDRPs and the front counters of all police stations in London.
- BOCUs have local priorities, which are informed by CDRPs developed in conjunction with local key partners. The main borough objectives arising from this year's CDRPs have been included within the annual policing plan and form part of the development of the corporate priorities.
- Following the appointment of the Commissioner in February 2005, the MPS management board has now increased in number to reflect all directorates within the service. This includes the internal appointments of an AC CO, an AC service improvement and a director of information. There have also been the external appointments of a director of strategic modernisation and performance and a new DC. All members of management board have clearly identified and fully briefed deputies who provide cover during periods of absence, leave or sickness to ensure business continuity.
- The MPS management board is the strategic TCG for the organisation. Chaired by the Commissioner, the board meets monthly. The focus of the management board is to develop and deliver the corporate strategy and annual policing plan, agree and ensure the quality of control strategies, review progress against major programmes, review and manage major risk, review the impact of and compliance with critical policy, and consider new issues and adjust strategy.
- Monthly management board meetings are supplemented by informal sessions held three times a week. These provide a forum for responding to urgent issues and an opportunity for brief information exchange. The management board is a major component of a new operating framework introduced into the MPS in April 2005. Investment, modernisation and performance boards have been established to drive improved efficiency, effectiveness and performance. The development of these boards is designed to strengthen collective scrutiny, commitment and focus led by the DC and director of strategic modernisation and performance.

October 2006

- All members of management board are fully committed to the annual PDR process. The Commissioner and DC meet with the chair of the MPA and HMIC for appraisal meetings. All other members of management board will meet with both the MPA chair and the Commissioner. Complementing the PDR process, the management board team has participated in two separate teambuilding events in the last six months to improve the performance of the management board both at the individual and collective levels. External consultants have been used to support this process and ensure that maximum benefit is realised.
- The management board has begun to use values-based 360-degree appraisals to facilitate their teambuilding exercises and explore behaviour. Work is ongoing in this area supplemented by individual coaching for management board members. Management board quarterly away days provide space for key issues and more visionary thinking away from the workplace. In addition, bi-annually, joint management board/MPA away weekends take place.
- Upon appointment in 2005, the Commissioner launched the Together programme. Together is about the MPS's aspirations for delivering London's policing service and the perception the MPS would like colleagues, partners and the public to have of the organisation.
- Central to Together was the work to develop a new set of corporate values for the MPS which commenced in March 2005 when the management board undertook focused discussions on the values and behaviours needed to drive organisational success. To promote engagement and ownership, an extensive consultation exercise took place across the MPS providing all staff with the opportunity to participate. In total, 5,500 MPS staff and stakeholders became involved. Each MPS business group was represented as well as staff associations, IAGs and the MPA. The refreshed values were approved by the management board and the MPA in February 2006. The values have been awarded the Plain English Campaign crystal mark.
- The values are an integral part of the Policing London strategy 2006–09 and a key enabler for the MPS to deliver its strategic outcomes and performance ambitions co-ordinated under the MMP. The mission and values feature in key documentation and publications with each management board member ensuring clarity of the message cascaded to staff. Regular opportunities to present the vision and values are provided through Met-Get-Togethers (management board open forums), the annual service conference, the Commissioner's monthly breakfast meetings, live intranet forums and other informal sessions such as focus groups.
- The MPS has appointed a director of leadership development to lead on the creation of an MPS leadership academy, a fundamental aspect of the MPS Together programme. The leadership academy is not seen as a training institute for those with a management responsibility to 'attend', but more as a visionary concept working to raise the profile and importance of management and leadership development and drive organisational and cultural change.
- The leadership academy is a key vehicle for promoting a value-driven style focused on setting high standards and challenging unacceptable behaviour. Ongoing activity will also ensure that all MPS management processes, such as recruitment, selection and promotion, are supportive of and consistent with the corporate values. Transparent

October 2006

processes will facilitate the fair and equitable treatment of all staff and increase staff confidence.

