



HMIC Inspection Report

Metropolitan Police

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Introduction to HMIC Inspections

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

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

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

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

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

Programmed frameworks

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

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

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

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

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

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

Risk-based frameworks

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

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

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

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

The grading process

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

Excellent

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

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

Good

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

Fair

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

Poor

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

Developing practice

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

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Future HMIC inspection activity

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

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

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

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 an estimated resident population of over 7.5 million (3.2 million households). On an average weekday, 1.06 million people enter central London during the morning peak hours (7am to 10am) with 88% doing so by means of public transport. London is also one of the world's most popular city destinations, attracting some 27 million overnight visitors every year.

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 profile 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 one in four of all the poorest districts in England (as measured on the Government's indices of multiple deprivation) is in London. It is home to almost 47% of the UK's black and minority ethnic (BME) citizens and significant numbers of illegal immigrants and asylum seekers. It is estimated that 300 languages are spoken within London schools. Some 26% of London households with dependent children are headed by a lone parent. 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, with many of its support functions transferred 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.

The MPS modernisation programme, aimed at creating a more efficient and accessible police service, has entered its second year. The MPS has a well-established management team with a wealth of command experience. Operational Services is the newest business group in the MPS. Its aim is to improve service delivery, putting Londoners at the heart of everything the MPS does. A further recent addition to the top team is the appointment of a new director of strategic finance, whose previous role at the Greater London Authority (GLA) will bring a wealth of experience and understanding of the Mayor's budget-setting process.

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 2007/08 is estimated to be £3,043.1 million. The arrangements

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for setting the annual budget are more complex than for other forces due to the involvement of the London Assembly, the Mayor of London and Capital City funding.

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 is to be refreshed on a yearly basis. The corporate priorities, together with a brief description, are:

- **Safer Neighbourhoods (SN)** – 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 the 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 the workforce receives.

The 2007/08 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.

Force developments since 2006

The MPS has demonstrated strong performance against many of the priorities and targets set by the MPA during 2006/07. There has been a notable achievement in crime reduction with recorded offences falling to the lowest annual crime figure since 1998/99 and offences brought to justice being at the highest ever level, with the Home Office target achieved a year ahead of schedule. Gun-enabled crime also reduced in 2007/08 by 11.3% and the number of violent crimes reduced by 6.1%. Notwithstanding the overall good performance on violent crime, the MPS acknowledges public concern regarding recent attacks involving young people and is tackling such crimes with a particular focus on 'gangs'.

There has also been significant progress in the delivery of SN teams across London with the MPS now having coverage in each of the 624 wards and having introduced an enhanced level of coverage in 87 wards with a population in excess of 14,000 people. In addition, the MPS has staffed 21 Safer Transport teams and has established six SN teams to focus on particular community-based problems. Two pilot schemes are also under way to trial 24/7 SN teams. This focus on delivery reflects the importance placed on the SN programme to the policing of London by the Commissioner with the explicit support of the Mayor of London and the Government.

The MPS has appointed 4,562 police community support officers (PCSOs) and has achieved its proportionate share of the 16,000 PCSOs required to be in place by the end of

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April 2007. These officers are utilised on a range of duties that include aviation security, government security zones and royal parks, and as station PCSOs. This has been a challenging task for the MPS.

The commitment to SN has assisted the clear focus on gathering community intelligence and since the introduction of SN there have been over 235,000 intelligence reports recorded, over 36,000 visits to victims of crime and engagement in nearly 1,500 Community Payback schemes. During May 2007 there were 150 Community Payback schemes per week.

However, some key performance targets have not been achieved such as victim satisfaction with the overall service (the MPS achieved 78% satisfaction against a target of 81%) and victim of racist incidents satisfaction (the MPS achieved 64% satisfaction against a target of 72%). This continues to be viewed by both the MPS and the MPA as a key area for improvement.

Throughout this period the MPS has maintained and resourced a strong focus on countering terrorism. To facilitate this, in October 2006 the MPS Special Branch and Anti-Terrorist Branch joined to become the Counter Terrorism Command (CTC). The CTC fulfils a national function by supporting the national co-ordinator for terrorist investigations and other forces during complex cross-border intelligence and criminal investigations. A significant number of proactive counter-terrorism investigations have been undertaken during the period and there are currently around 100 people either at or awaiting trial in connection with terrorism investigations. The attempted car bombings in London on 29 June 2007 and in Glasgow the next day highlighted the importance of maintaining this effort but also emphasise the importance of working with communities to defeat terrorism. The links that the SN teams are beginning to develop with their communities are essential as is ensuring that focus is maintained at borough level by the appointment of a CT lead at senior management level and a CT intelligence officer now in the majority of boroughs.

Both the MPS and MPA recognise the financial challenges that lie ahead over the next few years and to enable them to be equal to that challenge are increasing their focus on improving levels of productivity and striving to forge innovative partnerships. The establishment of the MPS productivity board chaired by the deputy commissioner (DC) is driving activity on productivity in addition to focusing on efficiency and value for money to assist meeting that challenge.

In relation to the previous HMIC baseline assessment for 2005/06, areas for improvement have been closely monitored and actioned through the performance board where the DC receives update reports on overall progress.

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Findings

National summary of judgements

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

Force summary of judgements

Neighbourhood Policing	Grade
Neighbourhood Policing	Excellent
Performance management	Grade
Performance management	Good
Protecting vulnerable people	Grade
Child abuse	Good
Domestic violence	Fair
Public protection	Fair
Missing persons	Fair

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Neighbourhood Policing

GRADE	EXCELLENT
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National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

National contextual factors

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

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

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

Contextual factors

The importance of the SN programme to the policing of London has continued to be emphasised by the Commissioner who has made the programme the hallmark of his commissionership. The SN programme has the explicit support of the Mayor of London and the Government and has an effective management structure. The assistant commissioner (AC) territorial policing (TP) is the force lead for the SN programme and chairs a monthly strategic meeting that includes setting the direction for the programme. He has had a personal role in the development of Neighbourhood Policing nationally since it was piloted across the country in 2003. A TP commander is directly responsible for the delivery of the SN 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 SN delivery team led by a dedicated chief superintendent. Each of the 32 boroughs has a SN senior management team (SMT) lead and there are monthly meetings with the delivery team. The MPS now has coverage in each of the 624 wards and has introduced an enhanced level of coverage in 87 wards with a population in excess of 14,000 people. In addition, the MPS has staffed 21 Safer Transport teams and has established six SN teams to focus on particular community-based problems. Two pilots are also under way

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to trial 24/7 SN teams. There is partnership working at all levels of the organisation. There are strategic partnerships with the GLA, Transport for London (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 group. At basic operational command unit (BOCU) level there are formalised crime and disorder reduction partnerships (CDRPs).

The MPS has a community engagement strategy and SN teams are encouraged to utilise a range of techniques that accord with local preferences and demographics. It is an integral aspect of the SN 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 previously won the Home Office Tilley award for excellence in problem-oriented policing and crime reduction. All BOCUs now have a crime analyst and researcher to facilitate the integration of community intelligence into the National Intelligence Model (NIM) tasking and co-ordination process. Furthermore, a joint agency tasking group, a partnership group that reviews and deploys resources against identified policing priorities within neighbourhoods, has been established in most BOCUs.

The MPS has appointed 4,562 PCSOs, achieving its proportionate share of the 16,000 PCSOs required to be in place by the end of April 2007. These officers are utilised on a range of duties that include the SN teams, aviation security, government security zones and royal parks, and as station PCSOs. This has been a challenging task for the MPS and now certainty is required that the full benefit of this important resource is being maximised.

The MPS has made significant progress in the development of the SN programme both in London and national terms but now has some real challenges in the next stage including: ensuring clarity about the success factors of the programme; mainstreaming the development of SN; ensuring effective utilisation of the resources; and, with the growth of problem solving and community intelligence, developing a strategy that utilises integrated systems and processes that will meet that growth.

Strengths

- The Commissioner and his top team have a clear commitment to Neighbourhood Policing with SN 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 SN programme by the management board, the MPA, central government and the Mayor of London as well as by external partners. The programme is benefiting from strong leadership and direction from the highest levels of the MPS, notably AC (TP). 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 SN programme is being managed and driven as a major strand of the MPS modernisation programme. A programme board steers the delivery of the programme attended by representatives of all relevant MPS directorates along with the MPA, GLA and an independent challenge representative. Rollout and delivery of the programme are managed through an experienced central team that has proved its effectiveness in ensuring implementation of the MPS plans.
- The MPS has identified all its neighbourhoods and has full coverage. There is an established and comprehensive programme that achieved the full implementation of one sergeant, two constables and three PCSOs in each of the 624 wards by

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December 2006 and the MPS is on course to deliver an enhanced 1-2-6 model in 87 wards with a population larger than 14,000 by July 2007. The overall programme has to date delivered 630 sergeants, 1,329 constables and 4,562 PCSOs, a total of 6,521 police personnel dedicated to providing a visible, accessible and familiar policing presence within London. In addition, six extra teams have been introduced around specific neighbourhoods, such as in Westminster for businesses and the night-time economy in partnership with statutory partners and the community. In Crystal Palace a 'triangle team' has been introduced whose area overlaps several boroughs, introduced following community consultation and problem analysis. The MPS is also resourcing pilots for 24/7 SN policing in two wards in Hammersmith and in Fulham.

- The MPS has made significant efforts to recruit, train and deploy PCSOs and has achieved its target figure of 4,562 PCSOs, being their proportion of the 16,000 PCSOs required in England and Wales by April 2007. At that time and included in the overall numbers were 515 offers of appointment, 158 acceptances awaiting pre-employment checks and 207 PCSOs undertaking training. Deployment of these new resources included three PCSOs in each of the 630 teams and an additional three PCSOs in each of the 87 neighbourhoods with a population of over 14,000 people by July 2007 and the establishment of Safer Transport teams in 21 boroughs, each team including 18 PCSOs. In addition, PCSOs are allocated to aviation security, government security zones, royal parks, victim focus desks and as station PCSOs.
- Strategic priorities and arrangements for SN delivery are developed as a result of influence from partners with strong partnership support for the programme. This has resulted in investment from TfL to introduce Safer Transport teams in 21 boroughs through the allocation of £9.7 million, partnership support from local authorities sharing costs for 314 PCSOs and in addition numerous examples of partnership activity with major retailers, housing associations and other key partners. Independent advisory groups (IAGs) and voluntary groups are also fully engaged at all levels. At the time of the assessment, the MPS had held over 11,400 pre-planned public meetings attended by 170,000 people, over 2,600 neighbourhood panel meetings and over 1,300 table top exercises to identify local issues. It also held 1,240 street briefings. 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 and a wide use of non-police related data and information.
- The MPS has a comprehensive community engagement strategy which details the various levels of engagement undertaken and required at service and borough levels. The SN teams follow an engagement model based on the work from the National Reassurance Policing Programme (NRPP).¹ 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 all sections of the community including hard-to-reach groups. All boroughs include demographic profiles within their CDRP strategies; this practice is extended to the local area agreements (LAAs). The engagement and consultation strategy within London has previously 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.

¹ Detailed in HO research study 296 (Findings 272)

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- The MPS has a robust SN communications and marketing strategy that aims to establish simple and efficient channels of communication 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 SN unit in partnership with the directorate of public affairs (DPA); these are readily available to SN 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.
- That SN has become a clear philosophy running throughout the MPS is apparent from the Commissioner, who consistently reinforces that the policing style is at the heart of his plans, through to the SN team members, who demonstrate a clear commitment to engage with communities, identify crime and disorder problems and strive to tackle these problems using a problem-solving approach. There is wide support for the philosophy from managers and staff of specialist and support departments and directorates not directly engaged in territorial policing. There is growing recognition of the wider support the teams can give, eg to major crime investigations. In this regard, senior investigating officers (SIOs) regularly include the SN teams in the community impact assessment process.
- The requirement for members of SN 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 SN teams but it establishes a broad principle. The SN unit has developed a range of products through which local officers can publicise their details. These 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 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 SN team members where SN teams have become established.
- SN teams are encouraged to identify key individual networks (KINs) as a key method for promoting community engagement, staying in touch with communities and identifying their concerns and priorities. There has been significant activity in the design, use and analysis of KIN surveys. There was clear evidence from the community that SN team members were making themselves known and using a wide variety of methods to do so, leading to the establishment of KINs and community participation in ward panels. The general view expressed by those KINs interviewed was one of improved contact with local police officers striving to deal with local issues.
- One example of community engagement was launched in February 2007: an SN online youth survey was completed by 12,000 secondary school pupils who told the police about areas on their school journey and in their neighbourhoods that caused them to feel unsafe. Schools officers and SN teams used the information to devise solutions and in some schools this has been incorporated into lesson plans giving information about preventative action.
- The MPS benefits from significant investment in communications through a dedicated department, the DPA. Furthermore, the SN unit contains a dedicated marketing and communications team with experienced staff working closely with colleagues in the

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DPA. The central SN unit communications team has established a database of key opinion-formers which they use to circulate information about the programme and update individuals on its progress. Links are being made with important community networks, such as faith communities. This work is being encouraged and supported by the central SN unit, which has formed a multi-faith forum to assist in the process.

- Media impact at local level is assessed through the borough press officers, while at service level the media scanning for SN issues is undertaken by the DPA and referred to the SN communications team for comment and action. The scale of the SN programme and the extent to which it has gained support at the highest political levels have generated a large amount of media coverage. This has been largely positive and serves to reinforce the reassurance message.
- Recognition is given to SN teams. Police officers on SN teams receive special priority payments and in the annual AC commendation ceremony awards are given to the best-performing SN team; officers on those teams are awarded bonus payments. In February 2007 the Safer London Problem Solving awards ceremony took place, jointly held by the MPA, MPS and the Safer London Foundation. This was the second such ceremony aimed to showcase and reward problem-solving practice throughout London with nominations from across the MPS that included SN teams. The winning team receives £10,000 to reinvest in its initiative. From 2008 there will be a special category for the best SN problem-solving entry.
- The SN implementation team undertakes advisory programme visits to ensure minimum standards are in place and also to identify emerging issues and good practice. The advisory reports highlight areas for improvement at both BOCU and force level with summaries of the reports presented to the SN programme board and used to provide regular feedback to internal and external bodies. These advisory visits are often accompanied by a range of external stakeholders. This learning feeds into good practice promulgated by the team and links to the quarterly review of the SN control strategy. This is a comprehensive developmental assessment and advisory visit process that reflects the national model. This is reinforced by the conduct of surveys carried out by central SN unit staff in a representative sample of wards examining issues such as availability of contact details. All BOCUs have finalised their national NCU self-assessment and are generating action plans. The SN strategy for 2007/08 has been informed both by the advisory visits and through review of the BOCU assessments.
- The MPS has a seven-stage model for problem solving that has been developed following national research within the NRPP to which the MPS made a very significant contribution. SN teams are required to research their own community and build a neighbourhood profile with a view to engagement with their communities and developing KINs. Within the model, public preferences are identified, analysed and prioritised with plans actioned and reviewed. Using the problem-solving model within the MPS, SN teams have closed 390 crack houses, visited 6,702 homes to deal with ASB in conjunction with the family of the offenders, led to the introduction of 761 anti-social behaviour order (ASBOs), the introduction of 2,634 Acceptable Behaviour Contracts (ABCs) and 3,289 penalty notices for disorder (PNDs). Good evidence of local problem solving was apparent from a visit to a housing estate in Barnet where members of the community described the area as having been 'transformed' following positive action by the SN team.
- The SN unit has introduced a structured model that integrates community priorities into the NIM, through the strategic assessment, control strategy and tasking

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processes. Boroughs have introduced this NIM model with the assistance of new analysts and many have now formed joint action group tasking meetings with partners to support the SN programme. These borough-based joint action groups aim to focus the partnership resources required to tackle other issues raised as neighbourhood priorities. The groups have a clear focus on local partnership problem solving and are used to manage and co-ordinate SN activity with local partners and representatives attending. The meeting in Enfield BOCU is known as Street Action in Enfield (SAFE) and was shortlisted for the Local Government Association awards 2006.

