



**HMIC Inspection Report**  
**Metropolitan Police Service**  
**Neighbourhood Policing**  
**Developing Citizen Focus Policing**

**September 2008**



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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 of both the Home Office and 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 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 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 more probing inspections of fewer topics. 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 is gathered, verified and then assessed against specific grading criteria (SGC) drawn from an agreed set of national (ACPO-developed) standards. 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.

## HMIC Business Plan for 2008/09

HMIC's business plan (available at <http://inspectorates.homeoffice.gov.uk/hmic/our-work/business-plan/>) reflects our continued focus on:

- protective services – including the management of public order, civil contingencies and critical incidents as phase 3 of the programme in autumn 2008/spring 2009;
- counter-terrorism – including all elements of the national CONTEST strategy;

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- strategic services – such as information management and professional standards; and
- the embedding of Neighbourhood Policing.

HMIC's priorities for the coming year are set in the context of the wide range of strategic challenges that face both the police service and HMIC, including the need to increase service delivery against a backdrop of reduced resources. With this in mind, the business plan for 2008/09 includes for the first time a 'value for money' plan that relates to the current Comprehensive Spending Review period (2008–11).

Our intention is to move to a default position where we do not routinely carry out all-force inspections, except in exceptional circumstances; we expect to use a greater degree of risk assessment to target activity on those issues and areas where the most severe vulnerabilities exist, where most improvement is required or where the greatest benefit to the service can be gained through the identification of best practice.

The recent Green Paper on policing – *From the Neighbourhood to the National: Policing our Communities Together* – proposes major changes to the role of HMIC. We are currently working through the implications to chart a way forward, and it will not be until the late Autumn when we are able to communicate how this will impact on the future approach and inspection plans. In the meantime, we have now commenced work covering the areas of critical incident management, public order and civil contingencies/emergency planning – which will conclude in early 2009. In consultation with ACPO portfolio holders and a range of relevant bodies (such as the Cabinet Office in respect of civil contingency work) we have conducted an assessment of risk, threat and demand and, based on this, we will focus on those forces where we can add most value. We will also commence a series of police authority inspections in April 2009, which will follow a pilot process from November 2008 through to January 2009.

## **Programmed Frameworks**

During phase 2 of HMIC's inspection programme, we examined force responses to major crime, serious and organised crime, Neighbourhood Policing and Developing Citizen Focus Policing in each of the 43 forces of England and Wales.

This document includes the full graded report for the Neighbourhood Policing inspection and Developing Citizen Focus Policing inspection.

## **Neighbourhood Policing**

The public expect and require a safe and secure society, and it is the role of the police, in partnership, to ensure provision of such a society. The HMIC inspection of Neighbourhood Policing implementation assesses the impact on neighbourhoods together with identified developments for the future.

The piloting of the National Reassurance Policing Programme (NRPP) between April 2003 and 2005 led to the Neighbourhood Policing programme launch by ACPO in April 2005.

There has been considerable commitment and dedication from key partners, from those in neighbourhood teams and across communities to deliver Neighbourhood Policing in every area. This includes over £1,000 million of government investment (2003–09), although funding provision beyond 2009 is unclear.

The NRPP evaluation highlighted three key activities for successful Neighbourhood Policing, namely:

- the consistent presence of dedicated neighbourhood teams capable of working in the community to establish and maintain control;
- intelligence-led identification of community concerns with prompt, effective, targeted action against those concerns; and
- joint action and problem solving with the community and other local partners, improving the local environment and quality of life.

To date, the Neighbourhood Policing programme has recruited over 16,000 police community support officers (PCSOs), who, together with 13,000 constables and sergeants, are dedicated by forces to 3,600 neighbourhood teams across England and Wales.

This report further supports Sir Ronnie Flanagan's *Review of Policing* (2008), which considers that community safety must be at the heart of local partnership working, bringing together different agencies in a wider neighbourhood management approach.

## **Developing Citizen Focus Policing**

Citizen Focus policing is about developing a culture where the needs and priorities of the citizen are understood by staff and are always taken into account when designing and delivering policing services.

Sir Ronnie Flanagan's *Review of Policing* emphasised the importance of focusing on the treatment of individuals during existing processes: this is one of the key determinants of satisfaction.

A sustained commitment to quality and customer need is essential to enhance satisfaction and confidence in policing, and to build trust and further opportunities for active engagement with individuals, thereby building safer and more secure communities.

This HMIC inspection of Developing Citizen Focus Policing is the first overall inspection of this agenda and provides a baseline for future progress. One of the key aims of the inspection was to identify those forces that are showing innovation in their approach, to share effective practice and emerging learning. A key challenge for the service is to drive effective practice more widely and consistently, thereby improving the experience for people in different areas.

Latest data reveals that, nationally, there have been improvements in satisfaction with the overall service provided. However, the potential exists to further enhance customer experience and the prospect of victims and other users of the policing service reporting consistently higher satisfaction levels. All the indications show that sustained effort is required over a period of years to deliver the highest levels of satisfaction; this inspection provides an insight into the key aspects to be addressed. It is published in the context of the recent Green Paper *From the Neighbourhood to the National – Policing our Communities Together* and other reports, which all highlight the priorities of being accountable and responsive to local people. The longer-term investment in Neighbourhood Policing and the benefits of Neighbourhood Management have provided an evidence base for the broad Citizen Focus agenda.

## Statutory Performance Indicators and Key Diagnostic Indicators

In addition to the inspection of forces, HMIC has drawn on published data in the Policing Performance Assessment Frameworks (PPAFs) published between March 2005 and March 2008 as an indicator of outcomes for both Neighbourhood Policing and Developing Citizen Focus Policing.

The statutory performance indicators (SPIs) and key diagnostic indicator (KDI) that are most appropriate to indicate outcomes for the public and are used to inform this inspection are set out below:

### Neighbourhood Policing

- SPI 2a – the percentage of people who think that their local police do a good or excellent job.
- KDI – the percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.
- SPI 10b – the percentage of people who think there is a high level of anti-social behaviour in their area.

### Developing Citizen Focus Policing

- SPI 1e – satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with the overall service provided by the police.
- SPI 3b – a comparison of satisfaction rates for white users with those for users from minority ethnic groups with the overall service provided.

Forces are assessed in terms of their performance compared with the average for their most similar forces (MSF) and whether any difference is statistically significant. Statistical significance can be explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’ A more detailed description of how statistical significance has been used is included in Appendix 3 at the end of this report.

## 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 (described as a ‘strength’) in the body of the report. In addition, each force is given the opportunity to submit more detailed examples of its good practice. HMIC has therefore, in some reports, selected suitable examples and included them in the 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.

## The Grading Process

HMIC has moved to a new grading system based on the national standards; forces will be deemed to be meeting the standard, exceeding the standard or failing to meet the standard.

### Meeting the standard

HMIC uses the standards agreed with key stakeholders including ACPO, the National Policing Improvement Agency (NPIA) and the Home Office as the basis for SGC. The standards for Neighbourhood Policing and Developing Citizen Focus Policing are set out in those sections of this report, together with definitions for exceeding the standard and failing to meet the standard.

## Force Overview and Context

The Metropolitan Police Service (MPS) has:

- 32 basic command units called borough-based operational command units (OCUs);
- 630 Neighbourhood Policing teams (NPTs);
- 2011 officers dedicated to Neighbourhood Policing; and
- 4562 PCSOs dedicated to Neighbourhood Policing.

The force is a member of 32 crime and disorder reduction partnerships (CDRPs) that cover the force area.

### Geographical description of force area

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 (0700 to 1000) 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 description of force area

London is the largest city within the European Union and the resident population is currently growing at a rate of 40,000 people per year. The capital contains 13 of the 20 most deprived boroughs in the UK and 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. 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.

The force headquarters is based at New Scotland Yard (NSY), 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 has entered its second year aimed at creating a more efficient and accessible police service. The MPS has a well-established management team with a wealth of command experience. Operational Services is the newest business group in the MPS. Their 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 £3,043.1million. The arrangements 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 force's 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 for the period of the assessment were:

**Safer Neighbourhoods** – providing a dedicated local policing team for each electoral ward in London;

**Counter Terrorism, Security and Protection** – successfully combating terrorism and improving safety and security;

**Criminal Networks** – developing 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 Performance Overview

### Force development since the 2007 inspections

The MPS has demonstrated strong performance against many of the priorities and targets set by the MPA during 2006/7. 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 HO target achieved a year ahead of schedule. Gun enabled crime also reduced in 2007/8 by 11.3% and the number of violent crimes reduced by 6.1%. Notwithstanding the overall good performance on violent crime the MPS acknowledge public concern regarding recent attacks involving young people and are tackling such crimes with a particular focus on 'gangs'.

There has also been significant progress in the delivery of Safer Neighbourhood 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 underway to trial 24/7 SN teams. This focus on delivery reflects the importance placed on the Safer Neighbourhoods (SN) programme to the policing of London by the Commissioner with the explicit support of the Mayor of London and Government.

The MPS has appointed 4562 PCSOs to staff SN teams and has achieved their proportionate share of the 16,000 PCSOs required to be in place by the end of April 2007 and these officers are utilised on a range of duties that also include aviation security, government security zone, royal parks, and as station PCSOs. This has been a challenging task for the MPS.

The commitment to SN has assisted the clear focus upon gathering community intelligence and since the introduction of SN there has been over 235,000 intelligence reports recorded and over 36,000 visits to victims of crime and engagement in nearly 1500 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 where the MPS achieved 78% satisfaction against a target of 81% and victim of racist incidents satisfaction where 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 upon 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 Coordinator of 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 with there currently being about 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 have highlighted the importance of maintaining this effort but also emphasised 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 has 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.

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Both the MPS and MPA recognise the financial challenges that lay 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 DC is driving activity on productivity in addition to focusing upon efficiency and value for money to assist meeting that challenge.

In relation to the previous HMIC baseline assessment for 2005/6 areas for improvement have been closely monitored and actioned through the Performance Management Group where the DC receives update reports on overall progress.

## Neighbourhood Policing

<b>2007/08 Neighbourhood Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Exceeding the standard

While the force is not exceeding the standard, it demonstrates that it is meeting the standard and in addition evidences that it is actively leading the field. This is evidenced by the fact that the Metropolitan Police Service (MPS) has placed Neighbourhood Policing at the heart of its service delivery; it is the first of its policing priorities specified within its policing plan.

The full roll-out of safer neighbourhoods was completed 15 months early, with 1,2,3 and 1,2,6 teams in place by December 2006, and 21 safer transport teams were introduced between February and June 2007. Safer neighbourhoods training has been received by 1,270 police officers and PCSOs during 2007. In addition, all 630 teams have been accommodated and equipped.

In addition to the plethora of presentation and learning dissemination events outlined below, the MPS also hosted a conference on Neighbourhood Policing in March 2008 that showcased the development, implementation and impact of safer neighbourhoods to date; the force presented its current work to embed safer neighbourhoods within core policing as well as its work to further improve performance delivery, share good practice and encourage organisational learning on a national stage. MPS good practice is recognised externally.