- The strategy unit proactively monitors the visits of all management board members through a 'visibility chart'. This ensures that there is no duplication of personal visits and that no business areas are missed. Since February 2005 all but 17 of the 140 MPS OCUs/major units have been visited by either the Commissioner or a member of the management board. The Commissioner has also recorded 15 personal intranet video messages made available to all staff. There is an accompanying e-mail address to enable staff to ask related questions and give feedback on what has been said.
- The DPA deals with all organisational channels for the MPS. It is divided into internal communication, publicity, resources and news branch, and corporate press. The DPA has press officers who communicate on behalf of core operational commands. The DPA keeps the organisation informed through its intranet news service and through *The Job* publication (this is in the process of being changed from a newspaper to a features-driven magazine, reflecting that people now pick up their fast-time news and information from the intranet). In February 2006, 220 stories were published on the intranet homepage. The DPA won the award for the 'Best press office of the year' for its work on and following the events of 7 July 2005.
- The Commissioner and DC continue to provide strong leadership and clear direction on race and diversity issues. Both are key proponents of the CRE leadership programme. The DC also chairs the diversity board and leads on the diversity agenda. In August 2005 the MPS appointed a DAC to head up its DCFD, which had previously been led by a commander, in order to demonstrate its ongoing proactive commitment to diversity issues.
- There are a number of developmental initiatives to progress MPS personnel, including the intensive development programme, personal leadership programme, active career development programme, high potential development scheme, and female and ethnic minority detective training programme. These initiatives enable staff to progress throughout the organisation, and fulfil their own developmental and career goals.
- The MPS has a Commissioner's high commendation award and a Commissioner's commendation. Following nominations from individuals' line managers, a Commissioner's commendation panel sits each quarter to decide on suitable recipients for the Commissioner's high commendation and commendation awards. The largest-ever ceremony was held recently following the incidents in July 2005.
- The MPS pays attention to media comment and monitors and evaluates opinion. The DPA conducts research after all MPS marketing and publicity campaigns and employs an external research company to conduct telephone surveys to assess success and help determine how the MPS communicates in the future. There is a marketing strategy as an appendix to the corporate communications strategy, which has the flexibility to reflect evolving policing priorities. In addition to a communication strategy group, the DPA holds a monthly meeting of press officers from each business group or directorate to discuss external issues and ensure that the organisation is responding to needs in a unified way.
- A fundamental component of the MPS's operating framework is the MPS investment board. Chaired by the DC, the investment board meets once a month to review the

October 2006

corporate budget, financial planning activity and spend against major programmes. The investment board also makes decisions on priorities when new bids for resources are made. To ensure the allocation of resource is clearly linked to benefits, a requirement of the investment board is that all bids are supported by a full business case.

- The headline financial budget and forecast for the MMP delivery in 2006/07, based on known project costs, has been developed. All programmes and projects that require investment will be subject to business case assessment, with future spend authorisation provided by MPS investment board based on the cost-benefit and risk associated with the change proposed.
- The MPS's chief officers have a good working relationship with the MPA and have a high level of interaction. The relationship is based on openness and transparency, with effective arrangements in place for sharing of information and joint participation in projects and meetings to improve the service to the community. This is particularly evidenced through the joint endeavour on service review and corporate three-year strategy.

Work in Progress

- The MPS's external media strategy is being redrafted and is due to be published soon. Steps should be taken to ensure that in preparing this strategy cognisance is taken of the views of key stakeholders.

Areas for Improvement

- The perception among many staff within the MPS is of a management board that is not always acting in unison. The Commissioner and management board members should focus on tackling this perception by continuing to work together as a team, ensuring effective communication and providing clarity of direction and leadership. The management board needs to be working coherently to drive the reform programme for the MPS and the recent agreement on a way forward on intelligence was a good step in that direction.
- Uncertainty regarding the prospect of modernisation may be tempered to some extent by the actual proposals, when fully developed. This will be particularly so if the public benefits and the practical effects of proposed changes can be clearly communicated.
- The MPS must ensure effective chief officer representation within the media in order to ensure that consistent messages are relayed to the community and to retain the confidence of staff.
- The MPS has a number of commanders with dedicated responsibility for specific functions, whose access to the management board is through their own DAC to the command AC. While there is a sound rationale for this structure, some commanders have not been fully engaged when decisions are made about their business area. The management board should seek new ways in which the specialist experience and knowledge of the commanders can be considered when key strategic decisions are to be taken. The engagement and contribution of others at this level is not clear to the individuals or some within the force. This is more of a structural issue than any sense of an unwillingness to consult. Inevitably some roles at DAC and commander levels are more visibly heavily loaded than others.