- The tasking of SN teams is regularly used as a tactical option and there are problem profiles that support the level 1 tasking process. Neighbourhood profiles are produced within each neighbourhood in London, generally utilising environmental visual audits. Each BOCU has a dedicated SN analyst and researcher in place to support the delivery of SN. The problem-solving activity undertaken by the SN teams incorporates joint decision making both by partner agencies and community representatives.
- The MPS has a dedicated, central problem-solving team based within the SN unit. The value of this is to ensure the clear links between problem-solving approaches and the work of the SN teams. The majority of BOCUs have established 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. In particular they aim to provide local co-ordination of problem solving by monitoring individual initiatives and providing an overview of problem-solving activity for the tasking and co-ordination processes. The role also identifies and promulgates emerging good practice within the BOCU.
- There is a systematic process for joint problem solving by SN teams and their partners utilising problem-solving proformas. SN teams are required to develop options to respond to the problems identified by the community and then subsequently to evaluate the effectiveness of the interventions. There is close monitoring of these problem-solving proformas by supervisors with neighbourhood panels meeting on average once every four to six weeks to receive progress reports. Partners and the community are routinely involved. The BOCU-based problem-solving adviser supports this process with additional support available through the SN central support team. There is evidence of improved police consultation with community representatives during the past three years, described by some respondents as a 'significant cultural change' and manifested in the current rollout of Neighbourhood Policing.
- There are numerous examples of effective community engagement through SN teams. One scheme is the SN Annual Challenge (SNAC) designed to get children and young people to identify local problems, suggest solutions and make those solutions work. Entry is open to 5- to 19-year-olds at a school or college in Hammersmith and Fulham and the projects are entered into a competition. Awards are presented by a celebrity and include a cash prize for the winning school or youth club, and concert and football tickets for individuals. Another local example is the Community or Police (CoP) cards scheme at Kingston upon Thames, targeted at 11-year-olds and aimed at breaking the cycle of youths joining gangs and becoming involved in ASB. The scheme encourages them to participate in youth activities for which they collect CoP cards depicting the local SN team, with the successful class winning a prize. The initiative is reported to have contributed towards a reduction in the number of local youths joining gangs.

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- There is a good link between the force SN programme lead and the training manager, ensuring that training provision meets the need of SN implementation. This has led to the establishment of a dedicated training centre for SN staff training. A review of all SN training has recently been conducted and an evaluation process is in place to test the impact of Neighbourhood Policing training. Training has been a significant challenge for the MPS and, as an indication of the scale of the programme, 500 PCSOs were in training between March and May 2007.
- Training and development of all SN staff is provided through one-week training courses, with information also available on a CD given to all sergeants and on the comprehensive SN intranet site. The 'Guide to delivering SN' CD-ROM has been delivered to every SN team to provide guidance on compliance with the corporate model. This is based on national guidance. Advice is also available through the SN helpline staffed during office hours. All PCSOs are provided with additional training on the new powers following the Serious Organised Crime and Police Act 2005.
- Problem-solving training and awareness are also enhanced through quarterly forums attended by SMT members, inspectors, sergeants and SN analysts and through quarterly ASB practitioners forums to circulate good practice to police and partners engaged in tackling ASB. A recent development is the introduction of a half-day problem-solving awareness package for SMTs that aims to provide greater insight for managers into the utilisation of problem-solving solutions. In addition, the central problem-solving team has held two good practice forums that focused upon ASB and young people with over 100 practitioners attending each forum.
- The central SN unit is responsible for training all staff within SN teams. All officers on SN teams receive specific tailored training on a week's course. This includes appropriate training for officers on how to identify and collect relevant community intelligence, emphasising the importance of the need for quality products. This has no doubt assisted the clear focus on community intelligence. Since the introduction of SN there have been over 235,000 intelligence reports recorded, over 36,000 visits to victims of crime and engagement in nearly 1,500 Community Payback schemes. During May 2007 there were 150 Community Payback schemes per week. There are clear role profiles and performance development reviews specific to each officer.
- Joint training, learning and planning takes place both at a strategic and a localised level. At strategic level the SN programme board contains GLA, MPA and independent members, while many of the operational elements of Neighbourhood Policing are dealt with at an ASB and respect board that includes members from the GLA, TfL, youth justice board and London Fire Brigade. Examples of training include that provided for ward panel chairs by the Safer London foundation and a range of joint problem-solving programmes involving partner agencies orchestrated through the territorial policing (TP) problem-solving unit.
- The impact of the MPS SN programme is measured both locally and across London. The MPS has developed a bespoke performance management system that allows force and BOCU 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 SN policing teams. Performance indicators around secondary benefits are emerging.

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- MPS performance is scrutinised at the performance board and at the SN programme board. The central SN team has responsibility for responding to pan-London performance issues. During April and May 2007, the MPS crime control strategy meetings (CCSMs) focused upon performance against the SN framework with BOCU commanders being held to account in that forum for delivery of SN performance.
- A monthly SN performance report provides information on activity at MPS, BOCU and team level. Each of the SN teams submits a report that details the activity taken against each of enforcement, prevention, intelligence and communication. Where there are locally agreed priorities, bespoke local systems have been introduced to measure specific initiatives. This information is based on confidence and satisfaction measures and is fully utilised by SMT team members to hold their SN teams to account via a variety of localised systems, including BOCU performance meetings and specific SN teams meeting with their senior managers. Performance at an individual SN team member level continues to develop, with good evidence of localised introduction.
- Role definitions and patrol plans, which include the extended policing and community safety family, are in place for SN teams and are linked to systems that monitor and evaluate effectiveness. All roles up to and including the rank of inspector have clearly defined role profiles. PCSOs are used in pre-defined roles. The distinction between police officers and PCSOs is central to the deployment strategy. The full rollout of SN teams reinforces the PCSO role as central to Neighbourhood Policing.
- Community engagement is monitored and extensive use is made of survey information and, in particular, surveying KINs. SN team sergeants and analysts have received briefings and training in the use and analysis of KIN surveys. An intranet-based KIN toolkit was devised by the central SN 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, eg drug misuse and 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 on police/partnership response to issues identified in preceding KIN surveys. Full rollout of KIN surveying across the MPS commenced in March 2006.
- For the past five 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 SN has provided an opportunity for volunteers to support their local teams, and to assist this process a volunteer recruitment package is being developed to support SN team members in their engagement with volunteers. 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. Volunteers are currently operating in SN teams across 20 BOCUs. Nearly 1,000 volunteer cadets working in 27 boroughs assist in the active engagement process with young people and provide practical assistance to SN teams.
- Many SN teams now have dedicated special constables, with more coming on line. There has been a 78% increase in special constables over the last 18 months with numbers now exceeding 1,685 officers (March 2007). Many BOCUs have posted officers directly to the SN teams under the supervision of a SN sergeant but other BOCUs have created tasking units or allocated the officers to response teams in

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support of BOCU priorities. Provided the growth in Metropolitan Special Constabulary numbers is maintained, the MPS aims to have over 2,000 officers with many of these working in SN teams by 2008/09.

- SN teams are being integrated into the heart of the communities they serve. By March 2007 450 teams were permanently accommodated with the remaining teams to be accommodated by April 2008. All the 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, and specific examples of partnerships with major shopping outlets that have already provided accommodation for SN teams within their stores.
- There is a link between SN policing and counter-terrorism activity through the strategic assessment and control strategy. This manifests itself with SN teams undertaking work to support Operation Rainbow,² 'pro-map database' on CCTV locations and identification of other relevant premises. Some SN teams also receive briefings on radicalisation and how they can identify vulnerable locations, communities and people. Counter-terrorism (CT) awareness training is also part of the SN training for teams. There is similar link between SN policing and tackling serious and organised crime through activities such as identifying individuals within the relevant communities who could assist with resolution of the problem and through the submission of community intelligence.
- There is a published and agreed non-abstraction policy for SN 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 SN 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 SN team through EPIC and presented monthly to the programme board; any breach of policy is reported to the ACPO lead and is dealt with directly to the borough commanders. The average abstraction rate was 2% for the six months to June 2007.
- The importance of continuity and succession planning for SN teams has been recognised and some steps are being taken to deal with this challenge. This includes the MPS human resources IT system known as MethHR being developed as a management tool for all SN staff. Posting panels have been introduced for PCSOs from April 2007 with staffing levels monitored on a monthly basis by the SN programme board. ACPO has directed that vacancies will not be carried within SN teams. SN teams comprise a diverse group of individuals with 21% of SN staff coming from a BME background and 36% of staff being female, as against the MPS average of 11% and 20% respectively.

Work in progress

- An independent evaluation of the MPS problem-solving process has been conducted and the report recommendations are being progressed. The report was commissioned by the MPS as the emphasis on problem solving meant that existing systems were failing to keep up with growth, hindering the co-ordination of problem

² Operation Rainbow is an overt policing operation to tackle terrorism.

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solving within NIM. Key to progress is the need to introduce a service-wide problem-solving strategy and the introduction of a process for recording and evaluating activity throughout the MPS. This will require an MPS problem-solving database and to this end the force has researched availability in other force areas and has now secured funding for the adoption and introduction of this system. It is encouraging that the MPS is pursuing these plans, not least because the localised problem-solving initiatives need to become structured and developed.

- There are some very encouraging examples of how SN is integrated with other systems and processes but this remains a challenging area. Mainstreaming not only requires the integration of systems but also the further developing and communicating of ways in which SN can support wider policing and be supported, such as in the investigation of crime and tackling serious and organised crime. One positive example emerging is that of the call-handling systems that support the identification and appropriate allocation of local incidents to SN teams. A call allocation protocol has been agreed and implemented between all relevant directorates and provides guidance as to how SN teams can be used alongside response teams. The focus of this policy is upon directing SN teams to tackle calls that relate to local priorities; it reiterates the requirement to respond, whenever possible, to calls necessitating an urgent response to deal with situations that are life-threatening or may result in serious injury, loss or damage.
- The MPS has recognised the importance of developing a key set of diagnostic indicators that can give fast-time indication of progress on outcomes both at ward and BOCU levels. While some indicators are monitored through EPIC, further development is being undertaken within the MPS SN research forum, involving specialists and analysts from a wide range of MPS directorates.
- Data-sharing protocols are in place in every borough as required under s.115 of the Crime and Disorder Act. Work has been conducted centrally to improve the consistency and workability of these protocols and there is an ongoing review programme dealing with all police data currently being undertaken by a dedicated team.

Areas for improvement

- The MPS has enhanced SN coverage of one sergeant, two constables and six PCSOs in 87 wards where the population is in excess of 14,000 people. This allocation of resources does not use NIM principles and has led to some boroughs, such as Barnet, having additional resources in all wards while other boroughs, such as Hackney, are not allocated any additional resources. While this will be influenced by cost-sharing initiatives with local authorities, the MPS must not lose focus on those communities that have more challenging policing requirements.

RECOMMENDATION 1

That the force revisit the rationale and the mechanisms that are in place to ensure the appropriate allocation of Safer Neighbourhood policing resources to the communities that have more challenging policing environments.

- There has been a significant investment in PCSOs who have proved to be an important component of the SN teams. The MPS now needs to ensure that the maximum value is being derived from their services, including a review of the benefit

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of proximity patrols to further encourage engagement with the community rather than PCSOs patrolling in pairs. This was found to be the norm among SN teams and the benefits are unclear. It is also recognised that, as a corporate policy, the patrol methodology equally applies to many non-SN team patrols.

RECOMMENDATION 2

That the force ensures that the maximum benefit is derived from police community support officers by reviewing the current patrol methods in order to encourage further engagement with the community.

- It will become increasingly important for the MPS to establish a programme for SN succession planning given that significant numbers commenced SN duties within the same timeframe and that, generally, the typical length of tenure is two to three years.

RECOMMENDATION 3

That the force should ensure there is a clear succession planning programme for Safer Neighbourhood team staff in order to deliver a sustainable resource.

- While NIM processes and intelligence products have been introduced for SN teams, there remains a degree of localised BOCU and ward-level development due to a lack of centralised control. With the advent of the Metropolitan Police Intelligence Bureau (MIB), the MPS now has the opportunity to ensure that there is consistency in these processes and products, that they are well defined and that there is integration within the wider intelligence environment.

RECOMMENDATION 4

That the force ensures there is a corporate approach to the processes and products for the National Intelligence Model in all Safer Neighbourhood teams.

- There continues to be a need for clarity around the success factors for SN and to enhance the understanding of performance management within SN. There has been recognition of the need to focus on key outcomes at the MPS force performance board, and the CCSM themed performance meetings on SN held in April and May contributed towards heightening the level of understanding within SMTs. However, it will become increasingly important to demonstrate the impact and added value of SN, particularly in the light of projected financial settlements.
- With the introduction of SN teams, there could usefully be clarity as to the roles and responsibilities of detective officers within TP as regards the investigation of ward-based crime. With the growth of community intelligence and localised action on anti-social behaviour comes the opportunity for detective officers to link closely with SN teams to tackle those crimes that affect the community. There are examples of links but such practice is not consistent. The roles and responsibilities of detective officers have remained virtually unchanged since the introduction of SN and now there is an opportunity to consider a wide range of investigative responses that might include detectives having ward-focused responsibilities linked to the SN teams.
- While it is recognised that the MPS established the Safer Transport teams within a tight timeframe, this led to some PCSOs not being advised that they had been allocated to Safer Transport teams until their arrival at the BOCU, when they were

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already focused on joining SN teams. Now that the appointments have been made and staff are in place, consideration should be given to reviewing individuals' career aspirations to ensure morale is maintained and individuals are focused on areas of business that meet both their own and organisational needs.

- The MPS has achieved challenging recruitment targets for SN teams and now has the numbers in place to provide a good level of coverage. There now needs to be a clear focus on ensuring that there are processes and systems that not only recognise the good work that is being delivered but also identify staff who may not be operating effectively.
- Despite the emphasis given by the MPS to problem-solving training for SN teams, there was a significant number of SN team members interviewed who had not received that training. It was also noted that some SN teams had developed localised systems and processes to monitor and report findings rather than using standard MPS products. The training needs of SN team members could usefully be reviewed in order to ensure that the problem solving is maximised within SN teams.

Developing Practice

INSPECTION AREA: Neighbourhood Policing

TITLE: MPS Safer neighbourhood performance framework

PROBLEM:

The progress of Neighbourhood Policing required the development of a robust performance management framework that would clearly identify the expected outcomes of the SN programme and that could link these outcomes to activity by neighbourhood teams.

SOLUTION:

The MPS established a SN performance framework based on a small set of survey-based key outcomes. These are:

- residents' satisfaction with their local police;
- concern about ASB;
- feelings of personal safety;
- community confidence that police understand local priorities; and
- community confidence that police are dealing with local priorities.

This framework has been built by using existing quarterly public attitude surveys. The framework is populated on a quarterly basis and can be viewed at both force and BOCU level.

The outcome framework is supported by an automated software system, known as EPIC, that collects activity at team level within each stage of the best practice seven-stage model for Neighbourhood Policing (research, engage, identify public issues, investigate and analyse, establish public choices, plan and action, review).

Data produced by EPIC includes arrests, warrants executed, intelligence submissions through the CRIMINT IT database, community engagement activity, ASB interventions and partnership work. The EPIC system also records local team priorities (eg ASB/youth) and interventions against those priorities. This enables strategic community themes to be identified across London on a monthly basis (eg in December 2006, 440 of the 630 neighbourhoods in London had a priority relating to ASB by young people). In turn this information is used to identify priorities within the ASB control strategy.