### Strengths

- The MPS central safer neighbourhoods unit is frequently asked to receive delegates from different forces across the UK, as well as from other countries. During 2007, the unit provided presentations and attended conferences to speak on subjects such as safer neighbourhoods, anti-social behaviour, PCSOs, volunteering and youth on a total of 109 occasions. Of those events, 73 were presentations to other UK forces, including City of London, Kent, Leicestershire, South Yorkshire, Gloucestershire, Hampshire, Thames Valley, West Mercia, Cleveland and Merseyside.
- During 2007, the unit has also hosted police officers from different countries and has given presentations to them on 36 occasions, as well as providing information to delegates about safer neighbourhoods' implementation and delivery. These countries include Russia, Greece, the Netherlands, France, Chile, Australia, Azerbaijan, Japan, Spain, Moldavia, Bulgaria, Latvia, Italy, Poland, China, Turkey, South Africa and the United Arab Emirates.

### Work in progress

- On 8 March 2008, the MPS hosted a Neighbourhood Policing conference in Earls Court, London. Representatives from 33 police forces and police authorities attended, including Neighbourhood Policing programme leads, senior officers and practitioners. The style was both presentational (including a panel comprising chief officers whose forces

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received an Excellent grading from HMIC during the last Neighbourhood Policing inspection) and interactive. The event enabled the sharing and discussion of good practice, generated debate as to what works and what effort is still ongoing, and provided an opportunity to celebrate and review success, as well as to identify and promulgate learning on a national basis.

- The safer neighbourhoods unit anti-social behaviour team is now assisting the Australian Government in formulating legislation for dealing with such behaviour.
- The MPS has a corporate sponsor for the Community Payback scheme. The sponsor has included the scheme on its website, and the scheme has also been promoted on the London Probation website. It now operates across 32 boroughs and currently has 265 projects taking place each week.
- The Home Office Policing Unit and the National Neighbourhood Policing Team have identified the MPS safer neighbourhoods website as the best in the UK.
- The National Policing Improvement Agency (NPIA) cites in its newsletters and on its website MPS good practice in relation to: problem-solving training delivered during the initial safer neighbourhoods training course; and the community engagement programme, which included seminars that provided safer neighbourhoods panel members with information to help them become more effective members.
- The MPS SN4P project, which works with young people who identify areas where they feel safe and unsafe within their neighbourhoods, has been featured in *Time Out* magazine.
- Safer neighbourhoods has been cited as good practice and showcased in the Italian publication *European Cities Exchange – Crime Prevention*.
- Other police forces across the UK have used MPS safer neighbourhoods branding for Neighbourhood Policing. Forces include Warwickshire, Lincolnshire, Norfolk, Hampshire, Merseyside, Yorkshire, Derbyshire, South Yorkshire and Thames Valley.
- The MPS launched the first 24/7 safer neighbourhoods team in Hammersmith and Fulham borough operational command unit (BOCU) on 2 April 2007 as a two-year trial. Up to 50 extra officers are deployed in two of the BOCU's busiest town centres (Shepherds Bush Green and Fulham Broadway) with the aim of tackling anti-social behaviour and crime and disorder round the clock. The enhanced teams comprise one inspector, five sergeants, 10 police constables (PCs) and 15 PCSOs. The local authority provided £1.5 million towards the £4 million scheme, along with contributions from a wide range of other stakeholders (local businesses). The project is being evaluated and results will inform the MPS development plans for safer neighbourhoods.

### **Meeting the standard**

Following the moderation process, the MPS was assessed as meeting the standard. Neighbourhood policing has been implemented to a consistent standard across the force.

## **Neighbourhoods are appropriately staffed (coverage).**

### **Summary statement**

**The MPS is deploying across all its BCUs the right people in the right place at the right time to ensure that its neighbourhoods are appropriately staffed.**

### **Strengths**

- Neighbourhoods and boundaries have been clearly defined and are coterminous with local council wards, overlaying the policing structure with the local authority structure. Coterminosity has allowed a commonality across partnerships and has engendered efficiency in data provision and benchmarking. This creates operational cohesion between SNTs and their counterparts or partners within the local authority and voluntary services structure. BOCUs are responsible locally for reviewing SNT boundaries; reviews are initiated when, for example, boundaries change because of political restructuring. Reviews and the monitoring of boundaries are therefore a 'bottom-up' process carried out in consultation with the community and partners. Territorial policing (TP) reviews local discussions via TP advisory visits. There are numerous examples of local preparedness to change boundaries in response to 'bottom-up' pressure, such as the Oxford, Regent and Bond Street SNT in response to business community views, and Crystal Palace SNT, where four boroughs meet (Bromley, Croydon, Lewisham and Lambeth): as a result of community consultation via the key individual network (KIN), another dedicated team was launched under the remit of one BOCU.
- All SNTs have named contact officers and details of SNT officers, mobile telephone numbers and email addresses are published on force and BOCU websites and are disseminated by means of business cards issued to each team for distribution across wards, as well as via the local press and local authority publications.
- There are robust succession plans in place; the MPS human resources (HR) workforce planning process (WFP) ensures that each BOCU has the required number of staff according to its borough workforce target, and safer neighbourhoods posts are a service priority. WFP has a regular central posting panel to review BOCU staff strengths. Forecast vacancies are sent to the WFP for the central posting panel to review and action. Information from the BOCUs is fed to the central panel and safer neighbourhoods posts are prioritised within this process. The loss of PCSO numbers through their recruitment to serve as police officers is also monitored by the central safer neighbourhoods unit and TP HR ensures that a named replacement is identified before the PCSO is given a joining date. There is also in place a nil vacancies instruction (with the exception of maternity or staff sickness) for SNTs, with exception reporting required. This is also monitored monthly by WFP and the central safer neighbourhoods unit.
- The MPS safer neighbourhoods abstraction policy is well understood, rigorously enforced and monitored on a monthly basis, with all BOCUs submitting data to the central safer neighbourhoods unit to be incorporated into management information for dissemination to BOCUs and the central unit. The policy encompasses both police officers and PCSOs. The abstraction level at present is 1.6%.
- All dedicated safer neighbourhoods policing roles, including those in the extended police family, have clear role definitions. For example, there are 31 corporate profiles for MPS safer neighbourhoods volunteers specifically, and over 100 role profiles for other members of the extended police family, such as MPS cadets and PCSOs. Profiles cover posts such as community contact support officer, safer neighbourhoods administrative

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officer, borough watch manager, MPS cadet corps co-ordinator, and traffic, station, victim and government security zone PCSOs.

- BOCUs manage SNT deployment locally, and every BOCU has a regular (usually monthly) WFP process that matches skills to demand and prioritises safer neighbourhoods as a result of central requirement.
- The MPS HR WFP process monitors supervisory coverage whilst BOCUs monitor the skill base within their safer neighbourhoods supervision teams. In addition they also monitor diversity and representation via local WFP processes. PCSOs are given the opportunity to work within the community they represent before deployment.
- The published ethos of SNTs is visibility, accessibility and familiarity. SNTs are trained to deliver a specific policing model involving seven stages, which collectively identify the priorities of local people within any given neighbourhood and then ensure that these priorities are tackled effectively. The stages are as follows: research the local neighbourhood; engage with the local community; identify public preferences for action; investigate and analyse public preferences; identify priorities for action; plan and take action; and review.
- The MPS trained 448 officers in 2004, 877 officers in 2005, 1,568 officers in 2006 and 1,720 officers in 2007 in safer neighbourhoods policing. The course is delivered over five days to SNTs and BOCUs are prioritised according to the number of staff requiring training. Training is evaluated by the MPS training department every 12 months and in 2007 16 recommendations for improvement were made, all of which have been implemented. Staff evaluation, conducted via feedback sheets, indicates a 98% satisfaction level for the 2007 training programme. Safer neighbourhoods trainers also visit BOCUs and quadrant inspectors to test the application of training as well as to gather data relating to future training needs. As a result of such field research, inputs from the MPS specialist crime directorate (SCD) murder command in relation to initial crime scene management have been incorporated into the programme, as have inputs from Rainbow and the counter-terrorism command. Further input from the Citizen Focus command will also be incorporated into the training programme for 2008, as result of force prioritisation of the issue.
- The central safer neighbourhoods unit has a problem-solving team that maintains an ongoing schedule with all the BOCUs through the BOCU problem-solving adviser and safer neighbourhoods project lead. The current structure for training is a one-day basic introduction and a three-day advanced course. The MPS delivered two further problem-solving courses in November 2006 which completed the BOCUs' 'urgent request' for training. Progress is monitored on a quarterly basis by the MPS safer neighbourhoods programme board, which is chaired by a commander.
- There is BOCU-wide compliance with the minimum staffing model (1, 2, 3 or 1, 2, 6 in wards with populations of over 14,000). All SNTs are led by sergeants, who work to inspectors.
- The MPS has worked closely with the London Youth Crime Prevention Board to expand and enhance safer school partnerships. The integration of safer school officers into the safer neighbourhoods programme has been finalised, with 185 schools having a dedicated PC. Additionally, the MPS has deployed over 100 PCSOs to support safer school partnerships by engaging with junior and primary schools, increasing the capacity within SNTs to tackle youth issues. Officers are now working to the seven-stage

Neighbourhood Policing model within their dedicated secondary schools.

- The Safer London Foundation, in partnership with the MPS and the MPA, holds annual problem-solving awards. SNTs can enter details of local problem-solving initiatives targeted at identified local priorities and win cash prizes to reinvest back into their communities. The top eight entries are showcased to other BOCUs and entered in the national Tilley problem-solving awards. This year, for the first time, TfL is running a similar problem-solving award for the newly formed safer transport teams and the top five entries will be selected and showcased in a similar fashion.

### **Work in progress**

- There has been a review of the 1, 2, 6 SNT model for wards with populations of over 14,000 to release existing resources into areas of higher policing demand. As a result, a pilot has been agreed for Wandsworth BOCU to reduce the 1, 2, 6 model, releasing the additional PCSOs for redeployment on safer school teams. A six-month evaluation process has been agreed and will report back in June 2008.
- The MPS continues to develop its extended police family by increasing the numbers of special constables and support volunteers in areas of higher demand. Consequently, there are increased numbers of both Special Constabulary officers and volunteers supporting Neighbourhood Policing compared with 2007 figures. There is a continuing programme of recruitment undertaken by the Patrol OCU, both through employers' schemes as well as the general recruitment process.
- Evaluation is ongoing of the 24/7 safer neighbourhoods scheme in Hammersmith and Fulham BOCU to identify the benefits for external marketing of the scheme to other local authorities within London. The process has been assisted by external consultants and the first year is complete; early indications are that, while 24/7 coverage is popular, it is expensive and 16/7 coverage is potentially more appropriate. The MPS regards local area agreements as a potential funding opportunity, with deployment decided at local level. Evaluation indicates that there is an appetite for such decision making, with BOCUs and crime and disorder reduction partnerships (CDRPs) deciding what safer neighbourhoods deployments they require and will pay for. If the 24/7 model is required, this decision could be made and funded locally.
- The central safer neighbourhoods unit arranged three workshops at the end of January 2008 to look at improving the performance of the safer neighbourhoods programme and to further embed Neighbourhood Policing in core policing. A final report with recommendations will feed into the safer neighbourhoods operational control strategy for 2008/09.
- The TP strategy for developing the extended police family has focused on embedding and developing the extended police family through three main strands of activity, namely the MPS volunteer cadet corps scheme, the MPS volunteers scheme and the MPS Special Constabulary. The strategy has been particularly successful in relation to the cadet corps, which combines actively engaging young people with creating an additional voluntary uniform presence.

