

# AGENDA

**Meeting**     **Police and Crime Committee**

**Date**            **Thursday 25 October 2012**

**Time**            **10.00 am**

**Place**            **Chamber, City Hall, The Queen's  
Walk, London, SE1 2AA**

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## **Members of the Committee**

Joanne McCartney (Chair)  
Jenny Jones (Deputy Chair)  
Caroline Pidgeon (Deputy Chair)  
Tony Arbour  
Jennette Arnold OBE  
Victoria Borwick

James Cleverly  
Len Duvall  
Murad Qureshi  
Navin Shah  
Fiona Twycross  
Vacancy

A meeting of the Committee has been called by the Chair of the Committee to deal with the business listed below. This meeting will be open to the public. There is access for disabled people, and induction loops are available.

Mark Roberts, Executive Director of Secretariat  
Wednesday 17 October 2012

## **Further Information**

If you have questions, would like further information about the meeting or require special facilities please contact: John Johnson or Anthony Jackson; Telephone: 020 7983 4926/4894; E-mail: [john.johnson@london.gov.uk](mailto:john.johnson@london.gov.uk)/[anthony.jackson@london.gov.uk](mailto:anthony.jackson@london.gov.uk); Minicom: 020 7983 4458

For media enquiries please contact Mark Demery, Tel: 020 7983 5769, email: [mark.demery@london.gov.uk](mailto:mark.demery@london.gov.uk)

If you have any questions about individual reports please contact the report author whose details are at the end of each report.

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Certificate Number: FS 80233

**Agenda**  
**Police and Crime Committee**  
**Thursday 25 October 2012**

**1. Apologies for Absence and Chair's Announcements**

To receive any apologies for absence and any announcements from the Chair.

**2. Declarations of Interest** (Pages 1 - 2)

**The Committee is recommended to:**

- (a) Note as disclosable pecuniary interests the list of memberships of functional bodies and London Borough Councils, as set out in the table at Agenda Item 2;**
- (b) Declare any disclosable pecuniary interests in specific items listed on the agenda and take any necessary action regarding withdrawal following such declaration(s); and**
- (c) Additionally declare any relevant interests (including any interests arising from gifts and hospitality received which are not at the time of the meeting reflected on the Authority's register of gifts and hospitality, and noting also the advice from the GLA's Monitoring Officer set out at Agenda Item 2) and take any necessary action regarding withdrawal following such declaration(s).**

**3. Minutes** (Pages 3 - 58)

**The Committee is recommended to confirm the minutes of the meeting of the Police and Crime Committee held on 27 September 2012 to be signed by the Chair as a correct record.**

The appendix to the minutes set out on pages 7 to 58 is attached for Members and officers only but is available from the following area of the GLA's website: <http://www.london.gov.uk/who-runs-london/the-london-assembly/police-and-crime-committee>

**4. Question and Answer session with the Mayor's Office for Policing and Crime and the Deputy Commissioner of Police of the Metropolis** (Pages 59 - 74)

Report of the Executive Director of Secretariat  
Contact: Claire Hamilton, [claire.hamilton@london.gov.uk](mailto:claire.hamilton@london.gov.uk), 020 7983 5845

**The Committee is recommended to:**

- (a) **Note as background to the question and answer session with the Interim Chief Executive of MOPAC and the Deputy Commissioner of Police of the Metropolis the monthly report from MOPAC attached at Appendix 1 to the report; and**
- (b) **Note the answers given by the Interim Chief Executive of MOPAC and the Deputy Commissioner of Police of the Metropolis to the questions asked by Members.**

## **5. Summary List of Actions** (Pages 75 - 152)

Report of the Executive Director of Secretariat

Contact: John Johnson, [john.johnson@london.gov.uk](mailto:john.johnson@london.gov.uk), 020 7983 4926

**The Committee is recommended to note the ongoing, outstanding and completed actions arising from previous meetings of the Committee and correspondence entered into by the Chair on behalf of the Committee in accordance with the Standing Delegation to Chairs, as listed in the report.**

## **6. Work Programme for the Police and Crime Committee** (Pages 153 - 156)

Report of the Executive Director of Secretariat

Contact: Susannah Drury, [susannah.drury@london.gov.uk](mailto:susannah.drury@london.gov.uk), 020 7983 4484

**To agree the proposed arrangements for meetings of the Committee as set out in at paragraph 4.4 of the report.**

## **7. Date of Next Meeting**

The next meeting of the Committee is scheduled for 15 November 2012 at 10.00am in the Chamber, City Hall.

## **8. Any Other Business the Chair Considers Urgent**

## London Assembly

### Membership of Functional Bodies and London Borough Councils

Member	Interest
Tony Arbour	Member, LFEPA; Member, LB Richmond
Jennette Arnold	
Gareth Bacon	Member, LFEPA; Member, LB Bexley
John Biggs	
Andrew Boff	
Victoria Borwick	Member, Royal Borough of Kensington & Chelsea, Statutory Deputy Mayor
James Cleverly	Chairman of LFEPA
Tom Copley	
Andrew Dismore	Member, LFEPA
Len Duvall	
Roger Evans	Member, LB Havering
Nicky Gavron	
Darren Johnson	Member, LFEPA; Member, LB Lewisham
Jenny Jones	
Stephen Knight	Member, LFEPA; Member, LB Richmond
Kit Malthouse	
Joanne McCartney	
Steve O'Connell	Member, LB Croydon
Caroline Pidgeon	
Murad Qureshi	
Onkar Sahota	
Navin Shah	Member, LFEPA; Member, LB Harrow
Valerie Shawcross	
Richard Tracey	
Fiona Twycross	Member, LFEPA

[Note: LB - London Borough; LFEPA - London Fire and Emergency Planning Authority.]

#### Recommendations:

- (i) That the list of memberships of functional bodies and London Borough Councils , as set out in the table above, be noted as disclosable pecuniary interests<sup>1</sup>;
- (ii) That all Members declare any disclosable pecuniary interests in specific items listed on the agenda and take any necessary action regarding withdrawal following such declaration(s); and
- (iii) That all Members additionally declare any relevant interests (including any interests arising from gifts and hospitality received which are not at the time of the meeting reflected on the Authority's register of gifts and hospitality and noting also the advice from the GLA's Monitoring Officer set out below) and take any necessary action regarding withdrawal following such declaration(s).

<sup>1</sup> The Monitoring Officer advises that: Paragraph 10 of the Code of Conduct will only preclude a Member from participating in any matter to be considered or being considered at, for example, a meeting of the Assembly, where the Member has a direct Disclosable Pecuniary Interest in that particular matter. The effect of this is that the 'matter to be considered, or being considered' must be about the Member's interest. So, by way of example, if an Assembly Member is also a councillor of London Borough X, that Assembly Member will be precluded from participating in an Assembly meeting where the Assembly is to consider a matter about the Member's role / employment as a councillor of London Borough X; the Member will not be precluded from participating in a meeting where the Assembly is to consider a matter about an activity or decision of London Borough X.

Paragraph 10 of the GLA's new Code of Conduct, which reflects the relevant provisions of the Localism Act 2011, provides that:

- where an Assembly Member has a Disclosable Pecuniary Interest in any matter to be considered or being considered or at
  - (i) a meeting of the Assembly and any of its committees or sub-committees; or
  - (ii) any formal meeting held by the Mayor in connection with the exercise of the Authority's functions
- they must disclose that interest to the meeting (or, if it is a sensitive interest, disclose the fact that they have a sensitive interest to the meeting); and
- must not (i) participate , or participate any further, in any discussion of the matter at the meeting; or (ii) participate in any vote, or further vote, taken on the matter at the meeting

UNLESS

- they have obtained a dispensation from the GLA's Monitoring Officer (in accordance with section 2 of the Procedure for registration and declarations of interests, gifts and hospitality – Appendix 5 to the Code).

Failure to comply with the above requirements, without reasonable excuse, is a criminal offence; as is knowingly or recklessly providing information about your interests that is false or misleading.

In addition, the Monitoring Officer has advised Assembly Members to continue to apply the test that was previously applied to help determine whether a pecuniary / prejudicial interest was arising - namely, that Members rely on a reasonable estimation of whether a member of the public, with knowledge of the relevant facts, could, with justification, regard the matter as so significant that it would be likely to prejudice the Member's judgement of the public interest.

Members should then exercise their judgement as to whether or not, in view of their interests and the interests of others close to them, they should participate in any given discussions and/or decisions business of within and by the GLA.

Members are also required, where considering a matter which relates to or is likely to affect a person from whom they have received a gift or hospitality with an estimated value of at least £25 within the previous three years or from the date of election to the London Assembly, whichever is the later, to disclose the existence and nature of that interest at any meeting of the Authority which they attend at which that business is considered.

The obligation to declare any gift or hospitality at a meeting is discharged, subject to the proviso set out below, by registering gifts and hospitality received on the Authority's on-line database. The on-line database may be viewed here: <http://www.london.gov.uk/gifts-and-hospitality-register>.

If any gift or hospitality received by a Member is not set out on the on-line database at the time of the meeting, and under consideration is a matter which relates to or is likely to affect a person from whom a Member has received a gift or hospitality with an estimated value of at least £25, Members are asked to disclose these at the meeting, either at the declarations of interest agenda item or when the interest becomes apparent.

It is for Members to decide, in light of the particular circumstances, whether their receipt of a gift or hospitality, could, on a reasonable estimation of a member of the public with knowledge of the relevant facts, with justification, be regarded as so significant that it would be likely to prejudice the Member's judgement of the public interest. Where receipt of a gift or hospitality could be so regarded, the Member must exercise their judgement as to whether or not, they should participate in any given discussions and/or decisions business of within and by the GLA.

# MINUTES

**Meeting: Police and Crime Committee**  
**Date: Thursday 27 September 2012**  
**Time: 10.00 am**  
**Place: Chamber, City Hall, The Queen's Walk, London, SE1 2AA**

Copies of the minutes may be found at: [www.london.gov.uk/who-runs-london/the-london-assembly/police-and-crime-committee](http://www.london.gov.uk/who-runs-london/the-london-assembly/police-and-crime-committee)

**Present:**

Joanne McCartney (Chair)  
Jenny Jones (Deputy Chair)  
Caroline Pidgeon (Deputy Chair)  
Tony Arbour  
Jennette Arnold OBE  
James Cleverly  
Tom Copley  
Len Duvall  
Roger Evans  
Murad Qureshi  
Onkar Sahota

**1. Apologies for Absence and Chair's Announcements (Item 1)**

- 1.1 The Chair announced that Steve O'Connell AM had resigned from the Committee. Roger Evans AM had been nominated to take his place. The nomination is subject to confirmation by the London Assembly at its next plenary meeting.
- 1.2 Apologies for absence were received from Victoria Borwick AM, Navin Shah AM and Fiona Twycross AM for whom Roger Evans AM, Tom Copley AM and Onkar Sahota AM attended as substitutes respectively.

## **2. Declarations of Interest (Item 2)**

### **2.1 Resolved:**

- (a) That the list of memberships of functional bodies and London Borough Councils, as set out in the table at Item 2, be noted as disclosable pecuniary interests; and**
- (b) That gifts and hospitality received by Members, as set out in the Authority's gifts and hospitality register, be noted.**

## **3. Minutes (Item 3)**

### **3.1 Resolved:**

**That the minutes of the meeting of the Police and Crime Committee held on 19 July 2012 be signed by the Chair as a correct record.**

## **4. Summary List of Actions (Item 4)**

4.1 The Committee received the report of the Executive Director of Secretariat.

### **4.2 Resolved:**

**That the ongoing, outstanding and completed actions arising from previous meetings of the Committee and the correspondence entered into by the Chair on behalf of the Committee in accordance with the Standing Delegation to Chairs, as listed in the report, be noted.**

## **5. Work Programme for the Police and Crime Committee (Item 5)**

5.1 The Committee received the report of the Executive Director of Secretariat.

### **5.2 Resolved:**

**That the proposed arrangements for meetings of the Committee, as set out at paragraph 4.4 of the report, be agreed.**



**6. Question and Answer Session with the Deputy Mayor for Policing and Crime and the Deputy Commissioner of Police of the Metropolis (Item 6)**

6.1 The Committee received the report from the Executive Director of Secretariat.

6.2 The following guests attended the meeting to answer the Committee's questions about the work of the Mayor's Office for Policing and Crime and the MPS:

- Stephen Greenhalgh, Deputy Mayor for Policing and Crime, and
- Craig Mackay, Deputy Commissioner for the Metropolitan Police.

6.3 A transcript of the discussion is attached at **Appendix 1**.

6.4 During the discussion, the Deputy Commissioner for the Metropolitan Police committed to:

- (a) Provide copies of the 'Local Policing Model Stakeholder Briefing' to all GLA Members;
- (b) Update the Committee on the latest position regarding Gipsy Hill, Cavendish and Union Road Police Stations in the London Borough of Lambeth which were temporarily closed for the duration of the Olympics 2012, but which still remain closed;
- (c) Provide the Committee with details of the retention policy relating to the new CCTV recordings within police vans, and further information as to how the cameras will be operated (e.g. remotely and/or from within the vehicles themselves);
- (d) Raise with Lord Victor Adebawale the absence of the charity organisation Inquest, or any black mental health charities on the Independent Commission into Mental Health and Policing, the importance of involving the families of those who have died, and making public the terms of reference of the Commission; and
- (e) Provide the Committee with details of the guidelines around the advice given by supervisors to undercover officers following any reported personal relationship and further information as to whether the National Code of Conduct for Undercover Officers (currently being re-written) will cover the issues around personal relationships.

6.5 **Resolved:**

- (a) **That the report and the discussion with the Deputy Mayor for Policing and Crime and the Deputy Commissioner of Police of the Metropolis be noted; and**

- (b) That the Chair writes to the Deputy Commissioner of Police for the Metropolis to request the information outlined in paragraph 6.4 above.

## **7. Date of Next Meeting (Item 7)**

### **7.1 Resolved:**

That it be noted the next meeting of the Police and Crime Committee would take place on 11 October 2012 at 10.00am in the Chamber, City Hall.

## **8. Any Other Business the Chair Considers Urgent (Item 8)**

- 8.1 There was no other urgent business.

## **9. End of Meeting**

- 9.1 The meeting ended at 12.32pm.

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Chair

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Date

**Contact Officer:** John Johnson or Anthony Jackson; Telephone: 020 7983 4926/4894; E-mail: john.johnson@london.gov.uk/anthony.jackson@london.gov.uk; Minicom: 020 7983 4458

**Police and Crime Committee**

**27 September 2012**

**Transcript of Item 6: Question and Answer Session with the Deputy Mayor for Policing and Crime and the Deputy Commissioner of Police of the Metropolis**

**Joanne McCartney (Chair):** Thank you. Then we move on to our main business today, which is the question and answer session with the Deputy Mayor, Stephen Greenhalgh, and the Deputy Commissioner of the Metropolitan Police, Craig Mackey. Welcome to both of you.

Can I start if I could with Stephen? You have changed the format of the monthly report that the Committee receives but we still have concerns that some of the data, particularly the crime data, that we understand is now being put onto the Datastore, which we welcome, does not have the full set of crime data that we are used to having. I know that there are also concerns that some of the questions that this Committee, but also constituency members and others, have put to your office have not yet been answered in a timely fashion. There are still issues that we are concerned about and I have written to you lately about that. However, I just want to put on record on behalf of this Committee and all parties on this Committee that we are concerned that there still are some transparency issues that we need to work through.

Can we move, then, to the questions today, and, Stephen, perhaps I could start with you. I announced that Steve O'Connell has resigned from this Committee and I understand that there has been a press release today about appointments that you have made. I just wondered whether you want to share that information publicly with us.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I think I am under an obligation under statute to notify you of appointments and I did my best to text message you, I think, the details. They are essentially what is contained in the press release.

We have made an important appointment - and I start off with the most important. As you know, we have an interim Chief Executive for the Mayor's Office for Policing and Crime (MOPAC) and will be appointing a fulltime Chief Operating Officer. The person who will assume that role is Helen Bailey, who comes with an impressive track record both in local government but also within Whitehall, within Treasury, where she was Director of Public Services for two and a half years but also Chief Executive of a London borough. She will be joining after the interim arrangements have come to a close towards the end of next month. There may be with holidays a slight gap, but I am delighted to make that announcement today.

In addition, you as a Committee have provided wise counsel that it makes sense that you cannot do it alone. I have sought non-executive officeholders to look at specific areas that we think are incredibly important to get right and we have made four appointments, one of which is Assembly Member and Councillor Steve O'Connell, who will be looking at neighbourhoods. As you know, engagement with neighbourhoods is an incredibly important issue to get right and to look at the existing structures and see how we can make the best of those but also deliver the

Mayor's manifesto commitment around Safer Neighbourhood Boards, so neighbourhood engagement being very important and Steve will focus on that area.

We have made further appointments to look at two issues I know this Committee probably will be questioning on today around commissioning and procurement. It is Jeremy Mayhew, who is a member in the City of London Corporation.

Also, we have made an appointment around property. I am delighted that Councillor Jonathan Glanz, who as a property professional has significant experience in property, is also a solicitor, also in property management, property acquisition and disposal, and has a background in this with Westminster City Council.

Lastly, colleagues on the Metropolitan Police Authority - I know many of you have served for some time - will know Faith Boardman who was helping us on what I think is an incredibly difficult challenge of dealing with the organisational change that the Metropolitan Police Service is going to have to undergo in the next few years. As the Commissioner himself has made clear, we are going to have to continue to cut crime but the reality of the situation is there is a need to cut costs but also to change culture. I was very impressed with Faith's background as a former Chief Executive of Lambeth, someone who has been passionate about organisational change, understanding some of the quandaries around the use of information technology (IT) and call centre telephony. I thought she was someone with a human resources (HR) background that could challenge and provide oversight of that very important area.

**Joanne McCartney (Chair):** The Chief Operating Officer is obviously a fulltime role.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Yes.

**Joanne McCartney (Chair):** However, you have four non-executives. I understand that they are about three or four days per month. Is that right?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Yes. Essentially, that is a guideline, but that is almost to provide a kind of cap, if you like. But, yes, they are there to work at that sort of level, yes.

**Joanne McCartney (Chair):** Can I just ask: have you thought about the process of how you will use them? Will they have roaming briefs or will you have them in on certain days? Will they be paid?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Yes. There is a guideline around payment. Some are choosing not to be paid and some prefer to scope out their roles before doing that. There is an option, as you know, which is common practice within the Greater London Authority (GLA) of a day rate for payment up to a certain amount. Those people will be paid that choose to be paid and we will work within the GLA rules and guidelines.

**Joanne McCartney (Chair):** Thank you. OK. Jenny?

**Jenny Jones (Deputy Chair):** I was quite interested in the text that you sent. Is that going to be the normal procedure for letting us know about your appointments?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** No, it is not the normal procedure. The normal procedure is to let you know and I tried to let you know as best I could. I was expecting perhaps a call back from the Chair and she chose not to call me back. However, I did notify her.

**Jenny Jones (Deputy Chair):** So you did not think to call her?

**Joanne McCartney (Chair):** I think the point is a text was very welcome but obviously there needs to be an official communication. Jennette?

**Jennette Arnold (AM):** Chair, can I refer the Deputy Mayor to the practice of the Mayor? On this, the Mayor has a good practice in that there is a formal letter that goes from your office. I believe you are staffed. That letter can be walked from one floor of this building to the next and be delivered in a civilised, respectful way. Can I just remind him that there are these practices that exist within this building? I would ask him to just reflect on whether he could possibly take up some of those practices.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I am learning the custom and practice of this building as we move into my fourth month of being in this post. I was not aware that it required a formal letter but, if that is the practice, I will follow the custom and practice and will apologise for any discourtesy.

**Joanne McCartney (Chair):** Yes, thank you. That would be welcome.

**Onkar Sahota (AM) :** A text is not normal practice.

**Joanne McCartney (Chair):** We are now going to move on to some of the formal questions we have. Our next session is actually going to be on Olympic policing, so I do not want to go into a great deal of the Olympic policing today and we know that the Home Affairs Select Committee has looked at some aspects of this as well.

However, I just want to ask you if there is anything you want to say at this meeting that perhaps we will not deal with at the next. Is there anything?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I have personally sent a message to every single police officer and police staff of the Metropolitan Police Service to thank them for the hard work over the summer. It was truly an extraordinary summer of achievement, if you like. We step back and we like seeing all the medals and the success that we have had a nation. As someone with a Lancastrian background, I am very sad to see Yorkshire doing so well, but nonetheless it is fantastic that the country has been so successful and that the country was able to enjoy itself and we had a summer of fun.

Really, I was gripped with the amount of effort and preparation and dedication and sheer resolve, if you like, over a long period of time to make it a success. For instance, just looking at the tens of thousands of people that gathered in Hyde Park, many people forget that there was a control room that saw police officers and emergency services, local authority people and the Royal Parks all working together to ensure that people could enjoy themselves safely and any issues were dealt with in an appropriate and timely way. I visited Lambeth who were providing the direction, but then all of that was under the direction of the Metropolitan Police Service. To have that success when the eyes of the world were looking on London I think is something that the Metropolitan Police Service should quite rightly be proud of and this community should join in congratulating them for what they have done for London and for the country.

**Joanne McCartney (Chair):** Yes. Deputy Commissioner, I think it went very well, yes.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Thank you very much indeed. Just to add on that, and I know Chris [Allison, National Olympic Security Coordinator and Assistant Commissioner] is coming from the Olympic Command next time, but it is a colossal achievement.

I would not want to forget the many officers and staff who provided business as usual. You will have seen from some of the performance figures we have obviously had a good start to the year in terms of performance. I know one of the Committee's concerns quite rightly was what is going to happen to the rest of London? What is going to happen to outer boroughs? We managed to keep all our performance targets up, our response times, and I just pay tribute to the officers, the staff and the people of London who worked so hard over that period. People are now genuinely tired. It has been a long summer for them but I am incredibly proud of what has been achieved. I think you saw British policing at its best during the summer.

**Joanne McCartney (Chair):** Yes, I think we would echo that, so we will pass that on to Chris [Allison] at the next meeting as well.

We are now going to start with questions on the consultation or not that is taking place at the moment on local policing and public access.

**Jennette Arnold (AM):** Yes, Chair, thank you. Chair, can I just start by saying my first set of questions will be to the Deputy Commissioner?

Deputy, we know that a letter has gone from the Commissioner [Bernard Hogan-Howe] to local authorities with a document attached that sets out proposals about how savings might be made, including looking at management costs, supervision ratios and a number of areas. It also sets out a new model in policing terms and makes reference to a basic command unit which will vary in size and shape. Are you able to just help us with your definition about what a basic command unit is?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes, by all means. As you know - and we spoke about this earlier in the year - parallel to the work alongside the Olympics, we have had a major stream of work which has been about how we find £514 million

worth of savings. I think I said in one of the earlier meetings that we have always said that when you have to find that sum of money from a £3.6 billion budget, there are no budget lines that will be immune. What we have done is started work consulting with local partners in London and others about what some of the options could look like. There have been no decisions made yet in terms of this. We have not actually made a decision around where some of these go, but we are looking at the options.

If I go to the borough command unit (BCU) debate, we have ended up with a scenario across the 32 boroughs in London where some boroughs now are at about 300 officers in size. Some boroughs are 1,200 officers. All we have asked is, if you like, what is the definition of borough policing? Does a borough need to have its own custody units run by itself? Does it need its own intelligence units and back-office functions run by itself? Does it need a complete separate management and command structure run by itself? That is why we have started the debate to look at whether there is a different way of doing it. Now, I emphasise: absolutely no decisions have been made.

In relation to the estate, which I think you asked about as well, and the work around the estate that is covered in there --

**Jennette Arnold (AM):** No, we are coming on to that. If I can just come back to you, I will stay with the understanding of the basic command unit and clearly we look forward to seeing more detail on that.

Can we just start from the top? Can you say today that a basic command unit as you understand it would always have one chief superintendent per borough?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** No, I cannot say that today.

**Jennette Arnold (AM):** You cannot say? Even the head of a borough policing unit is up for discussion, is it?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** We are looking at all of that. As I emphasised to you, there has been no decision made to move away from 32 boroughs. However, we are looking at every conceivable option because you have ended up with this complete mismatch where some boroughs disproportionately -- A really good example; if you set a corporate requirement about, say, a custody unit with 24-hour custody provision, if you have a borough that only has 300 officers in it, it is going to have a completely disproportionate impact. When they have a modern, 30-cell custody unit a mile off their ground next door, is it not sensible that we look at it? So we are looking at all of those functions about how we do it. Every area will have an identified lead for it, every ward and every borough will have someone that is an identified lead. However, we have literally just started that debate, I cannot say to you there will always be 32 borough commanders and there will always be chief superintendents any more than I can say there will not be 32. It is literally starting a debate to say, "Are there different ways of doing it?" The main thing we are trying to preserve with all of this work --

**Jennette Arnold (AM):** Yes, absolutely.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** No, hang on. This is important, if you do not mind. The main things we are trying to preserve are frontline operational officers. We are trying to make sure the focus is on providing frontline operational officers. We think, by doing some of this around management and on cost-management ratios, we can even grow frontline operational officers. At some point when we get to the budget debate later on in the year and before yourselves, there will be some decisions around trade-offs.

**Jennette Arnold (AM):** But I had moved on from there. It was specifically about who would be, if you like, the top cop in a borough and what role that would have. If I am asked tonight at a meeting that I am going to or that other Members might be going to of their community engagement board, "You were speaking with the Deputy Commissioner", and what did I understand from what you are saying? What I am understanding from what you are saying is there is no guarantee that my borough will have its own chief superintendent and that we will have a head of policing working just particular to that borough.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Even in the proposal, if that proposal was chosen, you would always have a head. Whether it be a chief superintendent is a separate debate. At the moment and as you sit tonight, every one of the boroughs has chief superintendents. However, you will reach a point going through a change programme where we will all have to have a grownup discussion about where we want to sit on trade-offs. We can keep 90-odd chief superintendents across the Metropolitan Police Service.

**Jennette Arnold (AM):** OK. Can I just move on then about consultation, if I can stay with you, Deputy Commissioner? Who has been consulted about this local policing model from your operational point of view? For instance, maybe three or four of us have been spoken to in a full, open and transparent way by our borough commanders, which is good practice and shows that partnership working. Others have not.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I can only apologise if it has not reached all of you from borough commanders. The Commissioner's letter went to elected leaders and chief executives. There have been conversations in most boroughs, as I understood it. If it has not for individual members, then certainly we can seek to rectify that. However, I emphasise: it is at consultation stage.

What we have done with all of the proposals - and this is why we are trying to be very open about doing this work - all of the proposals we talk about go through a two-stage process: through the management board and then have to come into the MOPAC before they are anywhere near being agreed. The first stage is always around a principle: could we even consider looking at X or Y in terms of an area to make savings? If we can, we then go out to consult and work up a business case and model. However, consultation means we may change the plans as a result of the consultation.



**Jennette Arnold (AM):** That is fine. It is just nice to know. Again, from what you are saying, when you use the term “elected leaders”, you expected as some did for there to be a conversation with Assembly Members and Members of Parliament (MP). But others have interpreted that as local elected leader.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** As local -- yes.

**Jennette Arnold (AM):** Will you then say to us that today all Assembly Members of this body will be circulated that documentation?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I will ensure you get that.

**Jennette Arnold (AM):** Thank you.

**Tony Arbour (AM):** Yes, Deputy. There is a feeling that we are being marginalised on this. This is Members of the Assembly, not just members of this Committee. For 12 years, if there has been any querying about policing from the boroughs, we have been in the frontline and they have come to us. I have to say that in the years I was doing it I used to say to my borough commanders, “The one thing that I did not want was to be surprised”. What happened was that this was sent, as you say, to boroughs. The first thing the boroughs do is get on to me and say, “What is all this about?” I say, “I do not know”. But I should have known.

If you are going to say to us that we are people who, because of the abolition of the Metropolitan Police Authority (MPA), have no sort of direct locus in the matter, that is fair enough. We will know that. But I very much hope that you - and this must be addressed to Stephen as well - think that we should be in the loop. Can I have an assurance that we are going to be in the loop at the first possible stage, certainly at the stage when you are consulting other elected people in London?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes. There is no intention on our part to marginalise anyone, absolutely not in terms of doing that. But we are genuinely looking at and asking for views on some really, really difficult issues.

**Tony Arbour (AM):** I am sure you understand that they ask us.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I absolutely understand the position and what lies behind the question.

**Roger Evans (AM):** I have been briefed by both my borough commanders, although they did not let me take the documents away unlike some other people, so practice has varied from place to place. However, I am pleased with the liaison I have had with my guys.

I just wanted to ask a bit more about the future structure for managing boroughs. As someone who represents two boroughs, actually, I can see an attractiveness in having one person who is the go-to for policing for me in those two boroughs. I do not think that should be sacrosanct.

However, below that structure, are you planning to ensure that a borough structure remains in place? There is an awful lot of good partnership work with local authorities and the Fire Brigade and the other people who are aligned on a borough basis. I think the danger in this process is that we do not want to lose that.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Absolutely. In fact, I actually want to reinforce that. That is why it is actually part of that wider debate about the local policing model and trying to get more officers into neighbourhoods so we make that link. You raise an interesting point.

I welcome your comments about how you can see it working for your role. It may surprise you that one of the areas of consultation already is at the elected level below you. People do not want that sort of model. At some point it will be a debate.

**Roger Evans (AM):** Yes, and I know there is a debate or at least one of the people who briefed me told me there is a debate about whether the structure below the command point should be on a functional basis or on a geographical basis. I guess I am making the case to keep it on a geographical basis so you do not lose the partnership work that has been built up over recent years.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Just to reassure you, even in both of those ideas and concepts, the neighbourhood, the ward, the inspectors in there and the sergeants is absolutely locked at a local level.

**Caroline Pidgeon (Deputy Chair):** Specifically on this area, Craig, you are saying that this is still absolutely a consultation period that is going on but you could not confirm whether chief superintendent levels would stay at the borough commander. Is that really the case when we received an email in the last week relating to one borough, Southwark, where their newly appointed borough commander who was appointed with the firm intention to serve for three years has sadly emailed saying, "As part of the budget cuts in response to the crisis, it has not been possible for the Metropolitan Police Service (MPS) to honour their commitment to my three-year tenure", and so he is leaving tomorrow. He has only just arrived. Is that part of this process that is going on or that has already started?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** No.

**Caroline Pidgeon (Deputy Chair):** So why would a new borough commander be moved on?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** It probably would not be right for me to go into personal circumstances, but that individual was on something called the 30 Plus scheme which has been available for officers where they can draw their pension and remain working.

**Joanne McCartney (Chair):** Can I ask is the Metropolitan Police Service now instituting Regulation A19?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** No, the two are completely separate. 30 Plus is a scheme that exists and has existed for a number of years across policing where people can draw a pension as part of a lump sum of their pension and remain working. From 1 January 2014 we will no longer have that scheme in the MPS for anyone above constable, so there are some individual decisions that people have made. I really would not want to talk about an individual.

**Caroline Pidgeon (Deputy Chair):** No, but potentially if you are withdrawing that scheme, that may impact on people who have been in these positions and promised that they would serve several years.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** There are not that many in the 30 Plus scheme.

**Caroline Pidgeon (Deputy Chair):** OK, but this is completely separate to the consultation going on at the moment?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes.

**Caroline Pidgeon (Deputy Chair):** That is reassuring because the email that has been sent around certainly does not imply that. Thank you.

**Joanne McCartney (Chair):** Can I ask on the consultation: is it going to go on to be a full public consultation at some point?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** At the point at which we have reached the stage where we have something cohesive to land collectively as a package, I think the plan is for one of the Challenge Days in October with the MOPAC Challenge to be around the local policing model and the work we have done. That is the point at which we will be in a position to say, "Here is where we are and here are the proposals".

**Joanne McCartney (Chair):** Then, Deputy Mayor, will you do a public consultation yourself?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** We will undergo the MOPAC Challenge which as you know is in public and clearly there is going to be intensive stakeholder engagement and consultation and fulfil whatever statutory requirements we have to do. Communication and consultation are essential for ensuring that we have the general consent of London.

I would have to say that from what I understand of the principles behind neighbourhood policing, I think Assembly Members on this Committee should be encouraged. The numbers that I have seen indicate that there will be more police officers certainly in most of the ranks I could see in neighbourhood policing across London. That means that some of the things that we are saying are not just empty words. We can say that you can structure a neighbourhood policing model around 630 wards and you can maintain a structure that serves boroughs.