OUTCOME(S):

The performance assessment framework is accepted, corporately, as the single performance assessment structure for the MPS SN programme. Data now exists, on a quarterly basis, which has allowed the progress of the programme to be regularly monitored and assessed by the SN performance board and at BOCU level.

In April 2007, pan-London performance assessments meetings took place that focused on the delivery of Neighbourhood Policing on a BOCU basis. This framework will be used to support that process.

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EPIC allows activity at team level to be established in a non-bureaucratic way and team performance to be managed at team, BOCU and MPS levels.

This process is now being subject to additional analysis to enable the MPS to define more closely the key activities the team must undertake to drive improved outcome performance.

FORCE CONTACT: Dr Alistair McBeath – 020 7161 2634 / DCI Dave Reed – 020 7161 2680

INSPECTION AREA: Neighbourhood Policing

TITLE: Community Payback in London

PROBLEM:

London Probation approached the MPS offering the opportunity of deploying offenders into community safety improvement work. They had a backlog of unpaid work orders and wished to use the large number of offenders on community punishment orders to tackle locally identified projects through the SN programme.

The scheme also included the involvement of the local authority as a partner.

SOLUTION:

The scheme was first piloted in Enfield in July 2004 and subsequently reviewed as a success.

The scheme was then rolled out across London following briefing events in April and November 2005. The project is governed by a standard operating procedure that establishes clear roles for the officers and agencies involved.

The project aim is for offenders on unpaid work orders to make reparation to local communities as part of the SN programme.

The project objectives and outcomes are:

- to reduce fear of crime;
- to increase community confidence in local service provision;
- to raise public confidence in the criminal justice system (CJS);
- to reduce re-offending by those taking part in the scheme;
- to address priorities identified by local communities; and
- to reduce the visibility of signal crimes.

A Community Payback web page has now been developed on the MPS SN website. This includes an opportunity for the community to nominate areas of work for the scheme through an electronic 'Have your say' form.

OUTCOME(S):

- Cost-free support for MPS/CDRP activities.
- Outputs:
 - February 2005: 24 BOCUs in scheme = 44 projects a week across London;
 - February 2006: all 32 BOCUs in scheme = 105 projects a week.
- Established community liaison and links for London Probation and MPS, councils and businesses.
- Quality Home Office-accredited project work through enhanced community punishment.
- Enhanced crime reduction activities for local communities, London Probation and MPS.
- Visible joined-up working by criminal justice Agencies promoting public confidence in the CJS and community penalties.
- Business sponsorship of the scheme obtained from Kingfisher plc over three years: £15,000.
- The scheme supports the Mayor's and TfL's local school travel plan objectives, working in areas identified by schoolchildren, parents and schools as having particular problems due to rubbish, graffiti and overgrown trees and foliage.
- Enhanced information and intelligence for MPS and local police. Police officers and PCSOs get to know the local offenders.
- Local people see the CJS working.
- Victims of crime see local reparation.
- Offenders make reparation to their local community.
- London Probation is currently launching Working Skills for London – a £6 million project funded by the National Offender Management Service (NOMS) and the European Social Fund (ESF) to improve the employability of offenders across London. This is part of the national PSPlus project, which is the largest ESF project in Europe. As Working Skills for London is rolled out, it is planned to introduce the scheme to community payback in order to build on the valuable work experience provided by the placements, and to assist offenders into sustainable employment. Offenders can gain useful life skills to increase their chances of employment.
- Local facilities are rendered fit for use again by the community.

FORCE CONTACT: Inspector Chris Hemstead, Central SN Unit – 020 71612686, chris.hemstead@met.police.uk

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INSPECTION AREA: Neighbourhood Policing

TITLE: Pan-London anti-social behaviour operational control strategy

PROBLEM:

Analysis of local priorities in 630 Neighbourhood Policing teams across London identified ASB as a consistent theme, on a scale that required a strategic response.

SOLUTION:

A pan-London control strategy was developed to prioritise action to tackle ASB across the MPS, demonstrating a joined-up, service-wide approach to a strategic problem. The principles of this operation were:

- Crackdown: SN teams, supported by additional police and partnership resources, to take the initiative and make an impact
- Consolidate: use quick wins to create space and time for sustainable partnership problem solving.
- Communicate: use every available opportunity to get the message across to explain what the MPS is doing and why it is doing it.

Control strategy priorities were:

- Neighbourhood criminals: BOCUs were required to use all available opportunities to tackle criminals operating within the identified areas. This involved the arrest of outstanding suspects and the execution of outstanding warrants. Each priority ward was required to identify three youth offenders believed to be engaged in ASB and to include them in the Prevent & Deter scheme.
- Priority neighbourhoods: each BOCU identified five challenging estates, two challenging wards and five shopping areas for this strand. SN teams engaged in a high profile intelligence-gathering campaign across these areas. This campaign involved a visit to every household on an estate, three homes in every ward and shopkeepers and customers as appropriate. This exercise was necessary to obtain intelligence identifying local problems and those responsible. As part of this activity, and at the same time, teams undertook a baseline survey relating to the feelings of safety and security. Intelligence gathering was accompanied by environmental visual audits along with a crime prevention design advisor's assessment of the target areas. Local SN analysts prepared an estate and ward profile, which underpinned long-term problem solving on each area. Intelligence-led operations generated a fast-time response, as well as working towards longer-term problem-solving activities.
- Co-ordinate and support local action: this theme involved the co-ordination of existing ASB initiatives to maximum effect. Initiatives included within this area were Capital Standards Graffiti Awareness week, Operation Community Payback, Halloween and fireworks initiatives and Operation Blunt.

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OUTCOME(S):

This control strategy was co-ordinated across all BOCUs in 64 wards, 156 estates and 160 shopping areas, resulting in 20,143 estate and 6,000 ward households surveyed. The longer-term outcomes are listed below. All outcomes are taken from the October–December 2006 Public Attitude Survey:

- 9% reduction in those with a high level of concern about ASB;
- 7% increase in confidence that police understand the issues of greatest concern to local people;
- 3% increase in confidence that police are tackling the issues of greatest concern to local people;
- 16% increase in those who felt informed about what local police were doing; and
- 3% increase in confidence in local policing.

Activity by local teams, underpinning these outcomes, was tracked using EPIC, the Safer Neighbourhood performance management system. This revealed that, within targeted areas, there had been a:

- 22% increase in ASB home visits (n=222);
- 66% increase in ABCs (n=118);
- 60% increase in ASBOs (n=40);
- 34% increase in arrests (not including warrants) (n=392);
- 111% increase in intelligence reports on prolific and priority offenders (PPOs); and
- 34% increase in visits to victims of crime (n=990).

FORCE CONTACT: DCI Dave Reed, SN Unit – 020 7161 2680, dave.reed@met.police.uk

Performance Management

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

National contextual factors

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

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

Contextual factors

The MPS is a £3 billion per annum organisation with a workforce of over 50,000, having responsibility for the protection of a population of some 7 million within the country's capital city. To support this remit, there is a single performance directorate comprising units that undertake inspection and review, the co-ordination of all inspection activity in the MPS, data collection and analysis, the production and analysis of surveys, data accuracy checks and the promotion of the National Crime Reporting Standard (NCRS), Home Office Counting Rules (HOCR) and the National Standards for Incident Reporting (NSIR).

All performance activity is based upon the MPS priorities (the Super 12), the seven corporate strategy priorities and the policing performance assessment framework (PPAF) domains. Any areas for improvement can be identified through a corporate performance review process and may be allocated to respective units accordingly.

The MPS performance board, chaired by the DC, meets once a month to review progress against all control strategies, the Super 12 critical performance areas (CPAs) and other critical priorities and reviews the contribution elements that the MPS makes towards overall outcomes. The DC is personally committed to driving through the improvements identified in the HMIC baseline assessment and receives update reports on the overall progress at each board meeting. Quarterly and business group performance is also discussed at the quarterly MPA planning and performance review committee meetings.

In terms of outcomes, this performance management architecture has helped to improve overall MPS performance in 2006/07, which was strong. During the period April 2006 to March 2007, overall crime in London fell to an eight-year low with 62,000 fewer victims of

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crime and a fifth successive year of increases in the detection rate to 21% – double the level of five years ago.

Strategy and planning within the MPS is supported by the strategy unit, which incorporates a developing environmental scanning capability, policy co-ordination and has growing links with the finance department.

The Met modernisation programme (MMP) draws together the seven priorities in the Policing London strategy 2006–09, the proposals from the service review (see later) and existing major change projects that include Safer Neighbourhoods, C3i and Together. Other change projects will progress over the next three years and include productivity (including reducing bureaucracy), performance and Citizen Focus. The MPS modernisation team engages directly with communities and external stakeholders to ensure that these changes produce improvements to service delivery that meet their needs. This is complemented by the productivity board, which is charged with improving efficiency, productivity and value for money within the MPS.

Strengths

- The MPS has identified its 12 force-level CPAs (the Super 12), each of which is owned by a members of the management board that supports the national community safety plan. Targets within the Super 12 are reflected in business group plans and further branch- and BOCU-specific targets are identified to support their achievement. There are also senior leads responsible for the delivery of key business areas either within a particular business group or across various business groups (ie cross-cutting). A new strategic management process will provide greater clarity in the way the CPAs measure the MPS's achievement of corporate objectives.
- Within TP, BOCU (borough) targets are variable and negotiated in accordance with the prevailing challenges and opportunities, provided the overall British Crime Survey (BCS) target is met. Branches and OCUs within all other MPS departments also have negotiated targets in accordance with their particular function and how it supports business group priorities. The serious crime directorate (SCD) has a top-level stakeholder group that is consulted in the setting of its various priorities.
- The MPS reports to the MPA planning, performance and review committee every two months. The committee considers and monitors performance against force targets (ie the Super 12) and other key business group performance indicators. In doing so, the MPA considers performance at borough (BOCU), OCU and branch level in order to identify good practice and areas for improvement. The MPA also has several themed sub-groups, which examine performance and practice within a given area. One example is that of the MPA domestic violence forum which is attended by key members of the community; each meeting receives presentations from two borough commanders who are invited to attend.
- Overall performance for the MPS is reviewed at its performance board meetings chaired by the DC. This is supported by a range of tiered performance meetings, which include CCSMs; TP link meetings; central operations (CO) performance meetings; SCD performance and tasking meetings; resources board performance meetings; and HR co-ordination board meetings. Performance is also reviewed at co-ordination and tasking meetings within TP, SCD and CO departments and by the AC and DAC at BOCU level during regular inspection visits. Within TP, performance improvement has driven the agenda throughout, with recent changes to move performance review from TP tasking meetings to monthly TP command team performance meetings, thereby allowing a more intrusive review of performance. CCSM meetings adopt a themed approach to consider performance while link meetings take a more holistic approach across the link BOCUs,

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concentrating on corporate and BOCU-specific issues, performance review and collaborative work. A new MPS productivity board has been established to promote efficiency, productivity and value for money across the various business groups.

- At a borough level, there is a strong focus upon performance management. Lead responsibility is assigned to an SMT member and there are structured performance meetings that routinely take place from BOCU commander to inspector (and police staff equivalents), making reference to team-based performance indicators, the quality of which is variable. Similar meetings occur within the CO department. Indicators usually extend to individuals through their performance development review (PDR) objectives and, for 2006/07, the MPS set a target of 95% for the completion of all PDRs within 60 days. The HR department career management unit monitors 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 review the quality of PDRs as well as their timeliness.
- To promote improved productivity through fiscal accountability in the MPS, the DC has recently required every chief superintendent and police staff equivalent to include an objective on financial management within the 2007/08 PDR objectives. This sits alongside other performance-related objectives upon which annual pay awards are based for these ranks/grades.
- Performance reports are produced corporately for the MPS and BOCUs on a weekly and monthly basis. Each business group also generates its own monthly performance report, which is used to drive performance through their respective performance meetings. Information from the crime report and information system (CRIS), computer-aided despatch (CAD) and MetHR is accessible by users across the MPS from the corporate MetStats (corporate statistics) database. There is increasing sophistication in the use made of survey-based data to inform priorities, evaluate SN activity and the impact of other organisational changes. This will be further enhanced by the introduction of MetMIS (the MPS implementation of the national management information system), due to be piloted on four 'pathfinder' boroughs in the months ahead. Annual data returns are made to the Home Office as required.
- Good performance is routinely recognised by the MPS through a structured system of formal commendations and awards. This is underpinned by a system of (B)OCU commander commendations and recognition for certain types of work (eg Safer Neighbourhood awards, etc). Many OCUs and branches award bonus payments to police officers and honoraria to police staff alongside many less formal, but equally valuable, systems of staff recognition.
- The force inspectorate sits within the MPS performance directorate and there is regular engagement with the MPA, HMIC and the Police and Crime Standards Directorate (PCSD). Representatives of these organisations routinely attend performance meetings including the corporate performance review meetings, the crime recording oversight group and external inspection partnership meetings. A small central inspection team conducts inspections on strategic and cross-business group issues alongside performance-driven inspection activity. In addition, TP, SCD and specialist operations (SO) departments have a small inspection capability to focus upon intra-business group themes based upon performance review and assessment of risk.
- The data accuracy team, positioned within the performance directorate, is responsible for promoting compliance with HOCR, NSIR and the NCRS. This has included challenging work to identify issues surrounding the use of non-sanction detections (NSDs), the

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product from which has greatly informed the positive action that followed at both force and national levels.

- The MPS is also 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 MPS vision is ‘working together for a safer London’, which has been widely communicated across the force. This is supported by its three-year Policing London corporate strategy, the MPS modernisation board, the productivity board and the major corporate change programmes of SN, intelligence, tasking and covert assets, C3i and Together.
- The MPS planning process has been published following agreement with the MPA. The process is both top-down and bottom-up in that it both informs the financial settlement announced in December each year and it distributes budgets according to need and impact upon force priorities. A member of the intelligence standards unit, which has the lead for MPS compliance with NIM, attends MPS planning meetings and assists with the development of operational force priorities to ensure compliance with NIM. Organisational improvements with SCD, SO and CO are driven through their respective modernisation teams. All business groups submit annual business plans. The TP and CO plans incorporate financial information and within SCD there has been a move away from a template-driven approach to a more dynamic six-weekly review of business planning priorities that includes financial updates.
- MPS policy and standard operating procedures (SOPs) are created by centralised units, positioned within the relevant business group and co-ordinated by the policy co-ordination unit (PCU) that sits within the MPS strategy unit. Policies are developed with reference to a PCU workbook (to ensure fitness of purpose), are subject to an equality impact assessment, published in a standardised format on the MPS publication scheme internal website (both include a feedback option) and are subject to annual monitoring reports and a three-yearly review. In addition, control measures for each policy are subject to annual review.

Work in progress

- The MPS is making increasing use of surveys co-ordinated and analysed by the performance directorate. The questions posed have been reviewed to ensure consistency with priorities and the BCS and products include quarterly survey data for boroughs, a quarterly overview for performance board and inclusion in MPA performance briefings. Use of the data by boroughs is increasing and targets for crime victim survey measures have been set at borough level for the first time in 2007/08. Surveys are also used in the SN performance framework, and some surveying of those involved in serious crime is now commencing. Internal staff consultations are organised through existing consultation arrangements with staff associations and, while the corporate staff satisfaction survey had lapsed, it has since been reintroduced by the MPS.
- Work has commenced to integrate finance within the corporate planning process through the development of a single, cohesive, business planning cycle, and a paper about this has recently been submitted to the MPA and management board. While the new strategy unit regularly liaises with the finance department, work continues to increase the sophistication in the way in which the future business requirements of the MPS inform its annual settlement and precept. There also remains considerable inconsistency in the way finance is integrated with business planning across each of the MPS business groups.