### **Area(s) for improvement**

- While the basic training provision described above is satisfactory, developmental training is limited for PCSOs. It is largely left to BOCUs to cover additional training needs from local resources, as they arise, which have to be prioritised alongside other demands, leading to inconsistent ongoing skills development.

**Effective community engagement is taking place. Representative communities are being routinely consulted and are identifying local priorities and receiving feedback.**

### **Summary statement**

**All neighbourhoods in the force area are actively engaging with their local police force and its partners.**

### **Strengths**

- The central safer neighbourhoods unit, working with the diversity and Citizen Focus directorate (DCFD) and the strategic management and performance directorate, has made available census, Mosaic and Acorn data that outlines ward profiles to enable easier recognition of community groups. The information is available on the MPS intranet system (AWARE) and provides a baseline from which to start engagement work. The range of engagement activities at present includes: surveys, leaflet drops, 'have a say' days, street briefings, ward panel meetings, online surveys, advertised meetings, contact points and surgeries. This list is not exhaustive but reflects what HMIC found during reality checking. In 2007, 11,718 pre-planned public meetings were held with 183,112 attendees; 3,414 neighbourhood panel meetings were held; and 2,179 street briefings and 9,672 contact points were arranged.
- The MPS is advised by five corporate independent advisory groups (IAGs): race; lesbian, gay, bisexual and transgender; Gypsy and Traveller; youth; and disability. Alongside the MPS corporate IAGs, other pan-London advisory groups have been introduced, supporting and advising on a range of MPS activities such as the work of Operation Trident (gun crime within the black community), safeguarding children and Operation Blunt (knife crime). Additionally, commands such as traffic and firearms are developing small dynamic community reference groups to provide specific advice relating to critical areas of MPS performance (e.g. the Kratos reference group, focused on reviewing suicide bombing tactics).
- The community engagement programme was delivered between 2 October and 10 November 2007. This was as a direct result of a seminar held by the MPA in November 2006 for neighbourhood panel chairs. Panel members indicated their desire to receive guidance and training to enable them to be more effective in their safer neighbourhoods role. As a result, the MPA approached the Safer London Foundation and together with the MPS formed a tripartite partnership and funded a pilot whereby information seminars and training were provided to neighbourhood panel members in four boroughs across London. The project has been evaluated, with a decision regarding future roll-out pending.
- MPS IAGs have become a major strength within London and the MPS has recently won the national category in the fifth IAG awards. The award was presented at the national advisory group conference to the Operation Diamond IAG, "for highly effective consultation and reassurance on a huge scale within short timescales, building on an established and effective IAG network". MPS guidance on establishing and running IAGs is accessible on the force website and advice is frequently sought from the force DCFD by other forces on how to set up and make use of IAGs effectively.
- Over the previous four years, the MPS had used the same approach to annual public consultation, involving direct public consultation to identify issues of concern and then a second online session to prioritise the issues raised. The consultation process for 2007

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added direct consultation with ward panels. The process was facilitated by safer neighbourhoods sergeants and used a consultation guide focused on the issues raised in previous years to help inform discussion. After the meetings, the sergeants recorded the results on a website. A total of 629 panels were asked to participate and of these 389 did so, a participation rate of 61.8%. Given that this was a pilot exercise with tight timescales (22 May to 18 July 2007), this is a satisfactory result.

- The MPS's relationship with independent or community networks and its use of community networks to gather intelligence and inform both its priority setting and its dissemination of information has now defined its policing style. The MPS is systematically 'advised' by over 11,000 Londoners through 635 safer neighbourhoods panels, BOCU advisory groups, local community police consultative groups and CDRPs, all providing the organisation with a local and pan-London perspective on a wide range of community and performance-related issues.
- The MPS has an extensive network of partnerships with a vast range of agencies and community stakeholders. There is a generic information exchange protocol available and the sharing of information within such networks is regarded as daily business at safer neighbourhood and BOCU level, with data-sharing protocols in place on every BOCU that are subject to constant review. BOCUs have a safer neighbourhoods analyst and researcher in place and these positions are ring-fenced.
- The MPS and the MPA have recently conducted research to investigate how key individual networks (KINs) operate, which involved surveying a group of 16 safer neighbourhoods sergeants. The research indicated that KINs were a developing source of community intelligence and were regarded as a vital tool for engaging individuals in wards.
- The MPS strategic research unit (SRU) is conducting an ongoing research programme in order to further evaluate the impact and effectiveness of safer neighbourhoods. The SRU conducts in-depth analysis of MPS corporate surveys, public attitude surveys (PASs) and safer neighbourhoods surveys as well as bespoke qualitative research. This includes current performance data from the PAS, the BCS and enforcement, prevention, intelligence and communication (EPIC). The research underpins and informs the developing strategic approach to increasing public confidence in the MPS and, for example, has assisted in the development of the youth strategy. The seven wards currently included in the safer neighbourhoods survey are:
  - Bethnal Green North (Tower Hamlets);
  - Kenton West (Harrow);
  - Mayesbrook (Barking and Dagenham);
  - Canning Town South (Newham);
  - New Cross (Lewisham);
  - Roehampton (Wandsworth); and
  - Upper Edmonton (Enfield).

The safer neighbourhoods survey has been running since 2005, originally with 23 wards, but reduced to seven in 2007. The survey is conducted annually, with the results of the fourth survey sweep expected in August 2008. This survey is being used in addition to the PAS to allow the MPS to track the impact of SNTs and how Neighbourhood Policing is being experienced at a local level and within the individual context of each ward. This also allows the MPS to track other events (such as high-profile events or incidents). The seven wards are also used by the SRU (as part of their action evaluation research into safer neighbourhoods) for any qualitative work, which

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can then be mapped onto the survey results. In the past this has included research on the role of PCSOs and safer neighbourhoods analysts and the establishment of safer neighbourhoods ward panels.

In-depth analysis of the safer neighbourhoods survey was conducted in 2006 on the first and second sweep. This was done by the Methodology Institute of the London School of Economics. Recommendations from this analysis were used in the choice of the current seven survey wards. These seven wards represent a good spectrum of the different kinds of areas within the original sample. Seven was deemed a sufficient number for the purposes of the research, and also within the context of the National Evaluation of Reassurance Policing (which is based on six wards).

The in-depth analysis by the London School of Economics also gave the MPS a great deal of information about how local residents experience their local areas, crime and policing. Findings centred on:

- the extent to which the perceptions of local residents are shared, based on the fact that they live in the same ward;
- the extent to which local residents agree on where local problem locations are (and what the local problems are);
- the way in which problems shift locally and how that is experienced by residents locally; and
- the impact of communication and information provision.

This allowed the MPS to make recommendations around community engagement strategies, communication and problem solving. The MPS can now also use the survey to 'test' certain findings. For example, with the current sweep, the MPS has been exploring the impact of local newsletter provision on public perceptions, confidence and reassurance. Results are expected in August 2008.

- The MPS advises SNTs to carry out at least 30 interviews with individual KIN members during a month and to repeat the process on a six-monthly basis. The force monitors compliance via interview returns submitted to the central safer neighbourhoods unit. The sergeants surveyed all had KINs operating. They stated that the creation of safer neighbourhoods focus desks enabled the production of problem or target profiles, the analysis of survey results, evidence-based priority setting and helped them to keep their ward panels better informed.
- The central safer neighbourhoods unit also tests the quality of contact through directly canvassing ward panel members and KIN individuals. This is done by analysing the quarterly returns submitted from BOCUs detailing safer neighbourhoods activities. As a result of such returns, the unit commissions research as highlighted above or incorporates areas for concern into the advisory visits to relevant BOCUs. HMIC also visited wards and tested the quality of engagement activity by speaking to ward/KIN members. It found that the KIN relationship was thriving and well maintained and in general contributing to priority setting, as well as being used to generate intelligence.
- The central safer neighbourhoods unit has also carried out a web-based youth survey that received 13,300 responses. These have been analysed at BOCU level so that BOCUs can formulate individual plans to meet the concerns of local young people. The survey will be repeated early next year so that progress can be assessed.
- HMIC also attended one of a series of events hosted by the MPA, that included senior representatives of the MPS, where a cross-section of young people were given the

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opportunity to voice concerns and ask questions directly of the Commissioner. The event was well attended and the results will be collated by the MPA and fed into its youth diversion programme.

- The central safer neighbourhoods unit website has a community engagement form that users are asked to complete so that the MPS can gather data on the representation of both its ward panels and KINs. The information enables BOCUs to demonstrate that they are engaging with all communities, as well as to highlight areas where further work is required locally to access communities that are not included or not actively participating. Progress is reported by the central safer neighbourhoods unit to the MPA on a regular basis.
- The MPS is working hard to promote the achievements of its SNTs. The MPS runs an 'advisory visit' process that comprises inspection style visits conducted by the central safer neighbourhoods unit across all BOCUs. In 2007, every BOCU was visited and the unit provided every BOCU commander with a detailed report outlining good practice. Examples of such practice were highlighted and promulgated through the crime control strategy meeting (CCSM) good practice showcase in May 2007, which was attended by lead borough practitioners. The good practice showcase provided a tactical and strategic overview of safer neighbourhoods and illustrated how the efforts of staff and partners contributed to overall safer neighbourhoods performance. Four BOCUs, Croydon, Barnet, Enfield and Waltham Forest, gave presentations in addition to the Civic Watch partnership from Westminster. Another series of visits will be conducted in 2008, culminating in another good practice showcase, this time focused on performance and tasking of SNTs and the integration of SNTs into overall BOCU performance management frameworks (PMFs).

### **Work in progress**

- The MPS has a community engagement strategy that outlines several methods for maintaining contact and facilitating engagement with communities. In addition to the mobile telephones and direct contact cards issued to SNTs in 2007, developments are under way to provide every team with a dedicated webpage that will provide contact details, team photographs, news, events and ward priorities. The project will be piloted in Hackney and Haringey (both have dedicated safer neighbourhoods communications officers) in April 2008, with full roll-out to all SNTs after evaluation of the pilot.
- As a result of a series of advisory visits made by the central safer neighbourhoods unit, the MPS has identified that there is an emerging issue in relation to enhancing the marketing and communication of the work and success of SNTs, both internally to the rest of the service and externally to the public. Good practice and success stories are now collated and disseminated by the central safer neighbourhoods unit to SNT leads, SNT sergeants and inspectors, as well as being promulgated to the rest of the service via the corporate websites and newsletters and in other publications such as *The Job* newspaper. Mainstreaming SNTs and ensuring that their contributions are properly valued, internally and externally, also requires a proactive approach to publicity and to this end the MPS is showcasing safer neighbourhoods problem-solving initiatives.
- A performance working group (comprising BOCU safer neighbourhoods leads) was established in March 2008. The group reports directly to the safer neighbourhoods programme board on the development and integration of the performance framework and is chaired by a commander.