October 2006

- The MPS needs to develop a medium-term plan that integrates its financial and service delivery ambitions and takes full account of the service review 2006–09. The MPS is currently undertaking a financial planning review which involves consultation with a wide range of stakeholders across the MPA/MPS, including the corporate planning functions.
- The MPS should ensure that its management processes are consistent with and supportive of the corporate values. It is planned that the values (and underpinning behaviours) will be integrated into MPS recruitment, selection, promotion and posting processes during the financial year 2006/07.
- Business group and unit-level staff surveys are undertaken at local discretion, typically supported by the MPS research and surveys unit with regard to construction and analysis. All local staff surveys contain a core set of questions and efforts are made to mandate additional questions and corresponding response scales. Each year, an independent survey company is commissioned to produce an aggregate analysis of the results. There is a need to ensure consistency in order that the analysis of results can be maximised.

October 2006

7B Performance Management and Continuous Improvement

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	12	26	5

Contextual Factors

The MPS now has a single performance directorate comprising units that undertake strategic inspection and review, the co-ordination of all inspection activity within the service, data collection and analysis, production of surveys, data accuracy checks and the promotion of the NCRS, Home Office Counting Rules and National Standards for Incident Reporting (NSIR) .

All performance activity is based on MPS priorities, the HMIC baseline assessment frameworks and PPAF domains. Any areas for improvement can be identified through a corporate performance review process and may be allocated accordingly to respective units.

The MPS performance board, chaired by the DC, meets once a month to review progress against all control strategies, targets and critical policies and enables review of the contribution of elements of the MPS to overall outcomes. The DC is personally committed to driving through the improvements identified in the MPS HMIC baseline assessment and receives update reports on the overall progress at each board meeting.

Corporate and business group performance is also discussed at the quarterly MPA planning performance review committee meetings.

The MMP is a three-year plan to draw together the priorities in the Policing London strategy 2006–09, the proposals from the service review, and existing major change projects, which include Safer Neighbourhoods, C3i and Together. Other change projects will progress over the next three years and include efficiency (including reducing bureaucracy), performance and citizen focus. The MPS modernisation team engages directly with communities and stakeholders externally to ensure that these changes produce improvements to service delivery that meet their needs.

The MPS is also currently developing an environmental scanning function within the MPS strategy unit. The unit brings identified issues to the top tier of MPS management for decisions as to how they will be managed.

Strengths

- The MPS performance board, chaired by the DC, meets once a month to review progress against all corporate strategies, PPAF priorities, targets and critical policies and enables review of the contribution of elements within the MPS, including support

October 2006

functions, to overall outcomes and decides action to address performance or spread good practice.

- The MPS reports to the quarterly MPA planning performance and review committee who consider and monitor performance against the policing plan targets and any performance indicators set locally or by external organisations. In doing so, the committee considers performance at both corporate and borough levels in order to identify best practice. It also advises on the setting of relevant performance indicators and targets in annual plans and corporate strategies. There is an effective working relationship between the MPA and the MPS, with clarity about the respective roles and responsibilities that ensures a clear focus on performance improvement.
- There are a series of performance management meetings, which are linked to the MPS performance board meetings. These include the crime control strategy meetings, chaired by the DAC TP, which are focused, themed performance meetings with groups of borough commanders where good practice and feedback are highlighted; the crime recording oversight group meetings, chaired by the commander of the performance directorate, which are attended by the MPA and the PSU; and the corporate performance review tasking meetings, which identify areas of performance improvement and the sharing of good practice.
- In addition to the crime control strategy meeting process, the AC and DAC TP scrutinise performance through regular performance and tasking meetings and during formal visits. Within the SCD, the AC and DAC similarly scrutinise performance through regular performance and tasking meetings and during informal visits. SO is currently undergoing a fundamental review, which will ultimately have an effect on the performance meetings structure but it too has a clear focus on scrutinising performance.
- As part of the performance framework within TP, the link commanders are held to account for BCS crime reduction and total notifiable offences sanction detection targets via the PDR process and pay-related objectives. Superintending ranks are also held to account personally through their PDRs.
- There is a clear focus on having accountability mechanisms for teams and individuals, with most staff having PDR objectives that support team and MPS objectives. For 2005/06 the MPS introduced a target of 75% for completion of PDRs within 60 days. The career management unit monitored completion rates with policies and training plans in place. Completion rates for 60 and 90 days are published in the HR headline scorecard, with mechanisms in place to monitor and review both completion rates and quality with target being achieved for 2005/06.
- Performance reports are produced corporately for the MPS and OCUs on a weekly and monthly basis. Each week performance information is issued promptly and used in tasking and performance meetings to identify and address improvements.
- Information such as from CRIS, CAD and HR is included in a corporate database termed MetStats which is accessed by users across the service. The planned implementation of MetMIS (the MPS implementation of the national management information system) will further improve the accessibility and timeliness of performance data.