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- SO department has a continuous improvement unit, which has led on the development of a performance management framework. Performance measures for the various OCUs have been developed and included with a single departmental performance report to be reviewed by the chief officer group (COG). Further layers of team-based indicators within OCUs will be developed next alongside process mapping activity to understand key business processes and refine performance measures as appropriate. Risk-management systems are also being reviewed so as to focus inspection and management effort. SO department has a small inspection team that undertakes inspections and audits as directed by COG. The team has made valuable use of self-assessment tools to help improve performance and focus inspection effort.
- The role and purpose of the new CO department is being clarified with ongoing work to determine its key outputs and outcomes in relation to boroughs and business processes. Management information systems are largely dependent upon manual input and the performance management framework is modelled around the 11 strands of activity developed following consultation with internal and external partners. Further planned work includes the creation of a CO inspection and review capability that will aim to minimise organisational risk and share good practice.
- The MPS launched its corporate MIB on 1 April 2007; it now exists as a single entity. This is a significant development for the MPS and work is ongoing to integrate departmental intelligence units and co-ordination and tasking groups into a single and fully co-ordinated entity at level 2 under NIM. This work is being co-ordinated through programme and project management systems. The new MPS strategy unit has provided the MIB with environmental scanning data (PESTELGO) used to inform the corporate strategic assessment and control strategy, which also informs the setting of overall MPS priorities.

Areas for improvement

- The MPS is beginning to set out a cohesive performance management framework that clearly sets out performance accountabilities, systems and products across the organisation. The performance board exercises a strategic grip on performance against the Super 12 priorities and various performance management systems are largely in place within each business group, albeit there continue to be marked variations in the way accountability for performance is applied and controlled. Links between the Super 12 and the seven priorities within the corporate strategy need to be made more explicit to help staff understand the context of each. While its performance outcomes are not explicitly within the Super 12, SO department undertakes important pan-MPS, national and international work for which it receives a national grant; its success could arguably be measured by the absence of an atrocity. Work continues to develop top-level indicators for the range of SO department businesses with demonstrable links to the Super 12 and the MPS strategic priorities.
- A performance framework document setting out the corporate approach has been developed and disseminated forcewide. Work is now ongoing to populate a set of corporate measures that sit across the framework to promote consistency of approach in performance management while recognising the varying function of each business group. These could usefully include those for the creation of performance measures, the conduct of performance meetings at key tiers of the organisation, accountabilities and links with other key business processes (eg PDR objectives, NIM, finance, management skills/competencies, etc). There is also scope to increase the range of performance measures available to the performance board for support departments that demonstrate how they support delivery of the corporate priorities and the Super 12.

RECOMMENDATION 5

That the force continues to develop its performance management framework so as to set out the key performance accountabilities, systems and products across the force, taking into account the ten principles within the joint Association of Chief Police Officers, Her Majesty's Inspectorate of Constabulary, the Association of Police Authorities, the Police Superintendents' Association of England and Wales and the Home Office publication 'Managing Police Performance'.

- The corollary to informing the financial settlement is the determination of how resources are allocated post-settlement to enable core business to continue, new requirements to be met and to maximise organisational capacity to deliver the MPS priorities. Within TP department, this is achieved by the application of a resource allocation formula, which has recently been reviewed to reflect current business and priorities. However, resource allocation for the remaining business groups lacks a sophisticated assessment of need and detailed scrutiny to promote value for money.

RECOMMENDATION 6

That the force develops and introduces a resource allocation mechanism for business groups (other than territorial policing, which has its own resource allocation formula) that maximises efficiency, productivity and peer-group scrutiny. This will need to be integrated within the wider force business planning process.

- Business planning and change management within boroughs, OCUs and branches vary considerably. Some review organisational change requirements dynamically every two or three months; others undertake an annualised process, and in some cases there is no such process at all. With change being one of the few constants in policing, there is a need for increased consistency in this area within the delegated planning process that involves a diagnosis of opportunities, threats and potential benefits through use of a common tool (ie the planning down of benefit). Such action could ideally form part of the MPS inspectorate's current review of the quality assurance function in the MPS.

RECOMMENDATION 7

To review the quality assurance function in the force and introduce a consistent approach (whichever tool is ultimately used) to the diagnosis of change management opportunities, the identification of risk and local inspection/audit opportunities.

- Improved linkages between finance, planning and performance review could be greatly assisted by the availability of unit costing data. MPS use of such data and the ability to link it to priorities remains limited although the force is actively pursuing new solutions. While care needs to be exercised that the costs of the process do not exceed the anticipated benefits, there remains scope for the MPS to explore the development of automated activity data capture through its mainframe IT systems (ie CAD, MetDuties, CRIS etc) and thereby minimise the impact of collection activity upon service delivery.
- Performance management beneath the level of inspector and police staff equivalent is inconsistent (particularly on boroughs) and, when it occurs, the discussion is variable in content and value. Allied to the development of generic standards for performance management is the need to promote good practice and a structured approach to performance review and organisational learning at this tier of the MPS.

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- The management of data quality in key systems requires improvement as exemplified by recent audits on compliance with HOCA for sanction detections where MPS data fell below national standards.
- The application of a performance management framework clearly requires support and there is a growing number of management information units (MIUs) across the MPS that vary in scale, skills and sophistication. This brings a need to ensure good practice is shared more widely, lessons are learnt from more developed units and that opportunities for efficiency are fully exploited (eg the several internal inspectorates, performance regimes, etc).
- Localised inspection and audit regimes are also being established within business groups and, while they will have their own distinct focus, there is a need to ensure that these are maximising good practice, learning lessons from more established units and maximising efficiency. Inspection and audit activity across business groups is co-ordinated through monthly internal meetings and quarterly meetings that involve external inspection agencies. This can also prevent duplication of effort and help to share good practice, but communication about activity is key and to that end the relationship between the MPS force inspectorate and business unit inspectorate teams is in need of clarification.
- The activities that comprise 'vulnerable people' work (ie child protection, race/hate crime, domestic violence, MAPPA [multi-agency public protection arrangements] processes and missing persons) represent an aspect of higher risk business for the MPS. As such, and in support of the development of single public protection units within boroughs, there is a need to refine and raise the profile of the key performance measures for public protection activity into a suite of headline measures against which performance can be reviewed and assessed. These measures will need to meet the national SPIs and reflect the needs of victims, particularly in the case of domestic violence (ie victim satisfaction and repeat victimisation rates as well as those for sanction detections).

Developing Practice

INSPECTION AREA: Performance management

TITLE: Operation Delphinus

PROBLEM:

The MPS retains the national policing lead on a broad range of counter-terrorist and related security matters. The new counter-terrorist landscape, however, reflects the 'new normality' and therefore in addition to the major investigations and inquiries undertaken by the MPS, the service also has to consider how best to respond. Consideration has to be given to how the MPS engaged its communities regarding counter-terrorism and deal with the anxieties of those communities that felt discomfort as a consequence of police activity.

While there was good work being undertaken by a few boroughs, the situation required a formal corporate approach that mainstreams this issue. The need to generate engagement at ground level and ownership by BOCU SMTs, as well as the engagement of partners and communities, was deemed paramount. The issue of cross-business group working between CTC and the TP BOCUs also needed to be addressed.

SOLUTION:

The CTC launched Operation Delphinus in April 2006, as a programme of activities to ensure that there was consistency in the way in which BOCUs engaged in the fight against terrorism. The Delphinus programme set out to embed seven strands of activity into BOCU business: policing plan; ownership; community; partnership; intelligence; briefing; response. In August 2006, SO department conducted an interim self-assessment of BOCU progress to establish a baseline level of activity in relation to these strands. In October 2006, in liaison with TP department, a Delphinus programme performance review process was established. This utilised the experience of TP HQ in undertaking BOCU inspection visits and led to a programme of visits to 17 BOCUs during May 2007 to undertake the final assessment of the embedding process of the programme. It was agreed that the visits would cover the four of the initial seven strands: policing plan; ownership; briefing; response. The remaining strands – community; partnership; intelligence – informed by the NIM process and the MPS business risk management model, form the basis of Phase II of Delphinus programme. Phase II is being developed with the TP CT lead, Commander Allen, and will contain outcome-based measures. These will be the subject of self-assessment in the future.

OUTCOME(S):

This process has had two main benefits. First, the BOCU activity arising from the Delphinus programme has greatly increased the levels of SMT ownership of CT issues locally, resulting in greater commitment across the whole of London. There has been a considerable improvement in the understanding of CT issues by front-line staff and partners. Through the effective engagement of residential and business communities by police, an environment hostile to extremism and terrorism is being created. The secondary benefit is that a process of cross-command working has been established which has drawn on the expertise and capabilities of a unit from one command to service the requirements of another across command boundaries, avoiding duplication of resource commitment. The initiative has been so well regarded that it has been adopted in North East England.

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FORCE CONTACT: Paul Malyon, SO Department, Continuous Improvement Unit – 020 7230 2348 / Alistair Glen, TP Performance Unit – 020 7321 9041

INSPECTION AREA: Performance management

TITLE: Link-based themed crime control strategy meetings

PROBLEM:

To increase the effectiveness of an established service-level performance meeting by reinforcing link commander ownership and active involvement in the MPS's performance review process, ensuring BOCU commanders are held to account for performance.

SOLUTION:

Chaired by DAC (TP), crime control strategy meetings (CCSMs) are attended by BOCU commanders in four distinct peer groupings (not geographically based), focusing on eight critical performance themes per annum. While the meeting process has been strong on recognition of good performance and identifying effective practice, it has been unable to ensure relentless follow-up where performance fell short.

This has now been addressed with the original peer group configuration being dismantled and BOCU commanders now being realigned to attend in their existing geographically linked configurations. The relevant link commanders have also been assigned specific co-chairing responsibilities with DAC (TP) and the respective portfolio lead commander. BOCU commander attendance has been reinforced and this has increased both accountability and the opportunity to secure partnership resourcing for problem solving with stronger emphasis placed on CDRP representation.

Standing invitations and the circulation of CCSM data packs are also provided to ensure regular attendance, strategic oversight and contributions from PA, GOL, police standards unit (PSU) and HMIC representatives.

This revised structure aligns the performance accountabilities of the BOCUs attending within that of their link commander to DAC (TP) and the MPS. It provides the means for variations in BOCU performance to be highlighted and for targeted research to be undertaken prior to each meeting to highlight successful solutions or identify barriers to success. Effective practices are also highlighted during the CCSM and problem-solving approaches are considered collectively at the direction of the chair to support and assist BOCUs to address poor performance.

In addition, there is a tasking capability for challenged BOCUs with accountability for the link commander to follow up with the link performance review framework.

A quarterly performance review of CCSM-themed area is undertaken by the TP performance unit (TPPU) to embed a culture of continuous improvement in all BOCUs, and it makes recommendations to the chair for further tasking where performance has not improved. Actions for corporate leads are also incorporated into the agenda for follow-up by the chair at the next round of CCSMs.

At CCSMs, presentations are also provided by guest speakers to share learning and good practice. In addition, showcase events, attended by representatives from BOCUs, aim to identify, share and discuss both good practice and areas for improvement.

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OUTCOME(S):

Although it is too early to attribute performance improvement definitively to restructuring CCSMs, it is now a robust, dynamic process refined to target and address variations in performance across London more effectively.

There is now greater clarity of roles and responsibilities from PA representatives through TP command team to BOCU commanders for performance in critical areas. It has also facilitated a more systematic process for tackling poor performance and a consistent and comprehensive regime of follow-up and review of taskings. Feedback regarding the showcase events has also been very positive.

FORCE CONTACT: Chief Inspector Rob Harper, Head of Performance Improvement Team
– 020 7321 7241

INSPECTION AREA: Performance management

TITLE: Use of survey data

PROBLEM:

With an increasing reliance on survey data to measure public perceptions as part of the MPS performance framework, there was a lack of trust in survey data at operational levels, and across the MPS interpretation was inconsistent.

SOLUTION:

Activities have included:

- Generation of user-friendly summary documents outlining surveys used and results, and supporting a consistent interpretation of survey data across the MPS.
 - A reference document lists the public surveys carried out, why, of whom, when, and where results are available.
 - A quarterly results summary includes performance results from the BCS, public attitude survey and crime victim/ASB callers surveys, some headline analysis of these results, and an update of any relevant activity taking place.
 - Supporting survey results reports have been reviewed to ensure that significant changes in performance are clearly and consistently identified at MPS and BOCU level.
 - Improvements have been made to timeliness of survey data.
- Improved co-ordination of survey results.
 - Co-ordination meetings are in place to discuss new results and also to review research findings. These discussions include representatives from TP/SCD/CO performance units, the Citizen Focus and SN policy teams, MetCall and Strategy, Modernisation and Performance Directorate.
 - Quarterly results summaries are reviewed by these stakeholders prior to publication.
- Ongoing research and analysis.
 - Driver models have been developed, identifying what influences improvements in confidence and satisfaction.
 - The MPS is working with the London School of Economics to further develop understanding of survey data.
 - A sample of wards are surveyed each year to assist in understanding the

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impact of SN activities and to facilitate more in-depth analysis of how local people feel about ward-level policing.

- Use of surveys in performance frameworks.
 - Three of the twelve critical performance areas are measured using surveys and the performance board has been actively involved in steering the development of survey data.
 - The sample size of the public attitude survey has been increased to track performance more accurately at BOCU level.
 - Three rounds of corporate discussion about performance (CCSM) have taken place using survey results as measures of Citizen Focus performance.
 - A Citizen Focus performance framework is being developed which will use operational measures (such as 999 response times) alongside less frequently available survey results.
 - A new ongoing staff survey, 'Your Views Count', will be launched imminently. This will extend further our understanding of links between perception and performance.

OUTCOME(S):

Understanding of survey data is much improved and interpretation of results is consistent. This has not yet resulted in improved performance; however, the new Citizen Focus performance framework should facilitate this.

FORCE CONTACT: Commander Simon Bray, Performance Directorate – 020 7230 1410

Protecting Vulnerable People – Overview

National contextual factors

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

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

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

Contextual factors overview

Protecting vulnerable people (PVP) matters within the MPS are separated into child abuse investigation management, which falls under the remit of a centralised specialist crime directorate unit (SCD5) with hate crime (including domestic violence [DV], race, homophobic and rape investigations), missing persons and public protection matters falling under the remit of the violent crime directorate (VCD). The VCD, led by a commander who is the MPS lead for operational policy for public protection, performs a centralised strategic, co-ordination and performance management role, overseeing and guiding service delivery at local (BOCU) level. BOCUs are responsible for implementing MPS policy for the management of hate crime and missing person investigations as well as servicing public protection requirements in terms of sex and dangerous offender management within the MAPPA framework.

PVP and servicing public protection requirements is a high risk area of operation for the MPS, generated by the level and extent of the range of activities undertaken across all four elements of the business area. This includes risk assessment, investigation, offender management, partnership and joint working and victim/witness care. This has required significant investment in terms of developing capacity and capability and the MPS has striven to develop and implement clear strategy and direction to those charged with service delivery and performance management both centrally and locally at BOCU level.

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The following provides a contextual overview of the volume of MPS workloads in relation to the range of PVP/public protection activities over the course of 2006/07:³

- 7,295 child abuse offences;
- 91 sudden unexplained death of infant (SUDI) investigations;
- 101,199 DV incidents;
- 54,746 DV offences;
- 11,166 racist incidents;
- 9,976 racist offences;
- 1,394 homophobic incidents;
- 1,184 homophobic offences;
- 5,312 registered sex offenders; and
- 26,000 missing persons, of whom over 16,000 are under 18 years of age.

The MPS has delivered credible performance improvement sustained over a three-year period for sanction detection rates, having achieved a 39.3% domestic violence sanction detection rate in 2006/07, which is a 20.2% rise compared with three years previously; a homophobic crime sanction detection rate of 34.6%, which is a 17.7% increase over the same period; and a 22% child abuse sanction detection rate which is a 6% rise over the same period.