**Joint problem solving is established and included within performance regimes.**

### **Summary statement**

**Joint problem solving involves the police with partners and communities across all neighbourhoods. Joint problem-solving activity is partly and demonstrates moderate problem resolution at neighbourhood level.**

### **Strengths**

- There is a performance management and monitoring process in place that is becoming embedded at neighbourhood level. Evaluation also continues to enhance understanding of performance management within safer neighbourhoods (see below). There has been recognition of the need to focus on key outcomes at the MPS force performance board (chaired by the deputy commissioner), and the CCSM-themed performance meetings on safer neighbourhoods held in April and May 2007 contributed to increasing the level of understanding within BOCU SMTs. Showcase and 'Met Get-together' events also celebrate safer neighbourhoods work and successes, reflecting the determination of senior leaders to ensure that safer neighbourhoods policing receives organisational acknowledgement, as well as a commitment to this model of policing.
- There is continued in-depth analysis in seven wards to establish performance trends within SNTs; the survey is now in its third year. Monthly performance-monitoring packs comprising EPIC and MPS PAS data are sent to BOCU commanders and safer neighbourhoods SMT leads on a quarterly basis.
- Monthly EPIC reports are also sent to SNTs detailing their engagement and intervention tactics. The reports outline the number of problem-solving initiatives, but at present there is no method for accurately capturing or evaluating impact.
- There are numerous examples across the MPS of the co-location of police and partners. These range from, community safety co-ordinators working within police stations; secure design advisers working within local authority planning departments; community (local authority) analysts working within BOCU intelligence units or in partnership units; police problem-solving advisers working within local authority community safety units; and SNTs co-located with local authority wardens, as well as senior police managers being employed by a local authority on a secondment basis (Sutton). The MPS approach to co-location has been all embracing and innovative, leading to increasing links between partners and police colleagues at both operational and strategic levels. This has led to increasing levels of information sharing and problem solving and has resulted in joint working becoming mainstreamed. However, the process is not centrally co-ordinated or managed but has evolved on a borough-by-borough basis, making it problematic to properly assess the range and extent of joint problem solving.
- Members of the MPS management board are all engaged with partners at a strategic level on an ongoing basis, since the MPS strategic assessment specifically requires engagement as an integral part of delivery against its eight priority themes. The Commissioner and other senior MPS leaders have also been highly visible in their advocacy of and commitment to the safer neighbourhoods policing model, as has the MPA. Chief officers and BOCU commanders are proactive in seeking and creating opportunities for joint working and consequently the range and depth of MPS partnership and community engagement at strategic and BOCU level is impressive and in many areas ground-breaking, for example in relation to engagement with and use of

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IAGs.

- There are annual awards presented for problem-solving initiatives. There were 15 MPS finalists this year, the winner being a burglary reduction initiative on an estate in Barking and Dagenham.
- The MPS supports problem-solving activity through the problem-solving unit, which collates best practice, offers advice and support, has published guidance and provides training. Training is provided locally and police and partners are invited, with the BOCU providing the venue and attendees. Since 2008, all SNTs have received some form of problem-solving training. Training is assessed and feedback is used to further develop training provision; interviews with BOCU trainers are also completed to add further value.
- There is evidence of structured training needs analysis being introduced at BOCU or borough level. Wandsworth BOCU is a good example: partner and public consultation during a training review identified problem solving as a weakness and therefore joint training as a need. A problem-solving expert was employed to deliver the training to the police, partners and the local community together. Bexley and Westminster BOCUs have also held training with partners as a result of local needs analysis.
- Quarterly forums for problem-solving advisers have now been established. The meetings create an opportunity to share best practice, such as that derived from the UK problem-oriented policing practitioners' meeting.

### **Work in progress**

- As a result of a recent consultant's review of problem solving, the MPS is initiating a project whereby it will pilot the use of the IT system PRIME (Problem Resolution in a Multi-agency Environment). The pilot will run for six months in the boroughs of Barking and Dagenham and Bromley and will continue until October 2008, extending to Westminster and Hammersmith and Fulham in May, following interim evaluation. This will be followed by further evaluation and an anticipated roll-out, in the event of success, in 2009. The PRIME system allows partners to fully contribute to problem-solving activity, creates an interactive and dynamic database of good practice, and provides detailed management information.
- PRIME is still in the development stage. Data security is paramount, and the MPS has employed a security consultant to complete a risk assessment on the transmission of restricted data over the internet. The MPS is awaiting final recommendations. An important part of PRIME is that it categorises and stores problem-solving activity, therefore providing a menu of options and a bank of tactical experience in problem solving. Teams will be able to search for and identify similar problems, learn from the experience of others, and also add successful tactics to the system, which will be much less bureaucratic.
- Joint problem solving is developing across the MPS, and is generally co-ordinated through joint action groups or problem-solving groups. In many London boroughs training in problem solving has been extended to partners. Some partners have taken the lead in joint problem-solving initiatives, for example the City of Westminster's Civic Watch teams.
- The MPS acknowledges that it needs to develop a more holistic management process

for problem solving, so that partners are fully engaged and there is increased joint problem solving to address local priorities and create sustainable outcomes. There is also a need to generate more sophisticated performance management information in relation to problem solving where SNTs are focused on outcomes and which would provide the MPS with corporate performance data reflecting SNT and safer transport team problem-solving activities.

- While National Intelligence Model (NIM) processes and intelligence products have been introduced for SNTs, there is a high level of localised BOCU and ward-level practice. The Metropolitan Intelligence Bureau (MIB) is not yet configured to accommodate the management of community intelligence and, at the time of inspection, the NIM model used for the integration of that intelligence was not compulsory. Government proposals to change the CDRP structures to a similar business model have provided the opportunity to review current guidance and introduce a corporate approach to NIM processes and structures in order to recognise and enhance the activity undertaken by SNTs. A meeting held in February 2008 between the central safer neighbourhoods unit and the central NIM team agreed a compulsory corporate NIM model and implementation is planned from April 2008.
- The process for priority setting, progress management, review and sign-off is mandated via guidance produced centrally. There is therefore consistency across all 630 panels regarding the process that requires progress to be reviewed against milestones and targets agreed by the ward panel and for sign-off of a priority by the ward panel when it considers that the issue is resolved and sufficient progress made. The guidance requires that priority sign-off is endorsed by ward sergeants. Inspectors are responsible for ensuring compliance and monitoring adherence to the process. All safer neighbourhoods supervisors spoken to were aware of the process and feedback from ward panel members and chairs indicates that the guidance is followed.

### **Area(s) for improvement**

- Problem-solving activity is difficult to evidence in the MPS and outcomes are not yet measured or evaluated effectively. While problem solving is an integral part of the safer neighbourhoods seven-stage engagement process, application across safer neighbourhoods wards is inconsistent and no structure exists as yet for performance management or quality assurance of problem-solving activity. The current paper-based system (form 302) does not allow for partner access to problem solving and is viewed by practitioners as complex and bureaucratic. Moreover, the current problem-solving recording and management system sits outside any MPS data system and methods of initiating, monitoring, tasking, communicating and reviewing problem solving are cumbersome and not user-friendly. Further, at BOCU level systems for collating and co-ordinating problem-solving activities were highly variable making it challenging both locally and at a strategic level to accurately assess and evaluate the level of activity and the results achieved in terms of both outcomes and organisational learning.
- The form 302 process is a case management system intended to record each initiative. The form acts as a project log or diary of activity, capturing best practice as the initiative progresses. Problem solvers are requested to submit form 302 when completed to the problem-solving unit, where the forms are posted on the force intranet in a best practice library. At present this library sits within the safer neighbourhoods portal. HMIC found during reality checks that problem-solving activity routinely occurs but was not officially recorded as such because practitioners found the form 302 process too bureaucratic and time-consuming. The introduction of PRIME IT should make inputting easier, create

greater storage capacity and enable retrieval of this information.

- NIM principles are yet to be fully embedded consistently across all BOCUs. HMIC found evidence of some very effective joint strategic assessment and joint tasking and co-ordination processes, where local strategic partnership and local area agreement priorities were reflected, and tasking and co-ordination encompassed tactical options that involved the deployment of both police and partner resources. In the most advanced models, such processes were also underpinned by a robust PMF. However, such practice is not yet mainstreamed across the MPS and core NIM processes are at various levels of sophistication, depending on how developed the safer neighbourhoods model is.
- An acknowledged training need is for joint problem solving that enables CDRP partners to engage and become involved with local problem-solving initiatives. In many cases where SNTs are co-located with CDRP community safety colleagues, joint problem solving occurs as a by-product of working in close proximity with partners. However, such practice is not formalised and joint problem solving would provide a platform on which a more integrated problem-solving approach could be developed.

**The outcomes of Neighbourhood policing are being realised by the surveyed public.**

	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
<b>MPS</b>	<b>2.3 pp</b>	<b>1.2 pp</b>	<b>0.9 pp</b>	<b>-0.4 pp</b>	<b>1.7 pp</b>	<b>-3.0 pp</b>

**Summary statement**

**The SPI/KDI data shows that force performance is not significantly different to the average for the MSF.**

**The SPI/KDI data also shows that force performance is unchanged compared with two years ago.**

**Context**

The SPI and KDI statistics are obtained from the PPAFs to March 2008. These figures are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: 'The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.'

Note: When comparing the force's performance with previous years, year-on-year statistical significance is explained as follows: 'The difference in force performance between the years compared is unlikely to have occurred by chance.'

There is a summary of how statistical significance is used at Appendix 3 at the end of this report.

As part of the BCS, approximately 1,000 interviews are undertaken in each force area in England and Wales. Included in the survey is the individual's assessment of whether the local police are doing a good job, whether the police are dealing with anti-social behaviour and crime that matter in their area, and whether anti-social behaviour in their area is a problem.

## Strengths

### **SPI 2a – percentage of people who think that their local police do a good or excellent job.**

55.2% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is not significantly different to the average for the MSF.

### **KDI – percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'.**

51.9% of people surveyed in the year ending March 2008 'agree local police are dealing with anti-social behaviour and crime that matter in this area', which is not significantly different to the average for the MSF.

### **SPI 10b – percentage of people who think there is a high level of anti-social behaviour.**

22.0% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF. However, this is a 3% improvement against a similar survey conducted in 2006.

## Work in progress

- The MPS is working to develop an understanding of the variability in public satisfaction levels in relation to Neighbourhood Policing. For the last three years research has been undertaken in seven wards to determine the key drivers of public satisfaction and reassurance. Key findings include the fact that confidence in local policing is strongly linked to how well informed people feel about their local police. This relationship has been explored to identify the preferred communication methods between the public and the police and better ways of marketing local police success and activity. The knowledge accrued from the research is now being promulgated through various routes (e.g. the CCSM process and safer neighbourhoods inspection and support visits) to share best practice and increase the prospects of heightened and more uniform public satisfaction in local policing.
- The MPS is introducing a new PMF, using PAS data as its key performance indicator. This is a cyclical annual process, which ensures organisational learning and improved performance. It monitors and evaluates activity both at corporate and local level. An example is, the local performance meeting structure that has been produced, with guidance on how this will improve results in the area of public confidence. The poorer performing BOCUs will be identified quarterly and will be offered additional bespoke

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assistance (e.g. with problem solving, communications or dealing with anti-social behaviour), and their SMTs will then be held to account for activity by their link commander. This will feed into the annual CCSM and will inform the annual showcase event.