I think what the Deputy Commissioner is quite rightly saying - and we see this in local government - is that a sensible way of taking cost out that does not affect, and in fact in some ways can improve the operation around territorial policing, is a sharing of particular services. We started doing this in local government. We were not mandated to do this, but Southwark for instance is, as Caroline Pidgeon will know, sharing services with Westminster around communications. Wandsworth is sharing services with us. We are sharing a chief executive. It is not the norm in London to share a local government chief executive with another borough but my view when I was a council leader was that I wanted 50% of the time of the best chief executive in London rather than 100% of the time of someone that was not so good. That was a choice that we made and has the consent certainly of all the elected members in both boroughs and also, frankly, the population have not seen a decrease in services.

I think we had the understanding that we are looking at sharing services around custody, intelligence and back-office and that there will be 32 points of accountability. However, you cannot make the statement and write in stone today that that will be 32 chief superintendents. I think in Westminster you have a commander anyway, do you not?

**Joanne McCartney (Chair):** We do have this scheduled in our programme to look at this. Can I just go back to the question I asked? Will this be a full public consultation?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** We will go through a consultation that we have to undergo and we will ensure that there is adequate -- I do not know what you mean. Can you define to me what you mean by a "full public consultation"?

**Joanne McCartney (Chair):** I think, for example, last time - I do not want to go into front counters - but front counters were debated and there was a borough plan that went out and that was led by the borough commanders about the police estate in a particular borough. The public were invited to comment. It went to all the elected representatives and residents groups. That is the sort of consultation I am asking about. Is that going to take place?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Yes. I think the Deputy Commissioner has outlined that at this stage we do not have a working proposal for the local policing model and the first unveiling of that will be later next month. At that point, of course, that local policing model will be there for discussion and input, which you can describe as full public consultation.

**Joanne McCartney (Chair):** OK.

**James Cleverly (AM):** Thank you, Chair. Again, I am not quite sure who is probably best placed to answer this one, so I will throw it roughly halfway between and see who catches it.

If we move away from having a chief superintendent as the nominated go-to person at borough level, I do not actually have any instinctive problems with that because of the huge variation of size of policing function borough by borough. It is going to mean that senior borough players - chief executives, borough leaders, other members of the partnership - will be dealing with someone of a lower rank than they are used to.

What plans are in place to ensure that those officers, whatever rank they may be, are able to speak with enough confidence and enough credibility so that those other players in the partnership are not constantly saying, "Actually, if you do not know, let me talk to your boss"? Otherwise, what is going to happen is that we are going to by default revert to everyone just going back to the nearest chief superintendent, whoever the BCU commander is, wherever they happen to sit. What are we doing to support the people one or two ranks down from chief superintendent to make sure they can actually speak with complete credibility and authority on local policing issues?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Can I just say from the experience of local government, just because you share a chief executive across two boroughs - and this is not the norm in London - does not mean that the chief executive does not serve both boroughs with equal vigour and attend all the meetings and meet all the elected members as required and manage their week in that way. It does mean, of course, that you have point people, if you like, if you can describe it, but we do not even have heads of paid service that are separate. You will have point people that you relate to as an elected member. However, it does not mean that you get less face time with someone who is the designated chief executive for that area or borough commander in this instance, so I do not think you would get rank diminution. In the same way if you share a function across three boroughs and you have one director, let us say, for adult social care as a function. You would still expect, even though they are sharing themselves over three boroughs, that they would perform and provide the interface.

You are quite right that within each borough, you need to have the backup person that is possibly a more frequent point of contact. However, I do not think there is a rank diminution. It is a sharing of that expertise across a wider geography.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** If I may, if you look at some of the experience already of some of the larger boroughs - so Lambeth, Southwark, Westminster - where they have three or four superintendent roles as well, those roles are already doing some of this work.

**James Cleverly (AM):** OK, thank you.

**Len Duvall (AM):** I have a couple of comments to make first. I was one of those who has not been consulted and I have to say we first learned about this - and I am surprised the Committee has not - some months ago when, clearly, some chosen people were consulted over and above others on the local policing initiative. We are now in a position where the consultation has not really started off well, so do not believe it has because of the mixed messages and almost running into a number of other consultations that will become confused.

Really my question to the MPS and really to MOPAC at some stage, because MOPAC now has the counter services in the estate: are you going to be running the consultation or is the MPS going to be running the consultation on the estate issues? It seems to me they are connected to local policing initiative but they do not seem to be running together. I know we are coming on to this. I am talking about the consultation, not the detail of some of those issues.

There seems to be some confusion here - and please disabuse me - between leadership and management issues and shared services issues and they are not the same. The crux of the matter comes about this: an amalgamation of boroughs. If you amalgamate two borough police services together - let us call it that - then you are going to be deploying the resources across those two boroughs, not on an individual basis. The boroughs will want to know and the local people will want to know: what is the policing service -- none of these wishy-washy issues around, "It is all going to be all right on the night". What is the policing service they can expect and the numbers to do the job? I think there are some real issues here for outer London boroughs versus inner city issues and we do not want to get into a situation where somehow we manage to get a settlement that actually there was a fair policing service across London at the moment and I think we are headed back.

Again - and I have said this to one of your colleagues and I am going to say this and I think it is important to say this - neighbourhood policing is not just where you say, "You have one contact. Therefore, there is a neighbourhood policing element of it". I think it is for you to outline what is the new neighbourhood policing model, which is more than just a school service and the places of worship and everything else around those issues and we will probably have further questions.

I am slightly confused here. I am not one of those who were consulted. I am told that I am about to be consulted and I have to be by Friday. On the information that I have seen from other colleagues who have been fortunate enough to be consulted, I am not sure what you are consulting me on. At this stage, when is the proper consultation going to start? When are you going to sort it out and get a grip of it so it is a properly effective consultation and so we understand - I think your phrase earlier on - what are the choices that we have to make in the future? There is my rant. Hopefully it is the last.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Let us be quite clear. In language that I understand and hopefully you understand, until you have a firm proposal it is not consultation because you are not consulting on a proposal until it is defined. What we have at this stage is what I think you can term as dialogue. I think the Deputy Commissioner has alluded to this. This should happen across all tiers of government with both Assembly Members and with councillors and I think it has done in some cases and not in others. At a point at which we have firm proposals beyond the principles that we have been talking about, then you go to further consultation. That is what you would describe as consultation. At the moment, this is a dialogue about some of the issues and ways in which you can provide the manpower and resource to ensure that crime goes down in London with more bobbies on the beat, with more people involved in neighbourhood policing than ever before and maintaining 32 points of accountability, separate structures but looking at sharing some of the services across more than one geographic boundary.

**Len Duvall (AM):** I am grateful for that clarification. In answering that question, I am very grateful for that. You can answer the earlier question that I think the Chair raised and some other Members raised around the table. I think you have both said this. There will be no

changes until there is proper consultation when you have firm proposals. Can you both say that?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I think we can both say you have to have a proposal first and then you have to have consultation and then you have a final proposal.

**Len Duvall (AM):** It is yes or no. You can both say that? I am looking to the Deputy Commissioner. No changes will take place on borough until there is a formal consultation process where you have firm proposals. This period that we are in has been described by the Deputy Mayor as really about dialogue, even though the Commissioner wrote to MPs saying, "I am consulting you", and that is what MPs think they are doing, because I have spoken to a few, they are being consulted, and that is what my borough commander thinks he is doing, being consulted.

But I take the point. We are in a dialogue phase at the moment, there are no firm proposals and you will run a proper consultation process with the public and with elected members before any changes are made.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Until we get to a point where we have those firm proposals to actually say, "There you go. There are the firm proposals", and consult, yes, absolutely.

**Len Duvall (AM):** And will that be London-wide consultation or borough consultation?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I would guess it would be both because, clearly, it would be borough level as well and London-wide. But the first airing of the proposals -- and you are absolutely right. At the moment, if you look at this and you look at the entire range of work that is going on across the Metropolitan Police Service at the moment to close the budget gap, if you look at a segment, you will be completely confused. Absolutely. I can absolutely understand that. This is a colossal programme of work. The London Assembly has its first opportunity with the Budget and Performance Committee later on in October. There is a budget meeting here again in November where the totality of this -- because I absolutely agree with your point around if you see it as, "Well, that bit is about front offices and estate. That is about where our buildings are. That is around local policing. That is around how we do investigative services", but it is actually one piece.

**Len Duvall (AM):** Sorry to push you a bit further. October is a bit of a milestone for you?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes, it is.

**Len Duvall (AM):** So is October a milestone when we would think that there would be proper consultation with clearly laid-out choices and decisions and you are going to go out to the public with some choices around those issues?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** At this stage, as you understand having been a local government leader, at this stage --

**Len Duvall (AM):** It is not a question about whether I understand because local government is not like policing, Stephen. You keep referring to it. It is not like policing. There are some elements that are similar. This is not like your council. I have been a council leader. I understand that. I have also some experience with the police. It is not the same.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Can I address the point? At this stage, you can influence in the dialogue phase how you think we should be consulting effectively on something as fundamental as a change to the local policing model. You can only start what we describe as more formal consultation when there are firm proposals. I think that is pretty clear and I have said it now two times in three different ways.

**Len Duvall (AM):** I have said it a number of times. I would love to, but no one has bothered to speak to me and no one has given me the information to be part of that dialogue or consultation, whichever they think is going on. There are some mixed messages going on here and that needs to be stopped now because it will make the final decisions the wrong decisions. You have to get the basics right and the consultation is the basic bit. Engaging with people about the choices they have in the future; I have no problem at all. Even if you have not come down to firm decisions, I think people will understand that. However, if you cannot get it right at the first stage, what confidence have you got in the bigger bits of going on to the later stages?

**Joanne McCartney (Chair):** From my point of view, I had been given the PowerPoint and was asked what the benefits of the model are. I had to respond, "I cannot possibly tell you what the benefits of the models are because I do not know how many officers are going to be in my borough. I do not know about the police estate, what you are closing or not closing, what the alternatives are", so to be asked for my opinion on the benefits of something when I have been given no detail is very difficult to do. I think we will move on to Caroline.

**Caroline Pidgeon (Deputy Chair):** Thank you. I want to move on to looking at some of the police estate issues. Craig, you were going to talk about that earlier. I wonder from this initial dialogue you have been having, though maybe I would call it mood music rather than perhaps dialogue, what are the common issues that are coming up so far particularly relating to front counters?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I have not been sighted on the direct issues around front counters. I have seen a couple of the letters around front counters and the stories about particular front counters in terms of where we go. We are looking at it.

Let me start on the wider issue of the estate and bring it down to front counters. We have in the Metropolitan Police Service probably about 900,000 square metres of estate across the whole of the Metropolitan Police Service. We probably need 600,000 square metres of estate,



so we are looking at how the estate will look two, three and five years out in terms of how we re-stack around the estate.

In relation to front counters, we have some front counters where the level of footfall – and I am more than happy to provide you with the details of footfall for each of the front counters – is sometimes as low as six and eight people a day. We have others that are incredibly busy with hundreds of people a day, so that does raise an issue about where we keep people and counters available.

Why is it an issue? Well, it goes back to a number of things. If you look at the moment on a daily basis across London when we parade officers on duty, we probably extract between 100 and 200 officers to go in and do front counters, so those are people who are not available, not working in the community and not out there providing a service. There is a whole range of history and issues about how we have reached that position, but that is where we are.

We look at front counters, where they work, where they are needed and also very much saying, you know, is there a different way of doing this? Our front counter service as it currently exists across London was long before we had 101, the non-emergency number, long before we moved to offering every victim of crime a visit, long before we moved to diary cars and the whole sort of things around scheduled visits to people. It is absolutely right that we ask those questions.

Now, we may reach the point, all of us collectively, when we have done that and say, “You know what? It is more important to keep the front counter open and keep that service in X, Y or Z in London than it is to save that piece of money, in which case we go look somewhere else in the budget to save money. However, those are the sorts of choices we are going to have to make.

**Caroline Pidgeon (Deputy Chair):** OK. One of the challenges you have is saying 100 to 200 officers a day are staffing front counters. Part of that is because the police staff are gone and so you are having to pull in officers to do that. However, you could also argue that the front counter service is a frontline service to the public.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I would, but if you put an expensive police officer in there for eight hours a day to see six people, I think you would say, “Hang on, MPS. What on earth are you doing having one person sitting at a front counter to see six or seven people”, absolutely, when you have – as you have in some of the stations – hundreds of people and we probably need to look at a better service or different ways of doing it. It is that mismatch of demand. The front counter debate and where front counters are is literally an accident of history in terms of where buildings and estates are and often does not bear any resemblance to the way our communities across London work.

**Caroline Pidgeon (Deputy Chair):** The other questions I have are to the Deputy Mayor in this area. You have obviously talked in detail about the consultation process that you are going to be having with Len [Duvall]. It is said in this initial document that you are going to develop a public access plan for each borough. I am assuming that is what you are going to be taking out to consult.

What is the process behind producing these public access plans and will there perhaps be a range of options per borough for people to consult? Deputy Mayor, would you like to answer that?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I have gone back into the archives and have been presented with what is the MPA and MPS estate strategy from 2010-2014. It has a delightful picture of the Empress State Building on the front cover and lots of words. It is a useful start point but I think we have to recognise the problem that we face.

I would like to answer your question by first stating that the problem that we face is that I think the Metropolitan Police Service has around 800 buildings and that equates to around 900,000 square metres of property, obviously properties owned by MOPAC. The latest estimate is actually well over 50,000 people in the estate using on average of between 12 and 15 square metres per person. Frankly, a lot of those assets are under-utilised.

I had a meeting with the wider GLA family about property held and that includes the Fire Service. We were trying to aggregate the costs of running the real estate, the running costs, and I think we totalled up to about £250 million to run Transport for London's (TfL's) estate, the Fire Brigade and the Metropolitan Police Service. The problem is that £200 million of that is directly going to the Metropolitan Police Service to run buildings and not particularly nice buildings or ones that people who are victims of crime or members of the public want to report crime, not the right environment.

Frankly, I am all for change. I do not believe the principle of how we accessed the police service in the 19th century should be the model for the 21st century. That does provide a difficulty because the easiest thing is obviously just to continue with the status quo and maintain the estate as it is. It is quite clear there needs to be dramatic change and also a significant reduction in the running costs of real estate.

However, what I would like to do is to work with you as elected members but also with anybody interested in London to see that change being positive for the benefit of Londoners to ensure that we improve public access to the first public service of London. That engagement requires a strategy that does not just have a picture of the Empress State Building and some warm words but also has some numbers and some direction and numbers of access points and how the public can engage with this important service that keeps them safe and cuts crime. That is the approach I am going to take. We need a document that embraces how the public can access the service as part of a wider estate strategy.

**Caroline Pidgeon (Deputy Chair):** So these borough public access plans are going to provide a number of options and are going to have numbers and costings alongside it that you will be consulting on?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I think there is a huge opportunity for creativity with people who know the lay of the land to improve public access and drive down the running costs of this service so that we can put more bobbies on the beat

and get more police officers into neighbourhoods and not run it on buildings that are ill-equipped to serve the public or the service, yes.

**Caroline Pidgeon (Deputy Chair):** I will take that as a yes. Then in this document you also talk, and you have to us before, about your idea of increasing policing presence as part of this in places like supermarkets and so on. I know Tony [Arbour] made his views known on that at the time. I am just wondering what actual evidence you have that demonstrates that shopping centres and libraries can be an effective replacement for front counters at police stations.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I am sorry to disappoint you but, for me, it is important to have a strategy that shows it is the right strategy based on what works. That strategy will contain evidence, it has to be the right direction in terms of being able to serve all of London, not just parts of London, and it has to be something that we can afford with the difficult budgetary envelope that we have. That will all be in the strategy.

There is huge room for creativity and to think about, now we are in the 21st century, how we can use buildings, how we can think about a 24/7 public sector. This Committee has done the work as well looking at how we can weave together accident and emergency (A&E), police stations and also fire stations to provide 24/7 cover in a more cost-effective way that saves money and actually probably is better and looks at co-location. Then we look at public access points on the high street that are very visible and in the face of the general public rather than tired, old counters that are only visited by often only half a dozen people a day. I am sure you would agree with me that that is a more uplifting vision: to raise the flag of criminal justice in the high street rather than maintain the infrastructure of the Victorian era. I need your help because you know your patch to show how that could work best for London.

**Caroline Pidgeon (Deputy Chair):** OK, I had asked about the evidence but you are just saying you do have evidence or not?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** The evidence goes in the strategy which you will be able to review and comment on and, I am sure, improve.

**Caroline Pidgeon (Deputy Chair):** Good, welcome to see that evidence in that that we can look at. Then I also want to ask you about the savings you are looking at from the whole of this estate strategy. I think it was planned about £40 million. Is that still what you are aiming for or are you looking for additional savings from it?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Again, there is what you can call what the professionals advise you and what you could call a stretch target. But, no, the number that we believe we can take out in terms of -- this is, again, driven also by the Metropolitan Police Service saying, "These stations are not required operationally and therefore you can release the property without worrying about the service". As the MPA did with the Metropolitan Police Service, you have to take a lead from the service. I think the figure that the professionals at the moment are working to in the first instance is £50 million but it could be more than that. It is in that order.

**Caroline Pidgeon (Deputy Chair):** It could be more?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** It could be more. It could be significantly more.

**Caroline Pidgeon (Deputy Chair):** OK. Could I just ask on the wider estate – I meant to ask on a previous question – the issue of Dean Farrar Street where the offices of the MOPAC are based. I think you said it was one of your key success factors in your business plan to relocate all of those staff to City Hall. Is that still the case and what savings are you planning to make from that?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Yes. I have announced that. We fully intend to do that. My understanding for people who manage this building is that there will be a decant, if you like, of those people that were brought on board for the Olympic period and then the vast majority of MOPAC officials will be moving over to City Hall in due course. That is a matter of weeks away.

**Caroline Pidgeon (Chair):** Right, just because the Head of Paid Service at City Hall to a question I asked him last year --

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Last year?

**Caroline Pidgeon (Deputy Chair):** -- at the Business Management Committee said that there is no way MOPAC could move in here given the potential demands for accommodation with the Mayor's additional responsibilities and the fact that there had been a significant extension to the lease at Dean Farrar Street.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Well, I take my instructions from the Mayor, of course. One of those instructions was to move MOPAC to City Hall. I guess the Head of Paid Service is working to the ambition of doing that and I understand from those who manage the floor plate that it is possible to move I think 65 of the 100-odd staff, which is excluding the shared audit function, to this building. However, if you have more up-to-date knowledge than that, then I would be delighted to look at it.

**Caroline Pidgeon (Deputy Chair):** No, so 65 staff are going to be moving over? Great. Thank you.

**Roger Evans (AM):** This is another of those cases I am afraid where there has been leakage in some parts of town and there are protests already springing up around various sites and people are hearing different things. Obviously, we appreciate you have a difficult job to do. I had one case at Wanstead where the police station was actually closed ten years ago and opened again because it was found to be necessary.

I guess my question to you is how will you make sure in this strategy that you do not find yourself in a situation again where something is closed and then has to be reopened with all the attendant costs?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I take the point and I cannot comment on specific cases. At this point I know there has been a previous programme of disposals signed off and I at this stage have not signed any because I would like to have a strategy in place with a clear understanding of what operational footprint is needed to keep London safe. At that point, we go out and we have intensive dialogue about how we can improve public access and look specifically at your patch in the way that we will right across London to get that right.

I think you point to one of the real problems, which is having the consistency of implementation. You have to have a strategy that makes a choice, you can see what you are trying to do over a number of years and then you make it happen. That takes a bit of time. At the moment, we are at the stage of refining something so we are absolutely clear what we want to with regard to the central London estate but also the territorial policing estate and also Hendon. All of that will come into effect both in how we can run the headquarters in a more efficient way but also in engaging with the public in a more sensible way. All of that will come together in the estate strategy which you will be able to be consulted on and receive your input.

**Roger Evans (AM):** Good. When you put the strategy together, will a part of the evidence in that strategy concern response times, in other words how quickly the officers can get to you and also how quickly you can get to them if you need to report something?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I think you should ask the Deputy Commissioner.

**Roger Evans (AM):** Yes, please. That is the sort of fundamental question we probably need to ask now while the strategy is being produced rather than later.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Absolutely. The core business is getting to people. That is our business and the ability to access us. I think it is worth remembering we are not starting from a perfect position. If you look at where we have developed some of the estate even over the last five or ten years, we have estate in some quite unusual locations on trading estates and things which are not where you would expect estate to be. So we are in a migration phase from one strategy to another in terms of how this will work and how this will deliver.

In terms of response times and all of those sorts of things, that is absolutely part of it. That was why some of the work was done around things like patrol bases and other things earlier on because, particularly in the larger London boroughs, it is increasingly a challenge for officers.

**Roger Evans (AM):** Absolutely right, particularly in outer London boroughs where your footfall and your crime levels may not be particularly high. The key question is how quickly you can get to incidents.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes. Over the Olympic period I was out with an area car driver in one of the outer north London boroughs

responding to calls. That was on a Sunday morning and even at times there it is a long truck across the borough. At 9.00am in the morning when the main arterial routes are all flowing into central London, that is a real challenge and that is not about where the police station is or anything. It is just about the demographics of London.

**Roger Evans (AM):** Yes. Stephen, I was pleased to hear you talking about being creative in solving these problems because I certainly find when I visit my police station it is not a particularly pleasant experience being queued up outside, but you find you queue up with people who are there to do things other than report crime, so we have people presenting documents, for example, or handing in lost property. Are those the sort of things that do not need to be done at a police station?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** In an ideal world, yes. However, what we are seeing - and we have touched on this in other areas - is as others sort of retreat away from that public space, the one place that is available is the police station. Increasingly, things come into the police station. Increasingly the number of people who need to produce documents is reducing with things like the insurance database, so if an officer stops someone on the side of the road now and checks the vehicle, there is usually no requirement to give them a certificate to produce because you know whether they are insured, MOT'd and legally able to drive it there and then.

**Roger Evans (AM):** Another area apart from my local London background, I would be interested in is healthcare provision. I think the estate thinks about three principles and you are basically alluding to the point about access. I think the strategy will have to address access with regard to response times, public access and probably also custody. You cannot have people spending an inordinate amount of time, even if you want to centralise custody, getting to places, recognising travel times. I know as a Londoner, frankly, it is easier for me to go east to west in my patch than it is to go north to south because that is just the way London has been designed. There are not so many routes and they tend to be blocked up. I can probably get to Dorset quicker sometimes than to Brent in a car, but then I always take public transport of course. So access is a key thing.

Where the creativity comes into it is around the quality, so you can actually achieve quality of access without spending money. That has to be the solution when we look at this particular issue about how the public engage with the first public service.

Lastly, it then comes down to cost. I know Caroline Pidgeon wrote down £50 million. I personally believe it could be far more if we really get into new ways of thinking about how we allow access for this important service.

**Tony Arbour (AM):** When we have discussed in the past the problems of having an open office and a continual police presence, the last time we dealt with this we thought that the solution was going to be to have volunteers and certainly across the suburbs there were police stations that were kept open by volunteers. Hopefully that is going to remain in your creative thinking particularly as part of the Olympic legacy. There are all these people, and certainly I have them in my family, who have been imbued with their recent experience and would like to

do this. Of course they do not need to keep the old police stations open, you can have them elsewhere, and I am quite struck by your investigation of having joint access. I see no reason why there should not be a blue light place for people who want these services. I am quite certain that much of my patch is one of the places where the footfall at the police stations is very tiny indeed, and of course it makes no sense to have a full-time police officer there. It is ideal for volunteers and we have lots of volunteers. I very much hope that you are going to be looking at that and I found the absence of the word "volunteer"; well it is an absence that should not be there.

**Joanne McCartney (Chair):** Just about having to reopen stations, because I am aware that in Lambeth three police stations, Gipsy Hill, Cavendish and Union Road were closed for the Olympics and to the shock of certainly Val Shawcross AM and other elected members down there, notices have gone on them saying they are going to remain temporarily closed. It is giving the impression that you have already pre-empted your front counter decisions.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I am not sighted on the detail of that. If it would help, I will get the position and give it to you within seven days so you know what is going on.

**Caroline Pidgeon (Deputy Chair):** There are others around London like that.

**Joanne McCartney (Chair):** Yes. Notices have gone on those three police stations.

**Len Duvall (AM):** Is one of the problems that you face the quickness and the speed of some decisions? I understand some of the options being discussed now were options that were discussed and, in my understanding, were put out for disposal, Woolwich Police Station, Thamesmead, on the basis that a new patrol base was found. It was on a proviso that counter services could be found in other locations. That was back in 2005 that decision, 2006. It was then stopped when Boris Johnson took over the Mayoralty because it was obviously in the list of others around that. Do you not think that if we had got on much earlier with some of those issues that the liberation, the mismatch between deciding where you are going to have your staff based and not, would be much easier rather than the backdrop now of a major budget crisis that we face.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I think one of the frustrations, and I am sure the Deputy Mayor and Members have this, is that particularly decisions around estate seem to take an awfully long time, so some of your lead-in times you are talking about, I absolutely recognise those. I think it comes down to things like having a strategy and a vision for 5, 10, 15 years, rather than dealing with issues as they pop up. The wider point you make, I do not think anyone would choose to start a budget process where you say there is £540 million to take out; we have to look at everything and you have to do it in the timescales. But that is the reality.

**Len Duvall (AM):** Can I just ask the question, whatever the savings would be, in rough percentage, what is going to go back into dealing with the budget and what is going to be

reinvested on, I presume, new counter services or locations? Do you have any ideas around that yet?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I think we have to look at net savings. Even if something has to be reinvested, we are looking at making, as we say, a significant amount, £518 million I think is the budget gap, so we are looking at net savings of £50 million plus. So, even if there is going to be reinvestment that is what we are looking at in terms of running costs. Are you asking what goes back from the disposal, the capital receipt, back into --

**Len Duvall (AM):** Some of the issues, we were told previously by Kit Malthouse [former Deputy Mayor for Policing and Crime], the reason why we were doing the asset disposal was to help out in the budgetary positions, not just in terms of we have fewer police officers now so we do not need the estate that we once had, that is one issue, but there is also some money that would go back in from the disposal of the assets, back into the budget.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Yes. Clearly within the public sector you have running costs and we have to get the running costs down, as you have heard, considerably, by hundreds of millions. However, there is an opportunity with the estate to dispose of buildings and have capital one-off amounts of money to improve what we consider to be the things that will allow the estate to function better as a modern police service. So there are opportunities for reinvestment from the capital receipts, yes.

**Len Duvall (AM):** Some of the previous commitments about alternative counter services then, in the past, can we take it that those commitments that were given in the past fall at the moment because they need to be looked at in the melting pot, or can we still stand by those existing commitments that were given?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I think I need to understand what those commitments were.

**Len Duvall (AM):** A police station closes, the police say, "We will close this police station but we will provide a counter service in a close-by location". The access issue, those sorts of commitments - I think it is fairly simple what I am saying - are those commitments no longer being honoured because you need to see the mix; is that what you are saying?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I think what we have heard the Mayor say is that there is a guarantee for 24/7 access in each borough. We have also heard a commitment that we think we can improve public access and public access points, which will be by being creative. However, I do not think we are committing to do a like-for-like. This is what we have here --

**Len Duvall (AM):** No, sorry, no, no, no. Listen carefully to what I say, Stephen.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Well I need to understand it, yes.



**Len Duvall (AM):** I will say it more simply. You close a police station, there is a counter service in the police station, and you are going to replicate the counter service, not the police station, in another location. Is the counter service on the previous commitments that you have given, where you have gone out to consult, where you have told people the service is going to close, that those counter services will happen.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** We use the term “police counter”, the Mayor has been on record saying that where something closes he will look for an alternative way for the public to access, which we can call a police counter. What he also said --

**Len Duvall (AM):** Is that, sorry, no, this is a very important point you have just opened up there, because some of the work that has been done by the police service in the past is a phone outside police services that are closed. Are you saying then that a counter service could be replaced by an alternative point of access, which could be a phone service?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** No, I did not say that.

**Len Duvall (AM):** Fine, OK, because I think we need to be clear about that when we are talking about it. So counter services are counter services; that is what I am asking now. I will go back very simply, are the commitments that have been made in the past, public commitments, do they not stand now, they fall because we are in a different situation? Is that -- I am just not -- it is not a catch-you-out question, I just want to know what the rules are, what will be available.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I think, if you have a face-to-face contact point - which is today described as a police counter, because they all have counters - I would ascribe that you are looking for an alternative face-to-face contact point. I am not sure you would describe it as the Victorian police counter that has been replicated from A to B. I would see it as a diminution of quality to remove a face-to-face contact point and provide a payphone or a telephone. That is not going to happen.

**Len Duvall (AM):** I have that bit. All right, I will go back to my original question; sorry to be pedantic on this, Chair, but I think it is quite an important one. The commitments that have been made in the past by the Metropolitan Police Service to replace a counter service from a closure of a police station, whether it is in a supermarket, a council building, or whatever, is that a commitment that you still wish to maintain or cannot maintain.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Absolutely, how can we improve --

**Len Duvall (AM):** Fine, OK, a long time coming.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Well it is a long time in getting to understand you. I now understand you, and --

**Len Duvall (AM):** Sorry, is it my accent you do not understand or is it my straightforwardness? I think I am straightforward. I will do a straw poll of my colleagues. Did you understand what I was saying?

**All:** Yes.

**Len Duvall (AM):** It only seems to be a problem with you. I think the police officer understood that and you say that, now on behalf of the Metropolitan Police Service that is a previous commitment.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Can I just pick up on one point you made because I do think it is important and I am hopefully not being pedantic about it. You talked about the reason we can reduce the estate is because of less people. Even when we have been at our peak by every conceivable measure we have more estate than we need. All the public sector measures, all the private sector measures, and that is why I talk about restacking the estate, because you can go to stations, and you know them, you have them on your patches, where people are absolutely rammed in, and then you go to other parts of the Metropolitan Police Service estate where we have an awful lot of square metreage for every person. So it is about trying to get that mix right.

**Len Duvall (AM):** OK.

**Joanne McCartney (Chair):** We need to move on now, but I think the public consultation is going to be vital for us and we are going to be looking at that as well.

**Tom Copley (AM):** Yes, thank you, Chair. Good morning. I wanted to move on to closed-circuit television (CCTV) cameras in police vans and the issue of deaths in police custody. Of course, I am sure all of us here will welcome the inquiry into deaths in police custody. Deputy Commissioner, could you tell us what the timeline is for this review?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** The deaths in custody, are you talking about Lord Victor Adebawale's piece of work around mental health?

**Tom Copley (AM):** Yes.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes, because while it will deal with deaths in custody, it is also around a wider issue around the police interaction with mental health. The police interaction with mental health and deaths in custody, I think particularly after the end of the Sean Rigg inquest, we were particularly struck by arriving at a scenario where, as a service, just saying, "We will go away and look at our processes". It hardly seems where we wanted to be or what we wanted to do. Having someone die in a police station, every one of those is a tragedy for families and everyone affected. So we said, particularly when we are dealing with the issues around mental health - and I will touch in some detail - having done quite a bit of work on this, that we wanted to have an independent person look at how this works. Look at how the interaction between the police service, mental health

provision, people with mental illness, really works, and try and tell us, are we missing something; is there something more we could do?

It is not just a Metropolitan Police Service issue. The Association of Chief Police Officers has written to the Home Secretary and others around our concern around mental health provision in communities. It does seem that there is a real challenge for us all at the moment that we move very quickly from individuals with an illness in communities that either is not managed or they cannot access services and it becomes an acute episode far too quickly. Into that we then throw police officers, sometimes with three, four, five years' experience, and the default position in London is we end up at a custody unit where all of us involved in this debate realise and know that the issues around place of safety, the one thing we all agree on is we do not want people in police custody units. However, the lack of provision, the lack of access to services, means that increasingly that is what officers face.

Which is why we have asked to have a much wider piece of work to say, how does this all join together; what can we do in terms of the Metropolitan Police Service to help with this incredibly difficult and complex issue; and where are the lessons we need to learn in relation to it? That piece of work was literally announced this week. We are hoping it will be available to report by February. Lord Victor Adebawale will call a variety of people; it is an independent review, who he chooses to speak to and involve in it is entirely an issue for him. We just feel this issue is so important in terms of how we move forward and address these issues that that is why that piece of work has been commissioned.