In terms of statutory performance indicators, 45.8% people were arrested for DV incidents, where there was a power of arrest and the arrest was made relating to the incident, which is an improvement of 9.98% from the previous year, demonstrating improving compliance with MPS policy.

The MPS is working to integrate the various strands of public protection by more effectively co-ordinating and promoting linkage between the relevant business groups. The public protection steering group (PPSG) was launched in January 2007 to provide the MPS with a strategic oversight of public protection by co-ordinating local work through a central framework to ensure an effective, corporate, intelligence-led and 'joined-up' approach to the public protection business area. By providing co-ordinated direction, including the identification of resources, the PPSG enables those involved in public protection to identify and manage risk effectively, working to improve MPS capability in terms of delivering public and individual safety. The PPSG specifically works within the areas of DV, child protection, the management of dangerous and sex offenders (Jigsaw), missing persons and vulnerable people. Also included in the parameters of activity are Sapphire teams (rape investigation).

The strategic approach has resulted in the articulation of a public protection programme and the promotion of corporate understanding of this agenda across BOCUs and OCUs and the endorsement of the approach by the MPS management board. The PPSG also aims to inform and influence the national agenda that is developing in relation to public protection by participating and contributing to the current ACPO activity.

The group also prioritises work in information management as a key area of concern, targeting data quality issues that have proved to be problematic to date as well as the development of a performance management framework that will measure progress and set standards across the whole business area, addressing the quality gaps that exist at present.

³ Source: MetStats and SCD data.

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The PPSG now owns the MPS corporate strategy and is chaired by the director of strategy modernisation and performance directorate (SM&PD). There is close collaboration with the violence board and the joint intelligence group (JIG) in relation to tasking and co-ordinating resources, and further work is planned with all stakeholders through the implementation of the MPA action plan. PPSG aims and objectives are defined in the action plan and progress is monitored by the MPS performance board chaired by the MPS deputy commissioner.

Strengths

- The PPSG was launched in January 2007 to provide the MPS with a strategic oversight of public protection by co-ordinating local work through a central framework to ensure an effective, corporate, intelligence-led and 'joined-up' approach to the public protection business area.
- The PPSG has directed that the MPS should have a resilient public protection function on each BOCU and has conducted a review of the current levels of staffing via the VCD with a view to making informed recommendations to the MPS management board as to future staffing requirements.
- The majority of public protection matters (such as hate crime, DV, rape and child protection) are subject to weekly performance review by the commander VCD and/or by commander SCD5. In addition, corporate performance across all crime, including public protection, is reviewed through performance board – in particular, DV is one of the 12 CPAs, a decision very much driven by the MPS rather than any national requirements.
- There is thus clear ownership for all aspects of public protection at ACPO level and link commanders further monitor performance in terms of sanction detection achievement via link monthly command meetings in respect of all 32 BOCUs. In addition, all public protection matters fall under the remit of the operational DCI and are ultimately directed via the superintendent or detective superintendent to the BOCU commander.
- The VCD has an interim violent crime control strategy that focuses specifically on dangerous offenders across the core areas of public protection. Further, the intelligence function now enables an oversight of critical cases, with identified risks across business groups and the MPS, that is utilised by delivery teams who also link up with BOCUs in appropriate cases. The MPS is augmenting the resource levels of the VCD by 20 members of staff, increasing its detective and expert capability and in acknowledgement of the valuable role the service delivery teams play in developing corporate public protection and PVP performance management.
- Following the creation of the MIB in April 2007, the OCU commander has now become the chair of the JIG. This is to enhance the co-ordination of information and intelligence sharing across the MPS and, as a result, the terms of reference for the JIG will be realigned, where appropriate.

Work in progress

- A MPS violence strategy is being developed which reflects the emerging Home Office national violence strategy. This will be linked directly to the public protection strategy and will be reviewed at PPSG.
- A performance management strategy in support of the MPS violence strategy is in the early stages of development. It is intended that this will, in addition, eventually encompass all areas of the PVP framework.
- The VCD has drawn together all its intelligence assets and co-located them in readiness

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for the introduction of the MIB. It is now working to develop the necessary structures and protocols to form a fully integrated intelligence support system. Through the development of the intelligence processes the racial and violent crime task force can be deployed to public protection operations via the VCD tasking process.

- The VCD is developing a fully functional interim tasking system that links BOCUs and results in either the tasking of VCD taskable assets, support and problem-solving advice to service delivery teams or submission to CO tasking for territorial support group assistance.
- Following the creation of the MIB in April 2007, its OCU commander has now become the chair of the JIG. This is to enhance the co-ordination of information and intelligence-sharing across the MPS and, as a result, the terms of reference for the JIG will be realigned, where appropriate. The progress of this work is reported at PPSG meetings.
- There are focus desks within MIB, which cover the areas of violent crime prevention, DV and Sapphire issues. In addition, a public protection desk aligning all areas of the PVP framework is being established within the MIB in consultation with the key contributors to the JIG. This is closely aligned to the serious violence desk, in order to support jointly the emerging violence strategy and delivery of intelligence products both to corporate tasking and to key strategy owners. In addition, senior representation from all those who currently contribute to the JIG (MIB, SCD5, CO14, Maxim, VCD Jigsaw/MAPPA) recognise and are beginning to formulate a new process to ensure that required intelligence is effectively captured and that resources are being directed to the most dangerous offenders.
- In view of the inspection findings in relation to BOCU staffing and resilience levels within the PVP business area, it is timely that the resourcing of DV/community safety unit (CSU) and wider PP has been recognised as a challenge and has been discussed at a strategic level by the TP command team. A project to consider a resource shift from acquisitive crime to public protection across all 32 boroughs is ongoing within the VCD and is due to report with a proposed work programme by late September.

Areas for improvement

- While there is full commitment to and informed awareness of public protection matters at ACPO level, there is inconsistency at senior BOCU leadership level in terms of understanding of public protection matters or appreciation of potential organisational risk. Consequently, active risk management of matters relating to public protection and protecting vulnerable victims is variable, and although missing persons is a standing agenda item during daily management meetings, items such as hate crime or public protection matters are not. Such items are also often delivered by junior members of staff and not by the appropriate member of the SMT and are thus not afforded sufficient weight during proceedings such as the daily management meeting (DMM) or bi-weekly tasking meetings. It is acknowledged that in reaction to public protection matters there is a basic level of awareness, in that a detective chief inspector (DCI) chairs the level 2 MAPPA risk management meetings. The level 3 risk management meetings are chaired by the BOCU commander as directed by corporate policy, who also attends when they are chaired by the CDRP. However, beyond matters that are either mandated or a corporate requirement, emphasis and priority across the range of public protection is variable, with some BOCU SMTs displaying full cognisance of the issues and correspondingly prioritising resource allocation and working to raise awareness, whereas others are not as diligent or risk aware.
- The varying levels of priority given to PVP and public protection matters is primarily

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reflected by often inadequate BOCU staffing levels in CSUs/public protection units (PPUs)/Compass units both in terms of capacity and capability, with primacy given to volume crime performance and workload management and accountability arrangements.

RECOMMENDATION 8

That the force ensures greater accountability for basic operational command unit (BOCU) commanders and senior management teams across the span of public protection activity and raises the priority level of protecting vulnerable people (PVP)/public protection matters at BOCU level, eg, by introducing daily risk assessment procedures specific to public protection and PVP; setting minimum staffing levels (in terms of both capability and capacity) commensurate with demand/workloads; and setting minimum supervision and staff workload management requirements as well as corporately imposed quality assessment processes for application locally.

- The performance management framework currently being developed by MPS senior command and the PPSG will need to introduce greater accountability for BOCU commanders and SMTs across the span of public protection activity as well as raise the priority level of PVP matters, eg by introducing daily risk assessment procedures specific to public protection and PVP; setting minimum staffing levels commensurate with demand/workloads; setting minimum supervision and staff workload management requirements as well as corporately imposed quality assessment processes for application locally, of, eg, primary risk assessment and investigation procedures and victim care.

RECOMMENDATION 9

That the force develops a corporate performance management framework to encompass the range of activities that comprise the protecting vulnerable victims and public protection business areas (ie, child abuse, hate crime investigations, Sapphire, multi-agency public protection arrangements and missing persons enquiries), benchmarking key performance activities against a suite of headline measures (combining quantitative with qualitative) to facilitate consistent assessment and comparison.

- The MPS does not have a qualitative inspection and review process applicable at local level for PVP with the exception of that which exists in SCD5 for child abuse investigations. Such a process should have a rigorous focus on improving the quality of operational risk assessment and primary investigations, supported by consistent follow up and correction and compliance processes. The emphasis should be on developing more effective front-line supervision at sergeant and inspector levels.

RECOMMENDATION 10

That the force develops a qualitative inspection and review process applicable at local level that creates a rigorous focus on improving the quality of operational risk assessment and primary investigations, supported by consistent follow up and correction and compliance processes. The emphasis should be on developing more effective front-line supervision at sergeant and inspector levels.

- The impact of the work conducted by the PPSG as outlined above has yet to manifest itself in terms of creating clear strategic direction and corporate performance requirements at BOCU level and, while there is evidence in all four disciplines of performance management, the framework lacks consistency, has a limited level of

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corporate oversight and direction (as much as four small delivery teams based within the VCD can accommodate within the range of their specialist activities and spread across 32 boroughs) and qualitative outcome measures.

- It is notable that those BOCUs that have placed public protection teams together under one command umbrella and co-located them in operational police buildings, providing access to criminal intelligence and support services, also improve performance achievement such as at Hammersmith and Fulham and Havering BOCUs by enabling consistency of command, performance management and increased intelligence flows between disciplines. However, such practice is inconsistent across BOCUs and a corporate framework is required within which overarching organisational need is balanced against the need for local BOCU autonomy. While there may not be physical co-location of public protection elements on all BOCUs, emphasis is given to the co-ordination of systems, processes, information sharing and joined-up risk management.

RECOMMENDATION 11

That the force develops a proactive public protection focus at local level, whereby the risk posed by or towards individuals is identified and acted upon through research, analysis via daily management meetings and tasking and co-ordination processes.

- Local (BOCU) intelligence capability and focus are largely directed towards BCS comparator crimes limiting the amount of intelligence product available to the public protection business area. There is a clear need to develop a proactive public protection focus across key areas of business, whereby the risk posed by individuals is identified and acted upon through research, daily management meetings, tasking and co-ordination. Some BOCUs (see above) are beginning to develop this approach; however, the level and extent of such activity is dependent on local risk assessment as outlined and prioritisation rather than on any impetus provided by a corporate performance management framework.
- Expertise in dealing with mentally ill people who are the victims of crime needs to be developed and relationships created with such experts in order to provide informed assistance and support.

Protecting Vulnerable People – Child Abuse

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

National contextual factors

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

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

Contextual factors

The responsibility for the investigation of offences involving child abuse lies with the MPS SCD5 child abuse investigation command. SCD5 comprises 19 child abuse investigation teams (CAITs) geographically organised across London and the MPS and dealing with around 10,000 allegations per annum. SCD5 also incorporates a proactive capability in the form of two major incident teams, a paedophile unit and a high-tech crime unit (HTCU) dealing with child homicide, online investigations and predatory paedophiles.

SCD5 is an active member of the London Safeguarding Children Board and is at the centre of a multi-agency framework facilitating the co-ordination and delivery of intelligence, prevention and enforcement activity delivered by local safeguarding children boards (LSCBs) across London.

Strengths

- The child abuse investigation command (SCD5) is now established within the MPS and is led by a detective chief superintendent (DCS) reporting to a commander who has overall responsibility for the investigation of child abuse within the MPS. SCD5 is organised into a geographical structure with each half being commanded by a superintendent who shares

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responsibility for managing 19 CAITs and two major investigation teams working from 16 offices across the MPS.

- The commander and the DCS are members of the London Safeguarding Children Board, a multi-agency umbrella group that manages strategic child protection issues for London.
- The HTCUC sits under the remit of SCD5 and is led by a superintendent. The unit is developing a reputation as a national centre for excellence, and receives regular requests for assistance from other forces. The MPS is investigating the possibility of income generation from this work.
- There is a written accountability framework that is displayed on the SCD5 website on the intranet.
- SCD5 fully engages in joint agency reviews, which are usually carried out by local CAITs. Case and investigation reviews are also carried out, managed and supervised by LSCBs in partnership with SCD5. Chapter 8 reviews are commissioned by the LSCBs, and carried out by a dedicated and specialist review team in the serious crime review group in SCD20, providing an independent oversight of SCD5
- Multi-agency critical incident exercise (MACIE) training has begun with a pilot conducted in November 2006 at the MPS Hydra training centre. Attendees included MPS staff and health and social services representatives. Further training is planned for June, November and December respectively.
- ACPO guidance has been fully implemented and, to ensure consistency and continual review, there is a dedicated policy portfolio led by a superintendent responsible for ensuring that policy is updated and refreshed as necessary. There is a dedicated policy officer and regular quarterly policy group meetings tasked with ensuring that guidance is kept up to date and that staff are provided with relevant and timely information about operating procedures. Up-to-date SOPs and job descriptions are available on the SCD5 website, which also provides information/guidance for all staff relating to child abuse investigations. A reserve desk also provides out-of-hours advice to MPS staff engaged on child protection matters.
- The MPS has implemented the Every Child Matters framework, bringing together vulnerability business areas, with the strategic lead vested in the TP command. The framework links together SCD5, TP and BOCUs and is overseen by the PPSG. SCD5 is also represented by the commander and/or the OCU commander at MPA and PPRG meetings as well as at the equal opportunities and diversity board.
- SCD5 has a policing plan compiled following internal and external engagement with staff and partners/relevant agencies. Safeguarding children is an MPS priority and it is anticipated that the PPSG will raise the profile of SCD5 at strategic level. However, there is a lack of corporate definition that encompasses all aspects of public protection, enabling greater cohesion of planning and co-ordination of activity.
- The MPS uses the ACPO guidance on the investigating child abuse and safeguarding children definition of 'referral'. This is supported by SCD5 and SOPs.
- Referral units are led by detective sergeants and it is their responsibility to conduct strategy discussions with social services. SCD5 staff aim to attend 95% of initial case conferences and in every case a written report with full intelligence checks is provided. Additionally, police staff conference liaison officers attend review case conferences or provide reports of intelligence checks on 95% of occasions.

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- There is a performance management system in place within SCD5 supported by a monthly management report. The PDR system is also used as a performance management and developmental tool through the use of SMART (specific, measurable, achievable, realistic, timely) objectives.
- There is a supervision model used across CAITs within SCD5, with detective sergeants assessing crimes and providing guidance and direction to investigators. SCD5 detective inspectors are trained to SIO level and take on the most serious crime levels with DCIs providing a review and support function.
- There is a structured investigative plan for officers to apply when commencing an investigation, supported by a supervision review process and a closing plan which ensures compliance with NCRS. Compliance is monitored via regular dip sampling with results published in the SCD5 monthly management report (MMR).
- There is an inspection and audit regime now delivered by SCD12. In addition, SCD5 has created two new posts to support policy implementation, improvement and identification of best practice. The MMR is being reviewed but captures a range of information reflecting quantitative targets based on allegations recorded and sanction detection achievement. This allows comparisons between teams and supports performance management.
- Each SCD5 DCI retains portfolio responsibility for specific child abuse issues such as female genital mutilation, male circumcision and witchcraft, generating developmental and specialisation opportunities. Details of officers with specialist knowledge are held on the register at the National Crime and Operations Faculty. DCIs and DIs have the opportunity to meet the regional superintendent once a month as part of a senior leadership visibility programme.
- Resourcing for SCD5 was reviewed in 2006 with emphasis on workloads and demand. Criteria for the review were determined with input from DIs upwards and informed by management information relating to the number of investigations, Merlin (the corporate child protection IT system) reports and SUDI. As a consequence, staff were redistributed in accordance with demand, and with the agreement of all managers), with some CAITs potentially being brigaded to increase resilience. Hackney, Newham and Tower Hamlets are the most recently brigaded teams, with the newly combined CAIT being co-located at Stratford,
- Welfare support for specialist staff operates on a two-tier system. All child abuse investigation command (CAIC) staff have a one-to-one mandatory occupational health interview on an annual basis, with the HTCU and the paedophile unit receiving enhanced welfare support twice a year. There is also a prioritisation process focused on vulnerable groups of staff using a screening questionnaire (designed by a consultant child psychologist) and followed by occupational health interviews where appropriate. This practice has also been shared with other forces.
- SCD5 is designated detective command and all officers undertaking an investigative role are detectives or expected to be on the detective development programme. All DIs attend the MPS SIO course or the DIs' course.
- BOCU SMT members and SCD5 attend local MAPPAs, and relevant MPS staff have access to the Violent and Sex Offenders Register (Visor). SCD5 has a dedicated intelligence unit linking with BOCU intelligence units and Jigsaw teams. CAIT teams also have an individual nominated liaison officer responsible for maintaining contact with CSUs.