October 2006

- A number of B/OCUs within the MPS have quality assurance staff. They have responsibility for undertaking work regarding continuous improvement and performance management and many have been trained to ISO standard. The head of the MPS inspectorate is the head of profession for quality assurance officers and, following a recent review of the quality assurance role; a working party has been created to develop the performance management function.
- Within the performance directorate, the data accuracy team is responsible for promoting the NCRS across the MPS and for ensuring that all OCUs comply with the Home Office Counting Rules. It also has a new element of responsibility for promoting the NSIR across the MPS and for ensuring that all OCUs comply with the Counting Rules for NSIR.
- Due to inspection activity within the MPS, issues regarding non-sanction detections were identified and drawn to both local and national attention. The lessons that have been learnt as a consequence have resulted in positive action being taken both within the MPS and in other forces to address the issue.
- The Safer Neighbourhoods programme is being delivered by way of growth to the organisation. This was the subject of a comprehensive business case based on policing need and the need to ensure that current response capabilities are maintained.
- Within the performance directorate, there is engagement with the PSU, HMIC and the MPA on a regular basis and representatives are included in a number of performance processes, such as the corporate performance review meetings, the crime recording oversight group and external inspection partnership meetings.
- Following the service review, the MPS inspectorate and inspection liaison and analysis unit became a strategic part of the performance directorate. A smaller central inspection team is focused on undertaking key strategic and cross-business group inspections, together with performance-driven inspection activity.
- The MPS inspection liaison and analysis unit co-ordinates a programme of meetings on a monthly basis with all internal inspection units and on a quarterly basis with all external inspection agencies. This is to prevent duplication, overlap and unnecessary burden of inspection activity to the MPS. It also provides a forum for sharing good practice and learning. The work of its own inspection/review units is also co-ordinated with that of other internal inspection/review units to avoid duplication and to share good practice.
- The MPS has established the MPS modernisation board at a strategic level and the change co-ordination board at TP level, to ensure that the MPS delivers on its four key strategic priorities including Safer Neighbourhoods. This aims to ensure that the service channels its energies in a focused way and that commitment to Safer Neighbourhoods is not diluted due to a large number of change programmes.
- The MPS planning process has been redesigned during the past year. In association with key stakeholders, processes and services have been aligned to meet the needs of the MPS and key partners. A planning cycle was formally published at an MPA full authority meeting which detailed the high-level planning outputs and the expected dates that developmental activity for each product would take place. This has enabled a prioritisation of improvement projects to be delivered over the next three years. The

October 2006

MPA and the MPS have also identified critical areas of improvement based on the Policing London corporate strategy.