Did you want to talk about CCTV as well?

**Tom Copley (AM):** Thank you for that answer. Jenny is going to ask some more questions on this particular issue in a moment, but I wanted to turn to the specific issue of CCTV, which is the measure that has already been announced to help to reduce deaths in police custody. I believe the plan was to begin fitting these by Christmas this year; is that still --

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes, the four vans in Lambeth; we are starting in Lambeth next month, so the roll-out will start next month in terms of the vans in Lambeth. It costs between £3,000 and £4,000 per vehicle to fit it but a number of us who have worked elsewhere in the country have seen this and it is part of the work around responding to this. To give you a feel for how complex some of these issues have become, and why we think it is important to look at it, the standard operating practice (SOP) around mental health is over 100 pages. The chance of an individual officer being able to understand the complexities of that in their borough, and not just as someone who is in a leadership position, does not feel a good place to be. That is why we are so keen to look at this and have a root-and-branch, "Come on then, what can we do?"

**Tom Copley (AM):** When do you anticipate this roll-out will be completed?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Realistically on timescales, during probably the first half of next year, given where we have come to in terms of both van replacement and kit. That is assuming we do not suddenly find - and I do not profess

there would be this - that there is some reason that our vans are different or something else. It is going out into the Lambeth ones next month, so we should have the feedback hopefully by the time we next meet.

**Tom Copley (AM):** Will the CCTV cameras have audio?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** They do have audio as well. They have audio and visual.

**Tom Copley (AM):** Where and how will they be monitored?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I do not know the detail, but in terms of where they are, they are for the caged areas of the vans, so the area --

**Tom Copley (AM):** Where will they be monitored from, sorry.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** As it works elsewhere, and I have not seen the details of this installation, so if you would bear with me I will tell you how it works elsewhere. They go to a drive in the front of the van and if there is an issue it is literally downloaded and is available there. There is an issue about retention time and how long the drives will hold the information on, but that is why we have done it in the Lambeth ones first.

**Tom Copley (AM):** I was going to come on to the issue of the length of time. Do you have any idea, is there a standard practice from elsewhere in the country?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Usually a bit like custody tapes, some of them are 28 days, because you reach a point where you end up with a volume that is just unmanageable, hence why we predominantly go for digital. However. I do not know. If you would like the details of our retention policy on those, I am more than happy to give it to you.

**Tom Copley (AM):** I think that would probably be useful. Just turning to Stephen finally, are there any further actions that the Mayor's Office for Policing and Crime is considering to help to reduce the number of deaths in police custody?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I think the first thing that is worth noting is, by my records, and I am told that this is fairly unique, there have been no deaths in custody in 2011 and 2012, and so far in 2012 no cases of death in police custody, and that is for the first time in ten years. That is not any room for complacency of course, and I think that is why the Commissioner has called for CCTV to be piloted in Lambeth and rolled out. But what is MOPAC doing? Certainly MOPAC will have oversight over the Metropolitan Police Service custody improvement programme; we will want to see a proper business case for the roll-out of investment that is taking place in a cost-effective way.

I think actually another area that I happened to speak on, which is around women and mental health issues in custody, I think we have to shine a spotlight on I think what the Deputy Commissioner referred to, and that is almost an invisible wall from a critical service that has to engage with the criminal justice system, but also in custody. Because one of the things that our lay custody visitors are raising, and I do not know if you are seeing this with your constituents, is the inability of getting often a timely response from the mental health crisis teams when they are required. That is something that I think we need to have some idea about how we can remove some of those invisible walls to ensure that we get the integrated service provision that you need to provide an effective and safe environment for people in custody.

**Tom Copley (AM):** Thank you. I will leave it there.

**Jenny Jones (Deputy Chair):** Thank you. Mr Mackey, how many vans are there that you are going to --

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Right across the Metropolitan Police Service? I do not have the exact figure.

**Jenny Jones (Deputy Chair):** I am just wondering, roughly.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I am sorry, I would be guessing. Lambeth has four vans, so there are four going into Lambeth. It will be the vans with the prisoner cages and any where an individual can be detained.

**Jenny Jones (Deputy Chair):** Will there be live feed as well? Will the feed be watched anywhere, say in the police station?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Not in the police station as such, it is just recorded. Our practice and policy, as a result of a number of these previous incidents, it is much more the norm now to have someone in the cage with the detained individual. But no, I am not aware of a technology feed that allows a live feed from the back of the van to somewhere else.

**Jenny Jones (Deputy Chair):** I must say, the idea of keeping it for 28 days does seem a little bit short, but presumably you will consult on this.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I said 28 days because the policy in other areas is around 28 days. I will make sure you get the current policy in terms of doing it. There does become a limit on how long you can physically keep things for and the reality is tragically these incidents, when they go horribly wrong, we know about them very, very quickly.

**Jenny Jones (Deputy Chair):** OK. The independent commission you are setting up is very welcome, I think long overdue, a very good decision to do it. I am slightly concerned that you do not have a sort of rounded input into that, because, for example, Inquest, the charity, is not on the commission. You also do not have any sort of black mental health charity there, and, as

you know, half the people who die in custody are mental health services users and of course over-represented by black men who get arrested more. So do you not think there might be --

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I am more than happy to raise those issues with Lord Victor Adebawale.

**Jenny Jones (Deputy Chair):** Did he make the decisions on who would be on the commission?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** The decisions were entirely his in terms of members of the commission.

**Jenny Jones (Deputy Chair):** OK, so it would be good I think if you --

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I am more than happy to take those representations back. I am sure many of the groups you refer to are many of the individuals he will involve and will give evidence. I am trying for obvious reasons -- the idea is it is an independent commission, I really do want to emphasise --

**Jenny Jones (Deputy Chair):** Yes, no, no, absolutely, it is just that these are voices that are not always heard properly.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** No, and I think that has come over loud and clear.

**Jenny Jones (Deputy Chair):** Perhaps I will write myself as well just to reinforce it. If I am saying the same as the Metropolitan Police Service that must be a departure. What about representation for the families, because that is going to be incredibly important so that the commission understands. Is there a mechanism, do you know?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I know that we have written to all the families, explaining it is being set up. I am sure that Lord Victor Adebawale will hear from some families. The commission has to be very careful; it is not a re examination of each and every one of these incidents, coroners would have something to say if it was that; it is not. Certainly, letters have gone out to all the families of those affected.

**Jenny Jones (Deputy Chair):** Thank you, so they can get in touch. Mr Greenhalgh, you said that there have been no deaths in custody in the past, was it 18 months or 2 years?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I was given the information there have been no deaths in custody in 2011/2012, and also, so far in this calendar year, there have been no deaths in custody.

**Jenny Jones (Deputy Chair):** But of course people tend to think that a death after police contact is a death in custody. They associate the same things, and so, for example, the Mark Duggan incident, people would imagine that is something that might be called a death in

custody. Can you tell me, on that, if you are going to press for an inquest as soon as possible? It is one of the problems that people have that inquests take so long because of what they see as delays through the police and then of course they feel that justice is denied the families because the inquest is not happening fast enough.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Let me get back to you, I will reflect on that, I do not want to make policy on the hoof.

**Jenny Jones (Deputy Chair):** All right, I will write to you.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Thank you.

**Jenny Jones (Deputy Chair):** Thanks.

**Joanne McCartney (Chair):** I think in the Duggan case there are issues about what evidence can be heard and I wrote to the Home Secretary on that and I think --

**Roger Evans (AM):** There is a trial associated --

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** We have to be very careful; there is a live trial running.

**Joanne McCartney (Chair):** I think that is about the inquest process.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I understand the issues about length of times of inquests, but to some extent that is not always in the control of --

**Jenny Jones (Deputy Chair):** I know, but for example the Commissioner himself said at one point that the officers involved in that would be questioned by the Independent Police Complaints Commission (IPCC) and then that was withdrawn for some reason. Do you know the state of play about that at the moment?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I have to be very --

**Jenny Jones (Deputy Chair):** When there are confusing messages from the Metropolitan Police Service, people get very upset.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Absolutely, but you will know from the press coverage yesterday, the officers concerned are giving evidence as we speak. I do not think I should be going there.

**Jenny Jones (Deputy Chair):** No, I am sorry, no, this is not about the case itself, this is about process. This is about whether or not the IPCC, if the Metropolitan Police Service would encourage those officers to go to the IPCC to be questioned.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** The Commissioner has always been very clear on that and the Metropolitan Police Service has always been very clear on that; we encourage the officers to be involved in the process. The officers have answered a large number of questions and this issue will be dealt with undoubtedly as part of the inquest, so we cannot go there.

You asked the Deputy Mayor about figures, 13 deaths referred to the IPCC in 2011/2012. He is absolutely right, none of those deaths occurred in custody, so those are deaths following police contact. Those range from suicide, through to officers using firearms, through to road traffic collisions.

**Jennette Arnold (AM):** Yes, Chair, thank you for that. I just wanted to clarify, and it is the point that Jenny has made. To so many people, when we talk about deaths in police custody, we include deaths associated with police contact. The public does not get into the sophistication of whether somebody died in the cell, it is if the police are there and they have arrested somebody or they have something to do with it and a death occurs, then that really is what is so alarming to us generally, to us all.

If I could go specifically to members of the black and minority ethnic (BME) group community, not to say that I am speaking on behalf of them, but as a representative of three boroughs where our population of BME residents is, across my piece, about 60%. Could you not give my constituents a little bit more heart in this review by making the terms of reference public? You talk about it being independent and we all have great respect for Lord Adebawale, but more than that is required. What were the terms of reference that were set, so that is in the public domain and available from the Metropolitan Police Service. The Metropolitan Police Service must have been at that starting point. So we can see in those terms of reference, if there is no mention - it is something that Jenny has alluded to - that there should be the closest or the full engagement of families of bereaved victims, we can see that. If there is no reference to working absolutely with inquests then we can see that. So that we can know what, if you like, the product is going to be like. It is so important because this is not the first investigation of its kind, but it would be really good if it was a substantial one and that people could have faith in it, and at the moment not enough information is known. What statements can you make about making the terms of reference public so that that is a starting point for people?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I am more than happy to share the terms of reference and make them public. In terms of that, can I just pick up on a point again, because I think you make a very good point at the start around people not understanding the notion of deaths in custody, and --

**Jennette Arnold (AM):** But you would get that definition in the terms of reference.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Absolutely, no, sorry, it was a wider point than the mental health review. Sadly, and let us take a real scenario, one of us walks out of here and has a heart attack and you get the misfortune to have me trying to save your life in terms of resuscitation, if I stick you in a car and take you to hospital and you die, that is a death in custody.



**Jennette Arnold (AM):** Well you do have me in custody, or I have you in custody, if I am with a policeman, are you not a custodian of me?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** But, Jennette, I do not think people realise those sorts of incidents are captured in these numbers. I do not think people realise that, in these numbers, there are people who have been arrested for some quite nasty offences, left the police station two days ago, and decided to take their own life. I am supporting you. I think we need a much clearer debate and definitions around deaths in custody.

**Jennette Arnold (AM):** Thank you, and so that information, you are going to ensure that is made available?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes.

**Jennette Arnold (AM):** Can I just say, you said something about a document that has 100 pages and of course some operating manuals have that.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Standard operating procedures.

**Jennette Arnold (AM):** Can I just say, I have read the inquest into Mr Riggs. What that inquest highlighted was that there was a failure to uphold Mr Riggs' basic rights. Basic rights do not take 100 pages when it comes to public service; it is part and parcel of the care that is expected from every officer. I just wanted to put that on record.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** No, I absolutely understand that, and some people may be aware that tomorrow the coroner makes any potential rulings as a result of that inquest.

**Jennette Arnold (AM):** OK, thank you.

**James Cleverly (AM):** Thank you. I want to go back a couple of steps to the use of digital technology and video. There have been trials of body-worn cameras, which - on the figures I have had shared with me - indicate that they have reduced the amount of administrative time that those officers subsequently have had to get involved in, they reduce the number of complaints. What I would ask is what plans do you have in place to learn lessons from those trials and roll out body-worn cameras as widely as possible right across basically frontline policing? Stephen, I think.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I think we have to just take a step back because I have been briefed by people who have been Director of Resources, Anne McMeel, it was at the suggestion of an Assembly Member, it was a very useful meeting. I think my start point in having to find and deliver a balanced budget, and not just do that as an optical illusion, but something that will work to get us within a constrained financial envelope, is to

recognise we spend a staggering amount of money on information technology and kit and we also employ directly, or the Metropolitan Police Service employs, 800-odd staff, and so about £103 million a year. I think we have to make some choices about how we deliver technology and applications based on what we think absolutely will produce an efficient unit, but also recognise that there are other things that we simply cannot do.

There is a cost to CCTV roll-out in what will probably be about 100-odd vans, and that sounds like that is a sensible IT investment. What you are suggesting could also be something that would ultimately improve productivity, but then you have to take the cost out somewhere else and work that out and deliver casual savings, otherwise all they become are a series of investments that add more to the costs base and widen the budget gap that has to be closed. I would like to know more about the technology and how it can be used to actually make London safer and also reduce the running costs of the Metropolitan Police Service.

**James Cleverly (AM):** Yes, that is a very fair point. I am thinking that, with the imminent replacement of the air wave system, there is an opportunity, and I think this will take almost a kind of a psychological shift in UK policing from what I think has historically -- I mean I want to have a conversation about this. I hear people talk about the air-wave replacement, the police radios, and that is very much still thought of as primarily a communications device. However, as we are going to be looking at replacement options, might it be possible for us to at least investigate taking a bold jump forward and having something that gives us GO tracking of where the officers are so we get a snail trail of officers on foot as well as officers in vehicles, the integration of what becomes increasingly a cheap technology, which is widely available in the commercial sector. I suppose the ultimate gutsy call is, if we are saving an awful lot of time when officers are not basically available for frontline duty - that is when they are filling in forms, when they are appearing at professional standards hearings because there is contradictory evidence about their conduct or otherwise - then actually there is a piece dividend there. We may, through the better utilisation of technology, and I appreciate there is a cost overhead, we may get to a position where we can get more policing output for a smaller human cost of policing input. I know police numbers is one of those holy grails, but if - and it is a big if - we can have a grown-up discussion about policing outputs rather than just pure policing input, there may be some big wins there.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** That sounds like you have a lot of expertise about how you would wrap this to be a broader discussion about how you effectively equip the frontline police officer to be more productive and deployed more effectively and I wholly agree with you that police numbers are important. I think they are important, but equally important is the productivity, the visibility, the availability of police officers on the streets of London. The point is, it is what we can afford, and I start off with that envelope. As I understand, the Home Office give a capital grant of about £20 million to £30 million a year. Currently the Metropolitan Police Service, in terms of capital or one-off costs, is often spending in excess of £200 million, often £300 million. This goes back to having an envelope that we can afford. For me there is getting the basic running costs, basic IT infrastructure costs, to run at a level that we can afford and still maintain the operational capability that we need to keep London safe, and then look at the sort of special projects over time that can transform London policing. We have to do it in a way that we recognise we cannot

have it all at once, and we have to do it within that budgetary envelope. That requires a bit of a vision and a longer-term view more than three months, six months, a year, it is two or three years, four years, about having a picture of how we want to equip the bobby on the beat for the 21st century. I think that debate, as the Commissioner has said yesterday – his anniversary – that is happening now. All of those ideas have to be brought to the table so we can have a clear idea of where we are trying to get to, even if it does not happen in three months or six months.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Just to absolutely support you on that vision and view, I met with operational officers yesterday at Hounslow, and talking about the sort of equipment they have at the moment, they have an airwave radio, they have a personal digital assistant (PDA), they may have a little fingerprint reader that yet again is separate, it is not beyond the wit of all of us to say, “Actually, bring those together, it would be far more efficient in terms of doing it”. Also, the body-worn video is an interesting thing in London. London relatively is in a different place around body-worn video than the other 42 forces in the UK where it is quite extensively used. It is very common to walk up to officers in other parts of the UK and for them to have a body-worn video on their vest or on an outer garment, and it does bring some real benefits. So we are keen about this, as the money envelope allows, and part of the work around change is very clear about using technology in a much, much smarter way. One of the real frustrations of officers at the moment, here we are in 2012 and they take a crime report, they have to go back to the police station to fill the thing in on the computer. Once we break that link and get some remote working and all that, you can free up very different ways of working. That is very much part of the vision of the change programme.

**James Cleverly (AM):** So there is no philosophical hurdle?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Absolutely not.

**James Cleverly (AM):** It is more about the logistics.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** It is more about logistics; it is the logistics, it is reliability of some of the technology, it is now the plethora of, not free technology, but very different technology, so apps and those sorts of things. It is making use and being just a bit more open-minded and saying, “Look, we could do this very differently if we used X or Y”.

**James Cleverly (AM):** Could I encourage you, this is more of a request than a question, historically the organisation has been wedded to a single technology to provide a capability. Could we look this time around at specifying the capability and thus not tying ourselves too tightly into one particular technology provider, because I cannot help but think there is a real cost saving opportunity to have a bit of market flexibility.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** That is where we are, part of the work around the change that is very much integrated in it. We have a group of about 100 people who just across the organisation are prepared to think quite differently and we bring

them together and sort of say, "Go on, what could the world look like?" and then put in people from the private sector in terms of technology and thinking, some of the people who are at the forefront of where technology is going as a use in the public sector. On exactly that point about saying, "Don't start from saying it is an X type of structure and work backwards", say, "What do we want the technology to do for the 8.2 million people of London? All right, what could it then look like?"

**Onkar Sahota (AM):** Just briefly, Deputy Commissioner, the cameras in the vans, will they be playing all the time or will the officers be turning them on and off?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I do not know the technology of that, whether there is an on or off switch on them, I will get back to you in --

**Onkar Sahota (AM):** It would be very important that they play all the time, because if you depend upon the officers putting them on or off, you defeat the whole object.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** No, and exactly the same, having had experience of it elsewhere in the country, it is exactly the same when the stuff goes out of service, what is our instruction? If the stuff goes out of service, do you use the van or not? So absolutely no way of committing on that, so --

**Onkar Sahota (AM):** Thank you.

**Caroline Pidgeon (Deputy Chair):** I just want to pick up that with the big redevelopment of your training facilities up at Hendon, I was just wondering, there are huge challenges there I think over the next three years. You are going to have to take staff and trainees off that site while it is rebuilt. A very brief update - you might want to send more details in writing - on progress so far. For the Deputy Mayor, do you think you have the relevant staff within your Mayor's Office for Policing and Crime to manage a project on this scale? I am wondering what discussions you have had with other forces potentially about sharing facilities and what learning there is from, for example, the Gravesend site that certainly I went to visit with the Chair previously and it is a very underused facility, though excellent what is there.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I will take the question in two parts. I understand the opportunity, which is that this is an important regeneration site for Barnet and people in Hendon, but the Metropolitan Police Service has a requirement for a world-class training facility and with more effective use of land there is an opportunity to have a win-win, as I understand it. There is an opportunity for something that will invigorate that part of Hendon, with jobs, homes, as well as businesses, as well as a world-class training facility, but on a smaller footprint, is the vision. I think that is to be applauded as an objective.

The second point, I think it is a good question about, do we have the capability within MOPAC? I think, no, we do need to have help, both within the wider GLA family, as well as with the property professionals, when you are working on something as fundamental as master-planning a part of London. I know that I have been in discussions myself, brought together by the Deputy Mayor for Housing, Land and Property [Richard Blakeway], and I have also had

conversations with the Deputy Mayor for Business and Enterprise [Kit Malthouse]. There are in place ways in which you can work with particular partners around a framework contract to be able to do development and work out who we can involve to ensure we maximise that opportunity and deliver those jobs and homes, but also ensure that the Metropolitan Police Service has its operational requirements for Hendon. We look beyond the boundaries of MOPAC, in answer to your question, to do that.

**Caroline Pidgeon (Deputy Chair):** What about the point about -- have you looked at potentially sharing with other forces and what can be learned from other facilities such as Gravesend?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I have not been to Gravesend yet. I have heard that it is not well used as well, and it is a private finance initiative (PFI) contract and that does cost the Metropolitan Police Service. That issue has been raised and I will go and visit it. I have also been - within the short three and a bit months, or is it four months now, in post - I have been to the national police training facility, the National Policing Improvement Agency (NPIA) facility, I cannot remember exactly where it was, but it was lovely. I guess that we need to have a view about what the police services across the country will use. All too often people say, "We can create a national facility and we can share facilities, and open the doors to the world and no one walks through them", so I look to the service to guide us on what the vision and ambition should be in terms of training. Certainly my understanding is that there is an opportunity to provide the world-class facilities that the Metropolitan Police Service needs, but also regenerate that part of London. I am driven by what perhaps the Deputy Commissioner has to say on that.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** You raise an interesting point. I think what we are trying to do is not build a business case that is based on earnings from the thing, because I think, as the Deputy Mayor highlighted, all too often you have probably had a business case presented where we say, "Do not worry, the books will balance, because we will get hundreds of people coming in". On volume, it is probably unlikely that other forces would come in. For the basic training of officers and those sorts of things, given that probably - and some Members who were MPA members will probably remember - about 10 or 15 years ago the regional training structure in the UK was dismantled and forces were required to train locally, that was about the ability of officers to engage with local communities that they were going to work in and they were going to police. I think at that end there is probably - if I am realistic - limited opportunity for income.

Where there is a real opportunity is around things like the Crime Academy and some of our specialist areas of training. The Metropolitan Police Service quite obviously has a national and international reputation around those and what this does for the estate is actually bring those facilities up to the very best in the country. Certainly there would be national and international opportunities, but I am always a bit cautious and maybe have been around the block too many times to worry when people say, "I will get you lots of money from this particular facility and we will be able to sell stuff from it". I think there will be an income stream but I would not like to say to you, "It will be X and it will offset this amount of revenue".

**Caroline Pidgeon (Deputy Chair):** Thank you.

**Joanne McCartney (Chair):** Thank you. Before I bring James in, could I just ask, I am aware that, because it is such a large site, there is now a local campaign to try and retain some of the green space and the playing fields there. Are you engaging with the local community?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** We are. I did not know about that particular campaign.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** The answer is that we are just engaging in the early stages of consulting on some of the ideas, and of course any successful place-shaping or regeneration requires intensive negotiation with the people that live in the area. That will be ongoing and take months, if not years in some cases, but that is an essential part of getting things right.

**Joanne McCartney (Chair):** So you will engage with those local community groups while that is going on?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Absolutely.

**Joanne McCartney (Chair):** Lovely, wonderful. James.

**James Cleverly (AM):** In the United States of America, it is completely common for initial police training to be delivered through community colleges. Ironically enough, and I had no idea the topic was coming up, but I was having a conversation with the principal of a community college in London, just talking through the practicalities of delivering public service training, emergency service training, through community colleges, and the feedback I had was very positive. May there be an opportunity for us to make a huge overhead saving by delivering large chunks of the curriculum through the pre-existing structure of community colleges, with the additional benefit of having probably much better opportunities to get certainly ethnic diversity into the recruitment pool, and then concentrate in-house on doing the bits of specialist technical training that could not practically be delivered through what is a civilian non-policing college?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** You are absolutely describing the model that everyone is moving to.

**James Cleverly (AM):** I will still claim credit for it.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** You can claim credit for that one, but the current way it works, if you want to be a constable in the Metropolitan Police Service - as Members will be aware - you come in as either a Police Community Support Officer, or a member of the Metropolitan Police Service Special Constabulary, and we have just opened up a graduate recruitment stream as well. So that is how you come in. People do something called a Police Learning Certificate. We provide that. What will happen during next year, and as part of the wider reform that has been going on around police terms and conditions

and all that, and the way we work training a recruit, is we will move, only the initials will change, to a Police Knowledge Certificate, which we hope will be delivered by local community colleges, colleges across London, and it is a real opportunity, having spoken to a college principal quite recently about it. If you like, that hard area of knowledge about law and those sorts of things would be delivered in a classroom environment.

The application would then be delivered in the Metropolitan Police Service. For instance, you know what the offence of burglary is, what does it look like, how do we prevent it, how do we investigate it? So that model is coming forward.

**Joanne McCartney (Chair):** We are now going to move to talk about the Metropolitan Police Service's employee vetting scheme, and, Roger, you are going to lead us on this.

**Roger Evans (AM):** Yes, thank you, Chair. Can I ask the Deputy Mayor, in the light of the PC Harwood episode, are you now satisfied with the vetting procedures for employees of the Metropolitan Police Service?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I think we can say that the vetting procedures have improved based on that experience, but you should never be satisfied, I think that is probably the wrong way of phrasing it. I understand what you are saying, but I am satisfied that they have improved and they require constant oversight.

**Roger Evans (AM):** So, would you be able to assure the Committee that there are no other PC Harwood type individuals that are still within the force?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I would certainly hope that would be the case, but --

**Roger Evans (AM):** Hope is not a reassurance. What does the Deputy Commissioner say about this, because you are a step closer to the problem?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** We have made a lot of changes in the vetting processes and procedures since then. Since 2003, all applicants applying for a new appointment or changing roles are formally vetted, including complaints and discipline checks, which you will remember were part of the issues. In 2007, we again improved the supervision and process, and in 2010 there was a new national policy on vetting, which the Metropolitan Police Service follows.

Like you, on the back of the PC Harwood case, I have asked, through the auditors, if part of their work during the coming audit programme will be to sample the vetting process. I am as confident as I can be that the checks and balances have been put in place and those lessons have been learned. In fact, if I look at where I am getting the complaints at the moment, it is the length of time we take to vet people, and then, conversely, some of the refusals we do on vetting. I think vetting does have to be seen as part of the wider checks and balances process, because sadly, however good your vetting process works, it is only as good as the day it is done. The ability to bring things up and raise things afterwards is vitally important.

To give you a bit of a feel in terms of numbers, since 2004, 2,727 police officers have transferred into the Metropolitan Police Service and been vetted, and 1,813 officers have transferred out. That is the sort of flow that has gone on around that. We have done a range of things to improve the vetting process. As I say, now, just asked the auditors as part of their audit work, when you look at risk and areas of risk, to say, "You check it now".

**Roger Evans (AM):** If you had an officer with ten allegations of violent conduct against them how would that be flagged up now?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** By the vetting as they come in, there is actually a check around, "Have we checked their professional standards record in the other force?"

**Roger Evans (AM):** Is there a level of complaints against an officer that raises a red flag and tells you they --

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** We look at every individual officer on their case. I think anyone would be concerned about a pattern of behaviour. Also whether they are public complaints or conduct matters, it is going to be very different. Some of it also depends on the roles that they currently hold and where they are particularly coming from. But, no, every single one, in terms of the vetting, is looking at. As I say, I now particularly see the converse, the letters from people where they say, "I have been told I failed vetting and I am aggrieved".

**Roger Evans (AM):** Do we tell people why they have failed vetting?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** If we can. That is not a strange answer. You can imagine a scenario where, say, we hold information on me that came from a sensitive source. There is no way we would share that with someone. It is not a right. Vetting is the gate-keeping. If you fail vetting, you are not coming in.

**Roger Evans (AM):** Very clear, thank you.

**Joanne McCartney (Chair):** Can I ask, in the case of PC Harwood, for example, he had conduct against him and he left before that was resolved, which he was allowed to do, then joined another force, and then transferred back in. Are you saying --

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** That was our failure.

**Joanne McCartney (Chair):** -- at the different stages of that now that would be flagged and it would come up when he went outside and when he returned back?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I will start with the first instance. Now, if an officer, a member of the special constabulary, wants to resign while under investigation, there is only one person in the force who can make that decision, and that



is me. They all come through me. I look at both the public interest in it, the cost to the public purse, but most people end up going before a panel. That is the default position.

**Joanne McCartney (Chair):** But if you do allow an officer to resign, would the fact there is an outstanding issue be marked --

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** It is on their vetting, yes. It is now on our vetting, so if they turned up somewhere else they would know exactly what the issue was. I spend about usually two or three times a week with people, with a pile of people saying they are under investigation and they want to resign.

**Caroline Pidgeon (Deputy Chair):** I just want to ask, you are saying these things would be flagged now, but given you have had this case, I want to know what you have done, going back over these few thousand people, particularly who transferred between forces, have you gone back and looked at each and every one of them to assure yourselves that you do not have anyone else like this PC in the force?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes, there is a review ongoing in relation to each and every case, so we know that we do not have somebody there. That is why I have also asked for the external view as well, to say to the auditors, "Come and have a look. You have the national vetting policy; you have that. Help me."

**Roger Evans (AM):** So it was a one-off incident and not a well-worn path that people followed?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I am never confident to always say something is a one-off incident. There was a lapse in processes and procedures that led to that scenario. We have done a range of work since that time to put measures in place. That is why we are doing the review work again and why we have asked the auditors to say, "We have done this; is this reasonable?" Any check that involves human people and will involve at least ringing or contacting 42 forces, potentially people who have been in different countries, could you miss something? Yes, of course you could miss something. However, we think we have all the measures in place to avoid that happening.

**Jenny Jones (Deputy Chair):** Are you saying that you have reduced the number of people now who are allowed to resign?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes.

**Jenny Jones (Deputy Chair):** You have reduced that number?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes.

**Roger Evans (AM):** We are coming on to supervision really, as well as vetting. What are the lessons that you have learned from the Operation Sapphire case?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Well I think the lessons first of all were that the individual concerned -- I mean clearly that case has been before the courts and there is sentencing later this month in terms of doing it. The IPCC review is quite helpful in terms of highlighting some of the issues around it, because the question that we all had is, is it a system problem or an individual problem? It is quite clear that some of it is an individual problem. We have done a lot of work with Sapphire and the Rape Command in terms of supervision, in terms of leadership of those teams, and in terms of trying to pick up and highlight problems. It also fits with the wider work we have been doing around the culture of the organisation, the role of first and second-line supervisors, and their ability and willingness to intervene. But if someone chooses to falsify records, it is always going to be difficult to pick some of those things up.

**Roger Evans (AM):** Is it not going to look like that person is perhaps behaving in a different way to the other people, the people in the group, are there not some sort of indicators around their clear-up rate and that type of thing?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I am absolutely with you, but I think that goes back to this importance that we have set around supervisors, around saying, actually, part of the role with the team is picking up those things. "Why does Craig behave differently?" It is the confidence, it is those things that come with rank, comes responsibility to intervene in and engage in those sorts of processes. I do emphasise, in relation to this case, the IPCC view and the review was very much around this was a rogue individual rather than the system.

**Roger Evans (AM):** Will action be taken against the supervising officer?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Clearly we will look at that, but we are still in the court case process with the individual who has left the Metropolitan Police Service.

**Len Duvall (AM):** I cannot think of a service of the police that is really - for all the changes, and things have changed from bad days in the past - but things have not really got better in terms of confidence in policing for a major section of society. Women cannot have much confidence with the different things going on. I think you alluded to the issue of the cultural changes, the supervision changes, we have done structural changes. Is it time now, with everything going on, to step back and think, "Actually, let us rethink this completely"?

We know that some of the prosecution cases is not just about the policing side, it is about the criminal justice system as well. However, is it not to give some confidence back to people, because people are working very hard in the police to bring people to justice, I have no questions about that. But the question mark is always going to be for women about confidence, about reporting, and about having faith in the system -- it does diddley-squat, you know what I mean. Where do we go from here, when do we say, "OK, let's keep going on", but something bigger has to happen, some bigger overall, some real question about all those, and bringing those together, because we have done the restructuring; I think you are working on some of the cultural attitudinal issues, and, yes, there is some individual failure, but something

is not quite right here and it is the policing confidence bit. What generates confidence? Results do, of course, but somehow a stocktake. A stocktake that is not just the police doing it themselves, it has to be a bit wider. It has to have some confidence of people around it that generally want to see if we are doing everything we can.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes. Absolutely, and confidence particularly around sexual crimes is always an issue that we wrestle with. This is a very personal view, but I think some of it is demonstrated by actions, as you say, around outcomes. It is interesting if you look at the early signs of what is happening around the Sapphire and the Rape Command, particularly this year. An awful lot of work we know around victims of rape and victims of sexual assault, the timelines really affect a trip, so long, long timelines.