**Force-level and local satisfaction/confidence measures are used to inform service delivery.**

**Summary statement**

**The force partially understands the needs of its communities. Identified service improvements are frequently made to improve local service delivery.**

**Strengths**

- The safer neighbourhoods PMF uses the tracking system EPIC to monitor safer neighbourhoods activity. Improvements to the functionality of EPIC came into effect in January 2008 and enhanced the facility to link safer neighbourhoods activity (outputs) to the strategic outcomes contained within the PMF. The safer neighbourhoods PMF is based on the six survey-based issues, as outlined above.
- There has been a significant increase in community engagement during the period April to September 2007 compared with the same period in 2006. SNTs conducted a total of 14,385 engagement initiatives in 2007, an increase of 1,851. SNTs participated and organised 6,270 pre-planned public meetings and a total of 105,474 people attended MPS-led meetings. This is 10,748 more than in 2006. The SNTs also held 547 more ward/neighbourhood panel meetings in 2007 and there was an increase in other engagement tactics (including contact points and surgeries) of 1,017 to 5,079, as well as 536 more street briefings. The increase in activity is indicative of safer neighbourhoods bedding down and increasing in effectiveness and competence. The most recent data available for the safer neighbourhoods PMF is derived from the MPS PAS for quarter 2 (July–September 2007). The figure recorded for confidence in local policing is 58%, an improvement on 2006 and 4% up on quarter 1. Performance in relation to other targets also shows general improvement or remains stable.
- The central safer neighbourhoods unit monitors SNT performance using the EPIC framework, which includes confidence and satisfaction data. Monthly updates are sent to BOCUs and safer neighbourhoods leads. More detailed quarterly reports, that contain analyses of trends in relation to confidence and satisfaction are also sent to BOCU commanders and safer neighbourhoods leads. The central unit collates management information and uses it to discuss performance during advisory visits to BOCUs, as well as via the newly established performance working group, which reports to the MPS performance board. A second round of CCSMs to be conducted in 2008 will have as their theme safer neighbourhoods performance and will focus on accountability, good practice and areas for improvement, looking at public confidence and satisfaction levels.
- Community confidence and public satisfaction levels are now being integrated into TP PMFs (from April 2008). Thus, in addition to the performance assessment against MPS corporate targets in relation to crime reduction and detection, achievement in relation to public confidence and satisfaction levels will also be consistently reviewed and BOCU commanders held to account for delivery. Mainstreaming the use of public satisfaction and confidence targets into individual BOCU PMFs will follow, as BOCU commanders in turn hold staff to account for achievement or otherwise.

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- The MPS uses a variety of methods to generate feedback, ranging from KIN feedback and ward, public satisfaction and community confidence surveys to initiatives such as an online youth survey. The MPS created a questionnaire in consultation with the London Youth Crime Prevention Board and ran the survey online, generating 13,300 responses. The survey is being repeated this year and the results will again be fed into the MPS youth crime strategy, as well as being analysed at BOCU level so that teams can formulate plans that meet the concerns of young people. There is already a requirement for SNTs to have a 'youth' priority as one of their top three, and 400 teams have it as their top priority, as a result of the survey and supporting feedback from ward/KIN surveys.
- The 'Your Voice Counts' facility enables the public to give feedback directly to the MPS in relation to any aspect of service delivery. It was established to provide a more responsive and accessible feedback facility. People sending feedback complete an electronic proforma, which classifies feedback as positive or negative and requests a preferred method of response. The sender receives an automated acknowledgement and messages are routed to the appropriate BOCU commander or other senior manager for information or action and response.

### **Work in progress**

- The MPS is embarking on a major structured youth diversion programme in partnership with key agencies and the voluntary sector. This is in response to safer neighbourhoods and survey feedback that indicates that youth offending has become a key policing priority. The MPS youth strategy has four workstreams, each led by a commander, the primary strand being engagement with children and young people. This will create an unprecedented level of partnership work in the delivery of community-based programmes, by mapping how the MPS engages with the voluntary sector, from early years to adulthood and then by commissioning diversion and engagement programmes in partnership with the voluntary sector.

### **Area(s) for improvement**

None.

### **The force demonstrates sustainable plans for Neighbourhood Policing.**

#### **Summary statement**

**The force and the police authority have convincingly shown how they have ensured that Neighbourhood policing will be sustained beyond April 2008.**

#### **Strengths**

- TP has built the costs of SNTs, including additional PCSO posts, into the 2008/09 budget. These costs are also included in the three-year medium-term financial plan (from 2008/09 to 2010/11). It has also been confirmed that the (inflation proofed) grant received for Neighbourhood Policing will continue for the next three years.
- Neighbourhood Policing within the transport network (safer transport teams) is a three-year funded initiative. This ensures that the safer transport teams in the 21 boroughs in which this approach has been adopted will remain in place for the next three years.

- The cost-sharing initiative ensures that the MPS is better able to provide additional resources to target specific problems, by partners paying for services. The assistant commissioner (TP) announced plans to approach the Home Office to divert large sums of money that are paid to accommodate prisoners, into safer neighbourhoods policing. The money would fund police officers, who would supplement existing SNTs. These officers would supervise people released from prison therefore reducing the amount of reoffending and the pressure on prison overcrowding. The officers would ensure compliance with individuals' release licences and would work closely with multi-disciplinary teams, including probation officers.
- The safer neighbourhoods policing model was achieved within the MPS by an increase in staffing numbers. This growth was supported financially by the Greater London Authority, which increased the precept on council tax bills for all Londoners after a comprehensive business case. The business plan identified the need for the MPS to grow to 35,000 officers (including PCSOs) in order to enable the force to deliver safer neighbourhoods and to maintain its grip and focus on crime reduction. The MPS now has a minimum team of one sergeant, two PCSOs and three PCs in every council ward in London, with additional staff in wards that have populations in excess of 14,000. London is currently seeing a reduction in total crime of 6% in this current year and a reduction in crime for the past four years. The Commissioner has described safer neighbourhoods as "the jewel in the crown" and the assistant commissioner (TP) has described them as "the core bedrock, part of the community in London and not just passing through".
- The MPS and the MPA have developed a joint Policing London strategy for 2007–10 and a plan for 2007/08. The process has also been further improved to closely align resources to priorities. The strategy identifies Citizen Focus and safer neighbourhoods as key priorities, and incorporates explicit strategic outcomes and related performance targets and milestones, providing MPS staff with an operational framework and clear direction.
- Policing London strategies were set after an extensive consultation process with key stakeholders including the MPA, the Greater London Authority, the Mayor of London, CDRPs and the people of London. Additionally, account was taken of local policing priorities developed by BOCUs in conjunction with CDRPs and key local partners, as well as the London-wide policing priorities set by the mayor and the National Community Safety Plan. Therefore the strategy reflects a wide range of stakeholders and indicates the level to which safer neighbourhoods has become mainstreamed as a policing model within the MPS.
- Members of the MPS management board are accountable for specific areas of the Policing London strategy and plan, critical performance areas (CPAs) such as Citizen Focus and safer neighbourhoods, the MPS modernisation programme and projects. They are held accountable for delivery via the operating framework, which also covers the investment board, performance board and the MPS modernisation programme delivery board, which will monitor progress against the plan until delivery.
- The MPS has a development plan in place as a result of ongoing HMIC inspections and is able to identify workstreams against recommendations and areas for improvement, as well as signpost explicit improvements. Progress is monitored by the safer neighbourhoods programme board, and the central safer neighbourhoods unit is responsible for overseeing and delivering necessary activities.

- The MPA challenges, approves, monitors and holds the MPS to account for the plan and its delivery, as well as the resources used. This is undertaken through various committees, namely the finance committee, the planning, performance and review committee, the equal opportunities and diversity board, the co-ordination and policing committee, the MPA oversight group and the MPA full authority.

### **Work in progress**

- The MPS, in conjunction with the MPA, has created a community engagement strategy for 2006–09. This demonstrates the joint ongoing commitment of both organisations to develop and continue an approach to engagement that enables the MPS to understand what communities want and need and allows the MPA to monitor the way in which the MPS undertakes engagement. Delivery against the strategy is monitored within the MPS by the Citizen Focus programme board and publicly scrutinised by the MPA. The community engagement strategy is a key component of the Citizen Focus policing programme and underpins the way in which the MPS understands the needs of the public and shapes the delivery of policing services. The Citizen Focus programme board has direct oversight of the engagement strategy and implementation of the accompanying MPS work plan that supports the strategy. The MPS Communities Together strategic engagement team is responsible for administering implementation of the engagement strategy and has been developing a PMF for engagement activity, ensuring that standards are set and monitored throughout the MPS. This led to the review of EPIC and the introduction of public satisfaction and confidence measures into the corporate MPS PMF.
- While maintaining the primary focus on tackling local priorities in a proactive, problem-solving manner, the MPS is working to further mainstream SNT. This principally involves:
  - increasing the focus on identifying and tackling issues that affect cross-border or non-geographic communities;
  - the increased use of community networks to support action to tackle terrorism and organised crime;
  - increased community intelligence gathering to support the investigation and reduction of crime;
  - an enhanced role in tackling those involved in a section of the priority and prolific offenders programme, including Prevent and Deter;
  - increased support for the work of the multi-agency public protection panel;
  - the development of tasking and co-ordination systems that are able to link and prioritise those community priorities that impact upon other areas of performance;
  - a specific focus on dealing with the issues of young people and on reducing youth crime through work in schools and the community; and
  - an increased focus on managing locations that generate high levels of demand for response teams.

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The central safer neighbourhoods unit intends to deliver this through an explicit development plan.

**Area(s) for improvement**

None.

**Developing practice**

See Appendix 2.

## Developing Citizen Focus Policing

<b>2007/08 Developing Citizen Focus Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Meeting the standard

The force demonstrates that it meets the standard and evidences innovation in Citizen Focus implementation. There are indications that the force is innovative, namely that the MPS has undergone a number of key strategic changes in order to integrate Citizen Focus into operational activity.

### Strengths

- Citizen Focus is one of the MPS's seven corporate priorities for 2005–08, and the Commissioner consistently communicates that Citizen Focus is “at the heart of the MPS”. Since February 2005, this has been communicated in forums such as the Commissioner's ‘Get-togethers’, through regular video broadcasts and in various issues of the force newspaper *The Job*. Delivering a Citizen Focus service has been a key theme of the MPS's service conferences in 2006 and 2007.
- The focus is reinforced through the oversight provided by the MPA, which has reviewed progress against force plans in meetings of the co-ordination of policing committee and in public in full authority meetings. In addition, the deputy chair of the MPA has established a community engagement and Citizen Focus oversight group and is a member of the programme board.
- The central communication command (CCC) was allocated to the TP business area in 2008. This aims to ensure that the processes for delivering citizen experience from initial contact through to patrol resolution rest primarily within one business area.
- The MPS created an online facility called ‘Your Voice Counts’ to provide an accessible and responsive customer feedback mechanism. The facility went live at the beginning of September 2007 and is accessed via the MPS website. An electronic feedback form is completed and routed to an email box managed by the Citizen Focus policing programme team, which then forwards the form to the relevant BOCU commander for information or action. In its first three months, the ‘Your Voice Counts’ mailbox received 155 feedback messages. The MPS has conducted some analysis of the themes identified and is using this to refine the system to provide online feedback.