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- SCD5 intelligence capability is NIM compliant and produces strategic, tactical, problem and subject profiles and as well as operating a scanning process that tracks developing national, regional and social trends. Such data is used to inform the MPS and SCD policing plans. The SCD5 intelligence unit develops an average of 120 information reports a day, of which approximately 50 each month are tasked to researchers who are required to complete an action plan. SCD5 holds a central tasking and co-ordination meeting that allocates funding and resources for operations.
- The Merlin system can be accessed by all MPS staff. SCD5 deals with over 100,000 Merlin entries per annum. The system incorporates a risk assessment page. Children coming to notice as being in need or at risk are notified to SCD5 CAITs and youth offending teams via Merlin. CAITs assess the reports via the referral desk, usually led by a detective sergeant, and submit relevant information to social services and other partnership agencies for action or intervention as appropriate. Children subject to a care plan are automatically electronically flagged on both Merlin and CAD.
- Due to the volume of Merlin entries, the number of separate IT systems, weaknesses in software facilities and the lack of single key entry, a threshold policy for checks has been adopted. The threshold sets out what minimum level of checks should be conducted to inform what the police response should be. The new impact nominal index (INI) is a very valuable tool providing decision makers access to useful information; in time, every referral will be subjected to an INI search.

Work in progress

- The Merlin database is being reviewed by the MPS department of information because of an identified issue in relation to searching the information contained within it for intelligence. Merlin was initially designed to manage missing persons enquiries and additional functions have been bolted on to it, such as the electronic referral process for children coming to police attention as being in need or at risk and the risk assessment process. There is currently a dual system running involving CRIS and CRIMINT, whereby public protection cases are no longer initially recorded on to Merlin, but are recorded on to CRIS and then entered on to Merlin by CAITs, in order to ensure intelligence capture. A corporate data warehousing solution is pending, although implementation deadlines are as yet not clear.
- The performance management framework has been reviewed and the performance management function and inspection and review function have been transferred from SCD5 to SCD12. The objective is to centralise the creation and provision of management information, generating a more consistent and corporate product as well as developing more qualitative measures supporting continuous improvement. The new system went live from April 2007 and will be subject to review by the SCD programme board.
- Linkage between the SCD5 function and other PPU functions has recently been mapped out in terms of intelligence sharing, tasking and cross-cutting activities to identify potential opportunities to increase effectiveness and efficiency. The effect of the MIB is not yet apparent although following the implementation of the PPSG in September 2006, some co-ordination at strategic level is now evident, through closer engagement of TP and the BOCUs.

Areas for improvement

- There has been some improvement in information and intelligence sharing among SCD5 CAITs, Jigsaw and PPUs, but this is largely generated by the co-location of CSUs, Sapphire and Jigsaw teams at BOCUs (initiated by some BOCUs brigading the function

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for resilience purposes) and the proximity of some CAITs to such units, thereby facilitating communication through informal processes. While there are some formal intelligence/information exchange protocols (via Merlin, nominated liaison officers and the SCD5 CRIMINT flagging system), communication between SCD and TP functions does not consistently occur beyond the above. For example, not every BOCU BIU has a PVP/public protection focus desk responsible for collecting and disseminating PVP/public protection intelligence, and liaison between CAITs and BOCU CSUs does not conform to regular meeting schedules, often being ad hoc and left to the discretion of individuals, leading to varying levels of engagement. The MPS needs to continue promoting greater communication between the functions, improving intelligence flows between, eg, BOCU SN teams, CSUs, PPU and Compass units into CAITs and vice versa. This has been recognised by the MPS and a report has recently been considered on this issue at PPSG.

RECOMMENDATION 12

That the force works to improve liaison and information exchange processes between the centralised child abuse investigation teams and other elements of the protecting vulnerable people and public protection business areas that are located at basic operational command unit level, ensuring that there is greater integration between the functions, maximising the development of intelligence and proactive opportunities.

- SCD5 has recently alerted the MPA to the increasing number of referrals and the decreasing number of crime allegations reported, having conducted an assessment of the conversion rate from Merlin to crime reports in 2006. Out of a sample of 100 crimes, 22 were assessed as being not recorded as crimes, leading to concern that the crime rate has been distorted by such practices. Further examination of Merlin also revealed that the quality of entries is variable. The issue has partly been addressed since SCD5 DIs are now required to dip-sample ten Merlin entries per week and feed back to the reporting officer as well as make inputs into street duty courses. SCD5 recorded crimes are up 19% (year to date) as a direct result of this work.
- The capture and dissemination of organisational learning and knowledge management is not systemic (as illustrated above) and relies on individual leaders taking responsibility for circulating good practice and learning from debriefing across SCD5 and BOCUs. While reviews from serious cases are published on the SCD5 intranet, the performance management framework needs to be reviewed in order to include this aspect of performance management so as to encourage and support continuous improvement through robust inspection and review processes at every level. The process is not assisted by inconsistent linkage to BOCUs. However a process is in place for Chapter 8 reports commissioned by the LSCB.

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Protecting Vulnerable People – Domestic Violence

GRADE

FAIR

National grade distribution

Excellent	Good	Fair	Poor
1	13	27	2

National contextual factors

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

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

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

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

Contextual factors

The TP VCD established in March 2006 was formed with the intention of providing a central focus for the delivery of performance in relation to violent crime. The VCD is led by a chief officer of commander rank, who carries responsibility for implementing MPS DV policy. This is achieved via a CSU delivery team that manages DV policy, preparing and disseminating standard operating procedures to BOCUs. The delivery team is centrally located and provides a conduit linking BOCUs with the VCD. The VCD commander is the chair of Project Umbra, a multi-agency pan-London strategic response to DV issues; the MPS is one of the lead agencies. Project Umbra comprises six strategic strands of activity; progress is monitored against jointly decided objectives within a clear accountability structure, headed

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by a programme board. Primary investigation and risk assessment for DV crime allegations is carried out by operational police officers on BOCUs, supervised by sergeants. Dedicated BOCU CSU staff carry out the secondary investigation function once the crime has been supervised and quality assured by crime management units. Resourcing CSUs is the prerogative/responsibility of the BOCU and levels of resilience, expertise and competence within these units are varied across the MPS.

Strengths

- The implementation of MPS DV policy is led by a commander supported by a delivery team that tactically owns and manages DV policy and SOPs, ensuring oversight and co-ordination of activity.
- The MPA DV board scrutinises MPS DV performance by reviewing two BOCUs every six months. The MPA DV board includes community members from relevant BOCUs, representatives from the GLA and other pan-London agencies. Reviews are attended by the relevant BOCU commander and CSU lead and the DAC TP on behalf of the MPS. Review outcomes are fully reported to the MPA and the MPS via the VCD and the BOCU commander.
- Project Umbra is an MPS flagship project developing a fully integrated and joined-up approach to domestic violence. The scope of the project involves the courts, criminal justice unit partners and other care and support agencies working together to support victims of DV. The VCD provides a dedicated support to the administration of Project Umbra. It is led by a programme board and is accountable to the London Criminal Justice Board, reporting to the MPS DV board and GLA steering group.
- MPS DV policy and SOPs comply with ACPO guidelines and are available to staff via the MPS intranet site. DV policy provides clear, explicit guidelines and makes reference to related policy such as vulnerable victims or child abuse and imposes minimum standards of investigation.
- Performance management is being developed corporately by the PPSG. The MPS has recognised that while there is currently a centrally imposed performance management framework managed by TP, which monitors sanction detection achievement, positive arrest policy and investigative minimum standard compliance via a series of local and central monitoring and tasking groups, there is work to be done to achieve a more accurate assessment of service delivery across the public protection/PVP business area. The PPSG aims to develop and set qualitative standards, benchmarking progress and closing gaps (eg, in front-line supervision and risk assessment quality) that exist at present, as well as raising awareness and accountability at local level among senior management teams in relation to the whole PVP business area.
- Positive arrest compliance receives consistent scrutiny from the MPS performance board level to the operational level, via TP performance processes and on BOCUs through review at daily management meetings. Authority not to arrest has to be sought from an operational supervisor in the first instance and is then followed up to ensure the rationale was valid.
- Flagging of DV incidents is also consistently scrutinised in order to ensure the accuracy of statistical returns to BOCUs, TP and the MPS relating to performance.
- The CSU delivery team also undertakes reviews and dip samples investigations, making performance improvement recommendations and visiting BOCUs to monitor progress. The delivery team also provides a source of expertise that BOCUs can access at their

own request, a facility which is regularly used.

- BOCU managerial responsibility lies with the crime manager and each BOCU has a detective liaison officer providing a conduit between TP and the VCD.
- CSU DIs are required to attend a six-weekly performance monitoring and briefing meeting at the VCD, providing a central overview of performance and opportunities to exchange best practice.
- There is a comprehensive and structured risk assessment process (SPECES, captured on F124d) that informs investigation and decision making. This is carried out at the time of investigation by operational staff in first attendance. The F124d is reviewed by the CSU supervisor who determines whether a further risk assessment is required. F124d quality assurance is generally conducted by the CSU DI. The risk assessment process is incorporated into the MPS two-day training package for operational staff which is overseen by Project Umbra.
- The MPS, through VCD, reviews all DV murder investigations. Reviews are conducted with the assistance of a multi-agency panel and focus on learning, reporting and making recommendations to the Project Umbra programme board.
- BOCU staff have all generally received VCOP training and information is readily available via the MPS intranet, poster and leaflet distribution, internal publications and email. Consequently there is awareness of VCOP requirements at operational level.
- The MPS remains at the forefront of innovation and response to DV, through high profile, multi-agency activities focused on forced marriages, investigations into so-called 'honour'-based killings,⁴ male/female genital mutilation, SUDIs and the development of the first UK family justice centre in Croydon, providing leadership and insight at a national level. At BOCU level, the co-location of crisis intervention teams, lay advocates, victim support services, developing 'Sanctuary' projects, together with the multi-agency risk assessment management process (RAMP) focused on 'men of violence', provide some examples of local innovation and good practice.

Work in progress

- In preparation for the migration over to the MIB, the VCD has drawn together and co-located all its intelligence assets. It is now developing the necessary structures and protocols to implement a fully integrated intelligence support system, imposing a central intelligence management process. This enables earlier intervention into the cases that carry significant, high level risk supported by an inbuilt and auditable monitoring and review process. Joint working among central Compass, Jigsaw, Sapphire and CSU service delivery teams has resulted in successful operations to target 'men of violence'.
- A project manager was appointed to develop a cohesive and integrated public protection function, drawing together the current separate units that are employed within the VCD. The purpose of this is to provide a joined-up seamless service from the point of a victim reporting a violent crime to the offender being brought to justice, as well as subsequent management at completion of their sentence or re-integration into the community. Three functions are being developed: the public protection centre, incorporating Sapphire (rape

⁴ The recent Mahmoud case reflects a lack of effective performance during the risk assessment and primary investigation stages of the incident. The secondary investigation stage led to the successful conviction of the perpetrators. The scenario reflects the MPS' growing investigative expertise but also illustrates the work yet to be done with operational staff in terms of raising awareness and improving initial action and supervision.

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investigations), Jigsaw (management of sex offenders) and Compass (management of missing persons); strategic development, overseeing projects, planning, partnerships strategy; and taskable assets, managing reactive and proactive capability. The project had stalled pending the absence of the VCD commander but momentum has now been resumed following recent reappointment to the post.

Areas for improvement

- Workloads within CSUs across BOCUs are high (ranging from an average of 10 to 15 cases on some BOCUs to 15 to 25 on busier BOCUs), with detective sergeants also generally carrying significant case loads (determined by the complexity or seriousness of the allegation) in addition to supervising and overseeing investigation and risk assessment processes. Work within CSUs is therefore demanding, since both the nature of the work and workload levels are challenging. Resourcing CSUs is not, however, based on any corporate model or rationale, but is dependent on the priority afforded to the business area by BOCU SMT and their cognisance of organisational risk inherent within the public protection business area. While local BOCU commanders, in accordance with the MPS model are responsible for setting local priorities and resource deployment, the MPS needs to review resourcing arrangements and processes to ensure that within the PVP business area, CSU resourcing is based on a sound rationale, providing resource levels commensurate with demand and appropriate to risk.

RECOMMENDATION 13

That the force develops a corporate resourcing template for community safety units that provides guidance for basic operational command units as to the minimum requirements for staffing such functions in a manner that is commensurate with demand and efficiency, creating resilience, capacity and capability and thereby improving service to victims as well as ensuring that staff have manageable workloads.

- There is a need for the MPS to develop a qualitative inspection and review process applicable at local level that creates a rigorous focus on improving the quality of operational risk assessment and primary investigations, supported by consistent follow up and correction and compliance processes. The emphasis should be on developing more effective front-line supervision at sergeant and inspector level. (See 'Recommendation 10.)
- There are limited numbers of experienced detectives on BOCUs to undertake sensitive enquiries, leading to a skills and experience gap in respect of managing high risk issues, and resulting in inconsistent levels of service to vulnerable victims. Current statistics demonstrate that those BOCUs that have invested competent detectives into the PVP business area have significantly enhanced performance by decreasing levels of attrition (cases lost because victims or witnesses withdraw from prosecutions) and increasing detection achievement.
- Linkage and co-ordination with the Crown Prosecution Service (CPS) at BOCU level is inconsistent and effective working relationships are largely dependent on personalities, with marked variations in performance between BOCUs where relations are effective or non-effective. Poor levels of co-operation and consultation at BOCU level impact adversely on service to victims and, in some cases, contribute to high attrition rates through delays and appeal processes necessitated by the discontinuance of cases. Police and CPS do not share the same performance standards (the police standard is sufficiency of evidence to charge; the CPS standard is likelihood of a successful prosecution) and current out-of-hours provision of advice has also been cited as impacting adversely on victim/witness attrition rates. Senior representatives of the VCD

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CSU service delivery team do have two-monthly meetings with a senior CPS representative to discuss CPS/police performance outcomes to understand overall performance. However, MPS, working with the CPS, needs to improve communication and the provision of advice to operational officers as well as working towards the development of mutually supportive performance indicators. The advent of integrated prosecution teams should begin to address some of these issues.

- While the VCD is supportive of BOCU proactivity in relation to DV issues, such capability is limited and prioritised, requiring most DV proactivity to be serviced at BOCU level. This is managed via the tasking and co-ordination process, where again the priority is afforded to volume crime matters, limiting resources available for DV matters. Therefore, resourcing interventions generated by RAMP⁵ and other potential proactive opportunities is limited and dependent on BOCU prioritisation.
- Quality control of primary DV investigations and F124d risk assessment processes at BOCU level is inconsistent and reliant on secondary supervision interventions due to the lack of competent and informed front-line supervision. Lack of compliance to published minimum standards leads to time-consuming correction processes and impedes effective investigation and workload management. Follow-up and feedback cycles are also ad hoc and inconsistent, preventing effective learning.
- Linkage with CAITs is inconsistent across the BOCUs and facilitated largely via the Merlin database or where CAITs are located in close proximity to BOCU CSUs. Some BOCUs are developing protocols for CAIT/CSU engagement in order to encourage closer working and intelligence share in relation to families where children are at risk through domestic violence but this is not a corporate exercise.