What we have seen this year - and you will know in the past that we have looked at things like rape sanction detection rates - the reality around rape sanction detection rates always depends on reporting rates, so we have gone to pure numbers. We have seen a 30% uplift in detections around rape this year. In fairness, that has been by colleagues at the Crown Prosecution Service (CPS) and the Rape Command working much closer together, getting those cases through the system, keeping that wraparound to support to it. My personal view is I think we need a period of really steady progress around those, and that brings with it, I hope, a confidence that the things are taken seriously, that when you make allegations that there is evidence and others who support you and that the whole criminal justice process recognises the importance of these issues. I think it is early days, but I think some of the stuff that is starting to be done gives me real hope for the future. However, I do not underestimate the point you made around confidence.

**Len Duvall (AM):** As a senior manager then, after a period of progress would you then institute a proper review without acting like in crisis? When would you do a stocktake? It would be appropriate. Responses have always been to problems.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes.

**Len Duvall (AM):** I think if we looked at every issue - and some issues crop up time and time again - when do we stop, when the steady progress is, let us just take a stocktake. Are we still on the right track? Is there more we can improve?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** There are new Operational Command Unit (OCU) Commanders in that area - hence the progress that has been made - and there is a new team in terms of the senior management around it. Give them 12 months, let them do the work. I am absolutely with you around, let us learn lessons as we go along rather than respond to crisis. I think we would all welcome that.

**Len Duvall (AM):** Just two issues around supervision. I am always torn between this: the moving on of people that get experience, the stability of staying in place, learning a specialism, trying to get the balance right. Where do you stand on that? What would be the thinking around those issues around senior managers?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Some of it is around the performance of the unit, the performance of the team. You look at that, because people do get stale. It is a perfectly human reaction around it. We are also very keen at the moment at looking at issues around things like detective rotation. You know - you have covered it in reports in the past, and those sorts of things - that what we tend to have in the Metropolitan Police is that specialist units suck the experienced detectives in, and then they end up in there for a long period of time. That is not healthy for them and it is certainly not healthy for a borough where, at 2 o'clock in the morning, they have a stabbing and they are looking for an experienced detective. We are looking at the detective rotation policy and those sorts of things to say, "Let's be realistic about your expectations. You're coming into this very specialised area of policing that - I will make it up - will cost £200,000 to get you trained to that level". What is the point at which we say, "Thank you, that's very good. You've done that. We need you back doing something else"? That is something we wrestle with continuously.

**Len Duvall (AM):** My last point is, in terms of corrupting data and auditing, of course falsifying documents and all the rest of it. The rest of the supervisory issue, the desktop not the walk in the job. How confident are you that your checks and balances, and the data that we are recording, is relevant, and that we are not making mistakes around some of those issues and that we are seeing the reality in terms of reported crime?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** In terms of reported crime I think we are seeing the reality around that, as it is reported to us but particularly with sex crimes. People like Rape Crisis and other groups are probably better to be asked this question. We know there is a percentage - and it will vary from place to place - of things that just do not get reported to us, for a whole variety of reasons. I am much more confident, particularly in terms of rape and sex crime, that things like no crime rates are under control and that data is right. Some of the issues then about individual levels of supervision and the sort of desktop will entirely depend on the systems. Some of our systems are absolutely world class, some are very clunky.

**Len Duvall (AM):** OK. Thank you.

**Jenny Jones (Deputy Chair):** Thank you. You have just been talking about supervision, and of course supervision of undercover officers has been a problematic area. Her Majesty's Inspectorate of Constabulary (HMIC) did put a report together and made some recommendations. Have those been taken up by the Met?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes, they have. I think, first of all, on behalf of the Met I owe you an apology. I believe, looking at the briefing I have, you wrote to us and we took nine months to respond to you.

**Jenny Jones (Deputy Chair):** Months ago; months ago.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Sorry?

**Jenny Jones (Deputy Chair):** Months ago.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** A month ago?

**Jenny Jones (Deputy Chair):** Months.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes. I believe we took nine months to respond to you. So, apologies, that is not acceptable and we will pick that up.

Yes, both the HMIC review, in relation to that, but also - as some Members will be aware - we are currently doing our own review in relation to the activities and work of Special Demonstration Squad (SDS) and undercover officers.

**Jenny Jones (Deputy Chair):** Is that the one you started in October last year?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes.

**Jenny Jones (Deputy Chair):** It is still going, is it?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Well, there are 30 years of information and data. That undercover unit ran for nearly 30 years, so we are looking at all of it. There will be millions and millions of pieces of paper to look at and review, and that is Operation Herne.

**Jenny Jones (Deputy Chair):** Can you spell that for me?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I think it is as it sounds, but --

**Jenny Jones (Deputy Chair):** No, do not worry.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes. H-E-R-N-E.

**Jenny Jones (Deputy Chair):** Right. I have been asking questions about it but that is the first time I have heard the term. One of the HMIC recommendations is about pre-authorisation. As you know, at the moment there is an ongoing legal case where five women are alleging that undercover officers instigated long-term sexual relationships with them. I am curious with pre-authorisation, would a serving police officer be given that sort of authorisation to start a sexual relationship with an activist while using a false identity?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Not ordinarily, no.

**Jenny Jones (Deputy Chair):** What do you mean "not ordinarily"?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** You cannot write a rule for every particular scenario. They will give a pre-authorisation for deployment, but a pre-

authorisation for deployment would cover conduct and code. It would not get down into the level of detail of saying you can or cannot.

**Jenny Jones (Deputy Chair):** Would that officer have to report back to his supervisor on that relationship if there was pre-authorisation?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes. If there was a relationship they would have to report back.

**Jenny Jones (Deputy Chair):** I am absolutely staggered by this that you say that because what happens if a child is born, as has been alleged? What happens? Where is the responsibility for that?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Those individual cases are clearly going to be explored by the court.

**Jenny Jones (Deputy Chair):** I know. I am not asking about any particular case, I am asking generally. What obligations are there for the Met if a child were from a pre-authorised liaison?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** You are taking my words in a slightly different way. I did say, absolutely, that pre-authorisation, we do not do pre-authorisation about relationships.

**Jenny Jones (Deputy Chair):** Not ordinarily.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Sorry?

**Jenny Jones (Deputy Chair):** You said "Not ordinarily".

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** If people are involved or become involved in a relationship, it has to come back to the supervisor straightaway.

**Len Duvall (AM):** That begs the question what happens with what the supervisor does? What advice does the supervisor give in those circumstances to the officer to protect the employee as well as the other party involved, who may well be a suspect but more likely might not be a suspect because the relationship is there. What advice is the supervisor meant to have given to the operative then?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** It is not covered in detail in the guidance. Let me write to you on the advice. I am not a supervising officer.

**Jenny Jones (Deputy Chair):** The thing is, if a supervising officer knows about a sexual relationship and a child is born from that relationship, then the Met has some responsibility. Also, because of course the police officer will be using a false name, that child has some sort of right to know the correct legal name of its father.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Our expectation is people will not engage in long-term relationships, but if you are saying --

**Jenny Jones (Deputy Chair):** Apparently --

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I am telling you where we are now. Our expectations are they will not engage in long-term relationships and get involved in the sort of things that you are describing and are well documented in terms of those sorts of things. If you are saying to me "is there a scenario where it could never happen that, effectively, we end up with - I will make it up - that undercover officers are all subjected to a sexual test", it is very, very hard to sit and write those rules sitting here. If you said that I am a member of a group and I decide to test whether X or Y is an undercover officer by some sort of sexual test that is an incredibly difficult thing to sit and write at the centre. Let me be clear, those long-term relationships you are describing are not where undercover officers should be.

**Jenny Jones (Deputy Chair):** No, I know they should not be there. Are you saying now it could not happen?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Providing the supervisor works right it could not happen, but it absolutely relies on individual supervision. That is why we have put all the work in.

**Jenny Jones (Deputy Chair):** I think we have established that supervision is a little bit dodgy generally, have we not?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** No.

**Jenny Jones (Deputy Chair):** Or can be.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** It can be, but undercover officers and the work and the focus that has gone on, on the back of both the HMIC report and the work we have done, has brought a load of those things much more into line around how it is managed, how it works and the individual role of that supervisor because, for an undercover officer, the supervisor is the crucial link.

**Jenny Jones (Deputy Chair):** I am just wondering, Mr Greenhalgh, are you happy with what you are hearing?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I think you are getting a factual account from the Deputy Commissioner and, clearly, we need to ensure that there are robust processes, procedures and guidelines to the supervising officer. It is something that I would look to the Audit and Risk Committee to have strong oversight over, to ensure that the scenario you paint does not happen again. The answer is at this stage I cannot say that I am satisfied but I think it is something that I would want to be satisfied on, and all the process issues that have been raised around vetting and other areas, that there are robust processes put in place by the Met and they are being overseen by those that are looking at audit risk issues.

**Jenny Jones (Deputy Chair):** Will you take my point about any child born of any relationship, and what responsibility the Met might have to that child?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I will take that specific point away, but I think looking forward you have had the assurance of the Deputy Commissioner that that should not happen again if the processes are properly adhered to. If it has happened in the past, I am not aware of this.

**Joanne McCartney (Chair):** The HMIC report also recommended that the National Code of Conduct for undercover officers should be rewritten, and now the Met is the lead on undercover officers in effect.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Yes.

**Joanne McCartney (Chair):** First of all, is that Code being rewritten and, secondly, would it cover the instances that Jenny has talked about, about personal relationships and so forth?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** I do not know the exact detail. I would have to get back to you on are we as specific as that in the Code. I genuinely do not know. It is being rewritten. The work around that has gone into specialist operations, SO15, and that is currently underway, but whether it goes to that level of detail I am happy to answer to you in writing. I do not have that in front of me.

**Jenny Jones (Deputy Chair):** I just feel what I would like to hear from you is a blanket assurance that that permission, pre-authorisation for a sexual relationship with an activist, is never given because I just cannot see that HMIC would think very much of pre-authorisation for something like that either.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** That is why I said to you I cannot see that scenario happening now. I cannot see that scenario happening now but what I cannot do is give you a written guarantee on that. Let me come back to you on that, on the new Code, and if it is as specific as that then I will let you know.

**Jenny Jones (Deputy Chair):** OK. Thank you.

**Len Duvall (AM):** Moving away from the sexual relationship side then, on pre-authorisation I presume there would be no pre-authorisation for an undercover officer to undertake criminal activity.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** No.

**Len Duvall (AM):** If that officer strays across that line, would that be reported back to the supervisory officer?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** It should be.



**Len Duvall (AM):** It should be, and of course if there is evidence that undercover officer would face ...?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Either criminal misconduct or any of the processes.

**Len Duvall (AM):** Presumably when briefing someone - I know the salacious details and the real issues, I think, that need to be dealt with on previous cases - people ought to remember that some of the undercover officers are putting themselves in great danger, in terms of the work they are doing on our behalf.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Absolutely.

**Len Duvall (AM):** I take it that in any pre-briefing of deployment of those officers they are told about those issues. I am not wishing to pre-judge issues, but are there any issues that if the HMIC are saying, "Re-write the Code of Practice" is there not some nudge, nudge, wink, wink, "Of course, we'll send you under cover and to maintain your cover you might have to indulge in some practices going on". Would that also be behind HMIC re-writing the rules to reemphasise the rules?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** No. Exactly as you describe, undercover officers walk a very difficult line. They do not engage in criminal activity and stuff should get reported back. I do not think the re-write of the rules are anything about a nudge, nudge, wink, wink. It is not that sort of approach. It is to try to provide real clarity to people who are stepping into an incredibly difficult situation, and to try and write something that survives. It would be easy for us collectively to sit here and write what the Code of Conduct should look like, but it has to survive first touch with reality. It has to be something that actually means something to someone who might be on a long-term undercover process, so that is why that work is going on like that.

**Len Duvall (AM):** The advice to the undercover officers, in terms of those situations, "Through your cover you might have to join and take part in criminal activity", is to pull out, is to get out?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Everything will come back through the supervisor. The regular contact is back in through the supervisor.

**Len Duvall (AM):** They make the judgement to pull someone out from under cover, or if I was an undercover officer do I make the judgement because I can see where this is going because I do not want to do criminal activity? Who makes the judgement?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** In fairness, I personally do not know it at that level of detail. Every officer would clearly always have an individual judgement call to make. Whether they are an undercover officer, whether they are a surveillance officer, they have always got that. That is why the supervision role - and that is

why the HMIC report and others focus on that - and the pre-authorisation are so important, because the supervision is about keeping that overview and perspective to say, "You know, what, Len, you have gone too far" or "You're actually not where we need you to be". That is why that role is so crucial.

**Len Duvall (AM):** I am not sure if someone else is going to deal with this, the international co-operation and deployment overseas and the protection of those undercover officers when operating in other jurisdictions. I understand there is a secret document between police services, states, that allow this to happen, and I presume these are European. Could you just expand a little bit about how that would happen in terms of an undercover officer working, and we have provided information to other police services, is that through the normal Interpol?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** It is through law enforcement agencies' co-operation.

**Len Duvall (AM):** Would that be, presumably, through Interpol or through some other body for European --

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** It would depend which body the undercover officer comes from. There are very different jurisdictions around the world, but it is at an international level and it is jointly managed.

**Len Duvall (AM):** If that police officer did stray into issues of criminality under the jurisdiction of someone else then who would be responsible?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Gosh. My honest answer is I do not know in that level of detail. Clearly, the supervision and the decisions about any deployment outside of the country that would be part of the considerations.

**Len Duvall (AM):** Thank you.

**Onkar Sahota (AM):** This is a question about the anti-gang strategy. The merits of enforcement against gang members before prevention and diversion programmes are fully established. Can you update us about what is happening, please?

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** By all means. As Members will probably be aware and have seen, we have done a large amount of work with the gangs command, in terms of the work around the enforcement side of gangs and gangs activity, and we have seen stabbings and shootings start to fall. We have arrested in this time over 1,500 gang members, in terms of the work around it. What the strategy is, and the work around the Local Crime Reduction Board now and the area particularly focused on is: what are the other interventions we can do collectively across London? I think we are fairly clear on our role, if you like, and the work we have to do around enforcement and those more hard-edged areas of gang activity. What we need is some work around diversion and other sorts of schemes and opportunities to intervene far earlier with gang activity. That is what the draft strategy, which is

out for consultation - I think it is 19 October consultation ends on that - is out for with partners across London to say, "How do we work collectively on this issue?"

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** If I could just add to that. I think the Deputy Commissioner is exactly right, this is an issue where enforcement alone is not going to get us to the place where we need to be. It is not going to deal with the issue, and it is important to come up with the right interventions that prevent the gang culture growing and escalating, but also having effective diversion as well.

I have been struck by the unanimity across London. This is a top three issue for the London Crime Reduction Board, and also the commonality of the view that we have to get a much better handle on how money is spent in this area, particularly for prevention and diversion. There is money that is literally coming in in small pots, drizzled from different parts of Whitehall, and also through the GLA and through councils. At the moment we need a far more robust approach to corraling the money, if you like, into a single pot so that it is easier for the schemes to be able to build and sustain over more than six months, a year, two years, three years. Equally, having a very clear evidence base that we do not just fund things that make us feel good but the schemes are actually delivering the things that we want to see on the ground.

Those have to be preventative schemes, but also looking at diversion. Some of that is not just about money. It is about weaving together public services, looking at housing and employment issues in the round, so that when gang members that have been arrested by Trident come back on the streets, we are giving them the pathways into employment and to get on the right track, if you like. Housing particularly as well. The presentation I went to yesterday showed a snapshot in time, the lack of opportunity for people to get into housing.

I visited the Heron unit for the first time just a couple of weeks ago and was struck that some of the interventions really do seem to work. I mean the concept of resettlement brokers - one of the young guys I saw in the Heron unit has actually got a job as a TfL track engineer, he has just done his interview - literally weaving together and having someone to navigate that array of different services and getting them into a job. We have to find out where those gaps are that make a real difference as well. This has to be one of the biggest issues that we face in London in the next few years. We cannot be complacent, and I have been asked by the media, "Oh all this success, can we all ...?" No we cannot. There are very, very encouraging signs of enforcement going well, but we have to do better and we have to collect the evidence base to be better on prevention and better on diversion.

**Onkar Sahota (AM):** Thank you.

**Joanne McCartney (Chair):** Thank you. We have had a draft of the London Crime Reduction Board anti-gang strategy. Can I just ask Stephen? I understand that, although it is part of the Crime Reduction Board, that MOPAC wrote the strategy so could I just have some clarity on whose strategy is it going to be at the end of the day?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** It has to be shared by the London Crime Reduction Board. That is one of three priorities. I would describe it as a starter

for 10 and something on which we would really want your active support and help, pointing to the things that work so that we can get the money that we do have, to work as effectively as possible to deal with this critical issue in London.

**Joanne McCartney (Chair):** Presumably, this is going to link into the Police and Crime Plan as well that you are developing?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Correct.

**Craig Mackey (Deputy Commissioner of the Metropolitan Police):** Sorry, Chair, I would just emphasise the point. As the person who chairs the delivery group, if you have got feedback on it please let us know. We do need feedback and colleagues from other elected bodies across London are looking at it and doing it, so please we need some feedback on that.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** Actually, one of the things that you could actually help with is there is a lot of stuff going on on the ground. I know parts of London, Hammersmith and Fulham, after the tragic death of Kodjo Yenga we formed the Street Outreach Service. We believe in that as an intervention. Westminster are talking about Your Choice. I am hearing about interventions from Jules Pipe [Mayor of Hackney], what they are doing in Hackney that tends to work. All of these things, we need to start to collect the evidence base of schemes that have been on the ground for the last 9 months/12 months, the things that they are achieving, and to start to understand what we must continue to build on, what programmes need to be scaled up, which ones need to be scaled back. I personally will be writing to every single borough leader, and to all of you, to try and collect much more than we currently have. We have a lot, but much more than we currently have of the programmes that are actually making a difference.

**Joanne McCartney (Chair):** Yes. That would be useful. We are in the middle of some work as well, so hopefully we can do our work to fit into your timescales as well. That would be useful. I think, Murad, you have the last set of questions today.

**Murad Qureshi (AM):** It concerns search procedures after the tragic murder of Tia Sharpe in South London. Incredibly, it took more than four occasions to discover the body at the particular house where the murder clearly happened. I just want to know what role MOPAC will be taking in monitoring the robustness of search procedures in future, and that you will be assuring us that there will be the correct procedures put in place.

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** We have had a statement from the Commissioner that he is going to be reviewing the search procedures. We would want to have oversight of any changes to those procedures, understanding the role of human error relative to operating procedures, and have confidence that the failure in this instance is not something that becomes systemic in any way, and is kept to the absolute minimum or does not happen at all.

**Murad Qureshi (AM):** OK. I think it is important, whatever comes of the MPS review, that it is released to the public to reassure them that such things will not be happening again. Can we get that commitment from yourselves to that?

**Stephen Greenhalgh (Deputy Mayor for Policing and Crime):** I see no reason why we would not be able to make these things public.

**Murad Qureshi (AM):** Thank you.

**Joanne McCartney (Chair):** Thank you. Can I thank both of you for your attendance this morning. It has been a very productive meeting, so thank you for that.

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# **Subject: Question and Answer Session with the Mayor's Office for Policing and Crime and the Deputy Commissioner of Police of the Metropolis**

**Report to: Police and Crime Committee**

**Report of: Executive Director of Secretariat**

**Date: 25 October 2012**

**This report will be considered in public**

## **1. Summary**

- 1.1 This report serves as a background paper to the question and answer session with the interim Chief Executive of the Mayor's Office for Policing and Crime (MOPAC) and the Deputy Commissioner of Police of the Metropolis.

## **2. Recommendations**

### **2.1 That the Committee:**

- (a) Notes as background to the question and answer session with the interim Chief Executive of MOPAC and the Deputy Commissioner of Police of the Metropolis the monthly report from MOPAC attached at Appendix 1; and**
- (b) Notes the answers given by the interim Chief Executive of MOPAC and the Deputy Commissioner of Police of the Metropolis to the questions asked by Members.**

## **3. Background**

- 3.1 The Committee has agreed that it will hold a monthly question and answer session with the head of MOPAC, as well as inviting representation from the Metropolitan Police Service.
- 3.2 MOPAC produces a monthly report providing an update on the activities and decisions of the MOPAC. This will inform the question and answer session as will the Mayor's manifesto for policing and crime. This month's report is attached at Appendix 1 to this report.

## 4. Issues for Consideration

- 4.1 The Committee will explore topical issues of importance to policing and crime in London. The Deputy Commissioner of Police of the Metropolis and the Interim Chief Executive of MOPAC (in place of the Deputy Mayor for Policing and Crime) will be in attendance.

## 5. Legal Implications

- 5.1 The Committee has the power to do what is recommended in this report.

## 6. Financial Implications

- 6.1 There are no financial implications to the GLA arising from this report.

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**List of appendices to this report:** Appendix 1 – MOPAC Monthly report

<b>Local Government (Access to Information) Act 1985</b>	
List of Background Papers: None	
Contact Officer:	Claire Hamilton
Telephone:	020 7983 5845
E-mail:	<a href="mailto:Claire.Hamilton@london.gov.uk">Claire.Hamilton@london.gov.uk</a>



## **Monthly Report to the Police and Crime Committee**

**Thursday 25 October 2012**

**10.00am**

**The Chamber, City Hall**

**Stephen Greenhalgh**

**Deputy Mayor for Policing and Crime**

## **1. INTRODUCTION**

This report is provided to the Police and Crime Committee (PCC) for its October 2012 Question and Answer meeting to assist the committee to exercise its function; i.e. to support the Mayor's Office for Policing and Crime (MOPAC) and to hold it to account.

This report covers the period between 8<sup>th</sup> September and 7<sup>th</sup> October.

## **2. MOPAC ACTIVITY REPORT**

At the last meeting, the PCC received the full MOPAC Mission statement which sets out MOPAC's priorities and key success factors. For reference, the mission and key success factors are set out below.

- A metropolis considered the safest global city on the planet.
- A Metropolitan Police Service (MPS) that becomes the UK's most effective, most efficient, most respected, even most loved police force.
- A capital city where all public services work together and with communities to prevent crime, seek justice for victims and reduce re-offending.

The Key Success Factors for MOPAC are to:

1. Hold the Metropolitan Police to account and deliver the Mayor's manifesto commitments and expectations.
2. Challenge the Metropolitan Police and other criminal justice agencies to deliver value for money for the taxpayer and meet the challenge of service delivery with fewer resources in the years ahead.
3. Ensure that all of London's public service agencies work together and with communities to prevent crime, seek swift and sure justice for victims, and reduce re-offending.

### **Building MOPAC**

The above Mission and Priorities set out a bold vision for policing and crime in the capital. The document recognises the critical importance of ensuring a safe and secure London, and outlines how MOPAC will work to shape the criminal justice landscape to serve all of the capital's diverse communities.

Alongside this, I have begun the process of appointing a new leadership team to help build MOPAC into an organisation that can drive reform, cut waste and help boost public confidence in London's police and criminal justice agencies. Helen Bailey has been appointed Chief Operating Officer to ensure that MOPAC delivers these objectives. is currently Chief Executive of Local Partnerships (jointly owned by HM Treasury and the Local Government Association) working to deliver infrastructure. Between 2008-2011 she was the Director of Public Services at

HM Treasury, responsible for policy and oversight for all major public services, and from 2002-2008 she was Chief Executive of the London Borough of Islington. Helen began her career in London government and also has experience as a consultant in organisational development and change management.

Four Non-Executive Advisers have also been appointed to advise the leadership team on a range of important work areas for MOPAC: property and estates, neighbourhoods, commissioning and procurement, and organisational change. The advisers bring together a wealth of public and private sector expertise and a combination of many years of experience ensuring delivery for Londoners at the local government and London level, and via national bodies. The Non-Executive Advisers are:

- Adviser for Neighbourhoods: Steve O'Connell, Croydon councillor and London Assembly Member for Croydon & Sutton
- Adviser for Property & Estates: Jonathan Glanz, Director and Chairman of property company '45West' and cabinet member for housing and property, Westminster Council
- Adviser for Commissioning & Procurement: Jeremy Mayhew, strategy consultant and City of London councillor, formerly board member of the London Development Agency and Strategic Rail Authority
- Adviser for Organisational Change: Faith Boardman, former Chief Executive of Lambeth Council, and Civil Service Director-General at Department for Work and Pension and before that Chief Executive of the Child Support Agency; and former Independent member of the Metropolitan Police Authority. MOPAC Change Programme

Finally, the Commissioner and I have jointly appointed a Chair of the MOPAC-MPS Audit Panel, and will be commencing recruitment for additional members shortly.

### **MOPAC Challenge**

On the 2<sup>nd</sup> October, The Mayor and I hosted the second MOPAC Challenge meeting. The Mayor opened the meeting and welcomed this novel approach to scrutinising the MPS. I outlined the MOPAC Challenge to the MPS:

- A more effective service; ensuring neighbourhood crime is reduced by 20% by 2016
- A more efficient service; cutting costs by 20% by 2016
- An improved service for victims; increasing confidence by 20% by 2016

The Commissioner accepted this challenge. MOPAC Challenge will focus on seven key neighbourhood crime types which are high volume and high impact. These are; Violence with Injury, Robbery, Burglary, Theft of a Motor Vehicle, Theft From a Motor Vehicle, Theft From the Person, and Vandalism. MOPAC Challenge meetings provide a comprehensive review of policing performance across this range of crime types and are open to the public. Thematic meetings will also explore a range of thematic policing areas, such as neighbourhood crime and policing and gang and serious youth violence.

Draft Terms of Reference were provided to the Challenge Board at the meeting. These are available at <http://www.london.gov.uk/priorities/policing-and-crime/quarterly-review-mps-performance>

### **MOPAC Change Programme Projects and timelines**

The MOPAC 20-20-20 change programme will to help MOPAC ensure the MPS delivers the 20-20-20 vision for London – 20% reduction in neighbourhood crime; 20% reduction in costs; and 20% increase in confidence, along with other Mayoral commitments and statutory duties to ensure the effective and efficient policing of London.

It was always the intention to review the structure of MOPAC in October 2012 to ensure it continued to reflect the needs and requirements of the DMPC. Two significant events, the publication of the Mayoral Manifesto and the appointment of a new Deputy Mayor for Policing and Crime, triggered a more in-depth review of the organisational structure, systems and procedures.

There is a commitment to integrate MOPAC into the GLA family by moving MOPAC staff to City Hall as soon as is practical to help support the DMPC.

The way in which we work is changing. As our relationship with the Police and Crime Committee develops, we have recognised the need to review our systems and processes to ensure responses are timely and consistent.

### **Change Programme Projects and timelines**

The MOPAC Change Programme is concerned with coordinating a number of projects including:

- **MOPAC People:** Restructuring (by end of February 2013) and cultural change and ways of working (from February 2013)
- **MOPAC Support:** Shared Services and relocation to City Hall (from Spring 2013)
- **MOPAC Connect:** Cementing processes around Mayor's Questions and correspondence (by December 2012).

### **Police and Crime Plan**

My officers have started to develop the outline for the police and crime plan and I anticipate having a first draft by the end of October. Built around three core pillars – crime prevention, police performance and resources, and justice and resettlement, the plan will focus on the key issues that will make a difference to Londoners. I propose sending an early draft to the PCC for its meeting on 29<sup>th</sup> November, in order to start a dialogue about its content. Formal consultation will begin in December, and I anticipate bringing a final draft to the PCC in February 2013 for comment.

Members of the PCC will be aware that the MPS is currently developing a new Local Policing Model. Work is on-going, and consultation will start in due course. I am discussing whether

consultation on the new model should be run jointly with consultation on the police and crime plan.

### **Crime reduction**

I'm pleased to report that year on year crime levels are down. There has been a 3% reduction in overall "total notifiable offences". Crimes of violence have all decreased with a significant decrease in homicide (29%) and a 5% drop in violence with injury. Although burglary remains a concern (0.5% increase in the last 12 months), the rate of increase is slowing, and there are signs that there may be a reduction by the end of the year.

### **Policing the Paralympics**

Indications are that crime fell in London during the Paralympic Games but it is not possible to say by how much or go into any detail until full analysis is complete. That said, the Games have been a huge success as far as London are concerned, and the MPS have once again enhanced their reputation across the world.

### **London Crime Reduction Board**

On 25<sup>th</sup> September, I attended this quarter's London Crime Reduction Board. It was a productive meeting where the Board discussed key priorities for Londoners and what they could do to help the police and criminal justice agencies make London safer. Discussions were focussed around addressing anti-social behaviour and problem drinking in the capital, the next steps in tackling the problem of gangs in London and how to reduce reoffending by improving resettlement support. Colleagues took away a number of important actions which the Board will review at the next meeting.

### **Young women in police custody**

On the 26<sup>th</sup> September, I attended the Independent Academic Research Studies (IARS) annual conference launching the findings of their research into young women's experiences of police custody, their mental health needs and the police response. I sat on a panel of experts and spoke to practitioners from the public and voluntary sector about how agencies can work together to break down the barriers to ensure that young women have access to appropriate mental health services on entering police custody. The findings of this research will be shared with the MPS Custody Directorate as part of a wider review into how the police service responds to mental health needs.

### **Employment opportunities for ex-offenders**

The Greater London Authority and MOPAC have supported the Land Securities Employment Strategy by developing and co-funding a partnership arrangement between the Mayor, London Probation Trust and Land Securities to select pilot cohorts of suitably screened and motivated ex offenders for training, and work placements. Successful completion has led to full-time employment opportunities facilitated by Land Securities and their major contractors. 24 offenders have received training in the last 12 months and 14 have sustained employment, as a result of our work with Land Securities which has been highlighted in the Mayor's Crime

Manifesto. I recognise that securing effective routes to employment for offenders is a key factor in reducing reoffending rates and bringing down crime in London, and I'm committed to continue to lead work in this area.

### **Visit to Feltham Young Offenders Institute**

I visited the Feltham Young Offenders Institute on 14<sup>th</sup> September.

### **Rape Crisis Centre Funding**

Transitional funding arrangements for 2013-14 have been agreed.

## **3. PERFORMANCE**

The Committee may be interested to know that the Home Office will be opening iQuanta to the public on Monday 15<sup>th</sup> October. Comparable force data will then be published at police.uk. Most-similar group comparisons will be incorporated on to the HMIC Crime and Policing Comparator at the same time. This will enable the PCC and the public to compare crime in their area with most similar groups and consider meaningful trend data on crime locally.

The previous PCC report outlined a new way by which the Committee can access crime performance data. The data provided will be in line with robust quality standards and there will be a publicised publication schedule. This means the committee can have 'live access' to the most current trends, i.e. as close to real time as practical. This approach will enable the PCC and Londoners to hold MOPAC to account and serve the Mayor's commitment to deliver greater data transparency.

The London Datastore is available at: <http://data.london.gov.uk/>

MOPAC is committed to releasing data on MPS performance to address the Mayoral transparency agenda in giving the public (and the PCC) access to more regular up to date information. A wide range of performance data is now being released each month to the London datastore. Processes are in place to ensure that the data is updated by the last week of each month to ensure timeliness and accuracy.

The data accessible to PCC members and the public includes:

#### **Crime**

Victim based crime

Violence with injury (VWI)

Gun Crime

Knife

Gang violence indicator\*

Dog Attacks

Female victims of robbery & VWI

\* this is a proxy for actual gang violence - it is offences where a victim is under 25 and a firearm has been discharged or a knife has been used to injure but excluding domestic violence

**Sanction detection rates**

Victim based crime  
Violence with injury (VWI)  
Gun Crime  
Knife  
Dog Attacks

**Police officer, PCSO and staff strength by Borough and Business Group**

Borough Total  
Other Business Groups  
TP Non Boroughs  
Specialist Crime & Operations  
Specialist Operations  
Other  
MPS Specials (headcount)

**Fear of crime to borough level (Q13 PAS) "To what extent are you worried about crime in this area?"**

% that are worried or very worried - Data is for 12 months to end of quarter

**Crime calls by crime category**

Abduction / Kidnap  
Bomb Threat  
Burglary Dwelling  
Burglary Other Than A Dwelling  
Criminal Damage  
Drugs Offence  
Fraud And Forgery  
Harassment Act Offences  
Robbery  
Sexual Offences  
Theft - Other  
Theft - Shoplifting  
Theft From Motor Vehicle  
Theft Of Motor Vehicle  
Unlisted Crime  
Violence Against The Person\*

\* this category includes VWI and offences where there is no physical injury - e.g shoving, verbal abuse etc.