### Work in progress

- In July 2007, the Commissioner announced a new MPS organisational focus on six key issues for Citizen Focus that will have the most impact on customer perception and will improve SPI performance:
  - Improving initial contact by maximising the benefits of the full roll-out of the C3i programme. This introduced the national Airwave communication system, centralised 32 BOCU-based control rooms and associated operating centres and comprised 2,000 staff. This programme is now complete and the CCC is generating management information in relation to the effectiveness of the call management

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process. This has been used to reconfigure staff profiles/roles and training in order to improve first contact and deployment.

- Improving the service provided at front counters – this is part of the MPS modernisation programme and is in the process of roll-out, pending the ‘conversion’ and training of patrol PCSOs to front office PCSOs. This is anticipated to be completed by the end of 2008 and will introduce a supervised ‘triage’ system for callers at police stations, as well as separating, for example, those who are reporting on bail from those who wish to report a crime or make an enquiry.
- Capitalising on rising confidence and engagement generated by SNTs on every ward in London.
- Improving service to victims of crime by creating victim focus desks on every BOCU under the auspices of Operation Emerald, modernising criminal justice processes and improving service delivery to victims and witnesses. This is now in place on every BOCU. This is to be supported by the introduction of victim PCSOs to provide follow-up help and advice to local victims of crime; again, this is anticipated to be fully rolled out by December 2008.
- Introducing a quality callback process in which service users are contacted by supervisors in order to test the service provided. Initially this was trialled in September 2007 and planned for roll-out from April 2008.
- Introducing key encounter training to improve the quality of interpersonal contact between staff and the public.

Each theme is managed via an action plan, and these are owned by the DCFD. The Citizen Focus programme board will monitor progress and report to the management board on a quarterly basis. The work is being led by a deputy assistant commissioner.

## **Meeting the standard**

**A Citizen Focus ethos is embedded across the force, establishing an initial baseline.**

### **Summary statement**

**The force partially understands the needs of its communities. Identified service improvements are frequently made to improve local service delivery. The force partially communicates the National Quality of Service Commitment (NQSC) standards, the Code of Practice for Victims of Crime standards and the force corporate/accessibility standards to its communities.**

**Service users’ views are sought and are used to improve service delivery**

### **Strengths**

- The MPS undertakes a range of corporate and local surveys, including the crime victim survey (CVS, also referred to as the service user survey), the PAS and the safer neighbourhoods survey. In addition, staff from the CCC undertake an SMS text survey to determine levels of user satisfaction, the results of which are reviewed as an integral

element of performance management processes. The force also routinely makes use of complaints, ward panels and media articles to identify users' views and to generate feedback.

- The MPS generates analytical products based on the above processes that provide an interpretation of the survey results and an indication of the main drivers of user satisfaction. Analysis of survey results creates an understanding of gaps in knowledge and understanding, leading to improvement and to the commissioning of additional research as necessary.
- The MPS has contributed to the development of the *Policing Standards Unit Citizen Focus Good Practice Guide* and the Office for Criminal Justice Reform's practical guide to improving police follow-up with victims and witnesses, and has contributed research and analysis to inform the NPIA 'Closing the Satisfaction Gap' research.
- The focus on Citizen Focus is reinforced through the oversight provided by the MPA, which has reviewed progress against force plans in meetings of the co-ordination of policing committee and in public in full authority meetings. In addition, the deputy chair of the MPA has established a community engagement and Citizen Focus oversight group and is a member of the programme board.

### **Work in progress**

- There is a single point of organisational responsibility for the quality callback process and an initial audit had just been completed. The audit provides some insight into public satisfaction and is based on a sample of 12 BOCUs that provided details of the number of callbacks for the months of November and December 2007; an average of 95 callbacks were undertaken each month per BOCU. Satisfaction levels were found to be high, typically exceeding 90% or 95%.

### **Area(s) for improvement**

- There is no corporate requirement for BOCUs (or others) to submit information on the number of callbacks undertaken. Therefore there is currently no systematic capture and use of all quality of service complaints to improve service delivery. There is some evidence of information generated via the dip-sampling methodology noted above (the above audit identified that some dip sampling by managers on BOCUs was taking place – 12 out of the 27 BOCUs audited undertook some form of dip sampling) being used to identify trends, causes and gaps in service to improve efficiency and effectiveness. However, this is piecemeal and not yet developed as a result of any corporate review or improvement process (for example by the DCFD) based on the central capture and analysis of management information generated as a result of all Citizen Focus activity. Examples of improvement include, however: recovery action plans where crime reference numbers have not been provided; contact cards being produced and provided to victims of crime; staff identification issues resulting in name badges being provided to all MPS staff; and additional training being provided to station reception officers in relation to customer focus.

## **Quality of service complaints are dealt with effectively**

### **Strengths**

- The directorate of professional standards currently operates a customer service team that deals with complaints against the police and identifies good work from the public and quality of service complaints. The customer service team is the central point of receipt for all complaints against the police received by the MPS that are not received directly by BOCUs or OCUs. The team records new complaints, conducts initial assessments and resolves minor complaints centrally, if possible, as well as forwarding more serious matters to the most appropriate place for action, maintaining a monitoring and follow-up function. The team is contactable via a published telephone number, via the MPS website or using an online complaint form.
- The online complaint form also incorporates a 'Thank the Met' scheme so that members of the public can express their gratitude for good work. Expressions of thanks are forwarded to BOCU single points of contact so that they can be added to officers' performance and development reviews (PDRs).
- The team also deals with general queries from members of the public if there is an issue in relation to quality of service that they have not been able to resolve locally. This includes matters that are not complaints but are recorded by the MPS as enquiries, for example where a member of the public finds a police station closed during published opening hours. The matter is referred to the BOCU, the complainant is contacted and informed about any action taken, and there is follow-up to ensure that the BOCU has responded.

### **Work in progress**

None.

### **Area(s) for improvement**

None.

## **The force is monitoring its compliance with the National Quality of Service Commitment**

### **Strengths**

- The National QoSC and Code of Practice for Victims of Crime standards are communicated to the public via the force website and individual BOCU websites. The MPS also provides literature publicising the standards to its SNTs for circulation among ward panels and local communities.
- The MPS's quality of service code (or principles) are included in the MPS 'Citizens Promise' document, which is currently being circulated to the force community engagement IAG for consultation and due for external dissemination in September 2008. The National QoSC was proactively disseminated to all BOCU front counters and all safer neighbourhoods patrol sites that have public front counter provision. In October 2006, the MPS printed 120,000 leaflets that were forwarded directly by the printers to all BOCUs and safer neighbourhoods locations with instructions that they should be displayed in all public areas for callers at these sites to take away. There is no

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requirement for BOCUs to disseminate the Victims' Code locally, but leaflets on the Code are produced and are available at MPS station offices. In addition, every victim of crime receives a victim of crime leaflet along with the victim of crime letter; the leaflet also provides details on the Code.

- The MPS has recently implemented a process whereby it is able to monitor compliance with the requirements of the National QoSC. All the measures detailed in the QoSC feature in the management information reports of the OCU/business group that owns the process that delivers the service. This also features in the force risk register. Actions are formalised in action plans, monitored and enforced. Every two months the Citizen Focus policing programme team collates performance data relating to specific requirements within the QoSC, and this is entered into a performance template. In the event of failure to meet any one of the standards, the Citizen Focus policing programme team liaises with the relevant delivery unit to ascertain the cause of the failure and any necessary remedial action. The outcome of the liaison is reported to the Citizen Focus policing programme board and, in the event of continued failure to address the issue, it is referred to the MPS performance board. Performance against all aspects of the QoSC is reported annually to the MPS performance board.
- All BOCU commanders have also been supplied with a self-inspection guide to assist them in understanding how well they are implementing the QoSC.

### **Work in progress**

None.

### **Area(s) for improvement**

- QoSC performance management is at an early stage of implementation, and while there is evidence of follow-up on feedback, there is as yet little evidence available that demonstrates how the information is used to improve service delivery. At present, the process tends to be focused on individual issues, and evidence of thematic analysis being used to improve quality of service organisationally is not yet available. The 'Your Voice Counts' online feedback service has generated some thematic analysis of organisational issues, but again there is no evidence as to how these findings will create organisational learning and improve service delivery.
- The QoSC process has not yet been rolled out as a key TP business priority and consequently there is limited awareness of the process or its potential benefits among staff at BOCU level. HMIC acknowledges, however, that work is developing in relation to an MPS brand for a Citizen Focus policing style and £300,000 has been allocated to the directorate of public affairs to develop an external communications strategy to promote the new non-emergency single telephone contact for the service and internally and externally to promote the MPS Promises standards and the Service Reward and Recovery process.

**The force has integrated Citizen Focus and operational activity, such as contact management, response, Neighbourhood Policing, investigation and through the criminal justice process.**

### **Summary statement**

**The force has implemented corporate service standards expected of all staff when dealing with the public. Satisfaction and confidence performance is partially integrated into BCU and force performance management processes.**

### **Strengths**

- The MPS has developed corporate standards around the way in which the organisation expects staff to deal with people with whom they have contact and is training its staff on how to deliver those standards. Every BOCU has a monthly borough management report completed in order to allow the link commander oversight of performance and BOCU commanders are held to account via TP performance management meetings chaired by the link commanders.
- Accessibility of contact details is achieved via the publication of information on the force and BOCU websites, and each of the SNTs has been provided with business cards displaying ward officer details, mobile telephone numbers and email addresses. Responsibility for updating such information rests with the safer neighbourhoods inspectors, and compliance is monitored locally; as yet there is no corporate quality assurance regime that reviews and tests accessibility arrangements.
- Training is integrated across functions, including contact management, first response, Neighbourhood Policing, criminal justice units, front counters, management units and scenes of crime. The MPS has included overall satisfaction (SPI 1e), confidence in policing (SPI 2) and the white/black and minority ethnic (BME) satisfaction gap (SPI 3b) as three of its 12 CPAs.
- The MPS performance board, chaired by the deputy commissioner, focuses on the CPAs and commissions further action where necessary. Additional work is integrated into the programme plan and is monitored by the programme board.

### **Work in progress**

None.

### **Area(s) for improvement**

- While the MPS has required all its business groups to produce plans that demonstrate how Citizen Focus will be mainstreamed, care should be taken that the concept does not become focused only on front-line staff in TP. Although each MPS business group is required to develop business plans that demonstrate how they are supporting the corporate priority, this has yet to develop into consequent deliverables within SO or CO. There is also no compliance mechanism immediately evident that would provide an effective tool to drive change across all the business groups.
- There are no corporate standards mandating accessibility in terms of out-of-office voicemail management, and when tested by HMIC the response in relation to requests for callback was variable. This ranged from within two hours to a follow-up call to a supervisor being necessary to gain a response.