⁵ The Risk Assessment Management Process (RAMP) Project was established to deal with convicted or unconvicted offenders who are the subject of significant criminal intelligence indicating a public protection risk, currently being piloted on five BOCUs within the MPS.

Protecting Vulnerable People – Public Protection

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

National contextual factors

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

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

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

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

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

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

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

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

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

Contextual factors

Jigsaw is part of the TP VCD and is led by the commander VCD who is also the MPS ACPO lead for public protection. The central unit, led by a DCI, provides the strategic and policy lead for MAPPAs, monitors BOCU performance, services the ViSOR for the MPS as well as co-ordinating activity beyond the capability of BOCUs. The DCI represents the MPS on the ACPO MAPPAs and at the MAPPAs senior management board, which integrates national and strategic developments into operational reality. Every BOCU has a public protection team (Jigsaw team) to deliver violent and sexual offender management at local level. BOCU teams report directly to the BOCU commander through the crime manager. The central Jigsaw team has designated single points of contact for each BOCU team, responsible for liaison, identifying and disseminating good practice and promoting partnership working. Bi-monthly meetings are held between the central unit and BOCU teams to ensure communication of policy, identification of good practice as well as to discuss emerging issues.

Strengths

- All 32 BOCUs have a PPU referred to as the Jigsaw team, responsible for the management of violent and sexual offenders at a local level. BOCU Jigsaw teams are directly accountable to the BOCU commander via the crime manager. Jigsaw sits within the VCD under the aegis of the commander as the ACPO lead.
- The MPS central unit known as Jigsaw provides a link to local MAPPAs processes. The unit provides strategic guidance in relation to MPS policy to local Jigsaw units and external partner agencies, as well as performing an ongoing training, review and evaluation function.
- The central Jigsaw team has published clear SOPs in relation to managing sexual, dangerous and violent offenders. SOPs are informed by clear policy that specifies the standards of activity required, processes and accountability levels including risk assessment. There is clear linkage to other PPU business areas such as child abuse, youth justice, harassment and investigating missing persons, CSUs and Sapphire.
- Crime managers or senior probation officers chair level 2 MAPPAs meetings and BOCU Commander or Ddeputy or assistant chief officer of probation chairs level 3 MAPPAs meetings.
- Tasking and intelligence meetings are conducted bi-weekly and attendees include relevant MPS departments, such as MIB.
- Monthly meetings with the Probation Service lead are conducted by senior staff, and the central Jigsaw team has a designated contact role facilitating communication, information exchange and joint working. In addition, a meeting is also conducted quarterly with the leads from Probation and London Prison Service facilitating communication, information

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exchange and joint working.

- There are processes for information sharing which are specified on the Jigsaw website; bespoke forms provide an audit trail tracking receipt of request, decision and rationale for sharing relevant information.
- SMT representation at MAPPAs meetings is recorded and the data reviewed by the central Jigsaw team who also track compliance with SOPs. Other data relating to numbers of visits to sex offenders is collated and reviewed every four weeks in order to track trends and identify resource or risk concerns as well as wanted/missing offenders. In the latter case, the central Jigsaw team initiates a problem-solving approach or supplies proactive capability as appropriate to the relevant BOCU. The data collected also ensures that the annual MAPPAs report is based on timely and accurate information.
- The MAPPAs senior management board produces a business plan with input from partners. The plan is focused on improving and developing performance management through intelligence linkage, training provision and communication. Consequently, most of the MPS staff employed in PPUs have now been ViSOR and RM2000 (risk management) trained and are MPS-accredited public protection course trained. There is a review of SOPs in relation to information exchange protocols planned and greater levels of marketing in relation to the work of PPUs and efficient management of the Jigsaw website, which is available to all staff.
- The Jigsaw website is a source of good practice, policy and SOP reference and contains links to other relevant websites such as the VCD. The central team is responsible for maintaining it.
- There is a developing link between SN teams, MAPPAs and public protection work. It is increasingly recognised by PPUs that SN teams present an invaluable source of intelligence and can be proactively deployed to monitor offenders' resident within communities, presenting an opportunity that is being exploited in some areas at BOCU level.
- There are good examples of BOCU Jigsaw teams being co-located under in a single command structure with other areas of public protection business, such as CSUs and Operation Compass teams, leading to greater cohesion and linkage across teams. There are examples of probation service officers being co-located with Jigsaw teams, which is also generating benefit in terms of closer partnership working, information exchange and networking.

Work in progress

- The MPS has developed a system whereby details of all serious further offences (SFO) are received from probation, enabling an additional assessment to be made in relation to joint working arrangements. Through a statistical data collection process introduced centrally by the MPS, details of offenders being managed at level 1 (single agency) who commit further offences are also identified. Including both probation SFOs and level 1 cases has led to an identification of offences which would not formally have been subject to review (ie DV offenders) and other possible CAT 3 offenders (defined as other dangerous offenders). Through the development of this process, high profile critical incidents have been identified and appropriately managed and learning has been assimilated back into practice. The importance of this role has been identified through London Probation, which has recruited a head of inspection to oversee all such cases, working alongside the MPS, and reporting directly to the strategic management board.

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- Activity is being developed to provide a co-ordinated response to dangerous and deported offenders arriving at Heathrow Airport. The work has so far already led to the repatriation of several very high risk offenders in a controlled and risk-managed process; prior to this work they may have been permitted to re-enter the UK without any criminal intelligence being disseminated in respect of their offending history. As a result of this work, the VCD is leading on a developing a national protocol in liaison with other forces on behalf of the MPS.
- Information exchange protocols, while in place, require review and updating. Work is in progress to review processes and restructure to reflect the growing range of partners who have valuable contributions to make, such as the Border and Immigration Agency.
- The Sapphire cold case review is using the enhanced development of DNA to bring offenders to justice. To date, 23 such offenders have been convicted and imprisoned as a result of this review process. The team is also developing specialist knowledge in relation to convicting offenders through the use of ‘bad’ character evidence, which utilises previous allegations of crime and criminal intelligence, leading to a stronger prosecution case, supporting the account of victims.
- The RAMP process is being piloted on five BOCUs, and was established to deal with convicted or unconvicted offenders who are the subject of significant criminal intelligence indicating a public protection risk. The aim is to develop a process of risk management for ‘offenders’ who do not meet the MAPPA threshold but who none the less pose a significant risk. The pilot also incorporates the management of risks to vulnerable persons. Feedback obtained during the inspection process indicates that there is a key developmental area in relation to interventions. Staff report uncertainty as to the legitimacy of their powers of intervention or range of information exchange and lack any corporate direction as to how the project should progress. Review and monitoring processes are also inconsistent across the five BOCUs concerned and require revisiting and refreshing if the project is not to lose momentum.

Areas for improvement

- Intelligence management relating to Jigsaw matters is not effective, BOCU BIUs are not generally configured to manage Jigsaw intelligence, leading to inconsistent tasking and co-ordination processes and poor provision of intelligence products such as target and problem profiles.

RECOMMENDATION 14

That the force works to develop a greater and more specialist intelligence capability for managing public protection matters at local level. Basic operational command units’ basic intelligence units are not generally configured to process Jigsaw intelligence, leading to missed opportunities for the capture and dissemination of intelligence and to inconsistent and poorly serviced tasking and co-ordination operations.

- While there are examples of good work being carried out by BOCUs in relation to public protection activities, this is inconsistent and dependent on SMT levels of awareness and support, manifested though effective and meaningful performance management (eg, including workload management, quality testing ViSOR inputs, risk assessment of visits) and resourcing in terms of administrative support, staff expertise and equipment. There are no corporate parameters specifying minimum requirements for the above, and PPU outcomes are not included in the suite of measures by which BOCU performance is benchmarked and standards set.

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- While staff directly engaged in PPU activities are trained in the MPS accredited public protection course, ViSOR and RM2000 risk assessment processes, senior managers are largely reliant on junior staff expertise in terms of personal levels of knowledge. Senior management lack of awareness is reflected in the lack of informed supervision, the non-inclusion of public protection issues in daily management processes (such as the DMM), coherent performance management processes and inconsistent resourcing and succession planning for PPUs.
- While there is some proactive capability at VCD level, this is limited (there are only two proactive teams) and local access to such resources is perforce restricted to cases involving very serious or escalating risk. Thus, opportunities to undertake proactivity at local level are limited because of the limited provision of intelligence, the lack of prioritisation afforded to PVP matters at BOCU and the focus of mainstream tasking processes on priority volume crime.
- There is a need to integrate mental health and disability issues into the public protection business areas. The Sapphire team within the VCD has commenced some analysis into sexual offences committed against victims with mental health problems or learning difficulties. The work has been initiated in recognition of the fact that the proportion of crimes where the victim suffers from a mental health problem is much higher than for all victims, at 66% as opposed to 27% over a four-year sample period (2001–04). All public agencies should acknowledge their responsibilities to protect the public from the risks associated with the small minority of people with mental illness where it is possible to do so. Borough mental health liaison officers provide a definite opportunity to affect meaningful information exchange and forge partnerships, and this needs to be linked into the PVP business area so that good communication links are established between BOCU CSUs/PPUs and mental health trusts. The latter is particularly important since mentally disordered offenders or victims are often transient or of no fixed abode, moving in and out of psychiatric care or hostels.

Protecting Vulnerable People – Missing Persons

GRADE

FAIR

National grade distribution

Excellent	Good	Fair	Poor
1	21	21	0

National contextual factors

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

Contextual factors

The MPS investigates over 26,000 missing persons cases every year and 16,000 of those cases relate to children. Operation Compass was created to develop policy and improve the quality of investigations in the area of those reported as missing.

Operation Compass has undertaken an analysis of outstanding missing people in London and has identified that there are currently 1,314 persons outstanding. Through Operation Compass the MPS has now introduced a system that evaluates vulnerability in order to prioritise cases requiring immediate review, leading to enhanced investigations and greater awareness of organisational vulnerability. The Compass model will form the basis of a national model developed by the Home Office. Operation Compass staff also conduct reviews of missing persons investigations at BOCU level and the results are fed back to the VCD and BOCU commanders who are informed of positive and negative aspects of performance. This has raised the profile of missing persons investigations and most BOCUs now have staff dedicated to missing persons investigations. Operation Compass provides a source of expertise for the MPS as well as a limited quality assurance capability.

Strengths

- The commander VCD is the ACPO lead for missing persons within the MPS. Missing persons forms part of the corporate DMM while Operation Compass provides corporate SOPs and, where required, specialist support to boroughs. The commander VCD also chairs a corporate monthly missing persons strategic board.
- Published SOPs are consistent with ACPO guidance and good practice guides. The SOPs contain minimum standards of investigation, levels and timescales for supervision, review and risk assessment process.

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- Commander VCD chairs the missing persons quarterly strategic board meeting. It is attended by members of the MPA and the ALG along with representatives from other linked areas of the MPS such as the TP clubs and vice unit, homicide review and the child trafficking unit.
- Bi-weekly intelligence and tasking meetings are conducted within the VCD; Operation Compass personnel are de facto attendees, since performance in relation to missing persons is a standing agenda item.
- Where appropriate, the MPS briefing and tasking system is utilised to circulate high risk missing persons pan-London.
- Merlin is the MPS IT system used to record and monitor missing persons investigations. CAITs are automatically notified of all missing children.
- Merlin supervision requirements are rigorous and, consequently, most BOCUs have introduced missing persons on to the agenda for daily management meetings, ensuring consistent monitoring at senior level as well as a limited quality assurance overview of investigations.
- The risk assessment process required by Merlin is comprehensive and requires all issues to be considered and assessed via a series of mandatory fields prior to completion. Supervision requirements are prompted at the point of log-in and the DETS screen which records the details of any investigation ensures that all actions are recorded, generating an audit trail of activity.
- There has been some additional training provision for front-line supervisors as to the requirements of Merlin and missing persons investigations.
- There is an Operation Compass website accessible by all staff which contains SOPs, good practice guides and links to ASCPO guidance. The central Operation Compass team has responsibility for maintaining this site.
- All BOCUs now have an Operation Compass capability, located within or in proximity to the CSU, usually line-managed by the CSU DI.

Work in progress

- The VCD is working to integrate vulnerable people who have mental health problems into the public protection agenda, in order to assist BOCUs with mental health establishments. There is clear linkage to public protection issues in relation to patients and vulnerable people reported as missing and the intention is to develop a corporate good practice guide and specific risk assessment process in relation to such issues. The VCD delivery team creates and delivers policy and SOPs and is working to achieve greater integration and consistency at BOCU level.

Areas for improvement

- While there are some quality assurance processes that test performance and service delivery, such that exist are either carried out by the central Operation Compass team (these are limited by capacity and opportunity for follow up and compliance testing) or on an ad hoc basis at BOCU level via various in-house processes (such as incident debriefing or mission critical inspection and review cycles that include missing persons). The supervision regime required by Merlin (notwithstanding searching difficulties) provides opportunities to assess the quality of investigations or risk assessments and

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compliance with minimum standards; this is not exploited because there is no consistent corporate framework within which BOCU commanders are held to account for this aspect of performance. Therefore, there is no organisational imperative (nor is there currently a national requirement) to apply quality of service benchmarks or measurement at BOCU level, leading to opportunities to generate learning being missed.

- While there is some evidence among BOCU staff of the raised profile of missing persons investigations, there is still little awareness of the linkage to child protection and abuse issues, leading to limited intelligence input and potential complacency when dealing with missing persons who are repeatedly absent from places such as care homes.

RECOMMENDATION 15

That the force raises awareness among operational staff of the links between persistent missing persons cases and child protection/child abuse issues, emphasising the importance of effective initial risk assessment and investigation.

- There is limited evidence of the use of problem solving focused on reducing missing persons investigations. There is potential to reduce the level of missing persons investigations through the development of specialist Compass units resourced by skilled staff, increasing the engagement of SN teams, generation of intelligence, the production and use of products such as subject or problem profiles and partnership engagement.

RECOMMENDATION 16

That the force develops and increases problem-solving activity in relation to persistent missing persons cases through the development of specialist Compass units resourced by skilled staff; increasing the engagement of Safer Neighbourhood teams and the generation of intelligence and products such as problem profiles.

- There is continuing inconsistency in resourcing Operation Compass units at BOCU level, leading to issues of resilience in times of absence or departure of key staff. This is directly linked to the priority given to this area of PPU business by BOCU SMTs versus that afforded to service volume crime demand. While the MPS has devolved autonomy to manage risk and demand and deploy resources locally to BOCUs, the consequent rationale and practice for providing resilience to this function are variable, leading to vulnerability in the event of resourcing decisions being called into question. Given the organisational risk inherent within this area of business, the MPS should provide guidelines for appropriate levels of cover promoting consistency of rationale for staffing and cover levels.
- Merlin is limited in its search capability and therefore the data contained on the system is difficult to extract for the purposes of generating management information to enhance performance management. A MIS tool was introduced in April 2007, which now gives users the ability to provide various reports. This has been made available to Operation Compass and is being gradually rolled out by TP.

Developing Practice

INSPECTION AREA: Protecting vulnerable people

TITLE: Management of deported offenders

PROBLEM:

Prior to April 2006, the system of receiving intelligence on deported offenders, who may be subject to MAPPA, landing at Heathrow Airport required improvement; dangerous offenders were potentially being repatriated into the UK without any formal process of risk assessment, dissemination of intelligence or risk management. For sexual offenders there was a legal opportunity to obtain a sex offenders notification order.