Total

**Anti-Social Behaviour Calls Received by Central Communications Command (CCC)**

Animal Problems  
Begging / Vagrancy  
Environmental Damage /Littering  
Fireworks  
Hate incident  
Littering / Drugs Paraphernalia  
Malicious / Nuisance Communications  
Noise

Prostitution Related Activity  
Rowdy / Nuisance Neighbours  
Rowdy Or Inconsiderate Behaviour  
Street Drinking  
Substance Misuse  
Trespass  
Vehicle Abandoned - Not stolen  
Vehicle Nuisance / Inappropriate Use  
Total

**Stop and search data**

Total stop and searches  
Stop and search arrest rate

**Hate Crime**

Homophobic  
Racist and religious  
Faith hate crime  
Disability

Additional crime data which is currently being updated on the site includes;

Total Notifiable Offences  
VAP offences (Violence against a person)  
Serious youth violence  
Rape offences  
Knife crime with injury,  
Gun crime with firearm discharge  
Homicide offences  
Sexual offences  
Burglary offences  
Robbery offences  
Theft and handling offences  
Domestic offences

PCC Members are encouraged to use the Datastore to access any data required relating to policing and crime.

#### **4. MOPAC FINANCIAL REPORT**

At its last meeting, the PCC received expenditure monitoring information for period 4. Period 5 has only recently been finalised and has not yet been approved by MOPAC or the MPS Management Board. The intention therefore is to submit the financial information for Period 5 to the next meeting of the PCC. This should enable each subsequent meeting of the PCC to receive the latest approved financial report.

November's PCC report will include an updated position for revenue and capital budget monitoring as at August 2012. With regard to budget proposals for 2013/14 - 2015/16, the



Deputy Mayor for Policing and Crime and officers of MOPAC continue to work closely with the Metropolitan Police Service to develop these in line with the Mayor's guidance, which will be submitted to the Mayor by the 19th of November. These will include a balanced budget for 2013/14 and proposals towards bridging the gap in 2014/15 and 2015/16.

## **5. MOPAC BUSINESS AND MEETINGS**

I will be meeting with the Commissioner on a formal basis once per month to consider MPS performance, financial management, delivery against MOPAC objectives, issues of strategy and organisational policy, and ensure that appropriate systems and controls are in place across the MPS, specifically in relation to equality and diversity and safeguarding of children and child welfare. For further detail please see the Terms of Reference for these meetings at Appendix One below.

I met with the Deputy Commissioner two weeks ago to agree how we will approach the challenges that we face. We agreed that the MOPAC 20-20-20 target – a 20% reduction across the seven identified neighbourhood crime types, a 20% increase in public confidence, and costs cut by 20% – over four years was ambitious but attainable. In time, the Police and Crime Plan will provide a complete framework for monitoring MPS performance. We agreed that ensuring the public have access to intelligible crime data is key.

We agreed to establish a joint mechanism to monitor and approve spend – the Joint Investment Board – and will be developing better management information to help us drive the efficient use of MPS funds. We discussed MOPAC Challenge, and I outlined my expectation that the next meeting would be used to articulate how the proposed local policing model would complement the MPS estate strategy and interact with a commissioning plan for support services. Finally, we agreed to adopt a new framework for the handling of shared risks.

The Joint Investment Board will meet monthly to consider all MPS investment decisions which in accordance with the MOPAC scheme of delegation which require my approval. The Terms of Reference have been proposed for agreement at the first meeting which will be held on 17 October.

### **Audit Panel 4 October 2012**

The District Auditor presented her 2011/12 Annual Governance Report for MOPAC and Metropolitan Police Commissioner to the Panel. Both bodies received an unqualified audit opinion on their financial statements and the District Auditor concluded that MOPAC and the Commissioner had made proper arrangements to secure economy, efficiency and effectiveness in their use of resources. The Panel were also updated on: the current assessment of key MOPAC and MPS strategic risks, developments in the governance and risk management frameworks and progress made in implementing audit recommendations. It also continued to exercise oversight of gifts and hospitality, receiving reports from the Interim Chief Executive of MOPAC and the Commissioner on the published records of offers of gifts and hospitality.

## **Decisions**

The following formal signed decision forms are available on the MOPAC website

DMPCD 2012 115 Audit Panel-extension of interim arrangements

DMPCD 2012 116 HQ Estate

DMPCD 2012 120 Statement of accounts

DMPCD 2012 128 EU funding bid

## **Responding to the Police and Crime Committee**

I have received 25 requests from PCC Members since the 1<sup>st</sup> June. These have included queries on undercover policing, racism, and neighbourhood policing.

## **Regular meetings**

- Meetings with the Mayor.
- Bilaterals with the Commissioner
- Meetings with MPS Management Board team members.
- Liaison meetings with Police and Crime Committee members.
- Meetings on Met Change and the Budget with the Deputy Commissioner and MPS Management Board
- Regular contact with the Home Secretary

## **Specific Meetings and events**

<b>Date</b>	<b>Meeting/event</b>	<b>Note</b>
10 Sept 2012	Intro meeting with Damien Green MP	
12 September	Joint Counter Terrorism Oversight Group	Chaired the meeting
14 September	Visit to Feltham Young Offenders Institute	
18 Sept 2012	Bilateral with Commissioner (Dep Commissioner attended)	Commissioner was on leave
25 September	Formal bilateral with the Commissioner	
25 September	Commissioner's Meeting with Council Leaders	
26 Sept	Pre-Brief to Mayor - MOPAC Challenge Board	
27 September	Police and Crime Committee –Question and Answer session.	

## MOPAC Report to Police and Crime Committee – 25 October 2012

Date	Meeting/event	Note
2nd October	Bilateral meeting with Commissioner & The Mayor	

### Upcoming MOPAC Meetings

Date	Meeting
17 October	First meeting of the Joint Investment Board
30 October	MOPAC Challenge
31 October	London Crime Reduction Board – Delivery Management Group

## Appendix One

# Deputy Mayor for Policing and Crime/ Commissioner Monthly Bilateral Terms of Reference

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### Purpose of the meeting:

The Police Reform and Social Responsibility Act 2011 has made MOPAC responsible for the totality of policing in the capital. This means that MOPAC will be publicly accountable for the delivery and performance of the MPS. MOPAC is ultimately accountable to the public for the management of the police fund, and shares a responsibility with the Commissioner to provide effective management of the policing budget and to secure value for money on behalf of the public that they both serve.

It remains the duty of police constables to maintain the Queen's Peace without fear or favour, and that office shall not be open to improper political interference. The operational independence of the police is a fundamental principle of British policing. However, MOPAC must hold the Commissioner to account for the operational delivery of policing. As such, the Commissioner is expected to ensure that MOPAC is regularly informed of his decisions and operational activity in a timely manner.

The Act and Protocol outline that the Commissioner has the following specific responsibilities to MOPAC (this list is not exhaustive):

- To support MOPAC in the delivery of the strategy and objectives set out in the police and crime plan;
- To assist MOPAC in planning the force's budget;
- To provide MOPAC with access to information, officers and staff as it requires;
- To notify and brief MOPAC of any matter or investigation on which MOPAC may need to provide public assurance either alone or in company with the MPS;
- To be the operational voice of policing in the force area and regularly explaining to the public the operational actions of officers and staff under their command;
- To ensure that MOPAC is kept informed of all complaints against the force, its officers and staff, in such a way as to enable MOPAC to discharge its statutory obligations in relation to complaints in a regular, meaningful and timely fashion;
- To have day to day responsibility for financial management of the force within the framework of the agreed budget allocation and levels of authorisation issued by MOPAC, and ensuring that value for money is obtained;
- To enter into collaboration agreements with other Chief Constables and partners that improve the efficiency or effectiveness of policing, with the agreement of MOPAC;

- To agree with MOPAC how he can make sure that his officers and staff keep to all laws and regulations by using effective structures, arrangements and instruments.

Where there is a disagreement between MOPAC and the Commissioner, professional advice may be offered by HMIC.

**Functions of the meeting:**

- To consider MPS performance, providing assurance of the effectiveness of the force, that plans are in place to address problems identified, and that best practice is being captured and disseminated;
- To provide evidence that the financial management of the MPS is within agreed budget allocations and ensures value for money;
- To provide evidence that the MPS is delivering the strategy and objectives of MOPAC articulated in the police and crime plan;
- To act as a sounding board for proposals which may impact upon the strategy and objectives articulated in the police and crime plan and/or agreed budget allocations;
- To discuss and agree all significant new corporate policies (except those that relate to operational activity);
- To consider strategic risks and agree appropriate mitigations;
- To provide assurance that appropriate systems and controls are in place across the MPS, specifically in relation to equality and diversity and safeguarding of children and child welfare;
- To consider and agree entering into appropriate collaboration agreements;
- To consult MOPAC on senior MPS appointments;
- To consider the effectiveness and efficiency of arrangements made by the MPS to engage with, and provide information relating to crime and disorder to, communities;
- To discuss complaints against the force, its officers and staff and provide appropriate assurances;
- To discuss and agree the dissemination of information required from the MPS by MOPAC, and the principles of information sharing between MOPAC and the MPS;
- To contribute to the MOPAC and MPS planning processes; and
- To discuss topical matters and issues of importance to policing and crime reduction in London, as required.

NB: Formal DMPC approval will still be required in line with the decision-making guidance (using decision forms).

**Membership:**

- The Deputy Mayor for Policing and Crime
- The Commissioner of Police of the Metropolis

- The MOPAC Chief Operating Officer
- MPS and MOPAC officers as required

**Frequency:**

The DMPC and Commissioner will meet formally on a monthly basis.

**Access:**

Meetings are not open to the public.

A note of the meeting, once agreed to be a correct record by the parties, will be made available on the MOPAC website.

**1. Consultation**

These terms have been consulted on by the Head of Policy and Programme Delivery, Head of Pan-London Policing and Crime Strategy, and the Chief Financial Officer. They have been agreed by the Head of Business Management and Change, and the MPS Head of Strategic Relationships and Head of External Relations.

**2. Media information**

Adoption of the proposed option would: mitigate the risk of adverse media resulting from perceived failure of MOPAC to formally hold the Commissioner to account; ensure that the DMPC is informed of policing operations likely to impact on public confidence.

**3. Background documents**

None.

**4. Contact Details**

Report author: Thomas Foot, Staff Officer, MOPAC  
email: [thomas.foot@mopac.london.gov.uk](mailto:thomas.foot@mopac.london.gov.uk)

# Subject: Summary List of Actions

**Report to: Police and Crime Committee**

**Report of: Executive Director of Secretariat**

**Date: 25 October 2012**

**This report will be considered in public**

## 1. Summary

- 1.1 This report sets out for noting actions arising from previous meetings of the Committee and correspondence entered into by the Chair on behalf of the Committee in accordance with Standing Order 10.2 (Standing Delegation to Chairs).

## 2. Recommendation

- 2.1 **That the Committee notes the ongoing, outstanding and completed actions arising from previous meetings of the Committee and correspondence entered into by the Chair on behalf of the Committee in accordance with the Standing Delegation to Chairs, as listed below.**

### Meeting of 26 January 2012

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
5.	<b>Complaints about the Mayor's Office for Policing and Crime and the Deputy Mayor for Policing and Crime</b> – Committee agreed, inter alia, to delegate to the Monitoring Officer all of the powers and functions conferred on it by the Elected Local Policing Bodies (Complaints and Misconduct) Regulations, with the exception of the functions set out at Part 4 of the Regulations which may not be delegated; and guidance on the handling of complaints which requires the Monitoring Officer to report, on a regular basis, the summary details (such as can be reported in public), on the exercise of any and all of these functions to the Committee for monitoring purposes.	Details to report for the period 3 to 16 October 2012:  No complaints have been received in respect of the relevant period.	Monitoring Officer	Ongoing.

6.	<b>Transparency Procedure</b> – The Committee agreed Members disclose to the Executive Director of Secretariat or his nominated representative (within 28 days of the contact) details of any significant contact with the MPS and/or MOPAC which they consider to be relevant to the work of the Committee; and such disclosures be reported to the next meeting of the Committee.	There are no disclosures to report in respect of the period 3 to 16 October 2012.	Executive Director of Secretariat	Ongoing.
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### Meeting of the 8 March 2012

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
5.	<p><b>Question and Answer Session with the Deputy Mayor for Policing and Crime and the Deputy Commissioner for the Metropolitan Police</b></p> <p>The Deputy Mayor for Policing and Crime committed to:</p> <ul style="list-style-type: none"> <li>providing a copy of the urgent report he had requested from the MPS relating to the recent newspaper articles about alleged police corruption linked to the Stephen Lawrence case.</li> </ul>	Response received in letter dated 8 October 2012 ( <b>see Appendix A</b> ).	MOPAC/MPS	31 May 2012.



## Meeting of the 31 May 2012

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
3.	<p><b>Question and Answer Session with the Mayor and the Commissioner for the Metropolitan Police</b></p> <p>The Commissioner committed to write to the Committee with details of:</p> <ul style="list-style-type: none"> <li>the gender and ethnic make-up of the 7,000 'Leaders' chosen from MPS staff as part of the cultural change programme; and</li> <li>the resources being allocated within the MPS to the latest review of the Stephen Lawrence case.</li> </ul>	<p>Awaiting response.</p> <p>Awaiting response.</p>	MOPAC/MPS	Before 21 June 2012.

## Meeting of the 14 June 2012

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
5.	<p><b>Support for Victims of Crime</b></p> <p>Noted that:</p> <ul style="list-style-type: none"> <li>Deputy Assistant Commissioner Stephen Kavanagh will provide the Committee with written information on changes to the User Satisfaction Surveys to properly reflect all communities, including BME.</li> <li>Chief Superintendent Steve Ashley will provide the Committee with written information regarding what other police forces do to ensure they gather feedback on victims from hard to reach groups.</li> </ul>	<p>Awaiting Response.</p> <p>Awaiting Response.</p>	<p>MPS</p> <p>HMIC</p>	<p>5 July 2012</p> <p>18 July 2012</p>

## Meeting of 21 June 2012

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
5.	<p><b>Question and Answer Session with the Deputy Mayor for Policing and Crime (DMPC)</b></p> <p>Agreed the Chair write to the Police Commissioner, in his absence, to set out the questions the Committee had intended to ask him on the following subjects:</p> <ul style="list-style-type: none"> <li>• The policing of the Queen's Diamond Jubilee celebrations;</li> <li>• Operation of the MPS Sapphire Unit;</li> <li>• Supervision of Undercover Police Officers;</li> <li>• Public Order Policing;</li> <li>• Plans for use of Taser in London; and</li> <li>• Acquisitive and Knife Crime.</li> </ul>	<p>Response received from DMPC in letter dated 27 September 2012 (<b>see Appendix B</b>).</p>		

## Meeting of the 19 July 2012

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
4.	<p><b>Question and Answer Session with the Deputy Mayor for Policing and Crime (DMPC) and the Commissioner of Police of the Metropolis</b></p> <p>During the discussion the Deputy Mayor for Policing and Crime undertook to provide the Committee with the following information:</p> <ul style="list-style-type: none"> <li>• An update on the former MPA's report into corruption within the MPS</li> <li>• An update on MOPAC's oversight of professional standards and how complaints are managed</li> </ul> <p>The Commissioner of Police of the Metropolis committed to provide the Committee with details of:</p> <ul style="list-style-type: none"> <li>• Minimum staffing numbers of Safer Neighbourhood Teams during the Olympics and assignment of PCSOs to SNTs</li> <li>• An update on communications expressing concerns over the G4S contract</li> <li>• An update on Stop and Search rates in Newham and any recent changes</li> <li>• An update on plans to reduce back-office costs by 30%</li> </ul>	<p>Response received from DMPC in letter dated 4 October 2012 (<b>See Appendix C</b>).</p> <p>Received interim response (<b>see Appendix D</b>). Awaiting final response from MOPAC.</p>	MOPAC	Before 27 September meeting of the Committee

## Meeting of 27 September 2012

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
5.	<p><b>Question and Answer Session with the Deputy Mayor for Policing and Crime and the Deputy Police Commissioner</b></p> <p>The Deputy Police Commissioner agreed to write to the Committee with details of:</p> <ul style="list-style-type: none"> <li>the latest position regarding Gipsy Hill, Cavendish and Union Road Police Stations in the London Borough of Lambeth which were temporarily closed for the duration of the Olympics 2012, but which still remain closed;</li> <li>the retention policy relating to the new CCTV recordings within police vans, and further information as to how the cameras will be operated (e.g. remotely and/or from within the vehicles themselves); and</li> <li>the guidelines around the advice given by supervisors to undercover officers following any reported personal relationship and further information as to whether the National Code of Conduct for Undercover Officers (currently being re-written) will cover the issues around personal relationships.</li> </ul>	Awaiting response/s.		15 October 2012

## Meeting of 11 October 2012

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
5.	<p><b>Question and Answer Session with the MPS re policing of the Olympic and Paralympic Games</b></p> <p>Assistant Commissioner Allison undertook to provide the Committee with</p> <ul style="list-style-type: none"> <li>• Clarification on the shifts that the police had to backfill throughout the country; and</li> <li>• Details of the original business case costs, which were submitted to the Home Office for approval, and final outturn costs that are now being claimed by the Home Office.</li> </ul>	Awaiting Response/s.		1 November 2012

**Actions arising from correspondence entered into by the Chair on behalf of the Committee in accordance with Standing Order 10.2 (Standing Delegation to Chairs)**

	<b>Subject/action required</b>	<b>Status</b>	<b>Action by</b>	<b>Deadline, if applicable</b>
(i)	Letter (dated 23 July 2012) to Deputy Mayor for Policing and Crime regarding scrutiny of the Territorial Policing Development Programme ( <b>See Appendix E</b> ).	Awaiting Response.	MOPAC	17 August 2012
(ii)	Letter (dated 5 September 2012) to Assistant Commissioner Allison requesting background information on the policing of the Games 2012 ( <b>see Appendix F</b> ).	Response received in letter dated 3 October 2012 ( <b>See Appendix G</b> ).	MPS	26 September 2012
(iii)	Letter (dated 11 October 2012) to the Chair of the Committee from the Deputy Mayor for Policing and Crime updating on current outstanding actions.	Letter attached ( <b>See Appendix H</b> )	MOPAC	

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**List of appendices to this report:**

Appendix A: Letter from MOPAC dated 8 October 2012;  
Appendix B: Letter from MOPAC dated 27 September 2012;  
Appendix C: Letter from MOPAC dated 4 October 2012;  
Appendix D: Letter from MPS dated 8 August 2012;  
Appendix E: Letter from Chair to DMPC dated 23 July 2012;  
Appendix F: Letter from Chair to MPS dated 5 September;  
Appendix G: Letter from MPS dated 3 October 2012;  
Appendix H: Letter from MOPAC dated 11 October 2012.

**Local Government (Access to Information) Act 1985**

List of Background Papers:

All Agenda papers for meetings of the Police and Crime Committee.

Contact Officer:	Anthony Jackson, Committee Officer
Telephone:	020 7983 4894
E-mail:	<a href="mailto:anthony.jackson@london.gov.uk">anthony.jackson@london.gov.uk</a>

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**Joanne McCartney**

Chair Police & Crime Committee  
Greater London Authority  
City Hall  
Queen's Walk  
London, SE1 2AA

8 October 2012

Dear Joanne,

Thank you for your letter of 8 March 2012, requesting information with regard to allegations of police corruption into the Stephen Lawrence case.

Please accept my apologies for the delay in this response. I hope that the briefing attached will update you on the findings of the Metropolitan Police Service (MPS) investigation as was promised in the letter from Catherine Crawford on 21 May 2012.

Yours sincerely



Stephen Greenhalgh  
**Deputy Mayor for Policing and Crime**

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## **Briefing to the Police and Crime Committee**

**On behalf of the Deputy Mayor for Policing and Crime**

Allegation of Police Corruption into the Stephen Lawrence Case

**5 October 2012**

## **Allegation of Police Corruption into the Stephen Lawrence Case**

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This briefing provides an update of the investigation into the allegations of police corruption relating to the original Stephen Lawrence case.

### **Introduction**

In March 2012 reports appeared in the media containing allegations of corruption concerning Metropolitan Police Service (MPS) officers involved in the original Stephen Lawrence murder investigation; in particular that the MPS had failed to disclose key documents to the Stephen Lawrence Inquiry Panel.

The Mayors Office for Policing and Crime (MOPAC) received a request for further information regarding these allegations from the Chair of the Police & Crime Committee (PCC) in May 2012. The MOPAC issued a response on 21 May, which indicated that the MPS was in the process of conducting an internal review to determine if there was any foundation to the allegations. The review was conducted by the MPS Directorate of Professional Standards and overseen by the Deputy Commissioner.

The MPS requested information from the Independent, Evening Standard and Guardian newspapers but all declined to produce any new evidence in support of the claims made.

The Independent Police Complaints Commission (IPCC) conducted its own review to determine whether the Stephen Lawrence Inquiry Panel was kept fully informed about corruption allegations involving members of the original police investigation into the murder of Stephen Lawrence. The IPCC had previously conducted an investigation into allegations of corruption in 2006.

### **Conclusions**

In May 2012, the IPCC completed its review and concluded that it was not aware of any new evidence or information that would change the conclusions from its earlier investigation in 2006.

The IPCC report refers to a number of MPS internal investigations that specifically looked at corruption involving several of the officers that had also been involved in the initial Stephen Lawrence murder investigation. The conclusion of these investigations did not indicate there was any evidence of corruption specific to the Stephen Lawrence case.

The MPS review completed on 30 May 2012 concluded:

There have consistently been three officers of concern relating to the murder investigation of Stephen Lawrence, the subsequent review and Inquiry. The officers Adams, Davidson and Officer XX have been subject to much speculation. No subsequent investigations nor review nor the Public Inquiry have uncovered evidence of corruption or collusion which could have adversely affected or otherwise influenced the path of the original investigation or subsequent investigations.

- The MPS disclosed all material in relation to adverse information held regarding the three officers of concern. The Adams material was reviewed by Counsel for the Inquiry who reported to Lord Macpherson. When Davidson became of interest to Operation Russia, the Inquiry was further updated of these concerns and material was disclosed to them. Davidson had by this time given his evidence.
- There is no other material known to be held by the MPS which suggests that corruption or collusion in any way impacted upon the initial investigation in the murder of Stephen Lawrence.
- There are no new allegations arising from the recent media coverage. Allegations or suggestions made to date have already been investigated by the MPS and the IPCC.

The IPCC report and the report from the MPS are attached for information.

- Appendix 1      Review Report, IPCC Independent Investigation into complaints following “The boys who killed Stephen Lawrence”.
- Appendix 2      Metropolitan Police Service, Review into whether relevant material concerning corruption allegations was passed to the Stephen Lawrence Inquiry.



## **REVIEW REPORT**

# **IPCC INDEPENDENT INVESTIGATION INTO COMPLAINTS FOLLOWING “THE BOYS WHO KILLED STEPHEN LAWRENCE”**

**8 May 2012**

**Paul Davies  
Standards & Quality Directorate  
Standards Team**

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## INTRODUCTION

In 2006, the Independent Police Complaints Commission (IPCC) undertook an independent investigation into allegations that police officers withheld information involving corruption in the original police investigation into the murder of Stephen Lawrence.

The allegations of corruption featured in a BBC programme broadcast on 26 July 2006 entitled "The Boys Who Killed Stephen Lawrence" and explored the circumstances of Stephen Lawrence's murder on 22 April 1993 and the ensuing police investigation. During the programme a former South East Regional Crime Squad Detective, Neil Putnam, was interviewed and made allegations of police corruption in the Stephen Lawrence murder enquiry.

Neil Putnam was himself arrested in July 1998 for corruption offences and was convicted in the same year and sentenced to five years imprisonment.

Following his arrest, Neil Putnam entered into a resident informants scheme with the Metropolitan Police Service (MPS) and gave information and intelligence in relation to allegations of corruption against his former colleagues from the East Dulwich office of the South East Regional Crime Squad.

The investigation into police corruption was known as 'Operation Russia' and a number of police officers were subsequently convicted and sentenced to substantial terms of imprisonment.

During the Documentary programme Putnam made allegations that he told officers debriefing him as part of Operation Russia that one of his former colleagues, ex-Detective Sergeant John Davidson, had told him that he had looked after the interest of Clifford Norris's son David during the initial Stephen Lawrence murder investigation. (David Norris was one of the main suspects in the case and has now been convicted of Stephen Lawrence's murder.) John Davidson had implied that he had received payment using the words "he's a good little earner".

Davidson was a member of the initial murder investigation team into Stephen Lawrence's death having joined the team the day after the murder. He was involved in the investigation for some weeks and gave evidence to Sir William Macpherson's Public Inquiry.

As a result of the allegations of corruption being made on the Documentary programme, formal complaints were made to the IPCC by Stephen's parents, Doreen and Neville Lawrence.



John Wadham, Deputy Chair of the IPCC, made the decision that an independent investigation would be undertaken and IPCC Senior Investigator John Cummins was appointed to undertake the investigation.

The investigation concluded that “we have found no evidence in support of the allegations made during the programme”.

The IPCC investigation report was shared with Doreen and Neville Lawrence and was subsequently published on the IPCC website in 2007.

During early March 2012, the issues of police corruption in the Stephen Lawrence investigation were again raised in various newspaper articles and a decision was taken by the IPCC to undertake a review of the original IPCC investigation to examine the allegations investigated in 2006 and compare them with the recent allegations being featured in the media.

IPCC Senior Investigator Paul Davies, Standards & Quality Directorate, was appointed to undertake a focussed, proportionate review into the main allegations. The review commenced on 2 April 2012 and the following Terms of Reference for the review were agreed.

#### **TERMS OF REFERENCE FOR THE REVIEW**

- ☐ To undertake a review of the IPCC 2006 independent investigation which examined the allegations of police corruption in the murder investigation of Stephen Lawrence, made by Neil Putnam.
- ☐ The review will examine the allegations made in 2006 and compare them to recent allegations of corruption being made by journalists in various news articles.
- ☐ The review will establish if the allegations currently being made have been previously investigated by the IPCC as part of the independent investigation in 2006 and, if so, whether the findings were consistent with the available evidence.
- ☐ If the allegations have been previously investigated, establish whether any new evidence or information exists which did not form part of the 2006 investigation.
- ☐ If new evidence or information exists which did not form part of the 2006 investigation, detail how this may have effected the conclusions reached and recommend how this may now be addressed.

## **METHODOLOGY**

In order to undertake this review, documentation has been made available from the original IPCC investigation including all witness statements obtained during the investigation together with relevant documents. In addition, the taped transcripts of the IPCC interviews with Neil Putnam have been obtained and examined.

The original investigation was placed on a HOLMES (Home Office Large Major Enquiry System) account and access to this has been facilitated.

The two main recent newspaper articles from the Independent and Guardian newspapers featuring allegations of corruption in the Stephen Lawrence investigation have also been examined to allow comparisons to the allegations investigated by the IPCC in 2006.

Both journalists responsible for writing the articles have been written to in an attempt to establish if they have any new evidence that may assist this review.

Contact has also been made with the Metropolitan Police Directorate of Professional Standards Department to enquire if they have uncovered any new evidence as a result of the recent media coverage.

Finally, solicitors acting for Mr and Mrs Lawrence have been written to advising them of this review and enquiring if Mr and Mrs Lawrence themselves are aware of any new information or evidence that may assist this review.

## **TERMS OF REFERENCE FOR THE 2006 IPCC INDEPENDENT INVESTIGATION INTO ALLEGATIONS OF POLICE CORRUPTION RELATING TO THE FIRST INVESTIGATION INTO THE MURDER OF STEPHEN LAWRENCE**

- 1a To investigate the allegation that ex-Detective Sergeant John Davidson had a 'corrupt relationship' with Clifford Norris.
- 1b To investigate whether any such 'corruption' tainted the actions of DS Davidson, either directly or indirectly, in the first investigation into the murder of Stephen Lawrence.
- 2a To investigate the allegation that ex-Detective Constable Neil Putnam provided information to the Metropolitan Police concerning the 'relationship' of DS Davidson and Clifford Norris and in particular that:
  - (i) No action was taken by the Metropolitan Police in relation to this information.
  - (ii) The information was not passed to the Stephen Lawrence enquiry.

- 2b To investigate the allegation that the Metropolitan Police, despite knowing or strongly suspecting that DS Davidson was 'corrupt', misinformed and/or withheld such knowledge/suspicion from the Stephen Lawrence enquiry.
- 2c To make recommendations regarding any possible criminal or misconduct culpability revealed.
- 2d Make any recommendations on MPS or National Police Policy which arise from this investigation. Any fast time learning issues will be conveyed in a timely manner.
- 2e The IPCC is aware that the family of Stephen Lawrence have been long suspicious and indeed allege that 'corruption' played a part in the 'First Police Investigation' into his death. The IPCC acknowledges that if such allegations are true, then other officers may be involved. The investigation will at all times have this in mind and should any information come to light during the course of the investigation suggesting criminality or misconduct on the part of other officers or ex officers, this will be subject of a fresh determination on how that information should be addressed.

## **RELEVANT BACKGROUND**

Following the broadcast of the BBC Documentary Programme on 26 July 2006 "The Boys Who Killed Stephen Lawrence" and formal complaints from Stephen Lawrence's parents, Doreen and Neville Lawrence, the ensuing IPCC independent investigation categorised the complaints received into three specific areas.

1. Allegations that the officers who had debriefed Neil Putnam had failed to record or act upon information he had given them concerning allegations of corruption in the original Stephen Lawrence murder investigation.
2. The Metropolitan Police Service had failed to advise the Stephen Lawrence Inquiry of the concerns regarding the witness DS John Davidson.
3. The allegation of corruption involving Davidson and Clifford Norris, the father of one of the suspects implicated in the murder of Stephen Lawrence.

The IPCC investigation report, published in 2007, details the methodology that the investigation team employed in order to undertake an extensive investigation into the three main areas detailed above.

The report states *“The first allegation is linked to the arrest and interviews of Neil Putnam. Mr Putnam is a former Metropolitan Police Officer who was arrested in July 1998 for offences of corruption. He decided to assist the officers from the Metropolitan Police who were investigating the corruption allegations and after he was charged with various offences, he was entered into the Resident Informants Scheme and he subsequently provided information concerning some of his former colleagues.*

*This investigation into the corruption allegations was known as ‘Operation Russia’. A number of serving police officers were convicted of offences of corruption and received substantial prison sentences.*

*The documentation from this investigation was held by the Metropolitan Police in secure storage. The IPCC was given full access to this material and as a result took possession of a number of documents including the records of interviews with Neil Putnam.*

*The IPCC investigation also interviewed a number of police officers, former police officers and witnesses including members of Mr Putnam’s family, leading Counsel, former members of the CPS and members of the media.*

*In respect of the second allegation, again documentation has been seized and witnesses both within the Metropolitan Police Service and former members of the Stephen Lawrence [murder investigation] team have been interviewed.*

*In respect of the third allegation of corruption in the original murder investigation, the IPCC were conscious that the Metropolitan Police Service is still investigating the murder of Stephen. As a result it was important at the outset, to draw up a memorandum of understanding with officers from ‘Operation Athena Tower’ the reinvestigation of the murder of Stephen Lawrence. Meetings were held with senior officers involved in the reinvestigation. Whilst recognising that the investigation was still ongoing, the IPCC were given full access to the information available to the MPS.*

*There have also been a number of previous investigations and reviews into the murder of Stephen on 22 April 1993. There was also the PCA/Kent complaint investigation and the Stephen Lawrence [Macpherson] Inquiry. The IPCC has had access to all the documentation from these inquiries, investigation and reviews.*

*The IPCC had also had access to confidential information held by the Anti-Corruption Command of the Metropolitan Police. Access was obtained to reports concerning alleged corruption of a number of former officers of the Metropolitan Police.*

*It was apparent at the outset that the MPS conducted a number of different inquiries over the possibility that ‘corruption’ may have been a feature of the murder investigation. Copies of these reports have been obtained.*

*A number of former police officers, serving police officers and civilian witnesses have been interviewed”.*

## **OBSERVATIONS**

The Terms of Reference for the IPCC independent investigation were sufficiently focussed to enable a proportionate investigation into the main issues identified from the BBC Documentary programme. They were drawn up following a meeting between the IPCC with the complainants, Mr and Mrs Lawrence, and their legal representatives.

Categorising the complaints into three main areas allowed the investigation to focus on the key issues under investigation.