- The MPS is represented at the MPA corporate governance committee, which approves the internal and external audit programme, agrees the MPS health and safety priorities in its strategy and considers the financial risks to the authority.
- The newly created MPS strategy unit, led by a member of the management board, ensures a consistent approach to development, implementation, monitoring and review of all corporate policy.
- In February 2005 the first stage of a modernisation process, the service review, was launched. This was a fundamental review of the MPS, which examined every area of the MPS and the way it works. In September 2005 the management board and the MPA accepted 11 service review proposals. The second stage of the process is the MMP, a three-year plan to draw together the priorities in the Policing London strategy 2006–09, the proposals from the service review, and existing major change projects which include Safer Neighbourhoods, C3i and Together.
- The following major change programmes are critical and have been prioritised for delivery over 2006/07: C3i and Metcall; Intelligence, Tasking and Covert Assets; Safer Neighbourhoods; and Together. A number of other change projects will also deliver specific elements over 2006/07: detective modernisation; improvement to custody facilities; quality of service commitment; and single log-on.
- A member of the intelligence standards unit, which has the MPS lead for NIM compliance, attends MPS planning meetings and assisted in the development of the operational corporate priority objectives included within the annual policing plan to ensure compliance with NIM.
- The MPS strategy unit is currently developing a strategy as to how the MPS will respond to strategic forces and the consequent new national landscape. This is a key area of strategic development, ensuring that the MPS is best placed to meet these new developments.
- The MPS is currently developing an environmental scanning function within the MPS strategy unit, for which two members of staff are currently dedicated. The function of the unit is to obtain information from the internet/intranet and other internal and external sources on issues, events and trends that potentially constitute a threat to, or an opportunity for, the MPS and to co-ordinate the evaluation of the possible impact, using the expertise of specialist units wherever necessary. The unit then brings identified issues to the top tier of MPS management for decisions as to how they will be managed.
- Analytical support for corporate planning is provided from within units dealing with subjects such as specialist crime, corporate performance and HR, for example. It is envisaged that the environmental scanning unit will be able to feed emerging issues into these analytical units to improve their planning products.
- The MPS has an anti-bureaucracy unit that represents the MPS nationally on the policing bureaucracy implementation steering group, the only force to have a permanent member on the group.

October 2006

- For 2005/06 one best value/service improvement review was completed on security guarding of MPS buildings, which had been commenced in the previous financial year. Professional consultants were employed under a skilled project manager. The MPS used a well-established review process, with a project board that included a member of the MPA and the management board with the MPA planning performance and review committee signing off the recommendations.
- Public consultation is an ongoing process and it is used annually to inform on policing plans, with individuals and organisations invited to put forward their options and preferences for policing priorities. The key themes that emerged from the overall 2005 consultation process included concern about ASB behaviour and low-level crime, visibility, numbers of police and reassurance, traffic and road safety offences, drugs and drugs-related crime, and youth crime and other youth issues.

Work in Progress

- As a new business group, CO continues to develop its performance framework. The current performance management report is being revisited and developed. A system based on the balanced scorecard approach is being considered for wider use across the business group.

Areas for Improvement

- The MPS has yet to establish a cohesive performance management framework that clearly sets out performance accountabilities, systems and processes across the organisation. The performance board does offer the opportunity for improved strategic grip of overall MPS performance and clear progress has been made during 2006. The board should continue to crystallise information from all departments to support MPS delivery and the set of indicators that capture their contribution and effect of intercepting criminality and terrorism. Currently there remain marked variations between departments as to how accountability for performance is applied and controlled.
- A link performance meeting is held on a monthly basis for each of the four link commands with BOCU SMT members, chaired by the link commander from TP. There were good examples of how this meeting could be used to drive performance improvement but there was a lack of consistency, with some meetings having limited support and not being used as a forum to hold staff to account but for information exchange. A robust and focused meeting at this level is essential to ensure performance improvement.
- The MPS performance board has ensured improvement in the quality and timeliness of a wide range of performance information required to ensure effective decision-making at that level but at times has suffered from uncertainty about the accuracy of financial information that has been supplied. An improvement in the accuracy and timeliness of financial information will be essential for the effective operation of the board.
- A key element of the integrated planning process is strengthening the link between finance and planning, ensuring that the delivery of the corporate strategy takes priority during the allocation of resources, both capital and revenue. This has yet to be achieved but the MPA has plans for an initial scrutiny process undertaken by an assessment panel.

October 2006

- The anti-bureaucracy unit is part of the strategic modernisation directorate. The unit consists of one member of staff compared with four at its inception. Work in respect of anti-bureaucracy and organisational learning is consequently undertaken in isolation as there is no formal linkage to other departments. A chief officer lead has recently been allocated.
- While there is currently no formal staff suggestion scheme, an ad hoc scheme is currently in place. The anti-bureaucracy unit has been tasked to develop such a scheme.
- The excellence model is used by a number of B/OCUs as a tool for self-assessment. Where this is used, the areas for improvement identified are formulated into action plans for implementation. However, this approach is not consistent.