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- Although Citizen Focus is at the heart of MPS corporate planning, with clear and distinct programmes of work designed to develop and embed the concept, there is as yet no identifiable Citizen Focus brand. BOCU-level staff are largely unaware of the rationale and necessity to introduce greater Citizen Focus into day-to-day activities and operations. While they are aware that there are disparate activities designed to introduce various aspects of service improvement, the concept of Citizen Focus is not yet tangible to those to whom it should mean the most – staff at the front end of service delivery. The Citizen Focus agenda requires a high-profile campaign to mainstream it across the organisation and raise staff awareness and commitment.
- HMIC also found evidence of staff receiving formal recognition and reward for delivering a positive experience to the public through letters of thanks and commendations. However, this is not consistent and will require continued monitoring and emphasis as a corporate priority to embed Citizen Focus as an operating ethos.

**The Force is striving to ensure it provides a positive experience to every person whom it has contact.**

### **Strengths**

- Citizen Focus has been a strategic priority since April 2005. The description of the priority has been refined for the 2008 corporate plan and now reads “working across boundaries, bringing different groups and teams together, we will make our services more accessible and improve people’s experience of their contact with us, especially victims and witnesses”.
- The community and customer focus behavioural competency has been included in all PDRs, promotion processes, internal appointments and corporate recruitment appointments. Citizen Focus has been incorporated into the guidance that supports all training and policy development processes.

### **Work in progress**

None.

### **Area(s) for improvement**

- In September 2007, the MPS introduced a quality callback process in which supervisors are required to call service users to determine how satisfied they are with the service received. The feedback is intended to inform PDRs, provide feedback to staff and generate opportunities for local learning. The MPS launched the process in September 2007, with a mixed response from BOCUs as to the value added by the process. HMIC, while reality checking at BOCUs, also found limited understanding of the benefits or rationale for the process. There is also no feedback loop to the centre in order to generate organisational learning.

**Performance processes partially include local satisfaction measures, and locally established priorities.**

### **Strengths**

- Citizen Focus is an area assessed under ‘cross-cutting themes’ and performance is considered by the MPS performance board before actions are disseminated down

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through business groups and support departments to BOCUs and OCUs. For example, within the TP business group the operations deputy assistant commissioner holds monthly performance focus meetings with TP senior staff and Citizen Focus is a standard agenda item at these meetings. ACPO link commanders take the information from the TP performance focus meeting to BOCU commander level. Although there is not yet an explicit mandated requirement to review service delivery performance, the priority afforded to Citizen Focus by chief officers creates an implicit mandate requiring BOCUs to respond and develop Citizen Focus as a core value. For example, Harrow BOCU has formed a Citizen Focus forum that meets monthly and is chaired by a superintendent (deputy borough commander). All department/portfolio leads are mandated to attend, including representatives from staff associations and the Police Federation. The focus of current activity for the forum is a mapping exercise of the different methods of communication/contact used in the borough in order to identify gaps and opportunities for improvement. The Harrow Citizen Focus Forum has been cited by the MPS as good practice and evidence of local prioritisation and innovation.

- TP business groups now undertake (from April 2008) an annual round of performance review for the Citizen Focus domain of PPAF. These meetings result in the dissemination of good practice and the development of individual action plans for BOCUs. BOCU commanders are provided with a comprehensive management information summary that includes borough-level performance in the Citizen Focus PPAF as well as being set bespoke performance improvement targets in the 2007/08 PDRs in SP1 1B (action) and SP1 1c (follow-up).

### **Work in progress**

None.

### **Area(s) for improvement**

- The Citizen Focus performance management process that has been developed and rolled out across the MPS is at a very early stage of implementation. While the force strategic direction and commitment is embedded and visible, HMIC reality checking at BOCU level identified variable understanding of Citizen Focus among staff. BOCU commanders and SMTs are beginning to develop BOCU performance management processes to hold staff to account for specific areas of priority such as response, safer neighbourhoods and crime investigation in response to the organisational impetus.

**The force can demonstrate that the relevant SPIs remain stable as a minimum.**

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
MPS	-3.4 pp	-1.4 pp	-0.4 pp	4.8 pp

**Summary statement**

The SPI data shows that force performance is significantly worse than the average for the MSF.

The SPI data also shows that force performance is unchanged compared with two years ago.

Satisfaction of users from minority ethnic groups with the overall service provided is unchanged.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 4.8 percentage points less satisfied.

**Context**

The SPI statistics are obtained from the PPAFs to March 2008. These statistics are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: 'The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.'

There is a summary of the statistical analysis methodology at Appendix 3 at the end of this report.

Victims of crime and users of police services are surveyed using the MPS's own user satisfaction surveys, which comply with national standards and thus allow comparison with other forces. Surveys are based on a sample size of 600 interviews per BCJ.

**Strengths**

**SPI 1e – satisfaction with the overall service provided.**

None.

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### **SPI 3b – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided.**

- Force performance was unchanged in the year ending March 2008; 71.8% of users from minority ethnic groups were satisfied with the overall service provided, compared with 72.3% in the year ending March 2006.
- There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 4.8% less satisfied.
- Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap by:
  - In its commitment to enhancing the citizen experience of policing the MPS has commissioned analysis in order to help it improve satisfaction levels and to understand the performance deficiency demonstrated above. Accordingly, Ipsos MORI was commissioned to undertake a programme of qualitative research to explore victims' experiences of the service provided by the MPS. Findings from the MPS's own CVS have shown that satisfaction rates differ between victims of different crime types; for example, victims of racially motivated crime reported lower levels of satisfaction compared with victims of non-racially motivated crime. A qualitative research programme was then conducted to provide further exploration and a deeper understanding of victim satisfaction data presented in the findings of the CVS. The research focused on a better understanding of the differing levels of satisfaction between, and expectations of, victims of violent crime, road traffic collision, domestic burglary and vehicle crime, and black and Asian victims of racially motivated crime. Results highlighted key areas that the MPS should consider in its endeavours to continue to improve service delivery to victims of these crime types and work is being done with, for example, victim PCSOs to raise awareness and enable them to provide better support.
- The MPS research and survey unit has also undertaken a considerable amount of analytical work to investigate the reasons for lower BME satisfaction. The unit produces a report every six months which explores the difference between levels of satisfaction of BME and white victims within the assessed crime types. The results are used to inform TP performance management processes and provide explicit areas for improvement. For example, the research recently demonstrated that BME victims have experienced poorer levels of service, and the MPS has been able to attribute this to the failure to be provided with a crime reference number or to receive progress or follow-up reports. There are also increased levels of repeat victimisation among younger BME victims. The analysis has been communicated at the Citizen Focus CCSMs and has been disseminated separately to BOCU Citizen Focus leads to inform local action plans. The MPS requires its link commanders to monitor progress and hold BOCU commanders to account for improvement.

#### **Work in progress**

None.

#### **Area(s) for improvement**

None.

**SPI 1e – satisfaction with the overall service provided.**

76.9% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is significantly worse than the average for the MSF.

**Developing practice**

See Appendix 2.

## Appendix 1: Glossary of Terms and Abbreviations

### A

ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
ASB	Anti-social Behaviour

### B

BCS	British Crime Survey
BCU	Basic Command Unit
BME	Black and Minority Ethnic
BOCU	Borough Operational Command Unit

### C

CDRP	Crime and Disorder Reduction Partnership
CCSM	Crime Control Strategy Meeting
CTC	Counter Terrorism Command
CTIO	Counter Terrorism Intelligence Officer

### D

DCFD	Diversity and Citizen Focus Directorate
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### E

EPIC	Enforcement, Prevention, Intelligence and Communication
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### G

GLA	Greater London Authority
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### H

HMIC	Her Majesty's Inspectorate of Constabulary
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HR Human Resources

**I**

IAG Independent Advisory Group

**K**

KIN Key Individual Network

**M**

MIB Metropolitan Intelligence Bureau

MSF Most Similar Force(s)

MPA Metropolitan Police Authority

MPS Metropolitan Police Service

**N**

NIM National Intelligence Model

NHP Neighbourhood Policing

NPIA National Policing Improvement Agency

NPT Neighbourhood Policing Team

NSY New Scotland Yard

**O**

OCU Operational Command Unit

**P**

PAS Public Attitude Survey

PCSO Police Community Support Officer

PDR Performance Development Review

PI Performance Indicator

PMF Performance Management Framework

PPAF            Police Performance Assessment Framework

**Q**

QoSC            Quality of Service Commitment

**S**

SCD            Specialist Crime Directorate

SGC            Specific Grading Criteria

SMT            Senior Management Team

SN             Safer Neighbourhoods

SPI            Statutory Performance Indicator

SPOC          Single Point of Contact

SRU            Strategic Research Unit

**T**

TfL            Transport for London

TP             Territorial Policing

TTCG          Tactical Tasking and Co-ordination Group

**W**

WFP            Workforce Planning Process

## Appendix 2: Developing Practice

### Neighbourhood Policing.

- The Safer London Problem-Solving Award, funded by the Safer London Foundation, the Metropolitan Police Authority (MPA) and the MPS, has been arranged to encourage and recognise excellence in problem solving in safer neighbourhoods across the MPS force area. The award is now in its third year and provides an opportunity for entrants to showcase and celebrate their work.
- The implementation and roll-out of MPS and Transport for London (TfL) safer transport teams in 2007 was described by the then Mayor of London as a “partnership of the year” initiative. The safer transport teams are modelled on safer neighbourhoods teams (SNTs) and are attached to MPS BOCUs. Each team is managed by two sergeants and comprises 18 PCSOs and one PC as a minimum. The primary objective of safer transport teams is to tackle crime and disorder on and around the transport network. Priorities are identified through local intelligence gathered from transport operators and communities. TfL and the MPS have developed and implemented effective arrangements for a joint intelligence-led approach to solving local problems. Four regional joint transport action groups bring together all the key stakeholders; this forms the primary forum for discussing local priorities, action and performance on a regular basis. Early evaluation indicates that the impact of the safer transport teams has been significant in terms of the reduction in robbery and criminal damage. The MPS plans to expand the scheme to cover all of its 32 boroughs.
- While the MPS has the standard coverage model (1, 2, 3) in place, there is ongoing work with local authorities to recruit additional PCSOs. For example, Ealing BOCU now has an additional 50 PCSOs purchased by the local authority and there are 18 other local authorities negotiating similar agreements, amounting to 323 PCSOs recruited under the cost-sharing initiative.
- An effective patrol framework was introduced in all BOCUs in April 2006. BOCUs are required to produce a local patrol strategy; the default position for Neighbourhood Policing officers is single patrol with proximity and pulse patrol in areas of greater risk. This has now been reinforced with the principles of patrolling with purpose, and directed patrols are also being progressed by the patrol OCU to increase the effectiveness of both police officers and PCSOs. Guidance has been circulated on the effective patrol framework to all safer neighbourhoods sergeants to assist understanding and compliance. It is also located on the central safer neighbourhoods unit website. This will be supported by the delivery of workshops on effective patrolling to patrol supervisors by the patrol OCU in December 2008. The aim is introduce effective patrol as ‘business as usual’ by the end of December 2008. The MPS has not specified whether any evaluation of the project will take place or how it will identify good practice and progress.
- The ‘Met Get-together’ held on 16 January 2008 was aimed at police officers and staff working in MPS SNTs and safer transport teams. The Commissioner of the MPS opened the event and stated that since the inception of SNTs the MPS had sustained the greatest fall in crime that “London has ever experienced” and expressed gratitude to staff for being responsible for crime falling across every category. The event enabled staff to ask questions of senior managers about the future of SNTs, providing an opportunity for face-to-face contact as well as to celebrate success.
- The MPS is modernising and updating its probationer constable training programme. While the Initial Police Learning and Development Programme is a national course, the

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MPS, after consultation with the central safer neighbourhoods unit, has linked probationer training to safer neighbourhoods policing, seeking to demonstrate how important partnership work is across the MPS. Students are introduced to safer neighbourhoods policing through inputs at weeks 7, 13 and 22, as well as community patrols at weeks 16 and 17, 23 and 24 and 28–31 inclusive. The programme is innovative and exposes probationer constables at the early stages of training to community and Neighbourhood Policing as an explicit professional specialism.