It is also worth noting at this stage that the IPCC investigation was subject to a full internal review which commenced on 7 September 2006, its Terms of Reference being:

“To examine the structure of the Investigation Team and the investigative process and ensure they meet the needs of the investigation.

The review to include an examination of the policy decisions and investigative strategies and to ensure that all relevant lines of enquiry have been identified”.

The methodology adopted by the original IPCC enquiry team and detailed previously, shows a meticulous approach to the investigation with key documents and witnesses being identified at an early stage.

Of course, central to the allegations was Neil Putnam who was interviewed in depth by IPCC investigators on 14 September 2006. These interviews were recorded on DVD as follows:-

Interview 1 between 1107 hrs and 1202 hrs 55 minutes

Interview 2 between 1220 hrs and 1310 hrs 50 minutes

Interview 3 between 1410 hrs and 1500 hrs 50 minutes

Interview 4 between 1521 hrs and 1610 hrs 49 minutes

Interview 5 between 1629 hrs and 1714 hrs 45 minutes

It was during these interviews that Putnam repeated his allegation of police corruption in the original Stephen Lawrence murder investigation. He claimed that he had informed his debriefers as part of Operation Russia that his ex-colleague DS John Davidson had told him that he had looked after the interest of Clifford Norris’ son David during the initial Stephen Lawrence murder investigation and implied that he had received payment, using the words ‘he’s a good little earner’.

During the interviews with IPCC investigators, Neil Putnam described how he entered the Residents Informants Scheme and how he was debriefed by three officers, working in pairs, who would write down information he would provide in A4 note books, which would later be used to construct a witness statement. Usually a new A4 book would be used for each case and Putnam and the officers would then sign and date all the entries. Putnam believed that his allegations about Davidson had been written down in one of the A4 books.

Significantly during his IPCC interviews, Putnam was able to describe the date he allegedly told his debriefers about this information as he claimed it was when he was discussing Davidson in the context of 'old man Norris being a nice little earner' and it was against the background of a Nigerian gang who were committing robberies on jeweller shops.

An examination of the debrief books showed this debrief into the Nigerian gang took place on 28 July 1998 at Dover Police Station and Putnam was shown the entry recorded in a debrief book in relation to the information he had supplied about the Nigerian gang. However this book did not record any reference concerning the Davidson/Norris corruption allegation.

Putnam was interviewed by IPCC investigators:

IPCC Investigator: "It was that day .... that they made notes about part of that conversation that you had back at the East Dulwich Office on that day.

Putnam: "Mmm ... yeah."

IPCC Investigator: "Can you explain why they didn't record the other part of that conversation that you told them which was the detail concerning the Norris/Davidson thing".

Putnam: "The Norris part of it wouldn't have been my criminality, this is my criminality with others and that would have gone in the intelligence book I would have thought."

IPCC Investigator: "So you're not surprised that's not recorded in there."

Putnam: "Erm ... I am actually because it was that day ...."

IPCC investigators obtained the intelligence books referred to above and showed Putnam detailed entries on 18 August 1998 concerning background intelligence on Davidson which had been provided by him.

During his interview with the IPCC, Putnam was asked to read out the considerable entry that had been recorded verbatim by the police debriefers. The entries did not refer to any allegation of corruption in the Stephen Lawrence murder investigation or the link to Clifford Norris.

Putnam was asked by IPCC investigators during his interview:

"Why does it not include the information that you gave them about ...."

Putnam: "I've no idea ... no idea whatsoever."

IPCC Investigator: "Would you have expected that information to be included in that section".

Putnam: "Yeah I would have done erm. I mean that's that .... That's him that's everything about him that I knew".

IPCC Investigator: "Mmm."

Putnam: "Yeah I would have expected it to be there, I don't know why it's not."

IPCC Investigator: "You've signed the bottom of every page if when you read through that obviously you would have realised that that ..."

Putnam: "Yeah."

IPCC Investigator: "... it wasn't there, did you flag that up or ..."

Putnam: "No I didn't, no be ... I read it and it was done and ... cause I t's a long time ago but no I'm surprised it wasn't there, I kept expecting as I was reading through to think ah its there".

IPCC Investigator: "Yeah."

Putnam: "... but it er no, I've no idea why it wasn't there".

In my view this casts considerable doubt on Putnam's claims that he informed his debriefers about alleged corruption between Davidson and Clifford Norris and that these allegations were written down into A4 books by these officers. Original entries signed and dated by Putnam have been examined and shown to him and no such contemporaneous record appears to exist.

From reviewing the 2006 IPCC investigation it is also apparent that in 2000, following his release from prison, Putnam was interviewed by Graeme McLagan, a BBC journalist and he appeared in a BBC documentary programme called "Bent Coppers". A book by Mr McLagan was also published and the Operation Russia investigation was one of the chapters of the book.

Mr McLagan was interviewed by IPCC investigators. He confirmed that both Putnam and his wife had mentioned that ex-Detective Sergeant Davidson was involved in corruption but at no time did they make any reference to any corrupt links between Clifford Norris and Davidson and the Lawrence investigation.

In 2006 Putnam was approached by Mark Daly, a BBC journalist researching the BBC documentary programme, "The Boys Who Killed Stephen Lawrence", In this programme he made allegations regarding Davidson and Clifford Norris

The IPCC also traced the producer of the BBC programme 'Bent Coppers' as Putnam alleged that he had also informed her of the allegations. She does not recall Putnam telling her of the corrupt link between Davidson/Norris and the Stephen Lawrence murder investigation.

Two further people, who Putnam stated he had informed about the allegation, or had requested to be updated about the progress of the investigation, were a Detective Inspector from CIB3 and former Detective Chief Inspector Simon Cousins.

Both deny that Putnam mentioned the Lawrence murder when they met with him at a service station on the M25 on 20 September 2000. A contact sheet for the meeting was obtained as part of the IPCC investigation and this does not include any reference to Stephen Lawrence.

The original police debriefing officers were seen as part of the IPCC investigation. All deny being informed by Putnam of any corrupt link in the Lawrence murder investigation between Davidson and Clifford Norris.

The Police Federation representative for Putnam was also seen and stated he was unaware of any link between Davidson and Norris, as did Putnam's Chief Probation Officer.

However, Putnam did state that he had told members of his family and friends about the relationship between Davidson and Clifford Norris. As part of the IPCC investigation, Mr Putnam's wife, sister, mother, her partner and a family friend were all interviewed and provided statements.

It is clear that Putnam has mentioned the Stephen Lawrence murder investigation and allegations of corruption to them all and he has also told his wife that he had informed officers at the time of his debrief.

Ex-Detective Sergeant Davidson was interviewed by the Operation Russia team in September 1998 following disclosures made by Neil Putnam in his debriefing sessions. There were three specific allegations against Davidson:

- ☐ The disposal of two stolen watches given to him by Putnam
- ☐ The handling of stolen electrical equipment following the theft and recovery of a lorry owned by a mail order company
- ☐ The theft of cocaine from a drug dealer.

The Crown Prosecution Service (CPS) advised that no further action be taken against Davidson due to the lack of corroborative evidence which resulted in a decision not to prosecute rather than a 'public interest' reason as Putnam claimed. Indeed the CPS view was that had there been independent evidence, the likelihood was that Davidson would have been charged.

A former barrister from the CPS, Martin Polaine, who in 1998 was part of a dedicated team of lawyers working alongside the CIB3 officers and who had responsibility for the 'Operation Russia' case on behalf of the CPS, was also seen by IPCC investigators.

He stated he was aware of the fact that John Davidson was under suspicion and was aware he was a member of the Lawrence investigation team. He also states that he was aware that Davidson had an association with Clifford Norris and when he saw the programme 'The Boys Who Killed Stephen Lawrence' he was not surprised at the link being mentioned. However, Mr Polaine was unable to establish the source of the information that linked the two.



## RECENT NEWSPAPER ARTICLES

The recent newspaper articles relating to possible corruption in the Stephen Lawrence murder investigation were published as a result of the abandoned retrial at the Old Bailey last October of two former East Dulwich South East Regional Crime Squad Officers, Robert Clark and Chris Drury.

The pre trial hearings heard evidence from Neil Putnam under oath that John Davidson had admitted to him a corrupt relationship with Clifford Norris, the father of David Norris who was convicted in January 2012 of the murder of Stephen Lawrence.

An article that appeared in the Independent newspaper written by journalists Michael Gillard and Laurie Flynn repeated these allegations and those which were made in the 2006 BBC Documentary programme 'The Boys Who Killed Stephen Lawrence'.

I have not seen anything contained within the Independent newspaper article which did not form part of the 2006 IPCC investigation.

The key allegations featured in the article are detailed below and a response has previously been prepared by the original senior investigator as it relates to the 2006 IPCC investigation.

As part of the review into this investigation, I have been able to look at each of the key allegations detailed in the Independent newspaper and cross reference the allegations to the IPCC report and supporting evidence for the case.

The below summary in my view is an accurate overview of the evidence and key features that formed part of the 2006 IPCC investigation.

### **Allegation in Press March /April 2012**

***Key investigator in the original botched hunt for the killers was corrupt and engaged in extensive criminal enterprise, according to the secret Met files. Detective Sergeant John Davidson who interviewed key Lawrence suspects and witnesses within days of the stabbing, was a major player in a ring of bent detectives 'operating as a professional organised crime syndicate' according to previously unpublished intelligence reports.***

### Putnam allegation

Putnam alleged that the MPS did not prosecute Davidson because of his connection with the Lawrence enquiry and it would have been embarrassing to the MPS.

#### IPCC investigation findings

The IPCC report clearly indicated on page 16 that Davidson had been arrested by the Operation Russia team and a file submitted to the CPS in respect of three allegations

- ☐ Handling of stolen watches
- ☐ Handling of stolen electrical equipment
- ☐ Theft of cocaine.

Davidson retired from the MPS in July 1998. He had been facing a discipline hearing in respect of providing what can be described as a bodyguard service to an Australian businessman, using MPS vehicles and staff, in MPS time. He was pending this hearing for nearly two years but was allowed to retire on ill health.

Martin Polaine who was the CPS barrister on Operation Russia stated that it was the lack of corroboration that prevented Davidson being prosecuted rather than a public interest issue.

Statements were obtained from former Deputy Assistant Commissioners Clark, Woods and Yates which totally refute Putnam's allegation.

#### **Allegation in Press March/April 2012**

***Davidson had corrupt relations with informants, dealt in Class A drugs and 'would deal in all aspects of criminality when the opportunities presented themselves', according to the files written by senior anti-corruption officers.***

#### Putnam

Putnam alleged that when he joined the South East Region Crime Squad at East Dulwich he was handed money on his first day. He also stated, both to the Operation Russia team and Graeme McLagan that an informant by the name of David Norris was giving information to Davidson and Davidson described him as a good little earner.

#### IPCC Investigation findings

David Norris had a relationship with a woman called Eve Fleckney. Fleckney later became an informant to Operation Russia. She went on to have a relationship with another alleged corrupt officer called Clark who was one of the officers that Putnam gave evidence against. Whilst Fleckney did not make any allegations against Davidson it is clear that Davidson did have a corrupt relationship with David Norris.

In his statement to the IPCC, AC John Yates confirmed that David Norris had a corrupt relationship with the officers at the Regional Crime Squad, based at Dulwich, which is where Davidson was based.

#### **Allegation in Press March/April 2012**

***Davidson is alleged to have admitted that officers had a corrupt relationship with Clifford Norris, the gangster father of murderer***

***David Norris. A police supergrass recently gave evidence under oath at the Old Bailey that Davidson had told him bent cops 'looked after old man Norris'.***

#### Putnam

Putnam stated in the BBC programme 'The Boys Who Killed Stephen Lawrence' that he had told the officers who had interviewed him whilst he was a residential informant, that Davidson had told him that he had looked after 'Old Man Norris' (he says this is Clifford Norris). Putnam stated that he believed this meant looking after the interests of David Norris who was one of the five suspects for the murder of Stephen Lawrence. Putnam in his 2006 BBC interview and also his interview to the IPCC alleged that he had told his debrief officers and other MPS officers of the link between Davidson and Clifford Norris.

#### IPCC investigation findings

In 2000, after being released from a term of imprisonment, Putnam was interviewed by Graeme McLagan for Panorama and also a book called 'Bent Coppers'. Putnam made no mention of the Clifford Norris/Davidson link.

Putnam stated that he was told by Davidson when he joined the crime squad that "old man Norris was a good earner and he looked after him". There is clear evidence that David Norris Senior was linked to the Crime Squad at East Dulwich.

In 2001 Putnam was interviewed by the Guardian Newspaper he told them that he assumed "old man Norris" was Clifford Norris

It should be noted that Neil Putnam has continued to maintain since 2006 that there was a corrupt relationship between John Davidson and Clifford Norris. There is evidence to suggest that during the 1980s and 1990s that there was confusion between the identities of David Norris Senior and Clifford Norris by a number of different MPS sources. Indeed David Norris Senior is described in the book 'Bent Coppers' as a 'good littler earner'. Similar words are used by Putnam to describe Clifford Norris in his 2006 interview. Also there is evidence to suggest that David Norris was also referred to as 'Old Man Norris'.

The IPCC investigation was given access to the Operation Russia files where we recovered the debriefing books used during Putnam's detention. There is no reference to the Davidson/Norris link being mentioned. The three debriefing officers were all interviewed and denied ever being told by Putnam of the alleged link.

The system for dealing with residential informants that was imposed by CIB3 led to each of the informants being interviewed by three separate officers and there were sterile corridors to ensure that the different teams were never aware of the information coming from a different informant. Therefore it would have been very difficult for any one team

to suppress information or intelligence that they had received, as they would not have known the bigger picture.

A number of officers on the Witness Protection Unit who looked after Putnam were also seen and again they denied ever being told by Putnam of the link.

After his release from prison in 2000 Putnam met a Detective Inspector and DCI Cousins at a service station on the M25. Putnam alleges he asked the two officers what was happening about the Norris/Davidson link.

Both officers were seen and state there was no such conversation. DCI Cousins made a note of the meeting and this has been seen and does not contain any reference to Davidson/Norris. (DCI Cousins is now Senior Investigator Simon Cousins at the IPCC).

Other officers who were alleged to have been told of the connection were seen. This included Putnam's Police Federation representative. There was no supporting evidence. During his interview with the IPCC, Neil Putnam stated that he had also informed his family about the allegations. His mother, ex-wife and siblings were seen by the IPCC investigators. They did confirm that Putnam had mentioned the Davidson/Norris link but the timing of the disclosure was somewhat vague.

John Yates mentions in his statement that there was confusion in the MPS regarding the link between David and Clifford Norris. As far as the MPS know, there is no familial link.

The IPCC investigation made a request through Davidson's solicitors at Russell Jones & Walker to interview him in relation to the allegations made. Davidson now resides in Menorca and he declined the invitation stating that he relied on his comment post broadcast of the programme in 2006 in which he denied any corrupt practice, and he has later made comments in the media where he has denied any relationship with Clifford Norris.

There have been a number of references to Davidson being corrupt and we know he worked on the Stephen Lawrence murder investigation for the first few weeks. He was criticised for his role in the handling of the informant James Grant. Another officer who worked with Davidson whilst on the murder enquiry was also interviewed by the IPCC. He does not share the view that Davidson tried to derail the murder investigation.

#### **Allegation in Press March/April 2012**

***Anti-corruption officers were aware of the alleged link with Norris during the 1998 Macpherson Inquiry, according to new testimony from the former Crown Prosecutor on the case, but an internal***

***Met legal memo suggests that the Force feared the claim would get out while it was being sued by the Lawrence family.***

IPCC Investigation findings

Martin Polaine was, in 1998, a member of the newly formed CPS Visa Team which dealt specifically with police corruption. He worked closely with CIB3 during Operation Russia. In 2004 Martin Polaine joined the IPCC on secondment from the CPS in order to set up the IPCC Legal Department. As part of the IPCC investigation Martin was interviewed in relation to his recollection of the Operation Russia investigation. At the time of the interview Martin was no longer in the employment of the IPCC. He stated that in 2006 he had seen the TV programme and was not surprised about the allegation of the Norris/Davidson link. He stated that he believed he was told by a member of CIB3. This fact is included in the IPCC report.

A Detective Chief Inspector was the CIB3 link to the CPS Visa Team and met with Martin Polaine almost on a daily basis. He was interviewed and had no knowledge of the alleged relationship between Davidson and Norris and therefore did not support Mr Polaine's recollection.

In order to try and substantiate his recollection Mr Polaine returned to the CPS offices and reviewed his case notes for Operation Russia but could not find any supporting documentation.

During the IPCC investigation a document entitled 'Operation Russia' dated 14 August 2000 was produced by David Hamilton, the former Head of MPS Legal Services. The document contains the following paragraph; "Disclosures relevant to Davidson's contact with the Norris family could have an adverse effect on the Commissioner's position in the ongoing High Court action by Mr and Mrs Lawrence. Part of their claim is based on Mifeseance in Public Office and alleges wrongdoing in relation to dealings between Police and the Norris family".

This document had been produced as a result of the MPS allowing access to MPS files to the reporter Graeme McLagan in respect of his research into the 'Bent Coppers' programme.

It appears that Mr McLagan was aware of the contact between Davidson and other corrupt officers. The following is quoted within a document: *"Graeme McLagan is aware that Davidson was in close contact with John Donald at the time of that officer's arrest for corruption. He is also aware that Davidson was heavily criticised during the Stephen Lawrence investigation. Davidson was the Family Liaison Officer. Historically it is believed that Davidson was a co-handler of David Norris (deceased) who was the uncle of Stephen (sic) [David] Norris suspected of involvement in the murder of Stephen Lawrence. Mr McLagan is also aware of the allegations made by Putnam of the corrupt relationship between Davidson and Peter*

*Powell. It is anticipated that Panorama will attempt to show that whilst Davidson was suspected of malpractice, he was allowed to leave the service early”.*

David Hamilton and DSU Hibberd were seen as part of the IPCC investigation. The existence of these documents confirms the confusion in relation to the identity of which Norris was being discussed. This particular part of the investigation was uncovered by the IPCC enquiry and was contained within the IPCC report.

#### **Allegation in Press March/April 2012**

***John Yates the former Met Assistant Commissioner who led the investigation into Davidson and his colleagues, can be revealed to have prepared testimony for police corruption proceedings last year, unrelated to Davidson, confirming that ‘there was a huge appetite to prosecute John Davidson who we considered then and still do now to have been a major corrupt player of that era’.***

#### **IPCC Investigation findings**

There is no doubt that Davidson was identified as a corrupt officer. In 1996 he was under investigation in respect of his dealings with an Australian businessman and in 1998 he was named by Putnam as being a corrupt officer. When Davidson gave evidence at the Macpherson Inquiry he was questioned by Michael Mansfield QC in relation to corrupt practices.

The secretary to the Macpherson Inquiry wrote to the Deputy Commissioner in relation to the suspicion of the corrupt links, however, these have never been conclusively proved.

It was proved that another officer in the MPS did have corrupt links with Clifford Norris. This officer who was referred to as Officer XX in the Inquiry was seen to be in the company of Norris the night before he was due to be arrested by customs for drugs offences. Norris went on the run after the meeting.

It is worth noting that it took a number of years to arrest Norris. One of the officers involved in the arrest, which took place in Sussex, was John Davidson. The arrest was after Davidson’s involvement in the Lawrence murder investigation.

The IPCC investigation actually interviewed two witnesses in the Stephen Lawrence enquiry who were dealt with by Davidson. There was no suggestion made that Davidson had tried to suppress evidence.

In an effort to establish a link with Davidson and Clifford Norris, the intelligence and personal files of a number of former officers were examined. I tried to establish a link between Davidson and the Officer known as XX.

DSI Paul Craig and I also visited Kenneth Noye in prison. Noye was known to have links with a former Commander by the name of Ray Adams, who was strongly suspected of being corrupt. Adams was linked to the Officer known as XX. Not surprisingly, Noye did not provide any evidence to assist our investigation.

#### **Allegation in Press March/April 2012**

***Operation Russia files: John Yates, senior CIB3 officer, targeted Davidson – one of the 14 ‘core nominals’ – ‘detectives whose criminality is extensive and in essence amounts to police officers operating as a professional organised crime syndicate’. (More on corrupt informant/handler relationship, anything criminal etc).***

***October 1998 note – ‘Difficulties/threats’ posed by his investigation – Lawrence enquiry – exposure of ex-DS Davidson as a corrupt officer’. Met declined to comment this week on whether shown to Macpherson.***

#### IPCC Investigation findings

During the IPCC investigation, AC Yates was interviewed and he provided evidence in relation to the manner in which Operation Russia was conducted, and also the manner the MPS updated the Macpherson Inquiry.

Davidson gave evidence on two dates in April 1998 and was recalled in July. In September 1998, Davidson was arrested in respect of allegations of corruption as a result of information provided by Putnam.

The Macpherson Inquiry was updated by the Deputy Commissioner Sir John Stevens in respect of the development. It is clear from correspondence between the MPS and the Macpherson Inquiry that there was a concern of a link between Davidson and the Norris family but despite numerous witnesses being called to give evidence, no link appears to have been established.

I cannot confirm if I was shown any report dated October 1998.

#### **Allegation in Press March/April 2012**

***Putnam’s claims at the Old Bailey trial:***

- Had provided information about relationship to CIB3 – told it would be provided to Macpherson and he would be called – wasn’t***
- Met produced 5 notebooks but there were 15 and claims were written down***

#### IPCC Investigation findings

As previously stated the three officers who formed the debriefing team have all been interviewed and have denied the allegations made by Putnam.

In relation to the notebooks these were recovered from secure storage. There is no reason to doubt that the IPCC were provided with full disclosure.

The Independent newspaper article concludes with quotes from both the Metropolitan Police and IPCC.

A spokesperson for the MPS said “We do not consider that any new or significant information has emerged ..... since the IPCC reached their conclusions in 2007. Should any substantive information arise relating to alleged corruption in the original Stephen Lawrence murder investigation it would be seriously considered.”

A spokeswoman for the IPCC said “We are aware of Mr Putnam’s claims and were aware of them during our investigation. We are also aware of Mr Polaine’s comment. There is nothing which would change our findings or cause us to look into this matter again – they provide no more to substantiate Mr Putnam’s claims than the information we previously had”.

## **NEW ALLEGATIONS**

A second newspaper article by reporter Vikram Dodd, published in the Guardian newspaper on Friday 16 March 2012, relates to the former Police Commander Ray Adams who was questioned at the Macpherson Inquiry in 1998 about his involvement in police corruption. Some of the allegations against Adams centred on his relationship with a notorious criminal, Kenneth Noye.

At the Macpherson Inquiry the lawyers representing the Lawrence family claimed Noye had a criminal associate Clifford Norris, father of David Norris.

The article goes on to describe how the Macpherson Inquiry was not provided with the intelligence report and findings from the police investigation into Adams which took place before Stephen Lawrence was murdered. The report into Operation Russell ended with no evidence of criminal or misconduct findings against Adams.

The article also describes that a second report, (Operation Othona -a secret four year investigation into corruption into the MPS by the then Commissioner Paul Condon in 1993 that in part featured allegations about Adams’ conduct) was also not disclosed. The article goes on to describe that at the Macpherson Inquiry allegations were also made against John Davidson, a colleague of Alan Holmes, a former detective who committed suicide on the eve of Adams being interviewed by corruption investigators. Holmes in turn was a close colleague of Adams.



Whilst the IPCC investigation report refers to Adams on page 27, the report correctly summarises the facts that, “There are a number of concerns about the activities of a former Metropolitan Police commander and his link with corruption. Previous investigations have been undertaken and nothing proven against the former officer”.

As part of the IPCC investigation Kenneth Noye was also interviewed in prison in an attempt to establish a proven link between John Davidson and Clifford Norris. Noye did not provide any evidence to assist the investigation.

It is clear that Adams was questioned at length by the Macpherson Inquiry and previous investigations into his activities did not find sufficient evidence to warrant criminal or misconduct proceedings.

Adams himself, according to the Guardian article “was only peripherally involved in the liaison between the police and the Lawrence family during the early stages of the investigation, intervening a week after the murder to sign a letter”.

The Macpherson Inquiry specifically examined allegations of police corruption and collusion in the original Stephen Lawrence murder investigation, following concerns raised by Mr and Mrs Lawrence.

Commander Adams himself gave evidence on two days to the Inquiry where he faced allegations of corruption and collusion, being cross examined in detail by Counsel acting for the family.

The Macpherson Inquiry, as far as it related to Adams, concluded in Chapter 31 of the report.

### **Chapter 31 Commander Raymond Adams**

**31.17 “Whatever may be the suspicions of Mr and Mrs Lawrence’s Legal Team there was never any substantiation of the allegations which were made and which no doubt conditioned the nature of the long cross examination by Mr Mansfield”.**

**31.18 “As we indicated above it may well be that Mr Adams wishes now that he had not signed the letter. But after all the sound and fury we do not believe that his evidence betrays dishonesty or collusion such as was alleged against him”.**

**31.19 “Mr Adams was defensive in the witness box. But we have seen nothing in the evidence or in the many personal and intelligence files which we have perused to suggest that Mr Adams was involved in collusion or corruptly involved in efforts to hold back this prosecution. By 4 May 1993 he was off the scene”.**

It is not known what intelligence files the Inquiry are referring to above and whether these are the files detailed in the Guardian article.

The Guardian article, as it relates to Commander Adams, did not form part of the IPCC investigation as no allegations against Adams had been made by Neil Putnam.

These are therefore fresh allegations not previously investigated by the IPCC.

## **SEARCH FOR NEW EVIDENCE**

As part of this review, contact was made with Cahal Milmo, Chief Reporter at the Independent newspaper. Mr Milmo was able to confirm that the recent article on corruption allegations in the Lawrence investigation was written by a freelance reporter Michael Gillard, the story arising from the recent acquittal at the retrial of two former Detectives, Clark and Drury, who were convicted of corruption in 2000. At a pre-trial hearing in 2011 Neil Putnam had given evidence on oath against his former colleagues.

Mr Milmo was able to confirm that the Independent newspaper did not have any 'evidence' in the Lawrence case but referred me to speak with the reporter Michael Gillard.

Mr Gillard was contacted on 18 April 2012 to establish if he had any new evidence or information in relation to his article for the Independent newspaper. Following a brief conversation Mr Gillard provided details of his solicitor and asked that a written request be sent to his solicitor Mr Louis Charalambous and he would consider whether or not to respond.

This was done the same day but at the time of writing, no response has been forthcoming from Mr Gillard.

Contact was also made with Mr Vikram Dodd of the Guardian newspaper and on 19 April 2012 a call was received from Ms Zoe Norden a solicitor for the Guardian. She asked that any request be put in writing for Mr Dodd to consider. A letter was sent to Ms Norden on 19 April 2012.

On the 25 April 2012, the IPCC received a response from Ms Phillips, Director of Editorial Legal Services for the Guardian on behalf of Mr Dodd stating that "the MPS were carrying out a review concerning the documentation it holds and that which had been disclosed to the Macpherson Inquiry and the quickest and fullest assistance to your enquiries will come from the MPS".

Contact had already been made with Commander Peter Spindler of the Professional Standards Directorate of the Metropolitan Police Service. His office put me in touch with Detective Chief Inspector Christopher Robinson who had undertaken a similar review of the information contained in the Independent newspaper article. He was able to confirm to me that he had not discovered any new evidence or information that was not raised or investigated previously.

As far as the new allegations raised in the Guardian newspaper in relation to intelligence reports not being disclosed to the Macpherson Inquiry, Commander Spindler was able to confirm that, following a request from the Home Secretary, enquiries were being undertaken by the Metropolitan Police to try and establish exactly what material exists and what had previously been disclosed to the Macpherson Inquiry. Those enquiries were on going at the time of writing this report.

Solicitors acting for Mr and Mrs Lawrence have been able to confirm that they do not have any new evidence or material that could assist this review.

## **CONCLUSIONS**

As a result of recent newspaper articles alleging police corruption in the original Stephen Lawrence murder investigation I was asked to undertake a review of the 2006 IPCC independent investigation that originally looked into similar claims. The Terms of Reference for this review were:

- ☐ To undertake a review of the IPCC 2006 independent investigation which examined the allegations of police corruption in the murder investigation of Stephen Lawrence, made by Neil Putnam.
- ☐ The review will examine the allegations made in 2006 and compare them to recent allegations of corruption being made by journalists in various news articles.
- ☐ The review will establish if the allegations currently being made have been previously investigated by the IPCC as part of the independent investigation in 2006 and, if so, whether the findings were consistent with the available evidence.
- ☐ If the allegations have been previously investigated, establish whether any new evidence or information exists which did not form part of the 2006 investigation.
- ☐ If new evidence or information exists which did not form part of the 2006 investigation, detail how this may have effected the conclusions reached and recommend how this may now be addressed.

The review has established that the recent article in the Independent newspaper alleging corruption in the original Stephen Lawrence murder investigation, contains allegations that were fully investigated by the IPCC in 2006 following claims of corruption that were made during the BBC programme "The Boys Who Killed Stephen Lawrence".

Central to the allegations is the former Detective Neil Putnam who himself was convicted of corruption in 1998 and turned informant.

Putnam claimed that during his debrief sessions with officers from the Metropolitan Police CIB3 branch, he provided details of corruption including between his former Sergeant John Davidson and the father of one of Stephen Lawrence's murderers Clifford Norris, but this was never disclosed to the resulting public inquiry headed by Sir William Macpherson in 1998.

Putnam's claims were central to the IPCC investigation and he was interviewed at length by IPCC investigators in 2006 over his claims.

Debriefing books containing intelligence and evidence provided by Putnam to officers from CIB3 were obtained and shown to him by IPCC investigators. Although Putnam was able to describe the context in which he disclosed to his debriefers the allegations of corruption, including John Davidson and his link with Clifford Norris, no specific entries were found in these books as they related to the Stephen Lawrence investigation, despite signed and dated entries by Putnam being found in relation to Davidson and other corruption matters.

Putnam was unable to account to IPCC investigators why references to the Stephen Lawrence murder investigation are not detailed in the debrief books amongst the entries as they relate to John Davidson which Putnam has signed and dated.

Putnam has claimed that there may have been as many as 15 A4 notebooks although only five were obtained from secure storage at the MPS by the IPCC in 2006. There is nothing to suggest that additional debrief books exist that the IPCC have not seen or that they have been tampered with in any way.

The relevant detailed entries as they relate to Davidson have been seen by Putnam who agreed in interview that it was on these particular occasions that he told his debriefers about the corrupt link between Davidson and Clifford Norris.

Following his release from prison, Putnam was interviewed at length by a number of investigative journalists including Graeme McLagan for a BBC Panorama programme "Bent Cop". Mr McLagan also wrote a book on police corruption which featured 'Operation Russia'.

In addition, various articles appeared in the Guardian newspaper by reporter Vikram Dodd on police corruption featuring Neil Putnam.

It would appear that at no time before his interview with the Guardian newspaper in 2001 did Putnam mention the allegation of corruption against John Davidson and his link to the Stephen Lawrence enquiry.

It is reasonable to assume that had Putnam informed his debriefers of this corrupt link, he would have informed the journalists making the programme "Bent Copper" and the subsequent book. He had fully cooperated with them

to make programmes and write articles on police corruption and there would have been absolutely no reason for him not to have repeated his allegations in 2000 which would have been seized upon at the time.

In relation to the recent article in the Guardian newspaper concerning former Metropolitan Police Commander Raymond Adams, although mentioned in the IPCC investigation report, Neil Putnam did not make any allegations of corruption into Adams and therefore he did not form part of the IPCC investigation. These are therefore new allegations over the non disclosure of intelligence reports to the Macpherson Inquiry.

The recent claims in the Guardian that secret intelligence files on Adams were withheld from the Macpherson Inquiry are currently being looked into by the Metropolitan Police Service to establish exactly what was disclosed to the Macpherson Inquiry.

It is however clear that corruption and/or collusion in the original Stephen Lawrence murder investigation was a long held belief of Mr and Mrs Lawrence and this formed part of the Macpherson Inquiry.

Adams himself gave evidence at that Inquiry and was vigorously cross examined by Counsel acting for Mr and Mrs Lawrence.

It is not known if the Macpherson Inquiry had sight of intelligence reports from Operation Russia and Othona referred to by the Guardian in relation to Adams' conduct, however these reports found insufficient evidence to warrant criminal or misconduct charges being brought against him.

It is clear that the Macpherson Inquiry did have sight of some intelligence files as reference is made to the Inquiry having perused 'many personal and intelligence files' but as previously stated it is not known exactly what these files were.