SOLUTION:

A clear action plan has been introduced that includes working with the charity Prisoners Abroad to improve communication to minimise the risk posed by such offenders. Notifications of dangerous offenders returning to the UK are received by the MPS from Interpol or the charity. Staff undertake a full review of the criminal intelligence and history, including liaison with foreign law enforcement agencies, to determine the risk posed by the offender. The information from the research package is then submitted to a senior officer for review and decision, including applying for a notification order, in respect of sex offenders. The orders are obtained by centrally based staff with experience in such cases who have developed effective working relationships with the relevant court areas.

A planned return process is put in place, whereby appropriate offenders are met by police officers, debriefed, served with notification requirements and have their photograph, fingerprints and DNA taken (voluntarily). This has identified an opportunity for the MPS to lobby Parliament for a change to the Sexual Offences Act to empower the requirement for identification in these circumstances. Specialist staff review the risk assessment and create a ViSOR record to disseminate intelligence. Through effective liaison with London Probation, emergency housing provision has been made available for the highest risk offenders who have no fixed abode within London. This is in line with the London resettlement strategy and provides additional support to proactively monitor reporting arrangements, and introducing a structure for the offender. In a number of cases the offenders have not been resident in the UK since they were children, and therefore are disorientated. Through early notification appropriate MAPPA referrals are made, therefore engaging with local partnership arrangements, risk management and media strategies.

OUTCOME(S):

In the last 12 months over 30 offenders have been subject to this process in the MPS and to date no offender has been convicted of further offences.

The process undertaken by the MPS is being cascaded to other forces through an ACPO working group. In particular, the MPS is working alongside Sussex Police to reflect the Heathrow approach at Gatwick Airport.

FORCE CONTACT: A/Det Supt Sandra Looby, Public Protection – 020 7321 7087

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INSPECTION AREA: Protecting vulnerable people

TITLE: Territorial policing crime, violent crime directorate high risk interventions and proactive targeting

PROBLEM:

The MPS VCD has a strategic intelligence unit that undertakes NIM level 2 subject and problem profiling as one of its core duties.

A process was required to task and co-ordinate resources centrally to ensure that the most dangerous targets are identified and appropriate resources assigned to tackle them.

SOLUTION:

With the co-location of all of the VCD strategic intelligence unit staff into one office in 2006, the unit was able to design products that fitted the requirement of the VCD and its public protection units. The response was two tier: a daily management product that included all the high risk and serious incidents by crime type from around the MPS and a level 2 tasking product. The units who use this product include the CSU service delivery team, Project Sapphire (the service delivery team for sexual offences investigation), Jigsaw (the service delivery team for the management of registered sex offenders and violent offenders) and Operation Compass (the service delivery team for missing persons investigations). The products are received by relevant VCD managers and are the drivers for NIM-compliant DMMs and a bi-weekly tactical tasking and co-ordination meeting.

Cases are discussed at the DMMs, the core elements being vulnerabilities to victims/family/witnesses, vulnerabilities to the organisation and the provision of both strategic and tactical options to the relevant borough investigation units. These cases are monitored and reviewed at fixed timeframes as part of a quality assurance process.

As many of these cases have links to NIM level 2 criminality and are the most risky and significant across the MPS, they are part of a central NIM-compliant structured bi-weekly central tactical Tasking and co-ordination group meeting within the VCD, the aim of which is to target the most appropriate and significant level 2 individuals using the central resources of the VCD's proactive wing, the racial and violent crime task force (RVCTF). The aim of this unit is to proactively target those level 2 criminals involved in crimes against vulnerable victims.

OUTCOME(S):

There is now a central management process to allow earlier intervention in the most significant and high risk cases with an inbuilt audited and monitored review process. There is joint working centrally among CSUs, Sapphire, Jigsaw and Compass teams, which is now being replicated at borough level. Many successful operations have been conducted by the RVCTF, predominantly targeting men of violence and resulting in significant convictions. These outcomes have assisted the VCD to achieve an increased sanction detection rate for DV, a decrease in repeat victimisation and seriousness and a significant downturn in DV homicide.

FORCE CONTACT: DCI Gerry Campbell – 020 7321 9127

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INSPECTION AREA: Protecting vulnerable people

TITLE: Protocol with the Joint Border Operations Centre to identify ViSOR subjects

PROBLEM:

Registered sex offenders are required by law to notify police of any planned foreign travel lasting three days or more. As this is dependent on the offender, it is difficult for police to monitor the true extent of offenders' travelling and any networking and offending that takes place abroad.

SOLUTION:

The MPS has agreed a protocol with the Joint Border Operations Centre (JBOC) based at Heathrow Airport whereby certain passenger manifest lists are compared with the PNC to identify ViSOR subjects. The routes and airports monitored are limited at the moment, but more will be added. Where JBOC staff hit on a ViSOR subject, the ViSOR record is updated with relevant intelligence, including future return dates. This alerts the public protection officer who usually has time to research the matter and determine any breach activity. Positive action can then be taken on the offender's known return date, which can include stop/search and/or arrest at the airport, providing real-time intelligence of an offender's movements and potential offending behaviour. The protocol details actions to be taken in urgent cases, including dealing with any child protection issues identified, whether in the UK or overseas. This also provides the opportunity to alert a foreign authority of any risks or intelligence, depending upon the offender's profile, derived from ViSOR. This process now accounts for some 15–20% of current JBOC activity.

OUTCOME(S):

This project has revealed a significant amount of foreign travel not previously disclosed by registered sex offenders. The MPS now has a significantly increased understanding of foreign travel activity and has been able to take breach action where appropriate. This enhances sex offender monitoring and the MPS is about to analyse the data in more detail (possibly with the Child Exploitation and Online Protection Centre) in order to identify any group or networking activity. The MPS can also look at 'hot' routes of interest and understand methods deployed by offenders to circumvent the legislation.

FORCE CONTACT: A/Det Supt Sandra Looby, Public Protection – 020 7321 7087

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INSPECTION AREA: Protecting vulnerable people

TITLE: The MPS child abuse investigation command) training programmes

PROBLEM:

There have been deficiencies in working practices, language, aims and priorities across the discipline of protecting and investigating abuse of children, as highlighted in the Laming, Kennedy and Bichard reports. The key challenge for CAIC is to improve standards of child abuse investigations and the sharing of information. Sanction detections are currently 22% for the year to date, compared with 19% in 2005/06 and 14% in 2004/05, but with significant variations between boroughs.

SOLUTION:

MACIE and SUDI training programmes have been developed with the assistance of the MPS Crime Academy.

MACIE training provides an intense real-time exercise in learning which develops critical decision-making skills with partner agencies, including operational managers from children's services teams, health, DfES, and CAIC investigators. MACIE training lasts two days and a lengthy debrief enriches the learning and enhances the aim of achieving consistency across the discipline of PVP. The exercise also integrates new guidance for joint practices with partner agencies.

The initial success of MACIE exercises in 2005/06 has led to a further four events for 2007/08. The Hydra operations team is now planning to include other key internal stakeholders – community safety, public protection and Sapphire teams, all of which contribute to protecting children across the metropolis.

CAIC assumed responsibility for SUDI from the boroughs in 2005. From April 2006 to January 2007 there were 96 SUDI investigations. There is a rolling training programme for SUDI investigators, including inputs to borough duty officers, who still provide the initial response to reports of child death. This structure allows an expert and sensitive response to SUDIs by CAIC across the MPS. Cases that begin as SUDI investigations but which then escalate to suspicious deaths have proven that the initial evidence gathered was effective in the subsequent criminal investigation.

The quality of investigations and key contributory factors to the death are assessed under Project Amethyst, leading to the identification of best practice shared with partners, ie coroners, pathologists and health service professionals. The SUDI project continues to develop and SCD5 is gaining international recognition as a centre of excellence, being called upon to share working practices and analytical findings worldwide.

OUTCOME(S):

- The development and examination of decision making in partnership.
- Recognition that workers in all agencies need to be supported by strong leadership making decisions based on unambiguous rationale.
- The regular reviewing of the outcomes of actions or information with partners.
- Guidance on how to challenge professionals appropriately and increased confidence of staff and managers in doing so.
- Provision of specialist investigation training for SUDIs and staff experienced in dealing with traumatised families in the most appropriate yet forensically aware, manner.

- Opportunity to collate and analyse consistent data from SUDIs and identify risk factors to improve public awareness and safety of children.

FORCE CONTACT: D/Superintendent Caroline Bates, CAIC

Recommendations

Neighbourhood policing

Recommendation 1

That the force revisit the rationale and the mechanisms that are in place to ensure the appropriate allocation of Safer Neighbourhoods policing resources to the communities that have more challenging policing environments.

Recommendation 2

That the force ensures that the maximum benefit is derived from police community support officers by reviewing the current patrol methods in order to encourage further engagement with the community.

Recommendation 3

That the force should ensure there is a clear succession planning programme for Safer Neighbourhood team staff in order to deliver a sustainable resource.

Recommendation 4

That the force ensures there is a corporate approach to the processes and products for the National Intelligence Model in all Safer Neighbourhood teams.

Performance management

Recommendation 5

That the force continues to develop its performance management framework so as to set out the key performance accountabilities, systems and products across the force, taking into account the ten principles within the joint Association of Chief Police Officers, Her Majesty's Inspectorate of Constabulary, the Association of Police Authorities, the Police Superintendents' Association of England and Wales and the Home Office publication 'Managing Police Performance'.

Recommendation 6

That the force develops and introduces a resource allocation mechanism for business groups (other than territorial policing which has its own resource allocation formula) that maximises efficiency, productivity and peer-group scrutiny. This will need to be integrated within the wider force business planning process.

Recommendation 7

To review the quality assurance function in the force and introduce a consistent approach (whichever tool is ultimately used) to the diagnosis of change management opportunities, the identification of risk and local inspection/audit opportunities.

Protecting vulnerable people

Recommendation 8

That the force ensures greater accountability for basic operational command unit (BOCU) commanders and senior management teams across the span of public protection activity and raises the priority level of protecting vulnerable victims (PVP)/public protection matters at BOCU level, eg, by introducing daily risk assessment procedures specific to public protection and PVP; setting minimum staffing levels (in terms of both capability and

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capacity) commensurate with demand/workloads; and setting minimum supervision and staff workload management requirements as well as corporately imposed quality assessment processes for application locally.

Recommendation 9

That the force develops a corporate performance management framework to encompass the range of activities that comprise the protecting vulnerable victims and public protection business areas (ie, child abuse, hate crime investigations, Sapphire multi-agency public protection arrangements and missing persons enquiries), benchmarking key performance activities against a suite of headline measures (combining quantitative with qualitative) to facilitate consistent assessment and comparison.

Recommendation 10

That the force develops a qualitative inspection and review process applicable at local level that creates a rigorous focus on improving the quality of operational risk assessment and primary investigations, supported by consistent follow up and correction and compliance processes. The emphasis should be on developing more effective front-line supervision at sergeant and inspector levels.

Recommendation 11

That the force develop a proactive public protection focus at local level, whereby the risk posed by or towards individuals is identified and acted upon through research, analysis via daily management meetings and tasking and co-ordination processes.

Child abuse

Recommendation 12

That the force works to improve liaison and information exchange processes between the centralised child abuse investigation teams and other elements of the protecting vulnerable people and public protection business areas that are located at basic operational command unit level, ensuring that there is greater integration between the functions, maximising the development of intelligence and proactive opportunities.

Domestic violence

Recommendation 13

That the force develops a corporate resourcing template for community safety units that provides guidance for basic operational command units as to the minimum requirements for staffing such functions in a manner that is commensurate with demand and efficiency, creating resilience, capacity and capability and thereby improving service to victims as well as ensuring that staff have manageable workloads.

Public protection

Recommendation 14

That the force works to develop a greater and more specialist intelligence capability for managing public protection matters at local level. Basic operational command units' basic intelligence units are not generally configured to process Jigsaw intelligence, leading to missed opportunities for the capture and dissemination of intelligence and to inconsistent and poorly serviced tasking and co-ordination operations.

Missing persons

Recommendation 15

That the force raises awareness among operational staff of the links between persistent missing persons cases and child protection/child abuse issues, emphasising the importance of effective initial risk assessment and investigation.

Recommendation 16

That the force develops and increases problem-solving activity in relation to persistent missing persons cases through the development of specialist Compass units resourced by skilled staff; increasing the engagement of Safer Neighbourhood teams and the generation of intelligence and products such as problem profiles.

Appendix: Glossary of Terms and Abbreviations

A

ABC	Acceptable Behaviour Contract
AC (TP)	assistant commissioner (territorial policing)
ACPO	Association of Chief Police Officers
ALG	Association of Local Government
APA	Association of Police Authorities
ASB	anti-social behaviour
ASBO	anti-social behaviour order

B

BCS	British Crime Survey
BCU	basic command unit
BIU	basic intelligence unit
BME	black and minority ethnic
BOCU	basic operational command unit

C

CAD	computer-aided despatch
CAIC	child abuse investigation command
CAIT	child abuse investigation team
CCSM	crime control strategy meeting
CDRP	crime and disorder reduction partnership
CJS	criminal justice system
CO	central operations
COG	chief officer group
CPA	critical performance area
CPS	Crown Prosecution Service

CRIS	crime report and information system
CSU	community safety unit
CT	counter-terrorism
CTC	Counter-terrorism Command

D

DAC	deputy assistant commissioner
DC	deputy commissioner
DCI	detective chief inspector
DCS	detective chief superintendent
DI	detective inspector
DMM	daily management meeting
DPA	directorates of public affairs
DV	domestic violence

E

EPIC	enforcement, prevention, intelligence and communication
ESF	European Social Fund

G

GLA	Greater London Assembly
GOL	Government Office for London

H

HMI	Her Majesty's Inspector
HMIC	Her Majesty's Inspectorate of Constabulary
HOCR	Home Office Counting Rules
HR	human resources
HTCU	high-tech crime unit

I

IAG independent advisory group
INI impact nominal index

J

JBOC Joint Border Operations Centre
JIG joint intelligence group

K

KIN key individual network

L

LAA local area agreement
LSCB local safeguarding children board

M

MACIE multi-agency critical incident exercise
MAPPA multi-agency public protection arrangements
MIB Metropolitan Police Intelligence Bureau
MIS management information system
MIU management information unit
MMP Met modernisation programme
MMR monthly management report
MPA Metropolitan Police Authority
MPS Metropolitan Police Service

N

NCRS National Crime Recording Standard
NIM National Intelligence Model
NOMS National Offender Management Service

NRPP	National Reassurance Policing Programme
NSD	non-sanction detection
NSIR	National Standards for Incident Reporting

O

OCU	operational command unit
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P

PCSD	Police and Crime Standards Directorate
PCSO	police community support officer
PCU	policy co-ordination unit
PDR	performance development review
PPAF	policing performance assessment framework
PNC	Police National Computer
PND	penalty notice for disorder
PPO	prolific and priority offender
PPSG	public protection steering group
PPU	public protection unit
PSU	police standards unit
PVP	protecting vulnerable people

Q

QoSC	Quality of Service Commitment
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R

RAMP	risk assessment management process
RVCTF	racial and violent crime task force

S

SCD	serious crime directorate
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SFO	serious further offences
SGC	specific grading criteria
SIO	senior investigating officer
SM&PD	strategy modernisation and performance directorate
SMART	specific, measurable, achievable, realistic, timely
SMT	senior management team
SN	Safer Neighbourhoods
SO	specialist operations
SOP	standard operating procedure
SPI	statutory performance indicators
SUDI	sudden unexplained death of infant

T

TfL	Transport for London
TP	territorial policing
TPPU	territorial policing performance unit

V

VCD	violent crime directorate
ViSOR	Violent and Sex Offenders Register