- Building on the success of the volunteer police cadets across London and to promote further positive engagement with young people, the MPS plans to extend the volunteer police cadet scheme into schools. This proposal will see the setting up of pilot school-based units in six boroughs, alongside the development of the extended schools programme. This is intended to promote the development of a new style of volunteering for young people, alongside other statutory agencies and emergency services.
- Six inspectors within the central safer neighbourhoods unit have each been aligned with the diversity strand leads within the DCFD. Their role is to improve working practices between both units, to ensure that they do not duplicate each other's work. On 21 and 22 April 2008 the six diversity strand leads gave a brief overview of their role to all the safer neighbourhoods sergeants, in order to raise awareness.
- The disability strand within the DCFD has put together a guide, *Notes to assist in meeting the needs of deaf and disabled people at community meetings*. During the process of compiling the guide, the MPS consulted with all members of the disability IAG.
- There are over 275 neighbourhood panels with one or more members representing disabled communities, and all boroughs have local engagement with disabled groups in order to identify their issues and concerns, although they are not necessarily represented on neighbourhood panels.
- There are many examples across SNTs of local initiatives undertaken in order to inform engagement with the disabled community and to create better communication links. For example, as a result of a successful crime prevention day at the Walthamstow Deaf Club in Orford Road, London E17, the Hoe Street SNT now holds a monthly surgery within the club premises (on the first Wednesday of each month) to provide information, guidance and advice to members of the community who are hearing impaired. The team works in tandem with an advocacy worker who acts as a mediator and interpreter between the police and the community. This initiative forms part of the MPS's drive to establish Deaflink on Waltham Forest BOCU. Further, officers within the Hoe Street SNT are now undergoing deaf awareness courses to improve their understanding and to facilitate communication.
- The gathering of information around each of the diversity strands has presented the MPS with a number of challenges for the future. The following activity is now under way:
  - continued maintenance of local records on each of the six diversity strands;
  - using all available information within the ward profile to identify any gaps within the neighbourhoods panels for further engagement, in particular for people with disabilities;

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- local ownership and action plans to increase representation on neighbourhood panels;
- local communication to increase awareness and understanding of why the force needs to monitor its neighbourhoods panels; and
- roll-out of neighbourhood panel training.

All boroughs are required to provide a progress report every six months.

- To explore further the demographic composition and current monitoring processes of ward panels, the SRU and the research and survey unit are currently in the process of conducting an online survey with all safer neighbourhoods sergeants. This survey will explore the following in relation to both adult panels and youth panels: current ward panel composition, including detailed information on specific disabilities and youth representation; processes to identify ward panel members; any barriers to recruitment; and where information gleaned from the panels links in to tasking CDRPs.
- A second theme identified in the MPA concurrent report of 24 May 2008 was the need to conduct an up-to-date review of the ward panels to identify their 'impact and effect' ; the SRU's original ward panel review reported in 2006. As a result, the next stage of this work will focus on a survey of neighbourhood panel members and will address questions such as: how members became involved; what they consider to be the purpose of the panel and whether this is achieved; whether the panel sets priorities; what information is provided to facilitate decision making; whether members feel they are contributing to the safety of their community as a result of attending; and whether they feel more comfortable about approaching the police as a result of membership.
- Knowledge about problem solving within the MPS is abundant but fragmented, existing in books, documents and pamphlets and on websites. In 2007, a process was begun whereby these sources of information were identified and tracked so that copyright holders could grant permission for copies to be placed in a library within the safer neighbourhoods portal. The aim is to create a 'one-stop shop' for all research material. The library is in the process of creation and is being constantly updated as new sources come to light. HMIC notes that the library is international, with many resources imported from the USA, Australia and Europe.
- In 2008 the safer neighbourhoods problem-solving team will be working with BOCU problem-solving advisers (30 BOCUs now have problem-solving advisers in place) who will be leading on problem-solving initiatives focused on robbery, burglary and motor vehicle crime reduction. Learning derived from these initiatives will be discussed at future forums as well as promulgated via the safer neighbourhoods portal.
- The central safer neighbourhoods unit is nearing completion of the current round of advisory visits. During these visits there has been clear evidence that a number of BOCUs have championed the embedding of NIM products into the joint problem-solving process. Others are clearly making progress in this area. Examples of good practice include the following:
  - **Wandsworth:** Key crime issues are identified through the strategic assessment. This takes into account many issues including partners' performance, crime trends, anti-social behaviour and both strategic and local priorities that are reviewed every six months. Safer neighbourhoods priorities feed into and inform the decision-making

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process around the CDRP priorities. A joint strategic assessment is in place with full co-operation from the local authority. This has involved extensive community consultation and assessment of KIN surveys and safer neighbourhoods priorities.

- **Kensington and Chelsea**: The BOCU control strategy expired in September 2007 but was reviewed and a decision taken to extend it until 2008 pending the joint strategic assessment. The superintendent and council community safety officer from the local authority are formulating this. The new assessment has a large element of public consultation, which covers community safety issues annually via various local authority community surveys. This ongoing assessment includes detailed analysis of anti-social behaviour and mapping of community issues. Anti-social behaviour is featured within the current control strategy. CDRP partners attend the monthly meeting. Local community concerns (identified through local authority surveys) generate partnership action days with co-ordinated activity – these are agreed and arranged through the monthly meeting. There is an enhanced Environmental Visual Audit (EVA) process undertaken, which is developed by the local authority and targets small areas to produce analysed results. The local authority safer neighbourhoods officer (the local authority single point of contact attends the monthly partners' meeting and can give local safer neighbourhoods updates.
- **Richmond**: The control strategy is based on the joint strategic assessment with the CDRP, which had a public consultation phase in November 2007. This strategy is reviewed at community safety partnership, tactical tasking and co-ordination group (TTCG) and SMT meetings. Ward priorities are a mixture of crime and non-crime targets – these are discussed at neighbourhood panel meetings, Police Liaison Group (PLG), TTCG and safe streets meetings. The local authority has employed ward champions, who work closely with SNTs to ensure partners' resource allocation and actions meet ward priorities. Ward priorities were assessed as part of the strategic assessment and are themed throughout.
- Good practice such as the above has been noted through advisory visits and is recorded centrally before being highlighted to other BOCUs through training days, BOCU liaison and SNT central sergeants' meetings.
- NI 35 "building resilience to violent extremism" has been adopted in local area agreements, with targets agreed, by eight London boroughs: Barnet; Haringey; Harrow; Hounslow; Lambeth; Redbridge; Tower Hamlets; and Westminster. These agreements have been incorporated into joint service agreements.

### **Developing Citizen Focused Policing**

- In August 2006, the MPS was the first police service to become a council member of the Institute of Customer Service, with the aim of learning from the experience of a wide range of organisations. In addition, a number of senior officers, including the deputy commissioner, are companion members of the Institute.
- Through its focus on victims of crime and front counters, the MPS has broadened the scope of the role of PCSOs by deploying them on front counters and victim focus desks while ensuring that they retain individual links with the communities they serve. Both schemes are at very early stages of development but represent an innovative use of resources both in terms of potentially making the experience of victims of crime (by being visited by a PCSO who provides support and follow-up advice) and people calling at police stations positive and also by adding diversity to the role of the PCSO.

- Citizen Focus is being introduced into non-TP business groups by being set as a performance objective or priority in business group service delivery strategies. For example, the MPS SCD has begun to introduce Citizen Focus objectives such as “to develop and document a Citizen Focus/quality of service strategy for Speical Operations (SO)”. This should reflect and/or support corporate initiatives and enable SO to embed and monitor performance in relation to service quality within ‘business as usual’ into staff PDRs as a means of integrating Citizen Focus into daily service delivery. The SO business group objective for 2009/10 is “to develop and implement a Citizen Focus strategy for SO”, thereby ensuring an overarching Citizen Focus priority.

## Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

### Context

The HMIC grading of Neighbourhood Policing and Citizen Focus for each force takes performance on the key SPIs as a starting point. These are derived from the Police Performance Assessment Framework (PPAF) and are survey based.

The survey results come from two different sources:

- **Neighbourhood Policing**  
Results come from the BCS, which questions the general population. The annual sample size for the BCS is usually 1,000 interviews per force.
- **Developing Citizen Focus Policing**  
Results come from forces' own user satisfaction surveys. The annual sample size for these user satisfaction surveys is 600 interviews per BCU.

### Understanding survey results

The percentage shown for each force represents an estimate of the result if the whole relevant population had been surveyed. Around the estimate there is a margin of error based on the size of the sample surveyed (not on the size of the population).

This margin is known as a **confidence interval** and it will narrow or widen depending on how confident we want to be that the estimate reflects the views of the whole population (a common standard is 95% confident) and therefore how many people have to be interviewed. For example, if we have a survey estimate of 81% from a sample of approximately 1,000 people, the confidence interval would be plus or minus 3 and the appropriate statement would be that we can be 95% confident that the real figure in the population lies between 78% and 84%.

Having more interviewees – a larger sample – means that the estimate will be more precise and the confidence interval will be correspondingly narrower. Generally, user satisfaction surveys will provide a greater degree of precision in their answers than the BCS because the sample size is greater (1,000 for the **whole force** for the BCS, as opposed to 600 **for each BCU** for user satisfaction).

### HMIC grading using survey results

In order to **meet the standard**, forces need to show no 'significant' difference between their score and the average for their MSF or against their own data from previous years. Consequently, force performance could be considered to be 'exceeding the standard' or 'failing to meet the standard' if it shows a 'significant' difference from the MSF average or from previous years' data.

HMIC would not consider force performance as 'exceeding the standard' if SPI data were travelling in the wrong direction, ie deteriorating. Likewise, credit has been given for an upward direction in SPI data even if performance falls below the MSF average.

## Understanding significant difference

The calculation that determines whether a difference is statistically significant takes into account the force's confidence interval and the confidence interval of its MSF.<sup>1</sup> The results of the calculation indicate, with a specified degree of certainty, whether the result shows a real difference or could have been achieved by chance.

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant<sup>2</sup> in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

[Produced by HMIC based on guidance from the NPIA Research, Analysis and Information Unit, Victoria Street, London.]

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<sup>1</sup> The BCS results are also corrected to take account of intentional 'under-sampling' or 'over-sampling' of different groups in the force area.

<sup>2</sup> It is likely that there is a real, underlying difference between data taken at two different times or between two populations. If sufficient data is collected, the difference may not have to be large to be statistically significant.