Therefore, this review has not been made aware of any new evidence or information in respect of the IPCC 2006 independent investigation into the allegations made by Neil Putnam that would lead to a change in the conclusions reached.

Paul Davies  
Senior Investigator  
Standards and Quality Directorate  
8 May 2012



**31 May 2012**

**Metropolitan Police Service**

**Review into whether relevant material concerning corruption allegations was passed to the Stephen Lawrence Inquiry**

In March 2012 allegations appeared in the media suggesting there was new evidence of corruption in relation to the original investigation into the murder of Stephen Lawrence and secondly, that the Metropolitan Police Service (MPS) failed to disclose key documents in relation to corruption within the service to the subsequent Stephen Lawrence Inquiry. This report, prepared by the MPS Directorate of Professional Standards and overseen by the Deputy Commissioner, summarises the MPS review into those allegations and details our findings.

## **Metropolitan Police Service**

### **Review into whether relevant material concerning corruption allegations was passed to the Stephen Lawrence Inquiry**

#### **Introduction**

The purpose of this report is to explain what action the Metropolitan Police Service (MPS) took, as well as our findings, following recent allegations and speculation in the media that the MPS withheld relevant information regarding police corruption at the time of the public Inquiry into the murder of Stephen Lawrence.

Allegations of corruption affecting these enquiries have been made over the years by various interested parties. These include Stephen Lawrence's family, their legal representatives, members of the press and others researching material for literary works.

It is important to note that this review of the material does not represent a re-investigation into the allegations of corruption nor of those officers subject of those allegations. A considerable amount of material has been viewed by officers from the Directorate of Professional Standards (DPS) in order to ascertain whether relevant information was disclosed at the time to the Inquiry.

#### **Methodology**

Over the years the various investigations and inquiries, both criminal and civil, have generated many thousands of documents. These range from those prepared during the original and subsequent investigations as well as civil litigation. All available files relating to these matters have been reviewed.

Specifically officers have reviewed the Operation Russell file, the Operation Russia file and a significant amount of material representing several thousands of documents which have been compiled by the MPS Directorate of Legal Services. We have also scoped material within the government archives in Kew where publicly accessible material has been archived.

The DPS has spoken to numerous officers, both serving and retired, regarding the original investigation and subsequent Inquiry. These include retired Deputy Assistant Commissioner John Grieve and retired Deputy Assistant Commissioner Roy Clarke, both involved in anti corruption operations in the 1980s.

Despite the MPS making requests to the Independent, Evening Standard and Guardian newspapers, they have declined to produce any alleged new evidence or other material in support of the various claims made.

## **Commander Ray Adams**

### **Operation Russell**

Commander Ray Adams was subject of two corruption investigations during his service which ran under the name of Operation Russell.

Operation Russell was supervised by the Police Complaints Authority (PCA, fore-runner of the Independent Police Complaints Commission) and ran from May 1987 to February 1989. None of the allegations against Adams were substantiated and no action was taken against him.

There is no evidence to indicate that Commander Adams had any involvement or was able to apply adverse influence in the initial investigation into the murder of Stephen Lawrence.

Commander Adams initially appeared on day 38 of the Inquiry when his evidence was adjourned for the purpose of the production and review of relevant material from Operation Russell. He returned to the witness box on day 54.

During this interval information was disclosed to the Inquiry. More detail on this appears in this report under 'Disclosure to the Stephen Lawrence Inquiry'.

## **Detective Sergeant John Davidson**

### **Operation Russia**

Operation Russia was an anti corruption investigation into a cell of corrupt officers within the Regional Crime Squad (RCS) office at East Dulwich.

The operation began in April 1998 following intelligence offered by a then resident informant Eve Fleckney. In July 1998 DC Neil Putnam was arrested for corruption and he to became a resident informant giving evidence of corruption against other RCS officers.



Issues relating to DS John Davidson only arose late in 1998 after he had attended the Inquiry and given his evidence. Those issues were not related to the Stephen Lawrence murder investigation and involved his relationship with a number of known criminals.

Putnam initially implicated DS John Davidson in a number of matters none of which were related to the Stephen Lawrence murder investigation. Those allegations relating to Davidson in Operation Russia were investigated but could not be substantiated.

In 2006 Neil Putnam was interviewed by Mark Daly, a BBC journalist for the programme 'The boys who killed Stephen Lawrence'. During this interview Putnam makes allegations that he told his de-brief officers that Davidson had looked after the interest of Clifford Norris' son David during the initial Stephen Lawrence murder investigation and implied that he had received payment using the words 'he's a good little earner'.

On 26th July 2006 the BBC aired 'The boys who killed Stephen Lawrence'. An official complaint followed from Doreen and Neville Lawrence's solicitor which resulted in an IPCC investigation.

### **IPCC Investigation**

The IPCC Investigation centred on 3 areas of complaint:

1. Allegations those officers who had de-briefed Putnam had failed to record or act upon information he had given them concerning allegations of corruption in the original Stephen Lawrence murder investigation.

The IPCC concluded that there is no corroborative evidence to support the allegation that Putnam told any MPS officer of a corrupt link between Clifford Norris and John Davidson or of any specific corruption involving the Stephen Lawrence murder investigation and were of the view that the allegation was not substantiated.

2. The MPS had failed to advise the Stephen Lawrence enquiry of concerns regarding a witness, DS John Davidson.

The IPCC concluded that there was no evidence to suggest that the Metropolitan Police withheld information concerning the integrity of Davidson from the

Stephen Lawrence Enquiry. In fact it is clear from the correspondence obtained during the investigation that the MPS ensured Lord Macpherson was aware of the emerging facts concerning the allegations around Davidson.

3. The allegation of corruption involving Davidson and Clifford Norris the father of one of the suspects implicated in the murder of Stephen Lawrence.

The IPCC concluded that they were not able to establish a 'link' between Clifford Norris and John Davidson or any corruption in the original Stephen Lawrence murder investigation.

Neil Putnam has not to date been re interviewed or questioned further regarding alleged historic conversation between him and Davidson and alleged association with the Norris family. This matter was specifically dealt with in the subsequent IPCC investigation.

### **David Norris (Deceased)**

David Norris (deceased) was a long time police informant during the 1980s. During some of this time Commander Ray Adams was employed as No 9 RCS Coordinator. In this role he would have had 'distant oversight' of Norris the informant. There is no suggestion of any personal relationship between the two. Davidson had at one time handled Norris the informant, and clearly they were well known to each other. This David Norris has been the root of some confusion over the years and this issue was itself explored during the Inquiry. There is no evidence of any connection either familial or by association between David Norris the informant and Clifford Norris (father of the now convicted David Norris) or of any other member of that family.

David Norris was the victim of a contract killing outside his home on 29th April 1991, prior to Stephen's murder.

### **Officer XX**

Officer XX (as he was known at the Inquiry) was subject of one discipline investigation during his service. In October 1987 he was observed during a Her Majesty's Customs and Excise (HMCE) operation to meet with and exchange packages with the then suspect drugs importer Clifford Norris, father of the now

convicted David Norris. This resulted in a discipline hearing for making false entries on duty states, being away from a place of duty and other related misconduct. Officer XX was required to resign, which following appeal was changed to a reduction in rank with restrictions upon his future operational deployment.

Officer XX had no connection with the initial investigation into the murder of Stephen Lawrence. He was not called to give evidence during the Inquiry. Whilst not a member of the investigation team he was utilised on 22 April 1996 as an escort for Duwayne Brookes at the Central Criminal Court. This was during the period of the second investigation.

The MPS has previously expressed our regret for the use of Officer XX for this purpose and had the previous relationship with the Norris family been known to those arranging the escort, then he would certainly not have been used. The Inquiry set out the concerns regarding the association of Officer XX and Clifford Norris. Officer XX's minimal role (as above) extended only to the second investigation where there have been no allegations of collusion or corruption.

Officer XX did not give evidence personally at the Inquiry. The Inquiry did accept evidence of the clear connection between Officer XX and Clifford Norris (father of the now convicted David Norris) based on the previous investigation following the HMCE operation. The Inquiry examined the officer's personnel and discipline file and accepted that his role in the second investigation was so remote and inconsequential that it was not of concern.

### **Disclosure to the Stephen Lawrence Inquiry**

On 16<sup>th</sup> March 2012 the MPS Directorate of Media and Communications (DMC) received notice that the Guardian Newspaper was intending to run an article claiming the MPS did not disclose relevant information to the Inquiry, particularly the contents of Operation Russell and Operation Othona. These concerned Ray Adams and other officers involved in the Lawrence investigation or Inquiry, in particular DS John Davidson, Officer XX and the 'Putnam allegations'. Our analysis of the documents has identified the following:

The MPS made known to the Inquiry that there had been concerns regarding the integrity of both Adams and Davidson and the MPS held intelligence and files documenting that. Lord Macpherson tasked his leading counsel Edmund Lawson QC (now deceased) to review the material.

On 12th June 1998 the then Deputy Commissioner, Sir John Stevens, sent a letter to the Secretary of the Inquiry stating that no police officer who had been called or was due to give evidence in the Inquiry was under investigation at that time.

During the interval before Commander Adams was re-called, Jason Beer QC (then Junior Counsel for the MPS and recently spoken to for the purpose of this review) recalls that he and Lawson met in Chambers and the files concerning Adams and Davidson were disclosed. Jason Beer recalls the large number of files and circumstances of the allegations and how they were made. Beer recollects that the Inquiry was interested in the three individuals Adams, Davidson and an officer known to the Inquiry as Officer XX. A decision was made to identify and disclose to the Inquiry all past investigations, discipline records and any other intelligence relevant to possible corruption in relation to the three. These files included the Operation Russell investigation.

Searches were made at the MPS File Repository known as General Registry in order to identify relevant documents. These same searches have been conducted recently and clearly reveal the existence of the previous investigations in relation to Adams, Davidson and Officer XX, as well as their production in 1998 to be provided to the Inquiry.

Following the review of the papers held, Edmund Lawson QC came to the conclusion that the material was not relevant and it would not need to be openly disclosed or subject to PII consideration. It was this material that Lord Macpherson referenced in his closing remarks to the Inquiry when he refers to confidential material that has been viewed but was not relevant.

On 25th June 1998 Mr Stephen Wells, Secretary to the Inquiry, wrote to all interested parties. In his letter he clearly makes reference to the material disclosed as that of Operation Russell and other misconduct files and other documents relating to Commander Adams. He confirms in his letter that the material was not considered relevant to the Inquiry.

Mr Lawson addressed the enquiry:

*"If anything should come to our notice to suggest that there was any connection between Clifford Norris and any police officer, we would procure that that information was disclosed. Thus far, it has not come to our notice, despite our looking at a great many documents, but if it had, it would be disclosed." (Mr Lawson TR/p.5607-5608)*

The Chairman offered his own assurances in relation to various confidential intelligence files:

*“These documents have been very carefully sifted by counsel and will be looked at by me and I can simply give everyone this assurance: that if there is any relevant to the case being put forward by Mr and Mrs Lawrence in respect of corruption or in respect of collusion or in respect of the influence of Clifford Norris, then of course it will be revealed” ( Chairman TR/p.5609-5610)*

On 17th July 1998 Mr Peter Whitehurst (Solicitor to the Inquiry) wrote to the MPS confirming that the Chairman has considered investigation files in relation to Davidson and commented on the decisions allowing the officer to resign prior to its conclusion.

On 23rd July 1998 further correspondence from the MPS to Mr Whitehurst confirmed that the Inquiry was still considering the files relating to DS Davidson.

On 11th September 1998 the Deputy Commissioner wrote to the Secretary of the Inquiry to say that a new line of enquiry regarding corruption had opened (Operation Russia). This line of enquiry implicated John Davidson (Davidson had already given evidence to the enquiry in April and July 98). The letter also stated that the information relating to Davidson and corruption did not relate to the Lawrence investigation.

Operation Rome (the retrial of Clarke and Drury) provided all relevant material to the CPS for the recent Lawrence murder trial and it is of note that Mark Ellison QC was lead counsel for both matters.

## **Operation Othona**

Commissioned in 1993 by the then Commissioner Paul Condon, Operation Othona was a covert intelligence gathering operation established to understand the corruption picture within the MPS. It provided the first strategic threat assessment of corruption within the MPS.

Whilst given an operation name, this was an intelligence gathering process. That intelligence would be reviewed, developed and a decision made as to the most appropriate way to respond to it.

The operation led to the formation of Complaints Investigation Bureau (CIB3) Ghost Squad and the modern DPS Anti-Corruption Command. Much of the work of Operation Othona did not find its way onto mainstream MPS intelligence

systems and whilst its findings undoubtedly led to numerous proactive operations over the years it is difficult to identify those operations retrospectively as stringent safeguards were put in place to maintain their secrecy and sterile corridors established to protect the extensive covert assets.

Retired DAC Clarke has been spoken to and can confirm the nature of the operation. Any files generated under the operation name concerned only finances and administration issues and not subjects.

## **Conclusions**

There have consistently been three officers of concern relating to the murder investigation of Stephen Lawrence, the subsequent review and Inquiry. The officers Adams, Davidson and Officer XX have been subject to much speculation. No subsequent investigations nor review nor the Public Inquiry have uncovered evidence of corruption or collusion which could have adversely affected or otherwise influenced the path of the original investigation or subsequent investigations.

The MPS disclosed all material in relation to adverse information held regarding the three officers of concern. The Adams material was reviewed by Counsel for the Inquiry who reported to Lord Macpherson. When Davidson became of interest to Operation Russia, the Inquiry was further updated of these concerns and material was disclosed to them. Davidson had by this time given his evidence.

There is no other material known to be held by the MPS which suggests that corruption or collusion in any way impacted upon the initial investigation in the murder of Stephen Lawrence.

There are no new allegations arising from the recent media coverage. Allegations or suggestions made to date have already been investigated by the MPS and the IPCC.

**David Hurley**

**A/Detective Superintendent**

**Head of Intelligence**

**Directorate of Professional Standards 31 May 2012**

Our Ref. AM23/2012

RECEIVED  
04 OCT 2012

To Joanne McCartney  
London Assembly Member and Chair of the Police and Crime Committee

27 September 2012

Dear Joanne,

**Re. Operational Questions following the Police and Crime Committee meeting on 21 June**

I am pleased to provide you with a response to your enquiry directed to the Commissioner dated 28 June 2012. The Commissioner has acknowledged your enquiry and advised you that he will respond through MOPAC.

**Your Enquiry**

- You expressed disappointment that the Commissioner was not at the meeting on 21 June.
- You set out a list of questions that dealt with operational matters for the Commissioner to answer.
- You included a formal invite to the Commissioner for attendance at future Police and Crime Commissioner Question and Answer Meetings.

**MOPAC Response**

- I have discussed with you the respective roles of the Mayor's Office for Policing and Crime and the Police and Crime Committee. The Commissioner and I are aware of your disappointment and we will continue to work closely with you and the Committee to ensure the respective roles can be carried out to best effect and to enable us all to fulfil our functions.
- I attach responses on the operational matters you were investigating that the Commissioner has passed through my office.
- I note your formal invitation to the Commissioner and he had confirmed to you that he will attend the meeting on 19 July 2012.

I hope this deals with the matters you have raised. Thank you.

Yours sincerely



Stephen Greenhalgh  
Deputy Mayor for Policing and Crime

# MAYOR OF LONDON

## OFFICE FOR POLICING AND CRIME

### The Queen's Diamond Jubilee

#### **1 What lessons were learned from the policing of The Queen's Diamond Jubilee celebrations and how will these be used to inform planning for the Olympics?**

The policing of the Queen's Diamond Jubilee celebrations, demonstrated the Metropolitan Police Service's (MPS) ability to handle both major and large scale public events. It has helped shape important learning for the policing of the Olympic and Paralympic Games. Such learning includes:

- crowd control management;
- safety and security;
- officer and resource mobilisation;
- continued local neighbourhood policing;
- responding to urgent calls from the public;
- the need for flexibility at major public events was also reinforced.

Many of the Olympic Protection Command Team were engaged in the planning and delivery of the Queen's Diamond Jubilee events and are now focused on applying their knowledge and experience to the Games.

#### **2 What tactics worked well?**

With millions estimated to have attended, crowd control management tactics - which included the policing of controlled areas and public spaces - and the movement of people into and out of central London, worked well. The public's safety and security was successfully achieved. There were only 31 arrests.

#### **3 What was the cost of the operation?**

The cost of the operation is estimated at £12.33m, with 17,000 police officers and staff drawn from across the MPS.



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## OFFICE FOR POLICING AND CRIME

### Operation of the MPS Sapphire Unit

#### 4 How many cases of rape and serious sexual violence have been investigated by the Sapphire Unit since its formation and how many of those cases had been 'shelved' without an arrest or further investigation?

In general, the MPS investigates every single allegation of crime that is reported to it, looking into the specific circumstances. Lines of inquiry are followed as far as they can be for each individual crime. It is after this primary investigation stage that a decision is made as to whether the crime will be passed to a dedicated investigator for further investigation, or closed at that stage until further information comes to light.

With regards to allegations of rape or serious sexual assault, no cases are 'shelved' at the primary investigation stage. All are automatically passed on to a dedicated investigator to receive a secondary investigation.

Since its formation, the Sapphire Command has dealt with the number of crimes shown in Table 1.

**Table 1**

		Total	%
Rape	Number of recorded crimes	7,999	89%
	Number recorded as no crime	946	11%
	Total	8945	
Other sexual offences	Number of non rape recorded crimes	2430	93%
	Number of non rape crimes recorded as no crime	177	7%
	Total	2607	

The Home Office Counting rules stipulate that a crime once recorded should be classified as a 'No Crime' if one of the following criteria is satisfied:

- (a) The crime was committed outside the jurisdiction of the police force in which it was recorded. (Crimes committed within the jurisdiction of another police force area should be referred to the respective force.)
- (b) Where following the report of an incident which has subsequently been recorded as a crime, additional verifiable information is available which determines that no notifiable crime has been committed.
- (c) If the crime, as alleged, constitutes part of a crime already recorded
- (d) If the reported incident was recorded as a crime in error.

#### 5 How many cases have been reopened as a result of: i. the dismissal last year of DC Coleman-Farrow; and ii. the officer arrested on 8 June 2012? Have there been any arrests as a result?

The concern regarding the high profile cases of misconduct in relation to two officers, DC Ryan Coleman-Farrow and DC Carl Ryan is understandable.

DC Coleman-Farrow was an officer working on Sapphire Team 11, which covers the boroughs of Kingston and Richmond. His conduct came to light in August 2010 as a result of supervisory concern about his sickness record and his inability to cope with his work load. An investigation of his outstanding cases identified that between September 2009 and August 2010 Coleman-Farrow falsified entries on crime reports, statements and other evidential material in order to expedite the closure of cases. The matter was immediately referred to the Department of Professional Standards (DPS) and the Independent Police Complaints Commission (IPCC) and Coleman-Farrow was the subject of fast-track

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## OFFICE FOR POLICING AND CRIME

dismissal from the MPS in April 2011. He was charged with 13 counts of Malfeasance (Misconduct in a Public Office) in May 2012. He is due to appear at Southwark Crown Court on 24th August.

- i) With regard to Coleman-Farrow's caseload, 30 investigations were reviewed. Of these four were live at the time of management intervention and were re-allocated to officers from Team 13, nine were referred to the DPS and five were allocated to the Continuous Improvement Team for further investigation and remedial action where appropriate. No additional arrests emanated from the review process.

DC Ryan worked on Sapphire Team 3, which covers the boroughs of Camden and Islington. His conduct came to light as a result of supervisory concern regarding the quality of his work. The officer had been on performance measures since November 2011. In April 2012, as part of this process, more serious misconduct was identified and it was suspected that DC Ryan had falsified statements. The matter was referred to the DPS and the IPCC. He was suspended from duty in May and was arrested on suspicion of misconduct in a public office in June.

- ii) The review of cases assigned to DC Ryan is currently on-going, under the auspices of Operation Homathko. In total 36 investigations have been re-allocated to officers from the Cold Case Team and the Serious Case Team. No arrests have taken place yet, but the investigation is at a relatively early stage in the process.

### **6 How many women have come forward to have their cases reviewed and what support are you offering them? How are you proactively contacting women?**

With regards the Coleman-Farrow case, one victim came forward after becoming aware of media coverage. The investigation was reviewed but no additional evidential or judicial opportunities were identified.

So far in the Carl Ryan case no-one has come forward.

The MPS has been contacting victims individually, wherever possible through the Sexual Offences Investigation Team officers, who are also coordinating their care and support.

### **7 How have the problems arisen?**

It is apparent from the outline given that supervision of these officers did not capture the conduct of these officers at an early stage. This needs reviewing.

### **8 The Unit was put together to create a consistent approach to the investigation of rape and serious sexual assault – to what extent has it succeeded in this aim?**

In 2009 the MPS changed the way it investigated and recorded rape offences through the creation of the Sapphire Command, a single, dedicated command providing consistent support through experienced, highly trained officers. In addition to the creation of a single rape charging centre, where MPS officers and CPS London work closely together, the MPS has been working to ensure more consistency and better decision making in rape prosecutions and increase the number of prosecutions undertaken.

#### Current performance

Recorded rape offences have risen since the creation of the Sapphire Command. The MPS states this is largely attributable to changes in crime recording standards brought about with the introduction of the Sapphire Command and an increase in people coming forward to report offences. Despite an increase in reporting the MPS view remains that rape remains significantly under reported.

As well as improving victim confidence the MPS has a target to increase sanction detections for rape. The MPS sanction detection rate for rape so far this financial year stands at 18.5% [95 detections to 3rd June]. This compares with 13.7% last year [80 detections]. The aim this year is to increase the sanction

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## OFFICE FOR POLICING AND CRIME

detec0tion rate by 6% on last year. Progress is being made towards meeting the 588 Sanction Detection rate set for this year. This is part of the overall plan over a three year period to increase the overall number of detections to the highest level ever.

DAC Martin Hewitt, who is also the national ACPO lead for Rape and Serious Sexual Assault, has taken on responsibility for monitoring rape performance in the MPS through an internal London-wide performance regime, "Crime Fighters", and the introduction of the Rape Performance Improvement plan. Through these processes, the consistency and quality of decision-making will be scrutinized. The MPS will be in a better position to then report on the extent to which the aims of the Unit are being achieved.

### **9 What changes are you making and how are you taking account of the MPA's recommendations in this area from September 2011**

An MPS Rape Performance Improvement Plan is currently being developed that builds on previous work, including drawing from the MPA's recommendations from September 2011. The Improvement Plan will look at a number of key themes:

- Partnership working with CPS to ensure interaction early in the criminal justice process to secure more convictions;
- Improving processes to locate outstanding suspects, maximizing the full use of MPS resources and assets;
- Introduction of the Grip and Pace structure to ensure daily that all opportunities are taken to secure evidence and arrests;
- Review of Sexual Offences Investigation Team training programme to ensure that it is setting the right tone to maximize opportunities for apprehending offenders;
- Drive to enhance the service provided by the Havens to improve evidential opportunities

Progress of the Rape Performance Improvement Plan will be monitored through regular meetings chaired by DAC Hewitt.

Other recommendations from the MPA's report are incorporated into a MOPAC Rape Action Plan, which is being developed into a strategic, multi-agency plan.

Once approved, the plan will be shared with the Police and Crime Committee.

### **10 How can you assure Londoners that the Sapphire Unit is operating effectively on behalf of women who have been victims of sexual assault or rape?**

For some victims a criminal justice outcome will not be the most appropriate course of action. So the MPS is working closely with partners to support victims of serious sexual offences. The MPS is systematically analysing victims' feedback on their experiences to ensure consistency and levels of service are continually improved. Discussion would be welcomed on how to provide such assurance and measures of confidence.

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## OFFICE FOR POLICING AND CRIME

### The Royal Parks

#### 11 What changes have been made to policing arrangements for the Royal Parks since the MPS took on responsibility for them?

The policing of the Royal Parks is important to the MPS and no more so than this year. Not only have the Royal Parks been central to the Queen's Diamond Jubilee celebrations this year but eleven Olympic and Paralympic events will take place across six Royal Parks during the London 2012 Games:

- Greenwich Park will host the Olympic and Paralympic Equestrian Events and elements of the Modern Pentathlon.
- Horse Guards Parade in St James' Park will host the Beach Volleyball competition.
- Hyde Park will host the Triathlon and Marathon Swimming competitions.
- The Mall in St James' Park will host the start and finish of the Road Race Cycling event, the Olympic and Paralympic Marathon and the Race Walk competition.
- Bushy Park will host part of the Road Race Cycling route and the men's Time Trial cycling race.
- Richmond Park will feature on the inbound and outbound route of the Road Race Cycling events.

In addition to this Hyde Park is set to host the largest live site in London.

Policing of the Royal Parks has, in no way, become less of a priority for the MPS. Since the Regent's Park rape, Royal Parks Officers, SNT & Sapphire Detectives have worked together on house to house and local enquiries. They are also conducting extensive CCTV enquiries, from the park outwards, including London Transport and Underground

They have distributed leaflets and potential witnesses have come forward and have been interviewed. The suspect's e-fit has been widely circulated and safety warnings made through the media. Forensic enquiries are also on-going. Royal Parks Teams have worked closely with Camden Borough and the Sapphire Command to ensure a coordinated and effective investigation.

#### Structure

The MPS took on the responsibility for policing the Royal Parks on 1st April 2004. At that time the Royal Parks OCU was created and for the first two years operated alongside the Royal Parks Constabulary in a co-policing arrangement ahead of a full legislative merger. That process reached its conclusion on 8th May 2006 when the Royal Parks Constabulary was finally disbanded. The Royal Parks OCU operates on a pan-London basis across five boroughs in which the various Parks are located. The OCU is unusual in that it is fully funded by The Royal Parks, an executive agency of the Department for Culture, Media and Sport. The most significant relationship that the OCU has is with its funding body, The Royal Parks, but it also works in partnership with a number of other stakeholders including "The Friends of the Royal Parks and various Local Authorities. Tangible benefits were generated when the MPS assumed responsibility for the Royal Parks, for example, easier communication, together with stronger links and support from surrounding boroughs.

Five core teams give 24-hour coverage to the 17 Royal Parks, Gardens and other open spaces within the Metropolitan Police District - an area in excess of 6,000 acres. Each team consists of an Inspector, two Sergeants and up to 14 Constables working from the main Parks; St. James's Park and The Green Park, Hyde Park, Kensington Gardens, Richmond Park, The Regent's Park, Bushy Park and Greenwich Park. They deal with the full range of operational policing issues.

The Royal Parks Agency is fully involved in policing. The Agency's Chief Executive gets sent daily crime reports across the Parks, with information about any serious crime that occurs, and meets at least monthly to discuss any trends or concerns.

There is a performance management framework in place, which holds Royal Parks officers accountable for reducing crime, increasing detections and enforcement of Royal Park regulations in their designated parks. This activity is monitored at daily Grip & Pace, and Senior Leadership Team performance meetings.

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Royal Parks police objectives for 2012/13 are, to: 1) reduce the number of violent offences; 2) reduce the number of acquisitive crimes, 3) reduce levels of anti-social behaviour, 4) enforce Royal Park regulations, 5) make Royal Parks roads safer, and 6) increase the number of sanctioned detections. (All as compared to the same period last year.)

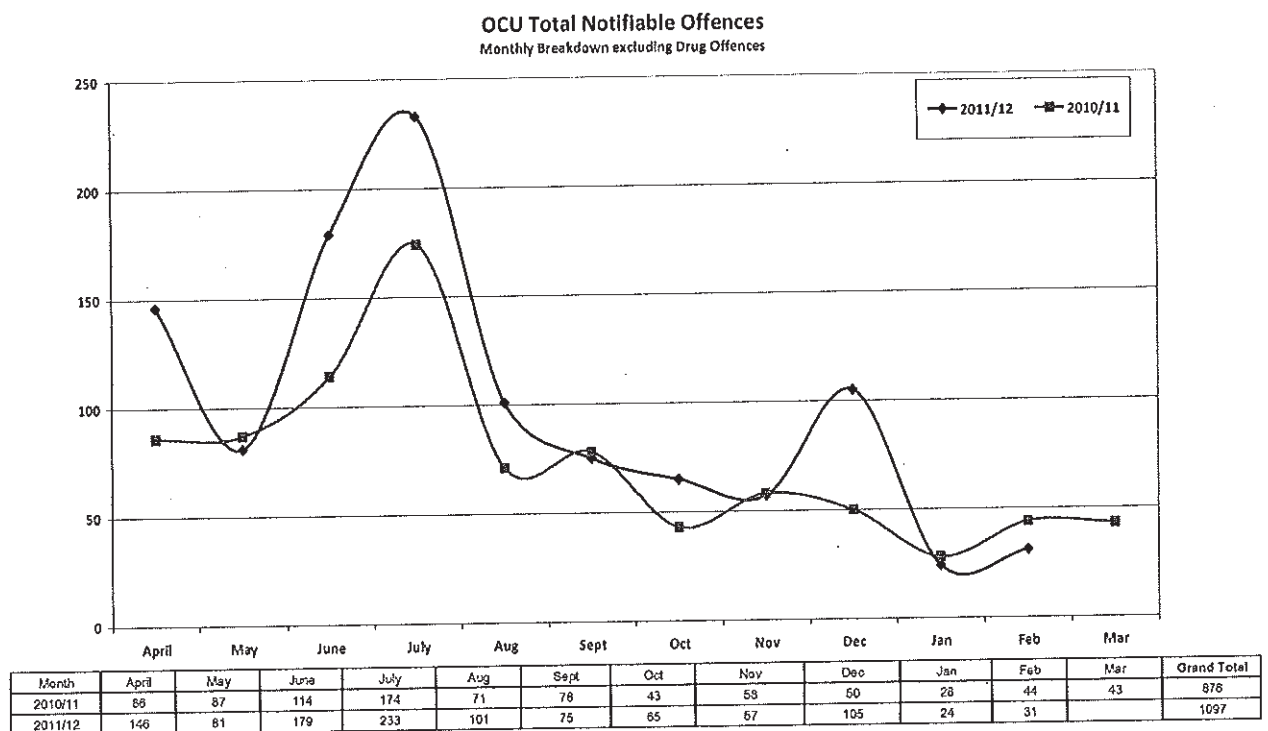
There are also local priorities for each park; ranging from speeding in Richmond Park to unauthorised cycling in Hyde Park.

### Crime Figures

Crime Figures for the Royal Parks have risen significantly since 2004. This coincides with the launch of large scale concerts and other events that have occurred since 2004. These events attract visitor numbers of over a million (Winter Wonderland established 2008), and up to 80,000 each for the Wireless (established 2005) and Hard Rock Calling (established 2006) Concerts.

The chart below shows the correlation between events and crime levels over the past two years. The first peak in June / July coincides with the concert season in Hyde Park. The second peak in December 2011 is Winter Wonderland. We acknowledge there is a correlation between the weather and crime trends in the Royal Parks, but logic alone dictates that events attended by up to 80,000 people generate crime.

### Total Crime Levels by Month for the Royal Parks 2010/11 and 2011/12



In respect of sexual offences the number of reports increased significantly between 2004 and 2005, then have remained at similar levels since each year. Violence against the person offences again increased significantly from 2004.

The LGBT community are also victims of a number of crimes within the Royal parks, particularly Hyde Park where an area is frequently used by the community after dark. Policing here is designed to be robust but sensitive to diversity.

**Table 2**



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Year	Sexual offences	Violence against the Person
2004	5	31
2005	28	134
2006	23	153
2007	31	194
2008	30	205
2009	26	217
2010	26	209
2011	30	186

The other key driver of an increase in crime has been a significant increase in the number of drug possession offences. This reflects a more proactive ethos by officers (drugs possession crimes rise when more people are searched and more drugs are found) and accounts for half of the overall increase in crime figures. See Table 3 below:

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## OFFICE FOR POLICING AND CRIME

**Table 3**

Year	Total recordable offences	Number that were detected drug offences	Number of remaining offences
2004	231	16	215
2005	916	72	844
2006	1422	468	954
2007	1732	768	964
2008	1874	988	886
2009	1904	948	956
2010	1742	816	926
2011	2373	1089	1,284

### Measures being taken to reassure park users [since the rape in Regents Park]?

Serious sexual assaults, such as this stranger rape are very rare within the Royal Parks. The investigation (as outlined above) has involved leafleting and safety warnings. Messages clearly explaining what happened as well as the police response were put out through Safer Parks Panel members and local community groups.