Appendix 1: Glossary of Terms and Abbreviations

A

ABC	Acceptable Behaviour Contract
AC	assistant commissioner
ACPO	Association of Chief Police Officers
ALG	Association of Local Government
ANPR	automatic number plate recognition
ARV	armed response vehicle
ASB	anti-social behaviour
ASBO	Anti Social Behaviour Order

B

BCS	British Crime Survey
BCU	basic command unit
BCJG	borough criminal justice group
BME	black and minority ethnic
BOCU	borough operational command unit
BTP	British Transport Police

C

CAD	computer-aided despatch
CAIC	child abuse investigation command
CAIT	child abuse investigation team
CATO	co-ordinating and tasking office
CBRN	chemical, biological, radiological and nuclear
CDRP	crime and disorder reduction partnerships
CFP	Citizen Focus Programme
CHS	contact-handling system
CJU	criminal justice unit

October 2006

CIPD	Chartered Institute of Personnel and Development
CO	central operations
CPS	Crown Prosecution Service
CPU	case progression unit
CRE	Commission for Racial Equality
CRIS	crime report and information system
CSE	crime scene examiner
CSU	community safety unit

D

DAC	deputy assistant commissioner
DC	deputy commissioner
DCC	deputy commissioner's command
DCFD	diversity and citizen focus directorate
DCI	detective chief inspector
DCS	detective chief superintendent
DDA	Disability Discrimination Act
DDO	dedicated detention officer
DFS	directorate of forensic services
DOI	directorate of information
DPA	directorate of public affairs
DSU	dog support unit
DV	domestic violence

E

EDAP	equality development action plans
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G

GLA	Greater London Authority
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GOL Government Office for London

H

HMRC Her Majesty's Revenue and Customs

HPU homicide prevention unit

I

IAG independent advisory group

IBO integrated borough operations

ICF integrated competency framework

ICT information and communications technology

ISO International Standards Organization

IT information technology

ITIL information technology infrastructure library

K

KIN key individual network

KSI killed or seriously injured

L

LAS London Ambulance Service

LCJB local criminal justice board

LESLP London Emergency Services Liaison Panel

LFB London Fire Brigade

LRF local resilience forum

LRRF London Region Resilience Forum

M

MAPPA multi-agency public protection arrangements

October 2006

MIT	major investigation team
MMP	Metropolitan Modernisation Programme
MMR	monthly management report
MPA	Metropolitan Police Authority
MPS	Metropolitan Police Service
MSC	Metropolitan Special Constabulary
MSF	most similar forces

N

NAFIS	national automated fingerprint identification system
NCALT	National Centre for Applied Learning Technologies
NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NSY	New Scotland Yard
NSIR	National Standard for Incident Reporting

O

OBTJ	offenders brought to justice
OCN	organised criminal network
OCU	operational command unit

P

PACE	Police and Criminal Evidence Act 1984
PATP	proactive tasking proforma
PCSO	police community support officer
PDR	personal development review
PIP	professionalising the investigative process
PITO	Police Information Technology Organisation

October 2006

PNC	Police National Computer
POCA	Proceeds of Crime Act 2004
POSMIS	public order strategic management information system
PPAF	policing performance assessment framework
PPO	prolific and priority offender
PSA	public service agreement
PSU	police standards unit
PURE	police use of resources evaluations
PYO	persistent young offender

Q

QoSC	quality of service commitment
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R

RES	race equality scheme
RVCTF	race and violent crime task force

S

SCD	specialist crime directorate
SIO	senior investigating officer
SLA	service level agreement
SMB	strategic management board
SMT	senior management team
SO	specialist operations
SOCA	Serious Organised Crime Agency
SOP	standard operating procedures
SPOC	single point of contact

T

TCG	tasking and co-ordination group
TAM	Together Against Terrorism
TfL	Transport for London
TP	territorial policing
TPPU	territorial policing performance unit
TSG	territorial support group

V

VFM	value for money
VOSA	Vehicle and Operator Services Agency

Y

YOT	youth offending team
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