We have been careful, however, not to create undue anxiety, and messages made clear that this attack was unprecedented in recent years. To protect and reassure, the Safer Parks Team also increased patrols in Regent's Park, and Westminster and Camden Safer Neighbourhood Teams have been updated. Major stakeholders are regularly briefed especially where such incidents impact on their potential confidence (e.g. Regents College)

Additionally, all such serious offences committed within the curtilage of the Royal Parks are reviewed by a dedicated Crime Prevention Design Advisor (CPDA). The Royal Parks CPDA provides crime prevention advice to victims and gives presentations to local community groups, residents and educational establishments.

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## OFFICE FOR POLICING AND CRIME

### Supervision of undercover officers

**12 What reviews are taking place into the MPS's management of covert work? What are the broad terms of reference for the reviews? When do you expect them to report back and when/how will the results be published?**

There are two reviews looking at the management of covert work in the MPS.

HMIC - A review of national police units which provide intelligence on criminality associated with protest. Her Majesty's Inspectorate of Constabulary review was published in February 2012, following revelations about the activities of Mark Kennedy, a former MPS officer working undercover, that led to the collapse of the trial of six people accused of planning to shut down a large power station in Ratcliffe-on Soar, Nottinghamshire. It made a number of recommendations. The report and original terms of reference can be found at [www.hmic.gov.uk/inspections/review-of-the-national-public-order-intelligence-unit-npoi/](http://www.hmic.gov.uk/inspections/review-of-the-national-public-order-intelligence-unit-npoi/).

Four recommendations were made concerning national police units which provide intelligence on criminality associated with protest. These are being managed by the MPS, as shown below.

- The arrangements for authorising those police undercover operations that present the most significant risks of intrusion within domestic extremism and public order policing should be improved. This is subject to an on-going review.
- In the absence of a tighter definition, ACPO and the Home Office should agree a definition of domestic extremism that reflects the severity of crimes that might warrant this title, and that includes serious disruption to the life of the community arising from criminal activity. This definition should give sufficient clarity to inform judgements relating to the appropriate use of covert techniques, while continuing to enable intelligence development work by police even where there is no imminent prospect of a prosecution. This should be included in the updated ACPO 2003 guidance. Domestic extremism is defined by the Home Office; the National Co-ordinator is in liaison with the Home Office to consider a new definition.
- The positioning of both public order intelligence and domestic extremism intelligence within the National Domestic Extremism Unit needs to be reconsidered. There will need to be an incremental transfer to any newly created hub for public order intelligence. This has now moved to the MPS under SO15.
- In recognition that undercover operations aimed at developing intelligence around serious criminality associated with domestic extremism and public order are inherently more risky, additional controls should be implemented. This has now been implemented.

#### Operation Soisson

The MPS is currently reviewing the actions, deployments and management of the Special Demonstration Squad, from its inception in 1968 to its closure in 2008. The review is being conducted by the Department of Professional Standards under the name, Operation Soisson. The MPS is engaging with the Independent Police Complaints Commission, the Criminal Cases Review Commission and the Crown Prosecution Service.

The terms of reference for Operation Soisson are to:

- review the actions and deployments of the Special Demonstration Squad, its operatives and management;
- identify potential vulnerabilities for the MPS arising out of these deployments;
- identify any criminal or misconduct behaviour;
- disseminate organisational learning;
- assist in the preparation of MPS responses to civil litigation; and
- ensure proper responses to Freedom of Information Act requests received.



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Operation Soisson will also look into the recent allegations, reported in Parliament, regarding an undercover police officer leaving a firebomb in a Debenhams department store as part of his efforts to infiltrate the Animal Liberation Front. The MPS has referred this matter to the Criminal Cases Review Commission.

There will be a public facing report published in due course.

### **13 How are you considering updating the arrangements for supervision of undercover officers?**

The following measures are in place:

- i) A Memorandum of Understanding has been developed between the Association of Chief Police Officers, the Serious Organised Crime Agency, Her Majesty's Revenue and Customs and the Crown Prosecution Service. It is focussed on cases involving the deployment of undercover officers. It provides a framework that will govern the consideration of evidence gathered during undercover police operations, charging, prosecution and disclosure. It sets out critical steps to be taken. A review will be conducted to assess impact after six months.
- ii) The learning from the reviews into undercover policing have been incorporated into the MPS training programmes for undercover officers and senior staff managing undercover operations.
- iii) The Association of Chief Police Officers has updated a manual providing guidance on the code of conduct for undercover police officers. This has been circulated to all police officers responsible for managing undercover operations. Supervisors will be expected to ensure that police officers are fully aware of their roles and responsibilities.
- iv) A full review is underway regarding psychological support for undercover officers.

#### The Memorandum of Understanding (MOU)

This document remains a restricted document for operational reasons, but, in the interests of openness and transparency, all parties have agreed that the following information can be released to outline publicly the steps that have been taken to improve the future handling of these cases. This applies where:

- (i) There is a use and conduct authorisation for the deployment of an undercover officer under Part II of the Regulation of Investigatory Powers Act 2000 (RIPA).
- (ii) The undercover officer has been authorised in circumstances in which a prosecution is contemplated, or where it has become apparent that there is the clear potential for a prosecution.
- (iii) The investigation is being carried out (alone or jointly) by any ACPO police force, the Serious Organised Crime Agency, the UK Border Agency or Her Majesty's Revenue and Customs; and
- (iv) Any prosecution or advice on a possible prosecution would fall to be considered by the Crown Prosecution Service.

Closer working between law enforcement agencies and prosecutors, and responsibilities in cases which involve undercover officers are set out as key roles within this framework. This will ensure that the best evidence is gathered and stronger cases are brought before the courts. Liaison between officers involved in the investigation and prosecutors responsible for the related prosecution should be early, full and frank. This will enable full and timely consideration of both investigator's and prosecutor's disclosure obligations, as well as any other evidential considerations which may apply. Early sight of the material gathered during undercover deployments will not only help the prosecutor to identify any other potential issues, but should aid with the often complex, and sometimes lengthy process of reviewing the evidence for a charging decision. These features will help to bring more successful prosecutions in a very complex area of law. The Memorandum of Understanding goes on to detail the individual roles and responsibilities at each stage of an investigation and prosecution: critical steps to be taken; how, when, and what communication should take place and how this should be documented. This framework is set out in clear terms for the first time, and will be reviewed after it has been in place for six months, so as to fully assess its implementation and impact.

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## OFFICE FOR POLICING AND CRIME

### Public order policing

#### **14 What lessons were learned from the policing of the Occupy London protest held outside the Bank of England on 12 May 2012?**

The City of London Police (CoLP) had overall operational responsibility for the policing of the Occupy London protest, with support, resources and logistics from the MPS. The key lesson appears to be around the need to improve joint planning between the MPS and the CoLP. MOPAC may seek a report on this.

#### **15 Why was a section 14 put in place and how do you respond to claims that the public were not informed of the reasons why it was required?**

Section 14 of the Public Order Act 1986 is used to impose conditions on a public assembly where there is a reasonable belief of serious disorder occurring, serious criminal damage and serious disruption to the life of the community. The MPS states it recognises the importance to explain the operation of Section 14 when invoked, with both protestors and the public alike, in order to help facilitate peaceful. It would not be unreasonable to expect the organisers of the protest to be advised of why a Section 14 was being applied, its duration, geographical location and the number of protestors to which it applied. MPS officers were encouraged to communicate with the crowd in these circumstances to keep them informed of legal powers being applied and any subsequent developments. If these measures had not happened, the claims that the public are making may be justified.

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## OFFICE FOR POLICING AND CRIME

### Taser

#### **16a When will you be in a position to provide the Committee with the outcomes of the MPS review of Taser?**

The proposal to extend Tasers is an outcome of the review.

- The operational arrangements of Taser will be extended to all Territorial Support Group (TSG) units so that boroughs are able to deploy two Taser equipped vehicles to respond quickly and directly to emergency calls.
- An additional 22 Tasers will be deployed by the MPS taking the total number to 68.
- Five Boroughs (Harrow, Bromley, Barking and Dagenham, Enfield and Kingston) will have forty officers trained in the use of Taser by the time the Olympics start.
- Officers on the remaining boroughs will be trained after the Olympics.
- Each borough will be able to deploy two Taser equipped vehicles enabling boroughs to quickly and directly respond to emergency calls.
- A maximum of four Tasers will be available on the Borough at any one time to respond to violent incidents
- This is in addition to the support that TSG and CO19 provide. An extra 200 TSG officers will be trained in order to provide additional support to boroughs.

#### **16b What were the key considerations in deciding to roll out Taser vehicles to all boroughs? What alternatives, if any, were considered**

The decision to extend the use of Taser in the MPS included consideration of the use of Taser since 2003 and the changing landscape of physical risk in which officers have to operate.

#### **16c Who was consulted on this decision and what changes were made to the plans as a result? To what extent were communities consulted?**

The MPS Taser Programme Board and the Taser Engagement Board look at the use of Taser and the wider impact of that use on London in general.

These boards include and received views from external representatives including that from the MPS' Central Independent Advisory Group. The boroughs that are trialling the local use of Taser have a process of community engagement in place and this will continue as Taser is rolled out to further boroughs.

The then Deputy Mayor for Policing and Crime, Kit Malthouse, was consulted. He sought assurances from the Commissioner regarding the governance structure and safeguards in respect of training and monitoring to satisfy his concerns. As a result, oversight mechanisms are in place with the MPS providing MOPAC with reports of every Taser discharge by borough officers on a weekly basis. The current Deputy Mayor for Policing and Crime, Stephen Greenhalgh, was not formally consulted as he took post after the initial roll-out had commenced. He recognises that the decision to extend Taser to a small group of specially trained officers on every borough is largely an operational matter, but given the controversy surrounding the use of this tactic, MOPAC will continue to oversee the roll out.

#### **17 Did the Mayor or the previous Deputy Mayor for Policing and Crime express any concerns or make any comments on the roll-out? How did you seek/obtain political sign-off of the new arrangements?**

The Mayor and Deputy Mayor receive ongoing briefing regularly on this matter.

When MOPAC replaced the MPA, the Mayor and Deputy Mayor were made fully aware of the roll-out and were supportive of the decision to extend the use of Taser. As the rollout is implemented, MOPAC will continue to be fully involved through the Taser Programme Board and the Taser Oversight Board.

# MAYOR OF LONDON

## OFFICE FOR POLICING AND CRIME

The Mayor and Deputy Mayor recognise that the police need the right tools to police London effectively and that Taser has a role to play in this as long as appropriate safeguards are in place in respect of training, policy and governance. Given the significant community concerns that exist around the use of Taser by the MPS, MOPAC continues to have robust oversight over all Taser deployment across the MPS.

# MAYOR OF LONDON

## OFFICE FOR POLICING AND CRIME

### Acquisitive and knife crime

#### **18 To what extent do the recent figures suggest that previous initiatives to tackle rising rates of acquisitive crime have failed?**

Recent figures, between 1 April and 22 July 2012, indicate that

- overall property crime has reduced by 6.8%.
- robbery has reduced by 12.3%,
- residential burglary is down by 4.2%,
- theft of motor vehicles has reduced by 16.8%,
- knife crime is down by 22.5%
- knife robbery has reduced by 25.8%

Sanction detections rates

- for overall property crime have also risen to 10.1%
- for robbery they have risen to 15.2%.

This was on the back of an increase by 1.2% of overall property crime from April 2011 to April 2012, which the MPS have been working hard to reverse.

#### **19 What new measures are being implemented to address rises in acquisitive crime?**

A key measure was introduced in January 2012. The Assistant Commissioner for Territorial Policing convenes a monthly 'CrimeFighters' meeting to monitor acquisitive crime trends. CrimeFighters scrutinises performance and operational activity across the boroughs, as well as identifying good practice. Mobile phones remain a key item driving personal robberies. Measures to tackle this are continually being developed and intelligence is key, for example prompting a joint operation between Havering and Barking and resulted in three arrests and recovery of 600 phones and other stolen property.

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**Joanne McCartney**

Chair Police & Crime Committee  
Greater London Authority  
City Hall  
The Queen's Walk  
London SE1 2AA

4 October 2012

Dear Joanne,

At the Police and Crime Committee on 19 July 2012 you asked me to write to the Committee with details of:

- The status of the former MPA's report into corruption within the MPS; and
- MOPAC's oversight of professional standards, including whether it is intended to use good practices such as 'dip sampling', and a general update as to how complaints were currently being managed.

With regard to the first bullet point above, the report is near completion and has been referred to the joint MOPAC/MPS Audit Committee to review policies and governance arrangements, prior to publication. An update on the oversight of professional standards will also be available to the Committee by November.

Yours sincerely



Stephen Greenhalgh  
**Deputy Mayor for Policing and Crime**

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**METROPOLITAN  
POLICE**

Working together for a safer London

**RECEIVED**  
13 AUG 2012

Our Ref: 2012080000392

8th August 2012

Joanne McCartney AM  
Chair of the Police and Crime Committee  
City Hall  
The Queen's Walk  
London  
SE1 2AA

Bernard Hogan-Howe QPM, MBA, MA (Oxon)  
Commissioner of Police of  
the Metropolis

New Scotland Yard  
Broadway  
London SW1H 0BG

Tel: 020 7230 0755

Website: [www.met.police.uk](http://www.met.police.uk)

Thank you for your letter dated the 30th July which was received in my office on the 31st July.

I note your questions arising from the Police and Crime Committee meeting on the 19th July 2012 and your need for a response by 7th September.

I have passed your letter to the Deputy Mayor for Policing for his consideration and response.

**Bernard Hogan - Howe**  
Commissioner

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Joanne McCartney AM, Chair of the Police and Crime Committee

London Assembly  
City Hall  
The Queen's Walk  
London, SE1 2AA

**Stephen Greenhalgh**

Deputy Mayor for Policing and Crime

**23 July 2012**

Dear Stephen,

### **Territorial Policing Development Programme**

I am writing to thank you on behalf of the London Assembly Police and Crime Committee for your attendance at our meeting on 5 July, where we discussed the status of the Territorial Policing (TP) Development Programme.

The meeting underlined once again the central importance of the TP Development Programme to the future of policing in London. The Committee acknowledges the scale of the financial challenge facing the Metropolitan Police Service and the need to implement plans for tackling the budget deficit soon after the 2012 Games. Nonetheless, it is important that changes under the Programme build on the success of Safer Neighbourhood Teams in policing local areas.

The rest of this letter outlines the Committee's priorities in terms of scrutiny of the TP Development Programme and some additional information we would like to inform our work and which will be of interest to the public. The Committee will return to look further at the Development Programme when proposals are announced.

#### *Proposals for changing the local policing model*

We know that the forthcoming shake-up of local policing could be one of the largest in decades but there is currently a lack of certainty about the changes – what is likely to be proposed and how changes will be implemented. There have also been different messages about timings. At the Committee's meeting on 5 July, you indicated that proposals would be discussed at the MOPAC Challenge Board in September. The Commissioner told us at the Committee's meeting on 19 July that September to December is thinking time for the MPS, during which a refreshed vision will be developed. The Committee would welcome some more concrete information on timing of the proposals and when they will be implemented, and would like to be kept informed about progress. In particular, we would like to be notified of any local trials of new approaches or if any boroughs are going live with changes this autumn.

When proposals are published we suggest they should include the following:

- Detail on the make-up of new local policing teams, including the areas they will cover and the number of teams an inspector will supervise
- Likely variations in the model across London
- A timetable for implementation
- Information about the proposed local targets and pledges and how they will be set and monitored
- An outline of how MOPAC will conduct public consultation and engagement on changes

*Evidence Base*

Questions remain as to whether the Development Plan will realise the twin goals of reducing costs and raising standards. We therefore support your proposal that the MPS should collate and publish the evidence base supporting the Development Programme. We suggest that the document should include comparisons with similar forces, as well as information from the pilots which, while apparently failing to achieve necessary improvements, nevertheless must have provided valuable data. We would be particularly interested on an update on the results of Operations Hannah and Erin and how that learning was taken on board by the MPS.

We note your proposal for an independent review into decisions taken under the Development Programme. We would appreciate further information on this, including terms of reference and who will carry it out, timescales, public access and the process of feeding recommendations into the Programme given that implementation could begin as soon as October.

*Finance and Governance*

We note that the TP Development Programme was behind schedule in delivering savings during its first full financial year. Please could you provide an update to the Committee on:

- Expected savings from the TP Development Programme, broken down by project/workstream, each year between 2011/12 and 2015/16
- Actual savings realised in each area in 2011/12

We would also welcome more information on the process behind identifying the extra £50 million savings to be achieved in 2012/13, which is set to begin after the Olympics.

During the meeting you also spoke about how MOPAC is overseeing various aspects of the Programme through its membership of the Change Board and through the proposed MOPAC Challenge programme. We ask that you provide regular updates as part of MOPAC's monthly report outlining the strategic issues discussed at these meetings and any decisions which may have significant impact on the Programme.

*Estate Strategy*

As you know, many Londoners are concerned about access to local police services, particularly the future of police front counters. You have made a commitment to transparency so I hope you will confirm that the MPS's Public Access Review will be published as soon as possible so its conclusions can be tested and debated before final decisions are made. I would also be grateful if you could outline how proposals for any closures will be consulted on.

I anticipate that the information I have requested will be of interest to both the Committee and the wider public. I would be grateful for a response by 17 August and look forward to discussing this issue with you further when details of the new local policing model are released.

Yours sincerely



**Joanne McCartney AM**  
**Chair of the Police and Crime Committee**

Joanne McCartney AM, Chair of the Police and Crime Committee

London Assembly  
City Hall  
The Queen's Walk  
London, SE1 2AA

**Chris Allison**

Assistant Commissioner,  
Olympics and Paralympics  
Metropolitan Police Service  
New Scotland Yard  
Broadway  
London SW1H 0BG

**5 September 2012**

Dear Assistant Commissioner,

In preparation for the Police and Crime Committee meeting on the 11 October 2012, focussing on policing the Olympic and Paralympic Games, I would appreciate it if you could provide some background information in order to inform the meeting.

The Committee would particularly be interested in:

- The number of police officers engaged in Olympic and Paralympic duties from the MPS and other forces (including City of London Police and British Transport Police);
- What accommodation was provided for officers during the Games
- Shift patterns – including minimum breaks between shifts;
- Whether the MPS or other forces were involved in policing of any Olympic/ Paralympic venues;
- When the MPS was briefed on G4S's failure to supply sufficient security staff to fulfil its contract
- Whether the Games time policing role had any impact on 'business as usual'; and
- Levels of recorded crime during the Olympic and Paralympic Games in comparison to seasonal averages; and possible reasons for any variation

I would be grateful if you could respond by emailing Susannah Drury, Scrutiny Manager [susannah.drury@london.gov.uk](mailto:susannah.drury@london.gov.uk) by 26 September 2012, in order that the information provided can inform the briefing for the meeting. If you have any queries about this letter, please contact Susannah by email or by phone on 020 7983 4484

Yours sincerely



**Joanne McCartney AM**  
**Chair of the Police and Crime Committee**

Cc: Stephen Greenhalgh, Deputy Mayor for Policing and Crime

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Working together for a safer London

OLYMPIC AND PARALYMPIC GAMES

Joanne McCartney  
 Chair of the Police and Crime Committee  
 London Assembly  
 City Hall  
 The Queen's Walk  
 London  
 SE1 2AA

Chris Allison, MBE  
 Assistant Commissioner  
 National Olympics Security Coordinator  
 2012 Olympic and Paralympic Games

Room 534  
 New Scotland Yard  
 Broadway  
 London  
 SW1H 0BG

Telephone: 0207 230 2132  
 e-mail: Chris.Allison@met.police.uk

3rd October 2012

Dear Joanne,

I am writing in response to your letter of the 5<sup>th</sup> September in which you request certain information in advance of the meeting on the 11<sup>th</sup> October. As you are hopefully aware, I took a couple of weeks off after the Paralympics which has meant a slight delay in my reply but your office kindly agreed to this in the circumstances.

In terms of my reply, I have set out answers to the specific questions that you have asked but I would point out that this was the most complex operation that we have ever undertaken and for some of the questions there is no simple answer. I hope to be able to explain more in person to the committee.

**1. The number of police officers engaged in Olympic and Paralympic duties from the MPS and other forces (including City of London Police and British Transport Police);**

There were over 430,000 shifts undertaken on Olympic and Paralympic duties in the various Olympic Forces and on peak days during the Olympics, over 14,500 officers were deployed across the country.

In London, over 240,000 shifts were undertaken by MPS officers and over 80,000 shifts were undertaken by officers on mutual aid. Peak days saw a deployment of over 10,500 officers on the Olympic operation in London.

**2. What accommodation was provided for officers during the Games**

University halls of residence were used to accommodate mutual aid officers. Seven university facilities were used during the Olympics. These were; Hertfordshire, Brunel, Middlesex, Roehampton, Imperial College London, Greenwich and Goldsmiths College London.

Of these, Middlesex, Imperial College and Goldsmiths College were used during the Paralympics. In addition, the MPS Gilmour Section House was used.

A number of protection officers and members of staff attached to the varying command, control and co-ordination centres who required accommodation were housed in London hotels and two London clubs (the Naval Club and the Army and Navy Club).

### **3. Shift patterns – including minimum breaks between shifts;**

The shift pattern that was adopted for the officers throughout the Games was relevant to the duty to which they were assigned. The majority of taskings were based on a core 12 hour shift system.

The break in duty time required under the Working Time Directive is 11 hours. There were just over 1,000 occasions (largely amongst close protection officers) where a break in duty of less than 11 hours was factored in or planned in agreement with the Police Federation.

### **4. Whether the MPS or other forces were involved in policing of any Olympic/ Paralympic venues;**

Officers from the MPS and those deployed to London in support of the Olympic policing operation were deployed in alignment with LOCOG's zonal approach. Operational Bronze Commanders were responsible for each of the zones - Park Zone, River Zone and Central Zone - and there were full-time MPS planners assigned to each zone.

The Park Zone included the Olympic Stadium and all associated venues.

The River Zone included the Excel Centre (Arenas 1 - 3), Greenwich Park and the Greenwich Peninsula including North Greenwich Arena along with the Royal Artillery Barracks.

The Central Zone included: Wembley Stadium and Arena Earls Court, Horse Guards Parade, Hyde Park, the Mall, Wimbledon and Lords' Cricket Ground.

Additional Bronze Commanders were deployed for the arrival of the Olympic Torch Relay in London, for the road events and for specialist functions.

Each of the venues had a sub-bronze Commander and police officers were deployed inside in line with the size of the venue. However, the vast majority of officers were deployed outside venues.

In terms of backfilling G4S, there were under 500 officer shifts required to undertake this activity in London.

### **5. When the MPS was briefed on G4S's failure to supply sufficient security staff to fulfil its contract**

The timeline in relation to this issue is clearly set out in the recent Home Affairs Select Committee report on Olympic security. It is also important to stress that the key relationship is the contractual one between LOCOG and G4S. Whilst police clearly had a central role to play in securing the Games, LOCOG had primary responsibility for the venues that it was operating and we were always careful to maintain this key distinction, whilst encouraging a close partnership approach.



On 27/06/2012, G4S indicated to LOCOG and to the Home Office for the first time that they had insufficient staff to meet immediate demand at venues. They warned of a possible temporary shortfall in G4S deployed numbers from 01/07/2012. They emphasised that they would overcome these short term difficulties and fulfil their contracts. On 28/06/2012, the Government placed the Military Contingency Force on 24 hours' notice to move. Dialogue continued, but it was on the 11th July 2012 that G4S notified the partners that it would be unable to deliver the security staff required.

**6. Whether the Games time policing role had any impact on 'business as usual';**

The plan for the Olympic and Paralympic Safety and Security policing operation was developed to ensure that there would be minimal impact on the Service's ability to deliver core policing.

Although officers were abstracted from boroughs, considerable use of mutual aid meant that core business could still be delivered across the MPS.

**7. Levels of recorded crime during the Olympic and Paralympic Games in comparison to seasonal averages; and possible reasons for any variation**

The MPS is in the process of analysing offences that took place during the Olympic period. This will inform work that is being coordinated by the Olympic Intelligence Centre to assess crime data in venue forces and non-venue forces alike. This is anticipated to take some time as we look to provide an accurate picture of the impact of the Olympic Games on crime levels across the country.

Indications are that crime has fallen in London during the Olympic Games. It is not possible to say by exactly how much, but early indications are an approximate 6% reduction in crime. Further analysis is being completed.

I hope that this assists and I look forward to appearing in front of the committee on the 11th October 2012.



**Chris Allison**

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RECEIVED  
12 OCT 2012

**Joanne McCartney**  
**Chair of the Police and Crime Committee**  
London Assembly Member  
City Hall  
The Queen's Walk  
LONDON  
SE1 2AA

11 October 2012

Dear Joanne,

I write in reference to requests made at the March Police and Crime Committee (PCC) regarding a newspaper article about alleged police corruption linked to the Stephen Lawrence case, and other outstanding requests made by the PCC to MOPAC. I am sincerely sorry for the delay in responding to you, and I accept that our service did not meet the necessary standards that you, nor any member of the public, would expect.

I understand that the main reason behind this is that the systems and processes that were introduced to deal with Assembly Member enquiries ran into difficulties during the summer period. The system was introduced to provide an effective service to members. However, given the volume of questions and correspondence for MOPAC, we found that there was insufficient resource available.

Action is being taken. There is now additional capacity to deal with this area of work building on the standard correspondence system. Your letters, data requests and enquiries should be directed to [enquiries@mopac.london.gov.uk](mailto:enquiries@mopac.london.gov.uk). Furthermore, support will be boosted with regards to the management of Mayor's Questions, the Police and Crime Committee and other Assembly facing functions which are of equal priority when it comes to your enquiries and role. We are also taking measures to place data within the London Datastore in order to give you immediate access to statistics.

I am confident that we will clear the backlog of your outstanding queries quickly so that you will have responses to most of your enquiries shortly. I will endeavor to maintain an improved level of responsiveness in future.

Thank you for raising this matter with me and I hope this response helps maintain our constructive relationship and I would ask for your understanding whilst we work through all your outstanding inquiries.

Yours sincerely,



**Stephen Greenhalgh**  
**Deputy Mayor for Policing and Crime**

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# Subject: Work Programme for the Police and Crime Committee

**Report to: Police and Crime Committee**

**Report of: Executive Director of Secretariat**

**Date: 25 October 2012**

**This report will be considered in public**

## 1. Summary

- 1.1 This report sets out a proposed work programme for the Police and Crime Committee up to January 2013.

## 2. Recommendation

- 2.1 **To agree the proposed arrangements for meetings of the Committee as set out at paragraph 4.4 of the report.**

## 3. Background

- 3.1 This paper sets out an updated proposed work programme for the Police and Crime Committee for November 2012 to January 2013.

## 4. Issues for Consideration

- 4.1 The Committee's work programme is intended to enable the Committee effectively to fulfil its roles of holding the Mayor's Office for Policing and Crime to account and investigating issues of importance to policing and crime reduction in London. The Committee's work will include a range of formal and informal activities, including formal meetings with the Mayor's Office for Policing and Crime, the Metropolitan Police Service and other stakeholders, site visits, written consultation responses and informal meetings.
- 4.2 The Committee will usually meet twice a month. One of the monthly meetings will be used principally to hold a question and answer session with a representative of the Mayor's Office for Policing and Crime. The Commissioner of Police of the Metropolis has been invited to these meetings and has indicated that he or the Deputy Commissioner will attend. The Committee's other monthly meeting will be used to consider a particular topic or aspect of policing and crime in greater detail.

- 4.3 The proposed updated work programme, as outlined in paragraph 4.4 below, has been informed by recent announcements:
- MOPAC stated in its most recent monthly report to the Committee<sup>1</sup> that the Police and Crime Committee will now be sent an early draft of the Police and Crime Plan for its meeting on 27 November (as opposed to October as previously stated)<sup>2</sup>. Public consultation on the Plan is now due to start in December 2012. A final draft of the plan is due to be brought to the Committee in February 2013, for comment. MOPAC has also announced that it is in discussion with the MPS regarding conducting a joint consultation on the Local Policing Model and the Police and Crime Plan. This suggests that the consultation on the Local Policing Model will now not start until December. The Chair has written to the Deputy Mayor for Policing and Crime asking for clarification about what information will be available to the Committee at each consultation stage, and for further details about the consultation periods. However, it appears unlikely that the draft Police and Crime Plan and the consultation proposals for the Local Policing Model will be published in time for the Committee's previously scheduled meeting on 15 November.
  - Detailed information on budget plans and implications now seems unlikely to be available for the previously proposed meeting on this topic scheduled for 6 December. A discussion on budget plans and implications could therefore take place in January 2013.
- 4.4 The table below shows a proposed timetable for the Committee's meetings up to January 2013, in light of the above information. The table shows the previously scheduled meeting topics for the meetings on 15 November and 6 December, with potential alternative options, if relevant information on the previously scheduled topics is not published in time. Proposed changes to the timetable are shown in italics, for clarity, and further information on these proposed changes is provided in paragraphs 4.5 -4.7.

<b>Date of Committee meeting</b>	<b>Proposed main topic(s) for discussion</b>
15 November 2012	Previously scheduled for discussion on Police and Crime Plan and Local Policing Model  <i>Potential option if relevant information for the above is not available: Tackling violence against women and girls</i>
29 November 2012	Question and Answer Session – including Leveson Inquiry
6 December 2012	Previously scheduled for discussion on Budget Plans and Implications.  <i>Potential options if relevant information for the above is not available: Community Safety Funding and/ or initial discussion on the Police and Crime Plan</i>
20 December 2012	Question and Answer Session – <i>potentially to include MOPAC staffing changes</i>
17 January 2013	<i>The Police and Crime Plan, Estate Strategy and Local Policing Model – Consultation Proposals (dependent on publication dates of consultation material)</i>
31 January 2013	Question and Answer Session – <i>potentially to include discussion on budget plans and implications</i>

<sup>1</sup> MOPAC Report to Police and Crime Cttee 25 October 2012.

<sup>2</sup> Letter from Deputy Mayor of Policing and Crime to Chair of the Police and Crime Committee, 7 September 2012

- 4.5 Further information on the alternative topics proposed in the work programme for 15 November and 6 December is as follows:
- 15 November - Tackling violence against women and girls. A meeting could be held to review the impact of the Mayor's current strategy 'The Way Forward'; to assess progress on implementing the Mayor's manifesto commitments on tackling violence against women; and to discuss recent management and strategy changes at the Sapphire Unit in the MPS. MOPAC is currently finalising consultation plans for a refresh of the Mayor's Violence against Women strategy. The Committee could therefore use the information gathered at this meeting to respond to this consultation, and give its views on what the "refreshed strategy" should include.
  - 6 December - Community safety funding. Various strands of community safety funding have been transferred to MOPAC for distribution. The Committee could therefore hold a meeting to discuss the emerging plans and priorities for allocating the community safety funds, which will total £20.5million in 2013/14. The Committee could also consider widening the discussion to look at how crime prevention projects will be funded in the future, and the potential for other partners such as the NHS, third sector and education to become more involved in funding and delivering crime prevention projects.
- 4.6 The table above in paragraph 4.4 also includes a proposal for the 20 December meeting to include a discussion on MOPAC staffing changes. MOPAC is currently going through a restructuring and relocation process. The Committee could look at this process, focusing on the current staffing changes, the rationale for these changes, likely costs, implications for the organisation, and potential impacts as a part of its Question and Answer Session meeting on 20 December, when Helen Bailey, MOPAC's new Chief Operating Officer will be in post.
- 4.7 The table in paragraph 4.4 above proposes a meeting to jointly consider the consultation proposals for the Police and Crime Plan, the Estate Strategy and Local Policing Model. However, this meeting is dependent on the consultation periods for these strategies and plans being published concurrently and therefore is subject to change.

## 5. Legal Implications

- 5.1 The Committee has the power to do what is recommended in this report.

## 6. Financial Implications

- 6.1 There are no financial implications to the GLA arising from this report.

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**List of appendices to this report:** None.

<b>Local Government (Access to Information) Act 1985</b>	
List of Background Papers: None	
Contact Officer:	Susannah Drury, Scrutiny Manager
Telephone:	020 7983 4484
E-mail:	Susannah.drury@london.gov.uk

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